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**EXTERNAL INTERIM EVALUATION OF THE GLOBAL ACTION
PROGRAM ON CHILD LABOR -GAP 11**

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This report describes in detail the external interim evaluation of the Global Action Program on Child Labor-GAP 11 that was conducted between January 13 and February 21, 2014. Rafael Muñoz Sevilla, independent evaluator, conducted the evaluation on behalf of O'Brien and Associates International and in collaboration with the project team and stakeholders and prepared the evaluation report according to the terms in the contract with the United States Department of Labor. Mr. Muñoz would like to express sincere thanks to all parties involved in this evaluation for their support and valuable contributions.



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LIST OF ACRONYMS

CDW	Child Domestic Work
CMEP	Comprehensive Monitoring and Evaluation Plan
DWCP	Decent Work Country Program
DRC	Democratic Republic of Congo
EIA	Evaluation and Impact Assessment
FAO	Food and Agriculture Organization
GAP	Global Action Program on Child Labor Issues
GEM	Global Evaluation and Monitoring Project
IDWN	International Domestic Workers' Network
ILAB	Bureau of International Labor Affairs
ILO	International Labor Organization
IOM	International Organization for Migration
IPEC	International Program on the Elimination of Child Labor
IRC	International Rescue Committee
ITC/ILO	International Training Centre/International Labor Organization
IUF	International Union of Food, Agricultural, Hotel, Restaurant, Catering, Tobacco and Allied Workers
M&E	Monitoring and Evaluation
MPG	Management Procedures & Guidelines
NAP	National Action Plan
NGO	Non-governmental organization
OCFT	Office of Child Labor, Forced Labor, and Human Trafficking
PROMOTE	"Decent Work for Domestic Workers to End Child Domestic Work" Project
R-CLES	"Reducing Child Labor through Education and Services" Project
SAP/FL	Special Action Program to Combat Forced Labor
SBM-QAT	Sagip Batang Manggagawa" Quick Action Team"
SGA	Solicitation for Cooperative Agreement Applications
SIMPOC	Statistical Information and Monitoring Program on Child Labor
TACKLE	Tackling Child Labor through Education Project
ToC	Theories of Change
TOR	Terms of Reference
TPR	Technical Progress Report
UCW	Understanding Children's Work program
UN	United Nations
UNICEF	United Nations Children Fund
USDOL	United States Department of Labor
WB	World Bank
WDACL	World Day Against Child Labor

EXECUTIVE SUMMARY

In September 2011, the United States Department of Labor (USDOL) and the International Labor Organization (ILO) signed a three-year Cooperative Agreement in which USDOL provided \$15 million to ILO to support implementation of the Global Action Program on Child Labor Issues. The purpose of this Cooperative Agreement is to support ILO's efforts to further the elimination of child labor and forced labor through (1) improvements in legislation, enforcement and policy coordination, and by building national capacity to implement policy initiatives to increase access to quality education and sustainable livelihoods for vulnerable populations; (2) promotion of innovative research and monitoring systems to aid with policy development and program design; and (3) support for new efforts to protect children from exploitation in domestic work.

The Global Action Program on Child Labor Issues (GAP-11) aims to accelerate progress against child labor and forced labor by increasing the capacity of target countries to address constraints identified in the *Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016* as well as in reports from USDOL and ILO. The goal of the project is to increase the capacity of target countries to address child and forced labor issues.

The external evaluation was conducted between January 13 and February 21, 2014. The evaluator reviewed project documents, developed data collection instruments, and prepared for the fieldwork during the week of January 13. Interviews at ILO Headquarters in Geneva were conducted on January 21, 22 and 23. Fieldwork was conducted in Togo from January 27 to January 31. The fieldwork culminated with a presentation and discussion of the preliminary findings with key project stakeholders on January 31. The bulk of the data analysis and report writing occurred from February 3 to 20. The complete schedule of evaluation activities appears in the Terms of Reference in Annex A.

The evaluator interviewed representatives from the USDOL project management team; ILO GAP director and team located in Geneva and Rome; The head of the ILO-International Program for the Elimination of Child Labor (IPEC) Evaluation and Impact Assessment (EIA); Global Evaluation and Monitoring (GEM) Acting Director; ILO GAP implementation team and stakeholders located in Togo; United States Ambassador in Togo; GAP 11 focal point in Ecuador (by Skype); and other stakeholders.

Findings and Conclusions

The findings and conclusions address the key questions listed in the terms of reference and are presented according to the major evaluation categories: relevance; validity and project design; progress and effectiveness; efficiency; project management; and impact orientation and sustainability. Key lessons have also been included in this section.

Relevance

The evaluator found that, although the process of choosing proposed actions under the project, and the country selections themselves, were not fully participatory, the project is generally addressing the needs of the target countries in relation to the global child labor agenda. In addition, the project conducted needs assessments ex-post to the awarding of the project and defined intervention strategies in each country to link the project outputs and outcomes to national plans and strategies.

On the other hand, the project continues to be relevant and the needs of key stakeholders do not seem to have substantially changed since the beginning of the project. However, some national contexts have changed. These include conflicts and insecurity in South Sudan, Mali and Ukraine. In other countries, such as Malaysia and Gabon, level of ownership and commitment is limited.

Validity and Project Design

The main reference document containing the project design is the GAP 11 technical proposal, which is based on the Solicitation for Cooperative Agreement Applications (SGA 11-02). The proposal does not include a results framework with indicators and assumptions. However, the project has developed an outcome matrix with outcome indicators, which has yet to be implemented. The project design is logical and coherent. Overall, there are strong causal relationships between the components and subcomponents.

The project design and strategy are relevant to increasing the capacity of the target countries to address child and forced labor issues. The challenge for GAP 11 is its wide scope and limited resources compared to traditional country-level child labor projects. Achievement of the project's objectives and outcomes depend on long-term processes. In the opinion of the evaluator, achieving the proposed targets will take longer than the planned life of the project.

ILO-IPEC is able to track activities and outputs but lacks tools and processes necessary to gather and analyze data to assess progress toward achieving project outcomes and objectives. The project has not been able to develop a comprehensive monitoring and evaluation plan (CMEP) as defined in the Management Procedures & Guidelines (MPG). However, the Global Evaluation and Monitoring Project (GEM) project provided technical support to GAP 11 to develop a customized CMEP for GAP 11, based on outcome monitoring in a non-random, purposeful sample of countries. While this approach should improve the project's monitoring performance, ILO and USDOL should determine a sample of countries that makes the most sense given the limited time left in the project.

Progress and Effectiveness

Progress toward the achievement of the intermediate objectives (outcomes) cannot be assessed because the objectives do not have outcome level indicators. As note previously, the project developed an outcome matrix with outcome indicators but it has yet to be implemented. However, the evaluator found that the project is on track to achieve most of its outputs. A number of the outputs have been completed or are in the process of being completed. It is likely that most outputs will be achieved on time. The exceptions are Malaysia, South Sudan, Papua New Guinea, Mali, Ukraine, and Jordan. These countries currently lack the appropriate enabling environment to achieve the planned outputs.

Efficiency and Cost Effectiveness

The evaluator conducted an analysis of the allocation of funds to line items and outputs and found the project to be efficiently managed. GAP 11 is using its resources efficiently and has generated synergies and complementarities with other ILO programs and projects to maximize project assets. GAP 11 has spent 30% of its total budget. Although it appears that the project is underspending, the expenditure rate is consistent with the project's budget projections.

Project Management

The project is being managed and coordinated in an efficient and satisfactory manner. The high quality of the management team and responsive technical, administrative, and logistical support from the ILO is contributing to successful implementation. However, project staffing seems thin, especially at the country level, and the capacity of the GAP 11 focal points to assist the project varies from country to country. Contracts of most GAP 11 staff in the countries will expire by mid 2014. ILO-IPEC informs that field staff is being recruited as needed, and as per the activities planned per country. Staff will be recruited as activities move along in countries.

Collaboration and communication with project partners and external stakeholders is effective creating highly effective levels of synergy. However, communications between GAP 11 and the USDOL should be improved. USDOL would like to be updated on the status of the project more often while the ILO would like USDOL to provide greater input, be more flexible, and be quicker to review and approve project revisions and adjustments.

Impact Orientation and Sustainability

The interim evaluation was unable to answer several questions related to sustainability and impact due to several limitations. Nevertheless, the evaluator found that GAP 11 is making important contributions to creating favorable environments to generate impacts that can increase the capacity to address child and forced labor issues in those countries where a favorable “enabling environment” is present.

Even though the project has enhanced national capacities, it is unclear whether this effort will be sufficient to sustain outputs and outcomes in some countries. The main constraints to sustainability are insufficient national capacities, resources, and an absence of an effective enabling environment. The sustainability of GAP 11 results will depend on national budget allocations, especially in those countries where financial and human resources are scarce. In these countries, additional external financial support will be necessary.

Lessons Learned

During interviews with ILO-IPEC staff and other key stakeholders, the evaluator discussed lessons learned thus far in the life of the project. The following lessons emerged as the most significant.

- The geographic scope of the project is too wide, making it difficult to plan and execute activities. Such a broad geographic scope hinders the monitoring of the expected outcomes and the analysis of impacts. It also prevents the concentration of resources (staff, budget) in countries where more extensive actions are required.
- Availability of staff is key to project performance. Project implementation has been more effective in countries where IPEC has strong country programs (i.e. Indonesia) or where designated GAP project personnel are available (i.e. Togo). Effective project implementation has been more difficult in countries where the project does not have available staff (i.e. Papua New Guinea, Namibia).
- Some factors have proven to be crucial in creating an enabling environment for the successful implementation of the GAP project. These factors include the social and political context; the

political commitment to fight against child labor/forced labor; the national stakeholders' motivation and engagement; and national capacities.

- Flexibility to adapt the budget and the activities is essential to address the actual needs in countries. In this sense, the “output-based budget” and the possibility to adapt activities to concrete contexts has been a key asset to project implementation. On the other hand, changes that are more significant require a project revision, which is a long and difficult process that can take up to a year. This makes it difficult to adapt the original project concept to local situations and needs.
- The enabling environment is challenging in some countries. For example, activities in Malaysia are stalled due to insufficient political commitment. In South Sudan, the political and security situation has forced the project to suspend activities. The security situation in Mali, on the other hand, has prevented the project from beginning activities.
- The child labor and forced labor situation varies substantially among countries. Prior experience addressing child labor and forced labor, national structures, legislation, and previous projects varies considerably from country to country. Accordingly, the pace of implementation, the outputs produced, and the probability of achieving the project's objectives can differ greatly from country to country.
- The ILO and Understanding Children Work (UCW) are uniquely qualified to develop “global” projects because they have substantial experience and technical capacities in the area of child labor and forced labor; possess extensive knowledge of the needs and support required by countries; and maintain excellent relations with ILO constituents (e.g. governments, trade unions, employers' organizations, and civil society organizations). The support provided by ILO/IPEC national structures; labor ministries, other ILO departments and experts, ILO regional and sub-regional offices have proved to be an essential element to successful project implementation.
- Building on existing ILO experiences and programs and collaborating and coordinating with them have proven essential to successful implementation. This type of collaboration and coordination is key to enhancing impact and making GAP models viable.
- GAP 11 is providing an excellent opportunity to explore how child labor and forced labor can be addressed jointly, which is highly important for the ILO. However, forced labor might be a delicate issue to address in some countries, especially those where ILO-IPEC presence is weaker and/or those having little experience addressing Decent Work or child labor issues.

Recommendations

1. GAP project designs should incorporate participatory national consultations with key stakeholders and with the relevant grantee representatives to fine-tune needs assessments, intervention strategies, and objectives in each country.
2. The geographic scope should be limited to and include a reduced number of “core countries” to focus intensive interventions.

3. GAP 11 and USDOL should finalize and agree on a modified CMEP for the project as soon as possible. The CMEP will help ensure that GAP 11 has a suitable monitoring plan for the remaining life of the project.
4. USDOL and GAP 11 should take full advantage of the agreement that stipulates that there will be a videoconference between Technical Progress Report (TPR) submissions as a less burdensome and potentially more effective approach than to require quarterly TPR reporting. This will strengthen communication and ensure that the donor has timely information that can be used to support the project, advocate for USDOL's engagement in GAP 11, and facilitate project adjustments and eventual revisions.
5. GAP 11, in consultation with USDOL, should make the following adjustment:
 - If activities do not begin by April 2014 in Mali, and if current commitments with national tripartite stakeholders do not advise against it, the country should be removed from the list of targeted countries.
 - If security conditions allow and ILO-IPEC finds it relevant, mainstreaming child labor issues in conflict zones and humanitarian action could be considered for South Sudan.
 - If activities for the Malaysia palm oil survey do not begin by April 2014, an alternative study should be selected.
 - If activities for the Bangladesh study on child labor and forced labor in the garment industry do not begin by April 2014, alternative studies should be selected.
6. GAP 11 should develop sustainability plans for each of the target countries. The plans should take into account the countries' needs and the results achieved thus far. The plan should also consider the optimal combination of outputs to produce outcomes and the status of the "enabling environment" including country capacities, available resources, ownership, and political commitment.
7. The evaluator recommends several questions (see Section V), which are based on interviews with project managers, and stakeholders, that should be considered for the final evaluation.
8. The scope of the final evaluation should be expanded to include more country visits and interviews with key stakeholders. The corresponding level of effort should be increased to accommodate more country visits as well as desk research and an email questionnaire for project staff and stakeholders in countries where fieldwork is not performed.

I PROJECT DESCRIPTION AND BACKGROUND

In September 2011, the United States Department of Labor (USDOL) and the International Labor Organization (ILO) signed a three-year Cooperative Agreement in which USDOL provided \$15 million to ILO to support implementation of the Global Action Program on Child Labor Issues. The purpose of the Cooperative Agreement is to support ILO's efforts to further the elimination of child labor and forced labor through (1) improvements in legislation, enforcement and policy coordination, and by building national capacity to implement policy initiatives in order to increase access to quality education and sustainable livelihoods for vulnerable populations; (2) promotion of innovative research and monitoring systems to aid with policy development and program design; and (3) support for new efforts to protect children from exploitation in domestic work.

In line with the Cooperative Agreement, the Global Action Program on Child Labor Issues (GAP-11) aims to accelerate progress against child labor and forced labor by increasing the capacity of target countries to address constraints identified in the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 as well as in reports from USDOL and ILO. The first constraint is a lack of adequate laws and regulations dealing with child labor and forced labor, and of accompanying mechanisms for effectively monitoring and enforcing their implementation. The second are gaps in statistics and knowledge relating to the intervention areas. The third refers to inadequate policies and plans needed as frameworks for responding to child labor and forced labor in a comprehensive and sustainable manner.

The project consists of three components: capacity building and strategic policy development; research and statistics; and protection of child domestic workers. The first component aims to identify and address legal and policy gaps in the areas of child labor and forced labor and strengthen monitoring and enforcement mechanisms. It also supports national action plans and promotes mainstreaming child and forced labor concerns into broader sectoral policies. The second component is focused on improving and using information and statistics on child labor and forced labor, in their various dimensions, to drive policies. The third component intends to strengthen protections for child domestic workers through awareness raising and advocacy, legal and regulatory reforms and promoting good policy practices.

The project implements the specific interventions of these three components in 42 countries.¹ The countries were selected to maximize synergies and economies of scale across the different elements of the overall project with a special emphasis on the ILO's focus on Africa. Other selection criteria include specific requests for technical assistance from countries, ensuring diversity and representation across regions, IPEC operational presence and success, and existence of local capacity to deliver.

The goal of the project is to increase the capacity of target countries to address child and forced labor issues. The expected outcomes of the project are as follows:

Outcome 1: Improved legislation, enforcement and policy coordination on child labor and forced labor as well as national capacity to implement policy initiatives in order to increase access to quality education and sustainable livelihoods for vulnerable populations.

Outcome 2: Innovative research and monitoring systems to guide policy development and program design.

¹Cambodia was deleted from the list of GAP 11 countries. The ILO will continue activities in Cambodia with non-USDOL funding.

Outcome 3: Strengthened protections to children in domestic work.

Project outputs and activities are grouped under three major components and sub-components as below:

Component 1: Capacity Building and Strategic Policy Development

Sub-component 1.1: Legal and Regulatory Framework

Sub-component 1.2: Monitoring and Enforcement

Sub-component 1.3: National Action Plans and Other Policies

Sub-component 1.4: Policy Development

Component 2: Research

Sub-component 2.1: National or Sector-Specific Child Labor Surveys

Sub-component 2.2: Child Labor Modules to Existing Impact Evaluations

Sub-component 2.3: Country-level Situational Analysis and Policy Appraisal Reports

Sub-component 2.4: Thematic Reports

Sub-component 2.5: Building the Capacity of Local Universities and Research Organizations

Component 3: Protection of Child Domestic Workers

Sub-component 3.1: Awareness raising and advocacy

Sub-component 3.2: Enabling Regulatory and Policy Frameworks

Sub-component 3.3: Pilot Programs and Good Practices

II EVALUATION PURPOSE AND METHODOLOGY

2.1. EVALUATION PURPOSE

The overall purpose of this interim evaluation is to assess program design, review the progress made toward the achievement of the outcomes of the project, and identify lessons learned from its program strategy and its key services implemented to date. The evaluation investigated how well the project team manages project activities and whether it has the necessary tools to ensure the achievement of the outputs and objectives. The evaluation also assessed whether small-scale interventions across many countries is effective in combating child labor and forced labor at the policy level.

The evaluation aims to provide recommendations for enhancing achievements of project objectives and addressing limitations in order to improve the project's ability to achieve results within its period of performance. A set of evaluations questions was developed, with input from USDOL and ILO, to guide data collection. The evaluation questions appear in the Terms of Reference (TOR) in Annex A.

2.2. METHODOLOGY

The evaluation used primarily qualitative data collection methods. Quantitative data were also obtained from project documents and reports, to the extent that they were available, and incorporated into the analysis. Data collection methods and stakeholder perspectives were triangulated where possible to increase the credibility and validity of the results. The interview process incorporated flexibility to allow for additional questions, ensuring that key information was obtained. A consistent protocol was followed during each interview.

Evaluation Schedule. The evaluation was conducted between January 13 and February 21, 2014. The evaluator reviewed project documents, developed data collection instruments, and prepared for the fieldwork during the week of January 13. Interviews at the ILO headquarters in Geneva were conducted on January 21, 22 and 23. Fieldwork was conducted in Togo from January 27 to January 31. The fieldwork culminated with a presentation and discussion of the preliminary findings with key project stakeholders on January 31. The bulk of the data analysis and report writing occurred from February 3 to 20. The complete schedule of evaluation activities appears in the TOR Annex A.

Data Collection Methods. Evaluation methods and techniques collected primary and secondary data. Primary data consisted of information the evaluator observed or collected directly from stakeholders about their first-hand experience with the interventions. This data was collected through, meetings, focus group discussions, and interviews that involved direct contact with the respondents. The interviews facilitated a deeper understanding of the project and the project's results and helped the evaluator observe changes and identify factors that contributed to change. Collection of data through interviews or focus groups was carried out in a confidential manner.

Secondary data refers to documentary evidence that has direct relevance for the purposes of the evaluation and that have been produced by the ILO, other individuals, or agencies for purposes other than those of the evaluation. Evaluation methods and techniques included the following:

Document Review. Key documents included the Cooperative Agreement; technical proposal; technical progress reports and comments; reports/documents on specific project activities; work plans; and review of financial reports. See Annex C for a detailed list of documents reviewed.

Interviews. The evaluator conducted interviews with the following key stakeholders. See Annex D for a detailed list of stakeholders that were interviewed.

- USDOL project management team
- ILO GAP director and team located in Geneva and Rome
- ILO GAP implementation team and stakeholders located in Togo
- US Ambassador in Togo
- GAP 11 focal point in Ecuador (Skype)
- Other stakeholders

The evaluator used a variety of interview formats, which are summarized below.

- Semi-structured interviews. This format was used to gather information about the role played by the different actors involved in the design, implementation, and management of the program, as well as their opinions.
- Focus groups with project’s technical and managing staff. The focus group interviews mainly served to collect qualitative data on the development of the project’s cycle in its different phases, their effects, and their relevance. Focus group interviews were also useful to investigate the rest of the criteria considered in the evaluation.
- Focused interviews. When necessary, the evaluator carried out additional focused interviews to deepen those aspects that required further investigation. These interviews were conducted after the fieldwork phase using Skype and e-mail.

Sampling Methodology. The evaluator used a purposive, non-random sampling methodology to select the interviewees. Table 1 summarizes the populations interviewed, the interviewing methodology, the sample size, and characteristics of the sample.

Table 1: Population, Methodology, Sample Size, and Sample Characteristics

Population	Method	Sample	Sample Characteristics
USDOL	Group interviews	4	Project managers
ILO officials (HQ)	Group interviews	9	GAP 2011 senior advisers and key personnel for ILO-IPEC EIA) and GEM Project
ILO officials (HQ)	Individual interviews	1	Deputy Director, Governance and Tripartism Department
ILO Togo	Individual interviews	1	GAP 11 Focal Point
Togo Government officials	Individual Interviews	4	Ministry of Labor, National Statistical Office, Ministère de la Fonction Publique
Togo NSC on Child Labor	Group interviews	5	Government, NGO’s, and unions
Togo NGOs	Individual interviews	2	WAO Afrique and Wellcome
Togo US Embassy officials	Individual Interviews	2	Ambassador and political officer
Other stakeholders Togo	Individual Interviews	4	ENA, ENFS, and national consultant
ILO Ecuador	Individual Interviews	1	GAP 11 focal point
Total Interviews		33	

The evaluator interviewed 33 persons including 10 ILO officials in Geneva and four USDOL representatives. The evaluator also interviewed 18 persons in Togo representing the project, ILO, the Government of Togo, US Embassy, and other key stakeholders. These interviews account for 55% of the total interviews. The remaining interview was conducted with the GAP 11 point person in Ecuador via a Skype call.

Stakeholder Debriefings. Before departing from Geneva and Lome, the evaluator conducted debriefing meetings with project staff and key stakeholders to present and discuss initial findings. Upon returning from Togo, the evaluator provided a post-trip debrief by phone to relevant USDOL staff to share initial findings and seek any clarifying guidance needed to prepare the report.

Limitations. The scope of the evaluation specifies two weeks of fieldwork, which is only enough time to travel to Geneva to interview the GAP project team; travel to Togo to interview the GAP implementation team and stakeholders; and conduct an extensive telephone interview with the GAP team in Ecuador. The evaluator did not have enough time to visit other project sites or undertake other data collection activities such as surveys. As a result, the evaluator was not able to consider all sites when formulating the findings. The lack of indicators and collected evidence related to results/outcomes and the timing of the interim evaluation poses serious limitations to fully answer several evaluation questions related to effectiveness, efficiency, sustainability, and impacts.

This is not a formal impact assessment. Findings have been based on information collected from background documents and in interviews with stakeholders and project staff. The accuracy of the evaluation findings are determined by the integrity of information provided to the evaluator from these sources and the ability of the evaluator to triangulate this information.

III FINDINGS

The following findings are based on the review of key project documents and interviews conducted during the fieldwork phase. The findings address the key questions listed in the TOR and are presented according to the major evaluation categories: relevance, validity and project design, progress and effectiveness, efficiency, project management, and impact orientation and sustainability.

3.1. RELEVANCE

The TOR asks the evaluator to examine the relevance of the project by examining to what extent the project's intermediate objectives are consistent with the needs of key stakeholders and whether the needs of these stakeholders changed since the beginning of the project in a way that affects the relevance of the program. The TOR also asks the evaluator to determine to what extent the outputs and outcomes of the project are linked to national plans, strategies, or other forms of theories of change.

3.1.1. Project's Consistency with the Needs of Key Stakeholders

The project's major components and approach were defined by the USDOL *Solicitation for Cooperative Agreement Applications* (SGA 11-02). The evaluator did not find evidence of national stakeholders being systematically consulted on the definition of the project's objectives, components, or approach. In addition, the SGA did not include country-specific information on the status of child labor and forced labor, or the status of an "enabling environment" (legislative, policy, strategy, attitudes) for developing the project in the target countries.

Initially, interventions were to be implemented in 41 countries in 5 regions, 31 of which were specified in SGA 11-02.² USDOL selected the countries based on research and analysis conducted by staff on child labor and forced labor issues, particularly for those countries highlighted in USDOL's annual report called *Findings on the Worst Forms of Child Labor*. This is a report mandated by the Trade and Development Act of 2000 (TDA) that provides information on the efforts of certain U.S. trade beneficiary countries to eliminate the worst forms of child labor.

Findings on the Worst Forms of Child Labor identifies the prevalence and sector distribution of child labor and gaps in the child labor legal framework, enforcement, coordination, policy, and social programs. The report also lists a number of suggested actions that the countries should take to continue progress in eliminating the worst forms of child labor. The report covers countries eligible for certain U.S. trade preference programs, which explains why some countries were selected for GAP 11 while others were not.

The ILO proposed target countries were selected to maximize synergies and economies of scale across the different elements of the overall project with a special emphasis on the ILO's focus on Africa. Other selection criteria included specific requests for technical assistance from countries; ensuring diversity and representation across regions; presence of the International Program on the Elimination of Child Labor (IPEC); and the existence of local capacity to deliver the planned outputs.

² As of January 2014 the number of countries covered by GAP 11 is 42

A number of countries were selected for the SGA based on specific country requests to USDOL. However, the process of choosing the countries and the proposed actions did not systematically include participatory consultations with national stakeholders. Nevertheless, the evaluator found that the project is addressing the countries needs in broad terms in relation to the *Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016*, which lays out child labor policy priorities for countries. It also highlights the need for improved child labor statistics and knowledge as a foundation for policy action.

Additionally, girls are one of the most vulnerable groups, often subject to discrimination and exclusion. Girls predominate in domestic work, a sector that in many countries is excluded from regulation, supervision, inspection and/or law enforcement. The evaluator found that GAP 11 strategies and actions to provide strengthened protection to children in domestic work are consistent, adequate, and fully relevant.

3.1.2. Current Relevance

According to the primary and secondary data gathered by the evaluator, the project continues to be largely relevant and the needs of key stakeholders have not substantially changed since the beginning of the project. The evaluator understands that GAP 11's large geographic coverage prevented a thorough needs assessment and development of individual theories of change (ToC) for each country. As a result, the project conducted ex-post needs assessments and defined interventions in each country in order to link the project outputs and outcomes to national plans and strategies, and to adapt the respective actions to the actual national contexts and needs.

However, some national contexts have changed significantly since the beginning of the project. The conflicts in **South Sudan** and in **Mali** have intensified since the project started and the evaluator believes that child labor is not currently a priority for national stakeholders in both countries. Furthermore, security issues make project execution a challenge. In the **Democratic Republic of Congo (DRC)**, changes in governments have caused delays while social and political turmoil in **Ukraine** has delayed some activities.

The evaluator discovered that in other countries, the level of ownership and commitment to the project's objectives is limited or capacity is lacking. For example, the Government of **Malaysia** has not fully engaged with the project, while domestic child labor, according to project staff, is not a priority for the Government of **Gabon**. In **Timor-Leste**, the government appears to be lacking the capacity to implement all four subcomponents under Component 1, which is quite ambitious. However, ILO-IPEC informed the evaluator that the National Commission on Child Labor has recently been established, which should facilitate the implementation of project activities in Timor-Leste.

In other cases, the evaluator found that the project might not have targeted the correct countries. In **Ethiopia**, for instance, the ILO links forced labor to trafficking that occurs in third countries such as women who are exploited in domestic service in Middle East countries. The project is supposed to focus on child domestic workers in **Panama** but domestic work is by law forbidden for persons under 18 years of age. The project has adapted by focusing on strengthening protection for adolescent domestic workers.

3.2. VALIDITY AND PROJECT DESIGN

This section addresses issues related to the project design. It begins with an assessment of the project design's internal logical consistency (i.e. cause and effect logic) between the immediate objectives, outcomes, outputs, and overall purpose. It also includes a discussion on a number of evaluation questions including indicator targets and their timing, usefulness of the indicators, the appropriateness of GAP 11 design, and the usefulness of the monitoring plan.

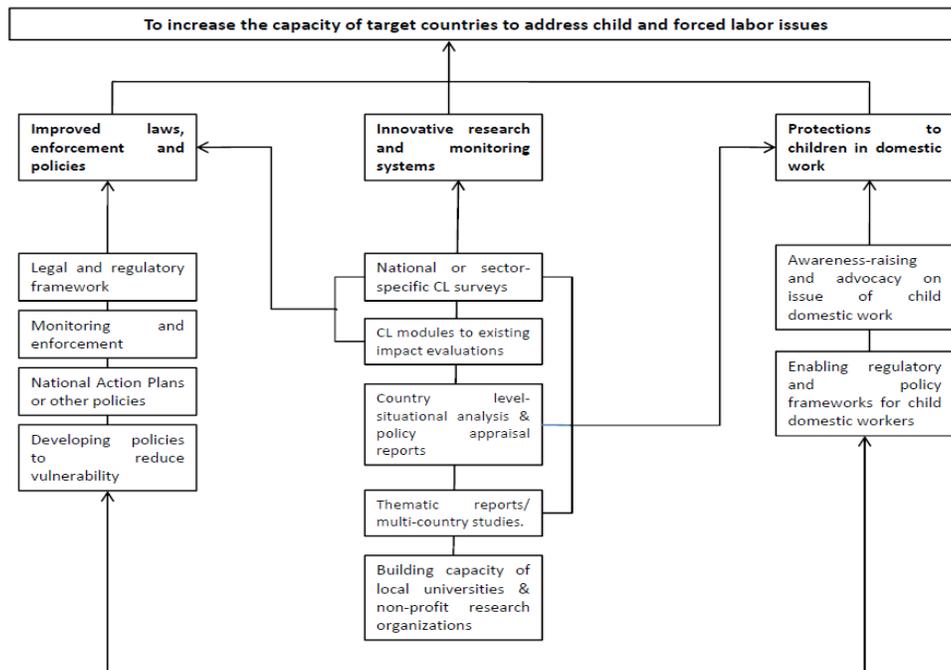
3.2.1. Project Design and Internal Logic

ILO-IPEC explained to the evaluator that it has implemented projects with multi-components in multiple countries previously as part of earmarking or an on-going relationship between a donor and the ILO. However, GAP 11 is the first project of its kind that ILO-IPEC has implemented in response to a SGA. According to ILO-IPEC representatives, GAP 11 has been a new experience.

It is the evaluator's understanding that the USDOL-ILO Management Procedures and Guidelines (MPG) did not require the project to develop theories of change and results frameworks. The main reference document containing the project design is the GAP 11 technical proposal, which is based on the SGA. The project logic is organized around expected outcomes/components (equivalent to intermediate objectives), sub-components (equivalent to outcomes), and outputs. Although useful as an organizing tool and a basis for making cause and effect linkages, the project proposal is not a strong instrument for management and monitoring. For example, indicators and assumptions were not defined in the proposal. The project has developed, but has not yet implemented, an outcome matrix with outcome indicators that could be used to measure effect level changes and identify assumptions.

Despite the lack of a problem statement, objectives, and strategy analysis, the evaluator found the project to be logically sound. Overall, there are strong causal relationships between the project's objectives (components), outcomes (sub-components) and outputs. Below, Diagram 1 shows the project's logical relationships between its main elements.

Diagram 1. GAP 11 Logic Model



3.2.2. Appropriateness of the Overall Project Design

The project design and strategy are appropriate to contribute to increased capacity of the target countries to address child and forced labor issues. Capacity building is key to strengthening the technical, organizational, and managerial capacity of child labor stakeholders and to promote awareness and ownership. Together, increased capacity, awareness, and ownership facilitate the formulation of National Action Plans (NAPs) against child labor as well as the integration of child and forced labor concerns into national strategies for development and poverty reduction.

Empirical evidence on child and forced labor and the analysis of its links to other aspects of development are crucial in informing discussions about mainstreaming efforts, broadening the support base for the integration of child labor concerns in policy formulation, and facilitating integration. Another important aspect of analytical work is to assess the implications for child labor on the principal policy measures proposed and how their impact may be made more positive from the child and forced labor standpoint.

3.2.3. Appropriateness of the GAP 11 Global Strategy Compared to Traditional Child Labor Projects

According to stakeholder interviews and the degree of effectiveness demonstrated so far, the GAP 11 global strategy appears to be relevant and appropriate. The challenge of the global nature of GAP 11 is its wide scope and relatively limited budget and human resources at the country level, compared to traditional child labor projects. GAP 11's significant scope requires substantial resources to successfully implement the interventions and realize the outputs.

However, the GAP 11 strategy of implementing “small-scale” activities in a large number of countries has advantages. It is a way to ensure that benefits produced by the small-scale activities are linked to outcomes at the national level. It also allows a large number of countries to contribute to a wider strategy. In addition, it allows countries to share diverse experiences and products and explore how child and forced labor can be addressed jointly. The strategy is proving to be very useful and effective in generating synergies and sharing activities and costs with other “traditional” child labor projects, which in turn help maximize efficiency and impact.

Another advantage to small-scale activities, according to ILO-IPEC, is that the strategy offers the opportunity to introduce child and forced labor issues in “new countries” where IPEC and the Special Action Program to Combat Forced Labor (SAP-FL)³ did not have a country presence. This is an important contribution to the Roadmap because it helps increase the number of countries covered by IPEC.

3.2.4. Links With the Global Research Agenda

The inter-agency (ILO/UNICEF/World Bank) program, Understanding Children’s Work (UCW), contains an important element referred to as the Global Child Labor Research Agenda. GAP 11 is linked to UCW and the research agenda through Component 2.⁴ At the global level, research forms part of the wider ILO strategy of using statistical information and policy analysis to guide the expansion and accelerated action against child labor and forced labor. At the country level, conducting analyses and research to improve information and statistics on child labor and forced labor in their various dimensions is key to informing and guiding national partners in developing child and forced labor programs and policies based on evidence rather than assumptions.

In addition, research activities being developed by Components 1 and 3 play a key role in addressing legal and regulatory gaps in the areas of child labor and forced labor as well as in strengthening monitoring and enforcement mechanisms. They also support the formulation of NAPs and regulatory frameworks, help mainstream child and forced labor concerns into broader sectoral policies, and contribute to raising awareness and strengthening protection for child workers.

3.2.5. Timeline and Targets

The project aims to accelerate progress against child labor and, where relevant, forced labor by increasing the capacity of target countries to address two issues identified in the Roadmap. According to the ILO, “the newest estimates show that advances have been made in the fight against child labor, particularly over the last four years”. Also that “the investment, experience, and attention paid to the elimination of child labor, with priority given to its worst forms, are clearly paying off”. However, the report recognizes that “the progress is still too slow to come anywhere near to meeting the 2016 goal.”

The project’s overall objective is *to increase the capacity of target countries to address child labor and forced labor issues*. The evaluator believes that the actions being taken by the project at the three levels will likely contribute to increased capacities. However, due to evaluation limitations and lack of outcome

³ IPEC and SAP-FL have been combined as FRRW (Fundamental Principles and Rights at Work) in the restructured ILO organizational chart.

⁴ The UCW plays an important role in implementing the Global Research Agenda and the activities under Component 2. It does not mean that Component 2 is the full global research agenda or that UCW research is the same as the global research agenda. Both UCW and ILO-IPEC have a broader research agenda than covered under Component 2.

measurements, it is difficult for the evaluator to determine *how long* the process will take and *to what extent* capacities will be increased.

Increased awareness, capacity building, and research are key to generating ownership, informing policy development and promoting child protection. However, they are long-term processes that, in the opinion of the evaluator, will take longer than the planned life of the project to be achieved and measured. External factors such as political will, socio-economic context, security issues, and conflicts influence the likelihood and the timeline for reaching the expected outcomes and their associated targets.

3.2.6. Appropriateness and Usefulness of the Indicators in Assessing the Project's Progress

As mentioned previously, the main reference document containing the project design is the GAP 11 technical proposal, which is based on the SGA. The project did not develop a results framework with indicators, targets, and assumptions. Without a results framework with indicators and targets, the evaluator cannot provide a systematic and empirical assessment of achievement of the intermediate objectives (components) or outcomes (sub-components) and whether they were realistically established.

3.2.7. Monitoring Plan

The TOR includes questions related to the effectiveness of the project's monitoring plan. The monitoring plan is based on detailed work plans that the project regularly updates. It is organized by countries and components and includes detailed activities by subcomponent. The plan also includes the timeline, start dates and end dates, the unit responsible for implementation, and the status and comments about implementation.

ILO-IPEC reported that they closely supervise project implementation, conduct regular missions to the field, and are in constant contact with the project "focal points" in the countries. The project collects information on the implementation of activities and outputs, which are sent to the project's central management team. According to the team, the data are analyzed and used to prepare progress reports, which the project director uses to develop consolidated project reports. The evaluator found that while the project is gathering vast amounts of data to track activities and outputs, the monitoring plan does not have all of the tools and processes necessary to assess progress toward achieving the intermediate objectives.

According to the MPG (FY 2011), GAP 11 should collaborate with USDOL and the Global Evaluation and Monitoring Project (GEM) to develop a CMEP within the first eight months of implementation. ILO-IPEC explained that the project has not been able to develop the CMEP for several reasons. These include the enormous geographic scope of the project, the complexity of its content, limited staff in the countries, and a lack of monitoring and evaluation (M&E) resources.

The project management team and IPEC's Evaluation and Impact Assessment (EIA) section explained to the evaluator that they are aware that implementing activities and producing outputs is not equivalent to achieving the project's outcomes and intermediate objectives. The team also noted that they are aware that CMEPs are highly valuable in determining whether activities and outputs contribute to or influence outcomes and, in turn, achieve the intermediate objectives.

The GEM project provided technical support to GAP 11 to finalize a monitoring plan. The plan consists of an outcome matrix and a variety of outcome sheet templates, which are tools to help define the links between outputs and outcomes. It also includes user's guides for the outcome sheets. According to ILO-IPEC, it produced an initial set of outcome sheets and sent them to USDOL in December 2012 for comment. ILO-IPEC representatives explained that USDOL did not provide comments, which would have facilitated further work on the CMEP.

According to ILO-IPEC EIA, the CMEP was originally designed to be the "appropriate tool to analyze and report on outcomes/objectives" and would benefit GAP 11 in the following ways:

- The proposed aggregate outcome sheet for the project includes outcome level indicators that correspond to ILO program and budget indicators and USDOL capacity indicators.
- The country level CMEPs would identify outcome indicators that could be aggregated and generalized to provide overall project outcomes and used to determine both effectiveness and impact orientation.
- Sustainability would be defined and progress measured through the CMEP process.

With limited monitoring and evaluation (M&E) resources, ILO-IPEC recognizes that the project is unable to monitor and report on outcomes in 42 countries. For this reason, GAP 11 and IPEC have proposed focusing outcome monitoring in a non-random, purposive sample of countries. EAI and USDOL representatives informed the evaluator that USDOL approved this approach during a project review meeting in July 2013.

3.2.7. Incorporation of Past Experiences and Tripartite Approaches

GAP 11 forms part of the wider ILO strategy of using statistical information and policy analysis to guide scaled-up and accelerated action against child and forced labor. The project, according to the information gathered during the interviews, strategically links ILO's Decent Work Country Program (DWCP) in countries and its interventions are strongly guided by the ILO tripartite approach. According to primary and secondary sources, ILO is working closely with the key stakeholders and institutions in the target countries. At one level, labor ministries and other concerned ministries, government officials, employers' organizations, workers' organizations, and civil society representatives have key roles in project implementation.

Furthermore, legal assessments, national and sector studies, and NAPs are systematically analyzed and validated by national partners. The project also involves national statistical offices and academic and research institutions that are key in the production of statistics, data analysis, and research. In the case of **Togo**, all tripartite constituents interviewed expressed satisfaction with their level of participation in the project.

3.2.8. Inclusion of Gender Concerns in the Project

According to ILO-IPEC representatives, while the project is not implementing direct interventions to address gender concerns, ILO Conventions No. 182 and No. 189 and Recommendations No. 190 and No. 201 incorporate gender elements. In an implicit way, GAP 11 research and project activities on child domestic workers (CDW) are mainstreaming a gender framework that is imbedded in those standards.

In addition, the assessments and appraisals developed or planned by GAP 11 under Components 1 and 2 include disaggregating data by sex while materials produced for the World Day Against Child Labor address gender concerns.

ILO-IPEC managers explained to the evaluator that gender is being mainstreamed at the policy level in the following ways:

- Raising awareness on the need to eliminate child labor in domestic work and to protect young domestic workers of legal working age.
- Promoting the need to reform legal frameworks or to provide adjustments to the provision of social services.
- Promoting the adoption of a protective policy framework document for CDWs.
- Mainstreaming CDW protection concerns into the action plans and policy agendas of workers' organizations.

ILO-IPEC representatives told the evaluator that each rapid situational analysis and social services gap assessment takes into consideration gender concerns as relevant, given the fact that 67% of CDWs are female and the phenomenon of CDW is often hidden and hard to tackle because it is linked to social and cultural patterns, especially for girls.⁵ According to ILO-IPEC, the problems posed by child labor in domestic work and protecting young workers of legal working age require a complementary approach in different domains and at different levels, which include the following:

- Developing statistical visibility and further knowledge on CDW.
- Raising awareness to transform social attitudes.
- Promoting the ratification and implementation of Conventions 138, 182, and 189.
- Taking legislative and policy action to end child labor and to protect young workers in domestic work.⁶

3.3. PROGRESS AND EFFECTIVENESS

This section examines the project's overall progress and challenges in implementation as well as the effectiveness of the project implementation (execution of activities and output delivery). It also addresses the effectiveness of the GAP 11 approach in influencing national policies and programs to combat child labor and forced labor.

3.3.1. Overall Project Progress and Challenges in Implementation

Although GAP 11 was approved to commence operations on September 30, 2011, project start-up was initially delayed. According to ILO-IPEC, the first six months were spent preparing and laying the groundwork to begin implementing activities in 43 countries spread across Africa, Asia and the Pacific, and Latin America and the Caribbean.

⁵ www.ilo.org/ipecinfo/product/download.do?type=document&id=23235

⁶ www.ilo.org/ipec/areas/Childdomesticlabour

Major challenges that affected project execution and caused delays include the political situation in certain countries (i.e. Ukraine); conflicts (i.e. South Sudan); security issues (i.e. Mali, Lebanon); natural disasters (Philippines); the low level of commitment from some governments (i.e. Malaysia), and the lack of local staff (i.e. Papua New Guinea). Despite these delays and challenges, the project appears to be implementing activities in the majority of the countries according to schedule. Based on information provided by ILO-IPEC, GAP 11 is on track to achieve its planned outputs by the end of the extended project period in September 2015.

According to ILO-IPEC, activities have been completed and outputs delivered in several countries such as Sierra Leone, Mexico, and India. In other countries like the Philippines, Togo and Cameroon, the majority of the outputs have already been achieved. In other countries, however, the project has experienced difficulties and delays in executing activities. This is the case for South Sudan and Malaysia as well as Mali, Rwanda, Burkina Faso and Papua New Guinea.

3.3.2. Achievement of the Project Outputs

Progress toward the achievement of the intermediate objectives (components) or outcomes (sub-components) could not be assessed because they do not have indicators. The evaluator acknowledges that GAP 11 has proposed an outcome matrix to facilitate the measurement of outcome indicators but at the time of the evaluation, the matrix had not been implemented. This section analyzes the progress the project has made and the challenges faced in achieving the outputs. To assess output achievement, the evaluator developed an assessment system that consists of the following categories:

- *Completed* – All the activities related to the output were carried out and the output and its products are completed.
- *Ongoing* – Activities associated with the output are being implemented according to plan and it appears that the output will be achieved.
- *Planned*- Activities associated with the output are planned for 2014/15.
- *Delayed*- Activities have not started but are likely to start in 2014.
- *Pending* – Activities directly associated with the output have not started. The evaluator believes it will be difficult to achieve these outputs by the end of the project.

The status of each output under the corresponding component and subcomponent is summarized below.

Component 1: Capacity Building and Strategic Policy Development

Sub-component 1.1: Legal and Regulatory Framework

Output 1.1.1: Improved legal and regulatory framework to prevent child labor and forced labor

Activities related to this output have been implemented as planned. In the case of **South Sudan**, due to the current conflict situation, the project decided to postpone further planning under Output 1.1.1 and 1.2.1. In **Liberia**, activities are planned for 2014. In the rest of the countries, the focus has been on conducting assessments and developing reports on laws and regulations related to child labor and forced labor. The following table provides a summary of the output status along with comments for each country under Sub-component 1.1.

Table 2. Output status by country		
Country	Status	Remarks
Cameroon	Completed	A study to review the national legal framework on child labor and forced labor, with particular attention to child domestic work was concluded.
Haiti	Ongoing	A first draft of a legal review has been produced and is being reviewed by legal experts within the project and within ILO.
Indonesia	Ongoing	A review on the Mechanism and Practice of Law Enforcement in Cases Related to Child Labor and Forced Labor in Indonesia is being finalized.
Liberia	Planned	Activities are planned for 2014.
Mongolia	Ongoing	The revision of the criminal code and related legislation for the full and effective prohibition of the worst forms of child labor and forced labor is being drafted and revised.
Namibia	Ongoing	A first draft of an assessment of laws and regulations relating to child labor, forced labor, and child domestic workers has been reviewed and commented on by ILO legal and forced labor advisors.
Paraguay	Completed	A legal study on forced labor has been completed.
Philippines	Completed	Legal review completed. Policy Forum held in July 2013.
S. Sudan	Ongoing	The legal officer conducted a mission in November 2012 for international labor standards, including child labor and forced labor. This contributed to the ratification of C138 and C182. The project has put further planning on hold due to the current security situation.
Timor-Leste	Ongoing	A legal study on forced labor was completed and a legal review workshop was held with key stakeholders.
Global	Ongoing	Activity 1.1.5 : enhancing the databases (e.g. LEPORD) of legislative and policy responses to child labor and forced labor, by updating with available information on national legislative provisions, any policy documents and other information: The Global Slavery Observatory is a comprehensive database containing a set of information on forced labor at the country level. By providing reliable estimates on slavery, the database will eventually allow for the measurement of progress in the fight against slavery. To date, information on over 94 countries has been collected into a standardized template.

Sub-component 1.2: Monitoring and Enforcement

Output 1.2.1: Strengthened enforcement mechanisms in target countries

All activities included under this output have been conducted as planned in all countries except South **Sudan**, where, as mentioned previously, the project decided to postpone activities related to Outputs 1.1.1 and 1.2.1 and in **Burkina Faso** where they were planned for 2014. The following table summarizes output status for each corresponding country.

Table 3. Output status by country		
Country	Status	Remarks
Burkina Faso	Planned	Activities are planned for 2014, as GAP 09 ended on December 2013. A workplan is being drafted, taking into consideration collaboration with the Reducing Child Labor through Education and Services (R-CLES) project.
Dominican Rep.	Ongoing	Guidelines and operating manuals for the National Child Labor Monitoring System were developed. A brochure describing the system was produced. The project is exploring the possibility of follow-up activities to the manual.
Ethiopia	Ongoing	Training of labor inspectors on child and forced labor was conducted. A survey on forced labor in Ethiopia is planned by the Special Action Program to Combat Forced Labor (SAP-FL) (October 2013-April 2014).
Indonesia	Ongoing	Consultations are being held regarding the focus of the activities, possibly in coordination with the “Decent Work for Domestic Workers to End Child Domestic Work”- PROMOTE

		project. The situational assessment is planned for March 2014.
Paraguay	Completed	Terms of Reference (TOR) for the law enforcement component were prepared. Joint training for 170 labor inspectors, judges, prosecutors and defenders took place between October and December 2013.
Philippines	Completed	An assessment of the enforcement system was conducted. Training of four provincial (where PHI/09/50/USA is active) Quick Action Teams on child labor was conducted. All four provinces developed provincial plans for SBM-QAT implementation after the training.
Sierra Leone	Completed	An assessment of the enforcement system was conducted in 2012. The project provided a national training for labor inspectors; other law enforcement officers (judiciary and police); and other relevant stakeholders in April 2013. The project held a second training for law enforcement officers in the northern region in September 2013.
South Sudan	Pending	A training of labor inspectors was planned for April 2014. This training has been put on hold due to the deterioration of the security situation.
Timor-Leste	Planned	Law enforcement activities in Timor-Leste are planned for early April 2014. A letter has been requested to secure a trainer from the Ministry of Labor and Employment in Brazil for the event.
Togo	Completed	The project developed modules on child labor that were integrated in the national training curriculum of labor inspectors and the first group of trainees have been trained. Similar modules were prepared for the national training curriculum of social workers, police and judiciary.

Output 1.2.2. E-learning Tool

The technical content of the E-learning was drafted and reviewed by different ILO departments and specialists and a final draft was completed in late 2013. A consultant responsible for the technological aspect of the e-learning tool has been recruited. The first version of the e-learning tool should be completed by the middle of 2014 and a pilot test should be conducted in the second half of the year. By mid -2015, the project expects to have a piloted and revised e-learning tool.

Sub-component 1.3: *National Action Plans and Other Policies*

Output 1.3.1: NAP documents developed to address child labor and forced labor in target countries

Since the National Action Plans (NAPs) have been developed in **Azerbaijan, Comoros, the D.R. of Congo, and Ethiopia**, the project has focused on Output 1.3.2. In **South Sudan**, activities have been postponed due to security reasons while activities in **Timor-Leste** are planned for 2014. In the rest of the countries, activities related to the preparation of NAPs are ongoing and have been conducted as planned. The following table summarized the status of Output 1.3.1.

Country	Status	Remarks
Cameroon	Ongoing	A national workshop was held in 2013 to develop the NAP. The NAP validation workshop is scheduled for March 2014.
Lao PDR	Ongoing	Under GAP 09, the NAP was drafted and it is pending approval. GAP 09 funded activities in Lao PDR until December 2013. GAP 11 has been providing technical support and advice throughout the process. For the purpose of continuity, the senior adviser provided support to the capacity mapping exercise that took place in December 2013.
Liberia	Ongoing	With technical input from GAP 11, GAP 08 produced a background study to support the development of the NAP, which was finalized and validated during a workshop in May 2013. A workplan for GAP 11 activities in 2014 is being developed.

Paraguay	Ongoing	A national consultant was hired to undertake preparation work for a new NAP on forced labor.
South Sudan	Ongoing	With technical input from GAP 11, the Tackling Child Labor through Education (TACKLE) project produced a background study to support the development of the NAP. A training workshop to build capacity of constituents and kick-start the formulation process of the NAP was planned for February 2004. It has been suspended for security reasons.
Timor-Leste	Planned	Activities are planned for 2014-15.

Output 1.3.2: Effective and improved national institutions in charge of National Action Plans

Activities in **Laos, Timor-Leste and Paraguay** are planned for 2014/15 while those in **Azerbaijan and Ethiopia** are being implemented. Activities in the **D.R. of Congo** and **South Sudan**, however, have been put on hold due to changes in the government and security reasons, respectively. Activities in **Comoros** have been completed. The following table provides a short overview of the status of Output 1.3.2.

Country	Status	Remarks
Azerbaijan	Ongoing	Consultations took place in 2013 and the report "Child Labor in Azerbaijan: An Outline of the Status and Possible Way Forward" was produced.
Comoros	Completed	A national workshop was held in 2013 to develop the NAP. The NAP validation workshop is scheduled for March 2014. The project supported the National Human Rights and Liberty Commission (CNDHL) of the Government in organizing awareness raising and training on the fight against child labor for members of the CNDHL and awareness-raising workshops for civil society. The project also supported capacity-building workshops for key actors on the monitoring and implementation of the NAP.
D.R. Congo	Ongoing	In December 2012, the project conducted a workshop to discuss the results of the study on the capacity of NAP institutions (conducted with ILO regular budget funds). The government has revised the TORs and the membership of the National Steering Committee is pending adoption. In October 2013, a delegation from the DRC participated in the ILO NAP implementation workshop held in Burkina Faso. On October 13, the President of DRC announced that a new government will be formed and, as a result, the current ministers (labor, education, social welfare etc.) may leave the government. The Prime Minister has asked the current government to delay key decisions.
Ethiopia	Ongoing	In 2013, a delegation from Ethiopia participated in the ILO NAP Implementation workshop held in South Africa
Lao PDR	Planned	Activities are planned for 2014-15. A workplan has been drafted and is being finalized with the Ministry of Labor and Social Welfare.
Paraguay	Planned	Activities are planned for 2014.
South Sudan	Pending	Activities are on hold due to security reasons.
Timor-Leste	Planned	Activities are planned for 2014-15.
Global	Ongoing	Discussions for Activity 1.3.2.2. are taking place with SAP-FL, CLIC, CLEAR, child labor specialists and others, to revise/produce generic tools on NAP development and implementation and to make them accessible to constituents and ILO staff.

Sub-component 1.4: Policy Development

Output 1.4.1: Pilot schemes on child labor and forced labor policy mainstreamed into development policies

The project had proposed removing **Mali** from the list of countries under this subcomponent and replacing it with **Cambodia**. USDOL later informed the project that it would like GAP 11 to re-initiate activities in Mali, which resulted in removing Cambodia. In **Ecuador** and **Timor-Leste**, activities are ongoing while activities in **DRC** are on hold until the government “shutdown” is resolved. In South Sudan, activities have been completed although a workshop for mainstreaming child labor issues into education programs for pastoralist communities is on hold until the security situation improves. Below, the status of the outputs are summarized and briefly discussed for each country.

Table 6. Output status by country		
Country	Status	Remarks
D.R. Congo	Planned	Activities are on hold due to current government reform and institutional paralysis.
Ecuador	Ongoing	A mission was undertaken by SAP-FL in September 2013 to develop a revised GAP workplan for the country. To date, the TOR has been drafted for a study on vulnerable populations in Ecuador covering Afro-descendants in Esmeraldas.
Mali	Pending	Due to the security and the political situation, the project proposed removing Mali from the list of countries under this subcomponent. USDOL informed the project that it would like GAP 11 to re-initiate activities in Mali. Discussions are ongoing between the project, the ILO, and the desk officer for Mali who is following up on the preparatory phase.
Rwanda	Planned	The ILO has concentrated on implementing GAP 08. The ILO regular budget funded child labor activities. Activities under this output are planned for 2014/15.
South Sudan*	Completed	A rapid assessment on child labor and education in pastoralist communities was conducted and validated during a National Steering Committee workshop. A review of national education policies and programs was conducted with funding from the EU funded TACKLE project.
Timor-Leste	Ongoing	Support has been provided to the National Committee on Child Labor, which was recently approved by the government. A workshop officially launching the committee will be held on February 26 2014.

*ILO-IPEC informed the evaluator that if the project can realize savings in other countries, additional resources could be invested in South Sudan to conduct an additional activity such as a workshop. However, an additional activity depends on the security situation.

Component 2: Research

Sub-component 2.1: National or Sector-Specific Child Labor Surveys

Output 2.1.1: National child labor survey datasets and reports

Preliminary and preparatory activities have been conducted in all countries. According to the senior advisor responsible, the reports for **Belize** and **Mozambique** will be produced and printed in 2014. In **Lebanon**, progress has been slower than expected due to the security situation in the country. In **Ukraine**, socio-political turmoil has delayed implementation of survey field activities that are scheduled for April 2014. These activities might have to be rescheduled. Nevertheless, the senior adviser informed the evaluator that both **Lebanon** and **Ukraine** reports should be produced and printed in 2015 within the project end-date. The following table shows the status for Output 2.2.1 for each country.

Table 7. Output status by country		
Country	Status	Remarks
Lebanon	Ongoing	Activities are being implemented. The project expects the survey report and dataset to be available by April 2015.
Mozambique	Ongoing	The National Statistical Office in Mozambique has included a child labor module to the labor force survey component of the government-funded Continuous Household Budget Survey. The project is waiting for a financial proposal for developing the child labor report and dataset. The project expects the survey report and dataset to be available by the end of 2014.
Belize	Ongoing	The survey is being implemented. The project expects the survey report and dataset to be available by September 2014.
Ukraine	Ongoing	The contract is pending approval by ILO Procurement before signature with the national implementation partners. As requested by the Ukraine national partners, all survey activities were re-scheduled for 2014/15. The National Child Labor Statistics report is expected by June 2015 if the political situation stabilizes.

Outputs 2.1.2 to 2.1.6: Survey dataset and survey report on: child labor in agriculture (**Morocco**); child labor and forced labor in palm oil sector (**Malaysia**); informal mining (**Indonesia**); child labor in agriculture (**Dominican Republic**); and child labor in herding (**Swaziland**)

Outputs 2.1.2 to 2.1.6 involve developing a range of survey reports on child labor in the specified countries. According to the ILO-IPEC workplan, the survey reports were expected to be available for the first quarter of 2014. An analysis of the information on the progress in the different countries strongly suggests that none of the survey reports will be available as planned. The following table summarized the progress by country for these five outputs.

Table 8. Output status by country		
Country	Status	Remarks
Morocco	Ongoing	The survey is under implementation and the report is expected in June 2014.
Malaysia	Pending	Since 2012, ILO and IPEC have been in consultations with the Government of Malaysia. So far, no significant progress has been achieved. The TOR for the study is pending approval and, in any case, the Government of Malaysia will reserve the right not to publish the results.
Indonesia	Ongoing	Choice of the informal mining sector and the TOR are being finalized in consultation with USDOL. The project expects the study to be completed in 2014.
Dominican Republic	Ongoing	Discussions are ongoing regarding an agreed technical and financial proposal. The project expects the survey to be completed by March or April 2015.
Swaziland	Ongoing	The contract terms have been agreed upon and should be submitted to ILO PROCUREMENT by the end of February for approval so it can be signed. The project expects the survey to be completed by November 2014.

Sub-component 2.2: *Child Labor Modules to Existing Impact Evaluations*

Output 2.2.1: Survey datasets and reports (for five modular evaluation surveys)

The project has collaborated with the World Bank (WB), the Food and Agriculture Organization (FAO), and the United Nations Children Fund (UNICEF) to collect data and conduct child labor impact analysis in programs in **Malawi**, the **Philippines**, **Zambia**, **Lesotho**, and **Kenya**. Activities are being conducted on time. According to the information gathered during the interviews conducted in Geneva, the reports will

likely be produced in the third quarter of 2014. Below, the status of Output 2.2.1 is summarized and briefly discussed.

Table 9. Output status by country		
Country	Status	Remarks
Malawi	Ongoing	The data cleaning process is ongoing and the analysis for the WB supported Malawi Public Works Program will start after the data cleaning process. The initial data analysis has been completed. The Mchiniji Pilot Program has been completed.
Philippines	Ongoing	Preliminary data analysis has been completed for the WB supported Philippines' Conditional Cash Transfer program.
Zambia	Ongoing	The first draft has been completed for the Child Grant Program being implemented by UNICEF and FAO.
Lesotho	Ongoing	The Child Grant Program is being supported by OPM, UNICEF and FAO. Key inputs have been provided at various stages of the IE, including design of survey instruments. An outline of the analysis is currently being developed.
Kenya	Ongoing	The first draft of the FAO Child Grant Program is completed.

Sub-component 2.3: *Country-level Situational Analysis and Policy Appraisal Reports*

Output 2.3.1: Country-level situational analyses (6) countries, including Malaysia and Uganda

Preparatory activities have been implemented in **Honduras, Uganda, and the Philippines**. The project plans to conduct the situation analysis in 2014. In **Togo**, the situational analysis has conducted while no activities have been implemented in **Malaysia**. The project intends to identify a sixth country for a situational analysis. The following table shows the status of the situational analyses for each country.

Table 10. Output status by country		
Country	Status	Remarks
Honduras	Ongoing	Local staff has been identified for conducting a mapping of policies and programs targeting child labor and youth employment. Core activities are planned for 2014/15.
Togo	Completed	A country-level situation analysis was conducted.
Uganda	Ongoing	A National Steering Committee was established. Study development related activities are planned for 2014.
Philippines	Ongoing	Initial contacts have been established. The main activities are planned for 2014.
Malaysia	Pending	Malaysia is on hold. The report will be developed once data generated by Act. 2.1.3.7 (data collection, entry, validation and analysis) are available.

Output 2.3.2: Country-level policy appraisals in six (6) countries, including Malaysia and Uganda

In **Togo**, activities for the development of the country-level policy appraisal have been initiated and initial ideas are being developed with relevant national partners. In **Uganda**, activities are ongoing and the report is expected to be available in 2014. Typhoon Haiyan affected activities in the **Philippines**, which have been rescheduled for 2014. In **Honduras**, activities are planned for 2014/15. The project has not started activities in **Malaysia** while the feasibility of developing an interagency report has been assessed in **Mongolia**. Table 10 shows the status in achieving the policy appraisals in the associated countries.

Table 11. Output status by country		
Country	Status	Remarks
Honduras	Planned	The main activities are planned for 2014/15.
Togo	Ongoing	A country-level policy appraisal is being discussed.
Uganda	Ongoing	Initial discussions on the development of the policy appraisal were held with UBOS and, subsequently, a preliminary data analysis was completed. A National Steering Committee was established. The rest of activities are planned for 2014.
Philippines	Ongoing	Activities have been delayed due to Typhoon Haiyan and are now planned for 2014.
Malaysia	Pending	Activities are on hold. The report will be developed once data generated by Act. 2.1.3.7 (data collection, entry, validation and analysis) are available.
Mongolia	Planned	Activities are expected to start in the first quarter of 2014, pending a feasibility assessment.

Sub-component 2.4: Thematic Reports

Output 2.4.1: Study on innovative approaches for youth training and employment

An outline for the development of the study was completed in 2013. The outline, which was shared with the ILO and other relevant partners, is currently being revised based on the inputs received. Parallel to this, initial data analysis is currently being conducted and relevant background papers are being developed, which are summarized in the following table. According to ILO-IPEC, the main activities are planned for 2014 and the report should be produced in the first quarter of 2015.

Table 12. Output status by country		
Country	Status	Remarks
Global	Ongoing	<i>Background paper 1. Impact of early entry into the labor market.</i> Initial data analysis is currently being conducted making use of the available School to Work Transition Surveys.
Global	Ongoing	<i>Background paper 2. School to work transitions.</i> Initial data analysis is currently being conducted making use of the available School to Work Transition Surveys.
Global	Ongoing	<i>Background paper 3. Youth in hazardous work.</i> Initial data analysis is currently being conducted making use of the available School to Work Transition Surveys.
Global	Ongoing	<i>Background paper 4. Labor demand determinants of child labor and schooling decisions.</i> Analytical approach is currently being developed.
Global	Ongoing	<i>Background paper 5. Review of youth employment policies and interventions.</i> Relevant background material is currently being gathered.

Output 2.4.2: Study on impact of social protection programs

Two studies have been produced in **Mexico**. In **Brazil, Zambia, and Malawi**, initial discussions are ongoing to conduct studies in the child grant programs. At the global level, the project provided substantial input to the 2013 ILO *World Report on Child Labor*. The status of Output 2.4.2 is summarized below.

Table 13. Output status by country		
Country	Status	Remarks
Mexico	Completed	Two studies have been completed on the role of the “Oportunidades” program in reducing child labor.
Brazil	Ongoing	Dialogue has been established with IBGE and the Ministry of Welfare to conduct studies on “Bolsa Familia”.
Zambia	Ongoing	Dialogue has been established with FAO and UNICEF to conduct studies in child grant programs.
Malawi	Ongoing	Dialogue has been established with FAO and UNICEF to conduct studies in child grant programs.
Global	Completed	Substantial input was provided to the 2013 ILO <i>World Report on Child Labor: Economic Vulnerability, Social Protection, and the Fight Against Child Labor</i> .

Output 2.4.3: Study on recruitment patterns (child labor and forced labor)

The TOR has been developed for an international consultant to begin the mapping study on recruitment patterns in Paraguay (internal migration), Vietnam (country of origin), and Brazil (country of destination). Another consultant has been identified to prepare the report.

Output 2.4.4: Study on child labor and forced labor in the garment industry

Studies in **India, Jordan** and **Bangladesh** are ongoing as summarized in the table below.

Table 14. Output status by country		
Country	Status	Remarks
India	Ongoing	The study was conducted and a draft report was completed in February 2014. The study is currently being revised based on SAP-FL comments.
Jordan	Ongoing	An international consultant has been recruited and undertook a mission to Jordan for meeting with local research institutions and to consolidate the study methodology.
Bangladesh	Ongoing	An international consultant was recruited to include forced labor questions in the Better Work Bangladesh baseline assessment. ILO-IPEC expects that the survey will begin in March 2014.

Output 2.4.5: Study on child domestic work

The TOR for the first part of the study to (i) review the existing research and data sets and (ii) develop a draft questionnaire module for collecting statistical data on child domestic work (CDW) is being prepared. The consultant has been identified and the contract should be issued by the end of March 2014 and the study completed by September 2014. This will ensure, according to ILO-IPEC, that sufficient time is available for completing the second part of the study, field test the questionnaire and finalize the user’s manual within the project’s life cycle.

Sub-component 2.5: *Building the Capacity of Local Universities and Non-profit Research Organizations*

Output 2.5.1: Promoting national research on the issue of child labor

Activities in **Brazil, Indonesia, South Africa, and Turkey** have been completed as discussed in the following table.

Table 15. Output status by country		
Country	Status	Remarks
Brazil	Completed	An agreement was signed with the University of Sao Paolo. Based on a training needs assessment, a workshop entitled <i>Child Labor: the Brazilian Experience and Challenge</i> was organized in Oct. 2013.
Indonesia	Completed	An agreement was signed with the University of Indonesia and training conducted in March 2013.
South Africa	Completed	An agreement was signed with the University of Cape Town and training conducted in September 2013.
Turkey	Completed	An agreement was signed with Bahacesir University. A seminar was held in September 2012 and additional seminars are currently being organized. An agreement was also reached with Sabanci University and training was conducted in November and December 2012.
ITC-ILO*	Ongoing	<i>ITC-ILO</i> : an agreement was reached within the framework of the Ph D program at the Turin School of Development.
Regional	Ongoing	Discussions are currently ongoing with the African Economic Research Consortium.

*International Training Centre/International Labor Organization

Output 2.5.2: Grant-supported studies related to the promotion of national research

Activities in all countries are ongoing and students are being identified or have been selected. The following table summarizes the status of Output 2.5.2 by each country involved.

Table 16. Output status by country		
Country	Status	Remarks
Brazil	Ongoing	Two students have been selected for developing research papers on the impact on child labor of inspections enforcement and on the worst forms of child labor in Brazil.
Indonesia	Ongoing	The process to identify a student has been initiated.
South Africa	Ongoing	A student is currently being selected.
Turkey	Ongoing	A student has been selected. The grant is currently being disbursed and the first draft of the research has been completed.
ITC-ILO	Ongoing	<i>ITC-ILO</i> : The Ph D student has been identified. The grant will be disbursed during the second quarter of 2014 for the development of a study on the role of shock on child labor and youth employment in rural Ethiopia.

Component 3: Protection of Child Domestic Workers

Sub-component 3.1: *Awareness Raising and Advocacy*

Within the framework of the World Day Against Child Labor (WDAFL), several products were produced including a technical report, a questions and answers brochure, and other materials. The project intended to produce an information leaflet, which was not developed because project staff did not think it was necessary.

The materials produced, other than the technical report, did not require financial resources from GAP 11. Thus, the resources contemplated by GAP 11 for Output 3.1.2 are still available to the project. ILO-IPEC informed the evaluator that the project intends to use the resources to produce a leaflet

documenting the project contribution towards ending child labor in domestic work and protecting young domestic workers from abusive working conditions. Additionally, the Global March Against Child Labor produced a needs assessment on child domestic labor in Indonesia, Panama, and Togo.

The status of Outputs 3.1.1 to 3.1.4 is summarized in the table below.

Output	Status
3.1.1. WDAFL activities on “protection of child domestic workers” in selected countries	Completed
3.1.2. A general information leaflet on strengthening protections to children in domestic work	Completed
3.1.3. International advocacy campaign on C.189 along with the Global March against Child Labor and associated partners	Ongoing
Needs Assessment on Child Domestic Labor (Related to the international advocacy campaign, managed by the Global March)	Completed Needs assessment on child domestic labor in three pilot countries (Indonesia, Panama and Togo) was conducted
3.1.4. Special thematic session on the protection of child domestic workers during the Global Child Labor Conference, Brazil 2013	Completed

Output 3.1.5: National rapid situational analysis on child domestic work in 12 selected countries

National rapid situational analyses on child domestic work were completed in **Cameroon, Ecuador, Indonesia, Panama Kenya, and Togo**. Activities are ongoing in **Gabon, Haiti, Namibia the Philippines, and Vietnam**. In **Papua New Guinea**, activities are delayed until a new IPEC team begins working in the region. The status of the situational analyses is discussed in the following table by country.

Country	Status	Remarks
Cameroon	Completed	Situation analysis has been conducted.
Ecuador	Completed	Situation analysis has been conducted.
Gabon	Ongoing	New TORs combining Output 3.1.5 and 3.2.2 were prepared. The ILO Yaoundé continues discussions towards identifying a research institution and consultant to carry out this study.
Haiti	Ongoing	IPEC has maintained discussions and negotiations with UNICEF, the International Organization for Migration (IOM), the International Rescue Committee (IRC), and Terre des Hommes to carry out a joint study on domestic work in Haiti, including a gap assessment on social services for child domestic workers. A Memorandum of Understanding was signed between the different partners. TORs have also been prepared and a call for proposals was carried out. Offers have been analyzed and discussions are taking place to identify the best alternative.
Indonesia	Completed	Final draft combining Outputs 3.1.5, 3.2.1 and 3.2.2 was submitted and approved in January 2014.
Kenya	Completed	Situation analysis has been conducted in combination with Output 3.2.2 addressing the social services gap assessment.
Namibia	Ongoing	New TORs combining Output 3.1.5 and 3.2.2 were prepared. ILO Pretoria continues discussions towards identifying a national research institution and consultant to carry out this study.
Panama	Completed	Situation analysis has been conducted.
Papua New Guinea	Delayed	Since the closure of the TACKLE project, there is no IPEC presence in the country. GAP 11 is on hold as a new IPEC team is expected to start work in February. Discussions have been maintained with ILO Suva Office and TORs have been prepared combining Output 3.1.5 and 3.2.2. As soon as the new team is in place, GAP will undertake a mission to accelerate actions in PNG and launch this study.
Philippines	Ongoing	The research combining Output 3.1.5 and 3.2.2 is currently being finalized. The draft final report was submitted and comments were provided. GAP 11 is waiting for the final document.
Togo	Completed	Situation analysis has been conducted.

Vietnam	Ongoing	A draft report that combines Outputs 3.1.5, 3.2.1 and 3.2.2 has been produced. A national workshop for relevant policy makers and key stakeholders was carried out in late November to revise the draft. GAP 11 recently received the final report, which is currently being revised for final comments.
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Sub-component 3.2: *Enabling Regulatory and Policy Frameworks*

Output 3.2.1: Reports on review of the national legal framework on child domestic work reviewed in 12 target countries

Reports have been completed in **Cameroon, Ecuador, Gabon, Indonesia, Panama, and Togo**. Draft reports have been produced in **Haiti, Namibia, the Philippines, and Vietnam**. In **Papua New Guinea**, activities are delayed until a new IPEC team is in place in the region. The legal study has been cancelled in **Kenya**. The status of Output 3.2.1 is summarized in the following table by country.

Table 19. Output status by country		
Country	Status	Remarks
Cameroon	Completed	A study to review the national legal framework on child labor and forced labor, with particular attention to child domestic work, was concluded.
Ecuador	Completed	A report on the review of the national legal framework on child domestic work was produced.
Gabon	Completed	A report on the review of the national legal framework on child domestic work was produced.
Haiti	Ongoing	Haiti developed a report along with Component 1 (Output 1.1.1). A first draft of a legal review has been produced and is being reviewed by ILO legal experts.
Indonesia	Completed	Final draft combining Outputs 3.1.5, 3.2.1, and 3.2.2 was submitted and recently approved in January 2014.
Kenya	Cancelled	A legal study will not be conducted in Kenya because up-to-date legal analysis produced by previous interventions is not available. In addition, domestic work included in the hazardous child labor list has not been officially endorsed. ILO-IPEC also noted that there is a lack of resources to conduct the legal study.
Namibia	Ongoing	The report was developed along with Output 1.1.1. A first draft relating to child labor, forced labor, and child domestic workers has been reviewed and commented on by ILO legal and forced labor experts.
Panama	Completed	A report on the review of the national legal framework on child domestic work was produced.
P. N. Guinea	Delayed	See comments on output 3.1.5.
Philippines	Ongoing	The research combining Outputs 3.1.5, 3.2.1, and 3.2.2 is currently being finalized. A draft final report was submitted and comments were provided. GAP 11 is waiting for the final document.
Togo	Completed	A report on the review of the national legal framework on child domestic work was produced.
Vietnam	Ongoing	A draft report that combines Outputs 3.1.5, 3.2.1, and 3.2.2 was produced. A national workshop for relevant policy makers and key stakeholders was carried out in late November to revise the draft. GAP 11 recently received the final report, which is currently being revised for final comments.

Output 3.2.2: Proposal for addressing gaps in social services for child domestic workers protection in 12 target countries

Proposals have been completed in **Indonesia, Kenya, and Togo** while draft reports have been produced in **the Philippines and Vietnam**. In **Papua New Guinea**, activities are delayed until a new IPEC team is in place in the region. In the rest of the countries, activities related to this output are considered ongoing as described in the following table.

Table 20. Output status by country		
Country	Status	Remarks
Cameroon	Ongoing	TORs were prepared, a consultant identified, and the study is currently been carried out.
Ecuador	Ongoing	TORs were prepared in 2013. A consultant has been identified and contract is pending.
Gabon	Ongoing	New TORs combining Output 3.1.5 and 3.2.2 were prepared. ILO Yaoundé is continuing discussions towards identifying a research institution and consultant for carrying out this study.
Haiti	Ongoing	See comments on Output 3.1.5.
Indonesia	Completed	Final draft combining Outputs 3.1.5, 3.2.1, and 3.2.2 was submitted and recently approved in January 2014.
Kenya	Completed	Situation analysis was conducted in combination with Output 3.1.5 (rapid situational analysis).
Namibia	Ongoing	New TORs combining Outputs 3.1.5 and 3.2.2 were prepared; ILO Pretoria is continuing discussions towards identifying a national research institution and consultant for carrying out this study.
Panama	Ongoing	TORs were prepared in 2013. A consultant is being identified and a contract will subsequently be issued.
P.N. Guinea	Delayed	See comments on output 3.1.5.
Philippines	Ongoing	The research combining Outputs 3.1.5, 3.2.1, and 3.2.2 is currently being finalized. A draft final report was submitted and comments were provided. GAP 11 is waiting for the final document.
Togo	Ongoing	A study assessing gaps on social services for child domestic workers protection in Togo was finalized in 2013. The presentation of the study results is pending.
Vietnam	Ongoing	A draft report that combines Outputs 3.1.5, 3.2.1, and 3.2.2 has been produced. A national workshop, in collaboration with the labor ministry for relevant policy makers and key stakeholders, was carried out in late November to revise the draft. GAP 11 recently received the final report, which is currently being revised for final comments.

Output 3.2.3: A child domestic workers protective policy framework document available in 12 target countries.

Activities under this output are planned for 2014/15. ILO-IPEC explained to the evaluator that the reports produced under Outputs 3.1.5, 3.2.1, and 3.2.2 will be presented and used as inputs during the workshop. In turn, the workshop is designed to lead to the adoption of the protective policy framework document (Output 3.2.3).

Output 3.2.4: Protection of child domestic workers concerns mainstreamed into the policy agendas and operational plans of domestic workers' unions with the support of the IUF/IDWN.⁷

According to ILO-IPEC, the project has maintained contacts with social partners, mostly trade unions or domestic workers organizations, within the framework of the relevant project outputs. These include World Day against Child Labor activities and validation workshops for different reports (Outputs 3.1.5, 3.2.1 and 3.2.2). Specific activities under Output 3.2.4 have not yet been implemented because the project is awaiting the completion of Output 3.2.3, which is planned for 2014/15.

Sub-component 3.3: *Pilot Programs and Good Practices*

⁷IUF: International Union of Food, Agricultural, Hotel, Restaurant, Catering, Tobacco and Allied Workers
IDWN: International Domestic Workers' Network

Output 3.3.1. Pilot demonstrative action programs

The project removed Output 3.3.1 by Grant Modification N° 2 (05.15.0213) because it was not a requirement specified in the Cooperative Agreement. Funds have been reallocated to Outputs 2.5.1 and 2.5.2.

Output 3.3.2: Compilation of pilot intervention models, good practices, and lessons learned in the area of child domestic workers protection

The project is currently preparing TORs. According to the information gathered by the evaluator, the project continues to explore the best ways for collecting, compiling, and systematizing pilot intervention models, good practices, and practices with high potential. The project has started to explore options to contract a consultant for this output.

Output 3.3.3: Practical guide/toolkit on how to better provide protection to children engaged in domestic work

The project is currently preparing TORs and taking the appropriate steps to identify the toolkit structure and content. The project has also started to identify potential consultants to develop the toolkits.

3.3.3. Components Status: Summary of Outputs

This section provides a brief summary of output status for each of the three components in the tables below. The output status is categorized as completed, ongoing, planned, delayed, or pending. The output status is expressed as percentages.

Table 20 shows the outputs status for Component 1. On average, outputs have been completed in 20% of the cases and are in the process of being completed (ongoing) in 60% of the cases, which can be considered satisfactory and consistent with the GAP 11 work plan.

Table 21. Component 1: Capacity Building and Strategic Policy Approach					
Outputs	Completed	Ongoing	Planned	Delayed	Pending
Output 1.1.1. Improved legal and regulatory framework to prevent child labor and forced labor	27%	64%	9%	0	0
Output 1.2.2. e-Learning tool	0%	100%	0	0	0
Output 1.2.1. Strengthened enforcement mechanisms in target countries	40%	30%	20%	10%	0
Output 1.3.1. National Action Plans to address child labor and forced labor in target countries	0	80%	20%	0	0
Output 1.3.2. Effective and improved implementation of National Action Plans	11%	45%	45%	0	0
Output 1.4.1. Pilot schemes on child labor and forced labor mainstreamed into development policies	17%	33%	33%	0	17%

Overall, the evaluator does not anticipate major constraints to achieving the planned outputs in the majority of countries. The exceptions are **South Sudan** and **Mali**. The deteriorating security situation caused the project to suspend activities in South Sudan and delay activities in Mali.

Table 21 shows the output status for Component 2. The only output that is achieving a high completion rate is Output 2.5.1 (child labor research), which is nearly 70%. Output 2.4.2 (social promotion studies) is achieving about a 40% completion rate. Nearly all of the other outputs are in the process of being achieved (ongoing). Overall, the evaluator believes that the outputs will most likely be achieved on time. The exception is **Malaysia** where ILO-IPEC reported a lack of political will to collaborate with the project. Another potential problem country is **Jordan** where the GAP 11 senior advisor acknowledges that activities are advancing at a very slow pace and might not produce the expected output.

Table 22. Component 2: Research					
Outputs	Completed	Ongoing	Planned	Delayed	Pending
Output 2.1.1 National child labor survey datasets and reports (4)	0	100%	0	0	0
Output 2.1.2 Survey dataset and survey report on child labor in agriculture, Morocco	0	100%	0	0	0
Output 2.1.3 Survey dataset and survey report on child labor and forced labor in palm oil sector, Malaysia	0	100%	0	0	0
Output 2.1.4 Survey dataset and survey report on child labor in mining, Indonesia (gold or manganese)	0	100%	0	0	0
Output 2.1.5 Survey dataset and survey report on child labor in agriculture, Dominican Republic	0	100%	0	0	0
Output 2.1.6 Survey dataset and survey report on child labor in cattle raising, Swaziland	0	100%	0	0	0
Output 2.2.1 Survey datasets and reports (for five modular evaluation surveys)	0	100%	0	0	0
Output 2.3.1 Country-level situational analyses (six (6) countries, including Malaysia, Nicaragua, and Uganda)	20%	60%	0	0	20%
Output 2.3.2 Country-level policy appraisals six (6) countries, including Malaysia, Nicaragua, and Uganda)	0%	50%	33%	0%	17%
Output 2.4.1 Study on innovative approaches for youth training and employment	0	100%	0	0	0
Output 2.4.2 Study on impact of social protection programs	40%	60%	0	0	0
Output 2.4.3 Study on recruitment patterns (child labor and forced labor)	0	100%	0	0	0
Output 2.4.4 Study on child labor and forced labor in the garment industry	0	100%	0	0	0
Output 2.4.5 Study on child domestic work	0	100%	0	0	0
Output 2.5.1 Promoting national research on the issue of child labor	67%	33%	0	0	0
Output 2.5.2 Grant-supported studies related to the promotion of national research	0	100%	0	0	0

The completion rates for the outputs associated with Component 3 are shown in Table 22. The “global” outputs under Component 3 are either completed or ongoing, according to the workplan. On average, 90% of the national outputs referring to research and proposals are also completed or ongoing. Outputs 3.2.3 and 3.2.4 (child domestic workers) are planned for 2014/15 since they depend on the results of the

research and proposal outputs. The evaluator believes that the likelihood of achieving the outputs under Component 3 on time in all countries is high, except **Papua New Guinea**, where activities are yet to start.

Table 23. Component 3: Protection of child domestic workers					
Outputs	Completed	Ongoing	Planned	Delayed	Pending
Output 3.1.1. WDACL activities on "protection of child domestic workers" in selected countries	100% Global	--	--	--	--
Output 3.1.2. A general information leaflet on strengthening protections to children in domestic work	100% Global	--	--	--	--
Output 3.1.3. International advocacy campaign on C.189 by the Global March against Child labor and associated partners	--	100% Global	--	--	--
Output 3.1.4. Special thematic session on the protection of child domestic workers during Global Child Labor Conference, Brazil 2013	100% Global	--	--	--	--
Output 3.1.5. National rapid situational analysis on child domestic work in 12 selected countries	50%	42%	0	8%	0
Output 3.2.1. Reports on review of the national legal framework on child domestic work in (12) target countries	50%	33%	0	8%	10%*
Output 3.2.2. Proposal for addressing gaps in social services for child domestic workers protection in (12) target countries	17%	75%	0	8%	0
Output 3.2.3. A child domestic workers protective policy framework document available in (12) target countries	0	0	100%	0	0
Output 3.2.4. Protection of child domestic workers concerns mainstreamed into the policy agendas and operational plans of domestic workers' unions with the support of the IUF/IDWN	0	0	100%	0	0
Output 3.3.2. Compilation of pilot intervention models, good practices and lessons learned in the area of child domestic workers protection	--	100% Global	--	--	--
Output 3.3.3. Practical guide/Toolkit on how to better provide protection to children engaged in domestic work	--	100% Global	--	--	--

*Kenya was cancelled

3.3.4. Effectiveness of the GAP 11 Approach

The external interim evaluation was not able to assess the effectiveness of the GAP 11 approach to influence national policies and programs to combat child labor and/or forced labor for several reasons. First, the array of countries is too wide, the national contexts vary significantly, and the "enabling environment" fluctuates notably from country to country. The scope of the evaluation only allowed the evaluator to visit Togo and remotely interview GAP stakeholders in Ecuador. Extrapolating findings to the whole project from information gathered from Togo and Ecuador is not methodologically sound.

The fact that the project does not have outcome level indicators is another reason that the effectiveness of national policies and programs cannot be assessed during this interim evaluation. Finally, influencing national policies and programs is a process that takes time. The evaluator believes it is too early in the

process for the outputs to have had an influence on national policies and programs to combat child labor and/or forced labor.

The evaluator believes that the GAP approach has the potential to influence national policies and programs in those countries where a favorable “enabling environment” exists. For example, in **Togo**, according to the information provided by the members of the National Steering Committee, the different reports and surveys are influencing the revision of the NAP. According to several national partners, the project has influenced and promoted the inclusion of child labor issues in the recently adopted *National Strategy for Youth Employment* and *National Action Plan of Social Protection*.

In addition, the information gathered during the interviews suggests that awareness campaigns might have influenced the Government of Togo to ratify C.189. Another example is **Paraguay** where, according to the information provided by ILO-IPEC, the activities developed in the country have influenced the government to accept that forced labor is a problem that should be addressed. The government has recently requested assistance from the ILO to develop a program to address forced labor among indigenous populations.

3.4. EFFICIENCY AND COST EFFECTIVENESS

In order to assess efficiency, the evaluator analyzed the amount and percentage of resources allocated to the different line items, components, and outputs in the GAP 11 budget along with the expenditure rate for these line items and components. He also solicited comments from project staff and other stakeholders regarding their perceptions of project efficiency.

3.4.1. Allocation of Resources

This section addresses the question related to the allocation of resources (funds, human resources, time, expertise, etc.) to achieve outcomes. The project’s information systems do not provide the data required to conduct such an analysis because it requires not only knowing the costs associated with specific interventions (output level), but also their achievements (outcome/effect level indicators). As a proxy measure, the evaluator analyzed budget line items, components, and outputs.

3.4.1.1. Allocation of Resources to Budget Line Items

Table 23 shows the allocation of resources to the different line items as reported in the GAP 11 budget. The largest line item is for the development of the project’s three components, which amounts to \$7,407,056 or 47% of the total budget. Another \$4,492,573 or 28% of the budget is allocated to salaries and benefits of GAP 11 management staff. The next largest line item is program support costs, which accounts for \$1,742,099 or 11%. Project monitoring and evaluation represent 9% and includes monitoring missions that add up \$1,339,800 or 90% of the M&E line item. Five percent is budgeted for the provision of increased costs.

Item	Amount	Percent
Direct Labor Costs	4,492,573.00	28%
Component 1: Capacity Building and Strategic Policy Approach	1,821,178.10	12%
Component 2: Research	4,273,822.90	27%
Component 3: Protection of child domestic workers	1,312,055.00	8%
Project Monitoring and Evaluation	1,479,400.00	9%
Program Support Costs	1,742,099.00	11%
Provision for Cost Increases	757,141.00	5%
Total	15,900,000.00	100%

The percentages allocated to the various line items appear to be reasonable and consistent with other ILO projects that O'Brien and Associates International and the evaluator have evaluated. Salaries tend to account for 30% of project budgets, while direct costs for activities' implementation account for between 45% and 50%. Travel and mission expenses tend to run in the range of 5% to 8% of the total budget, while the standard program support costs is 13%.

3.4.1.2. Resource Allocation to Components and Outputs

The total amount that was allocated to the project's three components is \$7,407,056. Table 24 shows the projected expenditures for each project component. The expenditures include the direct costs and ILO technical support for project implementation under the respective components. Component 1 includes an additional allocation of \$339,678 for country level technical and administrative support that USDOL approved in May 2013.

Component	Amount	Percent
Component 1: Capacity Building and Strategic Policy Approach	1,821,178	24%
Component 2: Research	4,273,823	58%
Component 3: Protection of Child Domestic Workers	1,312,055	18%
Total	7,407,056	100%

Component 2 constitutes the largest investment. Approximately \$4.3 million or 58% of the total budget has been allocated to Component 2 to support research. Components 1 and 3 account for 24% and 18%, respectively. The budget distribution amongst components and outputs seems balanced taking into account the scope of each component and its outputs as well as the nature of the activities and "deliverables" linked to the different outputs.

3.4.2. Expenditure Rate

The expenditure or distribution rate for each line item in the GAP 11 budget is presented in Table 25. Expenditure rates for salaries and benefits are nearly 60%, while expenditure rates for the rest of the budget lines are between 15% and 30%.

Item	Budgeted (2011/15)	Expensed	Exp. Rate
Direct Labor Costs	4,492,573	2,553,719	57%
Other Office Expenses	21,731	0	0%
Component 1: Capacity Building and Strategic Policy Approach	1,821,178	434,266	24%
Component 2: Research	4,273,823	622,608	15%
Component 3: Protection of child domestic workers	1,312,055	283,399	22%
Project Monitoring and Evaluation	1,479,400	264,257	18%
Program Support Costs	1,742,099	539,922	31%
Provision for Cost Increases	757,141	0	0%
Total	15,900,000	4,698,171	30%

As of December 2013, GAP 11 had spent 30% of its total budget over a 27-month period (September 2011 to December 2013) that represents 56% of the total project duration. It would appear that the project is significantly underspent. However, the 30% expenditure rate is actually consistent with the project's budget projections as shown in Table 26. The project anticipated spending \$91,370 in 2011; \$2,144,333 in 2012; and \$2,755,388 in 2013 for a total of \$4991,091 or a 31% by the end of 2013. The project intends to accelerate spending in 2014 and 2015 to 70%.

Total	2011	2012	2013	2014	2015
15,900,000	91,370	2,144,333	2,755,388	6,842,451	4,066,458

There are several reasons to explain the *uneven* budget distribution. First, since the project started at the end of September 2011, the execution period was reduced to three months in 2011. In addition, the project spent the first six months preparing for implementation in the 43 countries.

Another reason is related to the planned implementation pace of the components. Activities under Component 1 (assessments, studies, and NAP formulation) were initiated in 2012 and, in some cases, completed in 2013. However, the majority activities to support the NAPs are planned for 2014/15. The same is true for Component 2 where most of the research activities are planned for 2014/15.

Furthermore, activities in Mali and Papua New Guinea have not started and activities in Liberia, Burkina Faso, Rwanda, and Timor-Leste are scheduled for 2014/15⁸.

A third reason to explain why the project appears to be underspent is that the \$ 757,141 under “provision for cost increases” has not been expensed. Table 27 reflects the actual expenditure rates for line items for the period September 30, 2011 to December 31, 2013.

Item	Budgeted (2011/13)	Expensed	Exp. Rate
Direct Labor Costs	2,592,225	2,553,719	99%
Other Office Expenses	0	0	100%
Component 1: Capacity Building and Strategic Policy Approach	490,545	434,266	89%
Component 2: Research	689,020	622,608	90%
Component 3: Protection of child domestic workers	347,890	283,399	81%
Project Monitoring and Evaluation	297,215	264,257	89%
Program Support Costs	574,197	539,923	94%
Provision for Cost Increases	0	0	100%
Total	4,991,092	4,698,172	94%

According to these data, as of December 2013, GAP 11 has spent 94% of the resources it budgeted for years 2011 to 2013. The expenditure rates for the line items range from 81% to 100%. The expenditure rates for the three project components range from 81% to 90%, which is consistent with the status of activity implementation and output achievement. For example, some activities have been delayed or modified as was discussed under Section 3.2.

3.4.3. Impressions of Efficiency

The TOR asks the evaluator to assess *if the resources have been used efficiently and if the same results could have been achieved with fewer resources*. In the interviews, the evaluator solicited opinions of ILO-IPEC managers, partners, and other stakeholders regarding the efficiency of the project. The responses indicated that the project is making efficient use of its resources. Furthermore, primary and secondary data gathered by the evaluator shows that the project is collaborating effectively with ILO experts and other projects on technical inputs and support that reduces costs and increases efficiency. Project partners and stakeholders opine that the project is taking full advantage of the available resources and has generated synergies and complementarities to maximize project resources.

3.5. PROJECT MANAGEMENT

The TOR contains several questions regarding the effectiveness of coordination and management; the adequacy of the project staffing; the coordination among individuals within and across components of

⁸ ILO-IPEC informed the evaluator that activities in Liberia, Rwanda, and, to some extent South Sudan, were deliberately postponed to 2014 because other ILO projects were implemented in those countries aimed at supporting the government’s capacity to address child labor (GAP 08 – GAP 09 – GAP 11).

the project; and the collaboration between the project and external stakeholders and projects. This section begins with an overview of the project's management, which is followed by a discussion of the project staffing, the coordination and communication with internal stakeholders and the level of collaboration with project partners and other labor projects. The section ends with an overview of the performance of the project management in efficiently delivering results.

3.5.1. Management and Administrative Structure

The GAP 11 management team consists of the Project Director, responsible for overall project management, supervision, administration and implementation of the requirements of the cooperative agreement; the Senior Advisor for Capacity Building; the Senior Advisor for Domestic Workers Protection; and the Senior Advisor for Research, based in the ILO Rome office. Senior advisors are responsible for implementation of the activities comprising the respective components of the overall project. Additional team members support the project on a part-time basis. These include the Advisor on Child Labor Policy, the Advisor on Forced Labor, and an administrative assistant who are based at ILO headquarters in Geneva. Three UCW researchers that support technical work under Component 2 report to the Senior Advisor on Research based in the ILO Rome office.

In addition to the management team, the project relies on "focal points" in each country and in some cases on personnel hired by the project. The focal points are typically ILO-IPEC staff or personnel from other projects. In addition, international and local experts in specific fields are recruited, as needed, for limited technical assignments of short duration. Financial administration of the project is being carried out through ILO Geneva.

The Project Director, who reports to the ILO-IPEC directorate, manages the project. He also supervises the work of the project team, senior advisors and "other professional personnel". The latter reports to the relevant senior advisors, while the Rome-based Researcher for Statistics and Empirical Analysis and the two policy-oriented researchers report to the Senior Advisor for Research. The project is receiving substantial technical support on a pro-bono basis from a large number of ILO staff that is not charged to the project.

3.5.2. Project Governance and Management

The multidisciplinary project management team combines extensive experience in the management of large-scale international development cooperation projects, especially in child and forced labor projects. They possess experience and skill sets in the following areas:

- Child labor measurement standards.
- Capacity building of governments, trade unions, employers' organizations, parliamentarians, and non-governmental organizations (NGOs) in international labor standards on child and forced labor.
- Assessing organizational gaps in child and forced labor.
- Developing policy guidance for addressing organizational gaps.
- Providing technical advice to constituents on the formulation of national child and forced labor policies and NAPs.
- Integrating child labor concerns into broader sector policies such as poverty reduction.

- Translating labor standards into operational definitions to be used for monitoring and enforcing child/forced labor laws and regulations.
- Developing policy oriented research.
- Supporting the development of national policies in the area of child labor.

According to the results of the interviews conducted in Geneva, the configuration of a multidisciplinary team ensures consistency in project management. It also ensures that all linkages and synergies between the different project components are fully developed and activities and outputs are effectively monitored. A multidisciplinary team also promotes synergies within project components, subcomponents, and with other ILO programs.

The project advisors informed the evaluator that coordination and supervision at the management team level is satisfactorily and effective. At the country level, the two GAP 11 national coordinators that were interviewed (Togo and Ecuador) manifested their satisfaction with the coordination and supervision arrangements as well as with the support received from the management team.

3.5.3. Monitoring Procedures

The project has established suitable procedures and mechanisms to follow-up and report on the project’s implementation. Technical Progress Reports are prepared and submitted in a timely manner as specified in the MPG. The evaluator found the progress reports to be comprehensive, detailed, and of generally high quality. The reports adequately describe the timing and content of activities, assessment of their implementation, difficulties encountered, and measures taken to overcome problems.

The ILO-IPEC appears to have a comprehensive view of progress and issues and problems and is in a position to make decisions on aspects of the project that require corrective action. However, as mentioned in previous sections, the project lacks the appropriate tools to analyze and report on outcomes/objectives based on the vast amounts of data it is gathering on activities and outputs.

3.5.4. Adequacy of Project Staffing

Project staffing seems thin, especially at the country level, given its wide geographical coverage, complexity of its activities and outputs, and the large number of stakeholders involved. Moreover, the capacity of the GAP 11 focal points to assist the project varies from country to country because they have other responsibilities.

The following table summarizes the situation of the personnel available in the countries: focal points (typically ILO-IPEC staff) and GAP staff (personnel hired by the project).

Country	Focal Points	GAP 11 Staff	Comments
India	*	--	Focal Point: GLOBAL MARCH
Indonesia	*	*	GAP 11 Staff contract expires: 30 Sept 2014. The cost is shared with Dutch-funded Education project
Lao PDR	*	--	ILO National Coordinator is focal point

Malaysia	*		Focal point is based at the ILO Regional Office in Bangkok
Mongolia	*	--	ILO National Coordinator is focal point
Papua New Guinea	*	--	
Philippines	*	--	
Timor-Leste	*	*	GAP 11 Staff contract expires: 14 May 2014
Vietnam	*	--	
Burkina Faso	*	*	GAP 11 Staff contract expires: 30 June 2014
Cameroon	*	--	ILO Labor Standards Specialist is the focal point
Comoros	*	*	Activities completed
DR Congo	*	--	Recruitment planned for 2014
Ethiopia	*	--	
Gabon	*	--	
Kenya	*	--	
Liberia	--	*	GAP 11 Staff contract expires: 30 Sept 2014
Mali	*	--	Possible cost-sharing with the Dutch-funded Education project is being explored
Morocco	*	--	Focal point is based at the ILO Algiers Office
Mozambique	*	--	
Namibia	*	--	Focal Point based at the ILO Pretoria Office
Rwanda	*	--	Activities to start in 2014. ILO focal point for Social Protection will be focal point for GAP 11
Sierra Leone	*	--	Activities completed
South Sudan	*	--	
Swaziland	*	—	Focal Point is based at the ILO Pretoria Office. The activities have been suspended. Identification of staff have been ongoing prior to political crisis
Togo	*	--	ILO National Coordinator is the focal point
Uganda	*	--	
Belize	*		ILO Port-of-Spain Office
D. Republic	*	--	ILO-IPEC staff is the focal point
Ecuador	*	--	Recruitment ongoing
Haiti	*	--	Recruitment planned for 2014
Honduras	*	*	GAP 11 Staff contract expires: 28 February 2014
Mexico	*	--	
Panama	*	--	
Paraguay	*	*	GAP 11 Staff contract expired: 31 Dec 2013
Lebanon	*		Focal Point based at the ILO Regional Office for Arab States, Beirut
Azerbaijan	*	*	GAP 11 Staff contract expires: 02 May 14
Ukraine	*	--	

It should be noted that contracts of most GAP 11 staff are scheduled to expire in 2014 because budget provisions were not adjusted when the project execution timeline was extended.

The TOR includes an evaluation question about the capacity of key personnel in Geneva and Rome to engage with the target countries. Based on primary and secondary data gathered by the evaluator, he believes that the key personnel in Geneva and Rome, assisted by the rest of the ILO and key partner's resources, are able to sufficiently engage with the target countries to effectively develop the planned activities and produce the intended outputs.

3.5.5. Coordination and Communication with Internal Stakeholders

The project is being implemented in close coordination with different ILO departments and experts, country-offices, sub-regional offices and/or regional offices. It is receiving strong technical, administrative, and logistical support from these internal stakeholders. However, the level of coordination and consultation is closest with IPEC, SAP/FL, the Statistical Information and Monitoring Program on Child Labor (SIMPOC), and UCW.

Communication between GAP 11 and the USDOL is not optimal. Based on interviews and analysis of the TPRs, USDOL would like to be updated on the status of the project in between reporting periods, especially on problems and challenges that affect implementation of key activities and achievement of outputs.

The ILO appreciates the adaptability of the “output based budget” as well as the flexibility to adapt activities to the contexts of the different countries. However, ILO-IPEC expressed concern that USDOL is sometimes inflexible and takes too long to approve project revisions. They would like USDOL to provide greater input, be more flexible, and be quicker to review and approve project revisions and adjustments.

3.5.6. Collaboration with External Stakeholders

According to the information obtained through interviews, participation and coordination with national partners is satisfactory. The ILO maintains excellent relations with governments, employers’ organizations, workers’ organizations, and NGOs in all countries. The evaluator confirmed this during interviews conducted with project partners in Togo.

The GAP 11 project frequently receives support from social partners. For example, the ILO offices in Togo and Ukraine are housed in the labor ministry’s offices. Regarding implementation, the project advisors commented that they were generally satisfied with implementing partners, although in some cases, especially in Africa, institutional and technical capacities are low and project advisors have to intensely invest time and effort in mentoring partners and national consultants.

3.5.7. Collaboration with other ILO and Labor Projects

At various points, GAP 11 has been able to link to other ILO-IPEC projects and resources, USDOL-funded projects, UN Agencies, World Bank, Global March Against Child Labor, and projects funded by other donors (Spanish Cooperation in Vietnam; Brazilian Cooperation in Ecuador). Specific examples of synergies realized through collaboration with other projects include the following:

- **Burkina Faso:** Global Action Program on Child Labor Issues 2009 (GAP 09) and the Reducing Child Labor through Education and Services Project
- **Ethiopia:** World Vision
- **Rwanda:** Global Action Program on Child Labor Issues 2008 (GAP 08) and Winrock
- **Philippines:** Towards a Child Labor-Free Philippines Project (PHI/09/50/USA)
- **Lao PDR:** Global Action Program on Child Labor Issues 2009 (GAP 09)
- **South Sudan:** EU-funded Tackling Child Labor through Education Project (TACKLE) project
- **Liberia:** Global Action Program on Child Labor Issues 2008 (GAP 08)

- **Indonesia:** Decent Work for Domestic Workers to End Child Domestic Work Project (PROMOTE- a Dutch-funded education project)
- **Sierra Leone:** EU-funded TACKLE project
- **Comoros:** GAP 09
- **Mali:** Dutch-funded education project

3.5.8. Results and Efficient Delivery

ILO-IPEC has demonstrated flexibility where possible, which has allowed for necessary adjustments of project activities to the individual national contexts, in line with the project objectives and expected outcomes. The evaluator found that project activities, in general, are being executed in a timely manner and project implementation is on track to achieve the anticipated outputs in the majority of the countries. However, as discussed previously, project activities have been delayed or stalled in some countries. Overall, the evaluator found that the project is being managed and coordinated in an efficient and satisfactory manner.

3.6. IMPACT ORIENTATION AND SUSTAINABILITY

Impact orientation and sustainability refers to the strategic orientation of the project towards making a significant contribution to broader and long-term sustainable development changes. Sustainability refers to the likelihood that the results of the interventions can be maintained or even scaled up and replicated by intervention partners after major assistance has been completed.

The TOR asks the evaluator to address several questions related to the kind and extent of impact and sustainability that might be expected and the usefulness of the research findings and policy recommendations. The TOR also includes questions about the relevance of the on-going efforts to build the knowledge base and influence specific policy initiatives and the extent to which the research and policy recommendations are linked to national policies and their influence on national agendas.

It was difficult for the evaluator to accurately answer these questions for several reasons including the wide scope of the project and the varied national contexts and enabling environments in which the project operates. In addition, the evaluation scope only included five days of fieldwork in Togo. The lack of outcome indicators and the timing of the interim evaluation are other limitations that make it difficult for the evaluator to fully answer the evaluation questions related to sustainability and impacts.

3.6.1. Assessment of Project Sustainability

3.6.1.1. General Considerations

The likelihood of sustaining the results positively correlates to the involvement of constituents at planning and implementation levels, as their participation builds greater understanding of the projects' approach, strengths and limitations, and enhances ownership of the results. In addition, the projects' timeframe is an important factor in sustainability. Increasing the capacities of countries to develop policies (especially those where child and forced labor issues have been addressed recently), implement monitoring and enforcement systems, and put in place enabling environments, is a long process whose results and impacts cannot be assessed in the short-term.

The project has not developed a sustainability plan or exit strategy that describes precisely what interventions and outputs will be sustained, who will sustain them, and how they will be sustained. Considering the nature of the project and diversity of countries and activities, such a strategy would have to be tailored to each country's individual context, which is complicated. The child and forced labor situation varies greatly from country to country. Furthermore, the pace of implementation as well as the achievement of outputs has varied considerably among the countries.

The nature and depth of the support to national partners has varied among the different target countries. In some countries, the project provided technical assistance and funding to advance and intensify existing work on child and forced labor. In other countries, GAP 11 had to create the basic conditions, both in terms of capacities and funding, for the countries to start addressing child and forced labor issues.

In Indonesia, for example, ILO-IPEC had accumulated substantial experience working on child labor issues before the start of the project. ILO-IPEC had developed a longstanding positive relationship with the Indonesian government as well as a strong commitment to eliminate child labor by the national tripartite partners. In 2001, the Government of Indonesia established a National Action Committee on the Elimination of Worst Forms of Child Labor that developed the NAP for the Elimination of the Worst Forms of Child Labor. ILO-IPEC, with funding from USDOL, has provided substantial support to the implementation of the NAP.

A similar conducive environment exists in the Dominican Republic where a national steering committee was created in 1997. The committee developed a NAP that was approved in 2006. However, the project has had to invest significant time and effort laying the groundwork in countries that have had minimal experience such as South Sudan and Timor-Leste. In some countries such as Ecuador, there has been long-standing experience in child labor, while forced labor is a relevant but comparatively unaddressed issue.

In general, the project has taken important steps to achieve sustainability. These include adapting activities to national contexts, developing close relationships with national actors and involving them in project activities, and strengthening national institutions. The project has also established complementariness and synergies with other child labor projects and initiatives that help contribute to sustainability.

Nevertheless, it remains to be seen whether the support provided by the GAP 11 project to the national stakeholders will result in the use of the project's outputs after the project ends. The implementation of legal and regulatory frameworks and NAPs as well as mainstreaming child labor and forced labor into development policies will depend on the level of capacities created at the national level by the end of the project as well as the availability of funding and the political will to address child and forced labor issues.

3.6.1.2. Sustainability of Project Results

Sustainability of project results is based largely on the availability of an institutional framework and the capacities created in the countries to apply and implement child and forced labor NAPs and policies. GAP 11 interventions have concentrated mainly on raising awareness, analyzing child and forced labor policies and regulatory frameworks, and building partnerships with national stakeholders. To a certain extent, the project focused on addressing gaps in social services for child domestic workers. The project

has also invested time and resources in building strong relationships with tripartite stakeholders, involving them in the formulation of NAPs and other research activities, and building their capacities. These important actions should contribute to sustainability.

The findings suggest that while GAP 11 has made satisfactory progress in laying the groundwork for sustaining results, the minimum necessary conditions for their sustainability have not yet been established. Governments will be required to prepare institutional plans and budgets to support sustainability. The ILO can contribute to this with further technical and financial support. On the other hand, sustaining GAP 11 results in some countries will prove difficult given the absence of an enabling environment. This is the case in South Sudan, Gabon, Malaysia, and Jordan. Sustaining results might also be challenging due to political uncertainties in other countries such as D.R. of Congo and Ukraine.

3.6.2. Assessment of Project Impact

For the reasons mentioned above, the evaluation could not determine project impact. The evaluator examined the progress the project has made in using capacity building and strategic policy development, research and statistics, and, advocacy to increase the capacity of target countries to address child and forced labor issues.

3.6.2.1. Capacity Building and Strategic Policy Development

In regard to capacity building and strategic policy development, the project is assisting national governments in identifying and addressing gaps in legal frameworks relating to child and forced labor. Studies and legal reviews and policy recommendations supported by the project provide national stakeholders the tools with which to influence key decision-makers, including labor ministries, other line ministries, donors, and development practitioners. It also contributes to strengthening ILO constituents' abilities to influence changes in their countries and provides an authoritative platform from which to influence child and forced labor policies and practices.

The evaluator believes that the project might have influenced the ratification of Convention No. 138 and No. 182 in **South Sudan** and initiated the process of ratification of Convention No. 189 in **Togo** and **Ecuador**. In the long term, the evaluator thinks that ratifications have significant potential to improve the legal and regulatory framework.

Since the project recognizes that improved legal and regulatory framework by themselves are insufficient to ensure that vulnerable children and adults are protected, it supports national agencies to more effectively enforce child labor and forced labor laws and regulations and to enhance a culture of compliance in the target countries. This approach offers potential to support labor inspectorates and mobilize other relevant stakeholders to work together to prevent and remediate child labor.

In the **Philippines**, the project funded the training of multi-disciplinary child labor rescue teams from the four provinces where the project, "Towards a Child-Labor-Free Philippines: Building on Past Gains and Addressing Challenges" is being implemented. The rescue teams are referred to as the "*Sagip Batang Manggagawa*" Quick Action Teams (SBM-QAT). The training aimed to improve the capacity of SBM-QAT in ILO-IPEC pilot areas to rescue child workers and strengthen child labor laws at the local level. According to the information provided by the project, all four provinces developed provincial plans for SBM-QAT implementation after the training.

In Togo, the GAP 11 developed a manual that allowed for the inclusion of modules on child labor in the national training curriculum of labor inspectors. Similar modules have also been developed for the police, magistrates, and social workers. The project is also supporting the mainstreaming of these into the national training curriculum, ensuring that they will be used and carried on after the end of the project.

The project also promotes the participatory formulation of NAPs, which include elements of an integrated policy approach. In countries like **Azerbaijan, Comoros, and the D.R. of Congo**, governments adopted a NAP and have requested support from GAP 11 to implement them. In other countries such as **Cameroon, Ethiopia, and Liberia**, NAPs were drafted and technical assistance activities to support national partners in NAP implementation are planned for 2014. Formulating and adopting NAPs can create lasting national capacity changes, including innovative approaches to national child and forced labor policies; special policy attention to vulnerable groups; and coordinated action among different line ministries, social partners, and head institutions in the field of economic policy.

3.6.2.2. Research and Statistics

GAP 11 supports several initiatives to improve information and statistics on child labor and forced labor and to apply this improved knowledge base in policy design. It forms part of the wider ILO strategy of using statistical information and policy analysis to guide scaled-up and accelerated action against child and forced labor. Developing new methodologies and promoting statistically reliable methodologies to measure child labor and assisting target countries to collect and analyze data is essential to improving the knowledge base for policy design.

Since the majority of activities under Component 2 (research) are ongoing, the evaluator is unable to provide examples of results generated by these activities. Nevertheless, a GAP 11 senior advisor informed the evaluator that preliminary research findings on cash transfer programs suggest that cash transfers increase household income-generating activities, which can increase child labor. If this hypothesis is confirmed, it could have a significant impact in reshaping huge national social protection programs, based on cash transfers, such as “Bolsa Familia” in Brazil.

3.6.2.3. Awareness Raising and Advocacy

The project supports awareness raising and advocacy actions at the international and national levels that, according to ILO-IPEC, contribute to efforts to place child labor on the agendas of international and national conferences and seminars. Interviews with key stakeholders in **Togo** pointed out that the various initiatives developed in the last few years to combat child labor, especially awareness raising campaigns, along with national efforts to universalize basic education, have resulted in a significant reduction of child labor in domestic work.

3.6.2.4. Impact on National Policies and Agendas

Primary and secondary evidence gathered by the evaluator suggests that GAP 11 is making important contributions to creating favorable environments to influence national policies and agendas in those countries where a favorable “enabling environment” is present. For example, the evaluator found that the project has influenced and promoted the inclusion of child labor issues in Togo’s *National Strategy for Youth Employment* and *National Action Plan of Social Protection*. In addition, according to ILO-IPEC,

the project influenced the Government of **Paraguay** to request assistance from the ILO to develop a program to address forced labor among indigenous populations.

IV LESSONS LEARNED AND CONCLUSIONS

4.1. LESSONS LEARNED

During interviews with the ILO-IPEC staff and other key stakeholders, the evaluator discussed lessons learned thus far in the life of the project. The following lessons emerged as the most significant.

- The geographic scope of the project is too wide, making it difficult to plan and execute activities. Such a broad geographic scope also hinders the monitoring of the expected outcomes and the analysis of impacts. It also prevents the concentration of resources (staff, budget) in countries where more extensive actions are required.
- Availability of staff is key to project performance. Project implementation has been more effective in countries where IPEC has strong country programs (i.e. Indonesia) or where designated GAP project personnel or focal points are available (i.e. Togo). Effective project implementation has been more difficult in countries where the project does not have available staff (i.e. Papua New Guinea, Namibia).
- Some factors have proven to be crucial in creating an enabling environment for the successful implementation of the GAP project. These factors include the social and political context; the political commitment to fight against child labor/forced labor; the national stakeholders' motivation and engagement; and national capacities.
- Flexibility to adapt the budget and the activities is essential to address the actual needs in countries. In this sense, the "output-based budget" and the possibility to adapt activities to concrete contexts has been a key asset to project implementation. On the other hand, changes that are more significant require a project revision, which is a long and difficult process that can take up to a year. This makes it difficult to adapt the original project concept to local situations and needs.
- The enabling environment is challenging in some countries. Activities in some countries are stalled due to lack of political commitment. In others, low capacity of the labor ministries is hindering the execution of some activities. The security situation in other countries prevented the project from beginning activities.
- The child labor and forced labor situation varies substantially among countries. Prior experience addressing child labor and forced labor, national structures, legislation, and previous projects varies considerably from country to country. Accordingly, the pace of implementation, the outputs produced, and the probability of achieving the project's objectives can differ greatly from country to country.
- The ILO and UCW are uniquely qualified to develop "global" projects because they have substantial experience and technical capacities in the area of child labor and forced labor; possess extensive knowledge of the needs and support required by countries; and maintain excellent relations with ILO constituents (e.g. governments, trade unions, employers' organizations, and civil society organizations). The support provided by ILO national structures, labor ministries, ILO departments and experts, and ILO regional and sub-regional offices have proved to be an essential element to successful project implementation.

- Building on existing ILO experiences and programs and collaborating and coordinating with them have proven essential to successful implementation. This type of collaboration and coordination is key to enhancing impact and making GAP models viable.
- GAP 11 is providing an excellent opportunity to explore how child labor and forced labor can be addressed jointly, which, in the current ILO restructuring process, is highly important. However, child labor and forced labor might be a delicate issue to address in some countries, especially when linked to specific goods with trade implications.

4.2. CONCLUSIONS

The following conclusions represent what the evaluator has “concluded” from the analysis of the findings and are organized according to the six evaluation sections: relevance; validity and project design; progress and effectiveness; efficiency and cost-effectiveness; project management; and impact orientation and sustainability.

4.2.1. RELEVANCE

- The USDOL SGA 11-02 defined the project focus, objectives, expected outcomes, and the major program components. The selection of 31 of the 41 countries that were specified in the SGA is based on the USDOL document, *Findings on the Worst Forms of Child Labor*. ILO proposed the remaining 10 countries based on a set of selection criteria.
- Although the process of choosing proposed actions under the project, and the country selections themselves, were not fully participatory, the project is generally addressing the needs of the target countries in relation to the global child labor agenda. The project did, however, conduct needs assessments and define intervention strategies in each country after the project was awarded. The needs assessments linked the project outputs and outcomes to national plans and strategies.
- The project continues to be relevant and the needs of key stakeholders do not seem to have substantially changed since the beginning of the project. However, some national contexts have changed significantly since the beginning of the project. These include conflicts and insecurity in South Sudan and Mali. In other countries, such as Malaysia and Gabon, level of ownership and commitment is limited.
- The project might not have targeted the correct countries. For example, forced labor in Ethiopia is linked to trafficking in the Middle East. In Panama, law forbids domestic work for persons less than 18 years of age. However, ILO-IPEC has adjusted the project’s activities to effectively respond to the specific needs of each country.

4.2.2. VALIDITY AND PROJECT DESIGN

- The main reference document containing the project design is the GAP 11 technical proposal, which is based on the SGA 11-02. The proposal does not include a results framework with indicators and assumptions (although the proposed CMEP outcome matrix defines outcome indicators and could help identify assumptions). However, the USDOL-ILO MPG does not require the project to develop a results framework.

- The project design is logical and coherent. It is organized around expected components and subcomponents that are equivalent to intermediate objectives and outputs. Overall, there are strong causal relationships between the components and subcomponents.
- The project aims to accelerate progress against child labor and forced labor by increasing the capacity of target countries to conduct research on child labor and use the findings to inform policies. Increasing capacity will take longer than the planned life of the project to achieve and measure. In addition, external factors might influence the likelihood of reaching the expected outcomes.
- The project design and strategy are relevant to increasing the capacity of the target countries to address child and forced labor issues. The GAP approach has the potential to influence national policies and programs in those countries where a favorable “enabling environment” exists. However, the challenge for GAP 11 is its wide scope and limited resources compared to traditional country-level child labor projects.
- The project is gathering enormous amounts of data so it can fulfill its obligation to report to USDOL on a six-month basis. These data are used to track activities and outputs. However, the monitoring plan does not have all of the necessary tools and processes in place in order to gather and analyze data to assess progress toward achieving project outcomes and objectives.
- The project has not been able to develop a CMEP as defined in the MPG. However, the GEM project provided technical support to GAP 11 to develop a customized CMEP for GAP 11 that uses outcome matrices. The customized CMEP includes outcome indicators that could be used to measure effect level change and make inferences about impact. If GAP 11 had implemented the customized CMEP, many of the issues surfaced in the evaluation report about the inability to measure effect and impact would have been adequately addressed.
- GAP 11 proposes to focus outcome monitoring in a non-random, purposive sample of four countries. While this approach should improve the project’s monitoring performance, ILO and USDOL should determine a sample of countries that makes the most sense given the limited time left in the project.

4.2.3. PROGRESS AND EFFECTIVENESS

- Progress toward the achievement of the intermediate objectives (outcomes) cannot be assessed because the objectives do not have outcome-level indicators. As noted above, the customized CMEP contains outcome matrices that could be used to measure effect level change and make inferences about impact. However, it has not been implemented.
- The project is on track to achieve most of its outputs. Most of the outputs have been completed or are in the process of being completed and it is likely that most outputs will be achieved on time. The exceptions are Malaysia, South Sudan, Papua New Guinea, and Mali. These countries currently lack the appropriate enabling environment to achieve the planned outputs.

4.2.4. EFFICIENCY AND COST EFFECTIVENESS

- With a relatively limited budget and scarce staff at the country level, the project appears to be efficiently managed. GAP 11 is using its resources efficiently and has generated synergies and complementarities with other ILO programs and projects to maximize project assets.
- GAP 11 has spent 30% of its total budget over a 27-month period that represents 56% of the total project duration. Although it appears that the project is underspending, the expenditure rate is consistent with the project's budget projections.

4.2.5. PROJECT MANAGEMENT

- The project is being managed and coordinated in an efficient and satisfactory manner. The multidisciplinary team helps ensure consistency and synergies between the different components, subcomponents, and with other ILO programs. The high quality of the ILO-IPEC team and responsive technical, administrative, and logistical support from the ILO is contributing to successful implementation.
- The project has established suitable procedures and mechanisms to follow-up and report on implementation and ILO-IPEC appears to have a comprehensive view of progress. However, the project lacks the appropriate tools to analyze and report on outcomes/objectives based on the vast amounts of data it is gathering on activities and outputs.
- Project staffing seems thin, especially at the country level, and the capacity of the GAP 11 focal points to assist the project varies from country to country because they have other responsibilities. Contracts of most GAP 11 staff in the countries will expire by the middle of 2014.
- Collaboration and communication with project partners and external stakeholders is effective. However, communication between GAP 11 and the USDOL is not optimal. USDOL would like to be updated on the status of the project more often while the ILO would like USDOL to be more flexible and quicker to review, provide input, and approve project revisions and adjustments.
- The project collaborates effectively with several labor projects in various countries, creating highly effective levels of synergy.

4.2.6. IMPACT ORIENTATION AND SUSTAINABILITY

- The interim evaluation was unable to answer several questions related to sustainability and impact due to limitations. The limitations include the enormous scope of the project, diverse operating and enabling environments in target countries, and the lack of outcome indicators. The scope of the evaluation, which only included fieldwork in one country, is an important limiting factor.
- The project document does not include a sustainability plan or exit strategy that specifies what will be sustained, who is expected to sustain it, and where the required resources will come from.
- Even though the project has enhanced national capacities, it is unclear whether this effort will be sufficient to sustain outputs and outcomes in some countries. Further capacity building will be needed

after GAP 11 project completion to ensure progress towards building national capacities and to use a research agenda to address child labor and forced labor.

- The main constraints to sustainability are insufficient national capacities, resources, and an absence of an effective enabling environment. The sustainability of GAP 11 results will depend on national budget allocations, especially in those countries where financial and human resources are scarce. In these countries, additional external financial support will be necessary.
- GAP 11 is making important contributions to creating favorable environments to generate impacts that can increase the capacity to address child and forced labor issues in those countries where a favorable “enabling environment” is present.

V RECOMMENDATIONS

The following recommendations are based on the findings and flow from lessons learned and the conclusions. They are intended to serve two primary purposes. First, to inform the design and implementation of future USDOL funded labor projects, especially those that have child and/or forced labor components. The second purpose is to help the GAP 11 make adjustments that can increase the effectiveness of the project. The recommendations might also be useful to ILO if it intends to continue implementing GAP projects with other donor funds or develop similar projects.

5.1. PROJECT DESIGN

In future GAP project designs, USDOL should incorporate participatory consultations with national key stakeholders. After the cooperative agreement is awarded, as USDOL does not have the number of staff and capability to conduct extensive national consultations during the design phase, it would be the responsibility of the grantee to conduct national consultations that incorporate feedback in the interventions". Furthermore, the geographical scope should be limited and include a reduced number of "core countries" to focus intensive interventions.

5.2. COMPREHENSIVE MONITORING AND EVALUATION PLAN

GAP 11 and USDOL should finalize and agree on developing a modified CMEP for the project as soon as possible. The CMEP will help ensure that GAP 11 has a suitable monitoring plan for the remaining life of the project. GAP 11 and USDOL should consider the following steps:

- GAP 11 and USDOL should agree on the sample of countries where outcome monitoring will be conducted.
- After the sample of countries has been selected, GAP 11 should prepare outcome sheets for the outcomes and countries selected.
- GAP 11 should define and assign outcome-monitoring responsibilities within the project management team.
- GAP 11 should develop initial drafts for country-level theories of change for the selected countries.
- Once drafted, GAP 11 should finalize and verify the country-level theories of change.
- GAP 11 should next revise the templates for aggregate outcome sheets and revise the user guides.
- USDOL should review and provide comments on the theories of changes and outcome sheets.
- Once USDOL is satisfied with these products, it should approve the modified CMEP.

5.3. COMMUNICATION AND COORDINATION

USDOL and GAP 11 should take full advantage of the agreement that stipulates that there will be a videoconference between TPR submissions, as a less burdensome and potentially more effective approach than to require quarterly TPR reporting. This will strengthen communication and ensure that the donor has timely information that can be used to support the project, advocate for USDOL's engagement in GAP 11, and facilitate project adjustments and eventual revisions.

5.4. ADJUSTMENTS IN COUNTRIES AND OUTPUTS

GAP 11, in consultation with USDOL, should make the following adjustment:

- If activities do not begin by April 2014 in Mali, and if current commitments with national tripartite stakeholders do not advise against it, the country should be removed from the list of targeted countries and the resources relocated to other country components.
- If security conditions allow and ILO-IPEC finds it relevant, mainstreaming child labor issues in conflict zones and humanitarian action should be considered for South Sudan. USDOL believes mainstreaming child labor in conflict zones is relevant and is considering this option.
- If activities for the Malaysia palm oil survey do not begin by April 2014, an alternative study should be selected. ILO proposes to proceed with a survey of Indonesian workers who have recently returned from working in the palm oil industry in Malaysia. According to ILO-IPEC, preliminary scoping research has shown that Indonesian workers comprise a large share of the palm oil workers in Malaysia.
- If activities for the Bangladesh study on child labor and forced labor in the garment industry do not begin by April 2014, alternative studies should be selected.

5.5. SUSTAINABILITY PLANS

GAP 11 should develop sustainability plans for each of the target countries. The plans should take into account the countries' needs and the results achieved thus far. The plan should also consider the optimal combination of outputs to produce outcomes and the status of the "enabling environment" including country capacities, available resources, ownership, and political commitment.

The plan should describe what is to be sustained once the project ends. This might include effects such as behavior changes, specific interventions, or systems or procedures that were developed and established. The plans should specify who is responsible for sustaining the effects, interventions, or systems. The sustainability plan should also explain where the resources would come from to ensure sustainability.

5.6. FINAL EVALUATION

The TOR asks the evaluator to recommend questions for the final evaluation. The following questions, which are based on interviews with project managers and stakeholders, should be considered for the final evaluation.

- What were the different strategies/approaches to increase the capacity of target countries to address child and forced labor issues?
- What strategies and approaches worked well, not so well, and why or why not?
- What is the optimal combination of outputs that lead to outcomes?
- Was the sectoral approach (child labor plus forced labor) relevant and effective?
- What are the factors that contributed to creating an "enabling environment" for GAP 11?
- What was the degree of influence of the different external factors in achieving the outcomes?

- To what extent did GAP 11 adapt its work in a timely and continuous manner in response to the changing social, political and economic environment?
- Did GAP 11 have the right partners and the right mixes of expertise in providing technical support?
- How effective were the interventions at mainstreaming child labor and forced labor into legislation, policies, and development plans?
- How efficient was the advocacy/communication strategy at framing child labor and forced labor and targeting key decision makers?
- How effective was GAP 11 in relation to stakeholder participation and capacity development?
- To what extent are the project's products including research, training, and information resources, used by the various stakeholders?
- To what extent has the project's normative work achieved the intended outcomes in legislation, enforcement, and policy coordination?
- Are there sufficient resources and political will to enforce improved legislation?
- To what extent are the mechanisms used for tripartite and inter-governmental dialogue and cooperation efficient?
- To what extent has innovative research and monitoring systems guided policy development and program design?
- Are national capacities developed adequately to ensure that national stakeholders will take over and sustain the project's outcomes?
- To what extent has the project strengthened protections to children in domestic work?
- To what extent did national stakeholders participate in the project's design and implementation?
- Do local stakeholders regard the project as their own and are they committed to advancing the project's objectives and outcomes?
- What would be the next steps to advance the project's objectives and outcomes?
- What value has the ILO-IPEC/UCW added?

The scope of the final evaluation should be expanded to include more country visits and interviews with key stakeholders. The corresponding level of effort should be increased to accommodate more country visits as well as desk research and some sort of email questionnaire for project staff and stakeholders in countries where fieldwork is not performed.

ANNEXES

ANNEX A: TERMS OF REFERENCE

AN EXTERNAL INTERIM EVALUATION OF THE GLOBAL ACTION PROGRAM ON CHILD LABOR ISSUES

The U.S. Department of Labor (USDOL) has retained O'Brien & Associates, Inc. to undertake an external interim evaluation of the Global Action Program on Child Labor Issues (GAP). GAP is a four-year, \$15.9 million project that is funded by USDOL and implemented by the International Labor Organization (ILO). This evaluation is intended as a formative evaluation that will allow the project to address challenges encountered and take mid-course corrective actions before the project is scheduled to end in 2015.

The following Terms of Reference (TOR) serves as the framework and guidelines for the evaluation. It is organized according to the following sections.

1. Background of the Project
2. Purpose, Scope, and Audience of Evaluation
3. Evaluation Questions
4. Evaluation Management and Support
5. Roles and Responsibilities
6. Evaluation Methodology
7. Evaluation Milestones and Timeline
8. Deliverables and Deliverable Schedule
9. Evaluation Report

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 internationally. This funding has been used to support technical cooperation projects to combat exploitive child labor in more than 91 countries around the world. The majority of these projects provide direct services to children and families to decrease the prevalence of child labor. These projects often target specific sectors of child labor and geographical areas. USDOL also funds separate research and capacity projects to build the knowledge base on child labor as well as the capacity of governments to address the issue. The primary approach of USDOL-funded projects that provide direct beneficiary interventions is to decrease the prevalence of exploitive child labor through increased access to education, improved livelihoods of vulnerable families, raised awareness of the dangers of child labor and benefits of education, and increased institutional capacity to address the issue.

In FY2010, Congress provided new authority to the USDOL Bureau of International Labor Affairs (ILAB) to expand activities related to income generating activities, including microfinance, to help projects expand income generation and address poverty more effectively. The funds available to ILAB may be used to

administer or operate international labor activities, bilateral and multilateral technical assistance, and microfinance programs, by or through contracts, grants, sub grants and other arrangements.

Background of the Project

GAP aims to accelerate progress against child labor and forced labor by increasing the capacity of target countries to address constraints identified in the *Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016* as well as in reports from USDOL and ILO. The first constraint is a lack of adequate laws and regulations dealing with child labor and forced labor, and of accompanying mechanisms for effectively monitoring and enforcing their implementation. The second are gaps in statistics and knowledge relating to the intervention areas. The third refers to inadequate policies and plans needed as frameworks for responding to child labor and forced labor in a comprehensive and sustainable manner.

The project consists of three components. These include capacity building and strategic policy development; research and statistics; and protection of child domestic workers. The first component aims to identify and address legal and policy gaps in the areas of child labor and forced labor and strengthen monitoring and enforcement mechanisms. It also supports national action plans and promotes mainstreaming child and forced labor concerns into broader sectoral policies. The second component is focused on improving and using information and statistics on child labor and forced labor in their various dimensions to drive policies. The third component intends to strengthen protections for child domestic workers through awareness raising and advocacy, legal and regulatory reforms and promoting good policy practices.

The project implements the specific interventions of these three components in 41 countries. The countries selected to maximize synergies and economies of scale across the different elements of the overall project with a special emphasis on the ILO's focus on Africa. Other selection criteria include specific requests for technical assistance and expression from countries, ensuring diversity and representation across regions, IPEC operational presence and success, and existence of local capacity to deliver.

The goal of the project is to **increase the capacity of target countries to address child and forced labor issues**. The expected outcomes of the project are as follows:

Outcome 1: Improved legislation, enforcement and policy coordination on child labor and forced labor as well as national capacity to implement policy initiatives to increase access to quality education and sustainable livelihoods for vulnerable populations.

Outcome 2: Innovative research and monitoring systems to guide policy development and program design.

Outcome 3: Strengthened protections to children in domestic work.

Purpose, Focus, and Audience of Evaluation

OCFT-funded projects are subject to external interim and final evaluations. The interim evaluation of the GAP project is due at this time.

The overall **purpose** of this interim evaluation is to assess program design, review the progress made toward the achievement of the outcomes of the project, and identify lessons learned from its program strategy and its key services implemented to date. The evaluation will investigate how well the project team is managing project activities and whether it has in place the tools necessary to ensure achievement of the outputs and objectives. The evaluation will also assess whether small-scale interventions across many countries is effective in combating child labor and forced labor at the policy level. The evaluation will also provide recommendations for enhancing achievements of project objectives and addressing limitations in order to improve the project's ability to achieve results within its period of performance.

The evaluation will **focus** data collection primarily on selected project documents and reports and interviews with key project personnel in Geneva and project implementation staff in Togo and Ecuador. The project will be evaluated through the lens of a diverse range of stakeholders that participate in and are intended to benefit from the project's interventions.

The primary **audience** of the evaluation is USDOL. The intention is to use the evaluation report to determine the strengths and weaknesses of the project design and implementation and assess its possible use as model address child labor and forced labor issues around the world. USDOL will use the evaluation to foster dialogue with stakeholders, including the ILO.

Evaluation Questions

To serve these purposes, this external interim evaluation will focus on the validity of the project's design, the relevance of the project's services to the target groups' needs, the project's efficiency and effectiveness, the impact of the results, and the potential for sustainability. These criteria are explained in detail below by addressing their associated questions.

Additional questions may also be analyzed as determined by the stakeholders and evaluator before the fieldwork begins. The evaluator may also identify further points of importance during the mission that may be included in the analysis as appropriate.

Relevance

1. To what extent are the project's intermediate objectives consistent with the needs of key stakeholders? Have the needs of these stakeholders changed since the beginning of the project in a way that affects the relevance of the program?
2. To what extent are outputs and outcomes of the project linked to national plans, strategies, or other forms of theory of changes?
3. How does the project link with the global child labor research agenda and focus?

Validity and Project Design

4. To what extent was the project's design logical and coherent? Were the objectives/outcomes, targets and timing realistically set? How appropriate and useful are the indicators described in the project document in assessing the project's progress?
5. Is the project design the most appropriate given the GAP11 global strategy (as compared to more traditional child labor projects that are implemented in specific countries)?
6. Is the project's monitoring plan practical, useful, and sufficient for measuring progress toward achieving project objectives? How is the gathered data used? How could it be used better?
7. What improvements to project monitoring can be made for the remainder of the project

performance period to ensure that the project generates evidence for project outputs and outcomes?

8. How has the project used the past and current research and policy focus and activities of ILO, including DWCP context? How has the project incorporated the ILO tripartite approach and presence in the target countries? How have gender concerns been addressed by the project?
9. What would be some of the evaluation questions that could be addressed in the final evaluation of this project?

Project Progress and Effectiveness

10. Is the project on track to meet its objectives? If not, which specific areas of the project are lagging, and what are the causes? How can the project get back on target?
11. What common challenges, if any, has the project faced (across the project or within a component or subcomponent) in implementing the activities? What steps can be taken to meet and overcome these challenges?
12. What evidence is available regarding the effectiveness of the GAP11 approach of (mostly small-scale capacity-building or research activities in a large number of countries) in influencing national policies and programs to combat child labor and/or forced labor?
13. What is the status of the CMEP? How has the CMEP process helped or hindered implementation, management, and oversight of the project? Is the project tracking outputs and outcomes effectively?

Efficiency

14. Have resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve outcomes?
15. Have resources been used efficiently? Could the same results have been achieved with fewer resources?

Effectiveness of Project Management

16. Is the project adequately staffed given its complex and global nature? Do the key personnel in Geneva and Rome have the scope, space, and resources to sufficiently engage with the target countries to accomplish the project's objectives? If not, what could be done to improve the situation?
17. Does the current project governance and management facilitate good results and efficient delivery?
18. Does the project receive adequate political, technical and administrative support from its national partners? Do implementing partners provide for effective project implementation?
19. How has the project benefitted from collaboration with other ILO projects such as IPEC and TACKLE and USDOL funded projects?
20. To what extent has members of the customized research and policy approach served the project and helped further the process of documenting and monitoring the research and policy outputs? Is this a promising approach that should be pursued?
21. To what extent is coordination among individuals within and across components of the project occurring?

Impact Orientation and Sustainability

22. Considering the nature of the project and diversity of countries and activities, what kind of impact and sustainability might be expected? Are there certain outputs where impact and/or sustainability may be expected to be greater than others?
23. Are the project results sustainable at relevant levels (local, national, and global)? What steps can be taken to increase their sustainability? Do the national and local partners believe that the

results, such as the research findings and policy recommendations, are useful? How do they intend to use the results?

24. Are the project outputs relevant to the on-going efforts to build the knowledge base and influence specific policy initiatives at the global, regional, national, and local levels? Are research and policy recommendations linked to national policies? Have they influenced national agendas?

Evaluation Management and Support

O'Brien and Associates International has contracted Rafael Muñoz Sevilla to conduct this evaluation. Rafael is a senior evaluation consultant that specializes in child labor issues. He has substantial experience working with ILO-IPEC and UNICEF child protection programs in Latin America and Africa as a staff member as well as a consultant where he has been involved in a range of child labor areas including research and capacity building. Over the past 10 years, he has conducted 35 program evaluations of which 18 were in the Africa region, including two in Togo. In Togo, Rafael conducted evaluations of projects that focused on vocational education capacity building and training. The project aimed to enroll child laborers and other vulnerable children in formal and non-formal education programs and facilitate older children's access to decent jobs.

O'Brien and Associates will provide logistical, and administrative support to the evaluator, including travel arrangements and all materials needed to provide the deliverables specified in the Terms of Reference. O'Brien and Associates International will also be responsible for providing technical oversight necessary to ensure consistency of methods and technical standards.

Roles and Responsibilities

The Evaluator is responsible for conducting the evaluation according to the terms of reference (TOR). He will:

- Finalize and submit the TOR
- Review project background documents
- Review the evaluation questions and refine the questions, as necessary
- Develop and implement an evaluation methodology (i.e., surveys, conduct interviews, review documents) to answer the evaluation questions, including a detailed discussion of constraints generated by the retrospective nature of this evaluation methodology and data collection and how those constraints could be avoided in future projects
- Conduct planning meetings/calls, as necessary, with USDOL and ILO
- Decide composition of field visit interviews to ensure objectivity of the evaluation
- Present verbally preliminary findings to project field staff and other stakeholders as determined in consultation with USDOL and the ILO
- Prepare an initial drafts (48 hour and 2 week reviews) of the evaluation report and share with USDOL and ILO
- Prepare and submit final report

USDOL is responsible for:

- Reviewing and providing input to the TOR
- Providing project background documents to the evaluator (responsibility is shared with ILO)
- Obtaining country clearance

- Briefing ILO on evaluation to ensure coordination and preparation for evaluator
- Reviewing and providing comments of the draft evaluation reports
- Approving the final draft of the evaluation report
- Participating in the post-trip debriefing

ILO is responsible for:

- Reviewing and providing input to the TOR
- Providing project background materials to the evaluator
- Preparing a list of recommended interviewees
- Scheduling meetings for field visit and coordinating all logistical arrangements
- Reviewing and providing comments on the draft evaluation reports
- Participating in the post-fieldwork stakeholder debrief to review and discuss preliminary findings
- Organizing and participating in the stakeholder debrief

Evaluation Methodology

Performance shall be assessed in terms of six criteria: relevance and strategic fit; validity of project design; project progress and effectiveness; efficiency of resource use; impact orientation and sustainability of the project; and effectiveness of management arrangements.

The evaluation shall draw on six methods: 1) review of documents, 2) review of operating and financial data, 3) face-to-face and telephone interviews with key informants, 4) field visits, 5) a stakeholder debriefs in Geneva and Lome, and 6) a post-trip conference calls.

Document Review: The evaluator will review the following documents before conducting any interviews or trips in the region.

- The project document
- Cooperative agreement
- Technical progress reports and comments
- Reports on specific project activities
- Training materials
- Trip reports, field visits, meetings, needs assessments and other reports
- Strategic framework, performance monitoring plan, and the CMEP including performance indicators
- Work plans
- Any other relevant documents
- Review of operating and financial data

Interviews with key informants: Interviews are to be conducted with key program stakeholders (by phone or in-person) including (but not limited to):

- USDOL project management team
- ILO GAP director and team located in Geneva and Rome
- ILO GAP implementation team and stakeholders located in Togo and Ecuador (by telephone)
- US Embassy labor officer in Togo
- Other donor representatives who have been involved with the project

- Other stakeholders

Fieldwork in Geneva and Togo: The evaluator should meet and interview the GAP project director and his team in Geneva and with the ILO GAP implementation team in Togo. The evaluator should also plan to meet and interview a wide range of project stakeholders in Togo. The evaluator will base his evaluation primarily on information obtained through these field visits and interviews. The evaluator should note how key informants were selected and how the selection may influence findings.

The exact itinerary will be determined by the evaluator, which may be influenced by availability of interviewees. Meetings will be scheduled in advance of the field visits by the project staff, coordinated by the designated project staff, in accordance with the evaluator's requests and consistent with these terms of reference. *The evaluator will be responsible for making the final decisions on regarding the interview schedule. In addition, the evaluator should conduct interviews with beneficiaries and stakeholders without the participation of any project staff.*

Stakeholder debriefings: Before departure from Geneva and Lome, the evaluator will conduct debriefing meetings with project staff and key stakeholders to present and discuss initial findings.

Post Trip Debriefings: Upon return from Togo, the evaluator will provide a post-trip debrief by phone to relevant USDOL and ILO staff to share initial findings and seek any clarifying guidance needed to prepare the report. Upon completion of the report, the evaluator will provide a debriefing to relevant USDOL and ILO on the evaluation findings, conclusions, and recommendations, as well as the evaluation process. In discussing the evaluation process, the evaluator will clearly describe the constraints generated by the retrospective nature of this evaluation methodology and data collection and how those constraints could be avoided in future projects.

Ethical Considerations: The evaluator 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.

Limitations: The scope of the evaluation specifies two weeks of fieldwork, which is only enough time to travel to Geneva to interview the GAP project team; travel to Togo to interview the GAP implementation team and stakeholders; and conduct an extensive telephone interview with one GAP country team. The evaluator will not have enough time to visit other project sites or undertake other data collection activities such as surveys. As a result, the evaluator will not be able to consider all sites when formulating the findings.

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 and the ability of the latter to triangulate this information.

Furthermore, the ability of the evaluator to determine efficiency will be limited by the amount of financial data available. A cost-efficiency analysis is not included because it would require impact data, which is not available.

Evaluation Milestones and Timeline

Activity	Date	Products/Comments
Prepare and submit TOR	January 10	Draft TOR
Doc reviews, methodology, data collection instruments	January 13-17	Final evaluation questions Methodology section Instruments
USDOL ILO pre-trip calls	January 16	
Fieldwork Geneva including debrief meeting	January 20-23	Debrief presentation
Fieldwork Lome including debrief meeting	January 27-31	Debrief presentation
USDOL and ILO debrief calls	February 5	Debrief notes
Analysis and report writing	February 3-14	
Send first draft report for 48 hour review	February 17	Draft Report 1
Revise and send second draft report for 2 week review	February 20*	Draft Report 2
Finalize and send final report	March 14*	Final Report

* These dates depend on when USDOL and ILO provide comments to evaluator

Deliverables and Deliverable Schedule

- A. Finalized TOR with USDOL and ILO input, January 17, 2014
- B. Method to be used during field visit, including itinerary, January 17, 2014.
- C. Debriefing meetings/presentations; Geneva on January 23 and Lome on January 31, 2014
- D. USDOL and ILO debrief calls, February 5, 2014 (date to be finalized later).
- E. Draft Report 1 to USDOL and ILO February 17, 2014 (48-hour review).
- F. Draft Report 2 to USDOL and ILO by February 20, 2014 (2 week review).
- H. Final Report to USDOL and ILO by March 14, 2014.

Evaluation Report

The evaluator will complete a draft report of the evaluation following the outline below and will share it with the USDOL and the ILO for an initial 48-hour review. Once the evaluator receives comments, he will make the necessary changes and submit a revised report. USDOL and the ILO will have two weeks (ten business days) to provide comments on the revised draft report. The evaluator will produce a re-draft incorporating the USDOL and ILO comments where appropriate, and provide a final version within three days of having received final comments.

The final version of the report will follow the format below (page lengths by section illustrative only) and be no more than 30 pages in length, excluding the annexes:

Report

1. Title page (1)
2. Table of Contents (1)
3. Acronyms (1)
4. Executive Summary (5)
5. Background and Project Description (1-2)
6. Purpose of Evaluation (2)
7. Evaluation Methodology (1)⁹
8. Findings, Conclusions and Lessons Learned, and Recommendations (no more than 20 pages)
9. This section should be organized around the TOR key issues and include findings, conclusions and recommendations for each.

Annexes

1. Terms of reference
2. Strategic framework
3. Project CMEP
4. Project workplan
5. List of meetings and interviews
6. Any other relevant documents

⁹ This section should include a discussion of how future projects of this nature could be implemented to allow for evaluation methods that can more confidently assert causal impacts.

ANNEX B: INTERVIEW GUIDE

General Evaluation Questions

1. Is the project design the most appropriate given the GAP11 global strategy (as compared to more traditional child labor projects that are implemented in specific countries)?
2. How does the project link with the global child labor research agenda and focus?
3. How has the project used the past and current research and policy focus and activities of ILO, including DWCP context? How has the project incorporated the ILO tripartite approach and presence in the target countries? How have gender concerns been addressed by the project?
4. Overall assessment: Is the project on track to meet its objectives?
5. How has the project benefitted from collaboration with other ILO projects such as IPEC and TACKLE and USDOL funded projects?
6. In what areas is the project lagging, and what are the causes? How can the project get back on target?
7. What common challenges, if any, has the project faced (across the project or within a component or subcomponent) in implementing the activities?
8. What steps can be taken to meet and overcome these challenges?
9. What evidence is available regarding the effectiveness of the GAP11 approach of (mostly small-scale capacity-building or research activities in a large number of countries) in influencing national policies and programs to combat child labor and/or forced labor?
10. Describe project governance and management arrangements
11. How management capacities and arrangements put in place support the achievement of results?
12. Describe monitoring arrangements/plan.
13. Is the project monitoring plan practical, useful, and sufficient for measuring progress toward achieving project objectives? How is the gathered data used? How could it be used better?
14. What improvements to project monitoring can be made for the remainder of the project performance period to ensure that the project generates evidence for project outputs and outcomes?
15. How has the CMEP process helped or hindered implementation, management, and oversight of the project? Is the project tracking outputs and outcomes effectively
16. To what extent has members of the customized research and policy approach served the project and helped further the process of documenting and monitoring the research and policy outputs? Is this a promising approach that should be pursued?
17. Is the project adequately staffed?
18. To what extent is coordination among individuals within and across components of the project occurring?
19. Considering the nature of the project and diversity of countries and activities, what kind of impact and sustainability might be expected? Are there certain outputs where impact and/or sustainability may be expected to be greater than others?

20. Are the project results sustainable at relevant levels (local, national, and global)? What steps can be taken to increase their sustainability?
21. Are the project outputs relevant to the on-going efforts to build the knowledge base and influence specific policy initiatives at the global, regional, national, and local levels? Are research and policy recommendations linked to national policies? Have they influenced national agendas?
22. What would be some of the evaluation questions that could be addressed in the final evaluation of this project?

Evaluation questions related to Components/subcomponents

1. To what extent are the project's immediate objectives (EO) consistent with the needs of key stakeholders?
2. Have the needs of these stakeholders changed since the beginning of the project in a way that affects the relevance of the program?
3. Were the objectives/outcomes, targets and timing realistically set?
4. Overall assessment: Is the component/sub-component on track to meet its objectives?
5. In what areas is the Component/sub-component lagging, and what are the causes? How can the project get back on target?
6. What challenges, if any, has the Component/Sub-component faced (across the project or within a component or subcomponent) in implementing the activities?
7. What steps can be taken to meet and overcome these challenges?
8. What kind of impact and sustainability might be expected? Are there certain outputs where impact and/or sustainability may be expected to be greater than others?
9. Are the project results sustainable at relevant levels (local, national, and global)? What steps can be taken to increase their sustainability?
10. Are the project outputs relevant to the on-going efforts to build the knowledge base and influence specific policy initiatives at the global, regional, national, and local levels? Are research and policy recommendations linked to national policies? Have they influenced national agendas?
11. Have resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve outcomes?
12. Have resources been used efficiently? Could the same results have been achieved with fewer resources?
13. Are key personnel in Geneva and Rome sufficiently engaged in activities on-the-ground that are being carried out by ILO regional posts or by contractors, to ensure quality performance? If not, what could be done to improve the situation given limited staff resources?
14. Does the project receive adequate political, technical and administrative support from its national partners?
15. Do implementing partners provide for effective project implementation?
16. Are the project results sustainable at relevant levels (local, national, and global)? What steps can be taken to increase their sustainability?

ANNEX C: LIST OF DOCUMENTS REVIEWED

1. Cooperative Agreement. Global Action Program on Child Labor Issues. ILO-GAP-22509-11-75-K
2. USDOL-ILO 2011 Management Procedures and Guidelines.
3. Technical Proposal. Global Action Program on Child Labor Issues
4. Annex B: Project/programme work plan (objectives, outputs, and activities). Global Action Program on Child Labor Issues.
5. Annex F: Project monitoring plan. Project targets and indicators.
6. TPR Supplement Section III. Performance information and assessment. Section III.A Measurement against project objectives.
7. Bureau of International Labor Affairs. Global Action Program on Child Labor Issues. July 14, 2011. Notice of Availability of Funds and Solicitation for Cooperative Agreement Applications (SGA 11-02).
8. Project Order Authorization Form. Office of Child Labor, Forced Labor & Human Trafficking. Global Action Program on Child Labor Issues IL-22509-11-75-K.
9. Technical Progress Report (TPR). April 2012. Global Action Program on Child Labor Issues.
10. Technical Progress Report (TPR). October 2012. Global Action Program on Child Labor Issues.
11. Technical Progress Report (TPR). April 2013. Global Action Program on Child Labor Issues.
12. Technical Progress Report (TPR). October 2013. Global Action Program on Child Labor Issues.
13. Response to TPR comment. Reporting period April 1 – September 30, 2012.
14. ILO Project Financial Status Report by Output. Global Action Program (GAP) on Child Labor Issues.
15. Budget Details Report. GLO/11/11/USA (102984) - Global Action Program (GAP) on Child Labor Issues.
16. USDOL Comments. Reporting Period: September 30-March 31, 2012.
17. USDOL Comments. Reporting Period: April 1-October 31, 2012.
18. USDOL Comments. Reporting Period: November 1, 2012 – April 30, 2013.
19. Grant Modification No.1. Grant: IL-22509-11-75-K-
20. Grant Modification No.2. Grant: IL-22509-11-75-K-
21. GAP 11 CMEP country-based outcome reporting and GEM support
22. Draft of proposed Outcome Matrix. Global Action Program on Child Labor Issues (GAP)
23. The end of child labor: Within reach. Global Report under the Follow-up to the ILO Declaration on Fundamental Principles and Rights at Work. 2006 (International Labor Office)
24. Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 (The Hague Global Child Labor Conference 2010)
25. Marking progress against child labor. Global estimates and trends 2000-2012.

ANNEX D: LIST OF PERSONS INTERVIEWED