

# Joint Final Independent Evaluation

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## Consolidating and Disseminating Efforts to Combat Forced Labor in BRAZIL and PERU

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Implemented by:  
International Labour Organization

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**Cooperative Agreement Number:** IL-23986-13-75-K

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

**Financing Agency:** U.S. Department of Labor

**Dates of Project Implementation:** May 2013 – Dec 2018

**Evaluation Fieldwork Dates:** October 8-26, 2018

**Total Project Funds from USDOL:** USD \$6,800,000



*Sistemas, Familia y Sociedad*  
*Consultores Asociados*

## TABLE OF CONTENTS

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ACKNOWLEDGEMENTS.....	ii
ACRONYMS.....	iii
EXECUTIVE SUMMARY .....	v
I. PROJECT DESIGN AND CONTEXT .....	1
II. EVALUATION OBJECTIVES AND METHODOLOGY .....	6
III. EVALUATION FINDINGS.....	8
3.1    EQ 1: Project Design .....	8
3.2    EQ 2: Relevance .....	14
3.3    EQ 3: Effectiveness .....	18
3.4    EQ 4: Efficiency of Resource Use .....	29
3.5    EQ 5: Impact Orientation and Sustainability .....	31
IV. CONCLUSIONS.....	34
V. RECOMMENDATIONS.....	37
VI. LESSONS LEARNED AND EMERGING GOOD PRACTICES.....	40

## ANNEXES

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ANNEX 1: Evaluation Matrix.....	42
ANNEX 2: Evaluation Agenda .....	48
ANNEX 3: List of Documents.....	49
ANNEX 4: List of Interviewees .....	54
ANNEX 5: Brazil Stakeholder Workshop Agenda.....	55
ANNEX 6: Peru Stakeholder Workshop Agenda .....	56
ANNEX 7: Overview of Project Progress Table .....	57
ANNEX 8: History of the Integrated Action Plan .....	63
ANNEX 9: Evaluation Terms of Reference .....	65
ANNEX 10: Lessons Learned and Emerging Good Practices Templates.....	81

## ACKNOWLEDGEMENTS

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The evaluation team would like to thank the ILO project team in Brasília and Lima for the excellent organization of the evaluation agenda and mission.

The team would also like to express its thanks to all stakeholders who kindly agreed to be interviewed, and with whom discussions were held. In Brasília, we thank the Minister of the Labor Supreme Court in Brazil, the Director of ILO Brasília, and members of the following entities and institutions: Brazilian Technical Cooperation Agency, National Commission for the Eradication of Forced Labor (CONATRAE), Ministry of Labor (MT), Labor Prosecutor Service (MPT), U.S. Embassy in Brazil, Employer's National Confederation of Agriculture in Brazil (CNA), Brazilian National Confederation of Industry (CNI), National Confederation of Rural Workers (CONTAG), National Confederation of Rural Salaried Workers (CONTAR) and Federal Prosecutor Office (MPF). In São Paulo, the members of the National Pact for the Eradication of Forced Labor in Brazil (InPACTO), Repórter Brasil, Brazilian Textile and Apparel Industry Association (ABIT), Brazilian Association of Textile Retail (ABVTEX) and C&A Institute. In Cuiabá, we are grateful to the Regional Labor Inspection (SRTE/MT), National Land Commission (CPT), Centro Burnier, Integrated Action Program team, Labor Prosecutor Office, Migrant pastoral, to the population of Chumbo, those at the shelter of the Migrant's House, and workers rescued in Rafael and Durval. In São Luis, we would like to acknowledge the Human Rights and Popular Participation Secretariat team and COETRAE. In Salvador, we thank the representatives of the Secretary of Justice, human rights, labor and employment, the COETRAE, labor prosecutor office and the NGO Avante. We would like to thank all those members of CONATRAE who welcomed us at their meeting on October 22, 2018, and opened a space for us to present our first findings and actively participate in the debate, in much contributing to this work.

Acknowledges are also addressed to the project's stakeholders in Lima who kindly contributed to the evaluation: the Ministry of Labor and Employment Promotion (MTPE), National Commission for the Fight Against Forced Labor (CNLCTF), General Confederation of Peruvian Workers (CGTP), Autonomous Workers Central Union of Peru (CATP), Ministry of Interior (MININTER), Ministry of Justice and Human Rights (MINJUS), National Labor Inspection Superintendence (SUNAFIL), representatives of the private sector, as well as to those who attended the stakeholders workshop at the premises of the ILO office on October 25, 2018.

*Funding for this evaluation was provided by the United States Department of Labor. Points of view or opinions in this evaluation report do not necessarily reflect the views or policies of the United States Department of Labor, nor does the mention of trade names, commercial products, or organizations imply endorsement by the United States Government.*

## ACRONYMS

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ABIT	Brazilian Textile and Apparel Industry Association
ABVTEX	Brazilian Association of Textile Retail
BA	Bahia
CATP	Autonomous Workers Central Union of Peru
CGTP	General Confederation of Peruvian Workers
CMEP	Comprehensive Monitoring and Evaluation Plan
CNA	Employer's National Confederation of Agriculture in Brazil
CNI	Brazilian National Confederation of Industry
CNJ	National Council of Justice
CNLCTF	National Commission for the Fight Against Forced Labor in Peru
COETRAEs	State Commissions for the Eradication of Forced Labor in Brazil
CONATRAE	National Commission for the Eradication of Forced Labor in Brazil
CONATRAP	National Committee to Combat Trafficking in Persons in Brazil
CONTAG	National Confederation of Rural Workers in Brazil
CONTAR	National Confederation of Rural Salaried Workers in Brazil
CPT	Pastoral Land Commission in Brazil
DBMS	Direct Beneficiary Monitoring System
EQ	Evaluative Question
FL	Forced Labor, which includes “slave labor” in the case of Brazil
GEIT	Special Group for Labor Inspections in Peru
HQ	Headquarters
IA	Integrated Action
IAP	Integrated Action Program
IBGE	Brazilian Institute of Geography and Statistics
ILO	International Labour Organization
InPACTO	National Pact for the Eradication of Forced Labor in Brazil
IO	Intermediate Objective
IPEA	Institute for Applied Economic Research in Brazil
M&E	Monitoring and Evaluation
MA	Maranhão
MAI	Movement for Integrated Action ( <i>Movimento de Ação Integrada</i> ) in Brazil
MG	Minas Gerais
MININTER	Ministry of Interior in Peru
MINJUS	Ministry of Justice and Human Rights in Peru
MPT	Labor Prosecution Service ( <i>Ministerio Publico do Trabalho</i> ) in Brazil
MTE	Ministry of Labor and Employment in Brazil
MT	Mato Grosso
MTb/MTB	Ministry of Labor in Brazil
MTPE	Ministry of Labor and Employment Promotion in Peru
NGO	Nongovernmental Organization

OCFT	Office of Child Labor, Forced Labor and Human Trafficking
PA	Pará
PR	Paraná
PMP	Performance Monitoring Plan
PNAD	National Household Sample Survey in Brazil
PT	Worker's Party
RAICE	Integrated Action Network to Combat Slavery in Brazil
SINAIT	National Trade Union of Labor Inspectors in Brazil
SP	São Paulo
SUNAFIL	National Labor Inspection Superintendence in Peru
SRTE	Regional Labor Bureau in Brazil
TC	Technical Cooperation
TOR	Terms of Reference
TPR	Technical Progress Report
TST	Labor Supreme Court in Brazil
TU	Trade Unions
UN	United Nations
USD	United States Dollars
USDOL	United States Department of Labor

## EXECUTIVE SUMMARY

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The eradication of forced labor is one of the four fundamental rights listed in the Declaration of Fundamental Principles and Rights at Work adopted by the International Labour Organization (ILO) in 1998. In 2017, the ILO estimated that based on data from 2016 about 25 million men, women, and children were in forced labor (FL) conditions – trafficked, held in debt bondage, or working under slave-like conditions. The vast majority of these forced laborers – 21 million – are exploited in the private economy, by individuals or enterprises. Another 4 million (16.33%) are in state-imposed forms of forced labor, including forced labor imposed by paramilitary forces.

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

The project “Consolidating and Disseminating Efforts to Combat Forced Labor in Brazil and Peru” (hereafter referred to as the project) is a US\$ 6.8 million technical trilateral cooperation initiative funded by the United States Department of Labor (USDOL) and implemented by the ILO, with the support of national counterparts in Brazil and Peru.

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

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

However, the project design showed a disconnection in the logical framework between Intermediate Objective 2 (IO2) (social dialogue and institutional capacity for public policy implementation) and IO3 (increase engagement of the private sector and employer’s organizations to combat FL). The National Commission for the Eradication of Child Labor (CONATRAE) and State Commissions for the Eradication of Forced Labor (COETRAEs), involved under IO2, belong to the

“human rights and social control arena” where social dialogue (ILO’s concept) is difficult since their agendas and objectives are different.

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

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

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

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

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

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

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

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

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



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

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

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

The project involved a wide arrange of stakeholders, including traditional ILO tripartite counterparts as well as non-traditional actors from the human rights arena, the judiciary system and public defense, among others. It would be useful to have a reflection on the different channels, multi-stakeholders and tripartite Commissions that affect the improvement of public policies and normative changes in Brazil and Peru. For sustainability of results, this angle of the analysis would be very relevant.

Below is a summary of the evaluation recommendations:

1. The ILO Office in Brasilia could benefit from a strategic planning exercise in order to clarify their role in the combat against FL in the country in the new political scenario. The added value of the ILO as a tripartite international organization in a privileged position to enhance national dialogues should be prioritized in that strategy.
2. The ILO project should distinguish its support to the CONATRAE and COETRAEs from its support to a tripartite social dialogue discussion with the ILO constituents. The latter should take place in a tripartite commission linked to the labor area (eventually to the MTE). The support to CONATRAE/COETRAEs could be identified as engaging in the human rights arena

with a social control objective. The support of a tripartite commission dealing with FL should focus on the labor relations component of the FL phenomena, and on the search for solutions, starting by a common agreed agenda among social partners.

3. The ILO should play a neutral role and call upon a more strategic dialogue around FL. The approach towards the private sector and employers should emphasize the *social responsibility & economic* aspects.
4. The preventive approach towards FL should be prioritized. Synergies should be found with state governments that include the fight against slave labor in their agendas (and/or Decent Work Agendas). A stronger link between child labor and FL in line with Sustainable Development Goal indicator 8.7 should be emphasized. Absolute priority should be given to psychological support for rescued workers. Surveys like the one conducted in Maranhão should be implemented where feasible and in accordance with state authorities.
5. The CMEP should be more flexible in its format in order to stimulate the generation of innovations on the field that could be later appropriated by the donor. It should also give more emphasis to the overall logical approach, including project's strategy and theory of change, rather than to the current emphasis on metrics.
6. The ILO project should be more interconnected with HQ and other ILO initiatives. This would benefit the FL combat in the country, by learning from other interesting experiences in combatting modern slavery as well as influencing other countries' strategies in this combat. An increase of international staff in the Brazilian Office could also be advisable.
7. In Peru, priority should be given - in line with what the Bridge project is doing - to raising awareness on the FL phenomena and its categorization as crime, at national level and in the regions, involving private sector and unions. Increased awareness of the vulnerabilities is needed at the education sector level in order to combat young co-optation into FL. Private sector involvement should be enhanced through their social responsibility initiatives.
8. South-South activities between the two countries, and other countries in the region, should be based on a horizontal approach; national priorities and contexts need to be clearly taken into account while defining common agendas for cooperation. FL combat has showed to be a very sensitive issue that demands the involvement of a wide range of stakeholders. Synergies should also be found in Brazil and Peru (as well as with other bordering countries) to develop joint initiatives to combat FL in the bordering territories in the Amazon region as a way to increase the effectiveness of those actions. This could be part of the joint South-South cooperation.

## I. PROJECT DESIGN AND CONTEXT

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The eradication of forced labor (FL) is one of the four fundamental rights listed in the Declaration of Fundamental Principles and Rights at Work adopted by the International Labour Organization (ILO) in 1998. In 2017, the ILO estimated that, based on data from 2016, about 25 million men, women, and children were in forced labor – trafficked, held in debt bondage, or working under slave-like conditions. The vast majority of these forced laborers – 21 million – are exploited in the private economy, by individuals or enterprises. Another 4 million (16.33%) are in state-imposed forms of forced labor, including forced labor imposed by paramilitary forces.<sup>1</sup>

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

In 1995, the Brazilian government recognized the existence of contemporary slave labor before the United Nations.<sup>2</sup> The Special Mobile Inspection Group of the Ministry of Labor and Employment (MTE) was created in that same year, coordinated by labor tax auditors responsible for supervising working conditions on the properties and freeing enslaved workers.<sup>3</sup> In 1999, by means of a constitutional amendment, the expropriation of lands where exploitation of workers under conditions analogous to slavery was observed was presented in Parliament, and it was finally approved in 2014.<sup>4</sup> In 2001, the nongovernmental organization Repórter Brasil began to investigate the production chains of people and companies that were in flagrante with slave labor, and made complaints about who benefits from this crime. In 2002, unemployment insurance was created for the workers rescued from slave labor.<sup>5</sup>

The arrival to power of President Lula Da Silva in 2003 initiated a series of important milestones for the fight against forced labor in the country. The National Commission for the Eradication of Slave Labor (CONATRAE) was created, linked to the Human Rights Secretariat of the Presidency of the Republic and composed of actors from civil society and public power.<sup>6</sup> The first National Plan

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<sup>1</sup> [https://www.ilo.org/wcmsp5/groups/public/@dgreports/@dcomm/documents/publication/wcms\\_575479.pdf](https://www.ilo.org/wcmsp5/groups/public/@dgreports/@dcomm/documents/publication/wcms_575479.pdf)

<sup>2</sup> <https://politica.estadao.com.br/noticias/geral,brasil-reconhece-na-onu-a-existencia-de-trabalho-escravo,20040308p32246>

<sup>3</sup> Portaria nº 550, de 1995. <https://www.legisweb.com.br/legislacao/?id=181365>

<sup>4</sup> <https://www25.senado.leg.br/web/atividade/materias/-/materia/105791>

<sup>5</sup> Lei 10.608, de 2002. [http://www.planalto.gov.br/ccivil\\_03/LEIS/2002/L10608.htm](http://www.planalto.gov.br/ccivil_03/LEIS/2002/L10608.htm)

<sup>6</sup> Decreto de 31 de Julho de 2003. [http://www.planalto.gov.br/ccivil\\_03/DNN/2003/Dnn9943.htm](http://www.planalto.gov.br/ccivil_03/DNN/2003/Dnn9943.htm)

for the Eradication of Slave Labor was approved,<sup>7</sup> where preventive actions, assistance to the rescued worker, and repression of the slave labor crime are foreseen for the eradication of the problem in the country. Law 10,803 / 2003 reformulated article 149 of the Penal Code of 1940, including in the penal type the concepts of "exhaustive workdays" and the subjection to "degrading conditions" of work.<sup>8</sup> Finally, the register of employers in flagrante with slave labor, the so-called "Dirty List," was created by the Ministry of Labor and Employment.<sup>9</sup>

In 2005, the National Pact for the Eradication of Slave Labor was created,<sup>10</sup> by which Brazilian and multinational companies assume the commitment not to buy raw materials from suppliers that have used slave labor in their production. In 2006, the Federal Supreme Court defined that the Federal Justice is competent to judge the crimes of slave labor,<sup>11</sup> which led to an increase in complaints by the Federal Public Ministry. In 2007, four states created their State Committees for the Eradication of Slave Labor (Maranhão, Pará, Tocantins and Mato Grosso). Mato Grosso do Sul and Piauí already had similar structures. In 2008, the Second National Plan for the Eradication of Slave Labor was launched, with the revision and updating of the first by CONATRAE.<sup>12</sup>

The Integrated Action (IA), started in 2008 in Mato Grosso, was designed by labor inspectors concerned that the same workers were rescued recurrently, with the signature of a technical cooperation agreement between the Regional Labor Bureau in Mato Grosso, the Labor Prosecutions Office (MPT) and the Federal University of Mato Grosso. The financial resources for the project came from compensation for collective moral damages and fines for decompressing obligations of the MPT. These institutions became the executive coordination board of the pilot project "Integrated Action," launched in 2009, which was dedicated to the qualification and professional reintegration of those rescued from slave work or workers in a situation of vulnerability in Mato Grosso. Later in 2012, the ILO approached the IA in Minas Gerais (MG) to suggest a cooperation framework together with the United States Department of Labor (USDOL). The project started in 2013 as described below.

In October 2014, the Movement for Integrated Action (MAI) was launched in Brasília, as an initiative of the ILO, the Regional Superintendence of Labor and Employment (SRTE) and the National Trade Union of Labor Inspectors (SINAIT). The MAI aims to carry the successful practice to other states. In 2015, several mobilizations took place by the MTE and the Human Rights Secretariat of the Presidency of the Republic, as well as civil society, in favor of the publication of

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<sup>7</sup> <http://trabalho.gov.br/fiscalizacao-combate-trabalho-escravo/plano-nacional-para-erradicacao-do-trabalho-escravo>

<sup>8</sup> [http://www.planalto.gov.br/ccivil\\_03/LEIS/2003/L10.803.htm](http://www.planalto.gov.br/ccivil_03/LEIS/2003/L10.803.htm)

<sup>9</sup> <https://reporterbrasil.org.br/2011/05/portaria-interministerial-n-2-de-12-de-maio-de-2011-dou-de-13-05-2011/>

<sup>10</sup> <https://www.ethos.org.br/conteudo/apoiados/pacto-nacional-pela-erradicacao-do-trabalho-escravo/#.XA-2HtKiM8>

<sup>11</sup> <http://www.mpf.mp.br/pgr/noticias-pgr/competencia-para-julgar-crimes-de-trabalho-escravo-e-da-justica-federal-diz-stf>

<sup>12</sup> <http://trabalho.gov.br/fiscalizacao-combate-trabalho-escravo/plano-nacional-para-erradicacao-do-trabalho-escravo>

the Dirty List (previously suspended by the Federal Supreme Court).<sup>13</sup> Other movements contested the approval of projects in the National Congress proposing to reduce the concept of slave labor in force in the country.<sup>14</sup> In 2017, under the government of Michel Temer, the MTE tried to modify the conceptualization of slave labor in force in article 149 of the Penal Code through *Portaria* 1.129 / 2017, which was highly contested by various public and civil society entities that considered it a step backward in the progress achieved against FL in the country.<sup>15</sup> The *Portaria* was finally withdrawn.

The project, entitled “Consolidating and Disseminating Efforts to Combat Forced Labor in Brazil and Peru,” (hereafter referred to as “the project”) was implemented in the same years in which a serious political crisis was combined with harmful developments in the economy. In 2014, the Gross Domestic Product (GDP) grew by only 0.1%. The construction industry lost more than 250 thousand jobs, among other reasons due to the contraction after the football world cup. In 2016, Brazil faced its worse depression since the implementation of the national accounts system and the record of economic indicators in the early twentieth century. According to the Brazilian Institute of Geography and Statistics (IBGE), the Brazilian economy shrank 3.8% in 2015. The unemployment rate almost doubled in four years: from 6.8% in 2014 to 12.6%, counting 12.5 million people unemployed by the end of 2018.<sup>16</sup> According to information from the Central Bank, the GDP

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<sup>13</sup> <https://reporterbrasil.org.br/2015/09/lista-de-transparencia-sobre-trabalho-escravo-traz-nomes-flagrados-por-esse-crime/>

<sup>14</sup> <https://www.cut.org.br/noticias/cut-condena-manobra-no-senado-para-desconfigurar-a-pec-do-trabalho-escravo-3e6a>

[http://www.intersindicalcentral.com.br/pls-43213-e-retirado-de-pauta-apos-audiencia-publica-sobre-trabalho-escravo-realizada-no-senado/#.XA\\_ContKiM8](http://www.intersindicalcentral.com.br/pls-43213-e-retirado-de-pauta-apos-audiencia-publica-sobre-trabalho-escravo-realizada-no-senado/#.XA_ContKiM8)

<https://ajd.org.br/trabalho-escravo-nota-de-repudio-a-inclusao-do-pls-432-2013-na-ordem-do-dia/>

<sup>15</sup> <https://g1.globo.com/economia/noticia/portaria-sobre-trabalho-escravo-e-criticada-em-reuniao-de-comissao-da-oea.ghtml>

<https://www.anamatra.org.br/imprensa/anamatra-na-midia/25804-trabalho-escravo-portaria-sofre-criticas-no-pais-e-no-exterior>

[http://radio.mpt.gov.br/wps/portal/portal\\_mpt/mpt/sala-imprensa/mpt-noticias/d95149a3-a952-47a1-b15d-44c2d77f44f6](http://radio.mpt.gov.br/wps/portal/portal_mpt/mpt/sala-imprensa/mpt-noticias/d95149a3-a952-47a1-b15d-44c2d77f44f6)

<http://agenciabrasil.ebc.com.br/direitos-humanos/noticia/2017-10/mpf-e-mpt-recomendam-revogacao-de-portaria-que-muda-regras-do>

[https://www.huffpostbrasil.com/2017/10/17/portaria-sobre-trabalho-escravo-e-inconstitucional-e-deve-ser-revogada-diz-area-tecnica\\_a\\_23246149/](https://www.huffpostbrasil.com/2017/10/17/portaria-sobre-trabalho-escravo-e-inconstitucional-e-deve-ser-revogada-diz-area-tecnica_a_23246149/)

<https://www1.folha.uol.com.br/paywall/signup.shtml?https://www1.folha.uol.com.br/mercado/2017/10/1931436-dodge-pede-prisao-contratrabalho-escravo-e-chama-portaria-de-retrocesso.shtml>

<https://www.valor.com.br/politica/5163972/onubrasil-manifesta-%3Fprofunda-preocupacao%3F>

<sup>16</sup> <https://www.ibge.gov.br/>

accumulated in the third quarter of 2018 and showed a growth of 1.28, and forecasts for the end of the fourth quarter predict an increase between 1.3 and 1.5.<sup>17</sup>

In Peru, the publication by the ILO in 2005 of the study "Forced labor in the extraction of wood in the Peruvian Amazon," (ILO, 2005, Eduardo Bedoya & Alvaro Bedoya) marks the beginning of collaboration between the ILO, the government and Peruvian actors to combat a phenomenon that originally mainly affected indigenous communities. In 2007, the National Commission for the Fight against Forced Labor (CNLCTF) was created as an entity with a tripartite composition and inter-sectoral character. Within the same year, the first National Plan for Combating Forced Labor was approved, followed in 2013 by a second National Plan for Combating Forced Labor for the period 2013-2017.

The project "Consolidating and Disseminating Efforts to Combat Forced Labor in Brazil and Peru" is a US\$ 6.8 million technical trilateral cooperation initiative funded by the USDOL and implemented by the ILO, with the support of national counterparts in Brazil and Peru. Originally the project planned to implement over a 48-month period beginning in December 2012 and ending in December 2016. By the end of 2017, the project received a no-cost extension for another 12 month period. In 2018, an US\$ 800,000 cost extension was granted for 12 more months of implementation, summing up to 72 months for the whole project implementation. The implementation period for in-country activities in Peru was 24 months beginning in November 2013 and ending in December 2015. Exchange activities between Brazil and Peru continued after this date.

According to the terms of reference (TOR) of this evaluation, the project's overall developmental objective was to consolidate efforts to combat forced labor in Brazil and Peru through the effective implementation of the five intermediate objectives (IO):

IO1: Knowledge-base and awareness on forced labor improved among Brazilian key stakeholders and target groups;

IO2: Increased social dialogue and institutional capacity for public policy implementation at the national and state levels in Brazil;

IO3: Increased engagement of the private sector and employers' organizations to combat forced labor in Brazil;

IO4: Integrated Action Program (IAP) livelihood intervention strengthened and better positioned to reduce socio-economic vulnerability of groups susceptible to forced labor in the project's intervention area; and

IO5: Improved policies to combat forced labor in Peru.

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<sup>17</sup> <https://www.bcb.gov.br/pec/Indeco/Port/indeco.asp>

Given the intermediate objectives, the project targets key government and nongovernmental institutions as beneficiaries of institutional strengthening, knowledge generation and capacity development initiatives in Brazil and Peru.

In Brazil, the project targets, among others, the following institutions: CONATRAE;<sup>18</sup> State Commissions for the Eradication of Forced Labor (COETRAEs);<sup>19</sup> National Pact for the Eradication of Slave Labor (InPACTO);<sup>20</sup> and State governments developing local strategies to eradicate forced labor. In Peru, the key target groups consist of the following institutions: CNLCTF (its members include 13 ministries, as well as employers' and workers' organizations); Ministry of Labor and Employment Promotion (MTPE); and the National Labor Inspection Superintendence (SUNAFIL); as well as justice actors including the Ministry of Justice and Human Rights (MINJUS); Ministry of Interior (MININTER); Peru National Police; National Prosecution Office; Judiciary; along with workers' organizations such as Autonomous Workers Central Union of Peru (CATP); General Confederation of Peruvian Workers (CGTP); and employers' organizations including the National Confederation of Private Enterprises in Peru; and the National Society of Industries.

Complementarily, the project aimed to support 880 individuals and 760 households, including workers rescued from forced labor situations by the mobile inspection units, and adults vulnerable to being recruited into forced labor mainly in the state of Mato Grosso.

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<sup>18</sup> CONATRAE is composed of Special Secretary for Human Rights (president) and by the following Ministers of State: Agriculture, Defense, Agrarian Development, Social Development, Finance, Environment, Foreign Affairs, Labor and employment and Attorney General Office. Two representatives of the Ministry of Justice: General Director of the Federal Police Department and General Director of Federal Highway Police Department. Nine representatives of nationally recognized private nongovernmental entities that have relevant activities related to the fight against slave labor: Federal Judges Association, Labor Court Judges Association (ANAMATRA), Attorney Nacional Association, Labor Prosecutors Nacional Association, Employer's National Confederation of Agriculture in Brazil (CNA), Brazilian National Confederation of Industry (CNI), National Confederation of Rural Workers (CONTAG), Brazilian Order of Lawyers, Reporter Brasil and National Trade Union of Labor Inspectors (SINAIT). Subsequently, the Pastoral Land Commission (CPT) and the National Confederation of Rural Salaried Workers (CONTAR).

<sup>19</sup> The COETRAEs' composition depends on the state law that created them. Most of them have a majority representation of the state government, a group of judiciary and security agencies, and a group of nongovernmental entities with recognized experience in combating slave labor. Employer's federations appear in the COETRAEs of the states of Rondônia and Tocantins. The ILO appears as a member in the COETRAEs of Bahia and São Paulo.

<sup>20</sup> InPACTO is the result of the National Pact.

## II. EVALUATION OBJECTIVES AND METHODOLOGY

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The main purposes of the final evaluation are to:

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

The TOR included a list of questions to be addressed in the evaluation, corresponding to five evaluation criteria. During the desk phase, the suggested questions and information needs were incorporated in an Evaluation Matrix to identify the indicators and sources that would be used for each Evaluation Question (EQ). The original 18 questions included in the ToR were organized into five broad EQs - following the OECD/DAC evaluation criteria - in order to serve as the basis to draft the report. The evaluation matrix can be found in Annex 1.

The evaluation matrix mainstreams gender throughout the evaluation questions - following the ILO Guidance Note No.4 on Integrating Gender Equality in Monitoring and Evaluation Projects - with its corresponding indicators, leading to a higher quality of gender analysis.

### Approach

The evaluation approach has been qualitative and participatory in nature, and used project documents/reports including CMEP data to provide quantitative information. Qualitative information has been obtained through field visits, observations, interviews and focus groups as appropriate. The participatory nature of the evaluation has contributed to the sense of ownership among stakeholders and beneficiaries.

### Data Collection Methods and Analysis

The evaluation has comprised the following Data Collection Methods:

**1. Desk review:** Prior to beginning the interviews, the independent evaluators reviewed numerous project-related documents covering a wide range of project background, design and implementation issues as follows: CMEP documents; Baseline report and end-line study proposal; Project document and revisions; Cooperative Agreement; Technical Progress and Status Reports; Project Results Frameworks and Monitoring Plans; Work plans; Correspondence related to Technical Progress Reports; Management Procedures and Guidelines; Research or other reports



undertaken (baseline studies, etc.); project files as appropriate; Other studies and research undertaken by the project; the project's midterm evaluation report; etc. During the mission to Brazil and Peru, additional supporting documents have been collected and reviewed. The list of documents can be found in Annex 3.

**2. *Semi-Structured Interviews:*** The evaluators have conducted semi-structured interviews, following an interview guideline and adapting question to the different stakeholders. In total, 74 people, including 33 women (26 in Brazil, 7 in Peru) and 41 men (30 in Brazil, 10 in Peru, 1 in Geneva) contributed to the evaluation by providing information.

**3. *Triangulation:*** Data collection methods have been triangulated. Considering the variety of views and interests of stakeholders, clients and users of the evaluation, the stakeholders' perspectives have been triangulated for many of the evaluation questions in order to bolster the credibility and validity of the results.

**4. *Field Mission:*** The international evaluator and national consultant have visited key stakeholders in Brasilia, São Paulo and Lima, as well as a selection of project sites near Cuaibá (Mato Grosso), to interview project direct beneficiaries. Additionally, the international evaluator visited Salvador (Bahia) and the national consultant visited Sao Luis (Maranhão) to carry out similar activities to the above. During the visits, the evaluators had the opportunity to observe the activities and outputs developed by the project. Interviews were conducted with representatives from government, workers' and employers' organizations, NGOs, and other relevant stakeholders (the list of interviewees is included in Annex 4). In the state of Mato Grosso, two activities with groups of beneficiaries took place: a Focus Group with women who participated in the sewing workshop in the municipality of Poconé; and a participant observation in a project activity with Venezuelan immigrants who were assisted by the pastoral care of migrants (CPT) in Cuiabá.

### III. EVALUATION FINDINGS

#### 3.1 EQ 1: Project Design

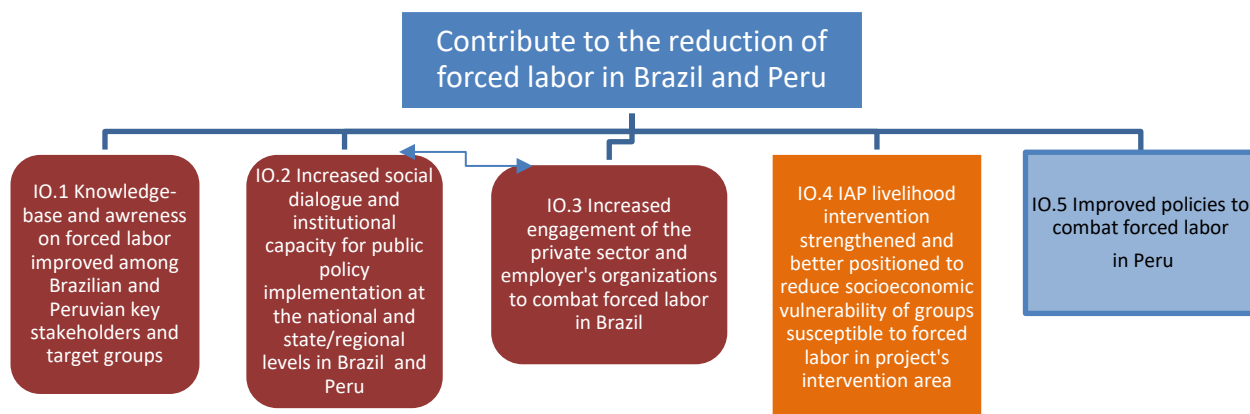
3.1.1 Was the project's theory of change and strategy appropriate in addressing developmental gaps in terms of combatting forced labor in Brazil and Peru? What factors positively or negatively impacted the theory of change?

The project design included a theory of change which identified the different components that were observed as necessary to consolidate and build upon the efforts already achieved in Brazil in the fight against forced labor. The objectives identified in the theory of change were as follows: increase knowledge-base and awareness on FL among stakeholders and target groups; increase social dialogue and institutional capacity for public policy implementation both at national and state level; increase engagement of the private sector and employers' organizations to combat FL; and to reduce socio-economic vulnerability of groups susceptible to FL. The initial theory of change is reflected in the following diagram:



The project's CMEP reconstructed the theory of change in order to reflect the project's strategic approach, differentiating between the institutional strengthening strategy (knowledge base and awareness on FL, social dialogue and institutional building, and engagement of private sector and employer's organizations), the preventive approach strategy (IAP livelihood intervention) and the South-South cooperation strategy. The diagram below of the reconstructed theory of change identifies the three strategies by using different colors and reflects the fact that Objectives 1 and 2 were also addressed in Peru during project implementation.<sup>21</sup>

<sup>21</sup> The developmental objective is drafted differently in several sources: "Efforts to eradicate forced labor consolidated in Brazil and Peru" (Prodoc, p.39 and Project PMP); "Efforts to eradicate forced labor consolidated in Brazil and



An important component of the project’s strategy was to strengthen institutional capacity to address FL through awareness, capacity development, social dialogue, knowledge generation and dissemination. This component of the strategy was built upon the idea that strengthened institutions are better positioned to design and deliver more effective and efficient policies, and it was thought to better suit the developmental contexts of Brazil and Peru, which are both middle income countries that experience inequality and institutional gaps.

As the midterm review pointed out, the project concept and design seemed appropriate and likely effective for the context. However, some design nuances may have slightly diminished the expected potential of the project’s theory of change. The disconnection in the logical framework between IO2 (Increased social dialogue and institutional capacity for public policy implementation) and IO3 (Increased engagement of the private sector and employer's organizations to combat forced labor) weakened the potential of a tripartite social dialogue among the three ILO constituents.<sup>22</sup> The engagement of the employers’ organizations was developed under IO3, together with the engagement of the private sector. Although the strategy of engaging the private sector is indeed crucial to combat against FL, the fact that it was done (from a design perspective) in isolation from the “social dialogue” component of the project - in its conceptual tripartite ILO approach<sup>23</sup> - may have affected the overall effectiveness of the strategy. The project tried to compensate for this weakness at a later stage, as described under EQ3.

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strengthened in Peru through horizontal cooperation mechanisms” (1<sup>st</sup> TPR); “Consolidate efforts to combat forced labor in Brazil and Peru” (Final evaluation terms of reference); However the project results and indicators table (as included in the CMEP) reflect a different drafting: “Contribute to the reduction of forced labor in Brazil and Peru.”

<sup>22</sup> Although the project’s design was validated in a tripartite session with the presence of employers’ and workers’ organizations, later in the process the employers organizations CNI and CNA did not consider themselves engaged in the social dialogue component of the project due - among other factors - to the fact that it took place through an entity (CONATRAE) that they did not consider a “*social dialogue*” commission. In the interviews they mentioned the commission that tackles child labor as an example of other tripartite social dialogue commissions where they are involved.

<sup>23</sup> <https://www.ilo.org/ifpdial/areas-of-work/social-dialogue/lang--en/index.htm>

IO2 addressed social dialogue as a process, taking place within the CONATRAE and the state commissions, the COETRAEs. The CONATRAE, established in 2003 to promote public policies against FL, is a commission composed of several ministries from the federal government, the MPT, civil society as well as workers and employers, linked and coordinated by the Ministry of Human Rights. The civil society entities, like CPT and Repórter Brasil, play a prominent role in the executive commission of the CONATRAE as well as a leading role in denouncing FL in Brazil.<sup>24</sup> The COETRAEs created in some of the Brazilian states follow a similar composition, and three of them, Rondonia, Tocantins, and municipality of São Paulo (SP), integrate employers' representatives or associations.

A comparison of IO2 and IO3 with outcomes and outputs reveals a weak connection between “social dialogue” and the work foreseen by the project’s design with the employers’ organizations (under IO3).

IO2: Increased social dialogue and institutional capacity for public policy implementation at the national and state levels in Brazil	
SO 2.1: Social dialogue commissions strengthened at national and state levels	Output 2.1.1: CONATRAE’s technical capacity reinforced Output 2.1.2: COETRAE’s technical capacity reinforced
SO 2.2: Participation of worker’s organizations in combating forced labor increased	Output 2.2.1: Participation of worker’s organizations in CONATRAE increased Output 2.2.2: Trade union member’s capacity to combat forced labor increased
IO3: Increased engagement of the private sector and employer’s organizations to combat forced labor in Brazil	
SO 3.1: Sustainability of the National Pact to Eradicate FL improved	Output 3.1.1: National Pact Institute developed, registered and operating Output 3.1.2: New structure of the Pact strengthened
SO 3.2: Employer’s organizations and companies strengthened to combat FL	Output 3.2.1: Information on how companies are addressing FL in their supply chains available Output 3.2.2: Employer’s organizations knowledge on FL improved.

Stakeholders in Brazil and Peru participated in the project’s design, understand the project theory of change, and agree with its different components: institutional strengthening, preventive

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<sup>24</sup> <https://reporterbrasil.org.br/english/>

approach and South-South cooperation strategy. Challenges in Brazil were found on the side of the employers' organizations mainly due to their disagreement with the "slave labor" concept included in the Brazilian legislation in 2003.<sup>25</sup> These positions limited the progress of the tripartite social dialogue around the fight against FL in Brazil, since the employer's organizations CNI and CNA - although acknowledging the existence of FL - do not accept the interpretation of "degrading conditions and exhaustive workdays" included in the concept, thus diminishing their interest and commitment in a tripartite framework to discuss solutions and to commit in the fight against it. Nevertheless, the project in Brazil managed to involve employers' associations like ABIT and ABVTEX in some of the discussions taking place in the CONATRAE.

The project's strategy related to prevention played a very relevant role in the larger theory of change. It is based on a comprehensive policy to prevent FL and reintegrate workers rescued from FL conditions, in order to avoid their co-optation into FL. The livelihood intervention is multi-disciplinary (including trainings, community support, awareness-raising on rights, etc.) in order to reduce the socioeconomic vulnerability of groups within the project's intervention area that are susceptible to FL, which allowed the project to work on the supply side of FL issues and therefore to contribute to reducing the persistence of FL.

At the design stage, the South-South cooperation strategy was considered instrumental to achieving IO5. The initial assumption was that Peru could benefit from the sound experience of Brazil in the fight against FL. Indeed, the Peruvian component of the project has benefited from exchanges with Brazil and namely from specific experiences in labor inspection and inter-institutional coordination. Plus, as the midterm evaluation already highlighted, the horizontal cooperation between the two countries has revealed a mutual learning between Brazilian and Peruvian institutions which was broader than what was initially expected at the design stage.

As described above under the project's description, in Brazil the political and economic context deteriorated related to the purposes of the project. Unexpected political changes took place with the impeachment of President Rousseff (which ended in August 2016). These changes posed important challenges for the project in terms of their flexibility to adapt to the new circumstances. Under the Temer's presidency, a labor reform was approved. The ILO expressed concerns on the speed of the labor reform as well as on the need to widen the dialogue with the social partners.<sup>26</sup> The MTE tried at the same time to develop some reforms in relation to FL, and this was highly

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<sup>25</sup> Issues related to the concept appeared in the interviews with CNA, CNI and C&A Foundation.

<sup>26</sup><https://epocanegocios.globo.com/Economia/noticia/2017/05/diretor-da-oit-no-brasil-critica-prensa-na-tramitacao-da-reforma-trabalhista.html>

<https://epocanegocios.globo.com/Brasil/noticia/2017/07/oit-diz-que-reforma-trabalhista-viola-regras-internacionais.html>

criticized by the civil society movements; in addition, the ILO and the UN system expressed concerns on the change of the slave labor definition.<sup>27</sup>

3.1.2 Is the project's emphasis on knowledge management an effective approach to promote combatting forced labor on mid income developing countries like Brazil and Peru?

The project's emphasis on knowledge management was an effective approach to promote the fight against FL in both countries. When dealing with this topic, data collection mechanisms and FL indicators are considered crucial by stakeholders, since it can promote dialogue based on evidence. Increased awareness on FL with an age, gender and race perspective is very relevant for the vulnerable populations and target groups so that they can first recognize it, and therefore face it.

In Brazil, the FL knowledge management approach was fundamental to: (i) the preliminary identification of existing databases in Brazil; and (ii) to propose a unique system, the Digital Observatory of Slave Labor in Brazil. This system gathers information from various other databases such as: Unemployment Insurance of the rescued worker; Control System for the Eradication of Slave Labor of the Ministry of Labor; Social Ipea DATA of the Applied Economic Research Institute (IPEA); National Household Sample Survey (PNAD) of the Brazilian Institute of Geography and Statistics (IBGE); and the Census, which also belongs to the IBGE; among others.

In Peru, the knowledge management approach was very relevant in terms of the amount and quality of information provided about FL by the project to the different stakeholders involved. The knowledge provided by the project (through studies and information coming from Brazilian experiences) was used to inform the work of the CNLCTF and the National Plan to Combat FL. The need to strengthen the prevention approach through education appeared in both countries. In Brazil it appeared through the work conducted under the *Escravo nem pensar* program, addressed to teachers and state education coordinator, with a broader perspective to reach the community (teachers, students, parents, etc.), raising awareness about the problem of slave labor. It also appeared under IO4, linked to the IAP, where it is essential to ensure that children and young people are at school and not in the labor market (looking for jobs). In Peru, the II National Plan to Combat FL included a statement about the need to "Educate and raise awareness about the concept and situation of forced labor to the different public entities, employers 'and workers' organizations, civil society, the population in general, the *school population*, indigenous peoples and vulnerable groups, as well as the mechanisms for reporting and need for its political prioritization by government authorities."<sup>28</sup>

A stronger emphasis on disseminating information related to good practices on combating forced labor (as foreseen under SO1.1: Output 1.1.3, "Brazilian good practices on combating FL are

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<sup>27</sup> <https://nacoesunidas.org/sistema-onu-no-brasil-divulga-nota-sobre-portaria-do-trabalho-escravo/>

<sup>28</sup> Final Evaluation, II National Plan for the eradication of FL, 2013-2017.

identified, systematized and disseminated”) was requested by some of the stakeholders towards the end of project implementation. In a country with such a wide production of information on FL, it is crucial to focus on the good practices found to combat it in order to inspire enterprises and public policies to better face the problem.

3.1.3. Did the project design adequately consider the gender dimension of the planned interventions?

At its design phase, the project did not sufficiently include considerations related to gender, race, ethnicity and age. However, it is clear that race concerns are imbued in the topic, since 60% of FL victims are Afro-descendants.<sup>29</sup> The project objectives and outcomes, as well as output and outcome project indicators, were not gender sensitive. In its strategy, the project did not include products, services or activities primarily aimed at women.

Apparently, the assumption at the design phase was that FL predominantly affected the male population, since this was based on data from forced labor inspections, provided by MTE. At its early stage, the project reflected the information that was available at the time. Among the rescued FL workers who filled out the unemployment insurance form, an almost absolute majority were men. The few references to women appeared in relation to rescues from the clothing industries in São Paulo, most of which were Latin American migrants.

However, although not clearly foreseen at the design stage, the project has gradually been incorporating a gender dimension in its work. This trend can be also considered important in the framework of IO2, since through the project’s research CONATRAE has incorporated forced labor in domestic service and other activities where women are vulnerable to FL. Gender dimension therefore clearly appears in at least three products:

1. The survey conducted in Maranhão<sup>30</sup> showed a high number of women in a situation analogous to that of slaves in the farms (as cooks or employees), in domestic work in general and in sex work. Through gender identification, the survey produced analysis with a gender perspective and an intersectional analysis of gender, race and age dimensions. The survey did not include a specific gender module.
2. The emphasis given by the IAP to the preventive work inside the communities enlightened the fact that women are indeed crucial in the fight against FL because the majority of men victims of FL feel pushed to FL in order to gain the livelihood to support their family. By encouraging women’s productive inclusion, the need for the men to look for their family livelihood (and therefore his risk to be co-opted under FL) diminishes.

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<sup>29</sup> Reporter Brasil

<sup>30</sup> ILO, Survey on measuring contemporary slave-labor in the state of Maranhão, 2017 (with the methodology of the Hard to See Harder to Count).



3. The predominantly female presence in the “*Escravo nem pensar*” trainings: teachers and social workers trained to work in the confrontation to slave labor.

## 3.2 EQ 2: Relevance

3.2.1 How useful were the forced labor survey developed in Brazil and the studies developed in Peru to the project’s national counterparts? Are the studies’ knowledge incorporated in national plans to combat forced labor and other official documents? Are these studies’ knowledge appropriated by national institutions?

The project's research products are relevant for the different interest groups, both in terms of knowledge generated and their adaptation to the needs of the counterparts. Through the provision of training, awareness and technical advice based on the research findings, as described below, the project has contributed to strengthening the capacities of the various actors to address the issue of forced labor.

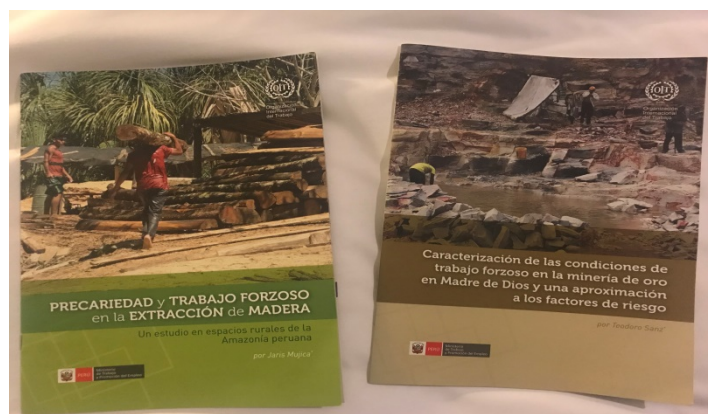
For example, in Peru, interviewees emphasized the importance of the technical advice provided by the project for the CNLCTF, as well as in the preparation of the II National Plan to Eradicate Forced Labor (2013-2017). The Plan was drawn up as part of a participatory process that included representatives from the regions particularly affected by forced labor, such as Ucayali, Madre de Dios, Cusco, Loreto and Puno. This Plan established three strategic objectives: (i) training and awareness-raising about the characteristics, extent and causes of forced labor, and about the groups and regions affected; (ii) the establishment and implementation of an integrated system that will identify, protect and reintegrate victims by structuring and coordinating the roles, procedures and tools of the various entities concerned; and (iii) the identification and reduction of the vulnerability factors inherent in forced labor.

In Peru, SUNAFIL labor inspectors felt empowered through the exchange of experiences with the Mobile Special Action Group, whose mandate is to verify forced labor allegations. The project also developed several guidelines addressed to the different entities belonging to the CNLCTF, and the stakeholders interviewed acknowledged the quality and usefulness of the different materials, including: Guideline on forced labor addressed to public officials (“*Lo que necesitas saber sobre el Trabajo Forzoso. Una Guía de Apoyo para el Servidor Público*”); Normative handbook including international and national norms related to forced labor (“*Compendio de normas sobre Trabajo Forzoso*”); Guideline on Criminal Law and forced labor for justice actors (“*Derecho Penal y Trabajo Forzoso en Perú. Módulo de Orientación para operadores de Justicia*”); and the Guideline on Forced Labor for Worker’s Organizations (“*Guía para la Prevención e identificación del Trabajo Forzoso dirigida a organizaciones de trabajadores*”). Regional governments received training on the issue of FL in places like Cuzco, and Tumbes. Tripartite constituents in Peru acknowledged in the interviews that the project was pertinent to their requirements and that they showed appropriateness.

The project, in coordination with the Ministry of Labor and Employment, supported the development of three specific studies on forced labor which were focused on the sectors and areas



highlighted by the National Plan against Forced Labor: *“Characterization of forced labor conditions in gold mining in Madre de Dios and an initial approach to risk factors;”*



*“Precariousness and forced labor in the timber extraction. A study in rural areas of the Peruvian Amazon;”* and finally a qualitative study on domestic work and forced labor called *“Characteristics and labor conditions in the domestic work sector and revision of the institutional services offer in Cusco and Cajamarca.”* Interviewees particularly acknowledged the quality and usefulness of the studies on gold mining and timber extraction, as

is reflected in the box below. Representatives of unions, employers, and members of the CNLCTF responded in the interviews that these studies were relevant for them as they helped to understand the situation of FL in those economic sectors.

#### **Illustrative Interview Responses on the Value of the Studies produced in Peru**

**Respondent:** *“They are definitely valuable; they give us an idea of the problem we have in Peru about mining and wood and this reinforces our awareness to achieve the goal of eradication. They help us to become aware and evaluate our instruments...”*

- Member of the CNLCTF

**Respondent:** *“They have served us a lot for our work, we apply them to the inspections we have. Here we see FL indicators. They are useful to solve our files...”*

- Labor Inspector

**Respondent:** *“The studies are very important. It would be good to update them because the forms of exploitation are mutating, now we face mafias and criminal organizations...”*

- Member of the CNLCTF

**Respondent:** *“Studies are a great help before going to conduct the inspections...”*

- Labor Inspector

**Respondent:** *“We received those studies; they are now trying to update them. These studies are a sort of framework reference for us. They are difficult... but at the same time they give us clues on how to approach the issue... they show us where the problems are...”*

- Employer’s representative, Member of the CNLCTF

The project in Brazil developed a wide arrange of products, studies and reports, which included, among others, the following: baseline report; an Analytical Report on the Profile of Workers Rescued from and Vulnerable to Forced Labor; an Institutional mapping called *“Main actors and services available to workers victims of and/or vulnerable to forced labor;”* Mechanisms for data collection and generation of information on forced (slave) labor (basic information); *Mapping of services available to workers rescued from situations analogous to forced (slave) labor in Brazil; Integrated action and the social-productive profile of workers rescued from conditions analogous to*

*slavery in MT*; Gender Mainstreaming in the combat of slave labor and in the strengthening of vulnerable communities; The Digital Observatory of slave labor in Brazil; and the survey based on the “Hard to See, Harder to Count” methodology in Maranhão state.

The Digital Observatory was considered extremely important for the work conducted by the Federal Labor Prosecutor Office, since it includes all the reports from 2003 until 2017. This data is considered extremely useful for the repression and the prevention of FL. The Digital Observatory provides relevant information for public policies on FL about various information, including migratory flows, age, places where FL rescues are found, etc.



The survey conducted in the state of Maranhão, with the Hard to See, Harder to Count methodology, is an unprecedented study about victims of slave labor in Brazil. At the time of this final evaluation, the survey has not been officially launched yet due to the political context and the sensitivity of the topic. Before this survey, there was mainly data on redemptions. The survey, after interviewing 2,135 people in 21 municipalities, provides outstanding detailed information about victims of FL ranging from sex and age; socioeconomic characteristics; civil registry; place of work and geographical distribution; migration patterns; recruitment conditions; employment contract; living and working conditions; safety and health at work; estimates of forced labor and slave labor; stock and flow; estimation of victims; degrees of coercion; forms of involuntariness and coercion associated with recruitment; degrading working conditions; exhaustion of working hours; among others. An outstanding added value of the survey was the information related to *vulnerabilities* and *degrading treatment*.

3.2.2. Overall, to what extent did the project contribute to addressing forced labor in Brazil and Peru and assisting persons and communities vulnerable to forced labor?

The project began with high relevance to the contexts in Brazil and Peru, both in its strategy and in its approaches, given the political moment in the country in 2013, the advances achieved in previous years in the combat against FL, as well as the commitment and the importance given to the topic by most stakeholders. However, there has been a gradual loss of momentum at the federal level in Brazil as the project's timeline passed and various political events resulted in changes in

sector authorities.<sup>31</sup> Dilma's Rousseff's presidency and its impeachment resulted in a weakening of the policy to combat FL. Discrepancies around the Forced Labor concept in Brazil's legislation<sup>32</sup> implied a weak project commitment on the side of the employers' sector, particularly CNI and CNA, since their institutional position was to neglect the existence of FL as it is currently defined in the Brazilian legislation.

The project products (Digital Observatory of Slave Labor in Brazil, the Monitoring Platform of the National Plan for the Eradication of Slave Labor, and the survey carried out in Maranhão) are relevant to the different stakeholders - Ministry of Labor, CONATRAE, unions interviewed (National Confederation of Rural Workers [CONTAG]) and particularly the MPT - in terms of the knowledge generated and their adequacy to address the needs of the counterparts. Those products systematized information that was spread across several databases, focused on this information, brought data from the field which contributed to extending the understanding of the slave work phenomenon, and incorporated a wide range of stakeholders in the task of monitoring the plan.

The project has contributed to strengthening capacities to address the issue of FL and to assist vulnerable people and communities by generating knowledge and supporting Integrated Action, which seeks a focus on victim care and prevention. A clear added value of the project in Brazil, in the long fight against FL in the country, was the focus on approaches to prevent FL. This allowed the project to effectively address the persons and communities that were vulnerable to forced labor in the country. Besides activities under the IA, the project contributed to improving the prevention of FL in Brazil by producing research, awareness raising campaigns, and diverse training activities with the different stakeholders and target groups as follows:

- Repórter Brasil, under the *Escravo nem Pensar* initiative in the states of Maranhão and Minas Gerais;
- The MPT under the campaign #somoslivres;
- ILO Headquarters (HQ) under the ILO campaign *Fifty for Freedom* for the ratification of the Protocol in 2014 to the Forced Labor Convention, 1930 (C29);
- Specific training addressed to state actors and civil society entities in Bahia, Mato Grosso and Maranhão;

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<sup>31</sup> After taking office, President Michel Temer changed the basic organization of the Presidency of the Republic and of the Ministries four times, through Provisional Measures No. 726 (May 2016), 728 (May 2016), 768 (February 2017) and 782 (May 2017). In that process, CONATRAE changed institutional place several times and there were changes in all positions of first and second level, making it difficult to continue public policies.

<sup>32</sup> The definition of slave labor in Brazil is the one defined in the Penal Code (art.149). This definition is broader than the one in the ILO Convention 29, since it includes two aspects that do not appear in the Convention: the *exhaustive workdays* and the *degrading conditions* as defining elements of the crime of "reducing to a condition analogous to slavery." The employers' sector does not accept the criminalization of the Penal Code, which they consider too broad, and has tried to change it in Parliament without success. The definition in force in the Penal Code is defended by a broad sector of Brazilian society, including Federal Prosecutions Office in Brazil and associations of labor magistrates.

- Training addressed to workers’ representatives linked to CONTAG; and
- Specific sector studies about the way companies and private sector tackle the issue of FL in their supply chains.

State governments that have slave labor in their agendas harmonized more easily with the strategies and approaches of the project. The project pointed out, unprecedentedly, through the experiences with IAP in Mato Grosso (MT), Bahia and Maranhão, about the need to incorporate gender as well as age considerations in the fight against slave labor. The project points to a link to be explored between child labor and slave labor due to the high number of young people rescued from slave labor. In Brazil, the ethnic issue is still invisible, although it begins to appear in references to immigrants. Potential learning on this topic from the Peruvian experience was pointed out in some interviews.

### 3.3 EQ 3: Effectiveness

3.3.1. Are project training activities (capacity development activities), material (guidelines, protocols, information campaigns), knowledge products, and other services, timely and of high quality? Are these materials and products used by stakeholders in general?

The project was able to promote capacity development among the stakeholders directly involved through the different actions undertaken and mainly through the provision of studies, guidelines and information campaigns. Direct capacity development of the constituents was clearly identified in Peru through trainings and workshops addressed to employers’ and workers’ organizations participating in the CNLCTF. Governments at national and regional level, unions and employers’ organizations in Peru improved their understanding of FL and increased their participation in the combat against it. In Brazil, the project’s efforts to increase the understanding of FL among the three ILO constituents were challenged with the national discussion around the concept. Governments at state level in Brazil, particularly in Maranhão and Bahia, improved their understanding of FL and increased their participation in the combat against it.

In Brazil, priority has been given to improving institutions’ capacities to address FL (project products can be consulted in Annex 3 under “Other Project Products and FL-related documents in Brazil and Peru”). The Monitoring of the National Plan for the Eradication of Slave Labor has been fundamental in providing a sense of organicity and professionalism to the various actors involved, through the platform management functions described under section 3.3.2. The CONATRAE leads the fundamental role of articulating and gathering forces to analyze the situation of slave labor in Brazil and the policies created to combat it. Its advocacy role in the legislative sphere has been well known in the period covered by the evaluation, in regards to some measures adopted by the

Parliament.<sup>33</sup> The CONATRAE has been very important to articulate with the academy, promoting or opening space in its meetings for discussions with researchers from various areas whose work broadens the understanding of the phenomenon. The project was successful in the monitoring of FL plans inside the COETRAEs. The project's role in promoting and strengthening the COETRAEs is crucial in order to support the implementation of the Plan to Eradicate Slave Labor in the country, due to its dimension and to the federal political system. Its effectiveness was confirmed by the request for the use of the system by the National Committee to Combat Trafficking in Persons (CONATRAP). The project's initiatives to promote a tripartite commission inside the CONATRAE were not successful due to several factors, among which the most prominent one was that this commission belongs to the human rights area, where tripartism is not in place. Workers' representatives did not want to create a tripartite commission since they would lose the majority of the representation they have inside the CONATRAE (interviews with CONTAG). According to the CNI and CAN, there was not a priority inside the commission to develop internal rules or an internal regulation for the process of decision making, definition of agendas, and voting rules.<sup>34</sup>

The Digital Observatory of Slave Labor in Brazil is an unplanned product that provides high quality information to combat FL. It is a database created to produce information essential for knowledge management and allows the formulation of public policies to combat force labor and to promote decent work. Its creation and development were controversial due to the diversity of stakeholders interested in the product, including the data producers. It was located institutionally in the Labor Procurement Office (MPT), while other key project stakeholders like MTE and CONATRAE were also interested. Its management system is complex. By including a universe of information that goes beyond repression and conflict, the Observatory represents a challenge for users and feeders, who until then had worked with Excel tables or even Power Point. There is also a motivated concern among workers' organizations and civil society regarding data security. Although the system contains several levels of protection, it is necessary to protect the physical integrity of workers and mediators who make the complaints. The Digital Observatory has, among other products, highly contributed to the achievement of the specific objective "Data collection mechanisms in Brazil improved."

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<sup>33</sup> We can cite as an example the process that led to the approval of Constitutional Amendment 81, of 2014, which determines that the rural and urban properties of any region of the country where the exploitation of slave labor is found will be expropriated and dedicated to agrarian reform and popular housing without any compensation to the owner. CONATRAE also opposed the Senate Bill 432, of 2013, which seeks to regulate Constitutional Amendment 81, in a way detrimental to workers as well as Ordinance of the Minister of Labor that changed the concept and determined that the inclusion in the Dirty List depended on the approval of the minister.

<sup>34</sup> The Project participated in the discussions on the need to revise the commission's conformation, however, there was a majority perception within the Commission that it was not the political moment and timing to conduct such process. In fact, it was considered that due to the critical moment the theme was facing in Brazil, starting a discussion like this could jeopardize the existence of the Commission itself. The CONATRAE session on October 22, 2018 in Belo Horizonte, where main findings of the evaluation were presented, included a discussion about an internal Regulation in its Agenda.



The survey conducted in Maranhão, which used the Hard to See, Harder to Count methodology,<sup>35</sup> produced very important information about slave labor in Brazil and unpublished information about the people and municipalities involved. As an immediate result, the survey was used by the state government of Maranhão to prepare the State Plan for the Eradication of Slave Labor. It also increased the exchange of academic knowledge between ILO (methodology) and Brazilian universities, opening new possibilities for research. Last but not least, the type of information resulting from the survey has high potential to inform a bi-partite social dialogue between labor unions and employers, as well as a tri-partite dialogue with the government.

The complaint portal created on the CONTAG website provided the union with an important tool for workers to denounce FL situations; however monitoring figures reflect less use by workers than originally expected by the project (40 complaints against 700). According to the interviewees, this may be explained by the fact that the website launch coincided with the creation of the new union, the National Confederation of Rural Salaried Workers (CONTAR), something that implied information technology changes inside the organization. At the same time there was a reduction in inspections, thus acting as a disincentive for the denouncements. Other important products are the research on productive chains carried out in São Paulo,<sup>36</sup> the monitoring of the beneficiaries of the Integrated Action through the Direct Beneficiary Monitoring System (DBMS) and the “*Escravo nem pensar*” campaign.

The availability and quality of information on slave labor in Brazil has therefore notably increased through the project intervention. It is worth mentioning that since 1995 Brazil has produced more information on FL than all the other countries together. This implies a challenge in terms of usefulness and quality of that information for developing public policies on the matter, as well as a need to properly target the information for the different vulnerable target groups. The oversupply of this information may have had a twofold consequence. On one side, the vast majority of the population (around 80% according to Repórter Brasil) acknowledges the existence of slave labor in Brazil, but on the other does not exactly know what slave labor actually means. The majority of the population considers that there are 10 or 12 items under the concept of slave labor in the country (and not only four as it is in the penal code), while only 8% of the sample cited “*degrading conditions*” and “*exhausting journeys*” (two of the four components) as characterizing slave labor.<sup>37</sup>

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<sup>35</sup> Hard To See, Harder To Count Adaptation in Maranhão State, BRAZIL, 2018

<sup>36</sup> These are studies carried out by the ILO to support the dialogue on the issue of slave labor in specific sectors and are being dealt with in the context of the working groups in InPACTO.

<sup>37</sup> Reporter Brasil, “*Knowledge assessment of FL in Brazil*,” ILO, Consolidating and disseminating efforts to combat FL in Brazil and Peru, 2015

The support to the private sector has been implemented through the work conducted in the InPACTO<sup>38</sup> framework. The project contributed to the institutionalization of the National Pact to Eradicate Slave Labor (an initiative started in 2005 with the participation of the ILO, Ethos Institute, Social Observatory Institute and Repórter Brasil). With this new format, the project expected to have a more sustainable commitment from the private sector. However, InPACTO was created at the time when the internal political crisis in Brazil started and the economy experienced a break. Companies started to face a different political and economic scenario, and some of them just disappeared due to the crisis. At the same time their membership with InPACTO implied some costs for them, while earlier their participation was for free. Companies' incentive to be part of InPACTO is their preoccupation to find slave labor in their productive chains, and the consequences this may imply for them in terms of economic and export risk. According to one of the interviewees in São Paulo, *"Their interest to be part of InPACTO is not the defense of the right per se or the will to be part of a progressive national agenda anymore, but the need to avoid economic risks and limitations on their exports."* InPACTO, with project support, has managed to currently involve 52 members.

In Peru, capacity development activities, materials (guidelines, protocols, information campaigns), knowledge products and exchange activities with Brazil have been considered timely and of good quality by all stakeholders. Project activities have taken place in the framework of the support provided to the CNLTCTF. This commission acts as the permanent coordination body for policies and actions against forced labor in various sectors, at both the national and regional levels, with internal operating regulations. Its members include 13 ministries (including, among others, the ministries for labor and employment promotion, justice and human rights, health, education, agriculture, interior, women and vulnerable populations), as well as employers' and workers' organizations. The Ministry of Labor and Employment Promotion (MTPE) chairs the CNLTCTF through the Vice-Minister of Labor and Employment Promotion and the General Secretary relies on the General Office for Fundamental Rights at Work (DGDDFF). The Ministry of Interior (MININTER) also performs a key role considering its nationwide competence on human trafficking, as do the justice system actors: National Police, Public Ministry, the Judiciary and the Ministry of Justice and Human Rights (MINJUS). During the project's life time, the second National Plan to eradicate FL was approved (2013-2017) and later evaluated (with funds coming from the "Bridge project").

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<sup>38</sup> Members of InPACTO commit to the following 10 principles: Recognize the legitimacy of the "Dirty List" produced by the Ministry of Labor; Define commercial restrictions on individuals and legal entities included in the "Dirty List"; Promote the regularization of labor relations in the value chain; Support actions aimed at the professional qualification of rescued and vulnerable workers; Support actions to reintegrate rescued and vulnerable workers; Promote information and communication actions aimed at preventing slave labor; Support and participate in articulations of the InPACTO; Systematize, disseminate and share best practices for prevention and eradication of slave labor; Participate in the periodic monitoring process carried out by InPACTO; Develop a plan for the implementation of the commitments assumed with the InPACTO.

### 3.3.2. To what extent has the project achieved expected results?

#### Project Objective: Efforts to eradicate forced labor consolidated in Brazil and Peru.

SUPPORT OBJECTIVE	OUTPUT	OUTPUT STATUS	COMMENTS
<b>Intermediate Objective 1: Increased knowledge on forced labor among key stakeholders in Brazil.</b>			
Supporting Objective 1.1: Data collection mechanisms in Brazil improved.	Output 1.1.1 Indicators on forced labor improved.	Achieved	Partnership with IBGE and inclusion of FL indicators in National Household Survey (PNAD). FL indicators discussed inside the CONATRAE. Discrepancies still remain among stakeholders in regards to the FL concept and consequently with the FL indicators.
	Output 1.1.2. Data collection mechanisms on forced labor improved.	Achieved	Studies and analysis have been produced in order to design the Digital Observatory on FL, an unexpected project product.
	Output 1.1.3: Forced labor estimates methodology developed.	Achieved	Survey in Maranhão state conducted and launched (November 2018), using adapted ILO methodology
Support Objective 1.2: Awareness on forced labor issues (with age, gender and race perspective) increased among target groups	Output 1.2.1: Communication strategy implemented	Achieved	Media training conducted, 50 for Freedom Campaign <sup>39</sup> , <i>Somos Livres</i> Campaign, assessment studies conducted
	Output 1.2.2: Brazilian good practices on combating forced labor identified, systematized and disseminated.	Achieved	Systematization in progress at the moment of the final evaluation and likely to be achieved prior to the end of the project.
<b>Intermediate Objective 2: Increased social dialogue and institutional capacity for public policy implementation at the national and state levels in Brazil.</b>			
Support Objective 2.1: Social dialogue commissions	Output 2.1.1: CONATRAE's technical capacity to combat forced labor strengthened.	Partially Achieved	Monitoring system developed. Analysis of National Plan's implementation conducted. However, CONATRAE's capacity remained limited even weakened. The tripartite

<sup>39</sup>[https://www.ilo.org/global/about-the-ilo/multimedia/video/public-service-announcements/WCMS\\_416993/lang-en/index.htm](https://www.ilo.org/global/about-the-ilo/multimedia/video/public-service-announcements/WCMS_416993/lang-en/index.htm)



SUPPORT OBJECTIVE	OUTPUT	OUTPUT STATUS	COMMENTS
strengthened at national and state levels.			commission promoted by the project was not successful.
	Output 2.1.2: COETRAEs' technical capacity reinforced.	Achieved	Bahia/Mato Grosso (among others) supported with monitoring plans, participative methodologies and exchange of experiences. Challenges remain for "tripartite social dialogue" since these commissions do not include employer's representation
Support Objective 2.2: Participation of workers' organizations in combating forced labor increased.	Output 2.2.1: Complaint system on forced labor managed by CONTAG available	Achieved	System designed and delivered. The system has faced challenges due to some changes in the CONTAG's IT system after the creation of CONTAR.
	Output 2.2.2: Trade union members' capacity to combat forced labor increased	Achieved	Trainings conducted in several states – partnership with CONTAG
<b>Intermediate Objective 3: Increased engagement of the private sector and employers' organizations to combat forced labor in Brazil</b>			
Support Objective 3.1: Sustainability of the National Pact to Eradicate FL improved.	Output 3.1.1: National Pact Institute developed, registered and operating.	Achieved	Pact Institute created
	Output 3.1.2: New structure of the Pact strengthened.	Partially Achieved	InPACTO is operating independently however lesser number of companies are involved
Support Objective 3.2: Employers' organizations and companies strengthened to combat forced labor.	Output 3.2.1: Information on how companies are addressing forced labor in their supply chains available.	Achieved	Supply chain mappings conducted. Businesses engaged (e.g. Carnauba and garment sectors)
	Output 3.2.2: Employers' organizations knowledge on combating forced labor improved	Not fully Achieved yet	Training events conducted with employer's organizations. No documents or tools have been created <sup>40</sup>

<sup>40</sup> However, according to project's team information provided during the draft evaluation revision process, documents were elaborated and are being revised. One of them will contain a series of recommendations for the private sector to address slave labor and child labor in supply chains.

SUPPORT OBJECTIVE	OUTPUT	OUTPUT STATUS	COMMENTS
<b>Intermediate Objective 4: IAP livelihood intervention strengthened and better positioned to reduce socio-economic vulnerability of groups susceptible to forced labor in project's intervention area</b>			
Support Objective 4.1: IAP's communications strategy, monitoring system, and pedagogical plan developed and tested.	Output 4.1.1: Integrated Action Program in Mato Grosso improved and consolidated.	Partially Achieved	IAP supported by the ILO. However, there's a disconnection between the action supported by the ILO and the state supported IA.
	Output 4.1.2: Integrated Action Movement implemented in selected states	Achieved	States such as Bahia and Maranhão, are implementing the IAP. <i>Movimento Ação Integrada</i> launched and INAI (Institute) created.
<b>Intermediate Objective 5: Improved policies to combat forced labor in Peru and Argentina (or in Paraguay).</b>			
Support Objective 5.1: Knowledge-base on forced labor increased and disseminated	Output 5.1.1: Studies produced and database on forced labor available	Achieved	Studies produced, disseminated and available in the web. Peruvian Stakeholders showed ownership.
	Output 5.1.2: Communication strategy developed and implemented	Achieved	Campaign material and several trainings of stakeholders conducted.
Support Objective 5.2: Institutional capacity to carry out actions to combat forced labor in Peru improved.	Output 5.2.1: National and Regional Commissions for the Fight Against Forced Labor strengthened	Achieved	National plan redrafted with Project support. CNLCTF strengthened. It is chaired now by the Vice Minister of Labor. Regional commission created (Tumbes)
	Output 5.2.2: Mechanisms on law enforcement, prevention and victims' assistance improved	Achieved	National legislation revised. Law on FL created. Forced labor included as an offense in the Criminal Code. Judiciary representatives trained.
Support Objective 5.3: Exchange mechanism developed between Peruvian and Brazilian governments (CONATRAE and CNLCTF).	Output 5.3.1: Brazilian good practices to combat forced labor adapted by Peru through horizontal cooperation mechanisms	Achieved	At least 5 cooperation missions conducted between Brazil and Peru. Mobile inspection teams created in Peru inspired in Brazilian experience. However, the expected exchange between the two commissions did not happen partly due to the different role and composition of both entities.

SUPPORT OBJECTIVE	OUTPUT	OUTPUT STATUS	COMMENTS
Support Objective 5.4: Exchange mechanism developed between Brazil and one South American country	Output 5.4.1: Brazilian good practices to combat forced labor adapted by one South American country through horizontal cooperation mechanisms	Achieved	Peru adapted Brazilian mechanisms. The inspection's mobile Group inside SUNAFIL as well as the Inter-Agency Protocol were inspired by the Brazilian experience.

Further information on the project's progress can be found in Annex 7.

3.3.3. To what extent has the project achieved expected results in regards the IAP in Brazil and legal and managerial instruments in both countries?

The Integrated Action already existed when the project arrived in Mato Grosso.<sup>41</sup> The project team, with its technical advice, supported the IA team and contributed to expanding its institutional articulation. The project also sought to mediate, at the request of the IA, a discussion between the Ministry of Labor and the Ministry of Social Development and submitted a proposal to redesign the monitoring of the beneficiaries, suggesting a change of approach towards working with the communities. This new approach was considered by the project to have advanced the original IA approach, which was based on a more traditional professional insertion perspective.

The efforts undertaken by the ILO Office in Brasilia for the signing of a terms of cooperation between the two ministries (Labor and Social Development), which sought to forward the rescued workers immediately to the social protection network of the federal government, among other measures, was aborted by the impeachment process of President Dilma Rousseff, frustrating therefore the IA team in Mato Grosso.

In relation to the request for a monitoring system for beneficiaries, the ILO project team suggested: (i) the change of focus to the communities of residence of these workers; and (ii) the proposal of a new and expanded template/form. The IA team in MT initially resisted the idea of acting in the communities and considered that the form included issues that went far beyond the work they were doing until that point. *"But we came very strong, with very modern techniques, because this work would be extended for the whole country, it is a shock for the local teams, sometimes they are not prepared for that change"* (ILO field office).

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<sup>41</sup> See Annex 8 for a chronology of the Integrated Action

Discrepancies between the approaches of MT IA's team and ILO project team brought out challenges in their relationship. Nevertheless, the project prioritized a direct work in the field and a presence in the state in order to have the chances to later influence the approach. Something that proved to be effective since the decision to work with the communities, for example, initially rejected, is now on the agenda of IA. However, this option implied certain costs in terms of relationships with the state authorities who demanded a clarification of the ILO's role. The project continued to work in MT by identifying a new audience for the IA: Haitian and Venezuelan immigrants in process of internalization by the federal government, assisted by the Pastoral of Migrants.

Although migrant workers are indeed a vulnerable population that could easily be co-opted for slave labor, as the midterm review already pointed out, the ILO should not take direct ownership of the IA. Fortunately, after an initial period of direct work with these groups by the project team, today there is a negotiation process between the ILO and the Pastoral Land Commission (CPT) in order for this local NGO to provide appropriate direct services to those vulnerable populations.



In Maranhão and Bahia, states governed by parties linked to worker's interests,<sup>42</sup> the idea of the Integrated Action had great acceptance. The project had the opportunity to make good use of the lessons learned in MT. In Maranhão, a stakeholder initially critical to the IA, the CPT is developing the Integrated Action Network to Combat Slavery (RAICE), with the project's support. The intention is for RAICE to be incorporated as a partner in the State Program to Combat Slave Labor and from then to replicate the IAP. In Bahia, the idea of IAP was institutionalized by the state government, which refers workers rescued directly to the social protection network. Challenges remain in the worker's professional re-insertion, but closer links with the employers' associations are being sought by the state government to remediate this situation. The IAP's replication promotes/stimulates the use of the IAP's Direct Beneficiary Monitoring System in other settings. The DBMS promoted by the project faced a certain challenge of lack of appropriation by the MT project team, as mentioned earlier. The situation does not seem to be the same in Maranhão and Bahia, where stakeholders showed their contentment in regards the system. It is important to note the IAP's DBMS designed by the project evolved over time to become an online tool that incorporated several managerial functionalities. In this sense, more than a direct beneficiary monitoring system, this tool has become now a comprehensive managerial system. Nicknamed as the "CMEP in a Box," this system has a module on planning built upon results-based management principles. The complexity of the DBMS may imply that once the implementation will start, some specific technical support from the ILO may be required

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<sup>42</sup> BA: Partido dos Trabalhadores (PT), MA: Partido Comunista do Brasil (PCdoB)

The adaptive capacity and flexibility behind the concept of the Integrated Action, and the successful results achieved so far, demonstrates that it is a program with a potential capacity to confront against slave labor. First and foremost, workers are sent to the social protection network to address their most immediate needs (first of all psychological support, according to the rescued workers interviewed). Secondly they are trained on their rights to get a decent job in order to avoid being co-opted for slave labor any longer, and finally they are trained on skills to find a job in the available market. The IA involves a preventive approach with the communities, where civil society entities do have a role to play.

In terms of legislation, the project began when the Brazilian law on confronting slave labor was at a time of progress, due to the advocacy work of civil society organizations, labor unions and important sectors of the judiciary, which resulted in a new definition of slave labor in the Penal Code and in a constitutional amendment that expropriates rural or urban properties with a record of slave labor. The Dirty List already existed and had been successfully re-updated and published. The project supported the approval of the inter-agency protocol on FL in Peru and the monitoring of the National Plan for the Eradication of Slave Labor in Brazil, in both countries.

In 2013, the Senate Bill 432 was proposed, which implied an alteration of the concept of slave labor, in line with the demands claimed by employers and their associations. In 2014, the Supreme Federal Court suspended the disclosure of the Dirty List. The start of the impeachment process, in April 2016, practically suspended the federal government until the departure of Rousseff in August and the submission of a labor reform proposal by the Temer government in December of that same year, were equally challenging for the project. In 2017, the Minister of Labor's ordinance<sup>43</sup> implied a change in the concept of slave labor and the end of the Dirty List. Highly contested by the social society movements it was finally suspended by the Supreme Federal Court. In all these events, of great political effervescence, the project team and the ILO office in Brasilia positioned themselves in favor of the broader concept of FL existing in the country, in order not to set back the trajectory that led Brazil to be an international reference in combating FL, and an inspiration for the Protocol of 2014 to the Forced Labor Convention, 1930.

By the end of the project, the concept of slave labor has not been modified in the Penal Code. At the end of 2017, a new ordinance of the Ministry of Labor reaffirmed the concept of slave labor in force and guaranteed the obligation to forward rescued workers to the social protection network.<sup>44</sup>

The project has been supporting the Monitoring Platform of the National Plan for the Eradication of Slave Labor in Brazil, derived from the work done in relation to the improvement of indicators of

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<sup>43</sup> Portaria MTB 1.129, de 16 de dezembro de 2017: Dispõe sobre os conceitos de trabalho forçado, jornada exaustiva e condições análogas à de escravo para fins de concessão de seguro-desemprego ao trabalhador que vier a ser resgatado em fiscalização do Ministério do Trabalho, nos termos do artigo 2-C da Lei nº 7998, de 11 de janeiro de 1990; bem como altera dispositivos da PI MTPS/MMIRDH nº 4, de 11 de maio de 2016.

<sup>44</sup> Portaria nº 1.293, de 28 de dezembro de 2017.

slave labor promoted together with the CONATRAE. This platform has management functions, since it allows the regular monitoring and evaluation of the National Plan and, above all, of transparency and social control, corroborating the institutional role of CONATRAE. As a strategic addition, the monitoring of the national plan included an area that allows legislative monitoring, in order to disseminate relevant information on legal matters in the National Congress that deal with issues related to slave labor.

The project is working to replicate this platform, which was developed on open source principles, in order to be used in all COETRAEs of the country should they wish so. This work was made possible by the support of the MPT, which became the host of this online application and promoted its development in partnership with the ILO. In this case it is worth mentioning that the monitoring of the State Plan of Maranhão is being finalized, and a new cycle of monitoring of the National Plan has already begun, as well as monitoring of the State Plan of Bahia. The states of Rio de Janeiro, Rio Grande do Sul and Ceará have manifested their interest to replicate the monitoring system of the plan, as well as the CONATRAP.

The roadmap for implementing the inter-agency protocol in Peru to coordinate efforts against forced labor was discussed, approved and endorsed by the CNLCTF in 2014; however its implementation is still pending. Although acknowledging the results achieved so far in terms of institutional coordination, interviewees acknowledged the need to acquire funds and political will for its real implementation. Project activities in Peru have complemented efforts carried out under the Bridge Project in Peru, as an example worth mentioning the specific training for judges and public officers: *"Diplomado sobre trabajo forzoso para jueces y fiscales."*

3.3.4. Have the achieved results been able to promote gender and ethnical-racial mainstreaming into the combat forced labor policy in both countries?
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In terms of Brazil, as shown in point 3.1.3, the results of the project incorporated, in an unprecedented way, the gender perspective in the fight against forced labor (as reflected in the Program to Combat Slave Labor in Maranhão), with the need for new research to deepen issues such as slavery in domestic work and the situation of immigrant workers in the apparel industry. Regarding the ethno-racial perspective, the South-South cooperation axis of the project brought as a lesson for Brazilian actors regarding the need for a specific look at ethnic groups and traditional communities, which is already being done by the Maranhão government.

*"It caught my attention, a subject on which there is not much reflection in Brazil, sensitivity to the ethnic issue in Peru. This respect for cultural diversity to know how to transmit the message of confrontation to slave labor in each group or community is fundamental"* (Public Officer, Brazil)

The research that resulted from the project's work points to an expanded dimension of the problem of slave labor in Brazil, incorporating crucial issues for its confrontation, such as access to land, school and productive inclusion and the fight against racism<sup>45</sup> and xenophobia.

In Peru, the project's achieved results have strengthened gender and ethnical mainstreaming into policy related to the combat of forced labor, thanks to the work conducted in relation to the specific studies.<sup>46</sup> Sensitivity to the ethnical approach is well developed in Peru, where the project promoted the analysis of ethnical vulnerable groups and the concentration of FL among those targets in the sector studies developed.

### 3.4 EQ 4: Efficiency of Resource Use

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Resources have been strategically allocated to achieve outcomes, although human resources have experienced a certain unbalance related to some components of the program and particularly IO1 and IO4. Activities and resources did not need to be extensively reviewed during the project lifetime, nor was there a need to review the project's log frame in order to achieve the objectives. The only change took place at the end of the project on Output 5.4.1 (*“Exchange mechanism developed between Brazil and a South American country”*) to be able to extend activities with other Latin American countries.

According to different interviews and ILO officials, it is clear that the project has come up short in getting technical expertise from within the ILO on matters beyond FL, like social dialogue for instance. There has always been an internal perception that the ILO office in Brasilia is a very strong office in terms of combating forced labor, due to the experience already achieved in previous years, and there is no need, therefore, for additional intervention from the side of the organization. Although that is true, FL has also been addressed in other countries and contexts, and interesting experiences are taking place in the combat against contemporary slave-labor in places like Asia or the Middle East in the textile, construction and other sectors. As reported in the TPRs, the project found out that the organization of exchange activities between Brazil and Peru involved intense preparation, which was sometimes very time consuming. All these processes clearly benefited the quality of the exchanges as acknowledged by the participants interviewed. The “learning” that occurs in this type of exchange implies a very positive relationship between cost and benefit of the South-South cooperation activities.

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<sup>45</sup> To better understand the elitist, racist and patriarchal formation of Brazilian society, see Marcia Anita Sprandel's book, *Poverty in Tropical Paradise*.

<sup>46</sup> Added to the previously mentioned ones under EQ2, the following: Werner Hernani, *“Estudio cualitativo sobre trabajo doméstico vinculado a riesgo de trabajo forzoso: características y condiciones de trabajo en el sector de trabajo doméstico y revisión de oferta institucional en dos regiones de Perú.”*



In terms of leveraging sustainability and synergies with other ILO initiatives in 2016, the ILO signed a Technical Agreement with Brazil's Labor Prosecutor Office (MPT) on an "Umbrella Project" (US\$ 3,064,508) with the objective of promoting fundamental principles and rights at work and combating related violations.<sup>47</sup> Largely, this agreement with the MPT is a result of the close partnership that the USDOL project team established with the MPT, especially within the framework of the activities implemented in Mato Grosso. The MPT project carries out actions in both the forced labor and child labor areas and includes cross-cutting issues such as anti-discrimination, youth employment and migration, among others, in line with the ILO's integrated strategy on fundamental principles and right at work.<sup>48</sup>

3.4.2. Were the CMEP tools useful and appropriate for project implementation and management? How did the project use data to refine project strategies? Was the M&E system effectively adjusted for the requirements and needs of the project? Did the project use M&E tools to facilitate discussions with local and national governments?

Despite the complexity that the CMEP<sup>49</sup> implied for the project - particularly at its design stage, when ILO office in Brasilia underestimated the amount of energy the CMEP would take to implement - it has been useful for the project's implementation and management. Besides the M&E Officer, there doesn't seem to be a real appropriation of the tool by the project management and staff, nor by the stakeholders involved, something that may be explained by the complexity of the tool (although project staff acknowledged to have consulted it on a few occasions). The project organized a first CMEP workshop in 2013 where stakeholders participated, but during the mission interviewees outside the ILO were not familiar with it.

According to the M&E Officer, the CMEP conceptual approach was very useful, since it highly contributed to strengthening M&E capacities among the project team. The CMEP production, specifically because the project strategy and theory of change, stimulated a results based discussion that was instrumental for project implementation. The Project Director and staff recognized the learning process related to the use of CMEP.

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<sup>47</sup> [https://www.ilo.org/brasilia/noticias/WCMS\\_506990/lang--pt/index.htm](https://www.ilo.org/brasilia/noticias/WCMS_506990/lang--pt/index.htm)

The implementation of this agreement however has faced several challenges.

<sup>48</sup> Funding for the ILO Brazil Office in 2018-2019 shows as follows: MPT (Ministério Público) : US\$ 7,648,876 USDOL: US\$ 1,097,058; Gobierno (ABC): US\$ 5,819,666; APPs (fondos privados): US\$ 502,933. Total: US\$ 10,068,533

<sup>49</sup> The CMEP, a tool created by USDOL, is grounded in results-based management, to integrate and guide the process of monitoring, evaluating, and reporting on project progress toward achieving intended outcomes. It is a resource for evidence-based project management and implementation, decision-making, and mid-course project corrections. It promotes a strong link between project monitoring and evaluation activities, including establishing timelines for these activities so that they inform and build on one another and provide a full feedback loop.

[https://www.dol.gov/sites/default/files/images/ilab/CMEP%20Resource%20Document\\_FINAL%2002132018.pdf](https://www.dol.gov/sites/default/files/images/ilab/CMEP%20Resource%20Document_FINAL%2002132018.pdf)



The M&E system was adjusted over time for the requirements and needs of the project, in conjunction with the donor M&E personnel, resulting in better monitoring and reporting. Nevertheless, according to project staff, over time it also became clear that much more could be done with the resources invested in the CMEP, including developing tools to facilitate the project monitoring and evaluation. A better balance could be found between outcome and output indicators, as well as the substitution of indicators that had little informative power. The means of verification for the indicators are appropriate in most of the cases. The project disaggregates its livelihood indicators by gender and race, when possible. Overall, the indicators were SMARTER, although the process of negotiating changes between donor and grantee could have been more efficient and effective. The project integrated qualitative and quantitative methods in the development of M&E tools as well as in all activities of applied research carried out by the project.

M&E tools were used to facilitate discussions with local and national governments at different levels during project implementation. Two of the project's products/tools, the Plan Monitoring system implemented nationally and in Maranhão, and the DBMS implemented in MT and Bahia, leveraged local M&E capacities. Local and national government saw these tools as very useful and they contributed to increase the stakeholders' interest in the project as a whole.

The use of data was very diverse and in general the project used data to generate information, and consequently inform decision making and refine project strategies. The evaluation found that the technical progress reports developed by the project every six months were outstandingly rich in terms of qualitative information under the narrative sections. This complemented the information coming from the Performance Management Plan (PMP) and the CMEP as a whole.

The midterm evaluation's recommendations were incorporated into the project's management to a certain extent. For example, the main recommendation for the project was to improve its communications with stakeholders. Besides the high turnover rate of personnel from stakeholders interacting with the project, this was done, specifically through channels like the national and local commissions to combat slave labor. Thus this encouraged the project to rethink its communications strategy and to promote an overall improvement of implementation that resulted in more effective interventions.

### 3.5 EQ 5: Impact Orientation and Sustainability

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3.5.1. How effective has the project been in terms of improving capacities and stimulating the participation and commitment of tripartite constituents of the ILO and other partners to develop effective and concerted action against forced labor?
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The project has been effective in involving a wide range of stakeholders around the action against forced labor in both countries. Capacities to address the different angles to tackle forced labor have increased among the different stakeholders in both countries, particularly among the non-traditional ILO counterparts (public prosecutors, judges in Peru, human rights defenders and civil society organizations [NGOs] in Brazil). Effective and concerted action against FL has been

stimulated in the states of Maranhão and Bahia, thanks to the work conducted by the project in support of the Integrated Action.

In Brazil, at national level, three elements could have reduced the participation and commitment of tripartite constituents of the ILO, reflected for example in the fact that the tripartite commission inside the CONATRAE could not be developed: (a) the fact that the project was linked to the CONATRAE, a commission inserted in the human rights arena with a social control emphasis; (b) a weak interconnection between the traditional ILO employer's counterpart (CNI and CNA) and the private sector/sectoral employer's associations (ABIT, ABVTEX, etc.) which increased the difficulty of leveraging the advancements achieved at sector level in terms of employers' commitment to fight against FL; and (c) the ILO positioning in Brazil at the time of the labor reform discussions in 2016, which implied a loss of confidence on the expected neutrality of the ILO for two of its three traditional counterparts (government and particularly employers). At state level, the project has successfully stimulated a reflection among public authorities on the need to involve the employers on the discussions around forced labor as a means to increase their awareness and to involve them in the solutions.

In Peru, the project was effective in stimulating the participation and commitment of tripartite ILO constituents and other partners due, on one side, to the choice made to work with the CNLCTF and its profile as a commission inserted in the Ministry of Labor and Employment Promotion, and on the other, due to a balanced found by the project between the will to enhance more and better policies to fight against FL and a respect for national counterparts' own decisions. The major project impact has been the incorporation of forced labor as an offense in the Criminal Code<sup>50</sup> which implies an international obligation assumed by the State and the possibility of prosecuting and punishing forced labor. An important impact-oriented achievement is the approval of the Intersectorial Protocol against FL, which implies an intervention circle with five phases: Promotion, prevention, detection, care and recovery. Political and technical challenges remain in the actual implementation of such protocol.

The project has increased the level of knowledge around FL in both countries. In Brazil the project has contributed to the improvement of knowledge management and managerial tools to address FL. An outstanding impact orientation of the project is the emphasis given to integrated action in regards FL for vulnerable populations, rescues and their communities, with an emphasis on prevention, which may benefit potential victims of FL.

In Peru, the studies conducted as well as the technical assistance provided to the CNLCTF and its institutional members have increased awareness on the incidence of forced labor and about the characterization of working conditions in certain prioritized sectors (timber, mining, domestic work) and regions. Efforts have been initiated to include the combat against FL in tripartite commissions at regional level, and opportunities appear in the near future after regional elections

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<sup>50</sup> Legislative Decree No 1323, January 2017

in Peru. However, those commissions were designed and created to fight against human trafficking and therefore real presence of labor unions and employers' associations have not yet been assured in order to tackle issues related to FL and to promote the combat against FL in regional government agendas.

## IV. CONCLUSIONS

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### DESIGN

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

The disconnection in the logical framework between IO2 (social dialogue and institutional capacity for public policy implementation) and IO3 (increase engagement of the private sector and employer's organizations to combat FL) weakened the potential of a real tripartite social dialogue among the three ILO constituents.

The CONATRAE and COETRAEs, involved under IO2, belong to the human rights and social control arena, where tripartite social dialogue is difficult since agendas and objectives are different. Only three of them, Rondonia, Tocantins, and municipality of SP, integrate employers' representatives or associations.

### RELEVANCE

A clear added value of the project in Brazil, in its long fight against FL in the country, is the focus on the prevention side of the approach towards FL. The survey conducted in the state of Maranhão, with the Hard to See, Harder to Count methodology, is an unprecedented study about victims of slave labor in Brazil. It provides outstanding information related to *vulnerabilities* and *degrading treatment*.

State governments that include the fight against slave labor in their agendas (and/or Decent Work Agendas) harmonized more easily with the strategies and approaches of the project.

The project revealed the important dimension of gender in the FL phenomena, as described under the lessons learned section. In this regard it pointed out the need to incorporate gender as well as age considerations in the fight against slave labor. In Brazil the ethnic issue is still invisible, although it begins to appear in references to immigrants.

### EFFECTIVENESS

In Brazil, priority has been given to improve institutions' capacities to address FL. The Monitoring of the National Plan for the Eradication of Slave Labor has been fundamental to give a sense of organicity and professionalism to the various actors involved. The CONATRAE leads a fundamental role of articulating and gathering forces to analyze the situation of slave labor in Brazil and the policies created to combat it. Its advocacy role in the legislative sphere has been notorious in the period covered by the evaluation. In regards to some measures adopted by the Parliament, it has

also been very important to articulate with the academy, promoting or opening space in its meetings for discussions with researchers from various areas who, with their work, broaden the understanding of the phenomenon. The ILO concept of social dialogue, however, faced several challenges inside the CONATRAE due to the profile of this commission. The project was successful in the monitoring of FL plans inside the COETRAEs.

The availability and quality of information on slave labor in Brazil has notably increased through the project intervention. Challenges remain on the institutional arrangements for the use and appropriation of some of the products (Digital Observatory, DBMS) and to properly target the information for the different vulnerable target groups.

The support to the private sector has been implemented through the work conducted in the framework of InPACTO. Companies' incentive to be part of InPACTO is their preoccupation to find slave labor in their supply chains and the consequences this may imply for them in terms of economic and export risk.

The IAP is an effective strategy to combat FL as an adaptive and flexible intervention (replicable and adaptable in different states) that involves a preventive approach and a post-rescue support to the victims.

## **EFFICIENCY**

The ILO office in Brasilia is very strong in terms of combating forced labor, due to the experience already achieved in previous years and the achievements of the country in terms of legislation, combat, repression and prevention. However, that strength may have weakened the project by resulting in a sort of isolation and the understanding inside the ILO that extra support was not needed from HQ.

The CMEP conceptual approach was very useful, since it stimulated a results-based discussion that was instrumental for project's implementation, although with an unbalanced emphasis on metrics. It highly contributed to strengthening M&E capacities among the project team.

## **IMPACT ORIENTATION AND SUSTAINABILITY**

In Peru, the project was effective in stimulating the participation and commitment of tripartite constituents of the ILO and other partners inside the CNLCTF. The second Plan to Eradicate FL was approved and evaluated by the project. Last, but not least, FL has been included in the Criminal Code in 2017.

Efforts have been initiated in Peru to include the combat against FL in tripartite commissions at regional level, and opportunities appear to be in the near future after the upcoming regional elections in Peru. However, those commissions were designed and created to fight against human trafficking and therefore the real presence of labor unions and employer's associations has not yet been assured.

The project involved a wide range of stakeholders, including traditional ILO tripartite counterparts as well as non-traditional actors from the human rights arena, the judiciary system and the public defense, among others. This diversity of actors, with different and sometimes contradictory agendas, posed a challenge for the ILO in regards to its own role and clarity of action. It would be useful to have a reflection on the different channels, multi-stakeholders and tripartite Commissions that affect the improvement of public policies and normative changes in Brazil and Peru. For the sustainability of results, this angle of the analysis would be very relevant.

## V. RECOMMENDATIONS

**Recommendation Nº 1:** The ILO Office in Brasilia could benefit from a strategic planning exercise in order to clarify their role in the combat against FL in the country in the new political scenario. The added value of the ILO as a tripartite international organization in a privileged position to enhance national dialogues should be prioritized in that strategy.

Responsible Units	Priority	Time Implication	Resource Implication
ILO Office Director Brasilia	High	Short-Term	Low
Recommendation related to Conclusions on Design			

**Recommendation Nº 2:** The ILO project should distinguish its support to the CONATRAE and COETRAEs from its support to a tripartite social dialogue discussion with the ILO constituents. The latter should take place in a tripartite commission linked to the labor area (eventually to the MTE). The support to CONATRAE/COETRAEs could be identified as engaging in the human rights arena with a social control objective. The support of a tripartite commission dealing with FL should focus on the labor relations component of the FL phenomena, and on the search for solutions, starting by a common agreed agenda among social partners. Different options, including a mapping of the different stakeholders and strategies, should be analyzed on how to proceed with extra technical support for social dialogue.

Responsible Units	Priority	Time Implication	Resource Implication
ILO Project staff ILO HQ, Fundamentals	High	Short-Term	Medium
Recommendation related to Findings on Design and Effectiveness			

**Recommendation Nº 3:** The ILO should play a neutral role and call upon a more strategic dialogue around FL. The office should approach CNA and CNI in order to build alliances with the most sensitive subsectors of the private sector members of InPACTO (ABIT, ABVTEX), and work on a consensual minimum common agenda to combat FL in the long-term. The approach towards the private sector and employers should emphasize the *social responsibility & economic* aspects.

Responsible Units	Priority	Time Implication	Resource Implication
ILO Brasilia Office Director and ACT/EMP, CAN, CNI, ABIT, ABVTEX	Medium	Long-Term	Low
Recommendation related to Findings on Design and Effectiveness			

**Recommendation N° 4:** The preventive approach towards FL should be prioritized. Synergies should be found with state governments that include the fight against slave labor in their agendas (and/or Decent Work Agendas). An open-minded approach around the IA, implying labor insertion and the work with the communities on a human rights based approach, should be supported by the ILO through local/state authorities, institutions, and NGOs. A stronger link between child labor and FL in line with Sustainable Development Goal indicator 8.7 should be emphasized. Absolute priority should be given to psychological support for rescued workers. Surveys like the one conducted in Maranhão should be implemented where feasible and in accordance with state authorities.

Responsible Units	Priority	Time Implication	Resource Implication
ILO Project staff, ILO Brazil Office	High	Medium-Term	Low
Recommendation related to Findings on Effectiveness			

**Recommendation N° 5:** The CMEP should be more flexible in its format in order to stimulate the generation of innovations on the field that could be later appropriated by the donor. It should also give more emphasis to the overall logical approach, including project's strategy and theory of change rather than to the current emphasis on metrics.

Responsible Units	Priority	Time Implication	Resource Implication
USDOL	Medium	Medium-Term	Low
Recommendation related to Findings on Efficiency			

**Recommendation N° 6:** The ILO project should be more interconnected with HQ and other ILO initiatives. This could bring some support and learning, for instance on how programs like Better Work are facing the issue, as well as from the strategic alliances being developed with the private sector in other settings. This would benefit the FL combat in the country, by learning from other interesting experiences in combatting modern slavery as well as influencing other countries' strategies in this combat. An increase of international staff in the Brazilian Office could also be advisable.

Responsible Units	Priority	Time Implication	Resource Implication
ILO HQ, ILO Office Brazil, Project staff, USDOL	Medium	Medium-Term	Medium
Recommendation related to Findings on Efficiency			

**Recommendation N° 7:** In Peru, priority should be given - in line with what the Bridge project is doing - to raising awareness on the FL phenomena and its categorization as crime, at national level and in the regions, involving private sector and unions. Increased awareness of the vulnerabilities is needed at the education sector level in order to combat young co-optation into FL. Private sector involvement should be enhanced through their social responsibility initiatives.



Responsible Units	Priority	Time Implication	Resource Implication
ILO Project staff in Peru & CNLCTF	Medium	Medium-Term	High
Recommendation related to Findings on Relevance and Sustainability			

**Recommendation N° 8:** South-South activities between the two countries, and other countries in the region, should be based on a horizontal approach. While the Brazilian experience is far more advanced, national priorities and contexts need to be clearly taken into account while defining common agendas for cooperation. FL combat has showed to be a very sensitive issue that demands the involvement of a wide range of stakeholders, and where national history and political context do play an important role in order to define national-contextual methods to approach it.

Synergies should be found in Brazil and Peru (as well as with other bordering countries) to develop joint initiatives to combat FL in the bordering territories in the Amazon region as a way to increase the effectiveness of those actions. This could be part of the joint South-South cooperation.

Responsible Units	Priority	Time Implication	Resource Implication
ILO Project staff in Brazil & Peru, ILO Office Brazil, ILO HQ Fundamentals, USDOL	Medium	Medium-Term	High
Recommendation related to Findings on Sustainability and Impact Orientation			

## VI. LESSONS LEARNED AND EMERGING GOOD PRACTICES

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### Lessons Learned on South-South Cooperation and Gender

At the design stage, the South-South cooperation strategy was considered instrumental to achieving IO5. The initial assumption was that Peru could benefit from the sound experience of Brazil in the fight against FL. The Peruvian component of the project has benefited from exchanges with Brazil and namely from specific experiences in labor inspection and inter-institutional coordination. Plus, as the midterm evaluation already found, the horizontal cooperation between the two countries have revealed a broader mutual learning between Brazilian and Peruvian institutions involved than what seemed to be expected at the design stage.

Apparently, the assumption at the design phase was that FL predominantly affected the male population, since this was based on data from forced labor inspections, provided by MTE. The few references to women appeared in relation to rescues from the apparel industries in São Paulo, most of which were Latin American migrants. However, through the project's research, the gender dimension clearly appeared to be linked to the FL phenomenon. On one side, the survey conducted in Maranhão<sup>51</sup> showed a high number of women in a situation analogous to that of slaves in the farms (as cooks or employees), in domestic work in general and in sex work. On the other, the emphasis given by the IAP to the preventive work inside the communities enlightened the fact that women are indeed crucial in the fight against FL because the majority of men FL victims feel pushed to FL in order to gain the livelihood to support their family. By encouraging women's productive inclusion, the need for the men to look for their family livelihood (and therefore his risk to be co-opted under FL) diminishes.

### Emerging Good Practices on the IAP and on the use of FL Data/Knowledge

The project's support to the IAP in Maranhão and Bahia, states governed by parties linked to worker's interests,<sup>52</sup> emerges as a good practice. Based on the experience in Mato Grosso and finding the receptivity of the governors linked to the workers, the IAP demonstrated a great capacity for adaptation. In this sense, it is an effective program for confronting slave labor. In the different states, there are three main approaches in common: the referral of workers to the social protection network; training on labor rights and professional training; and prevention of the rescued workers in the communities of origin. In the case of Bahia and Maranhão, the project's support to local authorities and NGOs, who were closer to the beneficiaries and better located to offer care services, stands out.

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<sup>51</sup> ILO, Survey on measuring contemporary slave-labor in the state of Maranhão, 2017 (with the methodology of the Hard to See, Harder to Count).

<sup>52</sup> BA: Partido dos Trabalhadores (PT), MA: Partido Comunista do Brasil (PCdoB)

The project identified a good practice with respect to the use of data to generate information for the policymaking process. The Brazilian context facilitates this kind of work as the country produces massive amounts of data but has a gap in terms of transforming this data into information to feed the policymaking process. Based on this context, the project proposed the development of a series of knowledge products with the potential to bridge this informational gap. Initially, this involved a series of studies aimed at the identification of data sources about slave labor in Brazil. After that, in partnership with the MPT, the project supported the qualification of MPT's data hub, called Newton. This data hub was the cornerstone of the Digital Observatory of Slave Labor, and was a tipping point on the use of quantitative data and information in the combat of slave labor in Brazil. The project's work on knowledge management was appreciated by the partners and stakeholders in Brazil. It was a good practice that leveraged the policy to combat slave labor in Brazil in a cost-effective manner, with guaranteed sustainability, as national capacities were developed and institutional strengthening was promoted throughout the process.

## ANNEX 1: Evaluation Matrix

Evaluative questions and criteria	Indicators	Sources of information
<b>EQ 1 INTERVENTION DESIGN</b>		
1.1. Was the project's theory of change and strategy appropriate in addressing developmental gaps in terms of combatting forced labor in Brazil and Peru? What factors positively or negatively impacted the theory of change?	1.1.1. The Projects' logical frameworks are solid: chain from inputs, activities, outputs and objectives are clear and logical	Results framework M&E Documents Project Documents Progress Reports Mid Term Evaluation Report Interviews with ILO staff, USDOL and constituents on the field  Interviews with unions, employers, government and donors  Observation on the field
	1.1.2. Time frames regarding planned objectives and outputs are realistic	
	1.1.3. Stakeholders in Brazil and Peru understand the project theory of change	
	1.1.4. Consultations have taken place with the ILO constituents in the phase of the projects' design	
	1.1.5. Suggestions from stakeholders were taken into consideration in the project document	
	1.1.6. The projects designs were sensitive to institutional arrangements and roles of the different stakeholders involved.	
	1.1.7. The projects designs were sensitive to the capacity and commitment of stakeholders	
	1.1.8. The project was capable to adapt to changes related to FL taking place in Brazil and Peru during project's implementation	
	1.1.9. The theory of change sufficiently takes into account the specifics of FL at state level	
1.2. Is the project's emphasis on knowledge management an effective approach to promote combatting forced labor on mid income developing countries like Brazil and Peru?	1.2.1. Knowledge management was identified as a key strategy to combat forced labor before starting the project	
	1.2.2. Stakeholders in Brazil and Peru are open to strengthen their knowledge management in order to combat forced labor	
	1.2.3. South-South activities contributed to improve knowledge management among different stakeholders in Brazil and Peru	
	1.2.4. Knowledge management activities promoted by the project were positively accepted by all stakeholders in Brazil and Peru	
1.3. Did the project design adequately consider the gender dimension of the planned interventions?	1.3.1. The project objectives and outcomes adequately include gender, race, ethnicity and age concerns	
	1.3.2. The output and outcome project indicators are gender sensitive	

Evaluative questions and criteria	Indicators	Sources of information
	1.3.3. The project included in its strategy products/services/activities primarily aimed at women	
EQ 2 RELEVANCE		
2.1. How useful were the forced labor survey developed in Brazil and the studies developed in Peru to the project's national counterparts? Are the studies' knowledge incorporated in national plans to combat forced labor and other official documents? Are these studies' knowledge appropriated by national institutions?	2.1.1. The project strategies and approaches (including the survey developed in Brazil and the studies developed in Peru) are pertinent to governments' requirements and they show appropriateness	Results framework M&E Documents Project Documents Progress Reports Mid Term Evaluation Report Interviews with ILO and national stakeholders in Brazil and Peru Interviews with unions, employers, government and other organizations. Participant Observation on the field
	2.1.2. The project strategies and approaches (including the survey developed in Brazil and the studies developed in Peru) are pertinent to unions' requirements and they show appropriateness.	
	2.1.3. The project strategies and approaches (including the survey developed in Brazil and the studies developed in Peru) are pertinent to employers' requirements and they show appropriateness.	
2.2. Overall, to what extent did the project contribute to addressing forced labor in Brazil and Peru and assisting persons and communities vulnerable to forced labor?	2.2.1. The project strategies and approaches are pertinent to policies of partners and donors	(See above) Focus Groups with beneficiaries and interviews on the field
	2.2.2. The project strategies and approaches contribute to assist persons and communities vulnerable to forced labor	
	2.2.3. Extent the project's capacity development strategies were been designed based on contextualized systematic assessment of beneficiaries (in all levels) needs	
	2.2.4. Extent to which the objectives of the program respond to the needs or requirements of the beneficiaries, taking into account the regulatory framework on FL issues	
	2.2.5. The project strategies and approaches contribute to gender, race, ethnicity and age equity	
EQ 3 EFFECTIVENESS		
3.1. Are project training activities (capacity development activities), material (guidelines, protocols, information campaigns), knowledge products, and other services, timely and of high quality? Are these materials and products used by stakeholders in general?	3.1.1. The project is able to promote capacity development among the stakeholders directly involved. Number of capacity building days with employers, workers and other stakeholders (public officers and policy makers, police officers, and judges and inspectors)	Results framework M&E Documents Project Documents Project products Progress Reports Mid Term Evaluation Report  Interviews with ILO, USDOL and
	3.1.2. The government and the social partners are better equipped to combat FL	
	3.1.3. Number and quality -including gender responsiveness- of	

Evaluative questions and criteria	Indicators	Sources of information
	reports/studies; impact surveys; new communication products/features delivered by the projects	stakeholders
	3.1.4. Number and quality -including gender responsiveness- of FL knowledge products or tools -material (guidelines, protocols, information campaigns), as well as training activities- used by labor inspection and social partners to improve combat against FL	Interviews with unions, employers, government and other organizations Observation on the field Focus Groups with beneficiaries
	3.1.5. Project partners (government, industry, etc.) are satisfied with project's activities and products	
3.2. To what extent has the project achieved expected results?	3.2.1. Number, quality and scope of combat to FL products, policies or practices increased and improved with support of the projects (including for example guidelines, strategies, roadmaps, decrees, regulations, certificates)	
	3.2.2. Data collection mechanisms on forced labor in Brazil has improved	
	3.2.3. Awareness on forced labor issues (with age, gender and race perspective) has increased among target groups in Brazil and Peru	
	3.2.4. Social dialogue commissions strengthened at national and state (regional) levels in Brazil and Peru	
	3.2.5. New legislation and/or policies have been introduced to fight against FL in Brazil and Peru	
	3.2.6. Governments at national and state/regional level both in Brazil and Peru improved their understanding of FL and increased their participation in the combat against it.	
	3.2.7. Unions improved their understanding of FL and increased their participation in the combat against it.	
	3.2.8. Employers' organizations and companies improved their understanding of FL implications differentiating by gender and increased their participation in the combat against it.	
	3.2.9. Employer's organizations and companies increased their participation in their combat against FL considering gender implications	
3.3. To what extent has the project achieved expected results in regards the IAP in Brazil and legal and managerial instruments in both countries?	3.3.1. Mato Grosso's IAP strengthening and replication strategy supported by the project was effective.	
	3.3.2. The Direct Beneficiary Monitoring System responded to the	

Evaluative questions and criteria	Indicators	Sources of information
	needs of the IAP's personnel and institutional capacities and they show appropriation of the system.	
	3.3.3. The IAP's replication promote/stimulate the use of the IAP's DBMS in other settings.	
	3.3.4. Project interventions have highly supported changes in legal and managerial instruments, such as the approval and implementation of the inter-agency protocol on FL (Peru) and the monitoring of the National Plan for the Eradication of Slave Labor in Brazil, in both countries.	
	3.3.5. The roadmap for implementing the inter-agency protocol to coordinate efforts against forced labor has been implemented in Peru and this has implied important practical effects.	
	3.3.6. Project activities in Peru complement efforts carried out under the bridge project in Peru.	
3.4. Have the achieved results been able to promote gender ant ethnical-racial mainstreaming into the combat forced labor policy in both countries?	3.4.1. The project was able to incorporate gender and ethnic and-racial considerations, provide specific services, and carry out interventions that took into account specific needs of women and other vulnerable groups affected by FL in Brazil and Peru.	
	3.4.2. Gender departments from constituents and participating organizations, if existent, have been involved in the program	
	3.4.3. Percentage of women and vulnerable groups (from an ethnical-racial perspective) participating in project's activities in Brazil and Peru. The rate of participation of men and women in project activities reflect the composition of the workforce affected by FL in Brazil and Peru	
	3.4.4. The management of the project has sufficient expertise on gender/ethnical-racial mainstreaming and/or the project received technical backstopping from ILO specialists/ made use of external expertise when needed.	
4. EFFICIENCY OF RESOURCE USE		
4.1. Were the project activities efficient in terms of financial and human resources in relation to its results and outputs?	4.1.1. Resources (funds, human, time, expertise) have been strategically allocated to achieve outcomes.	Results framework M&E Documents Project Documents Progress Reports
	4.1.2. Activities and resources needed to be reviewed during the project lifetime in order to achieve the objectives.	

Evaluative questions and criteria	Indicators	Sources of information
	4.1.3. Synergies have been created with non-FL ILO projects and resources have been leveraged	Mid Term Evaluation Report Interviews with ILO, USDOL and stakeholders  Interviews with unions, employers, government and other organizations Project Budget Work Plans
	4.1.4. Project has taken into account products, evaluations and lessons learnt from previous FL projects and ILO and USDOL initiatives	
4.2. Were the CMEP tools useful and appropriate for project implementation and management? How did the project use data to refine project strategies? Are there any promising practices and lessons learned? Was the M&E system effectively adjusted for the requirements and needs of the project? Did the project use M&E tools to facilitate discussions with local and national governments? Were the midterm evaluation's recommendations incorporated into the project's management? Did they result in significant improvements in project implementation and effectiveness?	<p>4.2.1. The project has a sound M&amp;E system, with appropriate indicators to assess project's progress at output and outcome level.</p> <p>4.2.2. The indicators breakdown by gender and other groups. They are SMARTER (specific, measurable, achievable, relevant, timely, evaluated and reviewed)</p> <p>4.2.3 The means of verification for the indicators are appropriate</p> <p>4.2.4. The M&amp;E system includes a sound combination of quantitative and qualitative tools.</p> <p>4.2.5. M&amp;E tools were used and useful to facilitate discussions with local and national governments</p> <p>4.2.6. The midterm evaluation's recommendations were incorporated into the project's management and improvements in project implementation and effectiveness can be reported</p>	
<b>5. IMPACT ORIENTATION AND SUSTAINABILITY</b>		
5.1. How effective has the project been in terms of improving capacities and stimulating the participation and commitment of tripartite constituents of the ILO and other partners to develop effective and concerted action against forced labor?	5.1.1. Knowledge on forced labor has increased among key stakeholders in Brazil	M&E Documents Project Documents Progress Reports Interviews with ILO and USDOL  Interviews with unions, employers, government and other organizations
	5.1.2. Social dialogue and institutional capacity for public policy implementation has increased at the national and state levels in Brazil	
	5.1.3. Engagement of the private sector and employer's organizations to combat FL in Brazil has increased	
	5.1.4. Policies to combat forced labor in Peru have increased	
	5.1.5. Extent the stakeholders/ constituents have integrated in their own structures the support provided by the project	
5.2. To what extent are project's outputs/outcomes sustainable (durable) and transferable to government institutions, the private sector, civil society organizations, and communities to support efforts to	5.2.1. Changes introduced in law, policy or practice ensure the sustainability for the projects' achievements	
	5.2.2. Specific achievements can be reported at the outcome level that are sustainable due to the commitment of the national	



Evaluative questions and criteria	Indicators	Sources of information
address forced labor, including the exchange program and the use of data and development of on line tools?	constituents	
	5.2.3. The National Pact to eradicate forced labor in Brazil has increased its sustainability	
	5.2.4. Specific project's outputs are most sustainable and transferable to government institutions, the private sector, civil society organizations and communities	
	5.2.5. National institutions can assure program's achievements sustainability	
	5.2.6. Constituents in Brazil and Peru maintain the level of commitment towards the combat of FL.	

## **ANNEX 2: Evaluation Agenda**

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### ANNEX 3: List of Documents

Project Documents	
1	Brazil-Peru forced labor project final document, June 2014
2	Brazil-Peru work plan
3	Brazil-Peru common indicators
4	Base line implementation report final
5	Base line proposal USDOL final
6	End line study proposal final
7	USDOL OCFT common indicators 2013 Brazil-Peru, October 2014
8	Results framework
9	Work plans and list of activities (4b Gant Chart)
10	Budget
11	Comprehensive project monitoring and evaluation plan (CMEP), 2018
12	Intake form report
13	Midterm Evaluation, Consolidating and disseminating efforts to combat forced labor in Brazil and Peru, 2015
15	Technical Visit to Exchange Good Practices in Combating Forced Labor in the Framework of the South-South Cooperation Program between Brazil and Peru Lima and Tumbes, 27-30 <sup>th</sup> , November, 2015
16	Resources to develop an OCFT CMEP
TPRs	
17	USDOL (OCFT), Comments on the Technical Progress Reports (TPR)
18	ILO Technical Progress Report (TPR), 1/04/2013 to 30/09/2013
19	ILO Technical Progress Report (TPR), 1/10/2013 to 31/03/2014
20	ILO Technical Progress Report (TPR), 1/04/2013 to 30/09/2013
21	ILO Technical Progress Report (TPR), 1/10/2013 to 31/03/2014
22	ILO Technical Progress Report (TPR), 1/04/2014 to 30/09/2014
23	ILO Technical Progress Report (TPR), 1/10/2014 to 30/03/2015

24	ILO Technical Progress Report (TPR), 1/4/2015 to 30/09/2015
25	ILO Technical Progress Report (TPR), 1/10/2015 to 30/03/2016
26	ILO Technical Progress Report (TPR), 1/04/2016 to 30/09/2017
27	USDOL (OCFT), Comments on the Technical Progress Reports (TPR)
<b>Other Project Products and FL-related Documents in Brazil and Peru</b>	
28	El trabajo forzoso en la extracción de la madera en la Amazonía Peruana, ILO, 2005. Eduardo Bedoya & Alvaro Bedoya
29	Baseline Report
30	Analytical Report on the Profile of Workers Rescued From and Vulnerable To Forced Labour
31	Institutional Mapping: main actors and services available to workers victims of and/or vulnerable to forced labour
32	Mechanisms for Data Collection and Generation of Information on Forced (Slave) Labour - Basic Information
33	Mapping of Services Available To Workers Rescued From Situations Analogous To Forced (Slave) Labour in Brazil
34	Integrated Action and the Social-Productive Profile of Workers Rescued From Conditions Analogous To Slavery in Mato Grosso
35	Forced Labour – UN Position Paper
36	Slave Laborers Targeting and Coverage
37	Gender Mainstreaming in the Combat of Slave Labour and in The Strengthening of Vulnerable Communities (Perspectiva de Gênero no Combate ao Trabalho Escravo e no fortalecimento de Comunidades Vulneráveis)
38	Digital Observatory of Slave Labour In Brazil
39	Report of Descriptive Analysis and data Tabulation of Intake Questionnaires Applied in the Community of Nossa Senhora Aparecida do Chumbo, Poconé – MT
40	Good Practices Handbook and Sistematization for Sustainable Livelihood Projects – Analysis from Nossa Senhora Aparecida do Chumbo Community, Poconé-Mt
41	Mapping of Rural Properties, Households, and Public Spaces with Productive Potential in the Nossa Senhora Aparecida do Chumbo Community, Poconé-Mt
42	Sistematization of Productive Chains at Nossa Senhora Aparecida do Chumbo Community, Poconé-MT
43	Using Rule of Association to Provide an Empirical Definition of Slave Labour In Brazil

44	Hard To See, Harder To Count Adaptation in Maranhão State, BRAZIL
45	Inputs to the baseline study report - basic socioeconomic diagnosis in selected municipalities of Mato Grosso for extension and consolidation of the Integrated action project
46	Technical Visit to Exchange Good Practices in Combating Forced Labour in the Framework of the South-South Cooperation Program between Brazil and Peru. Lima and Tumbes, 27-30th, November, 2015  Visita Técnica de Intercâmbio de boas práticas no combate ao trabalho forçado, no marco da cooperação sul-sul entre Brasil e Peru. OIT, 2015.
47	Consolidating and Disseminating Efforts to combat forced labor in Brazil and Peru. ILO Final Report. Office of the Auditor general of Canada, 2015.
48	Relatório da Oficina Perspectiva de Gênero no combate ao trabalho escravo e no fortalecimento de comunidades vulneráveis. 2016.
49	Trabalho Decente: um direito de todos e todas. Guia de Programas Sociais. Repórter Brasil/OIT. s/d
50	InPacto. Folder. s/d
51	Quem aceita o trabalho escravo. MPT do Mato Grosso, folder. s/d
52	MPT em Quadrinhos nº 12. Trabalho escravo contemporâneo. s/d
53	Rompendo o ciclo do Trabalho Escravo. Nº 1. Ação Integrada. s/d
54	Rompendo o ciclo do Trabalho Escravo nº 2. Ação Integrada. s/d
55	Cartilha do trabalhador e da trabalhadora rural. Trabalho escravo? Não caia nessa armadilha! CONTAG/OIT. s/d
56	O trabalho escravo está mais próximo do que você imagina. MPT, s/d.
57	O trabalho escravo está mais próximo do que você imagina 2. MPT, s/d.
58	De olho aberto para não virar escravo. Campanha de Prevenção e Combate ao trabalho escravo. MPF. s/d
59	Reforma Trabalhista- desrespeito com o trabalhador e com a trabalhadora. CPT. s/d
60	Escravo, nem pensar! Almanaque do alfabetizador. OIT/ Reporter Brasil, 2008.
61	Perfil dos principais atores envolvidos no trabalho escravo rural no Brasil. OIT, 2011.
62	Escravo, nem pensar! No Maranhão 2015/2016. Reporter Brasil.
63	Trabalho escravo no Brasil, saiba o que fazer. Reporter Brasil/OIT. s/d
64	Ação Integrada. Folder. s/d

65	Relatório Estadual de Direitos Humanos e da Terra 2017. Mato Grosso. Fórum dos Direitos Humanos e da terra, 2017.
66	Fighting Forced Labour: the example of Brazil. OIT, 2009.
67	A pobreza no paraíso tropical: interpretações e discursos sobre o Brasil. Marcia Anita Sprandel, 2004.
68	Planejamento estratégico- COETRAE MT- 2015
69	Programa de Ação Me Encontrei (sistematização). OIT, 2013
70	Pesquisa do nível de consciência da população brasileira sobre trabalho escravo e diagnóstico das campanhas de prevenção e combate à escravidão contemporânea. Reporter Brasil/OIT. 2015.
71	Knowledge assessment of forced labour in Brazil. ILO Project. Contribute to the reduction of forced labor in Brazil and Peru. 2015
<b>Official Documents</b>	
72	Plano Nacional para a Erradicação do Trabalho Escravo. Presidência da República, 2003. 2º Plano Nacional para a Erradicação do Trabalho Escravo. Presidência da República, 2008.
73	Ato Conjunto nº1, de 2017, das Mesas do Senado Federal e da Câmara dos Deputados. Projeto de Lei do Senado, 432, de 2013- Dispõe sobre a expropriação das propriedades rurais e urbanas onde se localizem a exploração de trabalho escravo e dá outras providências.
74	10 anos de Conatrae. 2013
75	Lista de COETRAES em funcionamento no Brasil. CONATRAE, 2018
76	Portaria MTB 1.129, de 16 de dezembro de 2017: Dispõe sobre os conceitos de trabalho forçado, jornada exaustiva e condições análogas à de escravo para fins de concessão de seguro-desemprego ao trabalhador que vier a ser resgatado em fiscalização do Ministério do Trabalho, nos termos do artigo 2-C da Lei nº 7998, de 11 de janeiro de 1990; bem como altera dispositivos da PI MTPS/MMIRDH nº 4, de 11 de maio de 2016.
77	PORTARIA MTB 1.293, de 28 de dezembro de 2017: Dispõe sobre os conceitos de trabalho em condições análogas à de escravo para fins de concessão de seguro-desemprego ao trabalhador que vier a ser resgatado em fiscalização do Ministério do Trabalho, nos termos do artigo 2º-C da Lei n.º 7.998, de 11 de janeiro de 1990, e trata da divulgação do Cadastro de Empregadores que tenham submetido trabalhadores à condição análoga à de escravo, estabelecido pela Portaria Interministerial MTPS/MMIRDH n.º 4, de 11 de maio de 2016.Termo de cooperação CNJ.  Termo de Cooperação Técnica nº 9, de 2014. CNJ, OIT, SINAIT, SRTE/MT

78	Acordo de Cooperação Técnica 14/2015. CNJ, OIT, TST, SINAIT, TEM, SDH, MPT, MPF. Código Penal
79	Decreto nº 9311 que Regulamenta a Lei nº 8.629, de 25 de fevereiro de 1993, e a Lei nº 13.001, de 20 de junho de 2014, para dispor sobre o processo de seleção, permanência e titulação das famílias beneficiárias do Programa Nacional de Reforma Agrária.

## **ANNEX 4: List of Interviewees**

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## ANNEX 5: Brazil Stakeholder Workshop Agenda

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MINISTÉRIO DOS DIREITOS HUMANOS  
COORDENAÇÃO GERAL DE COMBATE AO TRABALHO ESCRAVO  
Setor Comercial Sul - B, Quadra 9, Lote C, Edifício Parque Cidade Corporate, Torre "A", 9º andar, Sala 905-D-2,  
Brasília, Distrito Federal, Brasil - CEP: 70308-200  
Telefones: (61) 2027-3978 / (61) 2027-3892

### REUNIÃO ORDINÁRIA ITINERANTE CONATRAE

**Atividade:** Reunião Ordinária da CONATRAE

**Local:** Avenida João Pinheiro, nº 100 - Centro - Edifício Villas-Boas, 8º andar, no auditório da Divisão de Assistência Judiciária (DAJ) - Belo Horizonte/MG

**Data:** 22/10/2018

**Horário:** 9h30h às 17h30

#### **PAUTA:**

- 1) Coordenação – CONATRAE
  - a) Abertura
  - b) Aprovação da Ata de 31/07/2018
- 2) Apresentação dos resultados finais da avaliação do Projeto “Consolidando e Disseminando esforços no Combate ao Trabalho Escravo no Brasil e Peru” (OIT)
- 3) Persistência do problema com a emissão do PIS para trabalhadores resgatados indocumentados, demora na resposta da CAIXA à SPPE (MTb)
- 4) Atualização do Radar do trabalho escravo e da cooperação com a inspeção do trabalho no Peru no âmbito da OIT (MTb)
- 5) Síntese periódica do Trabalho Escravo (CPT)
- 6) Localização de trabalhadores do caso Fazenda Brasil Verde (CGCTE/CPT)
- 7) Semana Nacional de Combate ao Trabalho Escravo (CGCTE)
- 8) Informes:
  - a. Levantamento das Ações Penais
  - b. Levantamento Ações Cíveis Públicas
  - c. Encontro das COETRAES
  - d. Plano de Gestão da Coordenação Geral de Combate ao Trabalho Escravo
  - e. Outros Informes

## ANNEX 6: Peru Stakeholder Workshop Agenda

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### **Evaluación final del Proyecto Consolidando y Difundiendo Esfuerzos para Combatir el Trabajo Forzoso en Brasil y Perú**

#### **TALLER CON ACTORES NACIONALES – PERÚ**

##### **PROGRAMA**

Lima, viernes 26 de Octubre de 2018

Organización Internacional del Trabajo

Calle Las Flores 275, San Isidro – Lima

- |                      |  |
|----------------------|--|
| <b>8.45 – 9.00</b>   | <b>Registro de participantes</b>   |
| <b>9.00 – 9.10</b>   | <b>Palabras de bienvenida</b><br>Teresa Torres<br>Organización Internacional del Trabajo   |
| <b>9.10 – 10.10</b>  | <b>Objetivos de la evaluación y presentación de resultados preliminares de la implementación en Perú</b><br>Ana María García Femenía<br>Evaluadora y consultora internacional<br>Departamento de Trabajo de los Estados Unidos |
| <b>10.00 -10.15</b>  | Coffee break   |
| <b>10.15 – 10.45</b> | <b>Comentarios y reflexiones sobre los resultados preliminares, aportes y recomendaciones para la implementación de actividades en la lucha contra el trabajo forzoso</b><br>Actores nacionales invitados                      |
| <b>10.45 – 11.00</b> | <b>Comentarios finales y cierre</b><br>Actores nacionales, funcionarios de OIT de Brasil.  |

## ANNEX 7: Overview of Project Progress Table

Objectives	Indicators	Targets and Results (as of April 2018)	
Project Objective: Contribute to the reduction of forced labor in Brazil and Peru	PO1. Develop guidelines and strategies for a pilot-project for assistance to victims of forced labor and prevention of re-incidence (C1)	Target	A pilot-strategy for assistance to victims of forced labor and prevention of re-incidence tested by the government of Brazil (C1).
		Actual	The IAM was launched in May 2013, and formalized in June 2014. The INAI was created in September 2016. The IAP, the IAM, and the INAI are active. Communications. Strategy, and Monitoring System are tested and reviewed. Operational Procedures Handbook is finalized. Pedagogic Policy Plan is pending development.
	PO2. Roadmap for the implementation of the inter-agency protocol on forced labor endorsed by the government of Peru (C1)	Target	Roadmap for the implementation of the inter-agency protocol on forced labor endorsed by the government of Peru (C1).
		Actual	The Inter-Agency Protocol was approved by the Peruvian Government and published (DS N 011-2014-TR). The proposal of the roadmap’s draft was developed, a period of technical discussion has carried out among the Project’s key stakeholders linked to its implementation, and it was endorsed by the government on the end of April.
IO 1: Increased knowledge on forced labor among key stakeholders in Brazil			
SO 1.1 Data collection mechanisms in Brazil improved	OTC 1.1 - Improved indicators on forced labor in Brazil validated by CONATRAE.	Target	CONATRAE has indicators on forced labor
		Actual	National indicators were drafted, discussed, validated, data was collected, analyzed, and indicators were validated at CONATRAE (05/10/2016).
Output 1.1.1 Indicators on forced labor	OTP 1.1.1. - Report of Pilot-Survey available (OTP 1).	Target	Brazil has a survey to estimate forced labor prevalence.

Objectives	Indicators	Targets and Results (as of April 2018)	
improved		Actual	Draft Report is produced pending validation and dissemination.
Output 1.1.2 Data collection mechanisms on forced labor improved	OTP 1.1.2. Recommendations formulated in response to findings from mapping exercise are disseminated to CONATRAE (OTP 2).	Target	Recommendations to CONATRAE on mapping exercise available
		Actual	Identified databases are systematized and evaluated, and proposals on improvement are available.
Output 1.1.3 Forced labor estimates methodology developed	OTP 1.1.3. Report on good practices to combat forced labor available and disseminated to key stakeholders (OTP 3).	Target	Brazil has systematized information on forced labor good practices.
		Actual	Good practices are being identified.
SO 1.2 Awareness on forced labor issues (with age, gender and race perspective) increased among target groups	OTC 1.2 - Percentage of target group individuals who perceive an increase in their level of awareness regarding forced labor issues (OTC 2).	Target	Target groups individuals with improved awareness on forced labor issues increased by 70%.
		Actual	Not available The survey conducted by Reporter Brasil in 2015 revealed challenges in this regard (See EQ3 above)
Output 1.2.1 A communications strategy implemented	OTP 1.2.1. Number of key opinion leaders, media professionals, and stakeholders trained on communication as a tool to combat forced labor with a gender, race and age perspective (OTP 4).	Target	50 opinion leaders, media professionals and stakeholders trained on communication as a tool to combat forced labor with a gender, race and age perspective
		Actual	93 A successful event took place in Mato Grosso. <a href="http://www.acaointegrada.org/melhorias-na-cobertura-jornalistica-referente-ao-trabalho-escravo-sao-discutidas/">http://www.acaointegrada.org/melhorias-na-cobertura-jornalistica-referente-ao-trabalho-escravo-sao-discutidas/</a>
Output 1.2.2 Brazilian good practices on combating forced labor identified, systematized and disseminated	OTP 1.2.2. Report on good practices to combat forced labor available and disseminated to key stakeholders (OTP 3).	Target	Report on good practices to combat forced labor available and disseminated to key stakeholders
		Actual	Good practices are being identified.
IO 2: Increased social dialogue and institutional capacity for public policy implementation at the national and state levels in Brazil			
SO 2.1 Social dialogue commissions strengthened at national and state levels	OTC 2.1. Ministry of Social Development and Ministry of Labour and Employment sign the Framework for institutional cooperation on forced labor	Target	Social dialogue strengthening resulted in the exchange of data and information to facilitate forced labor rescued workers access to social protection.

Objectives	Indicators	Targets and Results (as of April 2018)	
	issues (OTC 3).	Actual	Framework not implemented. The agreement was signed between both Ministries in 2016 when they were under the PT. Ms.Roussef impeachment changed the political situation.
Output 2.1.1 CONATRAE's technical capacity reinforced	OTP 2.1.1. Monitoring and evaluation system of the National Plan on FL designed and implemented (OTP 5).	Target	Brazil has monitoring and evaluation system of the National Plan designed and implemented.
		Actual	Brazil has monitoring and evaluation system of the National Plan designed and implemented.
Output 2.1.2 COETRAE's technical capacity reinforced	OTP 2.1.2. Recommendations produced for framework of institutional coordination on forced labor issues about the exchange of data and information between the Ministry of Social Development and Ministry of Labour and Employment (OTP 6).	Target	Ministry of Social Development and Ministry of Labour and Employment have developed a framework for institutional cooperation on forced labor issues.
		Actual	Institutional cooperation framework is developed, and recommendations are disseminated.
	OTP 2.1.2.B Good practices and information between selected states within the framework of the State Commissions to Combat Forced Labor (COETRAEs) exchanged with Project support (OTP 6B).	Target	Good practices and information between selected states within the framework of the State Commissions to Combat Forced Labor (COETRAEs) exchanged with Project support.
		Actual	Good practices and information between selected states within the framework of the State Commissions to Combat Forced Labor (COETRAEs) exchanged with Project support.
Output 2.1.3. Network to exchange information on forced labor issues established among relevant states (COETRAEs).	OTP 2.1.3. Joint activities developed among COETRAEs network members.	Target	COETRAEs have developed joint activities.
		Actual	The M&E system is validated and ready to be replicated in Maranhão and Bahia. COETRAEs have participated in knowledge and technology transfer activities.
SO 2.2 Participation of workers' organizations in combating forced labor increased	OTC 2.2. Number of forced labor complaints sent from workers' organizations to the Ministry of Labour and Employment (OTC 4).	Target	160
		Actual	17

Objectives	Indicators	Targets and Results (as of April 2018)	
Output 2.2.1	OTP 2.2.1. Number of forced labor complaints issued by workers' organizations in the CONTAG complaint system per six months period (OTP 8).	Target	700
		Actual	40 The creation of the new union CONTAR implied IT changes that affected the complaint system
Output 2.2.2	OTP 2.2.2. Number of trade union members trained in forced labor issues using material produced by the Project (OTP 9).	Target	240
		Actual	187 (a last activity in Brazilia foreseen for December may increase this number)
	OTP 2.2.3. Number of rural workers organizations that use dissemination materials on forced labor produced by the Project (OTP 10).	Target	35
		Actual	75
IO 3: Increased engagement of the private sector and employers' organizations to combat forced labor in Brazil			
SO 3.1 Sustainability of the National Pact to Eradicate Forced Labor improved	OTC 3.1. Number of companies required to guarantee the National Pact's financial and organizational sustainability that adhered to the National Pact (according to the sustainability plan) (OTC 5).	Target	100
		Actual	52
Output 3.1.1 National Pact Institute developed, registered and operating	OTP 3.1.1. Number of deliberative council meetings undertaken according to the Pact's social statute (OTP 11).	Target	15
		Actual	20
SO 3.2 Employers' organizations and companies strengthened to combat forced labor	OTC 3.2. Number of employers' organizations and companies that carry out relevant initiatives to combat forced labor (OTC 6).	Target	8
		Actual	10
Output 3.2.1 Information on how companies are addressing forced labor in their supply chains available	OTP 3.2.1. Number of sector-oriented workshops supported by the project to disseminate supply-chain studies about the eradication of forced labor (OTP 12).	Target	4
		Actual	5
Output 3.2.2 Employers' organizations	OTP 3.2.2. Number of representatives that participate in the national employers' seminar	Target	100
		Actual	0

Objectives	Indicators	Targets and Results (as of April 2018)	
knowledge on forced labor improved	on forced labor (OTP 13).		(Activity still to be developed)
IO 4: IAP livelihood intervention strengthened and better positioned to reduce socioeconomic vulnerability of groups susceptible to forced labor in project's intervention area			
SO 4.1 IAP intervention replicated and tested in selected areas	L.1 Number of households receiving IAP livelihood services	Target	740
		Actual	853
	L.2 Number of adults provided by IAP with employment services	Target	850
		Actual	965
Outcome 4.1. - IAP's communications strategy, monitoring system, and pedagogical plan developed and tested. developed and tested (SO 4.1.).	OTC 4 .1. - Percentage of project's direct beneficiaries that reported an increase in their income or assets after concluding IAP's livelihood services (OTC 7).	Target	50%
		Actual	Not available
Output 4.1.1 Integrated Action Program in Mato Grosso improved and consolidated	OTP 4.1.1. - Completion rate for job-skills training provided by IAP (disaggregated by direct beneficiaries' sex, age, and level of education) (OTP 14).	Target	90%
		Actual	96%
Output 4.1.2 Integrated Action Program adapted in selected state	OTP 4.1.2. Number of states enrolled in the Integrated Action Movement (OTP 15).	Target	4
		Actual	8 Mato Grosso, Rio de Janeiro, Ceará, Maranhão, Pará, Tocantins, Bahia e Piauí.
IO 5: Improved policies to combat forced labor in Peru			
SO 5.1 Knowledge-base on forced labor increased and disseminated	No need for an indicator since OTC 8 and 9 already contemplated knowledge based activities.	Target	
		Actual	
Output 5.1.1 Studies produced and database on forced labor available	OTP 5.1.1. Number of studies produced that characterize forced labor in prioritized sectors (OTP 16).	Target	3
		Actual	4
Output 5.1.2 Communication strategy developed and implemented	OTP 5.1.2. Number of relevant stakeholders sensitized on forced labor issues (OTP 17).	Target	38
		Actual	117



Objectives	Indicators	Targets and Results (as of April 2018)	
<b>SO 5.2 Institutional capacity to carry out actions to combat forced labor in Peru improved</b>	OTC 8. N/A	Target	
		Actual	
Output 5.2.1 National and Regional Commissions for the Fight Against Forced Labor strengthened	OTP 5.2.1. Number of individuals trained by the Project on forced labor issues disaggregated by sector (public officers and policymakers; police officers; and judges and inspectors) (OTP 18).	Target	600
		Actual	1,153
Output 5.2.2 Mechanisms on law enforcement, prevention and victims' assistance improved	OTP 5.2.2. Forced labor inter-agency protocol approved. (OTP 19).	Target	Peru has approved protocol.
		Actual	Roadmap endorsed by the CNLCTF
<b>SO 5.3 Exchange mechanisms developed between Peruvian and Brazilian governments (CONATRAE and CNLCTF)</b>	<b>OTC 5.3.1. Evolution of good practices adapted by Peru developed originally in the Brazilian experience (Adapted OTC 9).</b>	Target	Good practices adapted from Brazil evolving in Peru are in good standing.
		Actual	Good practices adapted by Peru from Brazil: specialized group, trainings, adaptation of some tools, normative revision. Learning on going.
Output 5.3.1 Exchange mechanism developed between CONATRAE and CNLCTF	According to midterm evaluation and agreement between Project and donor the indicator OTP 20 was dropped-out from the Project CMEP's PMP.	Target	
		Actual	
<b>SO 5.4 Exchange mechanism developed between Brazilian and another South American country government</b>	<b>OTC 5.4. South-South Cooperation Agenda developed between Brazil and South American country (OTC 10 - new indicator).</b>	Target	South-South Cooperation Agenda developed
		Actual	South-South Cooperation Agenda development
Output 5.4.1 Exchange mechanism developed between Brazil and a South American country	No Output indicator necessary, please see OTC 5.4.	Target	
		Actual	



## ANNEX 8: History of the Integrated Action Plan

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### **Institutional Action for the Qualification and Labor Reintegration of Rescued Slavic Work in Mato Grosso**

Motivation: labor auditors conducted a study and realized that those workers rescued from slave labor, for the most part, did not return to their state of origin. They stayed in Mato Grosso and, very often, they were co-opted again and returned to the previous conditions of work, due to their vulnerability (educational and professional training deficiencies).

*The Integrated Action was the initiative of a fiscal auditor of labor, "We perceived that without qualification they returned to the same type of work, in a circle, difficult to break," says Valdiney Arruda, who at the time of the launch of the Integrated Action was regional superintendent of labor and employment in Mato Grosso. "It was when we created a support network to qualify and place these workers in the market."*

**2008** - Signed technical cooperation between the Regional Labor Bureau in Mato Grosso, the Labor Prosecutions Office (MPT) and the Federal University of Mato Grosso. The financial resources for the project come from compensation for collective moral damages and fines for decompressing obligations of the MPT.

**2009**- These institutions will constitute the executive coordination of the pilot project "Integrated Action", launched in 2009, dedicated to the qualification and professional reintegration of those rescued from slave work or workers in a situation of vulnerability in Mato Grosso.

**Pilot Project- 2009-2010**- offered short courses (80 to 340 hours, for professional qualification) or long duration (one year, for educational elevation of those who would have low schooling). 320 workers benefited in 46 municipalities and 2 communities. 92% approved in the courses. Of those, 70% obtained formal jobs in 2011.

**2013 (September)** - Since the beginning of its execution, more than R \$ 1,4 million were reverted to the project, with 434 workers assisted.

**2014 (October)** - The Integrated Action Movement (MAI) launched in Cuiabá, an initiative of the International Labour Organization (ILO), the Labor Prosecutions Office (MPT) and the National Trade Union of Labor Inspectors (SINAIT). The MAI aims to carry the successful practice to other states.

In five years of action, the Integrated Action approached 1648 workers, in 73 municipalities and 20 communities of Mato Grosso. From 2009 to 2014, 36 qualification courses were completed, and 643 were professionally qualified and literate.

**2015 (May)** - the program meets with 166 families from the community of Chumbo, in Poconé (104 km south of Cuiabá), to develop a diagnosis of the local population, with personal, family, educational, socioeconomic and professional information. The questionnaires were applied with

one of the project's stakeholders, the Mato Grosso Company of Research, Assistance and Rural Extension.

*Formed by hundreds of low-income families, the community of Chumbo has a large number of workers rescued from a closed alcohol plant in 2013, following MPT action. Since then, residents have faced difficulties in generating income. Most of the members of the community constituted families in the region.*

**2015 (May)** - Term of adhesion to the Integrated Action project is signed in Vila Rica (MT). With that, 22 municipalities will adhere to the initiative. In total, 73 municipalities of Mato Grosso visited from 2009 to 2015 by the teams. The localities are selected by the incidence of vulnerable workers or who have already been rescued.

**2015 (August)** - Signed in Federal Supreme Court term of technical cooperation between ILO, federal government, Judiciary, Federal Prosecutions Office and labor auditors with the objective of bringing the Integrated Action program to the whole country.



At the moment of signature of the cooperation agreement in the Federal Supreme Court, with the presence of the president of the Federal Supreme Court and National Council of Justice (CNJ), minister Ricardo Lewandowski; President of Labor Supreme Court (TST), Minister Antonio José de Barros Levenhagen; Minister of Labor and Employment, Manoel Dias; chief minister of the Special Human Rights Bureau of Presidency of the Republic, Pepe Vargas; Deputy Director of ILO in Brazil, Stanley Gacek; Deputy Attorney General of the Work, Eliane Araque dos Santos; Federal Attorney for the Rights of the Citizen, Aurélio Virgílio Veiga Rios; and the president of the National Trade Union of Labor Inspectors (SINAIT), Rosa Maria Campos Jorge.

## ANNEX 9: Evaluation Terms of Reference

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### TERMS OF REFERENCE

#### Joint Final Independent Evaluation

#### Consolidating and Disseminating Efforts to Combat Forced Labor in BRAZIL and PERU

Cooperative Agreement Number:	IL-23986-13-75-K
Financing Agency:	U.S. Department of Labor
Grantee Organization:	International Labour Organization
Dates of Project Implementation:	May 2013 – Dec 2018
Type of Evaluation:	Independent Final Evaluation
Evaluation Field Work Dates:	October 8-26, 2018
Preparation Date of TOR:	September 2018
Total Project Funds from USDOL	
Based on Cooperative Agreement:	US \$6,800,000

Vendor for the Evaluation Contract:



*Sistemas, Familia y Sociedad*  
*Consultores Asociados*

Dwight Ordoñez: [dwightor@gmail.com](mailto:dwrightor@gmail.com)

Azure Maset: [azure.maset@gmail.com](mailto:azure.maset@gmail.com)

## **I. BACKGROUND AND JUSTIFICATION**

### **USDOL**

The Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) is an office within the Bureau of International Labor Affairs (ILAB), an agency of the U.S. Department of Labor (USDOL). OCFT activities include research on international child labor; supporting U.S. government policy on international child labor; administering and overseeing cooperative agreements with organizations working to eliminate child labor around the world; and raising awareness about child labor issues.

Since 1995, the U.S. Congress has appropriated over \$900 million to USDOL for efforts to combat exploitive child labor and forced internationally. This funding has been used to support technical cooperation projects to combat exploitive child labor and forced labor in more than 90 countries around the world. Technical cooperation projects funded by USDOL range from targeted action programs in specific sectors of work to more comprehensive programs that support national efforts to eliminate child labor.

OCFT combats child labor, forced labor, and human trafficking by:

- Researching and reporting information to inform U.S. foreign policy, trade policy, and cooperation initiatives;
- Engaging with governments, civil society, and businesses to ensure that each does their part to make these unscrupulous practices a relic of the past; and
- Piloting innovative technical cooperation strategies and building capacity in over 90 countries to eliminate the most hazardous and exploitative forms of child and forced labor.

In FY2010, Congress provided new authority to ILAB to expand activities related to income generating activities, including microfinance, to help projects expand income generation and address poverty more effectively. The addition of this livelihood focus is based on the premise that if adult family members have sustainable livelihoods, they will be less likely to have their dependent children work and more likely to keep them to school.

### **Project Context**

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

At the time of writing the first draft of the Comprehensive Monitoring and Evaluation Plan (CMEP) in 2012, the project identified the following main factors that contribute to forced labor in Brazil and Peru: (1) low visibility of forced labor issues and of the results achieved in Brazil; (2) uneven institutional capacity to combat forced labor in Brazil; (3) low engagement of the private sector and

employers' organizations in Brazil in combating forced labor; (4) socioeconomic vulnerability of social groups in Brazil that lead to forced labor; and (5) low capacity to combat forced labor in Peru.

Since the time of project design, no substantive changes occurred in the project's assessment of the main factors contributing to forced labor in Brazil and Peru. Items 1 and 3 of the problem analysis did not register any changes. With respect to item 2, the actual scenario has deteriorated in Brazil, including institutional challenges that affect the implementation of Brazilian policy to combat slave labor, such as a high rate of turnover, along with further financial constraints related to new legislation that limits social expenditure. The restricted functioning of the CONATRAE<sup>53</sup> and COETRAEs<sup>54</sup> in many states reflects the fact that slave labor in Brazil is not a top priority for the governmental agenda in many states and at the federal level. The socioeconomic situation in Brazil, related to item 4, has also deteriorated rapidly with increasing overall levels of social vulnerability due to economic recession and high unemployment rates. The combination of decreased governmental expenditure to implement social policy in general, including forced labor inspections, and high level of social instability and economic exclusion, creates a context that has facilitated slave labor exploitation and eroded anti-forced labor mechanisms. Item 5, related to the low capacity to combat forced labor in Peru, was not updated, but the project works with the assumption that this broad analysis is extended to other Latin American countries, suggesting that there is an opportunity to develop South-South Cooperation activities in other settings.

### Project-Specific Information

The project "Consolidating and Disseminating Efforts to Combat Forced Labor in Brazil and Peru" (referred to as the project) is a US\$ 6.8 million technical cooperation trilateral initiative funded by the USDOL, and implemented by the ILO, with the support of national counterparts, in Brazil and Peru. The project's overall developmental objective is to **consolidate efforts to combat forced labor in Brazil and Peru**, through the effective implementation of the five intermediate objectives (IO) summarized below:

**IO1:** Knowledge-base and awareness on forced labor improved among Brazilian key stakeholders and target groups;

**IO2:** Increased social dialogue and institutional capacity for public policy implementation at the national and state levels in Brazil;

**IO3:** Increased engagement of the private sector and employers' organizations to combat forced labor in Brazil;

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<sup>53</sup> National Commission to Eradicate Forced Labor in Brazil

<sup>54</sup> State Commissions to Eradicate Forced Labor in Brazil

**IO4:** Integrated Action Program (IAP) livelihood intervention strengthened and better positioned to reduce socio-economic vulnerability of groups susceptible to forced labor in project's intervention area.

**IO5:** Improved policies to combat forced labor in Peru.

Originally, the project was planned to be implemented over a 60-month period beginning in December 2012 and ending in December 2017. By the end of 2017, the project received a cost-extension of USD 800 thousand, extending the end of the project to December 2018. The implementation period for in-country activities in Peru was 24 months beginning in November 2013 and ending in December 2015. Exchange activities between Brazil and Peru continued after this date.

Given the intermediate objectives, the project targets key government and non-governmental institutions as beneficiaries of institutional strengthening, knowledge generation and capacity development initiatives in Brazil and Peru.

In Brazil, the project targets the following institutions:

- National Commission for the Eradication of Forced Labor (CONATRAE);
- State Commissions for the Eradication of Forced Labor (COETRAEs);
- National Pact for the Eradication of Forced Labor in Brazil (InPACTO);
- State governments developing local strategies to eradicate forced labor.

In Peru, the key target group consists of the following institutions:

- National Commission for the Fight Against Forced Labor (CNLCTF);
- Ministry of Labor and Employment Promotion (MTPE);
- National Labor Inspection Superintendence (SUNAFIL).

The cost-extension approved by USDOL includes a small set of new activities to be implemented during the granted extension. The proposed request enables the project to better integrate activities, outputs, and outcomes from the different Intermediate Objectives (IOs) in Brazil, and strengthen its South-South exchange program by promoting bilateral cooperation among Brazilian and Peruvian institutions. It also ensures that forced labor continues to be a priority for the Brazilian government and other relevant stakeholders.

Complementarily to the work performed to promote institutional strengthening, social dialogue, knowledge generation and capacity development, the project targets direct beneficiaries in Brazil. The project aims at supporting 880 individuals and 760 households, including workers rescued from forced labor situations by the mobile inspection units, and adults vulnerable to being recruited into forced labor mainly in the state of Mato Grosso, where the project has developed its livelihood component linked with intermediate objective number 4. The granted cost extension postpones the end of the project to December 2018, and the states of Bahia, and possibly Minas Gerais were included among the areas where the project has direct activities providing services to

rescued workers and population vulnerable to forced labor cooptation.

Although not directly targeted by the project, children found under forced labor conditions in the state of Mato Grosso are referred by the project to available programs of social protection, being therefore the project's indirect beneficiaries. Data compiled by the ILO in Brazil, nevertheless, suggests that only 1.7% of workers rescued from forced labor in the country are children.

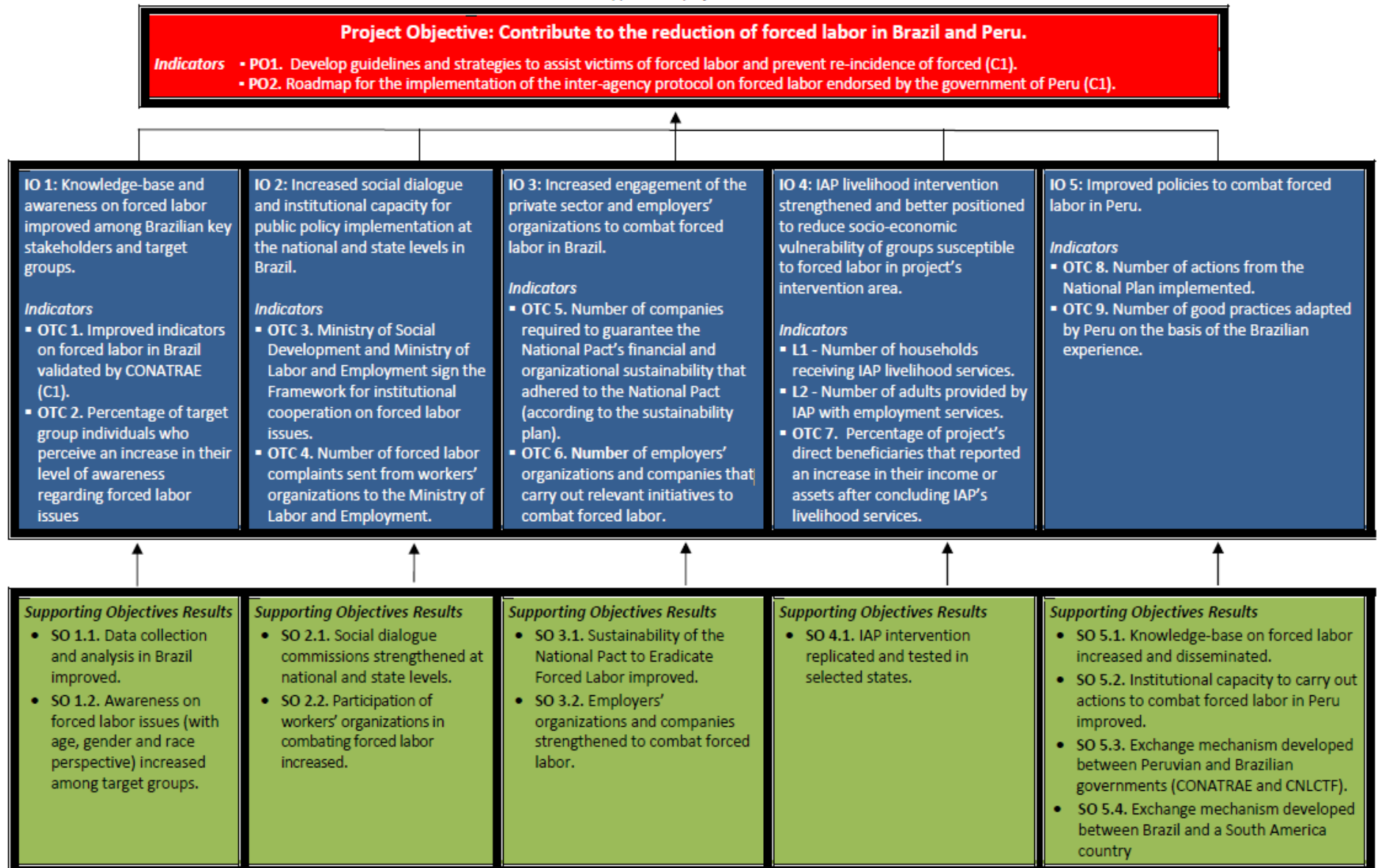
Below is a figure showing the project's Results Framework:



**Figure 1. Project Results Framework**

### Critical Assumptions

A) Stakeholders in general are willing to promote social dialogue. B) Private sector and employers' organizations are willing to combat forced labor. C) Brazilian and Peruvian governments are willing to promote South-South Cooperation activities. D) Economic environment remains sufficiently stable. E) Changes in the political landscape have limited effects on institutional relations. F) Legal and normative aspects of forced labor issues remain supportive of project's activities.





## **II. PURPOSE AND SCOPE OF EVALUATION**

### **Evaluation Purpose**

The main purposes of the final evaluation are to:

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

The evaluation should assess whether the project's interventions and activities had achieved the overall goals of the project, and the reasons why this has or has not happened, including an assessment of the factors driving the project results. The evaluation should also document lessons learned, potential good practices, and models of intervention that will serve to inform future similar projects and policies in Brazil and Peru and similar environments elsewhere, as appropriate.

The scope of the final evaluation includes a review and assessment of all activities carried out under the USDOL Cooperative Agreement with the ILO. All activities that have been implemented from project launch through the time of evaluation fieldwork should be considered.

### **Intended Users**

The evaluation will provide OCFT, the grantee, other project stakeholders, and stakeholders working to combat child labor more broadly, an assessment of the project's experience in implementation, its effects on project beneficiaries, and an understanding of the factors driving the project results. The evaluation findings, conclusions and recommendations will serve to inform any actions to be taken in the remaining time of the project, and to inform stakeholders in the design and implementation of future child labor elimination projects as appropriate. The evaluation report will be published on the USDOL website, so the report should be written as a standalone document, providing the necessary background information for readers who are unfamiliar with the details of the project.

### **Evaluation Questions**

#### Design

1. Was the project's Theory of Change and strategy appropriate in addressing developmental gaps in terms of combatting forced labor in Brazil and Peru? What factors positively or negatively impacted the theory of change?
2. Is the project's emphasis on knowledge management an effective approach to promote

combatting forced labor on mid income developing countries like Brazil and Peru?

### Relevance

3. Overall, to what extent did the project contribute to addressing forced labor in Brazil and Peru and assisting persons and communities vulnerable to forced labor?
4. How useful were the forced labor survey developed in Brazil and the studies developed in Peru to the project's national counterparts? Are these studies' knowledge incorporated in national plans to combat forced labor and other official documents? Are these studies' knowledge appropriated by national institutions?

### Effectiveness

5. To what extent has the project achieved expected results? How did project activities in Peru complement efforts carried out under the Bridge project in Peru? This could include in-country activities and exchange program with Brazil.
6. Have the achieved results been able to promote gender and ethnic-racial mainstreaming into the combat forced labor policy in both countries? To what extent the project was able to incorporate gender and ethnic and-racial considerations, provide specific services, and carry out interventions that took into account specific needs of women and other vulnerable groups affected by FL in Brazil and Peru?
7. Were the midterm evaluation's recommendations incorporated into the project's management? Did they result in significant improvements in project implementation and effectiveness?
8. Are project training activities (capacity development activities), material (guidelines, protocols, information campaigns), knowledge products, and other services, timely and of high quality? Are these materials and products used by stakeholders in general?
9. Was Mato Grosso's IAP strengthening and replication strategy effective? Did the IAP's Direct Beneficiary Monitoring System responded to the needs of the IAP's personnel? Does the IAP replication promote the use of the IAP's DBMS in other settings What are the key processes in promoting the IAP replication?
10. Was the IAP's Direct Beneficiary Monitoring System appropriated by IAP's personnel? Does the IAP replication stimulate the use of the IAP's DBMS in other settings?
11. Have the project interventions supported, decisively, in both countries changes observed in legal and managerial instruments such as the approval and implementation of the inter-agency protocol on forced labor (Peru), or the monitoring of the National Plan for the Eradication of Slave Labour in Brazil?
12. Was the roadmap for implementing the inter-agency protocol to coordinate efforts against forced labor fully implemented in Peru? What have been the practical effects of the implementation of the roadmap in combating forced labor in Peru?
13. How successful have the project been articulating and scaling an integrated response to address forced labor issues? *(Assess the changes or initiatives carried out at the level of public*

*policies from the perspective of gender and the population in a situation of greater vulnerability)*

#### Efficiency

14. Were the project activities efficient in terms of financial and human resources in relation to its results and outputs?
15. Were the CMEP tools useful and appropriate for project implementation and management? How did the project use data to refine project strategies? Are there any promising practices and lessons learned? Was the M&E system effectively adjusted for the requirements and needs of the project? Did the project use M&E tools to facilitate discussions with local and national governments?

#### Impact Orientation and Sustainability

16. Which of the project's outputs/outcomes are most sustainable (durable) and transferable to government institutions, the private sector, civil society organizations, and communities to support efforts to address forced labor, including the exchange program and the use of data and development of online tools?
17. How effective has the project been in terms of improving capacities and stimulating the participation and commitment of tripartite constituents of the ILO and other partners to develop effective and concerted action against forced labor?
18. What are promising practices and lessons learned that could benefit similar projects or future programming in Brazil and/or Peru? This can include strategies to assist victims of forced labor, raise awareness, increase knowledge, engage with civil society organizations and the private sector, and promote information-sharing among countries where forced labor is prevalent.

### **III. EVALUATION METHODOLOGY AND TIMEFRAME**

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

#### **A. Approach**

The evaluation approach will be qualitative and participatory in nature, and use project documents including CMEP data to provide quantitative information. Qualitative information will be obtained through field visits, interviews and focus groups as appropriate. Opinions coming from beneficiaries (teachers, parents and children) will improve and clarify the use of quantitative analysis. The participatory nature of the evaluation will contribute to the sense of ownership among beneficiaries.

Quantitative data will be drawn from the CMEP and project reports to the extent that it is available and incorporated in the analysis. The evaluation approach will be independent in terms of the membership of the evaluation team. Project staff and implementing partners will generally only be

present in meetings with stakeholders, communities, and beneficiaries to provide introductions. The following additional principles will be applied during the evaluation process:

1. Methods of data collection and stakeholder perspectives will be triangulated for as many as possible of the evaluation questions.
2. Where children are included as participants in the program, , efforts will be made to include parents' and children's voices, using child-sensitive approaches to interviewing children following the ILO-IPEC guidelines on research with children on the worst forms of child labor (<http://www.ilo.org/ipecinfo/product/viewProduct.do?productId=3026>) and UNICEF Principles for Ethical Reporting on Children ([http://www.unicef.org/media/media\\_tools\\_guidelines.html](http://www.unicef.org/media/media_tools_guidelines.html)).
3. The evaluation will be consistent with ILO Policy Guidelines for Evaluations ([http://www.ilo.org/eval/Evaluationpolicy/WCMS\\_571339/lang--en/index.htm](http://www.ilo.org/eval/Evaluationpolicy/WCMS_571339/lang--en/index.htm)).
4. Gender and cultural sensitivity will be integrated in the evaluation approach (please see ILO Guidelines on Integrating Gender Equality in Monitoring and Evaluation of Projects [http://www.ilo.org/wcmsp5/groups/public/@ed\\_mas/@eval/documents/publication/wcms\\_165986.pdf](http://www.ilo.org/wcmsp5/groups/public/@ed_mas/@eval/documents/publication/wcms_165986.pdf)).
5. Consultations will incorporate a degree of flexibility to maintain a sense of ownership of the stakeholders and beneficiaries, allowing additional questions to be posed that are not included in the TOR, whilst ensuring that key information requirements are met.
6. As far as possible, a consistent approach will be followed in each project site, with adjustments made for the different actors involved, activities conducted, and the progress of implementation in each locality.

## **B. Evaluation Team**

The evaluation team will consist of:

1. The international evaluator
2. A national consultant/ assistant evaluator

One member of the project staff may travel with the team to make introductions. This person is not involved in the evaluation process.

The international evaluator will be responsible for developing the methodology in consultation with (Contractor), USDOL, and the project staff; assigning the tasks of the national consultant/assistant evaluator for the field work; directly conducting interviews in Brasilia, São Paulo, Cuaibá, Bahia and Lima and facilitating other data collection processes; analysis of the evaluation material gathered; presenting feedback on the initial findings of the evaluation to the national stakeholder meeting and preparing the evaluation report.

The national consultant/ assistant evaluator will be responsible for providing support to the international evaluator during her visit to Brasilia, São Paulo and Cuaibá. She will also be responsible for carrying out field work on her own in Sao Luis (Maranhão). She will ensure that the

evaluation team is understood by the stakeholders as far as possible, and that the information gathered is relayed accurately to the evaluator.

### **C. Data Collection Methodology**

#### **1. Document Review**

- Pre-field visit preparation includes extensive review of relevant documents
- During fieldwork, documentation will be verified and additional documents may be collected
- Documents may include:
  - CMEP documents
  - Baseline and endline survey reports
  - Project document and revisions,
  - Cooperative Agreement,
  - Technical Progress and Status Reports,
  - Project Results Frameworks and Monitoring Plans,
  - Work plans,
  - Correspondence related to Technical Progress Reports,
  - Management Procedures and Guidelines,
  - Research or other reports undertaken (baseline studies, etc.), and
  - Project files (including school records) as appropriate.

#### **2. Question Matrix**

Before beginning fieldwork, the evaluator will create a question matrix, which outlines the source of data from where the evaluator plans to collect information for each TOR question. This will help the evaluator make decisions as to how they are going to allocate their time in the field. It will also help the evaluator to ensure that they are exploring all possible avenues for data triangulation and to clearly note where their evaluation findings are coming from. The Contractor will share the question matrix with USDOL.

#### **3. Interviews with stakeholders**

Informational interviews will be held with as many project stakeholders as possible. The evaluation team will solicit the opinions of project direct beneficiaries, target community members, representatives of government institutions and authorities in Brazil and Peru, workers' and employers' organizations and NGO officials in both countries, integrated action program implementers, and project staff regarding the project's accomplishments, program design, sustainability, and the working relationship between project staff and their partners, where appropriate.

Depending on the circumstances, these meetings will be one-on-one or group interviews. Technically, stakeholders are all those who have an interest in a project, for example, as

implementers, direct and indirect beneficiaries, community leaders, donors, and government officials. Thus, it is anticipated that meetings will be held with:

- OCFT staff responsible for this evaluation and project prior to the commencement of the field work
- ILO Regional Office for Latin America, Country Offices for Brazil and Peru, Chief Technical Advisor, M&E Specialist and other project staff
- Implementing at all levels, including representatives of agencies collaborating with IAP implementation, legal framework improvement, policy design, research, awareness raising and institutions that lead initiatives to combat forced labor in supply chains.
- Government Ministry Officials and Local Government Officials in Brazil and Peru who have been involved in or are knowledgeable about the project
- Community leaders, members, and volunteers
- Project direct beneficiaries
- U.S. Embassy staff members in each country

**Sampling and interview of Direct Beneficiaries:** Previous to her visit to Brazil, the International evaluator will identify a certain number of direct beneficiaries (and substitute individuals) for interview, on the basis of a sample framework/ data base provided by ILO. The ILO will contact the proposed sample and arrange in advance the interviews to be conducted by the evaluator.

#### 4. Field Visits

The international evaluator and national consultant will visit key stakeholders in Brasilia, São Paulo and Lima, as well as a selection of project sites near Cuaibá (Mato Grosso), to interview project direct beneficiaries. Additionally, the international evaluator will visit Bahia and the national consultant will visit Sao Luis (Maranhão) to carry out similar activities to the above. The final selection of field sites to be visited and beneficiaries to be interviewed will be made by the evaluators, on the basis of database information provided by the ILO. Every effort should be made to include some cases where the project experienced successes and others that encountered challenges. During the visits, the evaluators will observe, as far as possible, the activities and outputs developed by the project. Focus groups with labor inspectors and direct beneficiaries will be held, and interviews will be conducted with representatives from governments, workers' and employers' organizations, NGOs, and other relevant stakeholders.

#### **D. Ethical Considerations and Confidentiality**

The evaluation mission will observe utmost confidentiality related to sensitive information and feedback elicited during the individual and group interviews. To mitigate bias during the data collection process and ensure a maximum freedom of expression of the implementing partners, stakeholders, communities, and beneficiaries, implementing partner staff will generally not be present during interviews. However, implementing partner staff may accompany the evaluator to make introductions whenever necessary, to facilitate the evaluation process, make respondents feel

comfortable, and to allow the evaluator to observe the interaction between the implementing partner staff and the interviewees.

### **E. Stakeholder Meeting**

Following the field visits, a stakeholders meeting will be conducted both in Lima and in Brasilia by the evaluators, that brings together a wide range of stakeholders, including the implementing partners and other interested parties. The list of participants to be invited will be drafted prior to the evaluator's visit and confirmed in consultation with project staff during fieldwork.

The meeting will be used to present the major preliminary findings and emerging issues, solicit recommendations, and obtain clarification or additional information from stakeholders, including those not interviewed earlier. The agenda of the meeting will be determined by the evaluator in consultation with project staff. Some specific questions for stakeholders may be prepared to guide the discussion and possibly a brief written feedback form.

The agenda is expected to include some of the following items:

1. Presentation by the evaluator of the preliminary main findings
2. Feedback and questions from stakeholders on the findings
3. Opportunity for implementing partners not met to present their views on progress and challenges in their locality
4. If appropriate, Possible Strengths, Weaknesses, Opportunities and Threats (SWOT) exercise on the project's performance
5. Discussion of recommendations to improve the implementation and ensure sustainability.

A debrief call will be held with the evaluator and USDOL after the stakeholder workshop to provide USDOL with preliminary findings and solicit feedback as needed.

### **F. Limitations**

Fieldwork for the evaluation will last three weeks, and the evaluators will not have enough time to visit all project sites. As a result, the evaluator will not be able to take all sites into consideration when formulating their findings. All efforts will be made to ensure that the evaluator is visiting a representative sample of sites, including some that have performed well and some that have experienced challenges.

This is not a formal impact assessment. Findings for the evaluation will be based on information collected from background documents and in interviews with stakeholders, project staff, and beneficiaries. The accuracy of the evaluation findings will be determined by the integrity of information provided to the evaluator from these sources.

## **G. Timetable**

The tentative timetable is as follows. Actual dates may be adjusted as needs arise.

<b>Task</b>	<b>Date</b>
Evaluation launch call	Mon, Aug 13
Background project documents sent to SFS	Mon, Aug 20
Evaluation purpose and questions submitted to SFS	Wed, Aug 29
Evaluator selected	Wed, Aug 29
Draft TOR and Fieldwork Itinerary sent to OCFT and ILO	Tues, Sept 4
ILO identifies and sends a list of stakeholders and comments on draft itinerary suggested by SFS	Mon, Sept 10
Logistics call-Discuss logistics and field itinerary	Tue, Sept 11
SFS sends minutes from logistics call	Wed, Sept 12
Finalize TOR with USDOL and share with Grantee	Wed, Sept 12
ILO submits information on beneficiaries per location to facilitate sampling of interviewees (direct beneficiaries)	Mon, Sept 17
Evaluator submits sampling methodology to SFS	Fri, Sept 21
Finalize field itinerary and stakeholder list for workshop	Fri, Sept 21
Cable clearance information submitted to USDOL	Fri, Sept 21
Interview call with Project Staff	Tues, Sept 25
Evaluator submits proposed sample for ILO review/ follow up	Sept 28
Interview call with USDOL	Tue, Oct 2
Fieldwork: Brazil	Oct 8-19
Stakeholder Meeting in Brasilia	Mon, Oct 22
Fieldwork: Peru	Oct 23-25
Stakeholder Meeting in Lima	Fri, Oct 26
Post-fieldwork debrief call	Mon, Nov 5
Draft sent by Evaluator to SFS for Quality Control review	Fri, Nov 9
Draft report sent by SFS to USDOL & ILO for Full Review	Fri, Nov 16
Comments from USDOL and ILO due to SFS	Fri, Nov 30
Report revised by Evaluator and sent to SFS	Thurs, Dec 6
Revised report sent by SFS to USDOL and ILO	Tues, Dec 11
Translation of evaluation summary report by the ILO sent to USDOL	Fri, Dec 21
Final approval of report	Fri, Dec 28
Final Report (copy edited and 508-compliant) sent by SFS to COR	Fri, Jan 11
Final Report sent to ILO and stakeholders	Mon, Jan 14



#### **IV. EXPECTED OUTPUTS/DELIVERABLES**

Ten working days following the evaluator's return from fieldwork, a first draft evaluation report will be submitted to the Contractor. The report should have the following structure and content:

- I. Table of Contents
- II. List of Acronyms
- III. Executive Summary (providing an overview of the evaluation, summary of main findings/lessons learned/good practices, and key recommendations)
- IV. Evaluation Objectives and Methodology
- V. Project Description
- VI. Evaluation Questions
  - Findings - Answers to each of the evaluation questions, with supporting evidence included
- VII. Conclusions and Recommendations
  - A. Conclusions – interpretation of the facts, including criteria for judgments
  - B. Key Recommendations - critical for successfully meeting project objectives  
– judgments on what changes need to be made for future programming
  - C. Lessons Learned and Best Practices
- VIII. Annexes - including list of documents reviewed; interviews/meetings/site visits; stakeholder workshop agenda and participants; TOR; etc.

The total length of the report should be approximately 30 pages for the main report, excluding the executive summary and annexes.

The first draft of the report will be circulated to OCFT and key stakeholders individually for their review. Comments from stakeholders will be consolidated and incorporated into the final reports as appropriate, and the evaluator will provide a response to OCFT, in the form of a comment matrix, as to why any comments might not have been incorporated.

While the substantive content of the findings, conclusions, and recommendations of the report shall be determined by the evaluator, the report is subject to final approval by ILAB/OCFT in terms of whether or not the report meets the conditions of the TOR.

A summary of the report, including main findings, conclusions, and recommendations, will be translated by the ILO into Portuguese and Spanish.

## **V. EVALUATION MANAGEMENT AND SUPPORT**

The Contractor, Sistemas Familia y Sociedad (SFS), will be responsible for Evaluation Management and Support in collaboration with EVAL (ILO). SFS will contract an International Evaluator to carry out this evaluation. The ILO will contract a national consultant/ assistant evaluator to support the evaluation. Each evaluator will be supervised by their respective managing organization.

SFS will provide logistical and administrative support to the international evaluator, including travel arrangements (e.g. plane and hotel reservations, purchasing plane tickets, providing *per diem*) and all materials needed. SFS will also be responsible for providing the management and technical oversight necessary, including quality reviews of all deliverables, to ensure completion of the evaluation milestones and adherence to technical standards as well as the clarity and comprehensiveness of the evaluation report. The ILO will provide similar logistical and administrative support to the national consultant/ assistant evaluator, as per above.

SFS has contracted as International Evaluator Ms. Ana García Femenia, PhD, a Spanish evaluator with ample knowledge of labor-related issues, social dialogue, employment/decent work, labor inspection, social cohesion, social protection and cooperation for development, combined with field experience in more than 30 developing countries (Southern Mediterranean and Middle East, Eastern Europe, Southern Caucasus, Central Asia, Asia, ACP-Countries, and Latin America, including Brazil and Peru.

The ILO has contracted as National Consultant/Assistant Evaluator Ms. Marcia Sprandel, PhD, a Brazilian anthropologist with relevant knowledge of forced labor, human trafficking, migration, child labor and other issues relevant to this evaluation. Ms. Sprandel combines a significant knowledge of the Brazilian institutional context with more than 15 years of research experience.

## ANNEX 10: Lessons Learned and Emerging Good Practices Templates

### ILO Lesson Learned Template

**Project Title:** Consolidating and Disseminating Efforts to Combat Forced Labor in BRAZIL and PERU

**Project TC/SYMBOL:** RLA/12/09/USA

**Name of Evaluator:** Ana María García Femenía & Marcia Sprandel

**Date:** 3<sup>rd</sup> January 2019

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
<b>Brief description of lesson learned (link to specific action or task)</b>	Through the project's research Gender dimension clearly appeared linked to the FL phenomena. The emphasis given by the IAP to the preventive work inside the communities enlightened the fact that women are indeed crucial in the fight against FL because the majority of men victims of FL feel pushed to FL in order to gain the livelihood to support their family. By encouraging women's productive inclusion, the need for the men to look for their family livelihood (and therefore his risk to be co-opted under FL) diminishes.
<b>Context and any related preconditions</b>	Apparently, the assumption at the design phase was that FL predominantly affected the male population, since this was based on data from forced labour inspections, provided by MTE. The few references to women appeared in relation to rescues from the apparel industries in São Paulo, most of which were Latin American migrants. With this new information provided by the project further interventions could strengthen this preventive approach.
<b>Targeted users / Beneficiaries</b>	Project designers. Population potentially co-opted under FL. Project beneficiaries.

<b>Challenges /negative lessons - Causal factors</b>	There is always the risk of a weak prioritization of gender in this kind of interventions.
<b>Success / Positive Issues - Causal factors</b>	The survey conducted in Maranhão <sup>55</sup> revealed the fact that there is a high number of women in a situation analogous to that of slaves in the farms (as cooks or employees); in domestic work in general and in sex work. This information was crucial in order to inform future decisions on policy making against FL.
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	ILO could apply the survey “Hard to count, harder to see” at the initial stage of a FL intervention in order to clarify the presence of women affected by the FL phenomena. This may imply resources for the development of the survey. Design of these type of interventions should give priority to the gender approach in order to gain effectiveness.

### ILO Lesson Learned Template

**Project Title:** Consolidating and Disseminating Effortsto Combat Forced Labor in BRAZIL and PERU

**Project TC/SYMBOL:** RLA/12/09/USA

**Name of Evaluator:** Ana María García Femenía & Marcia Spradel

**Date:** 3<sup>rd</sup> January 2019

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

<b>LL Element</b>	<b>Text</b>
<b>Brief description of lesson learned (link to specific action or task)</b>	South-South cooperation was not only beneficial for Peruvian institutions on the issue of Forced Labour, but also for Brazilian institutions who could learn from specificities of the fight against FL in Peru. One of these specificities was the different approach towards the FL challenge in relation to the different indigenous peoples concerned.

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<sup>55</sup> ILO, Survey on measuring contemporary slave-labor in the state of Maranhão, 2017 (with the methodology of the Hard to See Harder to Count).

<b>Context and any related preconditions</b>	The South-South cooperation strategy was considered instrumental to achieve IO 5 at the design stage. The initial assumption was that Peru could benefit from the sound experience of Brazil in the fight against FL. The Peruvian component of the project has benefited from exchanges with Brazil and namely from specific experiences in labor inspection and inter-institutional coordination. Plus, as the Mid Term evaluation already found out the horizontal cooperation between the two countries have revealed a broader mutual learning between Brazilian and Peruvian institutions involved than what seemed to be expected at the design stage.
<b>Targeted users / Beneficiaries</b>	Brazilian and Peruvian stakeholders involved in the fight against FL.
<b>Challenges /negative lessons - Causal factors</b>	There is a tendency among stakeholders to consider that Peru could “adopt” strategies from Brazil, as a country with strong and long fight against FL.
<b>Success / Positive Issues - Causal factors</b>	The project implementation contributed to highlight Peruvian expertise on the fight against FL in the issue of indigenous populations. It also showed a balanced-tripartite way to tackle the FL challenge faced in the country through a tripartite commission. A more horizontal approach in projects of this type could also help to promote joint interventions in the geographical bordering areas between Brazil and Peru.
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	This lesson learned could contribute to a more horizontal approach and design of future interventions promoting mutual learning.

### **ILO Emerging Good Practice Template**

**Project Title:** Consolidating and Disseminating Effortsto Combat Forced Labor in BRAZIL and PERU

**Project TC/SYMBOL:** RLA/12/09/USA

**Name of Evaluator:** Ana María García Femenía & Marcia Sprandel

**Date:** 3<sup>rd</sup> January 2019

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

<b>GP Element</b>	<b>Text</b>
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<b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b>	The Project identified a good practice in respect the use of data to generate information for the policymaking process. The Brazilian context facilitates this kind of work as the country produces massive amounts of data on forced labor but has a gap in terms of transforming this data into information to feed the policymaking process. Based on this context the Project proposed the development of a series of knowledge products with potential to bridge this informational gap.
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	It is necessary to strengthen the ties of cooperation between the data generating entities and the MPT. It is necessary to train users to use the system, mainly locally. It is essential to guarantee the strict confidentiality of some information, since the subject of slave labor may be linked to land conflicts, among others.
<b>Establish a clear cause-effect relationship</b>	Gathering the data in a single system, managed by MPT, guarantees its reliability and allows an unprecedented deepening in the knowledge of the subject of slave labor in Brazil.
<b>Indicate measurable impact and targeted beneficiaries</b>	The system managed by MPT is useful for official planning at all three levels of government (national, state and municipal). More and better information allows focus and accuracy in the formulation of preventive public policies. The database is also useful for researchers on the subject of slave labor in Brazil. The main beneficiaries are the potential victims of slave labor, which once identified may be protected.
<b>Potential for replication and by whom</b>	The MPT database model can be replicated in other countries with different sources of forced labor data. Initially, by mapping the different existing databases. Then, identifying which institution has the capacity, availability and budget to implement, feed and protect system data. The ILO can support this process by bringing together the main data producers to develop the mutual trust necessary for the information to be processed.
<b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b>	Fight against forced labour
<b>Other documents or relevant comments</b>	

### **ILO Emerging Good Practice Template**

**Project Title:** Consolidating and Disseminating Efforts to Combat Forced Labor in BRAZIL and PERU

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**Name of Evaluator:** Ana María García Femenía & Marcia Sprandel

**Date:** 3<sup>rd</sup> January 2019

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

<b>GP Element</b>	<b>Text</b>
<b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b>	The preventive and holistic approach of the Integrated Action Programme (IAP) emerges as a good practice in the fight against FL.
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	The IAP demonstrated a great capacity for adaptation, since its different components can be emphasized according to the social/political priorities. However replicability in Brazil seemed easier in the states governed by parties linked to worker's interests (Maranhão and Bahia) <sup>56</sup> .
<b>Establish a clear cause-effect relationship</b>	The IAP is an effective program in confronting slave labor. Because it includes three main approaches: a) the referral of workers to the social protection network; b) training on labor rights and professional training; c) prevention in the communities of origin of the rescued workers.
<b>Indicate measurable impact and targeted beneficiaries</b>	Population potentially being co-opted in FL would benefit from this approach.
<b>Potential for replication and by whom</b>	Other states in Brazil. Other countries facing FL challenges.
<b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b>	Links with fight against Forced labour

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<sup>56</sup> BA: Partido dos Trabalhadores (PT), MA: Partido Comunista do Brasil (PCdoB)

<b>Other documents or relevant comments</b>	In the case of Bahia and Maranhão, the project's support to local authorities and NGOs, closer to the beneficiaries and better located to offer care services, stands out.
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