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UNITED STATES DEPARTMENT OF LABOR



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FINAL EVALUATION

ATTAINING LASTING CHANGE FOR BETTER ENFORCEMENT OF LABOR AND CRIMINAL LAW TO ADDRESS CHILD LABOR, FORCED LABOR, AND HUMAN TRAFFICKING (ATLAS)

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LIST OF ACRONYMS

Acronym	Meaning	Country
ATLAS	Attaining Lasting Change for Better Enforcement of Labor and Criminal Law to Address Child Labor, Forced Labor and Human Trafficking	Global
CIC	Community Integration Center	Argentina
CL	Child labor	Global
CLMS	Child Labor Monitoring System	Liberia
CMEP	Comprehensive Monitoring and Evaluation Plan	Global
CONAETI	National Commission for the Prevention and Eradication of Child Labor and Protection of Working Adolescents	Paraguay
CONTRAFOR	National Commission on Fundamental Rights at Work and Prevention of Forced Labor	Paraguay
COPRETI	Provincial Commission for Eradication of Child Labor	Argentina
CSJ	Supreme Court of Justice	Paraguay
CSO	Civil society organization	Global
DDH	Human Rights' Directorate (of CSJ)	Paraguay
D.D.H.H.	Department of Human Resources	Global
DMOP	Differentiated Models of Practice	Global
DMOP-C	Differentiated Model of Practice for Coordination	Global
DMOP-E	Differentiated Model of Practice for Enforcement	Global
DOVIC	General Directorate of Accompaniment, Orientation, and Victims' Protection	Argentina
DyA	Desarrollo y Autogestión	Argentina
FL	Forced labor	Global
HT	Human trafficking	Global
ILAB	Bureau of International Labor Affairs	Global
ILO	International Labour Organization	Global
ISEPOL	Higher Institute of Police Education (part of National Police)	Paraguay
IUPFA	University Institute of the Argentine Federal Police	Argentina
LWOB	Lawyers Without Borders	Global
M&E	Monitoring and Evaluation	Global
MDP	Ministry of Public Defense	Paraguay
MDS	Ministry of Social Development	Paraguay
METP	Master enforcement training program	Global
MGCSP	Ministry of Gender, Children and Social Protection	Liberia
MINNA	Ministry of Children and Adolescents	Paraguay
MM	Ministry of Women	Paraguay
MOU	Memorandum of Understanding	Global
MP	Public Ministry	Paraguay
MRE	Ministry of the Foreign Affairs	Paraguay
MTESS	Ministry of Labor, Employment, and Social Security	Paraguay
NGO	Non-governmental organization	Global

Acronym	Meaning	Country
PAIVTES	Comprehensive Care Program for Victims of Trafficking and Sexual Exploitation	Paraguay
PN	National Police	Paraguay
POA	Partners of the Americas	Paraguay
PPR	Rescue and Accompaniment Program for People Affected by the crime of Trafficking in the Province of Buenos Aires	Argentina
PROTEX	Prosecution Unit for Combating Human Trafficking and Exploitation	Argentina
PSA	Pre-situation analysis	Global
SOP	Standard operating procedure	Global
T2W	Tier 2 watch list	Global
TOT	Training of trainers	Global
TPR	Technical Project Report	Global
UETP	Specialized Unit against Human Trafficking and Sexual Exploitation of Children (part of Public Ministry)	Paraguay
UNODC	United Nations Office on Drugs and Crime	Global
USDOL	United States Department of Labor	Global

EXECUTIVE SUMMARY

BACKGROUND AND CONTEXT

Winrock International (Winrock), in partnership with Lawyers Without Borders (LWOB), Partners of the Americas (POA), and Desarrollo y Autogestión (DyA), implemented the United States Department of Labor (USDOL) project Attaining Lasting Change for Better Enforcement of Labor and Criminal Law to Address Child Labor (CL), Forced Labor (FL), and Human Trafficking (HT) (ATLAS).

This evaluation assessed how ATLAS contributed to improving the capacity of the governments of Argentina, Paraguay, Liberia, and Thailand to address CL, FL, and HT based on three project outcomes: Outcome 1: Strengthened labor and/or criminal legal frameworks concerning CL, FL, and/or HT. Outcome 2: Improved enforcement of the labor and/or criminal legal framework, specifically related to CL, FL, and/or HT. Outcome 3: Increased coordination among law enforcement and social protection entities to address CL, FL, and/or HT. Liberia's country work was aimed at Outcomes 1 and 2, while in Argentina, Paraguay, and Thailand, the focus was on Outcomes 2 and 3.

KEY EVALUATION RESULTS

Global

Relevance and Coherence

USDOL and Winrock found the theory of change to be useful because it allowed the flexibility to adjust to the needs of each country and provided a broad understanding of the direction for which project implementation should aim.

Effectiveness

ATLAS was perceived to be effective. Winrock created global products that were adapted to each country's context, provided technical assistance and oversight, and created opportunities for country staff to exchange ideas. Global products created include: (1) A Master Enforcement Training Program (METP) Guide. (2) Gap analyses that compared country legal frameworks with international standards and determined where domestic laws could be improved to better conform to those standards, with findings and recommendations provided to country governments. (3) A Global Pre-Situation Analysis (PSA) scope of work, which was adapted and applied to each country. (4) A Body of Knowledge, which was created by researching global evidence on the effectiveness of efforts to address CL, FL, and HT.

Efficiency and Flexibility

Winrock and partner organizations did an excellent job of managing the project and adapting to the COVID-19 pandemic, and they were highly praised for their professionalism and organization by those interviewed.

Sustainability

Given the short timeframe for the project, ensuring sustainability is complex. Knowledge gained by professionals involved in ATLAS will continue to influence their work. The strategy of finding champions had limitations in countries with high staff rotation. Lack of funding is a threat.

Equity and Inclusion

ATLAS had mixed results. Argentina and Paraguay considered equity and inclusion to be essential. In Liberia, these themes were not intentionally included, but stakeholders appreciated the need to look at HT from a gendered perspective. Thailand did not incorporate either.

Country-Specific Results: Argentina

Relevance

Stakeholders viewed ATLAS to be relevant. DyA and Winrock used a participatory approach, identifying activities that were useful for local stakeholders and that could be implemented within the timeframe. All participants praised the project for walking alongside them instead of imposing activities.

The PSA was critical for understanding the local situation. It centered on rights awareness in migrant communities, restitution and reparations for victims, sensitization of government officials regarding victims, and promoting dialog between communities and social actors.

Effectiveness

ATLAS produced an abundance of products. Highlights include courses on CL and HT, a course on victim's rights, an enforcement training manual, an infographic for victims to understand the legal process, a workshop on reparations for victims, improvements to public sector information systems, and social cartography of a migrant neighborhood with a concentration of garment-sector workers.

Efficiency and Flexibility

ATLAS was very productive. DyA worked efficiently with stakeholders to identify activities that were important. Local stakeholders considered them to be their own activities. ATLAS supported them throughout implementation. ATLAS successfully adapted to the changing situation of the pandemic through a mixture of virtual, hybrid, and in-person events.

Sustainability

ATLAS incorporated important aspects of institutionalization and sustainability. Training courses were incorporated into institutions, training materials were completed and digitized for future work, awareness-raising materials are available in digital formats, judges and prosecutors have a roadmap to streamline the process of reparations for victims, and people from different agencies who worked together on ATLAS activities now have a better understanding of what other agencies do and know who to contact for coordination.

Support from ATLAS ended before there was time to see how entities would carry the work forward. Rotation of personnel in the public sector is a threat to sustainability. Financing is not guaranteed for repeating the Prosecution Unit for Combating Human Trafficking and Exploitation (PROTEX) workshop, and the social cartography would probably require outside funding, which is not guaranteed.

Equity and Inclusion

For Argentina, themes of equity and inclusion were expanded to include equality and gender. Participants stated that these themes were integral components of all ATLAS activities.

Country-Specific Results: Paraguay

Relevance

Stakeholders felt that ATLAS had been very relevant as the PSA centered around capacity building of law enforcement entities, sensitization of the needs of victims, the rights of migrants and indigenous groups, and improved mechanisms for the reparations of victims.

Effectiveness

ATLAS produced enforcement training programs, the Moot Court, the Living Lab, and helped improve coordination. Highlights of enforcement training include an enforcement training manual and training courses with definitions of CL, FL, and HT; sensitization of a victim's perspective during legal proceedings; and compensation and restitution and care-and-protection programs for victims. The Moot Court for professionals (lawyers) increased understanding, changed their approach to work, and enabled them to incorporate this knowledge into classes. The Living Lab brought together experts to discuss reparations for victims, resulting in improved mechanisms to address the issue.

Coordination focused on: development of an Inter-Platform Coordination Mechanism; development of Multi-Agency Unified Enforcement Procedures to address CL, FL, and HT cases; and reactivation of Departmental Commissions for Prevention and Combating of Human Trafficking. MOUs were signed for the reactivation of Departmental Commissions. However, an MOU for the Inter-Platform Coordination Mechanism could not be signed.

Efficiency and Flexibility

POA, with support from Winrock, made major accomplishments; they were skilled at working with local stakeholders and ensuring buy-in. They were able to adapt to schedules of stakeholders and still complete activities. ATLAS successfully adapted to the changing situation of the pandemic through a mixture of virtual, hybrid, and in-person events.

Sustainability

Training and communication materials were produced and shared in paper and electronic formats and a digital library was created. Links between professionals in Paraguay and Argentina were established via exchange visits. One result of this is that Paraguay started a specialized unit for victims based on a similar one in Argentina. The Departmental Commissions for Prevention and Combating of Human Trafficking signed MOUs and coordination will continue. Participants stated that knowledge gained through the ATLAS activities would stay with them and that it was already influencing their work.

A threat to sustainability is the lack of financial support, such as for the ATLAS Moot Court. There was concern that changes in heads of departments could result in new visions that might not include ATLAS activities. Further, a final MOU of coordination for the Inter-Platform Coordination Mechanism was not signed by all institutions, which might hamper future work.

Equity and Inclusion

ATLAS prioritized work in indigenous regions and with indigenous leaders. Training was provided throughout the country, not just in Asunción. Communication materials used appropriate language, incorporating the mixture of Spanish and Guarani spoken in marginalized populations.

Country-Specific Results: Liberia

Relevance

Overall, the project was relevant to the needs of Liberia, the stakeholders involved in the project, and the overall goal to address CL, FL, and HT. The theory of change was valid for the implementing environment. All 18 stakeholders interviewed reported that ATLAS was very relevant or extremely relevant. The PSA helped illuminate the situation of trafficking in persons, legislative frameworks (Outcome 1), and enforcement gaps (Outcome 2). All interviewees held the view that the PSA remains a reference document in their work.

Efficiency and Flexibility

Evaluation findings show that the ATLAS project was implemented efficiently and flexibly. ATLAS used expertise and experiences from stakeholders, which added value to the project. The flexibility in design development and budget utilization improved efficiency, and ensured resources were channeled to activities that stakeholders prioritized. By focusing on CL, FL, and HT, ATLAS created awareness of the linkages between the three.

Effectiveness

ATLAS was able to implement most activities, substantially contributing to the achievement of Outcomes 1 and 2. Interventions in Outcome 1 were significantly scaled down following a decision by the Ministry of Labor of the Government of Liberia to fast-track the amendment of the 2005 Human Trafficking Act to the current Human Trafficking Amendment Act 2021. Key among the provisions of the new law is an increase in the minimum sentence to 20 years for those convicted of HT. This amendment was a welcome development in dealing with trafficking in persons. With the scaled-down activities, the project sought to, and successfully advocated for, the endorsement of the hazardous and light work lists developed under the CLEAR II project by Winrock. The findings show that Outcome 2 resulted in a number of practical tools for frontline workers in combating HT at the local level.

Sustainability

Evaluation findings suggest that additional knowledge was gained by actors that is likely to continue informing their work. This was achieved mostly at the national level. However, trained government officers frequently transfer, so they may not continue to advance the HT agenda in their institutions. Sustainability of project interventions will rely on funding by the government, which may not prioritize HT, and funding by partner organizations that cannot guarantee continued resources. In addition, the evaluators noted that at the time of the evaluation, plans to institutionalize the HT agenda had not been approved by the government.

Equity and Inclusion

Even in the absence of a focus on equity and inclusion, stakeholders reported that they were slightly better placed to reach the marginalized populations who are victims or likely to be victims. They based this conclusion on the fact that they had a better understanding of HT and how it was manifested in Liberia.

Country-Specific Results: Thailand

Relevance

The Thai ATLAS project was relevant to the government agencies involved in the project and for the country's efforts to counter CL, FL, and HT. Participants interviewed were full of praise for how relevant the project was for Thailand and for the different ministries that participated in the project. The project consolidated knowledge and different approaches regarding how to

respond to HT, while breaking down barriers between different ministries by enhancing cooperation between staff working on HT.

Effectiveness

Certain aspects of the Thai ATLAS project were effective, and others were less so. The project achieved its primary objectives and planned outcomes, and the capacity of stakeholders was strengthened. A highlighted success was that the Department of Provincial Administration conducted its first enforcement action on forced labor in March 2022, rescuing 11 Thai nationals on the border with Myanmar. Coordination also improved, but the actual activities designed to do so were not effective.

Efficiency and Flexibility

The ATLAS project in Thailand was efficient and flexible. Guided by Winrock, the project managed in a short period to achieve what it set out to do, despite delays caused by COVID-19. Thai government officials interviewed were full of praise for Winrock's cooperative management style and for bringing in different actors to the project.

Sustainability

The evaluation suggests that the project, or at least aspects of it, will not be sustained unless ATLAS, Winrock, and various Thai government agencies intervene. Many government officials are not permanent in their positions. The consequence of this is the need for new training sessions. Without the drive, energy, and financial resources from Winrock and the ATLAS project, the knowledge gained from the project may dissipate.

In April 2022, The Practitioner's Guide on Investigations of Child Labor and Forced Labor (the blue manual) was approved to be part of the National Referral Mechanism, an important success for its sustainability as it means that the Guide is now official guidance for Thai agencies. Despite this, the manual is at risk of not being sustained unless ATLAS, Winrock, and the Thai government create mechanisms to ensure that it (1) is properly tested by frontline workers; (2) is kept up to date, (3) is given "teeth" so that it no longer is just a guide; and (4) is used to train new police officers.

The ATLAS project improved coordination: however, this improvement was perceived to be informal and at risk of breaking down as officials rotate out of their positions or retire. Improved coordination resulted from officials working together; if government officials working on this topic are not brought together regularly, this informal network will become less effective. The animation, 'Breaking a Vicious Cycle', produced as part of the ATLAS project, is unlikely to have a lasting impact. The animation has weaknesses, reducing its chances of being sustained.

Equity and Inclusion

ATLAS in Thailand did not focus on equity and inclusion.

PROMISING PRACTICES

- ATLAS produced high-quality products, in particular:
- Social cartography and Infographic on participation of the victim in the criminal process (Argentina)
- Moot Court, Digital library, and Living Lab (Paraguay)

- Hazardous and light work lists, and Standard Operating Procedures for implementation of the Child Labor Monitoring System, Training of Trainers curriculum for grassroots actors (Liberia)
- Practitioner’s Guide on Investigations of Child Labor and Forced Labor—the blue manual (Thailand)
- Country-specific enforcement training manuals (all countries)

LESSONS LEARNED

The combination of flexible management style, technical expertise, and working collaboratively with local stakeholders allowed for implementation of activities that were relevant to each country. Products can serve as models for future work.

CONCLUSION AND KEY RECOMMENDATIONS

Winrock and partners, (LWOP, DyA, and POA), did an excellent job of implementing the project. They accomplished a lot in a short period of time and under the constraint of COVID-19. Stakeholders praised the professionalism, knowledge, and organization of ATLAS staff. The following are recommendations for future projects. (1) Provide more time for project implementation to allow for follow-up of activities. (2) Intentionally include aspects of equity, equality, and gender. (3) Approve countries in a timely manner. (4) Work in countries that are geographically close, facilitating the exchange of experiences. (5) Take a critical look at the Differentiated Models of Practice (DMOP) process and make revisions.

Table 1. Performance Summary

Performance Summary	Rating
Outcome 1: Strengthened labor and/or criminal legal frameworks concerning child labor, forced labor, and/or human trafficking. (Only Liberia)	Achievement – high Sustainability - moderate
Outcome 2: Improved enforcement of the labor and/or criminal legal framework, specifically related to child labor, forced labor, and human trafficking	Achievement – high Sustainability - moderate
Outcome 3: Increased coordination among law enforcement and social protection entities to address child labor, forced labor, and/or human trafficking	Achievement – high Sustainability - moderate

1. PROJECT CONTEXT AND DESCRIPTION

Winrock International (Winrock), in partnership with Lawyers Without Borders (LWOB), Partners of the Americas (POA), and Desarrollo y Autogestión (DyA), implemented the United States Department of Labor (USDOL) project Attaining Lasting Change for Better Enforcement of Labor and Criminal Law to Address Child Labor, Forced Labor, and Human Trafficking (ATLAS). ATLAS was a global project designed to:

- Strengthen labor and criminal legal frameworks concerning child labor (CL), forced labor (FL), and human trafficking (HT).
- Improve enforcement of the labor and criminal legal framework, specifically related to CL, FL, and HT.
- Increase coordination among law enforcement and social protection entities to address CL, FL, and HT.

1.1 CONTEXT

CL, FL, and HT affect countless people. According to the International Labour Organization (ILO), CL refers to work that “is mentally, physically, socially or morally dangerous and harmful to children; and/or interferes with their schooling by depriving them of the opportunity to attend school; obliging them to leave school prematurely; or requiring them to attempt to combine school attendance with excessively long and heavy work.”¹ The ILO defines FL as “all work or service which is exacted from any person under the threat of a penalty and for which the person has not offered himself or herself voluntarily.”² HT is defined as “the recruitment, transportation, transfer, harboring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation.”³

Estimations of victim numbers are in the millions, although a true figure is unlikely to ever be known. The ATLAS project took place during a unique time. For the first time, the number of victims globally has declined, according to the United Nations Office on Drugs and Crime (UNODC) in their latest Global Report on Trafficking in Persons 2022.⁴

According to this report, this decline is due to the COVID-19 pandemic, which made efforts by governments and other organizations to combat trafficking in persons more difficult (including ATLAS in the four countries that participated in the project), but also meant that there were fewer opportunities for traffickers to operate because of the preventive restrictions initiated to reduce the spread of the virus. The report states that

*In 2020, for the first time since UNODC has been collecting data, the number of victims detected globally decreased by 11 percent compared to 2019.*⁵

¹ <https://www.ilo.org/ipec/facts/lang-en/index.htm>

² <https://www.ilo.org/global/topics/forced-labour/definition/lang-en/index.htm>

³ <https://www.ohchr.org/en/professionalinterest/pages/protocoltraffickinginpersons.aspx>

⁴ <https://www.unodc.org/unodc/data-and-analysis/glotip.html>

⁵ United Nations Office of Drugs and Crime. Global Report on Trafficking in Persons 2022 <https://www.unodc.org/unodc/data-and-analysis/glotip.html>

The reduction in victims was not the same in all countries, however. In South America, the decline was estimated to be 23 percent for males and 24 percent for females. In Sub-Saharan Africa, the number of foreign victims fell, especially in comparison to 2018 estimates; and in East Asia and the Pacific, the combined numbers detected fell by 59 percent.⁶

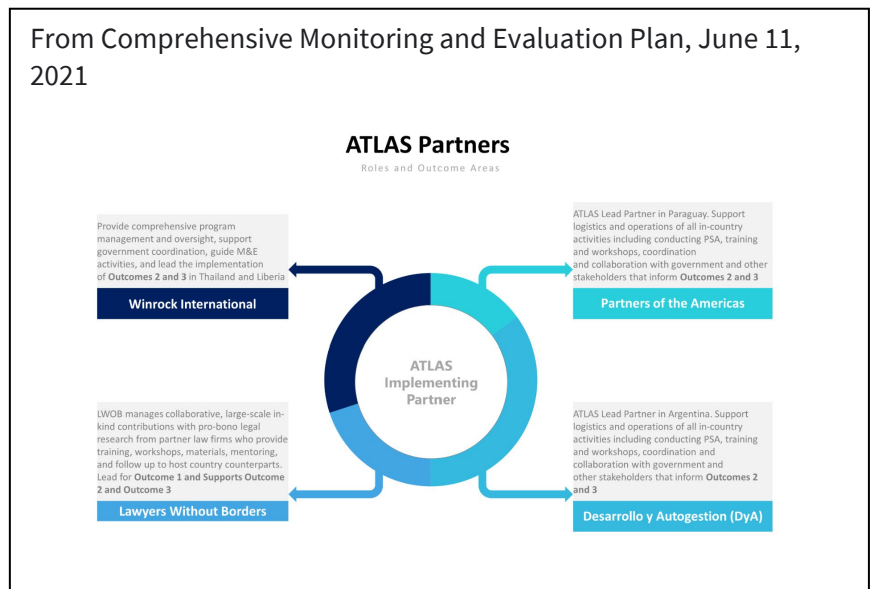
The impact of COVID-19 on CL, FL, and HT is unclear and likely to be complex. According to a joint ILO and UNICEF report, although the number of children engaged in CL globally declined by up to 94 million between 2000 and 2020, the pandemic might lead to the first rise in CL numbers after 20 years of progress. However, this report, produced in 2020, was predictive rather than based on statistical data⁷. The ILO argues that COVID-19 is likely to exacerbate the root causes of CL and FL, namely poverty, limited access to decent work opportunities for those of legal working age, social marginalization, discrimination, the lack of universal quality education, the prevalence of the informal economy, and weak social dialogue.⁸

1.2 DESCRIPTION

ATLAS was a USDOL-funded global initiative that worked in Latin America (Argentina, Paraguay), Africa (Liberia), and Asia (Thailand). The project began in January 2019 and ended in June 2024. (After field work was completed, USDOL funded an extension for work in Liberia.) It was implemented by Winrock, in partnership with LWOB, POA in Paraguay, and DyA in Argentina. The initiative used a collaborative approach to strengthen host-country governments to address CL, FL, and HT.

The basis for this project was the following theory of change:

- IF legal frameworks for CL, FL, and HT are in place that meet international standards,
- AND IF relevant enforcement entities have the knowledge, resources, and standard procedures to implement the legal framework,
- AND IF enforcement and social protection entities are able to effectively coordinate within and among each other,
- THEN target governments will have the capacity to address CL, FL, and HT.



⁶ United Nations Office of Drugs and Crime. Global Report on Trafficking in Persons 2022 <https://www.unodc.org/unodc/data-and-analysis/glotip.html>

⁷ International Labour Organization and United Nations Children's Fund, 'COVID-19 and Child Labour: A time of crisis, a time to act', ILO and UNICEF, New York, 2020.

⁸ https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---ipec/documents/publication/wcms_745287.pdf

The project proposed to achieve change through the following outcomes.

- **Outcome 1:** Strengthened labor and criminal legal frameworks concerning CL, FL, and HT
- **Outcome 2:** Improved enforcement of the labor and criminal legal framework, specifically related to CL, FL, and HT
- **Outcome 3:** Increased coordination among law enforcement and social protection entities to address CL, FL, and HT

Winrock, as the lead organization, provided technical and managerial oversight to the project. LWOB staff had expertise in CL, FL, and HT laws and provided technical assistance and oversight to country work. In addition, LWOB tapped into its network of lawyers who could provide pro bono work for specific technical needs. For South America, Winrock established sub-awards with DyA in Argentina and POA in Paraguay. Both organizations were well-established in Latin America and had strong contacts with host-country governments. Along with their own expertise, they contracted local consultants for specialized work and brought experts from outside the country as needed. For Liberia and Thailand, Winrock hired local staff directly.

Winrock used an adaptive management approach in working with each country. With this approach, Winrock was able to tailor specific activities to country contexts and the needs of each host-country government.

Winrock implemented using a strategy called Differentiated Models of Practice (DMOP). This strategy is unique to Winrock and consists of nine steps.

Step 1: Establish a Body of Knowledge, identifying and ranking the quality of the evidence about interventions that effectively strengthen enforcement and coordination.

Step 2: Conduct in-country PSA of enforcement and coordination to identify stakeholders and integrate their understanding of and expertise on the current labor and criminal systems and coordination mechanisms.

Step 3: Hold consultation events with key stakeholders to prioritize efforts and identify technical assistance needs.

Step 4: Form country workgroups of international and national expert professionals to develop, evaluate, and refine data-driven models of practice, also called DMOP-E (enforcement) and DMOP-C (coordination).

Step 5: Pilot the intervention models of practice (DMOP-E/DMOP-C).

Step 6: Evaluate and refine the pilot intervention models of practice (DMOP-E/DMOP-C).

Step 7: Present intervention models to country workgroups and stakeholders for refinement and validation.

Step 8: Implement the refined models (DMOP-E/DMOP-C) and integrate them with the existing structures.

Step 9: Finalize with stakeholders the institutionalization plan for the approved models.

2 EVALUATION PURPOSE, QUESTIONS, AND METHODOLOGY

2.1 PURPOSE

The purpose of this evaluation was to assess how the ATLAS project contributed to improving the capacity of target country (Argentina, Paraguay, Liberia, and Thailand) governments to address CL, FL, and HT. This evaluation examined progress made toward the three project outcomes, making sure that findings were useful for learning and accountability.

- **Outcome 1:** Strengthened labor and/or criminal legal frameworks concerning child labor, forced labor, and/or human trafficking.
- **Outcome 2:** Improved enforcement of the labor and/or criminal legal framework, specifically related to child labor, forced labor, and human trafficking
- **Outcome 3:** Increased coordination among law enforcement and social protection entities to address child labor, forced labor, and/or human trafficking

Liberia’s country work was aimed at Outcomes 1 and 2 but did not formally include work toward Outcome 3. Therefore, for Liberia, the evaluation concentrated on Outcomes 1 and 2.

Country work for Argentina, Paraguay, and Thailand was aimed at Outcomes 2 and 3, and, for those countries, the evaluation assessed progress on Outcomes 2 and 3.

2.2 EVALUATION QUESTIONS

The evaluation questions were organized around the following categories: relevance and coherence, effectiveness, efficiency and flexibility, sustainability, and equity and inclusion. Table 2 contains the evaluation questions.

Table 2. Evaluation Questions by Category

Category	Questions
Relevance and Coherence	Was the project’s theory of change valid (considering threats to internal and external validity), given the implementing environment?
	Were the project’s strategies relevant to the priorities of the target groups and local stakeholders?
Effectiveness	To what extent has the project achieved its primary objectives and planned outcomes?
	To what extent have the legal frameworks for CL, FL, and HT been strengthened? ⁹
	To what extent was the capacity of the stakeholders strengthened?
	<ul style="list-style-type: none"> • What were the results of capacity-building activities? • What changes have taken place in enforcing labor or criminal legal frameworks? • Has coordination among enforcement and social protection entities improved?
	What interventions appear particularly promising for achieving outcomes?
	How have the M&E systems been implemented and are they being used to identify trends and patterns, adapt strategies, and make informed decisions?

⁹ Only for Liberia

Category	Questions
Efficiency and Flexibility	<p>Were the project's inputs (human and financial resources) applied efficiently in implementing the project strategy?</p> <ul style="list-style-type: none"> • What factors, if any, affected efficiency?
	<p>What effects has the COVID-19 pandemic had on project implementation, and how did the project adapt to this situation?</p>
	<p>How has the project strategy adapted to the local context?</p>
Sustainability	<p>Which project activities and initiatives are most likely to be sustained?</p> <ul style="list-style-type: none"> • What factors contributed to or limited this sustainability? • How could the project have improved its sustainability efforts?
	<p>What are the lessons learned and promising practices from the ATLAS project?</p> <ul style="list-style-type: none"> • Are there any lessons learned that apply to a particular target, such as CL, FL, or HT? Which ones?
Equity and Inclusion	<p>How effectively did the USDOL Bureau of International Labor Affairs (ILAB) and the project implementers engage marginalized or underserved communities over the project life cycle?</p> <ul style="list-style-type: none"> • To what extent did project design and implementation reflect the needs and priorities of diverse stakeholders, including those from marginalized and underserved populations? • What factors limited or facilitated these results?
	<p>To what extent did marginalized or underserved populations experience equitable access to (and outcomes resulting from) project-supported services or interventions?¹⁰</p> <ul style="list-style-type: none"> • What are the steps that the USDOL, ILAB, and its grantee took (or should have taken) to ensure that technical assistance reaches and benefits these populations?

2.3 METHODOLOGY

The evaluation was carried out by three consultants (team leads) to reduce time for data collection and to make use of regional expertise and language skills. Jennifer Winestock Luna, who is fluent in Spanish, conducted interviews in Argentina and Paraguay; Munene Charles Kiura conducted interviews in Liberia; and Simon Baker, who is fluent in Thai, conducted interviews in Thailand. In each country, a notetaker was employed to assist in the data collection process.

The evaluation used qualitative methodology to collect data by individual and group interviews complemented by document review. Team leads conducted in-person and virtual interviews with participants in each target country as well as U.S.-based personnel at Winrock and the USDOL Bureau of International Labor Affairs (ILAB). In addition, team leads conducted an in-person validation workshop in each country.

¹⁰ In assessing questions on reaching marginalized populations, evaluators kept in mind that this was a government-strengthening project that was not necessarily designed to work directly with marginalized populations.

As part of the interview process, participants were asked to fill out a short questionnaire. This provided additional insights, but it was not a representative sample of all ATLAS participants. Interviews were conducted from October to December 2022.

2.3.1 SAMPLING AND PARTICIPANTS

Purposive sampling was used to select participants to be interviewed. In-country ATLAS project staff selected participants from entities¹¹ who had worked with the project and then consulted with team leads for the final selection. For Argentina and Paraguay, partner organizations¹² along with Winrock selected the participants. Participating entities invited additional people who were relevant to the project to be included in group interviews. Table 3 contains a list of institutions and the number of people interviewed.

Table 3. Participation in the Evaluation

Agency/Institution/Organization	No. Interviewed
Argentina	
CIC (community leaders, Lomas de Zamora)	8
COPRETI	4
DOVIC	3
DyA	5
Independent consultants	2
IUPFA	3
Municipality Lomas de Zamora, Undersecretary of Childhood and Adolescence	8
PROTEX	3
PPR	1
Wawa Wasi (childcare center, Lomas de Zamora)	1
Total	38
Paraguay	
Abrazo	2
Municipal Council for the Rights of Children and Adolescents	4
CONAETI	1
CONTRAFOR	3
CSJ	1
ISEPOL	4
POA	1
Total	16
Liberia	
Winrock (project staff)	2
Transnational Organized Crime Unit	1
Ministry of Labor Trafficking in Persons Division and National Commission on Child Labor	2
Ministry of Justice Anti Trafficking Unit, Liberia National Police	1
Ministry of Interior Native Appellate Court	1
Liberia Immigration Services Anti-Trafficking Unit	1
Ministry of Gender Children and Social Protection Children Welfare Committees National Coordination Office	1
International Development Law Organisation	1
Children Against Forced Labor	1

¹¹ ATLAS worked with government agencies and institutions as well as grassroots organizations. For this report, “entity” refers to all.

¹² DyA in Argentina and POA in Paraguay

Agency/Institution/Organization	No. Interviewed
World Hope International	1
National Coalitions of Children Society Organization of Liberia	1
Women and Children in Action for Development, Incorporated	1
Children's Parliament	1
Community-level CSOs	2
Total	17
Thailand	
Ministry of Labour	4
Department of Provincial Administration, Ministry of Interior	3
Office of the Auditor General	1
Division of Anti-Trafficking in Persons—Ministry of Social Development and Human Security	2
Department of Children and Youth, Ministry of Social Development and Human Security	1
Office of Police Forensic Science, Royal Thai Police	1
Anti-Trafficking in Person Division Police, Royal Thai Police	2
Winrock	1
Total	15
Global	
USDOL	2
Winrock	2
LWOB	1
Total	5
All Interviews	
Total	91

2.3.2 INTERVIEW TECHNIQUES

Interviews were performed by team leads using interview guides. Team leads developed a general interview guide based on the evaluation questions and sub-questions (see Annex C for details). Interview guides were refined for each country, taking into consideration country context and different implementation approaches. For Argentina, Paraguay, and Thailand, questions regarding Outcomes 2 and 3 were used. For Liberia, questions for Outcomes 1 and 2 were used. Interview guides for Thailand included a list of trainings attended by participants as a way of focusing the interviews. Given the different implementation approaches used in the other countries, it was not appropriate to provide a list of trainings for them.

Winrock and local partner staff introduced the team leads to participants and then removed themselves from the area where interviews were being conducted. In Thailand, the team leader and notetaker independently met the participants.

As appropriate, interviews were conducted by team leads in Spanish, Thai, and English. They were assisted by local notetakers. In the case of Thailand, there was more active engagement in the interview process by the notetaker than in the other countries.

The short questionnaire was applied in Thailand and Liberia at the beginning of the interview. However, for Argentina and Paraguay, it was applied at the end of the interview. For in-person interviews, a paper questionnaire was given to all participants. For virtual interviews, questionnaires were sent by e-mail and returned to the evaluation team leads. Participants returned them after the interviews were completed.

Responses were tabulated before the validation workshop was held, so these results could feed into workshop discussions.

2.3.3 CONSENT

Team leads developed consent forms with a description of the purpose of the evaluation and an explanation of confidentiality. Forms were given to each participant. All participants provided consent, either orally or by signing, to be interviewed and to be recorded for internal use of evaluators.

2.3.4 DOCUMENT REVIEW

Annex A contains a list of all the documents reviewed. These documents were reviewed in preparation for the fieldwork and as part of the analysis. This provided a more robust understanding of the project and allowed for triangulation of information from the interviews. For some of the review, the software package ATLAS.ti was used to keep track of the information.

2.3.5 VALIDATION WORKSHOPS

Team leads carried out validation workshops in each country on the last day of field work. For Paraguay and Liberia, this was Day 5 of field work; in Argentina and Thailand, this was Day 6 of field work. Participants in these workshops included those who had been interviewed, local ATLAS staff, and other key individuals who were not able to be interviewed. For Argentina, representatives of the U.S. Embassy attended the first part of the validation workshop.

The validation workshops used participatory approaches. They started with a presentation of initial insights from the field work, followed by dialog around key questions from the evaluation. This was an important opportunity for people from different institutions and local ATLAS staff to have conversations about the project.

Because these workshops were held as part of the field work, presentations given by team leads were prepared before interviews were transcribed and closely analyzed. Even so, participants welcomed the opportunity to react to the insights.

Information from these workshops was included in the formal data analysis and provided valuable information for this evaluation.

2.3.6 ANALYSIS

Analysis started with the design of the interview guides, which were organized around the evaluation questions. Interviews were recorded (with consent from participants) and transcribed through various tools. My Trints was used to transcribe Spanish. Otter.ai was used to transcribe English interviews of Winrock, USDOL, and LWOB. For Liberia and Thailand, audio recordings, either in English or Thai, were manually transcribed.

The analysis involved a detailed review of transcripts, notes, and documents. The review started with an inductive approach to look for emergent themes and patterns (basically grounded theory). This was followed by a deductive approach to ensure relevance for evaluation questions. In addition, there were discussions among team leads about findings. For some of the analysis, the software package ATLAS.ti was used to keep track of information.

3 EVALUATION RESULTS—GLOBAL

3.1 RELEVANCE AND COHERENCE

3.1.1 THEORY OF CHANGE

At top implementation levels, USDOL and Winrock found the theory of change to be useful because it allowed for the flexibility to adjust implementation to the needs of each country and provided a broad understanding of the direction for which project implementation should aim. Staff did not think that anything was missing from the theory of change.

Country-level staff, Winrock, and partner organizations were very knowledgeable about the theory of change. However, they did not use the theory of change to describe the purpose of the project to local stakeholders.

ATLAS country staff have identified areas that should be included as part of the theory of change in future work. At the November 2022 Pause and Reflect workshop of ATLAS staff, participants identified that the theory of change should be expanded to include the following:

- Consultation with local marginalized groups and grassroots voices, especially of victims, before enforcement and coordination strengthening activities are planned
- Awareness raising regarding HT, FL, and CL, especially among professionals and with vulnerable families and communities
- Strengthening community referral systems

Quotes from participants in the November 2022 Pause and Reflect session:

The ATLAS project found that when planning, piloting, and developing government coordination and enforcement capacities, it is crucial to include local, marginalized groups and grassroots voices, especially of victims. This helps to accurately understand the needs, policy gaps, and perspectives of those at the ground level and forges links with enforcement.

The ATLAS project found it necessary to invest broadly in awareness-raising activities about CL, FL, and HT. For example, amongst professionals, it was necessary to establish a common understanding of terms. And amongst vulnerable families and communities, it was necessary to build the capacity to know and call out instances of rights violations.

A component should be added to strengthen community referral systems. When vulnerable families and communities know what constitutes CL, FL, and HT and how to report their occurrence, it leads to better enforcement. This symbiotic relationship should be reflected in the Theory of Change and the results reporting,

3.1.2 RELEVANCE TO COUNTRY STAKEHOLDERS

There were four key elements of project implementation that ensured that country-level activities were relevant.

- Gap analysis
- PSA
- Participatory management style
- Periodic stakeholder consultations to evaluate activities

For the gap analysis, LWOB worked with country staff to review country laws regarding CL, FL, and HT, and compared them to international standards. The results of these reviews were given to country government officials for their own use and served as starting points for ATLAS activities. The gap analysis was folded into the PSA. The PSA took a more in-depth look at the situation regarding how countries address HT, FL, and CL. This work included interviewing key stakeholders in each country. Recommendations from the PSA were then incorporated into country workplans.

This participatory management style allowed for collaboration with local stakeholders during the entire implementation process. Activities were adjusted to maximize available time of local stakeholders and political openings for the work. Stakeholders valued consultative sessions to evaluate activities because it gave them the opportunity to provide their opinions about activities and make decisions about next steps.

3.2 EFFECTIVENESS

Winrock approached this initiative as a global project by creating global products that could be adapted to each country's context, providing technical assistance and oversight, and by creating opportunities—called Pause and Reflect sessions—for country staff to meet and exchange ideas. Most Pause and Reflect sessions were virtual, but the last project Pause and Reflect was held in person in Washington, D.C., in October 2022.

LWOB and Winrock staff were in close contact with country staff, either virtually or by traveling to each country when possible. There was an excellent balance of providing useful technical assistance but also encouraging local staff to make full use of their expertise in technical areas and in understanding how to work with local governments. This was especially effective in Argentina and Paraguay and led to high-quality work. It was not as effective in Thailand.

Because of language and geographical proximity, there were more exchanges between Argentina and Paraguay than was possible for Liberia and Thailand. The sections on country-specific results provide more details.

ATLAS produced high-quality products across all countries. The following are particularly important and could be replicated in future projects.

- Country-specific enforcement training manuals
- Social cartography from Argentina
- Infographic on the participation of the victim in the criminal process from Argentina
- Moot Court from Paraguay
- Digital library from Paraguay
- Living Lab from Paraguay
- Hazardous and light work lists from Liberia
- SOPs for implementation of the CLMS from Liberia
- TOT curriculum developed for grassroots actors in Liberia
- Practitioner's Guide on Investigations of Child Labor and Forced Labor Cases (the blue manual) from Thailand

In addition, ATLAS produced the following global products.

3.2.1 METP GUIDE

Participants in all countries praised the METP guide. They found it to be a useful starting point for developing country-specific enforcement training program guides. Winrock and LWOB supported adaptation to each country's context. This flexible approach and the attention to detail regarding country needs resulted in very practical country-specific enforcement training program guides.

During the interview process, it came to light that the METP was overly basic for the training needs of professionals in Argentina, which resulted in extensive adaptation to meet Argentina's needs. This was mostly accomplished through DyA's efforts to coordinate different government bodies to write educational modules for their areas of specialty. When interviewed, government personnel stated that the METP guide provided a good starting point, and that even though they had to rewrite a lot of material, they would not have been able to do it without the master guide.

3.2.2 GAP ANALYSIS

An early step in working with each country was to perform a gap analysis, led by LWOB. The gap analysis compared country legal frameworks with international standards and determined where domestic laws could be improved to better conform to international standards. Recommendations were given to country governments and were folded into the PSA.

The gap analysis helped determine that for Argentina, Paraguay, and Thailand, the legal frameworks were sufficiently developed, and that it did not make sense to focus on Outcome 1: Strengthening labor and legal frameworks. In Liberia, the gap analysis found that it was important to focus on Outcomes 1 and 2, so less attention was paid to Outcome 3: Coordination.

3.2.3 PSA

Winrock and LWOB developed a global PSA scope of work, which was adapted and applied in each country. This activity was useful for Argentina and Paraguay. People interviewed often stated that they had participated in it. However, an important observation from those interviewed is that stakeholder mapping should have preceded the PSA to be sure that all relevant organizations and people were given the opportunity to be involved.

In Thailand, those interviewed stated that they had never seen the PSA and that they had not been involved in the assessment.

Details of how country PSA findings and recommendations were incorporated into activities are provided in the country-specific sections.

3.2.4 BODY OF KNOWLEDGE

Winrock developed a document called the Body of Knowledge, which was created by researching global evidence on the effectiveness of efforts to address HT, FL, and CL. Those interviewed did not find the Body of Knowledge useful, and country teams did not mention its usefulness. In Liberia, interviewees stated that because the Body of Knowledge was developed without input from Liberia, it was not useful to them. In Thailand, participants stated that they never saw it. It was not mentioned in either Argentina or Paraguay. One observation about the Body of Knowledge is that it is a static document, which limits its usefulness. It is possible that the research for this document was useful as a starting point

for technical assistance given to each country; however, stakeholders did not mention this aspect.

3.2.5 M&E

There were various levels to the M&E system: stakeholders, in-country staff, and Winrock and LWOB global staff. The M&E system was based on the nine-step DMOP implementation strategy.

Stakeholders

Evaluators asked stakeholders if they were involved with the project's M&E system. A variety of responses were received. Some said that their only involvement was to provide reports to ATLAS staff, others talked about the use of pre- and post-tests for training sessions that they thought were useful. They also talked about how much they appreciated the evaluation sessions for many of the activities. They valued being able to reflect on the work and provide their own opinions of what went well and what should be changed in the future.

The situation in Argentina was unique because ATLAS strengthened two government information systems, COPRETI and DOVIC, Details are provided in the country-specific results.

In-country Staff

In-country staff valued pre- and post-tests for training sessions as well as the evaluation sessions with stakeholders.

The monthly reports of field offices to Winrock International Headquarters were useful records of project activities, problems, and solutions. They not only described project activities but provided concise information about the country context. These reports included useful annexes, such as minutes from important meetings, PowerPoint presentations, and results of research studies. This evaluation relied heavily on these monthly reports and extracted information from them for this report.

However, ATLAS staff felt that monthly reporting was overly time-consuming. In the final Pause and Reflect session, they recommended reporting every 6 months instead of monthly. The evaluators agree with this suggestion, although quarterly reporting might be better for country-level management.

In-country staff adapted to the DMOP M&E process (see box) and the Comprehensive Monitoring and Evaluation Plan (CMEP) indicators. Partner organizations adjusted their internal M&E systems to incorporate DMOP and CMEP information. Monthly reports were organized around the DMOP system.

However, in-country staff found DMOP terminology to be confusing, especially when trying to explain activities to local stakeholders. At times, it was difficult for there to be agreement among ATLAS staff as to whether an activity was in the pilot, implementation, or refinement stage. Because this was a short project, there was not always time to repeat activities for the refinement stage. For some of the activities, strict adherence to the DMOP methodology as a linear process did not make sense. For example, developing communication materials did not fit neatly into a linear DMOP system. Before any material was released, it went through many iterations of investigating appropriate messages and delivery approaches, testing, and refining before the materials were ready for widespread use. This did not seem like a pilot stage that required another refinement process.

Institutionalization was an important aspect of DMOP. In this linear process, it occurs at the end in Step 9. Many staff interviewed stated that institutionalization should be included from the beginning.

Winrock International and LWOB Global Staff

Winrock and LWOB global staff did an excellent job of keeping track of activities in each country and following adjustments that were necessary for successful implementation. Global Technical Project Reports (TPRs) contained valuable information

Example of the use of DMOP from a TPR

The ATLAS project is implementing Outcome 2 (Enforcement) in all four active countries – Thailand, Paraguay, Liberia, and Argentina – and thus will produce and implement enforcement DMOPs (DMOP-Es) in each of those countries. The following table provides further information about the status of the DMOP process for enforcement in each country. C signifies a given step is complete, P signifies a step is partially complete (completed for some DMOPs already but not for others), and O signifies a step is actively ongoing as of the end of the reporting period.

	Step 1	Step 2	Step 3	Step 4	Step 5	Step 6	Step 7	Step 8	Step 9
Thailand	C	C	C	C	C	C	C	O	O
Paraguay	C	C	C	O	P	P	P	O	
Liberia	C	C	C	O	O				N/A
Argentina	C	C	C	O					N/A

Please see activities below for further details on each of these steps.

about the project. Winrock was able to consistently provide information on CMEP indicators. The DMOP aspect of M&E included very useful guiding principles for project implementation, such as the following:

- Activities should:
 - Start with an assessment phase.
 - Be adapted to the country context.
 - Include testing and adjusting.
- Stakeholders should be involved from the beginning.
- Institutionalization should be part of all activities,

Overall, ATLAS did a good job of following these guiding principles.

However, using DMOP terminology made communication about the project difficult. In this project, DMOPs were identified as DMOP-E (Enforcement) and DMOP-C (Coordination). TPR reports contained tables about the stage of each DMOP. However, for the reader, this does not convey useful information. Each DMOP comprises specific activities, but using the DMOP terminology does not convey this. There were useful descriptions of each activity, which would have been easier for the reader to understand without the DMOP terminology. Using DMOP terminology also made it difficult for non-ATLAS staff to follow the project.

Interviews with many ATLAS staff members stated that the DMOP terminology should not be used to discuss the project with stakeholders, although some did think it was a good system.

The CMEP is the M&E system for reporting to USDOL. Given that this project was highly adapted to the local context and not all activities could be established at the beginning of the project, the CMEP as implemented for the ATLAS project was not the best tool for handling the need for flexibility. It would have been useful to revise the CMEP more frequently to reflect the activities.

According to USDOL’s document: *Resources for Developing an OCFT Comprehensive Monitoring & Evaluation Plan (CMEP)*,

The CMEP is a tool, grounded in results-based management, to integrate and guide the process of monitoring, evaluating, and reporting on project progress toward achieving intended outcomes.

The following are the intended broad outcomes of the project.

- **Outcome 1:** Strengthened labor and criminal legal frameworks concerning CL, FL, and HT
- **Outcome 2:** Improved enforcement of the labor and criminal legal framework, specifically related to CL, FL, and HT
- **Outcome 3:** Increased coordination among law enforcement and social protection entities to address CL, FL, and HT

When outcomes are this broad, it is good practice to break them down into more specific outcomes that can be easily measured and that more accurately reflect actual activities. For projects with flexible implementation, it is often necessary to repeat this process various times during the life of the project. This helps management, reporting, and communication with others about the project.

For example, Outcome 2 (enforcement) has components such as working with police departments to strengthen their capacity to address CL, FL, and HT; developing curriculum to train police officers; and training police officers. Indicators around these specific areas would be more useful than current CMEP indicators. Although the number of indicators will increase, it simplifies management and communication about the project.

It can be seen from CMEP project reporting tables that a process had been initiated to break down the broad outcomes into more specific components with specific indicators. However, the process was not implemented sufficiently to create an overall understanding of the progress of the project. Some of the indicators were not useful.

The following is an example of an indicator that was not useful for the project as it evolved:

Number of stakeholders reporting increase in their coordinating efforts and other institutions and social protection entities addressing CL, FL, and HT as a result of the ATLAS project.

To measure the number of stakeholders reporting, there has to be a system for collecting this information from all participating stakeholders. Some of this information was collected in Thailand, but not in the other countries. However, it is probably overly time consuming to collect this on a regular basis. Another way to measure coordination should be developed.

The way some of the indicators were named made it confusing to understand how the project was progressing and would not be useful for reporting to people who lacked a very detailed understanding of the project or who were tasked with managing multiple projects at the same time. The following is an example of an indicator that was not useful.

Number of DMOP-E successfully piloted

Although the table included in TPR reports provides additional country-level information, it is difficult to understand. The following is an excerpt from one table.¹³

Indicator	Narrative Reporting
Number of DMOP-E successfully piloted	<ul style="list-style-type: none"> • Thailand: 1 DMOP-E1 ETP successfully Piloted. DMOP-E2 successfully Piloted. • Paraguay: DMOP – ETP successfully Piloted. DMOP Living Lab successfully Piloted. DMOP Moot Court successfully Piloted.

¹³ Annex A – data reporting form TPR October 2022

	<ul style="list-style-type: none"> • Liberia: ETP successfully Piloted. CLMS Successfully Piloted. Grassroot TOT Successfully Piloted. • Argentina: ETP (IUPFA, DOVIC trainings) successfully Piloted. COPRETI is in progress and will be reported in the next period.
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The DMOP terminology makes it difficult to understand what was accomplished, even with the narrative reporting notes. For example, the narrative states that the DMOP Moot Court was successfully piloted. Through interviews, the evaluator was able to understand that the Moot Court was a carefully prepared event that, although only held once, was valuable. It is not helpful to refer to the Moot Court event as a “DMOP-E successfully piloted”. In addition, this indicator is not useful when communicating to others about the project.

Another problem that ATLAS staff mentioned is that many accomplishments were invisible in the CMEP. Some ways to alleviate this problem in the future would be to update indicators more frequently, even if this means increasing the number of indicators, moving away from using DMOP terminology, and encouraging more detailed narrative sections to explain indicators. It would also be useful to have an activity tracking table to complement the CMEP reporting table.

Addressing these issues for future projects would improve the usefulness of the CMEP for management, M&E, and reporting. With these changes, the information contained in the CMEP could be easily used to communicate to others about the project.

For future work, it would be good to consult an M&E expert who has experience in helping projects develop specific indicators that could provide a clearer picture of how implementation is progressing. It would be best not to use the DMOP terminology for indicators.

3.3 EFFICIENCY AND FLEXIBILITY

The evaluators saw that Winrock and partner organizations did an excellent job of managing the project and produced impressive results in a short period of time. Those interviewed highly praised Winrock and partners for their professionalism and organization. Evaluators also noted that Winrock and partners chose to work with highly qualified staff in each country. This was greatly appreciated by stakeholders who were interviewed.

Winrock did an excellent job of balancing oversight and technical assistance and giving local staff space to make use of their expertise and creativity to deliver quality products. Local staff greatly appreciated working with Winrock and LWOB.

Winrock and partners also did an excellent job of adapting to COVID-19 by pivoting to virtual events and then, as it became possible, incorporating in-person events. Local staff and stakeholders said that work moved forward even with pandemic-related restrictions. This was a complex situation that ATLAS handled well.

3.4 SUSTAINABILITY

3.4.1 POSITIVE

Given the short timeframe for the ATLAS project, ensuring sustainability is complex. Knowledge gained by professionals will continue to influence their work even when ATLAS is finished. Respondents stated that this was an important result of the project.

There are additional aspects where sustainability seems positive. For example, most of the training programs in Argentina were integrated into the curriculum at established educational

institutions, such as IUPFA and the Universidad Nacional Mar de Plata. Community organizing activities in Lomas de Zamora in Argentina will continue with community leaders. In Paraguay, all communication materials are in a digital library on the POA server for availability after the project ends. The hazardous and light work lists in Liberia were endorsed by the government.

Agencies that worked together on ATLAS activities are well positioned to continue coordinating. Because of ATLAS, they have a greater understanding of the roles and responsibilities of other agencies. Plus, they now know each other, and respondents to interviews stated it will be easy to pick up the phone and call.

3.4.2 THREATS

The strategy of finding champions for the work had limitations in countries where there was a high rotation of staff. This was particularly noted with Liberia and Thailand. Knowledge gained may dissipate as these work-related rotations occur. Staff rotation was less important for Argentina and Paraguay because the project mostly worked with technical staff who did not change positions as frequently. At the time of the interview, one champion in Argentina and two champions in Thailand had already changed positions.

Another threat is lack of funding. Stakeholders in Liberia brought this up as a major obstacle for sustainability. In Paraguay, there is no government funding to repeat the Moot Court. In Thailand, it is unlikely that government agencies will allocate financial resources to continue training that was carried out under ATLAS.

In Liberia, institutionalization plans had been drafted, but stakeholders interviewed stated that it would have been useful for ATLAS to continue to work with the government to ensure that these plans were integrated into normal country programming before elections in 2023.

In Thailand, the Practitioner's Guide on Investigations of Child Labor and Forced Labor (the blue manual) is in danger of not being used in the future unless the Thai government creates mechanisms to (1) ensure that it is properly tested by frontline workers, (2) ensure that it stays up-to-date, (3) ensure that it is given "teeth" so that it no longer is just a guide, but one that users must follow, and (4) ensure that it is to be used to train new police officers.

3.5 EQUITY AND INCLUSION

ATLAS had mixed results for equity and inclusion. In Liberia, equity and inclusion were not intentionally included, but stakeholders appreciated the need to look at HT from a gender perspective. Thailand did not incorporate either equity or inclusion. Argentina and Paraguay considered equity and inclusion to be essential to the work, so it was included. For example:

- In Paraguay, ATLAS prioritized work in indigenous regions and worked with indigenous community leaders.
- In Argentina, gender and awareness of the situation of migrants were incorporated into all training programs.

Although there were not specific definitions of equity and inclusion, participants in Argentina, Paraguay, and to some extent Liberia, applied broader understandings of concepts of equity, equality, gender, and inclusion, even stating that they could not implement activities without taking them into consideration. The following are examples of worldwide definitions of these concepts, which help to understand comments from respondents.

Difference between equality and equity

Equality means each individual or group of people is given the same resources or opportunities. *Equity* recognizes that each person has different circumstances and allocates the exact resources and opportunities needed to reach an equal outcome.¹⁴

Gender¹⁵

Gender refers to the characteristics of women, men, girls, and boys that are socially constructed. This includes norms, behaviors, and roles associated with being a woman, man, girl, or boy, as well as relationships with each other. As a social construct, gender varies from society to society and can change over time.

Gender is hierarchical and produces inequalities that intersect with other social and economic inequalities. Gender-based discrimination intersects with other factors of discrimination, such as ethnicity, socioeconomic status, disability, age, geographic location, gender identity, and sexual orientation, among others. This is referred to as intersectionality.

Inclusion (Social Inclusion)

Social inclusion is defined as the process of improving the terms of participation in society, particularly for people who are disadvantaged, through enhancing opportunities, access to resources, voice, and respect for rights.¹⁶

More details about equity and inclusion are provided in the country-specific sections.

4 EVALUATION RESULTS—COUNTRY-SPECIFIC: ARGENTINA

4.1 CONTEXT

As reported in the 2020 Findings on the Worst Forms of Child Labor for Argentina,¹⁷ children in Argentina are subjected to the worst forms of CL, including commercial sexual exploitation, sometimes because of HT, and in illicit activities, such as the transport, sale, and distribution of drugs. Children also engage in dangerous tasks in agriculture. Commercial sexual exploitation includes girls from Argentina's northern provinces who are victims of HT, Paraguayan children who are victims of HT into Argentina, and minors participating in domestic youth sports clubs. Children primarily from the northern provinces of Argentina, Bolivia, Paraguay, and Peru are used in FL in numerous sectors, including garment production, agriculture, street vending, charcoal and brick production, domestic work, and in small businesses. Misiones—the producer of 90 percent of Argentina's and 60 percent of the world's *yerba mate*—is one of the provinces most affected by CL. Children as young as age 5 help their parents harvest *yerba mate*, sometimes carrying heavy loads. In Salta and Jujuy, children harvest tobacco.

In 2020, ATLAS leadership noted that Argentina had made significant advancements in efforts to eliminate the worst forms of CL.¹⁸ The Buenos Aires Ministry of Labor issued a

¹⁴ MPH@GW, the George Washington University [online Master of Public Health program](#). Milken Institute of Public Health – George Washington University – online public health resources - [Equity vs. Equality: What's the Difference?](#)

¹⁵ [WHO Gender and Health](#)

¹⁶ [United Nations](#)

¹⁷ 2020 Findings on the Worst Forms of Child Labor Argentina

¹⁸ 2020 Findings on the Worst Forms of Child Labor

regulation to eliminate an aspect of the original law that enabled companies to exploit underage workers through subcontracting arrangements. Whereas the government previously did not actively investigate the use of children in illicit activities, in 2020, gang members were convicted and sentenced for using children to sell drugs. The Coordinating Body for the Prevention of Child Labor and Regulation of Adolescent Work was also elevated to directorate level within the Ministry of Labor, granting it more resources and responsibilities. In addition, Argentina renewed key policies aimed at addressing the worst forms of CL, including its biannual plan against HT. Finally, during the pandemic, the government provided additional assistance to vulnerable families through its largest social program benefiting children at risk of CL.

Table 4. Argentina Trafficking in Persons Report Rankings 2011–2022

YeaTr	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
Ranking	2	2	2	2	2	2	2	1	1	1	1	1

Source: Trafficking in Persons Report 2011–2022, U.S. Department of State

4.2 APPROACH

Work was implemented in Argentina through a sub-award to DyA¹⁹ that started on August 1, 2021, and ended on December 31, 2023, for a total of 17 months. Because in Argentina laws regarding CL, FL, and HT are robust, country work focused on Outcomes 2 and 3 (enforcement and coordination). Efforts were aimed at strengthening the public sector to address CL, FL, and HT and focused on the garment sector.

DyA, with support from Winrock, used a participatory approach with local entities to develop and implement activities. The strategy of adaptive management was critical in identifying activities that were most useful for local stakeholders and could be implemented within the short project timeframe. DyA’s previous work with relevant stakeholders permitted the process to be carried out efficiently.

The project worked at national, provincial, and municipal levels.

National-level activities were implemented with the following:

- University Institute of the Argentine Federal Police (IUPFA)
- General Directorate of Accompaniment, Orientation, and Victims’ Protection (DOVIC)
- Prosecution Unit for Combating Human Trafficking and Exploitation (PROTEX)

Provincial-level work focused on Buenos Aires Province with the following:

- Provincial Commission for Eradication of Child Labor (COPRETI)
- Rescue and accompaniment program for people affected by the crime of trafficking in the Province of Buenos Aires (PPR)
- Ministry of Labor of the Province of Buenos Aires

At the municipal level, the project selected the Municipality of Lomas de Zamora in the Province of Buenos Aires because of its association with garment sector work. Lomas de Zamora is the location of the largest informal garment sector market in South America, La Salada, and is filled with small garment workshops, many operating at the family level. Many

¹⁹ DyA is a non-governmental organization based in Ecuador with 35 years of experience and has been working in Argentina since 2016. One of its areas of expertise is child labor.

of the people working in these small workshops are migrants, especially from other Andean countries. The following entities worked with ATLAS in Lomas de Zamora:

- Undersecretary of Childhood and Adolescence, Municipality of Lomas de Zamora
- Secretary of Women
- Community Integration Center (CIC) of Barrio 17 de Noviembre (November 17 Neighborhood)
- Childcare centers—Wawa Wasi and Rayita de Sol

Work with all these entities and at the three levels (national, provincial, and municipal) were interlocking pieces of the overall project. The work of each entity served to strengthen the capacities of the other entities and improved coordination among all of them.

A critical early step for determining relevant activities was the pre-situation analysis (PSA).

Underpinning this work were the following ATLAS-supported research activities:

- Life pathways of CL, FL, and HT victims and their labor trajectories
- Access to rights in the garment manufacturing sector in Lomas de Zamora: Exploratory study from the perspective of local actors
- Mapping of training needs of public agents

The following are the main products of this work in Argentina:

- Training programs:
 - COPRETI's diploma course on CL
 - IUPFA's promotion course in HT and CL for police officers
 - IUPFA's training of trainer course in HT and CL
 - DOVIC's victim rights course
 - PROTEX's workshop on reparations for victims
- Social cartography²⁰
 - Maps of the 17 de Noviembre neighborhood
 - Training methodology
 - Plan of Action for community support in Lomas de Zamora
- Guides:
 - Victim Assistance Implementation guide (infographic) developed by PPR
 - Digital materials: a booklet on the victims of HT and exploitation in the criminal process, and an infographic on the participation of the victim in the criminal process
- Awareness-raising materials
- Improved public sector information systems (M&E): COPRETI and DOVIC

²⁰ Sometimes referred to as social mapping.

4.3 RELEVANCE AND COHERENCE

Relevance and Coherence—Evaluation Questions

- Was the project's theory of change valid (considering threats to internal and external validity), given the implementing environment?
- Were the project's strategies relevant to the priorities of the target groups and local stakeholders?

4.3.1 THEORY OF CHANGE

Stakeholders could not describe the theory of change. However, all stated that DyA provided a good explanation of the purpose of ATLAS, which motivated them to participate.

According to participants, ATLAS proposed to:

- Accompany and assist the public sector to improve abilities of active agents to intervene in HT.
- Debunk myths that professionals might have regarding HT.
- Generate dialog between professionals who work on public policies, justice, and academic research in the area of HT.
- Improve articulation between territories (areas outside of the urban area of Buenos Aires), the state, and institutions.
- Eradicate CL in the garment sector.
- Strengthen institutions without superimposing the authority of the state.

Quote from consultant:

Included in the objectives is to assist or accompany training active agents of the public sector in the areas of human trafficking and child labor. Through this training, public sector agents will improve their abilities to intervene.

Results of the short questionnaire added weight to the finding that participants appreciated the explanation about ATLAS.

4.3.2 RELEVANCE TO LOCAL TARGET GROUPS AND STAKEHOLDERS

Stakeholders viewed the strategies of ATLAS to be relevant to their own needs. DyA, with support from Winrock, used a participatory approach in working with local entities to develop and implement activities. This participatory approach resulted in identifying activities that were most useful for local stakeholders, that were relevant to ATLAS, and that could be implemented within the short project timeframe. All participants praised the project for walking alongside them in their work instead of imposing activities on them.

4.3.3 PSA

The PSA was a critical vehicle for understanding the local situation and ensuring that ATLAS's activities were relevant. This input was a critical starting point for work. The PSA in Argentina was based on the global PSA scope of work. It included a gap analysis of the legal framework, a literature review, and data collection from relevant government officials at national and provincial levels. Data collection was performed through semi-structured interviews and focus group roundtables. This was followed by a validation workshop with

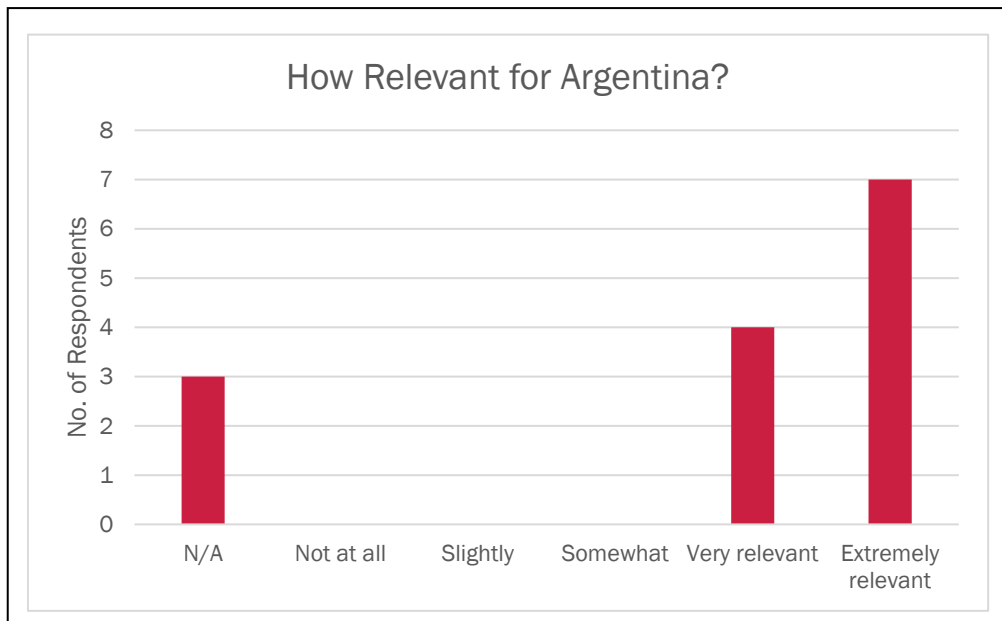
participants and additional key stakeholders. In this participatory workshop, findings were discussed, and recommendations were proposed.

The following recommendations were identified and later addressed by ATLAS activities:

- Design strategies to promote rights awareness in migrant communities, ensuring that vulnerable populations are reached.
- Address problems with restitution and reparations for victims.
- Strengthen training of oversight agents and other government officials in a way that highlights victims’ rights.
- Conduct comprehensive resource mapping and disseminate the results to better inform and equip assistance and rights restitution programs.
- Promote social dialog by building spaces where the participation of leaders of community workers’ organizations is guaranteed and develop a tool to facilitate discussion and shared analysis with these social actors in a way that overcomes punitive approaches in favor of promoting participation and strategic planning.

The following chart illustrates opinions of those interviewed regarding relevancy for Argentina. Of the 14 people who filled out the questionnaire, 4 stated that it was very relevant, 7 stated that it was extremely relevant, and 3 rated it not applicable (N/A).

Figure 1. How Relevant was ATLAS for Argentina?



4.4 EFFECTIVENESS

ATLAS produced an abundance of products in a short period of time. This was accomplished by engaging with relevant stakeholders on activities that the stakeholders wanted to implement and then helping to carry them out. DyA supported these activities through active

Effectiveness—Evaluation Questions

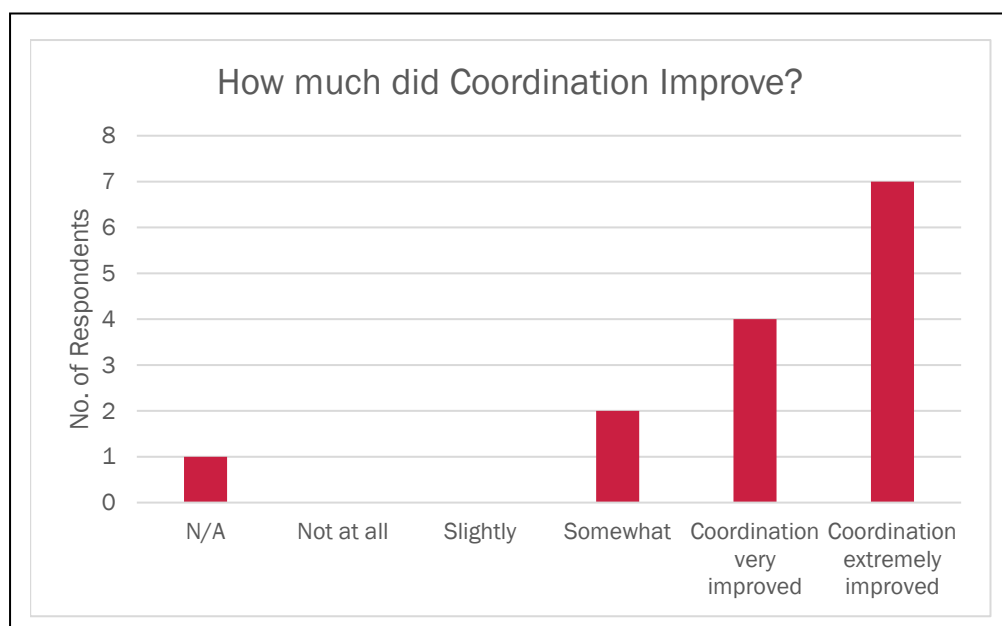
- To what extent has the project achieved its primary objectives and planned outcomes?
- To what extent was the capacity of the stakeholders strengthened?
 - What were the results of capacity-building activities?
 - What changes have taken place in enforcing labor or criminal legal frameworks?
 - Has coordination among enforcement and social protection entities improved?
- What interventions appear particularly promising for achieving outcomes?
- How have the M&E systems been implemented and are they being used to identify trends and patterns, adapt strategies, and make informed decisions?

follow-up by staff, using their own professional knowledge, and by hiring consultants with critical expertise. Winrock actively supported this work through technical assistance and development of global products, which served as starting points for many of the local activities.

Activities were interlocking pieces that came together to address project outcomes and the theory of change. Multiple stakeholders worked together on multiple products and gained improved capacity, a shared understanding of CL, FL, and HT, and improved coordination, as well as ownership of the activities.

Stakeholders who were interviewed stated that participating in each activity helped improve coordination among all participants as illustrated in Figure 2.

Figure 2. How Much Did Coordination Improve?



Work was performed at three levels (national, provincial, and municipal) but flowed among the different levels. All fit together in a coherent manner. Efforts were aimed at strengthening the public sector to address CL, FL, and HT, and focused on the garment sector.

The following are some themes that were addressed through a variety of activities.

- Raising awareness about the situation of victims to create victim-centered approaches
- Bringing attention to restitution and reparations for victims
- Raising community awareness of rights against HT
- Creating a supporting environment in the community to reduce the need for CL
- Empowering community leaders to improve their situations
- Creating a partnership between community and local government to address CL, FL, and HT
- Reaching areas outside the city of Buenos Aires
- Addressing myths about work in the garment sector; for example:
 - Myth – FL exists only in clandestine workshops.
 - The actual situation is that the garment sector is made up of small workshops, which bring a few people together in crowded conditions, and family workshops, all of which feed up the value chain for well-known local clothing brands.
 - Myth – Migrants want to work in poor conditions because it is their culture.
 - Myth – It is normal for children to do adult work alongside their parents, even if this means that children do not have time to play and study.

4.4.1 RESEARCH

The following are brief descriptions of research activities that underpinned all of ATLAS’s work in Argentina. Each research effort contributed to project products, provided up-to-date information for public government offices, and improved coordination.

[Life pathways of CL, FL, and HT victims and their labor trajectories](#)

This research was carried out by a consultant under the auspices of PPR. Research focused on Lomas de Zamora in the Province of Buenos Aires. It was performed through review of local and national laws, semi-structured interviews of key professionals of PPR, and analysis of cases of victims supported by PPR. One area of focus was a review of the process of restitution of rights for people affected by HT.

Research

- Life pathways of CL, FL, and HT victims and their labor trajectories
- Access to rights in the garment manufacturing sector in Lomas de Zamora: Exploratory study from the perspective of local actors
- Mapping of training needs of public agents

The last stage of the research was a validation workshop with PPR. Findings were discussed, problems were addressed, and participants created a roadmap of what they wanted to improve. Thus, participants left the workshop with an action plan. An illustrator, who was

hired to participate in the meeting, produced an infographic roadmap based on the discussions.



Photo credit: DyA Monthly Report, July 2022

Access to rights in the garment manufacturing sector in Lomas de Zamora: Exploratory study from the perspective of local actors

This study focused on the garment sector in Lomas de Zamora, specifically La Salada fair complex and the neighborhoods 17 de Noviembre-Tongui, 6 de Agosto, and Santa Catalina, the latter two forming what is known as Barrio Olimpo or Villa Olimpo. La Salada is a major garment market. Garment workshops are located throughout the neighborhoods. The study collected testimonials of garment sector workers. It examined the following:

- Context, including social actors, their interrelations, and links
- Awareness of rights (health, education, identity, justice, and decent work) and limitations in accessing these rights
- Local knowledge of their community environment
- Knowledge of CL, FL, and HT in the area
- Value chain:
 - Characteristics of the garment sector, who are the agents, what are the links
 - Models of production

The following are key findings from this study.

Models of production are mostly home based. Families work together on production. Labor relations and family ties are mixed. Some families sell directly in the market, and others sell

to third parties. Some create entire garments, and others produce pieces of garments. Sales are precarious, due to low prices and irregular demand for their work.

These neighborhoods are informal settlements of migrants; therefore, they lack basic services. Access to water and electricity is irregular. Residents do not have titles to their property. Ventilation is poor. Their workshops are often in their homes, creating unsafe workplaces.

There is a feeling of normalization of CL. As long as the child is not separated from the family, this work is not considered to be CL. It is normal to take the child with them when they are selling their products. Another finding is that many of those interviewed believe that they can earn a lot of money by being paid by the product, instead of having a salary. They are aware of CL, FL, and HT in their neighborhood. There is a range of knowledge of rights. Some are not aware at all, and others are aware but do not know how to access basic rights, such as payment into a national retirement fund.

Mapping of training needs of public agents

This study began with an extensive web-based search for training programs, courses, and workshops regarding HT, FL, and CL that had been conducted between 2015 and 2021. Sources included social media, organization websites, and universities. There were also interviews with professionals from key organizations that provide training: DOVIC, National Direction of Migration, IUPFA, and the National Secretariat for Children, Adolescents and Family. The study found that there were more trainings on HT than on CL. It found that in IUPFA, there were no specific trainings on CL, FL, and HT. They did not find evidence of trainings in Lomas de Zamora.

Recommendations were to develop short modules that could be incorporated into virtual educational platforms, with some in-person events. This would be complemented with alternative awareness-raising products (i.e., podcasts and radio spots).

Findings from these research studies were inputs for the development of the main products of training programs, social cartography, guides, awareness-raising materials, and improved public sector information systems.

4.4.2 TRAINING PROGRAMS

COPRETI's diploma course on CL

ATLAS supported working with COPRETI to expand its training to a diploma course on CL with a focus on the garment sector. The work incorporated results from research on life pathways of CL, FL, and HT victims and their labor trajectories. The diploma also included training in the social cartography work that was carried out in Barrio 17 de Noviembre in Lomas de Zamora.

Training
<ul style="list-style-type: none"> • COPRETI's diploma course on CL • IUPFA's promotion course in HT and CL for police officers • IUPFA's TOT course in HT and CL • DOVIC's victim's rights course • PROTEX's workshop on reparations for victims

The course was given through a virtual platform that allowed for participation of a wide variety of students from different locations. To facilitate the student experience, technical assistance was provided to students to help them work with the virtual platform and to understand the educational modules.

This course was open to people of different backgrounds who could not normally participate in this type of training. For example, women leaders from Barrio 17 de Noviembre participated in the course.

From one of the instructors:

Yes, he states that it is special, those who participate in the diploma are heterogeneous groups. And it allows people who did not reach higher education to continue training. It allows incorporating a group of people who do not have another training opportunity at this level.

The COPRETI diploma course on CL produced changes in knowledge and awareness of participants. One example is changing the notion that it is normal for children to work in the garment sector.

From one of the instructors:

The need to recognize child labor, the vulnerability of their rights to education, play and care, running the same risks as adults, is also a violation of rights. This was not taken into account by the students.

From community leaders in Lomas de Zamora who participated in the COPRETI diploma course on CL:

Through COPRETI, we took the child labor diploma, where they told us about the subject, what we have to do, how children see things.

We learned that things we thought were normal were not like that, we repeated the same things we received from our parents. They involuntarily asked their children for help. Now we understand that it should not be like that.

The course was accredited and incorporated into the Universidad Nacional Mar de Plata, Facultad de Ciencias de Salud y Trabajo Social (Faculty of Health Sciences and Social Work). Educational materials are in digital form for future use. With this institutionalization, the course can be repeated in future years.

[IUPFA's promotion course in HT and CL for police officers and IUPFA's TOT course in HT and CL](#)

ATLAS worked with IUPFA to develop two courses. The first is a 3-hour course for police officers who want to advance in their careers. This promotion course in HT and CL is now a requirement for police officers.

The second course (TOT) is an 8-hour course using a virtual platform that is open to participants within and outside of the police department. Non-police professionals whose work involves CL, FL, and HT were included in this course. The virtual platform permitted participation by students from outside of Buenos Aires. The course made use of case studies.

ATLAS enlisted COPRETI, DOVIC, and PROTEX to work with IUPFA to develop and teach modules based on each organization's expertise while drawing on Winrock's METP for ideas. A consultant with experience in curriculum development was brought in to support the process. According to those interviewed, these courses were the first ones to include CL, FL, and HT together and provided participants with an understanding of the connections between them. The following are specific contributions of stakeholders.

- COPRETI developed a module that focused on CL in the garment sector and included definitions of CL, discussions of the complexity of the problem, the relationship between CL and HT, and understanding myths.
- DOVIC developed a module that included discussion of tools and procedures for detection, assistance, and restitution of victims of CL, FL, and HT in the garment sector.
- PROTEX contributed to sections on defining CL, FL, and HT.
- COPRETI, DOVIC, and PROTEX developed content for the promotion course and then expanded it for the TOT course.

During interviews, participants stated that the IUFPA courses helped dispel myths that participants, especially among the police, had regarding garment workshops being clandestine workshops,

Personally, get closer to reality and break myths that students, mostly security agents (police) [believed]... agents thought they were clandestine or imitation brands and then they understood what reality was like.

Bringing these entities together to develop and teach these two courses with IUFPA increased the capacity of participants and improved coordination. IUFPA stated that prior to the work with ATLAS, they had a strong working relationship with PROTEX but not with COPRETI or DOVIC.

Materials for these courses were finalized and digital copies made available so the courses can be easily replicated in the future. Although these two courses have been incorporated into IUFPA's academic schedule, there was uncertainty on the part of DOVIC as to whether they would be included again, which is a threat to sustainability.

[DOVIC's victim's rights course](#)

Part of DOVIC's mandate is to provide training courses for prosecutors, child and family protection units, local health ministries, the police force, and CSOs. ATLAS worked with DOVIC to develop a victims' rights course. A major element of this course was to understand the perspective of victims. It was based on the expertise of DOVIC personnel with input from Winrock's METP manual. Although the METP manual was too basic for the needs of Argentina, DOVIC staff stated that the METP provided a good starting point. From this base, it was easier to develop the course than if they had started from the beginning.

DOVIC used this course to provide training in the municipality of Lomas de Zamora to the office of the Undersecretary of Childhood and Adolescence, the Secretary of Women, and women leaders of the CIC of Barrio 17 de Noviembre. Those interviewed from the municipality and women leaders from CIC stated that they greatly appreciated the DOVIC course.

[PROTEX's workshop on reparations for victims](#)

This 1-day workshop was held in person in November 2022 and brought together close to 50 judges and prosecutors from all over the country to analyze the current status of the application of Law 27,508, which provides for mandatory reparations for victims of HT in all convictions and the creation of a trust fund for the same purpose.

The workshop was unique because judges and prosecutors normally do not meet in one group to discuss issues. Also, this workshop brought together professionals from Buenos Aires and areas outside of the city. The workshop was opened by the U.S. Ambassador and

included a presentation from a U.S. prosecutor who was an expert on reparations in the United States. The evaluator attended the first part of the workshop. Participants were enthusiastic and would like to hold more of these workshops. PROTEX would like to continue these workshops and perhaps include defenders in the future. However, future financing to bring everyone together may not be available.

4.4.3 SOCIAL CARTOGRAPHY

Social cartography is a powerful participatory methodology to help communities understand their own situations. This methodology was adapted to the Argentina context as a methodology for understanding and initiating a process for addressing circumstances leading to CL, FL, and HT.

This methodology was implemented with the help of consultants with expertise in facilitating the work. It was conducted in Barrio 17 de Noviembre of Lomas de Zamora. The work involved various separate workshops all focusing on the garment sector.

Participants included women community leaders of CIC. Separate workshops were held with youth at CIC, women community leaders of CIC, and children in Wawa Wasi (a childcare center) and at Ceferino (a church that works with children and youth). Consultants guided participants through the process. Community leaders mapped locations of different services and problematic areas in the neighborhood. Children were asked to draw pictures about their daily lives. Representatives from the office of the Undersecretary of Childhood and Adolescence of the Municipality of Lomas de Zamora and the Secretary of Women participated in the process.

Through this process, community members were able to identify strengths and weaknesses in their environment and produce maps that served as advocacy tools to communicate with the public sector about their needs. COPRETI, the office of the Undersecretary of Childhood and Adolescence of the Municipality of Lomas de Zamora, and the Secretary of Women gained a better understanding of the situation that community members were facing.

ATLAS produced laminated posters with visuals that resulted from the cartography. This information can serve as an advocacy tool to communicate with relevant groups about community needs.

Information was uploaded to a computer system that ATLAS has been helping COPRETI develop that can be used for decision making. Women leaders in CIC stated that this process made them feel more independent and able to make improvements in their neighborhoods. They want to teach this method to other communities, even in Paraguay where one leader has family.

The following quote shows the enthusiasm that women leaders of CIC had for this methodology:

We are very happy with the work that was done, the cartography, makes us independent, we do not depend on a state or on man, on the very strength we have. "As a woman I grew up with strong women," knowing institutions like the CIC, where women come together, that is why it is important to give them tools to strengthen them, and that they be independent women. All the tools that arrive are used for all this.

One of the biggest issues identified through the cartography was the lack of childcare while women were working. During this work, women themselves became aware that it was not normal for children to be doing the same work as their parents and that children have a right

to play and learn. Although they had been raised in families in which this type of work was normal, they did not want this for their own children.

Based on the social cartography, a needs assessment was performed of the neighborhood. An important finding was the need to strengthen child centers, specifically, Wawa Wasi and Rayita de Sol. COPRETI provided a grant for this work, much of which had been completed at the time of the evaluation. In addition, CIC was implementing plans to install a childcare center at CIC so that children could have their own space to play and do homework while their mothers worked on sewing projects at times when other childcare centers were closed.

Work to institutionalize and disseminate knowledge of social cartography began under ATLAS. People who participated in the exercise in Lomas de Zamora are now trained in the methodology. The COPRETI diploma course on CL includes a module on this methodology. COPRETI will have a computer system set up to store and use information generated by the cartography process.

As a result of the social cartography information provided by Winrock and supported by the collaboration between COPRETI and the municipality of Lomas de Zamora, the local woman’s group in Barrio 17 de Noviembre launched a locally produced children’s line of clothing and toys. This organization, named KUBI, was officially launched on December 16, 2022. KUBI is managed by the local woman’s group and operates under the slogan “*Tejemos una infancia libre de trabajo infantil*”, or “Weaving a childhood free of child labor.” KUBI will sell clothing and toys for children from ages 2–12, produced in workshops with safe conditions and free of child labor or forced labor.

After data collection, Winrock announced that COPRETI had dedicated a total of 5 million pesos (about \$28,000) to continue to implement the plan of action between COPRETI and the Municipality of Lomas de Zamora.

4.4.4 GUIDES

A victim assistance implementation guide (infographic) was developed by PPR with assistance from ATLAS. Included in this guide are descriptions of the coordination needed to support victims. This document is complete but has not been approved for public dissemination.

A booklet on the victims of HT and exploitation in the criminal process and an infographic on the participation of the victim in the criminal process were produced and are publicly available on the [Internet](#).²¹ The [infographic](#) can be used by victims to understand and track their path through the justice system.

Guides
<ul style="list-style-type: none"> • Victim assistance implementation guide (infographic) • Booklet on the victims of human trafficking and exploitation in the criminal process • Infographic on the participation of the victim in the criminal process

²¹ [La DOVIC, la PROTEX y la ONG Desarrollo y Autogestión realizaron acciones conjuntas para fortalecer el abordaje de la trata de personas - 06 de febrero de 2023 | Las Noticias del Ministerio Público Fiscal, Fiscales.gob.ar](#)

Translation - DOVIC, PROTEX and the NGO Desarrollo y Autogestión carried out joint actions to strengthen the approach to human trafficking - February 06, 2023 | News from the Public Prosecutor's Office, Fiscales.gob.ar

4.4.5 AWARENESS-RAISING MATERIALS

A play was performed in Lomas de Zamora entitled “Without Child Labor and Human Trafficking” (“*Sin Trabajo Infantil y sin trata*”). Information for repeating this production has been printed and left with the municipal government of Lomas de Zamora. They plan on replicating this production.

Radio spots were produced with COPRETI, which has the recordings so they can be broadcast in the future.

ATLAS worked with COPRETI to produce a booklet with instructions for simple educational games to prevent CL.

A mural that illustrates child rights and gender has been painted on the outside of a small building in CIC in Barrio 17 de Noviembre. This mural depicts women sewing together, using a sewing machine (despite men stating that they could not use the machine) and children playing and studying instead of working.



Photo credit: Jennifer Winestock Luna

Awareness-raising materials

- Play “Without Child Labor and Human Trafficking”
- Radio spots
- Booklet of educational games for children
- Mural illustrating child rights and gender

4.4.6 MONITORING AND EVALUATION—PUBLIC SECTOR INFORMATION SYSTEMS

The following describes ATLAS support for improving public sector information systems.

COPRETI

ATLAS worked with COPRETI to strengthen their computer-based system that integrates information from social cartography. This system contains the results of the social cartography performed in Lomas de Zamora, along with similar projects that have been conducted (i.e., social cartography funded by ILO for CL in agriculture). Outputs of this system include information about social care networks, CL, and the clothing production value chain. The system contains text, photos, videos, audio recordings, and maps. The evaluator was shown a beta version and was very impressed. It will be a useful tool for decision making in the public sector and for internal and external communications.

Public sector information systems (M&E)

- COPRETI
- DOVIC

DOVIC

ATLAS hired a computer technician to work with DOVIC to assess its computer system for managing cases (victims). Among deficiencies found were difficulty uploading files to the system and producing statistical information. The technician designed a simulation of a revised system that DOVIC staff used for a short period of time to identify issues that needed to be modified for the final system. The technician was given a permanent position by the

Ministry of Public Finance to continue working with DOVIC to improve the information system. This indicates sustainability and institutionalization of this work.

4.4.7 MONITORING AND EVALUATION SYSTEM—PROJECT

Stakeholders who were interviewed did not have much knowledge about the project’s M&E system. When asked, they mentioned always informing DyA about their activities. They also stated that they appreciated the pre- and post-tests for training courses and the evaluation sessions for all activities.

4.5 EFFICIENCY AND FLEXIBILITY

Efficiency and Flexibility—Evaluation Questions

- Were the project’s inputs (human and financial resources) applied efficiently in implementing the project strategy?
 - What factors, if any, affected efficiency?
- What effects has the COVID-19 pandemic had on project implementation, and how did the project adapt to this situation?
- How has the project strategy adapted to the local context?

4.5.1 INPUTS (HUMAN AND FINANCIAL RESOURCES)

The ATLAS project was very productive during this implementation period. DyA used a strategy of adaptive management to work quickly and efficiently with all stakeholders to identify activities that were most important to them. Local stakeholders considered them to be their own activities and worked hard to complete them. ATLAS supported them throughout implementation.

Participants explained that the ATLAS activities were things that they wanted to do; however, they had trouble finding time within their daily activities to carry them out. ATLAS provided a needed nudge to start activities, followed by coordination and gently pushing everyone to complete the work.

One of the participants stated:

It goes beyond the economic. It is a matter of organization and lack of time (resources). DyA’s intervention gave this to them. The starting nudge and the invisible supporting tasks.

Part of the process of implementing activities was to identify entities that should work together and then to coordinate the process. For example, DOVIC, COPRETI, and PROTEX developed and taught educational modules for the two IUPFA courses: (1) promotion course in HT and CL for police officers, and (2) the TOT course in HT and CL.

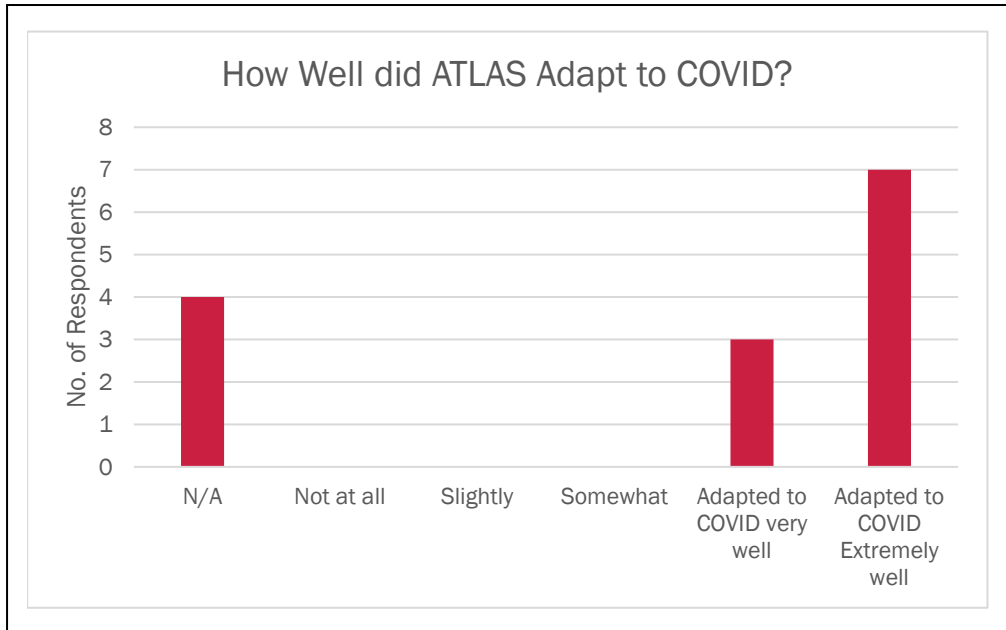
Ultimately, the in-country entities that worked with DyA and Winrock provided their own human resources and time to complete the activities.

4.5.2 EFFECTS OF COVID-19

The project adapted well to the pandemic, transitioning to virtual platforms for meetings and trainings. As the situation improved, activities were a mixture of in-person, hybrid, and virtual. Even after the pandemic, training sessions, except for the PROTEX workshop, continued to be virtual because this allowed people from all over Argentina to participate. Of the 14

people who filled out the short questionnaire, 7 stated that ATLAS adapted extremely well, 3 stated very well, and 4 stated (N/A).

Figure 3. How Well Did ATLAS Adapt to COVID



4.6 SUSTAINABILITY

Sustainability—Evaluation Questions

- Which project activities and initiatives are most likely to be sustained?
 - What factors contributed to or limited this sustainability?
 - How could the project have improved its sustainability efforts?
- What are the lessons learned and promising practices from the ATLAS project?
 - Are there any lessons learned that apply to a particular target, such as CL, FL, or HT? Which ones?

4.6.1 POSITIVE

ATLAS successfully incorporated important aspects of institutionalization and sustainability in their work, for example:

- Training courses have been incorporated into institutions. IUFPA now includes both the promotion course on HT and CL for police officers and the TOT in HT and CL in its curriculum. The promotion course is mandatory for police officers to move to higher positions. COPRETI’s course on CL is now part of the Universidad Nacional Mar de Plata, Facultad de Ciencias de Salud y Trabajo Social (Faculty of Health Sciences and Social Work) curriculum.
- Training materials have been completed and digitized for future use.
- Participants in training sessions are equipped to use their knowledge to improve their work.

- The computer specialist who had been working under ATLAS to strengthen DOVIC's information system now has a permanent position funded by the Ministry of Public Finance.
- Awareness-raising materials are available in digital formats and are posted on the Internet.
- Judges and prosecutors have a roadmap to streamline the process of reparations for victims.
- People from different agencies who worked together on ATLAS activities now have a better understanding of what the other agencies do and they now know who to contact when they need to coordinate efforts.
- COPRETI committed funding to continue implementation of the Plan of Action with the Municipality of Lomas de Zamora.

4.6.2 THREATS

- With the change in director of PPR, there is no guarantee that material such as the Victim Assistance Implementation Guide (infographic) developed by PPR will be approved for use, and ATLAS will not be able to facilitate its approval.
- Support from ATLAS ended abruptly. There was no time to see how entities that participated in the project would be able to carry the work forward or to help them address problems.
- Rotation of personnel in the public sector is a threat to sustainability.
- Financing is not guaranteed for repeating PROTEX's workshop on reparations for victims.
- Repeating the social cartography project in other areas would probably require outside funding, which is not guaranteed.

4.7 EQUITY AND INCLUSION

For Argentina, themes of equity and inclusion were expanded to include equality and gender. Participants stated that these themes were integral components of all ATLAS activities.

Equity and Inclusion—Evaluation Questions

- How effectively did ILAB and the project implementers engage marginalized or underserved communities over the project life cycle?
 - To what extent did project design and implementation reflect the needs and priorities of diverse stakeholders, including those from marginalized and underserved populations?
 - What factors limited or facilitated these results?
- To what extent did marginalized or underserved populations experience equitable access to (and outcomes resulting from) project-supported services or interventions?
 - What are the steps that ILAB and its grantee took (or should have taken) to ensure that technical assistance reaches and benefits these populations?

Participants brought up the following issues that were addressed through ATLAS activities:

- Girls may not go to school because they are taking care of siblings.
- Women and girls are burdened with childcare on top of working to produce garments.

- In the garment sector, entire families work because they are paid by number of finished products. Although the entire family is vulnerable, women and girls have additional layers of vulnerability.
- Both women and men think it is normal for women and girls to handle childcare,
- Women carry out the bulk of production in the garment sector.
- There is a misconception, especially in the judicial system, that men carry out all the work in the garment sector and women only play a supporting role.
- Men do not want women to use complex sewing machines because it is considered to be men's work. They want women to sew by hand.
- Migrants make up most of the workers in the garment sector, which makes them vulnerable to discrimination and exploitation.
- Victims of CL, FL, and HT who have disabilities are not given the required special attention by the judicial system.

ATLAS responded as follows:

- Gender and awareness of the situation of migrants were incorporated into all the training programs. Training programs were also designed to dispel myths about how work in the garment sector is carried out.
- At the suggestion of ATLAS, the Secretary of Women located in Lomas de Zamora worked with the municipal government to implement ATLAS activities. Both groups participated in the DOVIC victim rights course and the social cartography project.
- The social cartography project was carried out in Barrio 17 de Noviembre. Through the mapping process, all participants became aware of specific inequities and gained tools to begin addressing these problems. Women became aware that it was not normal for children to be performing adult work and that they have the right to play and study. The lack of childcare was identified. A needs assessment was carried out, which resulted in a grant from COPRETI to improve childcare centers.
- CIC, as part of its Saturday women's training program, trained women on how to use complex sewing machines (the machines that men said women cannot use).
- ATLAS helped women in Lomas de Zamora form a sewing cooperative to produce baby clothes and toys on their own.
- A majority of participants in COPRETI's CL diploma course were women, including women leaders from Barrio 17 de Noviembre. These women leaders were proud of what they were learning from the course.
- A discussion was held as part of IUPFA's TOT course regarding the situation that victims with disabilities face in the judicial system, thus raising awareness of this issue. However, further work is needed.

5 EVALUATION RESULTS—COUNTRY-SPECIFIC: PARAGUAY

5.1 COUNTRY CONTEXT

As reported in the Paraguay 2020 Findings on the Worst Forms of Child Labor,²² children in Paraguay are subjected to the worst forms of CL, including in domestic servitude, sometimes as a result of HT, as well as debt bondage in cattle raising, on dairy farms, and in charcoal factories. Children from rural and indigenous communities also face difficulties accessing and completing their education, including language barriers and inadequate facilities and staff at schools. In addition, limited funding for law enforcement agencies and social programs has hampered the government's ability to fully address the worst forms of CL, particularly in rural areas. Paraguay's criminal law enforcement agencies also lack resources to sufficiently identify, investigate, and prosecute cases of the worst forms of CL, especially in remote areas.

Paraguay is a country of origin, destination, and transit of men, women, and children who are trafficked for sexual exploitation and FL, of which indigenous people are at particular risk.²³ Sex trafficking primarily impacts women, girls, and transgender Paraguayans. Paraguayan women are recruited for drug trafficking in Europe and Africa, where they are often subjected to forced prostitution. Paraguayan children are subjected to FL in the cultivation and sale of illicit drugs in Brazil. The Tri-Border area between Argentina, Brazil, and Paraguay is vulnerable to HT due to the lack of regulatory measures, insufficient transnational cooperation, and the flow of illicit goods and services.

In 2019, Paraguay had a population of 7,152,703, with more than 29.2 percent of the population under the age of 15.²⁴ In 2011, the National Survey of Activities of Children and Adolescents found that nationally, 22.4 percent of children ages 5–17 were engaged in CL, and of this percentage, 95.1 percent were engaged in hazardous CL. The most prevalent forms of hazardous CL were unpaid domestic CL in third-party homes (41.7 percent), manual transport of heavy loads (19.5 percent), paid domestic CL (11.6 percent), and work with machinery and sharp tools (6.2 percent).

Another serious problem in Paraguay is *criadazgo*.²⁵ *Criadazgo* is considered a form of human trafficking in the country. Although not all children in this situation are victims of trafficking, the method of transportation from their home to their place of work increases their vulnerability, particularly to sex and labor trafficking. *Criadazgo* mainly affects girls. Boys are often victims of labor exploitation in the agricultural industry as well as in domestic servitude, forced criminal activity, and as jockeys for horse races. Children are involved in other types of hazardous work: agriculture, particularly cattle raising and fishing, limestone quarries (Department of Concepción), and gold mining (Department of Guairá).

²² Paraguay 2020 Findings on the Worst Forms of Child Labor

²³ Trafficking in Persons Report, p.376-377. Accessed at <https://www.state.gov/wp-content/uploads/2019/06/2019-Trafficking-in-Persons-Report.pdf>

²⁴ ATLAS Project Document 2019 used following source:

https://www.dgeec.gov.py/Publicaciones/Biblioteca/proyeccion%20nacional/Paraguay_Triptico_2019.pdf

²⁵ Paraguay's National Commission for the Prevention and Elimination of Child Labor described *criadazgo* as the placement of children or adolescents under 18 years of age in homes or private residences with greater economic or access to social opportunities, made by their parents, guardians, relatives, or persons in charge of their education, care, or assistance, with alleged upbringing and education purposes involving one or more unpaid domestic activities, aimed at the production of goods and services to meet the needs of its members (2014).

Children are subjected to commercial sexual exploitation in Ciudad del Este; in the Tri-Border area between Paraguay, Argentina, and Brazil; and along commercial shipping routes on the Paraguay River.²⁶ The government has indicated that it is investigating allegations that children are recruited by the Paraguayan People's Army for use in armed conflict against security forces, as well as investigating claims that children are used as FL in the production of marijuana in the department of Amambay. Children work alongside their parents in debt bondage on cattle ranches, dairy farms, and charcoal factories in the remote Chaco region.

The 2020 Worst Forms of Child Labor report indicated that Paraguay had made moderate advancement in efforts to eliminate the worst forms of CL.²⁷ The Ministry of Labor launched a virtual training curriculum for inspectors and created a labor complaint hotline. Local Defense Councils for the Rights of Children were also involved in CL investigations, and in December 2020, the government approved a National Plan to Counter Trafficking in Persons.

Table 5. Paraguay Trafficking in Person Report Rankings 2011–2022

Year	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
Ranking	2	2	2	2	2	2	2	2	2	2	2	2

Source: Trafficking in Persons Report 2011–2022, U.S. Department of State

5.2 APPROACH

ATLAS was implemented in Paraguay through a sub-award to POA that started on April 15, 2019, and ended on August 31, 2022, for a total of 28 months. Because in Paraguay laws regarding CL, FL, and HT are robust, country work involved Outcomes 2 and 3 (enforcement and coordination). Efforts were aimed at strengthening the public sector to address CL, FL, and HT.

Overall, the basic modality for implementation of each activity was to first meet with relevant stakeholders, present ideas, and then receive feedback and commitment. This was followed by implementation and evaluation. The last step was institutionalization. Along the way, adjustments were made based on stakeholder feedback. This was in contrast with Argentina, which started by asking stakeholders about their needs and then developing and implementing activities together. Although implementation styles differed between these countries, stakeholders in both countries expressed great appreciation of how ATLAS was carried out.

In Paraguay, the approach to developing communication materials followed an iterative process of identifying key messages, understanding appropriate communication styles for each target population, and developing and testing the materials. Ultimately, final versions were produced and used.

The project worked at the national, departmental, municipal, and community levels. Work was performed in Asunción, Ciudad del Este, and the departments of Boquerón, Caaguazú, Guairá, Itapúa, and Ñeembucú.

The following are the major groups that worked with the project:

- Supreme Court of Justice (CSJ), Human Rights' Directorate (DDH)
- National Police (PN)

²⁶ [2020 Paraguay Findings on the Worst Forms of Child Labor](#)

²⁷ [2020 Paraguay Findings on the Worst Forms of Child Labor](#)

- Higher Institute of Police Education (ISEPOL)
- Ministry of Labor, Employment, and Social Security (MTESS)
- Ministry of Public Defense (MDP)
- Ministry of Women (MM)
- Ministry of Social Development (MDS)
- Ministry of Foreign Affairs (MRE)
- Public Ministry (MP)
 - Specialized Unit against Human Trafficking and Sexual Exploitation of Children (UETP) (part of MP)
- National Commission for the Prevention and Eradication of Child Labor and Protection of Working Adolescents (CONAETI)
- National Commission on Fundamental Rights at Work and Prevention of Forced Labor (CONTRAFOR)
- Municipal Council for the Rights of Children and Adolescents
- Departmental Commissions for Preventing and Combating Human Trafficking

ATLAS hired consultants to carry out the following studies:

- “Public Policies on CL, FL, and HT”
- “Interinstitutional Enforcement Procedures on CL, FL, and HT”

The following are the main products of the work in Paraguay:

Enforcement Training Programs

- Enforcement training manual
- General symposium
- Social protection symposium
- Enforcement symposium
- Enforcement training
- Training of trainers (TOT) between MP and labor inspectors (MTESS) on CL, FL, and HT
- TOT for labor inspectors (MTESS) on CL, FL, and HT
- TOT of PN on CL, FL, and HT
- Training for criminal judges in punishable acts related to the worst forms of CL, FL, and HT
- Training for UETP on parallel financial investigation on punishable acts related to HT and asset laundering

ATLAS Moot Court

- The ATLAS Moot Court was established under the leadership of the CSJ, Department of DDH. It was set up to strengthen knowledge of CL, FL, and HT among professionals (lawyers) of MP and MDP.

ATLAS Living Lab

- The Living Lab was created as a process for bringing together experts to discuss a specific problem related to CL, FL, and HT, and to agree on details about how to handle the problem more efficiently in the future. For this project, experts focused on reparations for victims.

Coordination

- Multi-Agency Unified Enforcement Procedures to address CL, FL, and HT cases
- Reactivation of the Interinstitutional Departmental Commissions for Preventing and Combating Human Trafficking

Communication Strategy

- Digital library
 - Radio spots
 - Animations
 - Printed materials, i.e., Compilation of Ministerial Resolutions of CL, FL, and HT; Basic Concepts of CL, FL, and HT; and Intervention Pathways for CL, FL, and HT

5.3 RELEVANCE AND COHERENCE

Relevance and Coherence—Evaluation Questions

- Evaluation Question: Was the project's theory of change valid (considering threats to internal and external validity), given the implementing environment?
- Were the project's strategies relevant to the priorities of the target groups and local stakeholders?

5.3.1 THEORY OF CHANGE

Stakeholders could not describe the theory of change. However, all stated that POA provided a good explanation for the purpose of ATLAS.

According to participants, ATLAS proposed to:

- Eradicate HT.
- Prevent FL and CL in the project areas: El Chaco, Guairá, Ñeembucú, and Asunción.
- Change attitudes.
- Produce structural changes in public entities by working closely with those institutions.
- Institutionalize CL, FL, and HT in relevant public institutions because these are the places that can combat CL, FL, and HT.
- Strengthen competencies of assistant judges, prosecutors, and defenders.

5.3.2 RELEVANCE TO LOCAL TARGET GROUPS AND STAKEHOLDERS

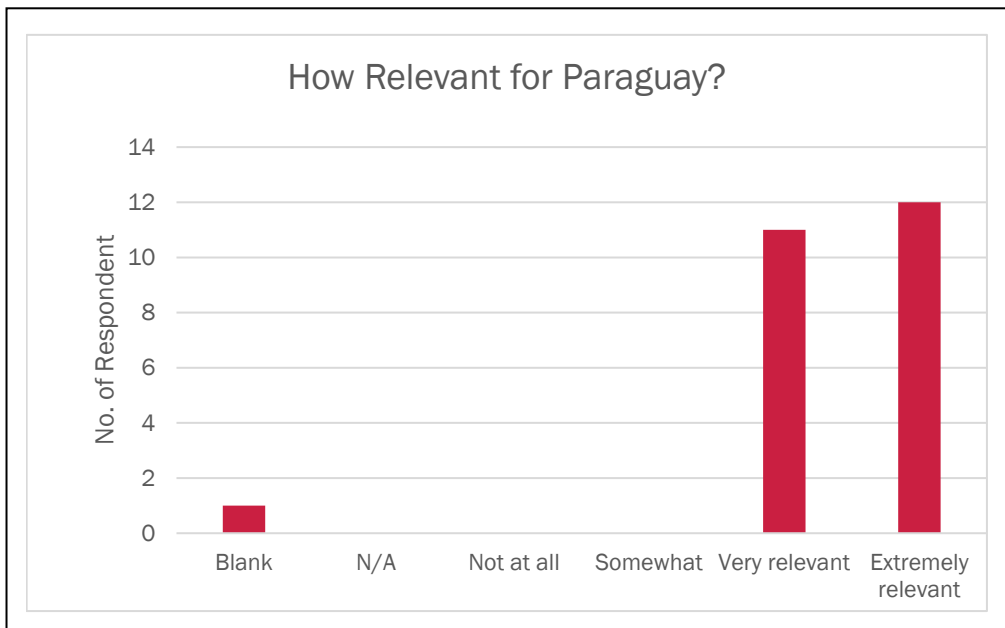
All stakeholders who were interviewed felt that ATLAS had been very relevant to their work. The basis for ensuring that the work was relevant to Paraguay's context was the PSA. The PSA was an important input for initiating in-country work. The following were some key recommendations that were identified during the PSA process and then translated into the ATLAS workplan.

Recommendations were to:

- Train law enforcement entities, such as public ministry, police, labor inspectors, prosecutors, and judges to improve their understanding of:
 - Laws and regulations of CL, FL, and HT;
 - The relationship between CL, FL, and HT and how to identify, investigate, and distinguish between these cases.
- Train prosecutors and judges on:
 - Investigation techniques for CL, FL, and HT cases;
 - How to measure the harm to victims with a view to legal redress (reparations for victims).
- Improve coordination among the three platforms: CONAETI, CONTRAFOR, and the Interinstitutional Roundtable for the Prevention and Combat of Human Trafficking.
- Create a unified action protocol to address CL, FL, and HT, which could be used by CONAETI, CONTRAFOR, and the Interinstitutional Working Group on Preventing and Combating HT. At the time of the PSA, they had separate action plans.
- Increase understanding of the needs of victims.
- Increase awareness of the rights of migrants, indigenous groups, and LGBTQI+ in cases of CL, FL, and HT.

The following chart illustrates opinions of those interviewed regarding relevancy for Paraguay. Of the 14 people who filled out the questionnaire, 4 stated that it was very relevant, 7 stated that it was extremely relevant and 3 did not respond, stated as blank in the following table.

Figure 4. How Relevant was ATLAS for Paraguay?



5.4 EFFECTIVENESS

ATLAS's work in Paraguay created products relating to enforcement training, ATLAS Moot Court, ATLAS Living Lab, and coordination. Pre- and post-tests were applied to all training sessions. In addition, a cross-cutting theme of communication encompassed all activities and resulted in useful material that can be used after ATLAS ends.

Effectiveness—Evaluation Questions

- To what extent has the project achieved its primary objectives and planned outcomes?
- To what extent was the capacity of the stakeholders strengthened?
 - What were the results of capacity-building activities?
 - What changes have taken place in enforcing labor or criminal legal frameworks?
 - Has coordination among enforcement and social protection entities improved?
- What interventions appear particularly promising for achieving outcomes?
- How have the M&E systems been implemented and are they being used to identify trends and patterns, adapt strategies, and make informed decisions?

5.4.1 ENFORCEMENT TRAINING PROGRAM

Enforcement training manual

This manual was the basis for all enforcement training courses. The starting point was the METP that was developed by Winrock. To adapt the manual to the Paraguay context, POA's legal expert worked with consultants with expertise in international law, constitutional law, human rights, and criminal law. They also hired a consultant with expertise in psychology and ontological coaching. POA worked with the training center of MP to validate the material and to receive their inputs.

In addition to developing the METP, Winrock provided valuable technical assistance for the adapted version.

General symposium

The objective of the general symposium was for participants to be able to visualize the different stages of processes regarding CL, FL, and HT. There were two stages to this training: pilot and implementation. Both stages were training sessions that imparted useful knowledge; however, the methodology was refined between pilot and implementation stages.

Each stage consisted of a 6-hour training, split into 2 days. Topics included definitions and indicators for CL, FL, and HT; interinstitutional coordination platforms; the distinction from other punishable acts; and sentencing (compensation and restitution). An important outcome was that participants recognized the importance of continued coordination between the judiciary and social protection agencies, as well as the need for each institution to comply with its respective roles and to carry out a comprehensive approach to CL, FL, and HT.

According to monthly reports, the MDP was committed to adopting the enforcement training programs, particularly from the general symposium and the enforcement symposium, into their own training center.

Social protection symposium

The social protection symposium was aimed at social protection agencies, labor unions, and CSOs. Objectives were for participants to be able to visualize their roles in providing comprehensive care and protection for victims, and to gain increased understanding of current procedures and referral channels for cases of CL, FL, and HT.

There were two stages to this training: pilot and implementation. Each stage consisted of a 6-hour training, split into 2 days. The symposium included lectures from representatives from public institutions that currently provide services—MTESS, MDS, the Ministry of Children and Adolescents (MINNA), and the Ministry of Women (MM). In addition, representatives from CSOs and labor unions shared their perspectives on the importance of interinstitutional coordination to address CL, FL, and HT. Participants learned about care and protection programs for victims, procedures, and specific referral channels for cases of CL, FL, and HT. They also gained an understanding about interinstitutional coordination mechanisms for the effective comprehensive care of victims of CL.

Enforcement Training

- Enforcement training manual
- General symposium
- Social protection symposium
- Enforcement symposium
- Enforcement training
- TOT of labor inspectors of MTESS on HT, FL, CL
- TOT of PN on HT, FL, CL
- Training for criminal judges in punishable acts related to the worst forms of CL, FL, and HT
- Training for UETP on parallel financial investigation on punishable acts related to HT and asset laundering

Enforcement symposium

There were two stages to this training: pilot and implementation. Each stage consisted of a 6-hour training, split into 2 days. Participants were officials from criminal justice system institutions—CSJ, MP, MTESS (mainly from Labor and Children and Adolescent jurisdictions), and MDP. Participants appreciated the opportunity to discuss current legislation and content related to Law No. 4. 788/12, “Comprehensive against Human Trafficking.” They expanded their understanding of the importance of identifying the needs of victims and becoming familiar with services available to support victims during the criminal process and their subsequent reinsertion into society.

Enforcement training

There were two stages to this training: pilot (three sessions) and implementation (two sessions). Participants came from CSJ, MDP, MTESS, and MP. They discussed different institutional roles and identified responsibilities and obligations for HT, FL, and CL.

This training enabled participants to learn about the work done by the MP within criminal jurisdiction processes and created a space for participants to ask questions about details of where to report cases of HT.

According to monthly reports, the MDP was committed to adopting the enforcement training programs into their own training center.

TOT between MP and labor inspectors (MTESS)

This program was envisioned as five 3-hour sessions. The first, and ultimately only, session brought together representatives from the MP and labor inspectors (MTESS). Topics included the different types of investigations, the role of labor inspectors in investigation and crime scene processing, and the role of labor inspectors as they work with the MP. A total of 37 people from both institutions participated in the first session, and 27 completed the pre-test.

After this session, a decision was made to provide separate trainings for MP and PN due to different levels of understanding of the topics. MP requested a specific training for UETP on parallel financial investigation of punishable acts related to HT and asset laundering.

TOT for labor inspectors (MTESS) on HT, FL, and CL

This training was implemented in two stages: pilot (four sessions) and implementation (four sessions).

A total of 22 officials from the Labor Inspection General Directorate, Directorate for the Protection of Children and Adolescents, Legal Advice General Directorate, the National Professional Promotion Service, and MTESS regional offices completed this training. This training included developing teaching plans, with the guidance of tutors, based on their topics, which were related to CL, FL, and HT. This work was supported by tutorial and practice sessions.

One problem with this training was that MTESS officials were not able to attend regularly, due to work-related issues. This caused delays in the completion of training plans, and in some cases resulted in insufficient quality of final training plans. As a result, only 13 participants were certified as trainers.

Despite the problems, MTESS found the training course to be valuable, and at the time of the evaluation were in the process of establishing a technical training unit within MTESS. They planned on institutionalizing this course into the training unit.

TOT of PN on HT, FL, CL

Training consisted of two stages: pilot (six sessions) and implementation (four sessions). Each was a 3-hour session. Training was conducted with ISEPOL, which is the training institution in the PN. A combination of virtual and in-person sessions were held. The training course included information on CL, FL, and HT and instruction on teaching techniques, such as adult learning, teaching objectives, and selection of educational materials. A total of 19 police officers from ISEPOL completed the course. This included officers from the department of investigation of HT and the department against organized crime. There were 13 participants from Asunción and 6 from outside the capitol city (Caaguazú, Guairá, Itapúa, Alto Paraná, and Cordillera). ATLAS hired a consultant to teach the course. The course included tutorial and practice sessions.

Although participants learned from the virtual sessions, they stated that the in-person sessions were valuable for having the opportunity to practice their new skills in front of an audience.

One of the ISEPOL instructors who participated in the course stated that the role of ISEPOL is to train officers and to make sure that they have up-to-date knowledge in new areas, such as on CL, FL, and HT. He stated that ATLAS had been very significant because he not only learned about CL, FL, and HT, but he also improved his teaching techniques. He was already incorporating what he learned into cadet training courses that he taught. The following is his reaction to the course:

The project was very significant, apart from being updated on legislation and procedures, they also gave us the way to reach our students. They also gave us a methodology to be able to transmit.

When asked about the importance of ATLAS, another person at ISEPOL commented that a major result of the training was that participants learned proper behavior around victims.

The head of training at ISEPOL stated that they will incorporate this training in a refresher course in techniques and tactics that officials are required to take to be promoted. She stated that her bosses were delighted with this course. Starting in 2023, this promotion course will include CL, FL, and HT. She also stated that the course materials prepared as part of ATLAS were extremely useful and that they will continue to use it.

Training for criminal judges in punishable acts related to the worst forms of CL, FL, and HT

This training was designed for judges from the judicial system to strengthen their capacities to identify, investigate, refer, prosecute, and sentence CL, FL, and HT cases. Training was divided into two stages: pilot (two sessions) and implementation (two sessions).

Judges came from several regional departments, including Central, San Pedro, Alto Paraná, Ñeembucú, and Boquerón. This training was especially important because it brought together judges from different parts of the country, whereas most training is only provided for professionals in Asunción.

The training provided time for participants to analyze and discuss specific types of crimes of CL and worst forms of CL, as they are established in the criminal code of Paraguay. They also discussed the importance of unifying criteria among justice system institutions. In addition, participants learned about the types of damages for which compensation can be sought and how to quantify this. They learned how perpetrator's assets should be impounded to serve as the basis for compensation of damages suffered by the victim.

Participants suggested that there should be a future session on the application of international legal mechanisms in the criminal justice system, to be able to argue sentences based on international standards for CL, FL, and HT that are currently enforced in Paraguay.

Training for UETP on parallel financial investigation on punishable acts related to HT and asset laundering

Training consisted of two stages: pilot (four sessions) and implementation (one session).

The first session was an in-person 6-hour training and was aimed at sustainably strengthening the capacities of the members of the UETP in the investigative practices of punishable acts related to HT and asset laundering. The objectives of the training were: (a) to develop participants' competencies by strengthening their knowledge of investigative practices for punishable acts of HT and money laundering within their respective functions, and (b) to install sustainable capacity within the MP's UETP for continued training of its officials on how to estimate compensatory damages for victims of HT.

The training was attended by 19 participants from the MP's UETP. According to ATLAS documents, UETP has a criminal unit in charge of investigating HT in connection with money laundering, but this unit had never received specialized training on financial and asset investigation.

The main topic of the implementation session was introductory training on damages and civil compensation, which was not well known by participants. They were particularly interested in how the civil action for indemnification operates in the civil process and in the criminal process, inquiring as to whether they had to opt for one or the other and the advantages and disadvantages of each.

Participants also learned about different sources of information available (public and private), types of reports available, and how to request reports during an investigation.

5.4.2 ATLAS MOOT COURT

The ATLAS Moot Court was established under the leadership of the CSJ, department of DDH. It was set up to strengthen knowledge of CL, FL, and HT among professionals (lawyers) of MP and MDP. It was a competition among practicing professionals (lawyers) of the MP and MDP, and was judged by judges from the Judiciary.

The ATLAS Moot Court was built on expertise that CSJ already had in holding Moot Courts with university students. LWOB provided additional technical assistance, and a consultant was hired to work with CSJ to prepare details. Hypothetical cases were developed with input from CSJ. According to CSJ, working with professionals was more complex than their previous work with students, but it was a great experience.

The activity began with intra-institution competitions among six teams (three for the prosecution role and three for the defense role). Each team consisted of 2 members and 1 alternate, for a total of 18 participants. Each team had a mentor. Participants as well as judges received extensive training on CL, FL, and HT in preparation for the competition. The entire process lasted 3 months. The invitation to participate in the competition was nationwide to provide opportunities for professionals at the departmental level.

A point system was designed to determine the winning teams. This reduced competition among individuals on the same team. The prize was an online course on CL, FL, and HT. CSJ obtained financing so that all team members, including the alternate and mentor, could take the course. In addition, participants received reference documents regarding CL, FL, and HT.

Because of the pandemic, some competitions were virtual and others were in-person; both went well.

Participants of the Moot Court as well as CSJ expressed that the competition was a lot of work, but they enjoyed it. They appreciated the opportunity it gave them to greatly increase their knowledge. Because all the participants went through extensive training on CL, FL, and HT, all benefited from the competition, not just the winners.

At the time of the evaluation, participants stated that they were already putting what they learned into practice. Some of the participants were professors who immediately incorporated what they learned into their own classes.

The evaluation team spoke with the winners of the competition. All stated that the training changed their lives, opened their eyes to the problem of CL, FL, and HT, and improved how they will handle these cases in the future. Previously, they did not notice many cases of CL, FL, and HT; however, they are now aware that people who come into the judicial system for other reasons may also be victims of CL, FL, and HT, and they have started to appreciate the perspective of the victim as a human being. They also gained an increased understanding of how to work with other institutions, which will improve coordination in the future.

These are some of their comments:

How could we detect that they were inside other instances? And that focus is what we didn't have before. So, it opened up our vision a bit in relation to that and HT, that yes, there are many cases ...

... also have a more sensitive view of the victims that the victims are not the subject of a process, but also that they are people who are living a reality, who have, who are affected not only by what happened, but what impact this can cause for their future life, both for the defendant and for the victim.

When asked about the future of this work, the winner of the competition stated that the future was “now” because they were already implementing what they learned.

And I think that's it. Then I know that it is no longer a future, it is a present ... we have already changed our way of seeing some procedural issues, respect for the law due process and we are already applying that at the present.... I would not be in the future, that is, there is no going to change. I think it has already changed.

Despite all that was gained through this experience, the CSJ does not have financing to replicate the experience. This is how CSJ responded when asked about sustainability:

We have all the capacity to perform this because we have knowledge and experience. What we don't have is budget.... We do not have the financial capacity to replicate that without assistance.

5.4.3 LIVING LAB

The Living Lab was created as a process for bringing together experts to discuss a specific problem related to CL, FL, and HT, and to agree on how to handle this problem more efficiently in the future. For this project, experts focused on reparations for victims, specifically visualizing the mechanisms and procedures for reparations for victims for damages derived from punishable acts related to the worst forms of CL, FL, and HT.

This working group was organized by POA and consisted of 22 members, including representatives from MTESS, CSJ, MDP, and MP. This group contained experts on civil,

criminal, labor, and childhood and adolescent laws. Along with the discussions, UETP presented actual cases in Paraguay, highlighting difficulties with providing compensation to victims.

The process lasted 3 months, with both virtual and in-person meetings. Initial inputs for this discussion came from an assessment conducted by POA that gathered information from key government institutions (MP, CSJ, and MDP) regarding experiences in compensating victims of CL, FL, and HT. A consultant was hired with expertise in criminal law to handle the process of the Living Lab. In addition, ATLAS brought in experts from Argentina (PROTEX) and Brazil to share their experiences. The following is how one person who was interviewed explained the importance of these visits:

ATLAS held a seminar with a Brazilian who explained in a very attractive way, also brought a prosecutor from Argentina. With these trainings, it was possible to change the visions that the judges had, that forced labor was only criminal—and not labor-related.

Argentina was invited because the legal process for reparations for victims was further developed in Argentina than in Paraguay. This was an important connection between ATLAS's work in both countries. Paraguay benefited from the expertise of professionals from Argentina. At the same time, experts in Argentina became aware of deficiencies in their own processes for reparations, which led them to include activities to strengthen these processes as part of the ATLAS workplan.

After the visit from PROTEX to Paraguay, ATLAS arranged for an exchange visit by UETP of Paraguay to travel to Argentina to meet with PROTEX. During this trip, interinstitutional contacts were fostered among Paraguay's UETP and Argentina's PROTEX, which created opportunities for future collaboration. In addition, UETP officials gained practical knowledge, on reparations for victims, which could be applied in Paraguay.

The following are examples of conclusions of this working group.

- There are established procedures to claim damages in civil, criminal, labor, and child and adolescent jurisdictions. Each route has its own advantages and disadvantages. Usually, compensation is higher in civil courts than in criminal courts, but the process is more complex in civil courts than in criminal courts.
- Worst forms of CL and FL cases do not have specific regulations regarding procedures for victims to claim damages, whereas there is a specific law regarding HT.
- It is essential to coordinate actions among MTESS, MDP, and MP so that victims can receive guidance on their rights before actions reach the judiciary. To achieve this, it is essential to design protocols for collecting evidence of specific damages.
- A special unit within MDP should be created to focus on guiding victims through the process of obtaining reparations.
- Laws should be modified, and agreements and resolutions should be issued that streamline and clarify the problems in the current system of compensation for victims.

When evaluators asked participants from MTESS about the added value of ATLAS, they stated that the Living Lab was very important:

...with this experience it was possible to exchange opinions among institutions, achieving articulation with the Judiciary, Ministry of Labor, Public Defender's Office, and the Prosecutor's Office. With this, it was possible to work on joint issues, for example: How to act in cases of forced labor? How to rescue victims? What compensation can be given to the victim? What psychological treatment?

5.4.4 COORDINATION

The PSA revealed a complicated coordination situation. There were three coordinating bodies that did not coordinate with each other. The three platforms are as follows:

- CONAETI is a tripartite technical coordination institution that develops actions to achieve the eradication of CL and the protection of adolescent labor.
- CONTRAFOR is a tripartite technical coordination institution that works to achieve the eradication of FL.
- The Interinstitutional Roundtable on HT is led by MRE.

A holistic approach to coordinating CL, FL, and HT did not exist. Even the case of MINNA was complicated. MINNA participated in all three platforms but was represented by different internal programs on each platform. ABRAZO (internal group supporting victims of CL) participated in CONAETI, but the internal group Comprehensive Care Program for Victims of Trafficking and Sexual Exploitation (PAIVTES) participated in CONTRAFOR. Coordination between ABRAZO and PAIVTES was not good.

An early step in the process of improving coordination was to hire a consultant to conduct two reviews.

- Public Policies on CL, FL, and HT
- Interinstitutional Enforcement Procedures on CL, FL, and HT

ATLAS focused on three mechanisms to improve coordination:

- Development of an Inter-Platforms Coordination Mechanism
- Development of Multi-Agency Unified Enforcement Procedures to address CL, FL, and HT cases
- Reactivation of Departmental Commissions for Prevention and Combating of Human Trafficking

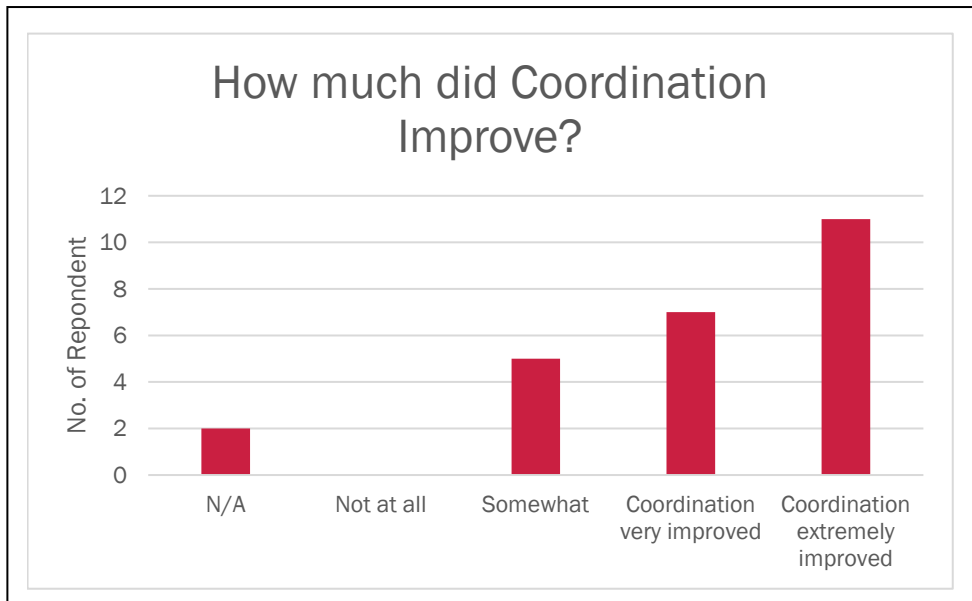
Workshops involving all three national coordination platforms together were held at the national level. Results of the reviews were presented, and participants were able to understand commonalities among the platforms, especially around indicators. The need for a comprehensive approach to CL, FL, and HT was promoted in all meetings. The institutions that participated in the three coordination platforms agreed to sign a memorandum of understanding (MOU) of coordination. However, MRE was never able to sign, so a formal overarching coordination agreement was not achieved.

Workshops, similar to the national workshops, were held at each of the five departments at which ATLAS was working. Along with presenting the findings of the review, plans were made to reactivate each Departmental Commission for Prevention and Combating of Human Trafficking. ATLAS organized various meetings with each Departmental Commission until agreements were developed and signed for the reactivation of the groups. This reactivation was signed by the governor of each department. Action plans were developed.

ATLAS helped MTESS convene meetings of the interinstitutional coordination platforms, specifically for CONAETI and CONTRAFOR. Part of MTESS's work is coordinating both platforms. During this meeting, participants visualized the activities that could be carried out jointly and discussed the importance of interinstitutional coordination. This resulted in a document with a methodology for interinstitutional platforms to coordinate, including the use of common indicators.

The following chart describes respondent's opinions regarding improvements in coordination because of ATLAS. Out of 25 respondents, 11 stated that coordination had extremely improved, 7 had very much improved, and 5 somewhat improved.

Figure 5. How Much Did Coordination Improve?



5.4.5 CROSS-CUTTING THEME OF COMMUNICATION

ATLAS in Paraguay implemented a communication strategy that cut across all other activities. This strategy aimed at the following.

- Raising awareness about problems and vulnerabilities of CL, FL, and HT
- Raising awareness of victim rights, especially in the judicial system
- Improving identification and referral of CL, FL, and HT cases both nationally and locally
- Publicizing existing reporting channels for CL, FL, and HT
- Publicizing protection services available to victims, including services for social and labor reintegration
- Promoting interinstitutional management of communications to coordinate messaging

Consultative meetings were held with relevant public institutions (CSJ, MDP, MINNA, PN, MTESS, MRE, MM, and MDS) to establish a shared understanding of messages and the role that each institution plays in working with cases of CL, FL, and HT.

Communication activities included theatrical plays, radio productions, animations, posters, flyers, brochures, campaigns, briefing materials, and guides.

Much of this material is available in the [digital library](#),²⁸ which is located on POA's server and will be available after ATLAS ends. In addition, ATLAS created communication kits on pen drives that they gave to all the stakeholder institutions.

The following are brief descriptions of some of the materials that were produced.

Theatrical Play

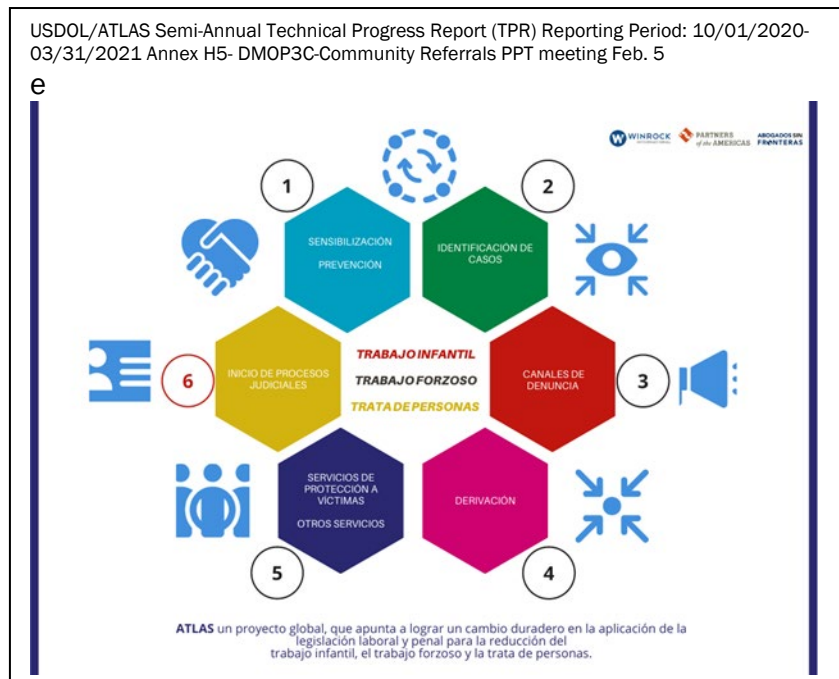
The drama, *"Te puede pasar"* ("It can happen to you"), was produced to raise awareness of CL, FL, and HT in vulnerable communities, where some types of CL and FL are considered normal. It is not unusual for girls to be sent to urban centers, supposedly for a better life, but instead end up in a situation of *criadazgo* in which they work as maids and nannies and are not given a chance to attend school. Also, boys may be recruited with the promise of good work with a salary that will allow them to send money to their family but may end up working almost as slave labor. The drama is spoken with a mixture of Guarani and Spanish, mirroring the way people speak in many of these vulnerable communities.

This drama was presented in 11 cities in 7 departments. A total of 1,441 people attended the showings.

Radio Productions

The project created and aired two radio productions. Language for these productions is a mixture of Guarani and Spanish. The productions are in the digital library.

- A radio soap opera on *criadazgo* was created jointly with MINNA. It was broadcast on local radio stations.
- A radio spot on decent work was created jointly with MTESS. It was distributed through MTESS's social media.



²⁸ [Biblioteca Digital](#)

Animations

Animations were produced to match the radio productions, one on *criadazgo* that was validated by MINNA and another on decent work that was validated by MTESS. Language for these productions is also a mixture of Guarani and Spanish. These are also in the digital library.

5.4.6 COMPILATION OF LAWS AND REGULATIONS REGARDING CL, FL, AND HT.²⁹

This was the first time that professionals had all laws and regulations pertaining to CL, FL, and HT in one place. Many of those interviewed mentioned that this document was an important product of ATLAS.

5.4.7 ADDITIONAL MATERIAL (SEE DIGITAL LIBRARY FOR MORE MATERIAL)

- Triptychs: What does MTESS do? What does MDP do? What does MINNA do? What does PN do?
- Diptych explaining the reactivation of Departmental Commissions for the Eradication of Child Labor and Protection of Adolescent Labor
- Posters on CL, FL, and HT aimed at raising awareness of CL, FL, and HT and understanding reporting channels
- Booklet on CL, FL, and HT aimed at officials from key government institutions participating in the project
- Guide to services and opportunities for municipal entities to use as they assist female victims of CL, FL, and HT. Services include health, education, labor, and housing.

5.4.8 PROJECT MONITORING AND EVALUATION SYSTEM

Stakeholders who were interviewed did not have much knowledge about the project's M&E system. However, they stated that they appreciated pre- and post-tests for training courses and evaluation sessions for all activities. They considered both activities to be part of the project's M&E system.

5.5 EFFICIENCY AND FLEXIBILITY

Efficiency and Flexibility—Evaluation Questions

- Were the project's inputs (human and financial resources) applied efficiently in implementing the project strategy?
 - What factors, if any, affected efficiency?
- What effects has the COVID-19 pandemic had on project implementation, and how did the project adapt to this situation?
- How has the project strategy adapted to the local context?

²⁹ [Resoluciones Ministeriales Relacionadas al Trabajo Infantil, Trabajo Forzoso, Trata de Personas, compilación](#)

5.5.1 INPUTS (HUMAN AND FINANCIAL RESOURCES)

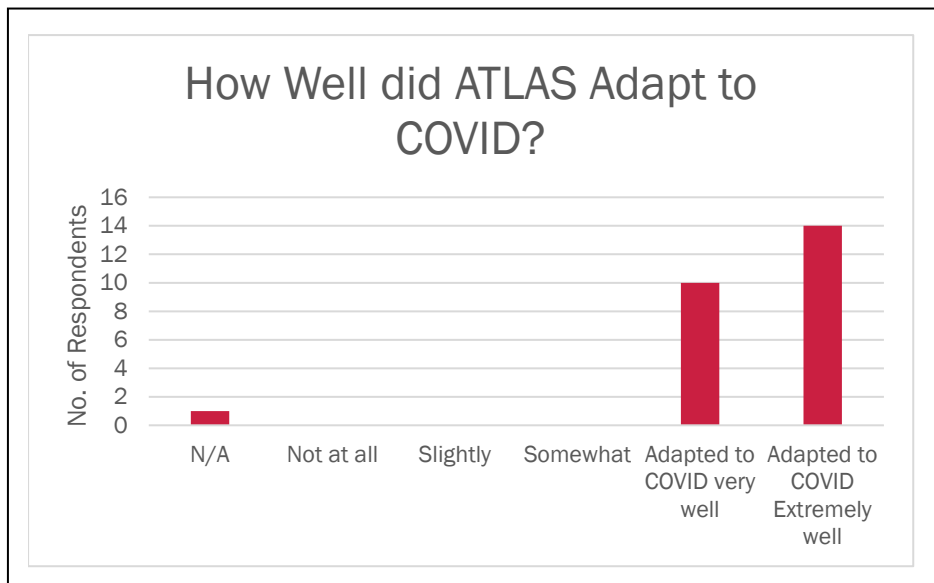
The time period for this project was short. Even though this was one of the first countries to start implementation under ATLAS, country work lasted only slightly more than 2 years (28 months). Despite this, POA, with support from Winrock, accomplished a lot.

POA was skilled at working with local stakeholder organizations and ensuring buy-in of activities. They were able to adapt to schedules of stakeholders and still complete activities. Stakeholders interviewed expressed their appreciation for the professionalism of POA and Winrock.

5.5.2 EFFECTS OF COVID-19

ATLAS successfully adapted to the changing situation of the pandemic through a mixture of virtual, hybrid, and in-person events. Stakeholders interviewed stated that the work of ATLAS carried on effectively even through COVID-19. Figure 6 describes respondent opinions on how well ATLAS adapted to COVID-19. Out of 25 respondents, 14 stated extremely well, 14 stated very well, and 1 stated not applicable (N/A).

Figure 6. How Well did ATLAS Adapt to COVID?



5.6 SUSTAINABILITY

Sustainability—Evaluation Questions

- Which project activities and initiatives are most likely to be sustained?
 - What factors contributed to or limited this sustainability?
 - How could the project have improved its sustainability efforts?
- What are the lessons learned and promising practices from the ATLAS project?
 - Are there any lessons learned that apply to a particular target, such as CL, FL, or HT? Which ones?

5.6.1 POSITIVE

POA worked diligently with stakeholders to institutionalize ATLAS work.

Training and communication materials were finalized and organized. A large number of paper copies of communicational materials were printed and given to stakeholder institutions. Digital copies were organized on pen drives and given to institutions. Finally, a digital library was created on POA's server, so that there can be public access to these materials after ATLAS ends.

ISEPOL incorporated training into the ongoing refresher course in techniques and tactics that officials are required to take to be promoted. Starting in 2023, this promotion course will include CL, FL, and HT. ISEPOL planned on giving copies of training materials to other academic units (i.e., pre-degree and undergraduate academic units) for incorporation into their curricula. At the time of the evaluation, one ISEPOL instructor stated that he was already using the material in cadet training.

MTESS decided to set up a technical training unit and asked for technical assistance from POA. The first course would be the ATLAS enforcement training course. The trainers who received TOT training will become trainers for this new unit.

The MPD expressed interest in creating a specialized unit for victims based on a similar one in the justice system of Argentina. They had learned about this unit through ATLAS. POA linked professionals from both countries to begin this process.

Links between professionals in Paraguay and Argentina were established through the exchange visits and will continue after the end of ATLAS.

The Departmental Commissions for Prevention and Combating of Human Trafficking signed MOUs that they had been reactivated and that coordination work would continue in the future.

Participants stated that knowledge gained through ATLAS activities would stay with them and that it was already influencing their work. They also compared the ATLAS project to seeds that had been planted and would continue to grow.

Many seeds sprouted after the Atlas project, and we are going to continue with the lessons learned.

5.6.2 THREATS

A major threat for continuation of activities started under ATLAS is the lack of financial support. This is particularly true for the ATLAS Moot Court for professionals. CSJ directly stated that although they had the knowledge and expertise to repeat this experience, it would not happen again without outside support. This may also be the case for other training programs.

Political changes may affect how activities are prioritized. In the interviews, there was concern that there was always a possibility that a change in heads of departments could result in changed visions that might not include ATLAS-initiated activities.

Regarding improved coordination on national level platforms, a final MOU of coordination was not signed by all institutions who use these platforms, which might hamper coordination from continuing in the future.

5.7 EQUITY AND INCLUSION

Equity and Inclusion—Evaluation Questions

- How effectively did ILAB and the project implementers engage marginalized or underserved communities over the project life cycle?
 - To what extent did project design and implementation reflect the needs and priorities of diverse stakeholders, including those from marginalized and underserved populations?
 - What factors limited or facilitated these results?
- To what extent did marginalized or underserved populations experience equitable access to (and outcomes resulting from) project-supported services or interventions?
 - What are the steps that ILAB and its grantee took (or should have taken) to ensure that technical assistance reaches and benefits these populations?

When asked about how ATLAS addressed equity, those interviewed brought up the following points:

- ATLAS prioritized work in indigenous regions and worked with indigenous community leaders. A particular example was work in Chaco.
- Training was provided for people in all parts of the country and not just in Asunción.
- Communication materials took into consideration gender because gender affects the type of vulnerability. For example, *criadazgo* mostly affects girls, whereas boys are most likely to work in FL on farms or in factories.

6. EVALUATION RESULTS—COUNTRY-SPECIFIC: LIBERIA

6.1 CONTEXT

Children in labor

Most children ages 5–14 in Liberia who are involved in CL work in the agricultural sector on rubber and charcoal production and in alluvial mining.³⁰ Other children are also subjected to forced domestic servitude, forced begging, sex trafficking, or FL in street vending. Children are also victims of trafficking, especially within the country’s borders and particularly from rural to urban areas.

Trend in trafficking in persons

Liberia’s ranking on the Trafficking in Persons report has fluctuated between Tier 2 watchlist (T2W) and Tier 2 (T2) in the last decade. In the most recent 2022 ranking, it was upgraded to T2, with the report observing that “the government demonstrated overall increasing efforts compared with the previous reporting period, considering the impact of the COVID-19 pandemic on its anti-trafficking capacity.”³¹ Notable efforts by the government included “passing and enacting a new trafficking law with provisions that removed the means element for child sex trafficking crimes; increasing investigations, prosecutions, and convictions; and allocating more funding to NGOs to conduct awareness-raising campaigns. Additionally, the police established a new anti-trafficking unit, and for the first time, the Ministry of Labor hired lawyers dedicated to prosecuting trafficking cases.”³²

Table 6. Liberia Trafficking in Person Report rankings 2011–2022

Year	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
Ranking	T2W	T2W	T2W	T2	T2	T2	T2W	T2W	T2W	T2	T2W	T2

Source: Trafficking in Persons Reports, 2011–2022, U.S. Department of State

Reports indicate that the Government of Liberia has made other significant legislative progress in the fight against CL and HT. It has, for example, developed the National Action Plan for Child Labor (2019), which identifies priorities for addressing CL, including ratification of ILO Convention 138, and increasing penalties. It has also developed the National Plan of Action for Human Trafficking (2019), which focuses on implementation of the Human Trafficking Act and the Decent Work Act (2015), which expressly prohibits CL in specific industries and provides for increased penalties. The Government of Liberia has also endorsed the National Action Plan for the Elimination of the Worst Forms of Child Labor.

Gaps in legal frameworks for human trafficking

Gaps in the legal framework exist, such as the discrepancy between the minimum age for employment (16 years) and the age of compulsory education (15 years), and the fact that penalties on CL do not serve as effective deterrents, with a fine for an offense being approximately US\$1. For example, even after creating awareness on HT and stepping up labor inspections in 2020, labor inspectors did not report identifying any CL or HT victims.

The 2022 Trafficking in Persons report made recommendations that Liberia needed to prioritize, some of which were relevant to the outcomes under this project. These include “(i)

³⁰ ATLAS Project Document

³¹ 2022 Trafficking in Persons Report for Liberia

³² [2022 Trafficking in Persons Report: Liberia](#)

increase efforts to investigate and prosecute trafficking cases, including internal trafficking cases and officials accused of complicity; (ii) train labor inspectors and social workers on standard victim identification procedures and the national referral mechanism; (iii) improve collaboration between anti-trafficking police units, immigration, labor, and judicial authorities and allocate financial and in-kind resources, as feasible, dedicated to anti-trafficking law enforcement activities; (iv) train law enforcement and judicial officials on identifying, investigating, and prosecuting trafficking cases under the revised 2021 anti-trafficking law; and (v) increase efforts to raise public awareness of HT, including internal trafficking.”³³ See the Liberia-specific findings of this ATLAS performance evaluation for a discussion of how the project addressed these recommendations.

6.2 APPROACH

Work in Liberia was implemented by Winrock, which established a country project office and contracted national professionals to support direct project implementation. The country team had a project manager, a financial and administration manager, an M&E associate, and a legal expert. Project reports indicate that work in-country began in March 2021 with background reviews, analysis of legislative frameworks, and the Pre-Situation Analysis (PSA). The project inception meeting was held in June 2021. Interviews with project staff indicated that actual implementation of country level activities around Differentiated Models of Practice (DMOP) did not begin until August 2021, at which time the DMOP consultations started. This left only 15 months to implement activities before December 2022, the project end date. Because of weaknesses in the legal framework, the project decided to focus on Outcome 1 (strengthening legal frameworks) and on Outcome 2 (enforcement).

The project used an adaptive management strategy, working in close collaboration with trafficking in persons stakeholders in Liberia, to prioritize project activities. Key activities at the national level were training stakeholders on HT, lobbying for approval and endorsement of the hazardous and light work lists, contextualization of the master enforcement training program (METP) to the Liberia context, development of the TOT curriculum for grassroots stakeholders, and development of standard operating procedures (SOPs) for the Child Labor Monitoring System (CLMS). This was achieved through the DMOP processes. Winrock’s previous work in CL, the International Development Law Organization’s (IDLO) previous work in HT, and other stakeholders’ experiences informed in-country project design and execution.

The ATLAS project in Liberia targeted government agencies and civil society organizations intervening on issues around CL, FL, and HT. The project targeted both national and county levels. Work at the national level involved the following agencies, which are responsible for combating trafficking in persons: the Ministry of Labor, Liberia Immigration Service, Anti-Trafficking Unit in the Ministry of Justice, Liberia National Police, Ministry of Interior, Ministry of Gender Children Social Protection, and Ministry of Interior; as well as civil society organization (CSO) representatives. County-level interventions were limited to the piloting of DMOPs, especially on the TOT curriculum for grassroots stakeholders and on SOPs for the CLMS. These pilot exercises took place in the counties of Grand Bassa, Nimba, and Grand Cape Mount.

Overall, work carried out at the national level and at the sub-national (county) level was empowering to those involved. At the national level, representatives from government ministries, enforcement agencies, and CSO representatives were involved. At the county

³³ [2022 Trafficking in Persons Report: Liberia](#)

level, government officers from line ministries, community leaders, and CSO representatives were engaged. The engagement led to improved knowledge and skills in addressing HT. Furthermore, it led to the production of key resources, which will continue to guide interventions on HT. These include the following:

- Adapted enforcement training manual
- TOT curriculum for grassroots stakeholders
- SOPs for implementation of the CLMS
- Hazardous work list
- Light work list
- Media (radio) messages on trafficking in persons

Relevance and Coherence—Evaluation Questions

- Was the project’s theory of change valid (considering threats to internal and external validity), given the implementing environment?
- Were the project’s strategies relevant to the priorities of the target groups and local stakeholders?

6.3 RELEVANCE AND COHERENCE

6.3.1 THEORY OF CHANGE

The ATLAS global theory of change was adopted for Liberia. As seen in the ATLAS technical project document,³⁴ the theory of change was premised on critical assumptions, including:

- Gaps and barriers exist in national legislative and criminal frameworks when compared to international conventions and protocols.
- Stakeholders in signatory countries are willing to work on these gaps and barriers to meet international standards.
- Quality evidence exists on the effectiveness of enforcement and coordination efforts and interventions to help government stakeholders make informed decisions.
- Evidence-based models of practice on enforcement and coordination can be adapted to country contexts.

The logic in the theory of change was that effective interventions in the elimination of HT require three key elements, namely, stronger laws, improved capacity of enforcement entities to implement the existing legal frameworks, and effective coordination between enforcement and social protection entities. Because work was needed to strengthen legal

³⁴ ATLAS technical project document, Module 6, page 20

frameworks and because of the short time available for implementation, a decision was made to focus on the first two elements of the theory of change (laws and enforcement) and not to focus on coordination. However, by working on these two elements, coordination improved. Thus, all three elements of the theory of change were relevant to project work in Liberia. This resulted in an unintended but positive focus on coordination.

Elements of coordination noted in the project activities in Liberia include the development of SOPs for CLMS and the DMOP development processes that brought different actors to the same planning table.

Overall, evaluation findings show that the theory of change was valid in the implementing environment. Liberia needed to strengthen its legislative framework and build the capacity of enforcement and social protection agencies to intervene in HT cases.

The findings indicate that the theory of change strongly mirrored the Liberian context as comprehensively analyzed and detailed in the PSA³⁵ and the project document.³⁶ The project document, for example, noted that the vast majority of Liberian children ages 5–14 work in agriculture,³⁷ which includes tasks such as rubber production, charcoal production, and growing various crops. Children are also subjected to forced domestic work, mining, and other hazardous activities.

Children still faced risks

The PSA also observed that despite the efforts in Liberia that focused on the development of legislation and awareness creation, among others, children in Liberia still took dangerous risks in the production of crops (rubber, oil, and palm) and mining activities, such as the mining of gold and diamonds. According to the PSA, these gaps were partly attributed to the fact that the existing laws in Liberia had not kept pace with recent changes in FL associated with HT and all forms of CL, in addition to poor implementation and enforcement of the existing legislation or laws. For example, human trafficking had previously been regarded as an international crime. Domestic trafficking was not seen as a crime, yet children continued to be moved from rural areas of Liberia into urban areas such as Monrovia where they are subjected to work as domestic laborers or street vending. This shows that significant gaps exist in legislation as Liberia continues to report high rates of CL, FL, and HT. These gaps strongly speak to project focus areas. Discussions with stakeholders further noted that although there are some regions in Liberia where incidents of trafficking in persons may be more pronounced, such as the southeastern counties of Maryland, Grand Kru, River Gee, Grand Gedeh, and Sinoe,³⁸ all children in Liberia were at risk of trafficking in persons, meaning that the theory of change was relevant across Liberia.

Project relevance to HT

The project was also relevant to the three focus areas of trafficking in persons (CL, FL, and HT). Indeed, all 18 interviewees reported that ATLAS was very relevant or extremely relevant to the issues of CL and HT, and 17 interviewees said that it was very relevant or extremely relevant to the issue of FL. Furthermore, 17 interviewees indicated that they knew the project objectives very well or extremely well, and 1 said somewhat well. This was confirmed in the qualitative interviews, in which target stakeholders were able to link the three outcome

³⁵ Winrock International (2021), ATLAS Project Pre-Situation Analysis final report for Liberia, page 17

³⁶ Winrock International (2021) ATLAS Project Document, page 13–14

³⁷ <https://www.dol.gov/agencies/ilab/resources/reports/child-labor/liberia>

³⁸ Enforcement Training Program Manual, Module 1 page 14

areas. Thus, most interviewees were able to explain that ATLAS aimed at strengthening laws and getting stakeholders to work together to address issues of trafficking in persons.

ATLAS was about making sure that laws of the land are effective in addressing child labor, forced labor, and human trafficking. It also brought together stakeholders to discuss and agree on what needs to be done in Liberia to better enforce the laws and make sure people work together.

6.3.2 PSA AND BODY OF KNOWLEDGE

The PSA and the development of the Body of Knowledge were critical vehicles for understanding the local situation and ensuring that ATLAS activities were relevant.

The PSA included a gap analysis of the legal framework, literature review, and data collection from relevant government officials. In the case of Liberia, the gap analysis contributed to the global Body of Knowledge. The Body of Knowledge was developed by reviewing existing evidence on the effectiveness of legal frameworks, enforcement, and coordination of interventions on trafficking in persons. Development of the Liberia contribution to the Body of Knowledge involved searching electronic databases of relevant studies published after 2005, assessing the extent to which they achieved their stated objectives regarding identifying, investigating, referring, prosecuting, and sentencing cases of trafficking in persons,³⁹ and incorporating best practices into the Body of Knowledge. The Body of Knowledge was published in April 2020.

The PSA report for Liberia was produced in May 2021. The PSA helped illuminate the situation of trafficking in persons, legislative frameworks (Outcome 1), and enforcement gaps (Outcome 2). For example, the PSA brought to the fore the realization that the internal movement of children from rural to urban areas with the intent of engaging children in CL was a HT crime. All interviewees held the view that the PSA remains a reference document for them. The project decided not to focus on Outcome 3 in Liberia, although as seen in the findings that follow, the intervention did result in strengthening coordination (Outcome 3).

6.3.3 DIFFERENTIATED MODELS OF PRACTICE (DMOP) APPROACH

The ATLAS project defines the DMOP as the evidence-based approach designed to tailor technical assistance to address country-level specific priorities.⁴⁰ Findings suggest generally positive feedback on the DMOPs, or the processes they followed to identify and prioritize project activities. Interviewees were of the view that development of three DMOPs in Liberia (DMOP on enforcement training program, DMOP on grassroots TOT, and DMOP on SOPs for a CLMS) was generally a participatory process, which allowed stakeholders to identify and prioritize project activities. A key informant, for example, noted that:

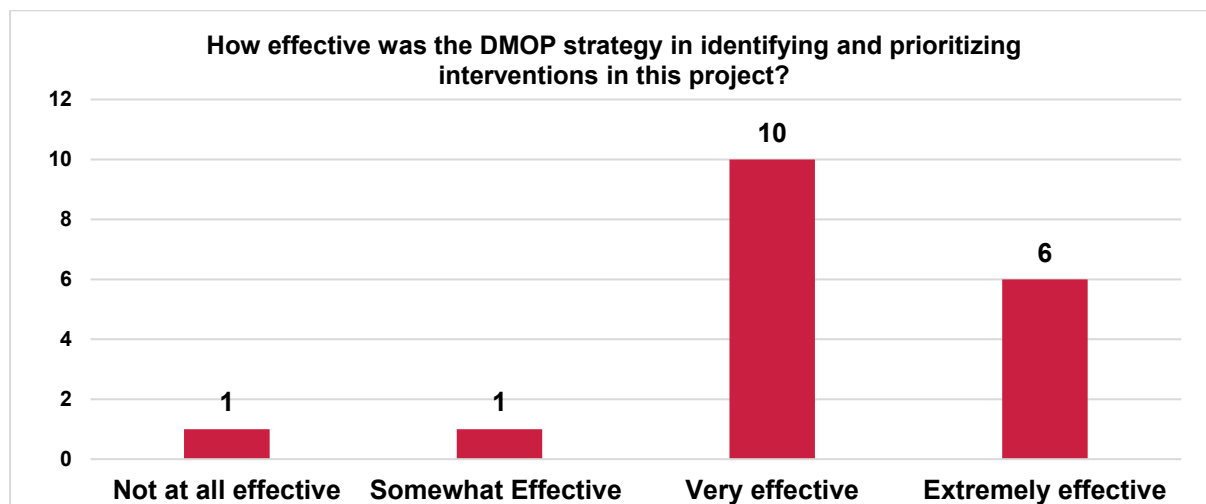
We were always together as actors in the trafficking in persons space to brainstorm and strategize on what needs to be done.

Findings from the interviewees surveyed echo this, with 16 of the 18 interviewees reporting that the DMOP strategy was effective in identifying and prioritizing interventions in the project (Figure 7). One interviewee said that DMOP was not at all effective and another said it was somewhat effective.

³⁹ WINROCK (2020). Body of Knowledge on Legislative, Enforcement, and Coordination efforts: Collating Quality Evidence to better address child Labor forced labor and human trafficking; page 1

⁴⁰ Winrock International (2021) ATLAS Project Document; page 22

Figure 7. Effectiveness of DMOP strategy in Liberia



Despite the positive feedback, interviewees noted that the DMOP process was lengthy and time consuming. The evaluation team observed that stakeholders were not conversant with all nine DMOP steps.⁴¹ This is despite their feedback that the DMOP process was implemented in a participatory manner.

The evaluation team further observed that it was unlikely that many organizations could afford to undergo this process, given the need for numerous meetings, which come at a cost—charges for meeting venues, consumables, and transport costs for attendees. In addition, interviewees observed that attendance at meetings was not consistent. Different people from the same organization would show up for DMOP sessions, which reduced the effectiveness of the process and the speed at which the process moved.

Given the feedback received on strategies the project employed, the Liberia evaluation team was of the view that overall, the adopted strategies were relevant to the priorities of the target groups and the local stakeholders.

6.4 EFFECTIVENESS

Effectiveness—Evaluation Questions

- To what extent has the project achieved its primary objectives and planned outcomes?
- To what extent have the legal frameworks for CL, FL, and HT been strengthened?
- To what extent was the capacity of the stakeholders strengthened?
 - What were the results of capacity-building activities?
 - What changes have taken place in enforcing labor or criminal legal frameworks?
- What interventions appear particularly promising for achieving outcomes?
- How have the M&E systems been implemented and are they being used to identify trends and patterns, adapt strategies, and make informed decisions?

To assess project effectiveness, the evaluation sought to establish and analyze the results achieved in each of the planned outcome areas. Two outcomes were pursued in Liberia: (i) strengthened labor and or criminal legal frameworks concerning CL, FL, and HT; and (ii)

⁴¹ Winrock International (2021) ATLAS Project Document; page 23

improved enforcement of the labor and/or criminal frameworks specifically related to CL, FL, and HT.

6.4.1 OUTCOME 1: STRENGTHENED LABOR AND/OR CRIMINAL LEGAL FRAMEWORKS CONCERNING CL, FL, AND HT

A review of project documents shows that Outcome 1 had four outputs, each with a set of activities. The outputs are as follows:

1. Country-specific labor or criminal legal framework report produced.
2. Legislative workplan developed.
3. Legislative workgroups equipped to implement the legislative workplan.
4. Awareness-raising activities for labor and/or criminal legislative reform conducted.

Evaluation findings show that ATLAS was able to implement most activities, which substantially contributed to the achievement of the outputs and consequently Outcome 1. The evaluation team believes that positive results were achieved because of ATLAS project interventions, as discussed in more detail below.

Among the results from the project was an in-depth legislative review of existing laws and policies relating to CL, FL, and HT in Liberia, and how these compared with international standards. This was among the initial activities carried out by LWOB. The legal framework review report (Output 1) was presented and validated on June 29, 2021. The PSA also augmented and complemented the work done under the legislative framework review.

Findings further show that an expanded legislative reform committee, comprising government officers and civil society, was formed in mid-2021. This committee had the responsibility to guide interventions in Outcome 1, especially the development of a workplan, and oversee implementation of activities. The committee was trained on existing gaps in the law and prepared to implement activities, including prioritization of activities under Outcome 1 (Output 3). The committee began its meetings to discuss the findings of the legislative framework review. A workplan for implementation of activities under Outcome 1 was developed as a result (Output 2). The workplan focused on interventions relating to labor and/or criminal legal frameworks concerning CL, FL, and HT.

The evaluation further noted that planned interventions in Outcome 1 were significantly scaled down following a decision by Liberia's Ministry of Labor to fast-track amendment of the 2005 Human Trafficking Act and adopt the current Human Trafficking Amendment Act 2021. This action was largely interpreted by stakeholders to have been triggered by the country's downgrading to T2W in the 2021 Trafficking in Persons Report.⁴²⁴³⁴⁴ The Minister for Labor commissioned a team of consultants to review and propose amendments to the law. Stakeholders were then invited for a validation session in August 2021 before the amendments were signed into law in September 2021. ATLAS provided technical inputs to the law during the validation meeting and before the amendments were finalized. This process was reported to have been completed in record time. One interviewee noted:

... this was exceptional. We have not seen such speed in amendment of laws in this country. It's normally a lengthy process and this can be attested by the fact that

⁴² <https://www.state.gov/reports/2021-trafficking-in-persons-report/liberia/>

⁴³ <https://inquirernewspaper.com/us-amb-laments-consequences-to-reform-liberias-tip-law/>

⁴⁴ <https://www.state.gov/reports/2021-trafficking-in-persons-report/liberia/>

Children Law and Decent work laws are still in process, yet their review commenced before the Human Trafficking Act amendment began...

Key among the provisions of the new law is an increase in the minimum sentence to 20 years for those convicted of HT. Although the amendment was, to many stakeholders, a welcome development in dealing with trafficking in persons, the amendment process failed to adequately involve and seek views from stakeholders. Discussions with interviewees in Liberia, for example, noted that although they appreciated that the Anti Human Trafficking Amendment Act 2021 was aligned to international standards, some questioned its practical enforcement in the context of Liberia, arguing that sentences were too severe, especially for those accused of domestic trafficking, noting that some may find themselves in this situation unknowingly. A government officer noted:

Twenty years is not 20 days. This equalizes someone who had good intentions of supporting a relative or someone from their village, but things did not go as planned, to an international trafficker who knowingly planned and executed the crime, which really is not fair...

Following the initiative by the Ministry of Labor to amend the HT law, some activities lined up by the ATLAS project under Outcome 1 were shelved. These included the planned review of HT laws. The expanded legal reforms committee, therefore, opted to focus more attention on advocacy for the endorsement of the hazardous and light work lists and passage of the decent work and CL law. This formed the scope of activities relating to CL. On December 7, 2021, a validation meeting for the legislative and regulatory advocacy workplan was held by the legislative reform committee facilitated by Winrock and LWOB. In this meeting, the draft advocacy materials were also reviewed. As a result of advocacy and lobby efforts sustained under the ATLAS project, the Government of Liberia endorsed the hazardous and light work lists on June 13, 2021. ATLAS produced hundreds of copies, which were distributed to stakeholders to create awareness of the lists.

The evaluation findings further reveal that efforts of work done under CLEAR II,⁴⁵ implemented by Winrock, and efforts sustained by the ATLAS project eventually bore fruit during the ATLAS project. For example, lobbying done before and during the ATLAS project saw the ratification of ILO Convention 138 on the minimum age for admission into employment or work. Liberia set the minimum age for work at age 15, subject to the provisions of Article 5, Paragraph 3 of the Convention.⁴⁶ The Convention was ratified on June 13, 2022, and will come into force on June 13, 2023. The project continued to lobby for the passing of the draft Child Labor Law and Decent Work Act, using advocacy materials (a one-page CL infographic and a one-page fact sheet on hazardous and light work lists) developed by the project. In addition, ATLAS provided technical inputs to the draft laws, which await approval by the legislature.

Alongside discussions on strengthening labor and criminal frameworks was the inevitable need for stakeholders to improve their understanding of the concepts of CL, FL, and HT, and

⁴⁵ Country Level Engagement and Assistance to Reduce Child Labor (CLEAR II) was a global 4-year project funded by USDOL that worked with governments and provided technical assistance to support a global reduction in CL. Collaborating with host governments, CLEAR II worked to bring about meaningful reductions in CL in Panama, Jamaica, Belize, Burkina Faso, Nepal, Liberia, and Honduras.

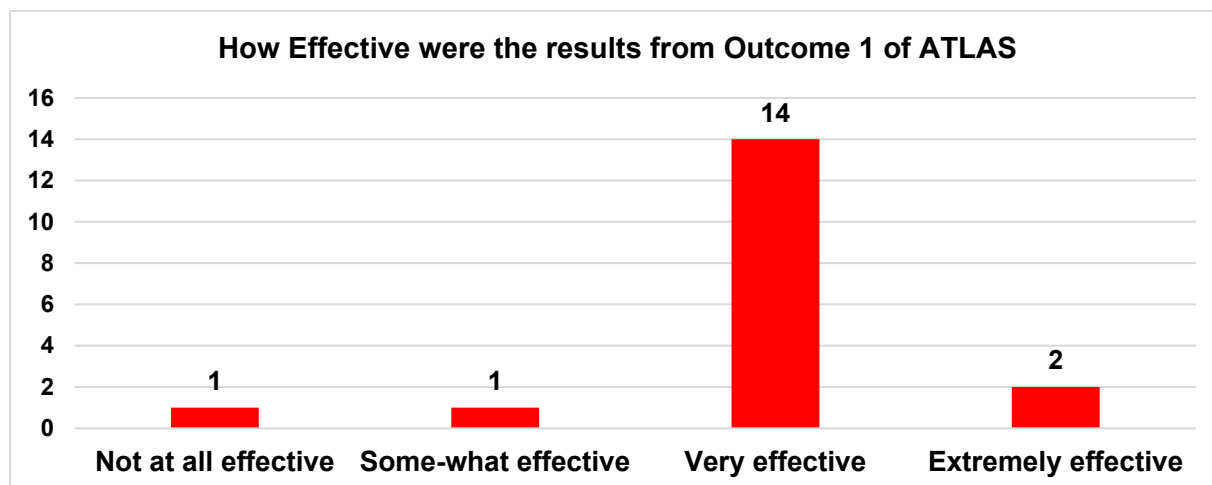
⁴⁶ Article 5, Paragraph 3, states that, "The provisions of the Convention shall be applicable as a minimum to the following: mining and quarrying; manufacturing; construction; electricity, gas and water; sanitary services; transport, storage and communication; and plantations and other agricultural undertakings mainly producing for commercial purposes, but excluding family and small-scale holdings producing for local consumption and not regularly employing hired workers."

how the three were linked. This was important for Liberia, which previously had seen separate interventions on CL and on HT. The evaluator further understood that HT activities were largely focused on law enforcement officers.

As a result, the concept of HT was new to stakeholders. The linkage between HT and CL was not known. FL as a concept was also new to most stakeholders. This was inevitably likely to affect the implementation of labor and criminal frameworks, even when strengthened. The project, therefore, spent time sensitizing stakeholders to the differences and incorporating these definitions into enforcement training modules developed under Outcome 2.

To raise awareness about needed reforms, the ATLAS project invested in providing copies of hazardous and light works lists to stakeholders and in the production of media messages on CL targeted at community members. At the time of this evaluation, the draft local media messages were under review by ATLAS staff. Survey results show that stakeholders were generally satisfied with the results of Outcome 1, as seen in Figure 8.

Figure 8. Effectiveness of Outcome 1



Evaluation findings show that the amendment of the HT law received reasonable media coverage, which contributed to heightened awareness of HT. Nevertheless, there was consensus that more awareness creation was necessary for the law to be effective. The same applies to the hazardous and light work lists.

6.4.2 OUTCOME 2: IMPROVED ENFORCEMENT OF THE LABOR AND CRIMINAL FRAMEWORKS, SPECIFICALLY RELATED TO CL, FL, AND HT

Evaluation findings indicate that ATLAS implemented all the outputs and related activities. The results from Outcome 2 were largely positive, resulting in the development of three DMOPs, namely a DMOP in Enforcement Training Program, a DMOP in SOPs for a CLMS, and a DMOP in TOT curriculum for grassroots stakeholders. These are discussed in detail in this section.

The ATLAS project in Liberia began activities in 2020 after the Body of Knowledge had been developed in 2019 by ATLAS project partner LWOB. This suggests that Liberia did not have an opportunity to provide input to the Body of Knowledge. Therefore, the first activity under Outcome 2 for the ATLAS Liberia project was the development of a statement of work and recruitment of a consultant to carry out a PSA, which took place in March 2021. A PSA report was produced in May 2021. The report highlighted gaps in enforcement of existing laws, including failure to enforce compulsory schooling, employment of children, birth registration,

and limited resources for enforcement, including the small number of labor inspectors.⁴⁷ The PSA findings were presented to stakeholders, who adapted and validated them on May 6, 2021. The PSA was a key reference document for other activities under this outcome.

Winrock, in collaboration with LWOB, developed the METP manual on enforcing HT laws. This global project document was adapted to the Liberia context. It was designed to equip frontline and enforcement officers, such as labor inspectors, police officers, immigration officers, prosecutors, judges, and CSO representatives, with the skills and knowledge to identify, investigate, refer, prosecute, and sentence HT crimes. The manual has modules that can be tailored to address the needs of specific actors, based on their role in case management. Guided by ATLAS, a working group comprising government officers and CSO representatives was established to lead in the contextualization of the manual for Liberia. This process was completed, and an Enforcement Training Program manual for Liberia was produced.

A review of project documents noted that initial rounds of the Enforcement Training Program were held in January and February 2022. They were attended by 30 participants (13 female and 17 male), representing 3 social workers from NGOs, 3 staff from the Ministry of Labor, 2 social workers from the Ministry of Gender, Children and Social Protection (MGCSP), 12 officers from the Liberia National Police, 5 officers from the Liberia Immigration Service, and 5 officers from the Liberia Drug Enforcement Agency. This training was facilitated by LWOB through a hybrid approach in which LWOB facilitators joined the meeting virtually, and Winrock staff attended the meeting in person. In the second meeting, LWOB staff attended the meeting in person.

An Enforcement Training Program piloting workshop for judges, prosecutors, and lawyers was held in June 2022. A hybrid approach was used in this training. LWOB leveraged the expertise of their member-volunteer judges, prosecutors, and litigators, who co-facilitated the trainings, alongside LWOB staff and Winrock. In one of the meetings, two judges, one from the Eastern District of Wisconsin and a district attorney in New York County, joined the training in person in Monrovia. Virtual volunteers included two federal judges of the Northern District of Illinois and another from the Northern District of Florida, two private attorneys from Linklaters, the former U.S. Ambassador-at-Large to Monitor and Combat Trafficking in Persons, and two attorneys from Jones Day.⁴⁸

During these Enforcement Training Program trainings, stakeholders adapted the METP manual to Liberia context, piloted and reviewed the manual, marking the full development of the DMOP-Enforcement Training Program. Upon review of the contextualized manual, the evaluation team was satisfied that the product was a rich resource document that will guide frontline workers and other actors in management of HT cases, as long as it is put into use. Overall, interviewees were happy with the manual.

I am satisfied with this manual as it details all the information I need to know on how to manage any cases of human trafficking reported to me. It is easy to read, we adapted it to the Liberian context, and it is very relevant to what I do in my roles. The training provided us a chance to clarify and gain knowledge of what happens in the United States which was good...

⁴⁷ Winrock International (2021); ATLAS project Pre-Situation Analysis page 17

⁴⁸ LWOB, June 2022 Monthly report

Other interviewees observed that they experienced challenges with Internet connections during the hybrid training sessions. They also had challenges understanding some of the facilitators due to their different accents. This was more the case for the virtual sessions. They nevertheless noted that the Enforcement Training Program manual was largely easy to understand and use, making it easy for them to read what they may not have understood from the trainings. This suggests that, although virtual sessions were a welcome approach, especially given the COVID-19 limitations, in-person trainings still work best in contexts in which Internet connectivity is slow and there is likely to be a language barrier. In-person attendance of training by judges from the United States was appreciated by stakeholders in Liberia.

... Yeah, we had challenges with Internet connection during the training which kept disconnecting us with the facilitators in the United States of America. On top of that, the accent of the American trainers was not always easy to understand, especially those that trained us from the US. Well, it was much easier to understand and follow through with trainers who were there with us, but overall, the training was great...

Interviewees reported that what they liked most about the DMOP-Enforcement Training Program was the involvement of all relevant stakeholders in the training and other activities. These included government staff from relevant ministries, enforcement agencies (Liberia National Police, Liberia Immigration Service, judges, prosecutors, and lawyers), and CSOs, including representatives from the Children Parliament. They observed that it was not common to find such diverse collaboration of stakeholders in non-state-led interventions.

Under Outcome 2, ATLAS supported development of the DMOP with the full nine steps CLMS SOPs. This activity was not anticipated in the global plan of activities, but it was prioritized during development of the DMOP-Enforcement Training Program. Development of the SOPs for the CLMS was aimed at supporting government efforts to implement and improve the CLMS. A consultative workshop on the development of the SOPs was held in Monrovia on February 3–4, 2022, with 21 participants (3 female and 18 male) drawn from labor inspectors/commissioners, trade union representatives, child welfare officers, MGCSP, and social workers at CSOs. The meeting was facilitated by Winrock and the consultant hired to support the SOP development.

The draft SOPs were disseminated and piloted in Nimba County on May 8–10, 2022, in Grand Bassa County on May 11–13, 2022, and in Grand Cape Mount County on May 30–31, 2022. In each of the pilot locations, the project team urged community members, under the leadership of the Ministry of Labor and MGCSP, to form CLMS committees, organize CLMS in communities, undertake a needs assessment, develop action plans for the CLMS, raise awareness, and coordinate efforts in tackling CL issues in their communities. These are noted by evaluators to be simple practical steps that community members could take to operationalize the CLMS. A database for cases reported through the CLMS system was to be developed by IDLO, which had, reportedly, already developed a similar one for victims of HT.

Consultations with stakeholders further noted that the Enforcement Training Program for government and CSO stakeholders was inadequate to serve the needs of local and grassroots actors. This led to the development of the third DMOP, TOT curriculum for local communities and grassroots actors on combating HT. The TOT curriculum is a simplified training manual with visual illustrations to aid the understanding of concepts. The TOT curriculum was developed by a consultant, and on July 20–22, 2022, and July 28–30, 2022, Winrock convened piloting workshops in Sanniquelle, Nimba County, Buchanan, and Grand Bassa County. A total of 31 participants (4 female and 27 male) attended these workshops.

During the workshops, participants mapped areas where HT was taking place, including the sector and the types of crimes that took place. Cases of CL in diamond and gold mining, production of palm oil, transportation and tapping of latex, street vending, HT, and FL were all mentioned across the counties.

The TOT curriculum for local communities and grassroots actors was to the evaluation team a very practical tool for reaching out to local-level actors. Simple and relevant information was included in the curriculum and organized into seven main topics:

1. What is child labor, forced labor, and human trafficking (85 minutes)
2. Effects of child labor, forced labor, and human trafficking (90 minutes)
3. Liberian and international laws around child labor, forced labor, and human trafficking (95 minutes)
4. Child labor, forced labor, and human trafficking situations in Liberia (115 minutes)
5. Group work: child labor, forced labor, and human trafficking situations in the District—sharing information and experiences (85 minutes)
6. How to identify child labor, forced labor, and human trafficking victims (90 minutes)
7. How to report cases of child labor, forced labor, and human trafficking (75 minutes)

The TOT program for local communities and grassroots actors will raise awareness among local actors about CL, FL, and HT. Once trained, they will provide peer education in their communities.

The evaluation team observed that Outcome 2 resulted in several practical tools for frontline workers for addressing HT at the local level. The Enforcement Training Program manual, TOT curriculum for local communities and grassroots actors, and the SOPs for CLMS will continue to guide actors at various levels. This is more the case if the government moves to institutionalize DMOPs, as agreed with Winrock at the beginning of the project. In addition, while developing the three DMOPs, numerous people were trained and sensitized to HT. The project, therefore, leaves a more knowledgeable group of people in government and among non-state actors who can educate and intervene more effectively on HT in Liberia.

Interviewees further noted that stakeholders largely owned the results. One observed that:

...the project was unfolded and given to the partners to steer it. We therefore understand and own what we have produced...

The evaluation team also noted that project activities under Outcomes 1 and 2 significantly contributed to coordination, the third ATLAS project outcome not implemented in Liberia. Gains in coordination, therefore, emerged as project results that were not formally planned. Coordination was, for example, seen in bringing together different stakeholders in the legislative reform committee and the various working groups that were developed. Discussions with civil society groups revealed that many had not previously sat down to extensively review and provide input into project design before. They also noted that they had not even interacted with some of the government agencies before.

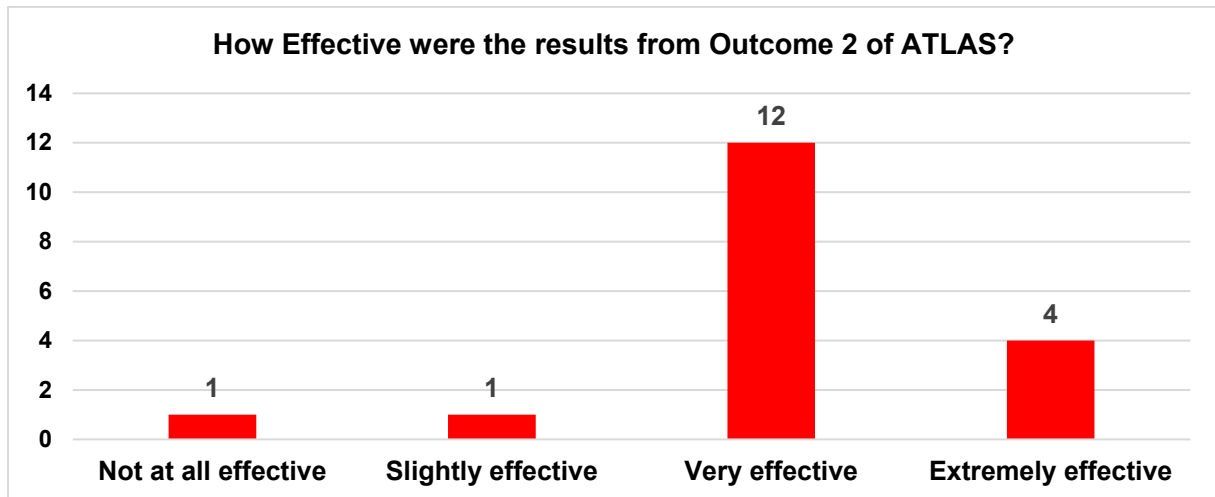
...never before had we sat down with judges to discuss issues about children, or even the Liberian Immigration Services, we have only been occasionally interacting with the line ministries. This project has shown us that there were many other dots we were not connecting...

The many meetings and consultation forums created by the ATLAS project gave stakeholders an opportunity to share what they did and get to know each other, which is a strong foundation for an effective CLMS. The CLMS SOPs are also seen to be influencing the coordination of actors in the HT space.

Improved enforcement was, however, yet to be realized, as noted by some interviewees who also observed that more needed to be done to create awareness among citizens. Awareness will trigger action, so that members of the public will increase the reporting of cases and frontline actors can take action on these reported cases. The evaluation team believes that a first step in enhancing enforcement will be to institutionalize the tools into government practice.

These findings were echoed by findings from the survey administered to interviewees. A majority of the stakeholders who took the survey said that the results of Outcome 2 were effective, as shown in Figure 9.

Figure 9. Effectiveness of Outcome 2 Results



6.5 EFFICIENCY AND FLEXIBILITY

Efficiency and Flexibility—Evaluation Questions

- Were the project’s inputs (human and financial resources) applied efficiently in implementing the project strategy?
 - What factors, if any, affected efficiency?
- What effects has the COVID-19 pandemic had on project implementation, and how did the project adapt to this situation?
- How has the project strategy adapted to the local context?

Evaluation findings show that the ATLAS project in Liberia was implemented efficiently, and, as necessary, exercised some flexibility, which worked to enhance its effectiveness. Interviewees indicated that the project was able to achieve substantial results in the short period of 15 months.

Interviewees were of the view that Winrock provided adequate resources to the project, with 77 percent or 14 of the 18 stakeholders responding in the affirmative. Similarly, 88 percent or 16 of the 18 stakeholders agreed with the statement that Winrock provided adequate

human resources, and another 94 percent or 17 of the 18 stakeholders agreed with the statement that Winrock provided adequate technical resources.

Interviewees were asked whether their own organization provided adequate resources. Most responded that their organizations provided adequate human and technical resources, but not financial resources.

The survey revealed that 77 percent or 14 of the 18 stakeholders agreed with the statement that their ministry or the organization they represent provided adequate human resources, and 55 percent or 10 of the 18 stakeholders agreed with the statement that their ministry or the organization they represent provided adequate technical resources. In comparison, only 17 percent or 3 of the 18 stakeholders agreed with the statement that their ministry or the organization they represent provided adequate financial resources to the project. Overall, interviewees were of the view that the project had adequate resources to meet its planned objectives.

In addition, technical resources were widely reported to have been adequate, with interviewees reporting that the training they received was comprehensive. They singled out the involvement of judges from the United States in the trainings, which helped them understand the procedures used in the United States. Consultants were also hired as necessary to bring in the technical expertise needed to accomplish different tasks, such as the development of the PSA and the TOT curriculum. The evaluators believe that the partnership with LWOB was strategic and valuable to the project, given its contribution in Outcome 1 on strengthening the legal framework.

ATLAS pulled together diverse stakeholders, bringing on board different types of expertise and experiences based on the services they provided. These were drawn from different government agencies, CSOs, and other development organizations. This was reported to have added value to the project. An interviewee observed that:

ATLAS project made us realize how we previously operated in our silos, not knowing who else is involved in the same things that we do. We did not engage with the government, while the government did not engage with the CSOs. This time around, we will be effective in our activities.

The project staff further noted that the flexibility in design development and budget utilization improved efficiency and ensured that attention and resources were channeled to activities that the in-country stakeholders prioritized. This was, for example, observed when the project was forced to change its priorities following the Ministry of Labor's attention to the HT law. The downside of this, however, was the inability of the project to effectively monitor progress, given that the range of activities prioritized in the DMOPs, including work done on the CLMS, could not be reported on because these were not incorporated into the CMEP. It would, therefore, have made sense for Liberia to adapt a country-level CMEP reflecting the country's priorities to enable effective tracking and reporting.

By focusing on the three elements of trafficking in persons (CL, FL, and HT), ATLAS created awareness of the linkages between them. Previously, Winrock focused more on CL, and IDLO focused more on capacity building on HT. There was minimal focus on how the three interlink, which interviewees noted to have been a gap in programming on trafficking in persons. The focus on the three also brought to the fore the seldomly addressed area of internal trafficking. Enforcement agencies reported that, following the training by ATLAS, they could identify possible internal trafficking of children.

We had been trained on human trafficking, but we looked at it from an international angle. We had not yet appreciated that trafficking was also prevalent internally. We are now more conscious about it as we discharge our work.

Synergy was also reported. ATLAS promoted and benefited from the expertise of local stakeholders, including government agencies and CSO actors, development organizations like IDLO, and project partners. For example, in addition to the institutional support and technical contributions from the Ministry of Labor, the Ministry co-sponsored activities across 15 counties to commemorate the World Day Against Child Labor on June 12, 2022. ATLAS sponsored the same event at the national level. This helped create awareness of CL.

ATLAS further benefited from the local experience of IDLO for HT programming. Enforcement officers who had worked with IDLO shared their knowledge during implementation of ATLAS. CSO partners, including Children Against Forced Labor (CAFOL) and Women and Children in Action for Development, Incorporated (WOCHIAD), also brought community-level programming experience to the project. As a result, the need for TOT training and the development of a curriculum for grassroots stakeholders was promoted.

Evaluators further noted the deliberate effort to build ATLAS activities on work that Winrock had done in previous projects. Specifically, development of the hazardous and light worklists, as well as advocacy to encourage enforcement by the government, began under the CLEAR II project. Following up on these activities was necessary to ensure sustained efforts to address CL. ATLAS further advanced advocacy campaigns for the enactment of children's and decent work laws, which at the time of the evaluation were still pending.

A few gaps that may have impacted project effectiveness included failure to involve specific stakeholders, such as the Gender-Based Violence Task Force, and failure to involve more stakeholders in reviewing amendments to the HT law. According to interviewees, if more stakeholders had been involved in reviewing the amendments to the HT law, the resulting law would have been more comprehensive. As noted, the review of the HT law was led by the government and not by ATLAS.

Effects of COVID-19

The project was implemented at the height of the COVID-19 pandemic. Although this may have slowed some activities, it did not stop the work. ATLAS adopted a hybrid approach to training workshops, in which international participants and trainers joined virtually and local participants attended in person. Interviewees were generally satisfied with the way ATLAS adapted to the pandemic, with 77 percent or 14 of the 18 interviewed reporting that ATLAS adapted very well or extremely well to the COVID 19 pandemic. Although the hybrid approach enabled project activities to proceed, it was overall reported to have been less effective compared to in-person sessions, especially during training. Language (accent) barriers and poor Internet connectivity affected delivery of the training.

6.6 SUSTAINABILITY

Sustainability—Evaluation Questions

- Which project activities or initiatives are most likely to be sustained?
 - What factors contributed to or limited this sustainability?
 - How could the project have improved its sustainability efforts?
- What are the lessons learned and promising practices from the ATLAS project?
 - Are there any lessons learned that apply to a particular target, such as CL, FL, or HT? Which ones?

6.6.1 PROJECT SUSTAINABILITY STRATEGY

To better understand the potential sustainability of project interventions, it was useful to first understand whether the project had a sustainability plan in its design. A look at the ATLAS project document reveals three main strategies through which the project sought to foster sustainability of interventions:

- Multi-stakeholder engagement and capacity building
- Nomination of champions in each entity and organization
- Institutionalization of the developed DMOPs

6.6.2 MULTI-STAKEHOLDER ENGAGEMENT AND CAPACITY BUILDING

Evaluation findings show that ATLAS brought on board stakeholders from different frontline and relevant government entities, civil society representatives, and other international organizations working on issues around HT. In the words of some of the interviewees, it was the first time that this diverse group of stakeholders were able to sit and plan together for the benefit of children in Liberia.

I have previously not interacted with most of these government agencies. I have now come to realize how central the Liberia Immigration Services, for example, are in the work we do on child labor.

Stakeholders reported that, from ATLAS, they learned about the intersection between CL, FL, and HT. Previously, the focus in Liberia was either on CL or HT, with little emphasis on how the two link or contribute to each other, and FL was not considered as a separate concept.

Stakeholders were confident that they had gained knowledge to view and address HT more broadly. An enforcement agent noted:

Previously we were not too concerned about internal trafficking of children until we began to engage with ATLAS. That's when we realized that the transportation of children from the rural counties to the city for the purposes of engaging them in labor was also human trafficking. We now keep better track across all the checkpoints in the country. We want to know who is with the children and where they are being taken.

This finding suggests that additional knowledge was gained that was likely to continue informing their day-to-day operations. The enforcement officers now have a wider perspective

of what HT entails, and HT stakeholders had an opportunity to meet and engage with other actors in the protection of children.

This was, however, only achieved at the national level. Although some of the targeted enforcement officers, such as the immigration officers, serve the rural parts of Liberia, a majority of the sub-national stakeholders are yet to receive the same knowledge and skills. Continued use and application of this knowledge is, therefore, likely to be limited, unless efforts are made to sensitize sub-national stakeholders.

Finally, CSO stakeholders noted that, following the engagement with ATLAS, they had gained additional knowledge that they could use to engage and design programs in HT. Specifically, they noted that they were previously limited in scope by focusing only on CL. The understanding of the interconnection between CL, FL, and HT had broadened their perspective, and they looked forward to engaging other partners in their programming priorities.

6.6.3 NOMINATION OF CHAMPIONS

ATLAS sought to identify and build the capacity of key personnel in each government entity and organization to serve as HT champions in their respective entities. These champions formed the bulk of the stakeholders met and interviewed during this evaluation. The expectation was that these individuals would participate in the design, testing, evaluation, refinement, implementation, and sustainability of HT initiatives within their organizations. They all actively participated in most, if not all, of the project activities, including the development and piloting of the DMOPs. This implies that the champions had enhanced their knowledge and skills of HT programming.

This was a good strategy, but it had limitations in that government officers are prone to frequent transfers, meaning that there was no guarantee that they would continue to advance the HT agenda in their institutions, or even in the institutions to which they would be relocated. It all depended on the roles assigned to them. This was not limited to government officers. CSO representatives were also prone to transitioning, depending on funding agreements with their donors. Another limitation was the shortage of financial resources for HT initiatives in government budgets. For example, in the past, stakeholders noted that the government's budget did not have an allocation for CL interventions, and work on HT focused more on international trafficking and not internal trafficking. There was also no guarantee that CSO actors, including Winrock, would continue to receive funding to address HT.

6.6.4 INSTITUTIONALIZATION OF THE DIFFERENTIATED MODELS OF PRACTICE (DMOPS)

The continued work by the champions, therefore, would only have an impact if there were deliberate efforts by the government to see that their work continued. The ATLAS project in Liberia seems to have predicted this challenge as seen by their institutionalization plans for each of the core project results (DMOPs). The grassroots TOT institutionalization plan, for example, detailed the types of training that would be needed, the training program to be used, who should be trained, who would take responsibility for implementing the training, and how the training would be funded. The same approach was applied to the training for the SOPs on CLMS and for the Enforcement Training Program.

The evaluation team observed that this was a positive, potentially sustainable, but ambitious approach to sustain project interventions. Ultimately, sustainability of these activities will rely on funding by the government, which may not prioritize HT, and funding by partner organizations that cannot guarantee continued resources. In addition, the evaluators noted

that, at the time of the evaluation, institutionalization plans had not been approved by the government.

A ray of hope, therefore, lay with respective government ministries plugging components of the training into their normal workplans. It was, for example, noted that the Ministry of Labor had included training of its staff on HT in its 2023 annual workplan. The Ministry has also planned a series of awareness-creation forums targeting grassroots stakeholders in hard-to-reach areas. There was also a proposed CL budget in the government's 2023 budget. These activities might be slow and small in scope, but they will keep efforts moving.

In addition to these sustainability strategies, several tools were developed that are likely to continue being used by stakeholders. These include the Enforcement Training Program manual, grassroots TOT training curriculum, and the SOPs for the implementation of the CLMS. In addition, the project supported the approval and endorsement of the hazardous and light work lists by the government. These will continue to be used by actors in their day-to-day work. The same applies to the enacted laws, such as the Human Trafficking Amendment Act 2021, which will remain in force.

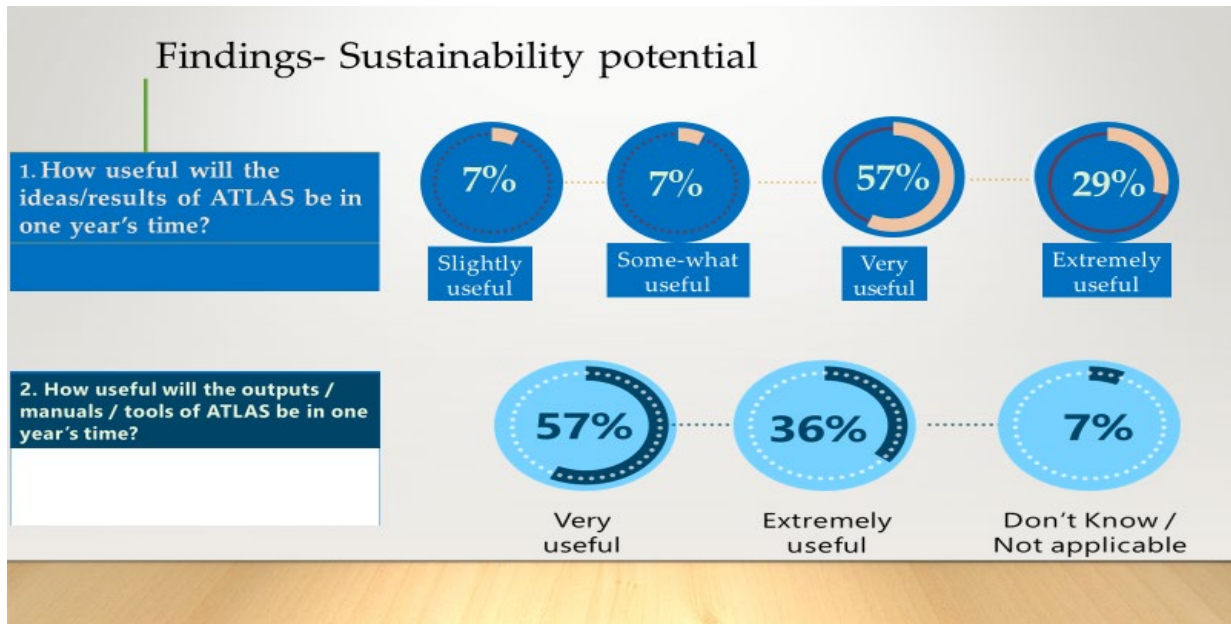
Based on the discussions with stakeholders, including during the stakeholders' workshop, the major risk to the sustainability of project interventions was financial resources to support widespread sensitization on HT and training of grassroots actors on enforcement of existing laws.

Furthermore, given that the project had a shorter timeframe in Liberia compared to the other countries, more needed to be done. For example, it would have been useful to ensure that the government approves and owns the institutionalization plans for them to gain entry into routine government programming. This was more the case because Liberia is moving to an election year in 2023, when priorities shift and when there is a higher possibility of staff turnover and transfers after the general elections. One interviewee noted:

We are now moving to an election year and priorities move to the elections. After any election, there are changes and we cannot tell for sure who will be in these positions. What will happen to these good documents we have developed? This was not a good time for ATLAS to exit. We will need someone to ensure continuity after the elections.

The evaluation sought to know from stakeholders surveyed how useful ideas and results from the ATLAS project will be in a year's time. A majority (86 percent) of them stated that the results will be either extremely useful or very useful, suggesting positive feedback on the project results. In addition, 93 percent of surveyed stakeholders reported that the outputs/manuals/tools of ATLAS will be very useful or extremely useful in a year's time, as seen in Figure 10.

Figure 10. Sustainability potential for ATLAS in Liberia



6.7 LESSONS LEARNED AND PROMISING GOOD PRACTICES

6.7.1 LESSONS LEARNED

Stakeholders reported to have learned several lessons following their interactions with ATLAS. These included the importance and effectiveness that teamwork brings to such projects and the need to affiliate with all stakeholders. This enabled actors to coordinate more effectively. Interviewees further noted that they now understood the importance of not leaving any child behind, a lesson that came to the fore from their improved understanding of connections between CL, FL, and HT. They observed that there were many children who suffered in the main towns of Liberia at the hands of relatives and friends, but not many frontline actors would easily understand their situation.

Another lesson was the importance of allowing direct program beneficiaries and stakeholders to question and provide input to the implementation model, specifically the DMOP strategy. This input allowed stakeholders to think through and redesign interventions so that they best addressed the needs of Liberia.

6.7.2 PROMISING GOOD PRACTICES

The multi-stakeholder approach was reported to be one of the promising good practices from ATLAS because of its ability to address issues from all angles. Each stakeholder was able to bring on board their expertise and contribute to what they were mandated to do by law, ensuring that HT was addressed from different and diverse dimensions. To the interviewees, this led to more comprehensive and effective interventions.

Another good practice was the selection of members for working groups based on their thematic areas of work, which ensured that they added value to the working groups and complemented one another.

The DMOP process was also seen as a potential good practice, given its ability to allow stakeholders to decide what should be prioritized. This was a departure from what most were used to, where such programs come with set objectives and activities. Through the

DMOPs, stakeholders in Liberia had a chance to deliberate on the overall picture and decide what would make sense in Liberia.

6.8 EQUITY AND INCLUSION

Equity and Inclusion—Evaluation Questions

- How effectively did ILAB and the project implementers engage marginalized or underserved communities over the project life cycle?
 - To what extent did project design and implementation reflect the needs and priorities of diverse stakeholders, including those from marginalized and underserved populations?
 - What factors limited or facilitated these results?
- To what extent did marginalized or underserved populations experience equitable access to (and outcomes resulting from) project-supported services or interventions?
 - What are the steps that ILAB and its grantee took (or should have taken) to ensure that technical assistance reaches and benefits these populations?

The project design in Liberia did not anticipate engagement of marginalized and underserved communities because its focus was largely on engaging national-level stakeholders in strengthening labor and criminal legal frameworks and building their capacity to enforce the laws on HT.

Notwithstanding, the evaluation sought to establish how well inclusion elements and equity were mainstreamed into project design and activities. The findings indicate that the concepts of equity and inclusion were not widely understood by stakeholders. Rather, the more familiar term to them was equality. They nevertheless appreciated the need to look at HT from a gendered perspective and how it played out within Liberia and internationally. For example, stakeholders reported that overall, children living with a disability, orphans, and children in conflict with the law were more prone to being victims of HT. Stakeholders noted that there was not a single juvenile court in Liberia, which could result in further abuse of children in need of protection.

Stakeholders also noted that children from interior counties were often the main victims of internal trafficking because of the poverty levels in the interior parts of the country. Caregivers and parents were, therefore, more likely to send children to relatives and friends in urban areas, with the expectation of a better life for their children.

Overall, even without a strong focus on equity and inclusion, stakeholders reported that they were slightly better placed to reach the marginalized populations who are victims or likely to be victims of HT. They based this conclusion on the fact that they had a better understanding of HT and how it was manifested in Liberia. Interviewees further noted that they had improved how they captured background data for the children they worked with, now putting added emphasis on collecting more detailed background information and by disaggregating data by gender.

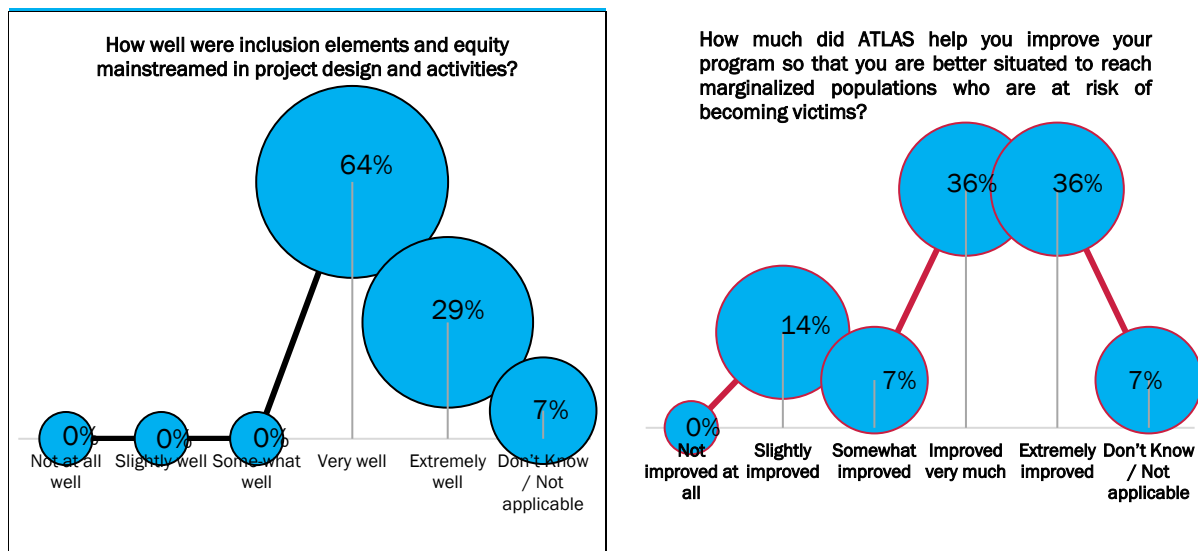
We have come to understand that children and generally victims of human trafficking are not affected in the same way. We are making deliberate efforts to understand the children we work with better, in terms of their backgrounds, past incidences if any and other issues they may be facing.

It was also noted from Ministry of Labor records that its annual workplan already includes a plan to create awareness of CL in the interior counties of Liberia, far from Monrovia. This

points toward efforts aimed at enhancing equity and inclusion in CL programs. It is notable that this was being championed by the government through the Ministry.

Overall, 93 percent of stakeholders surveyed indicated that ATLAS had done very well or extremely well to mainstream inclusion elements and equity in the project design. In addition, another 72 percent of surveyed stakeholders indicated that ATLAS helped them improve their program to better reach marginalized populations. For example, it was noted among the CSO partners that they were more deliberate about collecting background information from children with whom they worked.

Figure 11. ATLAS efforts in equity and inclusion in Liberia



A review of project reports for Liberia shows a mix of approaches in the documentation of project data. In some instances, data were disaggregated by gender, but this was not the case in other instances. Overall, the data show that participation by male stakeholders was almost always higher than that of female participants across all activities where these data were available.⁴⁹

7 EVALUATION RESULTS—COUNTRY-SPECIFIC: THAILAND

7.1 CONTEXT

As a source, transit, and destination country for HT, Thailand has faced significant pressure from the international community to address trafficking in persons. As of December 2021, the Thai Ministry of Labour reported 2,131,751 registered migrant workers in Thailand, including those from Burma (1,462,935 total), Cambodia (455,476 total), Lao People’s Democratic Republic (213,203 total), and Vietnam (137 total).⁵⁰ However, unofficially, there are an estimated three to four million migrant workers in Thailand, many of whom are undocumented,⁵¹ making them highly vulnerable to CL, FL, and HT due to their lack of legal status.

⁴⁹ See for example all monthly ATLAS reports

⁵⁰ Royal Thai Government. Ministry of Labor Migrant Registration, December 2021. Accessed January 27, 2022. https://www.doe.go.th/prd/assets/upload/files/alien_th/3396c35137eb76a56baef2a97683e809.pdf

⁵¹ <https://www.chiangmaicitylife.com/clg/our-city/city-issues/thailands-four-million-migrants-should-i-stay-or-should-i-go/>

Over the past 5 years, the Royal Thai Government has made progress on legislative reforms. In 2018, Thailand became the first country in Asia to ratify the ILO’s Forced Labor Protocol (P29). The government has also amended the Anti-Trafficking in Persons Act three times since 2008 (2015, 2017, and 2019); these amendments aimed to improve labor protection, promote the rights of migrant workers, and, ultimately, reduce human trafficking in Thailand. In 2019, Thailand also became the first country in the region to ratify the ILO Convention on Work in Fishing (C188), which is essential to protecting the working conditions of fishers on Thai vessels and reducing labor abuses in the supply chains of international brands sourcing from Thailand.⁵²

Since the onset of the ATLAS project in Thailand, the Royal Thai Government’s increased efforts toward the prosecution, protection, and prevention of human trafficking has resulted in Thailand being upgraded in the U.S. Department of State’s annual Trafficking in Persons Report. Thailand was upgraded to Tier 2 in the 2018 report (Table 7) because of its continual improvements. In the 2021 report, Thailand was downgraded to the T2W, but in 2022, as a result of increased efforts and considering the impact of the COVID-19 pandemic on its anti-trafficking capacity, Thailand was again upgraded to Tier 2.⁵³

Table 7. Thailand Trafficking in Person Report rankings 2011-2022

Year	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
Ranking	T2W	T2W	T2W	3	3	T2W	T2W	2	2	2	T2W	2

Source: Trafficking in Persons Report 2011–2022 U.S. Department of State.

To fully understand the ATLAS project in Thailand, it is necessary to provide further context about the three elements of trafficking in persons in the country: CL, FL, and HT.

7.1.1 CHILD LABOR

CL in Thailand has decreased and transformed; fewer Thai children are child laborers, with migrant children increasingly being at risk. Today, working children are more likely to be from Burma, Cambodia, Laos, or ethnic minority children born in the country but without Thai citizenship, rather than Thai nationals. Thai children who do work are often from broken families, such as street children and orphans.⁵⁴ Increasingly, organizations that work to combat CL focus their efforts on migrant children.

Despite improvements, the U.S. 2022 Trafficking in Persons Report estimates:

*Approximately 177,000 Thai children, mostly boys, are involved in child labor, including in agriculture, auto repair and other service trades, construction, manufacturing, and in the hospitality industry, and were at risk of facing conditions indicative of forced labor. More than half of these children are not in school, and many worked in hazardous conditions, with long and irregular working hours and were at risk of sexual exploitation.*⁵⁵

⁵² https://pdf.usaid.gov/pdf_docs/PA00Z966.pdf

⁵³ [https://www.state.gov/reports/2022-trafficking-in-persons-report/thailand/#:~:text=Thailand%20\(Tier%202\),-The%20Government%20of&text=The%20government%20demonstrated%20overall%20increasing,wass%20upgraded%20to%20Tier%202.](https://www.state.gov/reports/2022-trafficking-in-persons-report/thailand/#:~:text=Thailand%20(Tier%202),-The%20Government%20of&text=The%20government%20demonstrated%20overall%20increasing,wass%20upgraded%20to%20Tier%202.)

⁵⁴ Baker, S. (2007). ‘Child labour’ and child prostitution in Thailand: Changing realities. White Lotus, Bangkok.

⁵⁵ US Department of Labor. (2002) 2022 Trafficking in Persons Report: Thailand. <https://www.state.gov/reports/2022-trafficking-in-persons-report/thailand/>

The same report indicated that Thai officials are unable to identify CL victims because of a lack of understanding of labor trafficking:

Despite reports traffickers exploited children in forced labor in various sectors, the government only identified two child labor trafficking victims in 2021. Authorities did not identify victims in part due to a lack of understanding of labor trafficking among many authorities.⁵⁶

This lack of understanding about labor trafficking of children among Thai authorities is exactly what ATLAS has tried to counter.

7.1.2 FORCED LABOR

FL, as a legal concept, is a recent occurrence in Thailand because it was only added in 2019 as an amendment to the 2008 anti-trafficking law. (U.S. Trafficking in Persons Report, 2022) Being so recent, frontline officials and officers from special units like the Anti-Trafficking in Persons Division, the Department of Special Investigations, and the Trafficking Unit were unclear on the difference between FL and HT (USAID 2022). The U.S. Trafficking in Persons report also indicated that the relatively low number of investigations and prosecutions for labor trafficking in Thailand stems from a lack of understanding of FL among officials and a lack of clarity on how to apply the separate provisions on FL.

Few organizations to date have focused their efforts on FL, providing ATLAS with an opportunity to make an impact by clarifying what is FL to government officials.

7.1.3 HUMAN TRAFFICKING

According to the ATLAS 2022 mid-term evaluation, the Royal Thai Government has made HT an area of focus and is implementing legislation more effectively than either CL or FL legislation. In addition, numerous organizations are working on this topic. The 2020 Thai government's annual response to the U.S. Trafficking in Persons report indicated that 51 different organizations provided support to the government. This included both ATLAS and Winrock. Winrock in Thailand had a second anti-HT project, one that was funded by USAID (USAID 2022).

So many organizations in the field of HT made it harder for ATLAS to gain cooperation from Thai government officials and to make a significant impact.

7.2 APPROACH

The ATLAS project in Thailand started in 2019 and continued until the end of October 2022. The project in Thailand was based on the body of knowledge undertaken by Winrock for all four countries and the PSA, which identified gaps in Thailand's enforcement and coordination related to trafficking in persons, namely CL, FL, and HT. Based on these documents and discussions with stakeholders, it was decided that Thailand's labor and criminal legal frameworks concerning CL, FL, and HT were already strong and that the project should concentrate on Outcome 2 (enforcement) and on Outcome 3 (coordination).

For these two outcomes, ATLAS focused more on CL and FL than on HT, because efforts to combat CL in Thailand have declined over the years, and FL, as a concept, is a recent

⁵⁶ US Department of Labor. (2002) 2022 Trafficking in Persons Report: Thailand. <https://www.state.gov/reports/2022-trafficking-in-persons-report/thailand/>

occurrence in the country and there is a lack of knowledge about it. HT, however, has been the focus of numerous organizations for years and thus is a crowded field.

Throughout the project in Thailand, ATLAS worked cooperatively with a range of partners, including both civil society and government agencies, with both groups being invited to training sessions and meetings. However, government agencies worked most closely with ATLAS, and one of the successes of the project was improved coordination among government staff working on trafficking in persons in Thailand.

The main geographical focus of the project was Bangkok, the capital of the country and where the government agencies are located; however, some training sessions and outreach activities were implemented outside of Bangkok.

The main products and outputs produced by ATLAS in Thailand were three manuals and an animation:

- A Thai version of the METP to address CL, FL, and HT (as used in the other countries)
- The Practitioner’s Guide on Investigations of Child Labor and Forced Labor (the blue manual), which was unique to Thailand
- The creation of the Coordination Practice Manual for Cases of Employment of CL, FL, and HT, which was unique to Thailand
- The creation of the animation “Breaking a Vicious Cycle” and an accompanying discussion guide, which was unique to Thailand

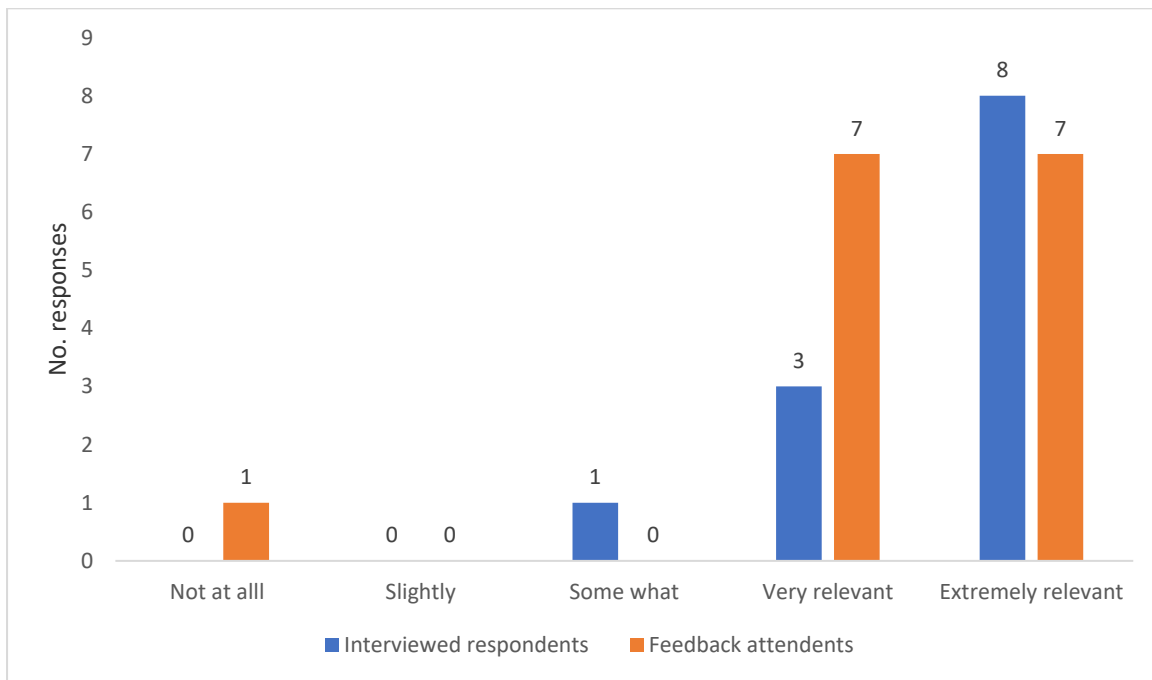
7.3 INITIAL PROJECT INPUTS

The 14 government officials interviewed knew a great deal about the parts of the ATLAS project that they were involved in and how their work fit into the overall aim of the ATLAS project. However, they had limited perspective on the whole project; they did not know or remember details of the PSA that was undertaken at the start of the project, the Body of Knowledge, or the project’s theory of change.

7.3.1 PSA

The Thai PSA, conducted in late 2019, assessed relevant labor and criminal legislation and regulations related to trafficking in persons and identified gaps. The gaps identified included a lack of understanding by government officials, including judges, about CL and FL. This was due to a lack of guidelines on and experiences with these types of cases.

The mid-term evaluation revealed that the PSA was perceived to be incredibly important, especially among the ATLAS project team and some government stakeholders, because it identified gaps and challenges and informed interventions to address gaps. Nearly all the respondents who filled out the questionnaire indicated that the document was very or extremely relevant (Figure 12).

Figure 12. How useful was the pre-situation analysis?

Note: Two interviewed respondents and one feedback attendant answered, “Don’t know.”

Although the PSA was perceived to be important, the 14 government officials interviewed could not recall details of the document. The first obvious reason was that the PSA was conducted at the start of the project, and with time it became difficult to remember. Second, not all of those who were interviewed participated in the PSA validation workshop.

As part of ATLAS’s contingency plan to overcome obstacles created by the pandemic, the PSA was presented online to staff from the Ministry of Labour, Royal Thai Police, and Office of the Auditor General. Government officials who either had not been invited to that presentation or who had joined ATLAS work later would not have had an opportunity to find out about the PSA.

7.3.2 BODY OF KNOWLEDGE

The mid-term evaluation revealed that the Body of Knowledge had not been widely distributed to all relevant stakeholders, except to the Ministry of Labour due to its direct involvement in its development. However, the Body of Knowledge results were presented and distributed during consultation meetings and workshops. Like the PSA, those who were interviewed for this evaluation were vague about the Body of Knowledge; they had not seen it, or if they had, it was too long ago for them to recall details about it.

7.3.3 ATLAS PROJECT’S THEORY OF CHANGE

For Thailand, there are different ways of reviewing the ATLAS project’s theory of change. These include the following:

- How well project participants knew the theory of change
- How well did Winrock explain the theory of change
- The impact that the theory of change had on project participants, on their ministries, and on efforts to counter trafficking in persons in Thailand

Like the mid-term evaluation of ATLAS, which indicated that the project strategy was not well understood by stakeholders, not one person interviewed for the final evaluation could recall the project’s theory of change or its various components. One interviewee asked the evaluator:

Could you briefly explain the theory of change? I am not sure if I understand it correctly. I am not familiar with it, maybe I have not heard about it at all.

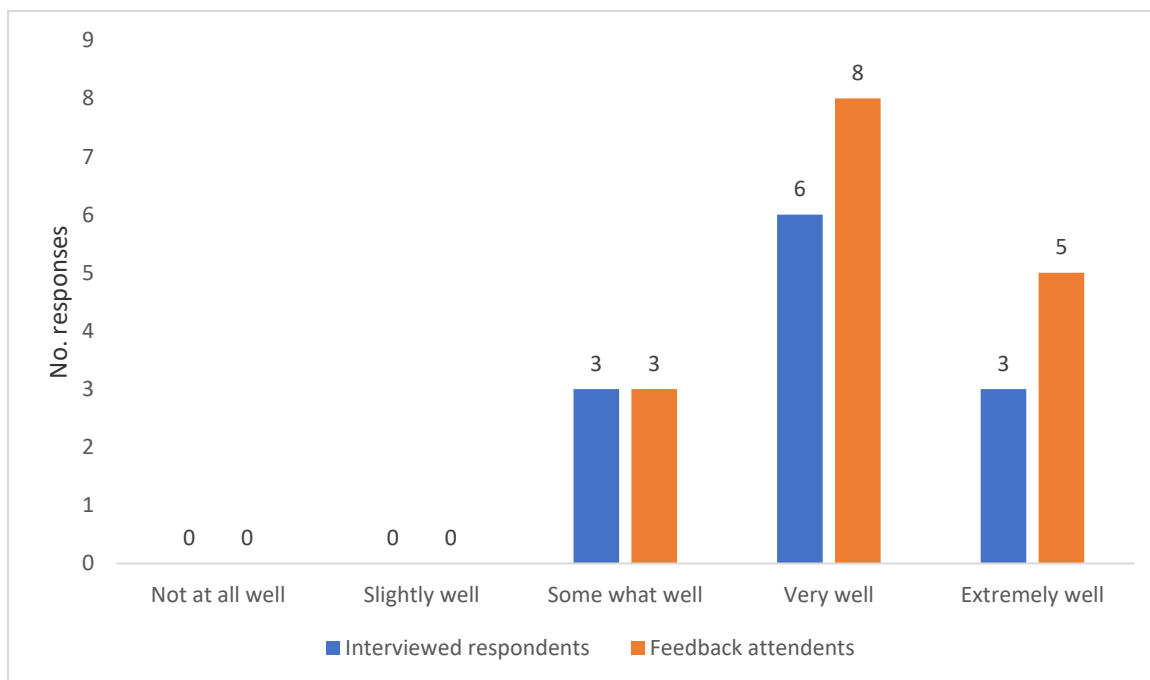
Two others stated:

I am not sure about theory of change.

Yes, there was an explanation, but I forgot it all.

The evaluation team does not believe the lack of ability to articulate the theory of change to be a weakness. Although no one interviewed could detail the theory of change, the questionnaire results indicate that participants believed Winrock did explain the theory of change very well or extremely well (Figure 13). It is unclear why the study participants were unable to detail the theory of change, while at the same time claiming that Winrock did a good job of explaining the theory of change.

Figure 13. How well did Winrock explain its theory of change for this project?



Note: Two interviewed respondents answered, “Don’t know.”

Although project stakeholders were unable to articulate the theory of change, they had internalized what ATLAS and its theory of change were trying to do. Many of the interviewees stated that before the ATLAS project, there were many problems, limitations, and challenges to combating CL, FL, and HT in Thailand. Government officials lacked knowledge about the distinction between these three issues and how to proceed with legal cases.

Many law enforcement personnel, including myself, did not understand or could not distinguish between child labor, forced labor, and human trafficking. We assumed that human trafficking only took the form of sexual exploitation. However, occurrences of forced labor and child labor may be linked to human trafficking.

Similarly, in the past, the Ministry of Labour was more inclined to focus on labor protection and welfare rather than other aspects of workers' situation. ATLAS assists us in seeing the connection, particularly human trafficking in the form of forced labor.

As the ATLAS project proceeded, understanding among government officials improved. Reflecting the first part of the theory of change, as highlighted in the mid-term evaluation, “IF legal frameworks for child labor, forced labor, and human trafficking are in place that meet international standards,” one interviewee stated:

ATLAS enhances officers' understanding, particularly with regard to the international perspective on labor laws and regulations.

Reflecting the second part of the theory of change, “AND IF relevant enforcement entities have the knowledge, resources and standard procedures to implement the legal framework,” many of the interviewees claimed that, as a result of the ATLAS project, they had enhanced their knowledge and ability to identify and detect cases and to take appropriate action, particularly given that the manual created for the project had clearly stated the relevant laws and appropriate procedures for CL, FL, and HT cases.

Previously, we only had a manual for dealing with human trafficking cases. But this guidebook provides detailed information on how to deal with human trafficking, forced labor, and child labor cases. It helps us understand the big and clear picture, especially when it comes to forced labor. It helps us in understanding the function and responsibilities of other organizations, such as the Ministry of Labor, and how we might collaborate with them.

We had never considered the Office of Police Forensic Science before, and we had never worked with them. However, after joining ATLAS, we learned about them and how they can assist us gathering evidence, particularly evidence involving the issue of Chain of Custody. We need support from the experts.

Finally, reflecting the third component of the theory of change, “AND IF enforcement and social protection entities are able to effectively coordinate within and among each other,” interviewees stressed how the ATLAS project had dramatically improved coordination among Thai government officials working on trafficking in persons.

7.4 RELEVANCE AND COHERENCE

Relevance and Coherence—Evaluation Questions

- Was the project’s theory of change valid (considering threats to internal and external validity), given the implementing environment?
- Were the project’s strategies relevant to the priorities of the target groups and local stakeholders?

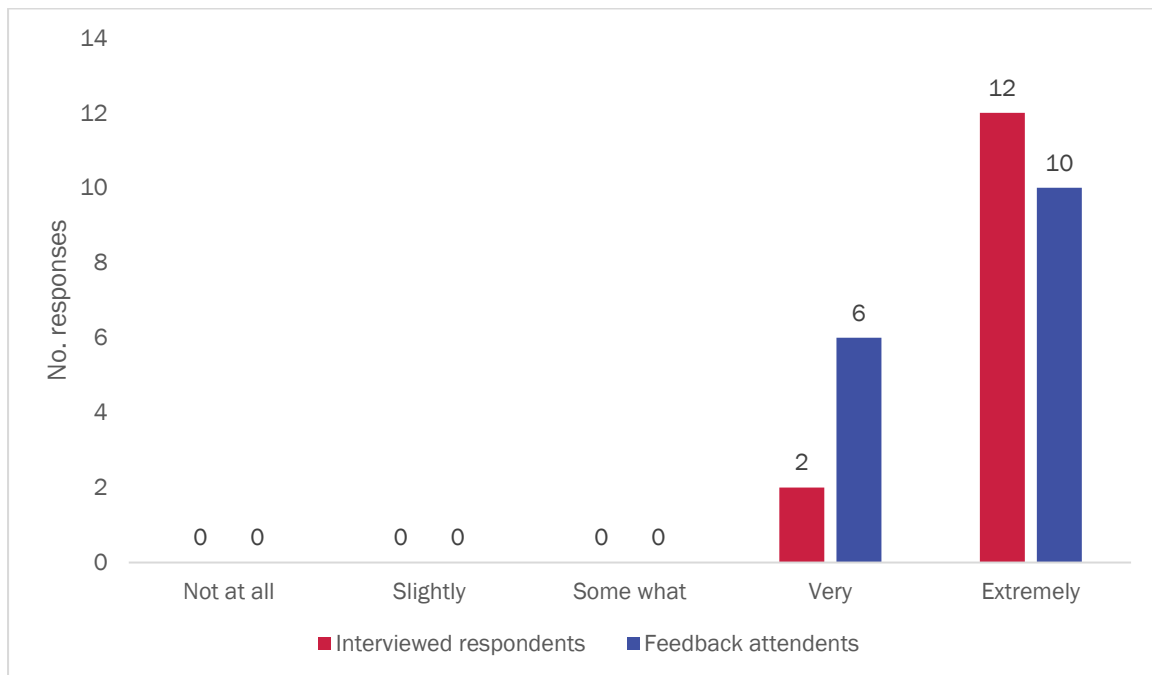
The Thai ATLAS project was relevant to the government agencies involved in the project and for the country’s efforts to counter trafficking in persons. Its coherence—meaning its compatibility with other interventions countering trafficking in persons—which will be discussed below, was also strong.

Determining the relevance and the coherence of the Thai ATLAS project, the Thai evaluation team (1) sought the views of government officials interviewed; (2) determined whether the project’s outputs were assisting in overcoming the weaknesses of the Thai approach to

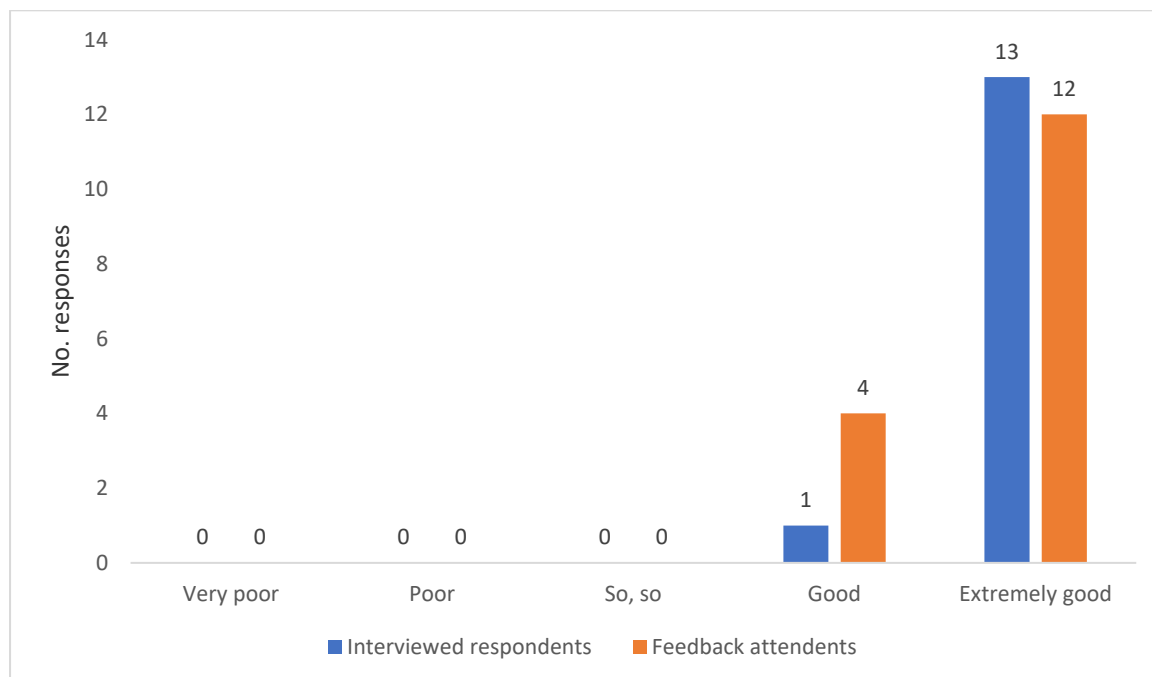
countering trafficking in persons, as articulated by the U.S. Trafficking in Persons reports; and (3) determined whether the project responded to the efforts of the Thai government to overcome their own weaknesses, as indicated in the Thai government’s responses to the U.S. Trafficking in Persons reports.

The interviewed participants and the findings from the questionnaire praised how relevant the project was for Thailand and for the different ministries that participated in the project. All those who filled out the questionnaire indicated that ATLAS was very or extremely relevant for Thailand (Figure 14). There were criticisms and suggestions to make the project better; however, the findings are striking for how well the project was perceived by those involved.

Figure 14. How relevant were ATLAS’s aims for Thailand?



All but 1 of the 14 questionnaires filled out by those interviewed claimed that the ATLAS project was extremely good, with 1 person saying that the project was good (Figure 15). Among those who filled out the questionnaire at the final workshop, 12 out of 16 claimed that the project was extremely good, with the remaining 4 saying that it was good.

Figure 15. How good or poor was the ATLAS project?

Those who were interviewed and also those who filled out the questionnaire indicated that the aims of the ATLAS project were relevant for the different government ministries and departments that were involved in the project. Further, participants claimed that the project was able to bring together different government agencies to work collaboratively.

The reason why participants believed that ATLAS was so relevant was because the project was able to consolidate knowledge and different approaches regarding how to respond to trafficking in persons while at the same time breaking down barriers between different Thai ministries by enhancing cooperation between staff working on trafficking in persons. Before the ATLAS project, interviewees believed that each governmental agency had its own procedures and directions. One participant claimed:

I think that from the start of the ATLAS project and through the project's 2 years, the best thing about ATLAS is the collection of knowledge and approaches. It must be admitted that there are many agencies involved in human trafficking and child labor. Whether it is the Ministry of Labour, the police, the MSDHS [Ministry of Social Development and Human Security], prosecutors, all sorts of things, each agency has its own methods. ... There are various ways in which we will combine the information [from the project] together to make it simpler, more concise and make difficult things easy. When you can do it, it will be useful because you can see the real work. At first, they [the different ministries] were originally going in different directions. But now it's easier.

Trying to understand why the project was perceived in such a positive light, questions were asked about the project's focus on CL, FL, and HT—the three core elements of the ATLAS project. For each of these three elements, the project was perceived to be relevant, as indicated by the interviews and the questionnaire results.

The U.S. Trafficking in Persons report's (2022) critiques of the Thai approach to countering this issue indicate that the Thai ATLAS project was relevant. The 2022 report makes 14 prioritized recommendations, 6 of which were the focus of the Thai ATLAS project. These six are detailed as follows:

1. Increase trafficking prosecutions and convictions, particularly for labor trafficking.
2. Train officials on and ensure effective implementation of new guidelines for the implementation of Section 6/1 of the anti- trafficking law and identification of labor trafficking victims.
3. Ensure that multidisciplinary teams are composed of officials who are trained and have sufficient experience working on trafficking cases to improve the effectiveness of victim identification.
4. Ensure the use of trauma-informed procedures by government officials during interviews with potential victims, including during labor inspections.
5. Increase awareness among relevant officials of less understood trafficking indicators, such as debt-based coercion, excessive overtime, confiscation of documents, and non-payment of wages.
6. Ensure that labor violations and migrant workers' complaints that include indicators of FL are investigated for trafficking crimes, including by enforcing procedures for labor officials to refer potential cases of labor trafficking to multidisciplinary teams and law enforcement.

The Thai ATLAS project, with its training materials and manuals to educate Thai government officials about the indicators of labor trafficking and the differences between FL and HT, are relevant to recommendations 1, 2, 5, and 6, and the ATLAS project's work with multidisciplinary teams and the project's trauma-informed procedures cover recommendations 3 and 4.

The Thai evaluation team believes that the ATLAS project's coherence was also strong. Although there are many interventions being undertaken in Thailand to counter trafficking in persons in the country, the ATLAS project was able to position itself to focus on CL and FL, rather than on HT. FL is a relatively new legal concept in Thailand and fewer organizations are focusing on this.

7.5 EFFECTIVENESS

Effectiveness—Evaluation Questions

- To what extent has the project achieved its primary objectives and planned outcomes?
- To what extent was the capacity of the stakeholders strengthened?
 - What were the results of capacity-building activities?
 - What changes have taken place in enforcing labor or criminal legal frameworks?
 - Has coordination among enforcement and social protection entities improved?
- What interventions appear particularly promising for achieving outcomes?
- How have the M&E systems been implemented and are they being used to identify trends and patterns, adapt strategies, and make informed decisions?

Certain aspects of the Thai ATLAS project were effective, and others were less so. The project achieved its primary objectives and planned outcomes, and the capacity of stakeholders was strengthened. A highlighted success was that the Department of Provincial Administration conducted its first enforcement action on forced labor in March 2022, rescuing 11 Thai nationals on the border with Myanmar. They directly credited ATLAS for filling training gaps

and strengthening their capacity to enforce and investigate forced labor. Coordination also improved, but the actual activities designed to do so were not very effective.

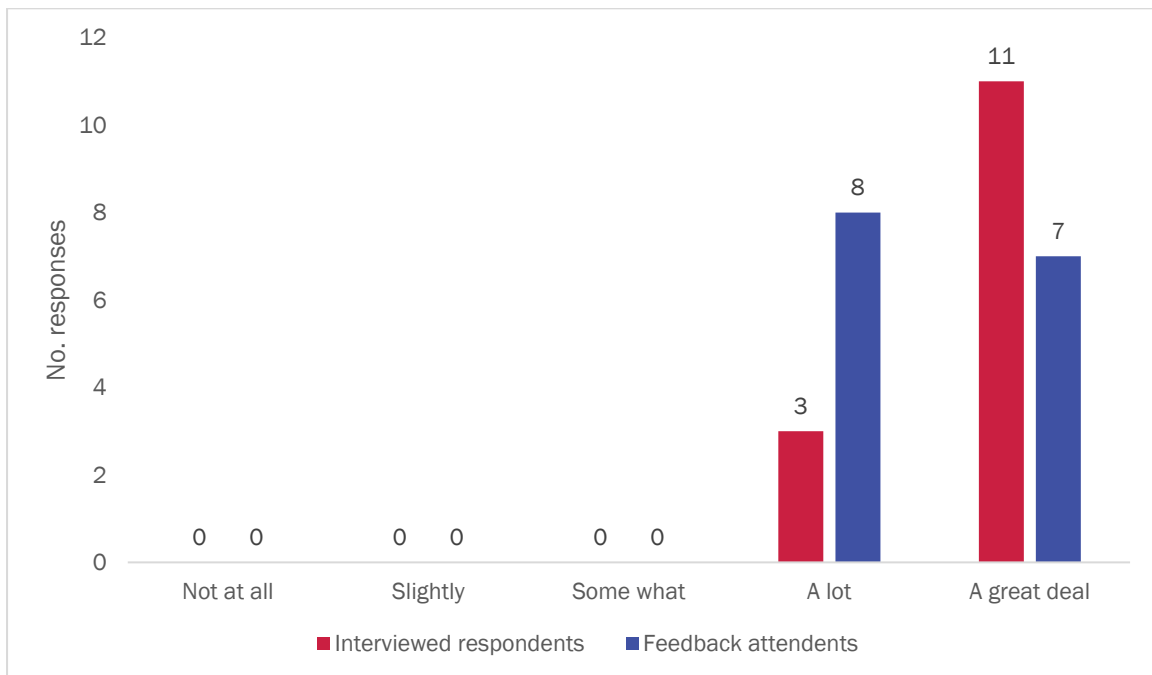
To determine what was and was not effective, this analysis breaks down ATLAS's two outcomes for Thailand and its various outputs. The outcomes were as follows:

- Outcome 2: Improving enforcement of the labor framework related to trafficking in persons. The activities for this outcome that will be reviewed are as follows:
 - The translation, adaptation, and use of the METP to address CL, FL, and HT from English to Thai
 - The Practitioner's Guide on Investigations of Child Labor and Forced Labor (the blue manual)
- Outcome 3: Increasing coordination among law enforcement and social protection entities. The activities for this outcome were as follows:
 - The creation of the Coordination Practice Manual for Cases of Employment of Child Labor, Forced Labor, and Human Trafficking (the yellow manual)
 - Trainings for Multi-Disciplinary Teams, which typically comprise front-line government agencies including social workers, law enforcement, labor inspectors, legal aid, and health workers.
 - The creation of the animation "Breaking a Vicious Cycle"

Even though these are two distinct outcomes, the Thai evaluation team believes that activities undertaken for Outcome 2 often increased coordination among law and social protection officials, and activities undertaken for Outcome 3 helped increase knowledge about the legal system, potentially improving enforcement. Based on the in-depth interviews, the Thai evaluation team believes that the creation of the manual, The Practitioner's Guide on Investigations of Child Labor and Forced Labor (the blue manual), undertaken for Outcome 2 was more successful for improving coordination than any activity undertaken for Outcome 3.

7.5.1 METP MANUAL

The translation, adaptation, and use of the METP manual in Thailand was effective. Those interviewed and the questionnaire results praised this manual. Figure 16 indicates that all who completed the questionnaire believed that this manual was useful or very useful.

Figure 16. How useful was the METP manual?

Note: One feedback attendant answered, “Don’t know.”

A series of training sessions were undertaken using the METP manual. Pre- and post-survey results indicate that those being trained, whether they were frontline or senior officers, improved their knowledge about trafficking in persons and the differences between CL, FL, and HT. The manual gave these officers a greater understanding of international instruments and national legislative frameworks. A criticism of the METP manual was that it could have been adapted further for the Thai context, by using case studies related to Thailand rather than using international ones.

7.5.2 PRACTITIONER'S GUIDE ON INVESTIGATIONS OF CHILD LABOR AND FORCED LABOR CASES—THE BLUE MANUAL

The blue manual was perceived to be the most effective tool produced by ATLAS, according to those interviewed. Its success is due to the fact that its creation was driven by Thai officials themselves. The manual was an outcome of collaboration between the Office of the Attorney General and ATLAS. Experts from relevant ministries working on FL and CL were invited to three workshops to create the manual.

This manual addresses CL and FL from the time a complaint is received to investigation, arrest, evidence collection, investigation, victim verification, protection, and remedy. The manual emphasizes cooperation between key entities and the standardization and alignment of procedures. This manual serves as a guide for improving the efficiency of officers' work. After drafting the manual, another working group participated in testing the manual.

Entities that participated in drafting the manual were as follows:

- Office of the Attorney General
- Department of Labour Protection and Welfare, Ministry of Labour
- Department of Provincial Administration, Ministry of Interior
- Royal Thai Police

- Department of Children and Youth, Ministry of Social Development and Human Security
- Division of Anti Trafficking in Persons, Ministry of Social Development and Human Security
- Ministry of Tourism and Sports

Participants for testing the manual included the following:

- Department of Labour Protection and Welfare, Ministry of Labour
- Department of Provincial Administration, Ministry of Interior
- Royal Thai Police
- Department of Children and Youth, Ministry of Social Development and Human Security
- Division of Anti Trafficking in Persons, Ministry of Social Development and Human Security

The manual filled a gap, because no previous manual had outlined the process involved in trafficking in persons. The manual, according to those interviewed, is user-friendly and has been widely distributed on 1,000 flash drives for officers at the district, sub-district, and village levels. Demand for the manual has come from the Royal Thai Police Commissioner, and their Senior Management Team have requested both hard and electronic copies to be distributed to police stations nationwide.

7.5.3 THE COORDINATION PRACTICE MANUAL FOR CASES OF EMPLOYMENT OF CHILD LABOR, FORCED LABOR AND HUMAN TRAFFICKING (THE YELLOW MANUAL)

The yellow manual is perceived to be less effective than the other manuals produced in Thailand during the ATLAS project. It was written by the Collaborating Centre for Labor Research, Chulalongkorn University and is intended to help officers, specifically labor inspectors, comprehend the operation and collaboration process. However, according to its critics, the manual is too dense, difficult to understand, and full of English abbreviations that did not make sense to those who provided comments.

Of the 14 people interviewed for the Thai evaluation, only four were in a position to comment about this manual. One had been involved in its creation with staff from Chulalongkorn University, and the other three had read parts of it. The one who was involved in the creation of the yellow manual defended it, and the three others were critical, indicating that they were unlikely to use it.

7.5.4 THE ANIMATION—BREAKING A VICIOUS CYCLE

The Thai evaluation team believes that the creation of the animation, “Breaking a Vicious Cycle”, was not effective. To date, it has not been used often. Most of the participants involved in ATLAS did not know of its existence. It was not developed with learning materials. It would have been more effective if an educational expert had been consulted.

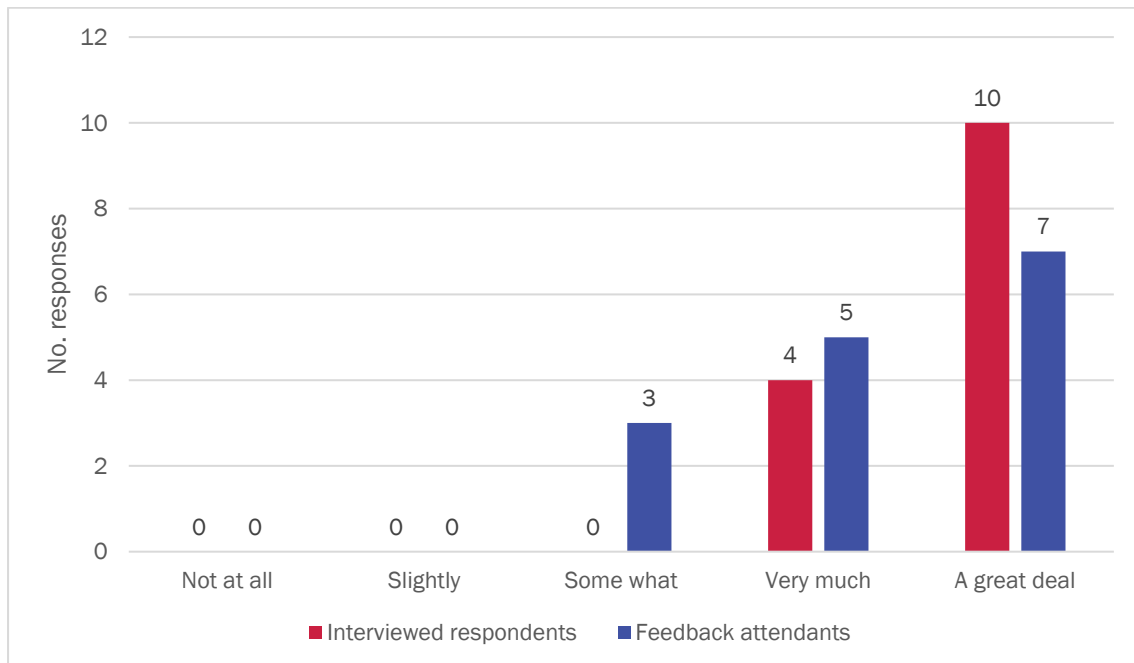
There are numerous other animations and videos that have been produced recently in Thailand, so this ATLAS output was not needed. Examples of animations and videos that existed prior to the ATLAS production are as follows:

- The Thai government with partners produced “The Leaked,” a series of three short films to raise awareness among youth and young adults on the threats of online sexual exploitation against children. (Thai TIP 2020)
- The Prime Minister’s Delivery Unit, in collaboration with U.S. Homeland Security Investigations and the U.S. Federal Bureau of Investigation, produced an online interactive fiction story titled, “Exposed”. (Thai TIP 2021)
- The Ministry of Labour produced an online video campaign titled, “Human Trafficking is Closer than You Think”. (Thai TIP 2021)
- The Department of Trafficking in Persons published videos to promote awareness of the dangers of HT. (Thai TIP 2022)
- The Child Woman Protection and Anti-Human Trafficking Centre published a video on how to report potential HT offences and preventive measures to protect potential victims from child sexual exploitation. (Thai TIP 2022)

7.5.5 IMPROVING COORDINATION

There was no single output for improving coordination because each project activity had the potential to do so. Based on the questionnaire results and interviews, the ATLAS project was highly effective in strengthening coordination among government officials combating trafficking in persons. For Thailand, this was one of ATLAS’s successes. For example, of those who completed the questionnaire, all but three indicated that the ATLAS project had improved coordination very much or a great deal (Figure 17). These three attended the validation workshop but were not interviewed.

Figure 17. On a scale of 1 to 5, how much has coordination among enforcement and social protection organizations improved?



Note: One feedback attendant answered, “Don’t know.”

Those interviewed indicated that the creation of the blue manual may have been the most effective activity to improve coordination. Officials from a range of ministries were brought

together to work on the manual. All those interviewed believed that this was one of the great successes of the ATLAS project in terms of coordination, as the following quote indicates:

We had to cooperate and coordinate with each other during the drafting of the manual. Thus, this process-built connections, as we worked together, we exchanged our contact details. And as we worked together, we became friends. I think ATLAS did a good job for this.

7.6 EFFICIENCY AND FLEXIBILITY

Efficiency and Flexibility—Evaluation Questions

- Were the project’s inputs (human and financial resources) applied efficiently in implementing the project strategy?
 - What factors, if any, affected efficiency?
- What effects has the COVID-19 pandemic had on project implementation, and how did the project adapt to this situation?
- How has the project strategy adapted to the local context?

The ATLAS project in Thailand was efficient and flexible. Guided by Winrock, the ATLAS project managed in a short period to achieve what it set out to do at the start of the project, despite delays caused by the COVID-19 pandemic.

Thai government officials interviewed were full of praise for Winrock’s management of the project. This included management style, bringing in different actors, and developing a cooperative style of work. Further, being independent of the Thai government, ATLAS was more flexible about venues and per diem for the different meetings, as this quote indicates:

ATLAS paid attention to the training venue and per diem for officers. Many times, we attend trainings, we cannot be reimbursed for transportation and accommodation, it is very complicated, and we have to provide a lot of documents. But the ATLAS project provided us everything. And they choose venues close to the BTS or MRT [a sky-train and underground train network] which made it convenient for us officers as we need not to worry about traffic.

7.6.1 A SHIFT TO CHILD LABOR AND FORCED LABOR

A sign of the efficiency and flexibility of the ATLAS project was its ability to shift to CL and FL, with less emphasis on HT. This shift is seen with the creation of the Practitioner’s Guide on Investigations of Child Labor and Forced Labor (the blue manual); the title is revealing in that it does not include HT.

The Thai evaluation team believes that this shift was appropriate. HT is a crowded field in Thailand, and ATLAS with its resources and time constraints was going to be more effective if the project concentrated its efforts on certain parts of trafficking in persons. Thai government officials have been working on HT for years and had a good understanding of this issue, but this was not the case for CL and FL, as illustrated by the following two quotes:

Our unit has been working on human trafficking issue for years especially on cases involving sexual exploitation. So, we have good knowledge about this issue. But the issue regarding forced labor is new for us. So, we told ATLAS that we wanted to learn more and receive training about forced labor and child forced labor.

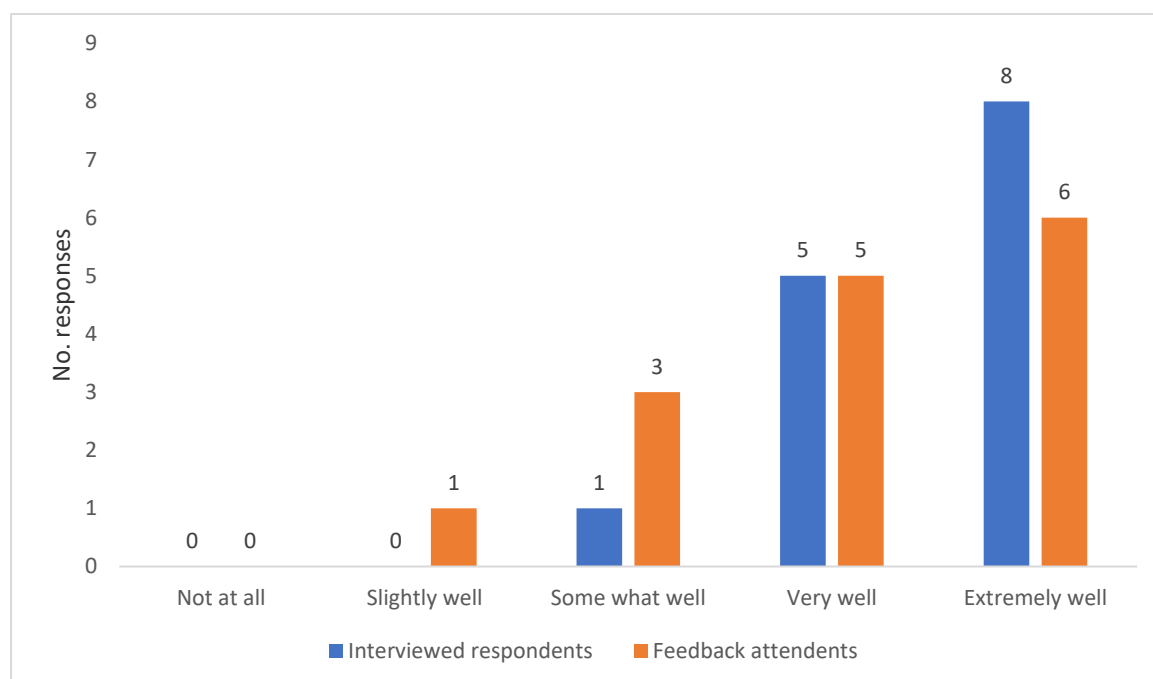
Our knowledge of human trafficking is quite crystallized, but we have never done anything about forced labor and child labor. In the training that Winrock organized, we only focused on child labor and forced labor.

The Thai evaluation team noted that it was good that ATLAS in Thailand focused on CL and FL rather than on HT. It possibly could have even been better if the Thai ATLAS project had just focused on FL, given that as a legal concept this is a recent development. Further, few organizations are working in this field in Thailand, and many Thai government officials, such as police officers, lack an understanding of FL and how it differs from HT.

7.6.2 COVID-19

Due to the pandemic, in April 2020, ATLAS Thailand had to cancel the first validation workshop for the PSA, which resulted in an 8-month delay for the approval of the document by USDOL, as reported in the mid-term evaluation. Despite this delay, COVID-19 had a limited impact on the ATLAS project; the Winrock team and their partners were able to adapt to the changing circumstances. Most of those who were interviewed and those who filled out the questionnaire believed this to be the case, with slightly under 50 percent stating that ATLAS adapted to COVID-19 extremely well, with a further third of the respondents claiming that ATLAS adapted very well (Figure 18).

Figure 18. How well did ATLAS adapt to COVID-19 in Thailand?



Note: One feedback attendant answered, “Don’t know.”

Because of COVID-19, meetings were moved online, and when project participants did meet, they needed to follow national guidelines about wearing masks and distancing. Most of those interviewed did not indicate that this had a negative impact on the project.

Nevertheless, two government officers stated that online training sessions are never as good as in-person ones. One went on to say that the ATLAS online trainings were still able to provide new information, and the other officer felt that training online is not very effective as you “can only get 50–50” from them. One further comment about the impact of COVID-19 on the ATLAS project was that officials from the USDOL were unable to visit Thailand.

We wanted officials from the Department of Labor from America to visit us. But because of the COVID situation, it wasn't possible. We wanted officials from the US Department of Labor to educate us. We wanted to know if this kind of events [trafficking in persons] happen in America and how they deal with these incidents? We wanted to know if they have labor inspections like us?

These findings match the mid-term evaluation of the ATLAS Thailand project, which stated:

The project effectively pivoted to online platforms in response to COVID-19, but some stakeholders feel that this has come at the expense of quality.

7.6.3 JARGON

The use of appropriate language and not excessive jargon is a means of creating a more efficient project. In the mid-term evaluation, there were criticisms of the use of jargon and the assumption that everyone understood English. The report provides the following quote:

Too much jargon, technical terms, and English language were used during the sessions. Some handouts were written in English, which was the main barrier to the participants' comprehending the topics discussed.

The main criticism in the final evaluation about jargon focused on the Coordination Practice Manual for Cases of Employment of Child Labor, Forced Labor and Human Trafficking. This was written by Thai academics for a Thai audience, but it was perceived to be difficult to read and full of English abbreviations.

7.7 SUSTAINABILITY

Sustainability—Evaluation Questions

- Which project activities or initiatives are most likely to be sustained?
 - What factors contributed to or limited this sustainability?
 - How could the project have improved its sustainability efforts?
- What are the lessons learned and promising practices from the ATLAS project?
 - Are there any lessons learned that apply to a particular target, such as CL, FL, or HT? Which ones?

Data collection for the Thai evaluation took place in the last week of the ATLAS project. A truer test of project sustainability would have been if the data collection process had taken place 6 months or later after the completion of the project. This extra time would have made it more clear which outputs from the project will be institutionalized by the Thai government.

Despite this, based on the data that were collected, the Thai evaluation team perceived several red flags, suggesting that the project, or at least aspects of it, will not be sustained, unless ATLAS, Winrock, and various Thai government agencies intervene. Those red flags are discussed in the sections that follow.

7.7.1 GOVERNMENT ROTATIONS

The first problem, noted by the 14 government officials and the Winrock staff in their interviews, is that many government officials working on trafficking in persons are not permanent in their positions. They move to further their education or are rotated, either to a new location within Thailand (possibly doing the same work), or they gain new duties and no

longer work on trafficking in persons. When data were collected for this evaluation, 4 of the 14 interviewed government officials who actively worked on the ATLAS project were no longer in their original positions. The following quotes detail the problem that these rotations have on combating trafficking in persons in the country:

The officers involving in the case prosecution of child labor, forced labor, and human trafficking were needed to have at least 5 to 6 years of experience. But after the officers have gained familiarity with the procedure, they must rotate to various positions and locations, and the new officers must begin learning all over again.

Many officers are not permanent positions, they are temporary employees that must sign an annual contract. Therefore, after getting a long-term position job, they resign. This affected our capacity-building training because we conduct trainings, yet the officers resigned after a while.

The consequence of this movement of Thai government officials is the need for new training sessions for the officials who have just started working on trafficking in persons. This problem is not unique to the ATLAS project but to all trafficking in persons interventions in the country. The U.S. Agency for International Development report (2022) stated that a key fact inhibiting coordination was the regular rotation of officials. For example, police officers are required to rotate once or twice a year, and it takes time for a new officer to understand trafficking in persons issues. After they gain this understanding, it is time for them to move to another position unrelated to trafficking in persons, forcing those working with the police to start the training process again.

Without the drive, energy, and financial resources from Winrock and the ATLAS project, the knowledge gained from the project may dissipate. Training sessions are expensive, and until now, each training and workshop was funded by ATLAS; the Thai government will not spend its resources as ATLAS has. Thus, the knowledge and ideas that the ATLAS project was able to instill into project participants may not be passed to future officials working on this topic.

In defense of the ATLAS project, if the project's different outputs were to be used, they would actually help with this treadmill of new trainings. If the project's outputs are institutionalized and updated by the government, they would help provide an understanding of trafficking in persons and the differences between CL, FL, and HT. They would also provide important resources for those on the frontline when dealing with cases.

7.7.2 METP

This tool was well developed, and the training sessions, as based on pre- and post-test results, indicate that it was effective in teaching the differences between CL, FL, and HT. As long as the relevant Thai ministries decide to use this tool for future training sessions, it is likely to be sustainable. If this evaluation had taken place 6 months later, it would have been clearer whether the tool had been institutionalized.

7.7.3 THE PRACTITIONER'S GUIDE ON INVESTIGATIONS OF FORCED LABOR AND CHILD LABOR (THE BLUE MANUAL)

In April 2022 the blue manual was approved to be part of the National Referral Mechanism, an important success for its sustainability as it means that the Guide is now official guidance for agencies across the Thai government. Despite this success, this manual is at risk of not being sustained unless ATLAS, Winrock, and the Thai government create mechanisms to (1) ensure that it is properly tested by frontline workers; (2) ensure that it stays up to date, (3)

ensure that it is given “teeth” so that it no longer is just a guide, but one that users must follow; and (4) ensure that it is used to train new police officers.

The manual is still in need of improvement. First, the manual focuses on industries and the fishing sector, and lacks information and case procedures regarding domestic workers and the agricultural sector. Second, due to the absence of input from frontline police, I believe this document will have several limitations when used in the field.

This manual was tested, as detailed by ATLAS in its monthly reports. However, the interviewed participants claimed that this was not done sufficiently well. According to those interviewed, the development of the manual was Bangkok-centered and frontline workers were not involved, or not sufficiently so. They argued that the manual was tested, but by those involved in the development of the manual and by those based in offices in Bangkok. Frontline workers, who are interacting directly with cases of trafficking in persons, should test the manual to determine whether it suits their needs. Those interviewed claimed that there should be guidelines and training for frontline officers on how to use the manual; only after feedback from these officers is obtained and any necessary revisions made should the manual be institutionalized.

Part of the reason this guide is seen as being important is that it is a compilation of all relevant laws and regulations related to trafficking in persons in Thailand. However, participants argued that there was a need for a regular review and revision of the manual so that it stays aligned with both domestic and international standards and laws. There is no one authority responsible for updating the manual, which was highlighted in the interviews and at the evaluation validation meeting, and which is a major weakness for the sustainability of this tool.

The Practitioner’s Guide on Investigations of Child Labor and Forced Labor (the blue manual) is just that, a guide. Participants argued that for it to be sustained and used by those combating trafficking in persons, it needed to gain a new status in which those using it would be required to follow its guidelines. Without a Thai government agency making the manual’s guidelines compulsory, the manual is unlikely to be sustained.

Participants at the validation meeting argued that an important step that needed to be undertaken to ensure that this manual is sustained is that it should be used in the training of all new police officers. This would ensure that with each new wave of officers receiving the training, the police force would have a clear understanding of the different components of trafficking in persons.

7.7.4 COORDINATION

As noted previously, the ATLAS project improved coordination among government officials working on trafficking in persons. Those interviewed knew who was working on this issue in different ministries and how to contact them. This contact was often done through Line,⁵⁷ bypassing the need for formal letters seeking cooperation. However, this improved coordination was perceived by the Thai evaluation team to be informal and at risk of breaking down as the various officials transition to new jobs or retire. The improvements in coordination were the result of these individuals working together on the same project; if

⁵⁷ Line is the most popular freeware app in Thailand for instant communications on electronic devices such as smartphones, tablet computers and personal computers.

government officials working on this topic are not brought together regularly, then this informal network will become less effective.

Moving forward, those working on trafficking in persons within the Thai government need ideally need a coordination system that is both informal and formal. Using Line has been useful at speeding up cooperation and, at times, allowing different ministries to bypass the laborious efforts required to work together. However, there is also a need for this process to be institutionalized.

Participants at the evaluation workshop suggested that there should be an MOU among governmental organizations for which ATLAS should serve as the facilitator and one Thai agency should serve as the host. In the MOU, the roles and responsibilities of each government agency should be described, along with contact points, to try to formalize the cooperation that the ATLAS project was able to create.

There should be thought given to how to bring a cadre of those working on trafficking in persons together on a regular basis. One idea would be to have an annual workshop to update the Practitioner's Guide on Investigations of Child Labor and Forced Labor (the blue manual).

7.7.5 THE COORDINATION PRACTICE MANUAL FOR CASES OF EMPLOYMENT OF CHILD LABOR, FORCED LABOR, AND HUMAN TRAFFICKING (THE YELLOW MANUAL)

There are a lot of manuals, we have to know which one is useful and easy to use. Sometimes us [government officers] are too lazy to pick up manuals.

Although perceived to be a useful document by the four people interviewed who had seen this manual, the Thai evaluation team believes that the yellow manual is unlikely to be institutionalized. One interviewee stated that the whole document needed to be revised if it is to be successful. When there are so many manuals being produced for Thai government officials, only those that are easy to read and use will be adopted.

In general, I think the yellow manual is good. However, because this handbook was written in academic language, there are many English acronyms that are difficult for Thai readers to understand. In practice, we don't have time to read the handbook and must instead spend time learning how to use them.

7.7.6 COMMUNITY REFERRALS AND THE ANIMATION—"BREAKING A VICIOUS CYCLE"

This animation is hidden on the organization's website, and only a few people have access to it. They are only seen by a small number of people. We must ensure that a bigger audience can access it.

Thai government officials working with ATLAS undertook two community outreach programs. This evaluation is not in a position to determine how successful these were. However, the animation, "Breaking a Vicious Cycle", was used at both events, and it is the belief of the evaluation team that it is unlikely to have a lasting impact. At the validation meeting, it was clear that most of the participants had never seen it and that it was shown to everyone at the meeting so they could make comments about it. As of January 6, 2023, it had been seen 289 times, and the Thai evaluation team was responsible for 5 of those viewings.

The language used in the video is difficult and formal for the villagers and the information is out of date. (Validation participant)

The animation has weaknesses, reducing its chances of being sustained. The language is too formal, and the first half of the clip does not reflect the present nature of CL in Thailand. An educator, someone with experience in developing teaching materials, should have been involved in its creation. This would have allowed government officials to use it more effectively in community outreach activities. Further, this is only one of many visual aids about trafficking in persons recently produced for the Thai government, and it may well not be used after ATLAS ends its presence in Thailand.

7.8 EQUITY AND INCLUSION

Equity and Inclusion—Evaluation Questions

- How effectively did ILAB and the project implementers engage marginalized or underserved communities over the project life cycle?
 - To what extent did project design and implementation reflect the needs and priorities of diverse stakeholders, including those from marginalized and underserved populations?
 - What factors limited or facilitated these results?
- To what extent did marginalized or underserved populations experience equitable access to (and outcomes resulting from) project-supported services or interventions?
 - What are the steps that ILAB and its grantee took (or should have taken) to ensure that technical assistance reaches and benefits these populations?

ATLAS in Thailand did not focus on equity and inclusion. The focus was on enhancing the capacity of government officials so that they will be more effective in their efforts to combat trafficking in persons, whether it is CL, FL, or HT.

8 CONCLUSIONS, LESSONS LEARNED, AND EMERGING GOOD PRACTICES

8.1 CONCLUSIONS

- Winrock and its partners, LWOP, DyA, and POA, did an excellent job of implementing the project. They accomplished a lot in a short period of time and under the constraint of the COVID-19 pandemic. Stakeholders praised the professionalism, knowledge, and organization of ATLAS staff. In addition, hiring consultants with specialized expertise was important for the quality of the work.
- Stakeholders reported expanding their understanding of CL, FL, and HT. For example, they learned that these three topics are interrelated, but at the same time have differences. They learned that it is important to consider the experience of the victim as a human being, whose needs should be included alongside legal processes. Stakeholders also learned about the roles of different agencies that work on CL, FL, and HT within a country. They stated that this improved understanding of roles helped them to better coordinate among different institutions.
- Stakeholders expressed that they were already incorporating what they had learned into their own work and were teaching others.

8.2 LESSON LEARNED

- Conducting a PSA early in the project was very important, although it was observed that stakeholder mapping should be done before the PSA.

- The theory of change should be expanded to include the following:
 - Consultation with local, marginalized groups and grassroots voices, especially of victims, before enforcement and coordination strengthening activities are planned
 - Awareness raising regarding CL, FL, and HT, especially among professionals and with vulnerable families and communities
 - Strengthening of community referral systems
- In countries with poor Internet connectivity, which was the case for Liberia, the usefulness of virtual presentations of experts from the United States should be examined. Although the exchange of information is valuable, poor Internet connectivity, combined with different English accents, slang, and phrasing, made understanding difficult. For areas with poor Internet connectivity these events should be held In-person.
- The DMOP process was difficult for stakeholders to understand and unnecessarily complicated implementation.

8.3 EMERGING GOOD PRACTICES

- Country governments valued the ATLAS project as a government-to-government exchange of expertise. They appreciated exchanging information with U.S. counterparts and learning about how specific issues are handled in the United States. An example is the PROTEX workshop on reparations for victims held in Argentina with participation from the U.S. Embassy.
- The project's participatory approach to management and implementation was critical. It was important that collaboration with local stakeholders started with the initiation of activities.
- Winrock and its partners followed an adaptive management style, which allowed for flexibility in developing country-specific workplans that met local needs and in handling unexpected events such as COVID-19.
- The gap analysis that compared country laws to international laws was valued by countries.
- The process used by ATLAS for developing and implementing training sessions was useful.
- The METP was an excellent product that countries were able to adapt to their own context. This product could be used for work in other countries.
- Incorporating training sessions into curriculums of existing institutions was important for sustainability.
- Bringing people from different organizations together for training or to work on specific products greatly contributed to improving coordination. This was more effective than just forming coordinating committees.
- Cross-country exchange visits between Argentina and Paraguay were important.
- ATLAS produced high-quality products that would be useful to replicate in the future, particularly the following:
 - Country-specific enforcement training manuals

- Social cartography from Argentina
- Infographic on the participation of the victim in the criminal process from Argentina
- Moot Court from Paraguay
- Digital library from Paraguay
- Living Lab from Paraguay
- Hazardous and light work lists from Liberia
- SOPs for implementation of the CLMS from Liberia
- TOT curriculum developed for grassroots actors in Liberia
- Practitioner's Guide on Investigations of Child Labor and Forced Labor Cases (the blue manual) from Thailand

9 KEY RECOMMENDATIONS

In addition to continuing to incorporate findings, which are described in Section 8, the following are recommendations that could strengthen future work.

Table 8. Recommendations and Supporting Evidence

Recommendation	Evidence	Page Numbers
USDOL should provide more time for project implementation than what was given for ATLAS. Under ATLAS, there was limited time to follow up with activities and help the institutionalization process.	Interviews with respondents and expertise of evaluation team leads	Sections: 3.4.2 4.6.2 5.6.2 6.6.2 6.6.4 7.7.2 7.7.3
USDOL should approve specific countries where project will be implemented in a timelier manner to allow maximum time for implementation in each specific country.	Interviews with respondents	Section: 3.4
USDOL should consider implementing future multi-country projects in the same region of the world because it would simplify oversight by USDOL and make country exchanges easier.	Interview with USDOL Country exchanges occurred between Argentina and Paraguay, but not with Thailand and Liberia.	Section: 3.4

Recommendation	Evidence	Page Numbers
<p>USDOL and Winrock should intentionally include aspects of equity, equality, and gender in future projects. Even for projects aimed at strengthening government institutions, there should be a component for ensuring that people in these institutions are sensitized to the needs of marginalized communities and separate vulnerabilities of women/girls and men/boys.</p>	<p>Interviews with respondents in Argentina, Paraguay, and Liberia.</p> <p>Expertise of evaluation team members</p>	<p>Sections: 3.5 4.7 5.7 6.8 7.8</p>
<p>Winrock should take a critical look at the DMOP process and move away from using the nine steps for each project activity, using DMOP terminology, waiting until the last step to discuss sustainability. The implementation process should include discussions with stakeholders about institutionalization from the beginning.</p>	<p>Interviews with respondents and expertise of evaluation team leads</p>	<p>Section: 3.2.5</p>
<p>Before working on a similar project, Winrock should consult with experts who have undertaken complex development activities in multiple countries to learn about alternatives to the DMOP process.</p>	<p>Interviews with respondents and expertise of evaluation team leads</p>	<p>Section: 3.2.5</p>
<p>Winrock should continue to incorporate into future work the guiding principles that were followed under the DMOP strategy.</p> <p>Activities should:</p> <ul style="list-style-type: none"> • Start with an assessment phase. • Be adapted to the country context. • Include testing and adjusting. <p>Stakeholders should be involved from the beginning.</p> <p>Institutionalization should be part of all activities.</p>	<p>Interviews with respondents and expertise of evaluation team leads</p>	<p>Section: 3.2.5</p>
<p>USDOL should consider another phase of the ATLAS project to support training and awareness creation at the grassroots level and to support full institutionalization of the interventions.</p>	<p>Interviews with respondents and expertise of evaluation team leads</p>	<p>Section: 6.7</p>

Recommendation	Evidence	Page Numbers
<p>For Argentina, if funding can be secured, local stakeholders should implement the following in the future.</p> <ul style="list-style-type: none"> • Expand work started under ATLAS beyond the garment sector to areas where CL, FL, and HT are present, such as trash recycling and fruit horticulture. • Repeat the work in Barrio 17 de Noviembre in other neighborhoods. • Work with organizations in the productive sector, such as business chambers and unions. • Raise awareness that CL and FL in the garment factory are prevalent in major Argentine brands and are not confined to clandestine clothing manufacturers. • Debunk the notion that vulnerable people work in conditions of CL, FL, and HT because it is their culture. • Repeat the PROTEX event of judges and prosecutors but include public defenders. 	<p>Interviews with country-level stakeholders and project staff</p>	<p>Section: 4</p>
<p>For Paraguay, if funding can be secured, local stakeholders should implement the following in the future.</p> <ul style="list-style-type: none"> • Expand activities started under ATLAS to the entire country. • Continue to strengthen coordination. • Continue disseminating communication materials to reach more people. • Create a special victims' unit in the MDP. • Find funding to repeat the Moot Court. 	<p>Interviews with country-level stakeholders and project staff</p>	<p>Section: 5</p>

Recommendation	Evidence	Page Numbers
<p>For Liberia,</p> <ul style="list-style-type: none"> • The Ministry should fast track the passage of the CL law and decent work amendment, which have been pending. These should complement the Human Trafficking Amendment Act 2021. • The Government of Liberia should be encouraged to allocate financial resources in the national budget toward CL, FL, and HT. This would form the basis for full institutionalization of the results from ATLAS. • Winrock should simplify the DMOP process to focus only on the participatory prioritization of project interventions. The DMOP steps were largely unknown to most people, nor did they make much sense. Stakeholders were, however, happy with their engagement in the development of activities. 	<p>Interviews with country-level stakeholders and project staff</p>	<p>Section: 6</p>
<p>For Thailand,</p> <p>USDOL, Winrock, and the Thai government should undertake a short intervention to ensure that the Practitioner's Guide on Investigations of Child Labor and Forced Labor (the blue manual) is properly institutionalized within the Thai government system. The manual should be tested with frontline staff. A Thai ministry should take on the responsibility of updating the manual on a regular basis, so that it continues to be aligned with both domestic and international standards and laws. This would give the manual greater status, at which point the guidelines could become compulsory for use in training new police officers to ground them in the issues related to trafficking in persons.</p>	<p>Interviews with country-level stakeholders and project staff</p>	<p>Section: 7</p>

10. LIMITATIONS

10.1 ARGENTINA AND PARAGUAY

Evaluators relied on suggestions from ATLAS staff about who to interview in Argentina and Paraguay. This was useful in ensuring that interviews focused on people who had experience with ATLAS, but it is possible that people with more critical opinions were left out.

Field time was limited (6 days in Argentina, 5 days in Paraguay), with the last day devoted to a feedback workshop. This reduced the number of people with whom evaluators could talk. Also, during the interview process, the evaluators often became aware of additional people who had important insights into the project but did not have time to follow up and collect this information.

Although evaluators were able to travel to sites outside of capital cities, there was not enough time to visit more remote locations, such as the Chaco in Paraguay.

10.2 LIBERIA

A few limitations were encountered in Liberia. First, stakeholder consultations lasted only 5 days, with the stakeholder workshop held on the fifth day. This limited the number and extent of consultations that could be effectively conducted. Second, the evaluators were not able to engage widely with stakeholders outside of Monrovia. Only two interviews were done by telephone with stakeholders outside of Monrovia. It would have added value to engage more actors involved in the county-level piloting activities.

Third, the evaluation was carried out before interventions were completed in Liberia, meaning that it was not possible to establish the full scale of results. In addition, it was a bit early to carry out the evaluation, given that most of the interventions had only recently been completed. This meant that project results were yet to be widely realized among the stakeholders. Stakeholders' ability to describe what had changed, for example in enforcement, was limited.

10.3 THAILAND

The Thai evaluator team was only able to visit Bangkok and collect data for 6 days, limiting who and the number of people interviewed. Due to time restrictions, all the interviews were arranged by Winrock, which made data collection possible but may have created biases.

All 14 people selected were government officials and perceived to be "ATLAS champions" who had participated in the creation of the Practitioner's Guide on Investigations of Child Labor and Forced Labor (the blue manual) and who may have had a higher sense of ownership, compared to others. However, they were not involved from the start of the project, limiting their insights.

A further limitation of the Thai evaluation is that it took place too soon after the end of the project to determine how sustainable the project will be in Thailand. If data had been collected 6 months later, for example, it would have been clearer what parts of the project are likely to be sustained.

ANNEX A. LIST OF DOCUMENTS REVIEWED

Documents Reviewed
Global Documents
International Labour Organization. What is Child Labor https://www.ilo.org/ipec/facts/lang--en/index.htm
International Labour Organization. What is forced labour, modern slavery and human trafficking https://www.ilo.org/global/topics/forced-labour/definition/lang--en/index.htm
United Nations. Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime https://www.ohchr.org/en/professionalinterest/pages/protocoltraffickinginpersons.aspx
United Nations Office of Drugs and Crime. Global Report on Trafficking in Persons 2022 https://www.unodc.org/unodc/data-and-analysis/glotip.html
Global ATLAS Documents
Atlas Global Technical Progress Reports (TPRs) with annexes A and B April 2019–October 2022
ATLAS mid-term evaluation February 2022
Body of Knowledge
Lawyers Without Borders (LWOB) technical Progress Reports (TPRs) April 2019–October 2022
Pause and Reflect November 2022
PRODOC Technical Document Mod. 6 and ATLAS Mod 6 CMEP
Sub-award LWOB
Sustainability Plan August 2019
Argentina
Pre-Situation Analysis (PSA) Argentina June 21, 2021
Monthly Reports August 2021–October 2022
Semi-annual reports September 2021 and September 2022
Informe de institucionalización de resultados de trabajo a partir del trabajo articulado entre el Municipio de Lomas de Zamora y Desarrollo y Autogestión (DyA) Translation: Report on the institutionalization of work results based on the work coordinated between the Municipality of Lomas de Zamora and Desarrollo y Autogestión (DyA)
ATLAS Sub-award to Centro de Desarrollo y Autogestión (August 1, 2021)

Documents Reviewed
ATLAS Sub-award Modification 1 to Centro de Desarrollo y Autogestión (April 4, 2022)
Informe de institucionalización de resultados de trabajo a partir del trabajo articulado entre el Municipio de Lomas de Zamora y Desarrollo y Autogestión (DyA). BUENOS AIRES, 05 diciembre de 2022 Translation: Report on the institutionalization of work results from the articulated work between the Municipality of Lomas de Zamora and Development and Self-Management (DyA). BUENOS AIRES, December 5, 2022
La Víctima de Trata y Explotación de Personas en el Proceso Penal – DOVIC Translation: The Victim of Human Trafficking and Exploitation in the Criminal Process – DOVIC
Bolsón de Juegos – COPRETI Translation: Bag of Games – COPRETI
Diplomatura – En Abordajes Integrales del Trabajo Infantil – COPRETI, Ministerio de Trabajo Provincia de Buenos Aires, Universidad Nacional Mar de Plata Facultad de Ciencias de la Salud y Trabajo Social Translation: Diploma – In Comprehensive Approaches to Child Labor – COPRETI, Ministry of Labor Province of Buenos Aires, National University Mar de Plata Faculty of Health Sciences and Social Work
Avances y desafíos en la asistencia a personas damnificadas en el sector de las confecciones. Programa de Rescate y Acompañamiento a Personas Damnificadas por el Delito de Trata de la provincia de Buenos Aires. – Ministerio de Trabajo Provincia de Buenos Aires, DyA Translation: Advances and challenges in assisting people affected in the clothing sector. Rescue and Accompaniment Program for People Affected by the Crime of Trafficking in the province of Buenos Aires. – Ministry of Labor Province of Buenos Aires, DyA
Programa de Rescate y Acompañamiento a Personal Damnificadas por el Delito de Trata de la Provincia de Buenos Aires – Ministerio de Justicia y Derechos Humanos, Gobierno de la Provincia de Buenos Aires Translation: Rescue and Accompaniment Program for Personnel Victimized by the Crime of Trafficking in the Province of Buenos Aires – Ministry of Justice and Human Rights, Government of the Province of Buenos Aires
<u>La DOVIC, la PROTEX y la ONG Desarrollo y Autogestión realizaron acciones conjuntas para fortalecer el abordaje de la trata de personas - 06 de febrero de 2023 Las Noticias del Ministerio Público Fiscal, Fiscales.gob.ar</u> Translation: DOVIC, PROTEX and the NGO Desarrollo y Autogestión carried out joint actions to strengthen the approach to human trafficking - February 6, 2023 News from the Public Prosecutor's Office, Fiscales.gob.ar
Paraguay
Pre-Situation Analysis (PSA) Paraguay December 2019
Sub-agreement original – 2019

Documents Reviewed
Sub-agreement modification - September 17, 2021
POA monthly reports and semester reports – April 2019–August 2022
PowerPoint “Lograr un cambio duradero para una mejor aplicación del derecho laboral y penal” Translation: “Achieve lasting change for a better application of labor and criminal law”
"Laboratorio Viviente, Documento de Análisis, Conclusiones y Buenas Prácticas" 20 De diciembre De 2021, Consultor Senior - Javier Contreras Saguier" Translation: “Living Laboratory, Document of Analysis, Conclusions and Good Practices”
Liberia
ILAB (2022): Trafficking in Persons Report for Liberia
ILAB (2022): ATLAS Interim Evaluation Report
Lawyers without Borders (Various): Monthly Reports: 2019-2022.
Winrock International (2022); Training-of-Trainers Curriculum: Communities United Against Child Labour, Forced Labour, and Human Trafficking
Winrock International (2021): ATLAS Comprehensive Monitoring and Evaluation Plan (CMEP)
Winrock International (2021): ATLAS Project Pre-Situation Analysis Final report for Liberia
Winrock International (2021): ATLAS Project Document
WINROCK (2020): Body of knowledge on Legislative, Enforcement, and Coordination efforts: Collating Quality Evidence to better address child Labor forced labor and human trafficking
Winrock International (Undated): Master Enforcement Training Program
Winrock International (Various): Technical Progress Reports
Winrock International (Various): Liberia Monthly Reports: 2021-2022
Website information
https://www.dol.gov/agencies/ilab/resources/reports/child-labor/liberia Date accessed 15 January 2023
https://www.state.gov/reports/2021-trafficking-in-persons-report/liberia/ : Date accessed 15 January 2023
Thailand

Documents Reviewed

Baker, S. (2007). 'Child labour' and child prostitution in Thailand: Changing realities. White Lotus, Bangkok.

RTG. (2019). "Royal Thai Government's Country Report on Anti-Human Trafficking Efforts (1 January–31 December 2019)." Available from <http://www.thaianti-humantraffickingaction.org/Home/wp-content/uploads/2020/02/RTG-Country-Report-2019-Full-Report.pdf>.

RTG. (2020). "Royal Thai Government's Country Report on Anti-Human Trafficking Efforts (1 January–31 December 2020)." Available from <http://www.thaianti-humantraffickingaction.org/Home/wp-content/uploads/2021/05/Thailands-Progress-Report-on-Anti-Human-Trafficking-Efforts-1-January-March-2021.pdf>.

USAID. (2022). "Final Assessment Report: Thailand Countering Trafficking in Persons (CTIP)."

COVID-19 impact on child labour and forced labour: The response of the IPEC+ Flagship Programme International Labour Organization May 2020.

ANNEX B. TIMELINE OF EVALUATION

Evaluation Timeline												
	Yr. 2022						Yr. 2023					
Activity	Sep.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar. - Jun.	July				
Preparation field work	x	x	x	x	x	x						
Develop interview guide		x	x									
Write TOR		x										
Participant selection		x	x	x	x	x						
In-country Field Work Argentina (Oct. 29-Nov. 8)					x	x						
In-country Field Work Paraguay (Oct. 22-28)					x							
In-country Field Work Liberia					x							
In-country Field Work Thailand					x							
Interviews WI and DOL												
Continued interview, virtual Argentina												
Data Preparation and Analysis												
Report writing												
Draft report												
Final report												
Final presentation												

ANNEX C. EVALUATION QUESTIONS AND SUB-QUESTIONS

Table 9. Evaluation Questions and Interview Guide Sub-Questions

Evaluation Questions	Sub-Questions Used to Develop Interview Guides
Relevance and Coherence	
<p>Was the project’s theory of change valid (considering threats to internal and external validity), given the implementing environment?</p>	<ul style="list-style-type: none"> • What, in your understanding, did this project intend to achieve? • Why were these objectives a priority for the stakeholders? • Briefly, could you explain the results pathway in the ToC, the way you understand it? • How does this resonate with the needs of the two levels of government? • How relevant is the project’s theory of change considering the county and country contexts in which the project operates (Cultural, Economic, and Political)? • What aspects of the TOC were invalid and why? What assumptions did not hold? • Did resource allocation and deployment reflect a clear understanding of the design?
<p>Were the project’s strategies relevant to the priorities of the target groups and local stakeholders?</p>	<ul style="list-style-type: none"> • How relevant was the Differentiated models practice for Enforcement/Coordination relevant to the priorities of target stakeholders? • Was this strategy adequate to support the achievement of the intended purpose? How? • To what extent has the project strategy adapted and resonated with the country context (cultural, economic, and political) • What other projects or programs are being implemented to address problems of CL, FL, and HT? How does the ATLAS project fit with these other efforts? What is the added value of ATLAS?
Effectiveness	
<p>To what extent has the project achieved its primary objectives and planned outcomes?</p>	<ul style="list-style-type: none"> • In your assessment, to what extent have the project objectives been achieved? • What conditions or factors contributed to the achievement or non-achievement of the objectives? • What was not achieved to your expectations and why? • What specific results have been achieved in each of the project outcomes areas?
<p>To what extent have the legal frameworks for Child Labor Forced labor and human trafficking been strengthened?</p>	<ul style="list-style-type: none"> • Which specific frameworks have been developed or strengthened? • At what stages are these frameworks? • What has been the specific contribution of the ATLAS project to developing and or strengthening these frameworks? • What results have been noted as a result of the developed and strengthened legal frameworks?
<p>To what extent was the capacity of the stakeholders strengthened?</p> <ul style="list-style-type: none"> • What were the results of capacity-building activities? • What changes have taken place in enforcing labor or criminal legal frameworks? • Has coordination among enforcement and social protection entities improved? 	<ul style="list-style-type: none"> • Which stakeholders were targeted? • What specific capacity-building activities were implemented? • What capacity levels existed before the interventions? • What changes were noted in stakeholders' capacity after the training? • Has the ATLAS project and the DMOP process changed the way stakeholders perform their work? What are stakeholders doing differently now? Have stakeholders seen any changes in the way that others who work toward addressing problems of CL, FL, and HT because of participation in the ATLAS project, explain?

Evaluation Questions	Sub-Questions Used to Develop Interview Guides
	<ul style="list-style-type: none"> How have stakeholders applied the gained knowledge, which notable results?
<p>What interventions appear particularly promising for achieving outcomes?</p>	<p>This will be handled below under sustainability</p>
<p>How have the M&E systems been implemented and are they being used to identify trends and patterns, adapt strategies, and make informed decisions?</p>	<ul style="list-style-type: none"> How useful was the CMEP in project monitoring? To what extent were you engaged in the development of the CMEP? How effective was the CMEP in guiding collection and collation of monitoring data? Did the M&E system allow for proper data disaggregated by sex (and by other relevant characteristics as relevant)? To what extent did project partners and stakeholders understand and apply the CMEP to generate trends, patterns, adapt strategies and inform decisions? What do you consider to have been the main strength and weakness of the CMEP? How about the pre-situation analysis and other studies? How do you assess the process of undertaking the analysis? How useful were the results from this analysis to the project? From your experience, what could be improved overall M&E processes? Has the CMEP helped stakeholders make decisions that are important to their work, how, describe decisions.
<p>Efficiency and Flexibility</p>	
<p>Were the project's inputs (human and financial resources) applied efficiently in implementing the project strategy?</p> <ul style="list-style-type: none"> What factors, if any, affected efficiency? 	<ul style="list-style-type: none"> Were available human, financial and technical resources adequate to achieve the project results? What were the areas of synergy with other WINROCK, DOL and other donor funded initiatives in the country? How efficient and effective was the coordination between partners? How well did the project coordinate with other relevant government agencies? What were the main enablers and disablers to efficiency in this project?
<p>What effects has the COVID-19 pandemic had on project implementation, and how did the project adapt to this situation?</p>	<ul style="list-style-type: none"> How did COVID 19 affect the delivery of interventions? How did the pandemic affect the achievement of results? In which ways did the project adapt and continue to deliver interventions amid the pandemic? What could not have been achieved due to the pandemic?
<p>How has the project strategy adapted to the local context?</p>	<p>This is addressed under relevance above</p>
<p>Sustainability</p>	
<p>Which project activities/initiatives are most likely to be sustained?</p> <ul style="list-style-type: none"> What factors contributed to or limited this sustainability? How could the project have improved its sustainability efforts? 	<ul style="list-style-type: none"> What sustainability mechanisms were put in place in the design of the project to ensure the sustainability of the project results? (Please give examples) How effective were these mechanisms at the national level, county level, and among partners? Besides the government officials, did the project leverage any public or private resources to provide sustainability to the project results? Are there structures or agreements in place, or in process, with various stakeholders which can ensure sustainability? What other specific actions did the project take to promote sustainability?

Evaluation Questions	Sub-Questions Used to Develop Interview Guides
	<ul style="list-style-type: none"> To what extent are the benefits so far likely to continue after donor funding has ceased? Why? Which project outcomes are more likely to be sustained post project and why? What factors contributed to these outcomes being more likely to be sustained? What do you consider to be the major risks to sustainability of the project interventions? How can these risks be minimized? Are there aspects of the DMOP process that will be useful for future work, explain?
<p>What are the lessons learned and promising practices from the ATLAS project?</p> <ul style="list-style-type: none"> Are there any lessons learned that apply to a particular target, such as child labor, forced labor, or human trafficking? Which ones? 	<ul style="list-style-type: none"> What lessons have you learned from the project interventions which can inform similar projects in the future? How would these lessons be applied to future interventions? What stands out as good practices in this project and why? What have you learned about what should be done differently in the future?
Equity and Inclusion	
<p>“How did ATLAS incorporate elements of inclusion and equity into project outputs to prepare government actors to better serve underserved or marginalized communities?”</p> <p>How effectively did ILAB and the project implementer(s) engage marginalized or underserved communities over the project life cycle?</p> <ul style="list-style-type: none"> To what extent do project design and implementation reflect the needs and priorities of diverse stakeholders, including those from marginalized and underserved populations? What factors limited or facilitated these results? 	<ul style="list-style-type: none"> To what extent were inclusion elements and equity mainstreamed in project design and activities? What specific strategies did the project employ to address inclusion in the project? What examples can you cite that evidence preparedness of government actors to identify and integrate the interests of marginalized communities in the delivery of their work? What lessons have you learned with regard to inclusion? What would need to be improved in ensuring stronger inclusion of the marginalized communities? Because of ATLAS, are stakeholders better situated to reach marginalized populations who are victims or at risk of becoming victims? Are stakeholders better able to provide oversight to people and programs who directly work with these marginalized groups, explain?
<p>To what extent do marginalized or underserved populations experience equitable access to (and outcomes resulting from) project-supported services or interventions?</p> <ul style="list-style-type: none"> What are the steps that ILAB and its Grantee are taking (or should be taking) to ensure 	<p>Project did not focus on this; however, there were interesting results.</p>

Evaluation Questions	Sub-Questions Used to Develop Interview Guides
technical assistance reaches and benefits these populations?	

ANNEX D. STAKEHOLDER WORKSHOP AGENDA

Agenda - Argentina

Overview of ATLAS in Argentina by DyA

Presentation of preliminary findings by Jennifer Winestock Luna

Breakout discussions, four groups, mixture of institutions

1) **Equity**

- a. How has the reach of public policies to vulnerable populations and victims been improved through ATLAS activities?
- b. What needs to be done?
- c. In what ways can ATLAS activities be used as a basis for greater outreach to vulnerable populations and victims?

2) **Sustainability**

- a. What elements within Argentina will facilitate the sustainability of ATLAS' activities and results?
- b. What elements will impede sustainability?
- c. What can you who have participated in ATLAS do to promote sustainability?

3) **The added value of ATLAS**

- a. What would you like to say to the evaluation with respect to added value?
- b. Specific ideas

4) **Contributions for USDOL**

- a. In the event that the project is replicated in other countries: What would be the most important aspects to include?
- b. What aspects need to be improved?
- c. What aspects can be eliminated?
- d. Anything else to transmit to USDOL?

Plenary

Closing

Agenda - Paraguay

Presentation of preliminary findings by Jennifer Winestock Luna

Breakout discussions, four groups, mixture of institutions

1) **Equity**

- a. How has the reach of public policies to vulnerable populations and victims been improved through ATLAS activities?
- b. What needs to be done?
- c. In what ways can ATLAS activities be used as a basis for greater outreach to vulnerable populations and victims?

2) Sustainability

- a. What elements within Paraguay will facilitate the sustainability of ATLAS' activities and results?
- b. What elements will impede sustainability?
- c. What can you who have participated in ATLAS do to promote sustainability?

3) The added value of ATLAS

- a. What would you like to say to the evaluation with respect to added value?
- b. Specific ideas

4) Contributions for USDOL

- a. In the event that the project is replicated in other countries: What would be the most important aspects to include?
- b. What aspects need to be improved?
- c. What aspects can be eliminated?
- d. Anything else to transmit to USDOL?

Plenary

Closing

Agenda - Liberia

Presentation of preliminary findings by Munene Charles Kiura

Breakout discussions, four groups,

Relevance

1. Why was ATLAS relevant for Liberia?
2. What were the strengths of ATLAS?
3. What were the weaknesses of ATLAS?

Effectiveness

1. What made Outcome 1 so effective?
2. What made Outcome 2 so effective?
3. How could these outcomes be improved?

Sustainability

1. What practical things do we need to do to make sure that ATLAS is sustained here in Liberia?
 - To ensure the laws are enforced
 - To ensure the manual and curriculum will be used by frontline workers and updated
 - To maintain coordination and collaboration between government and nonstate actors

Recommendations

1. What are your recommendations to USDOL?
2. What are your recommendations to Winrock?
3. What are your recommendations to the Ministry of Labour?

Agenda - Thailand

Presentation of the result of the project implementation, project strategy and the project evaluation by Simon Baker.

This was followed by comments and feedback on the project evaluation based on the following topics:

Relevance

1. Why was ATLAS relevant for Thailand?
2. What were the strengths of ATLAS?
3. What were the weaknesses of ATLAS?

Effectiveness

1. What made Outcome 2 so effective?
2. What made Outcome 3 so effective?
3. How could these outcomes be improved?

Sustainability -What do we need to do to ensure that the ATLAS project is sustained?

1. How to ensure that the manual is used by front-line officials?
2. How to ensure that the manual is kept up-to-date?
3. How to maintain cooperation between government officials?

Recommendations

1. Recommendations for USDOL
2. Recommendations for Winrock?

ANNEX E. TERMS OF REFERENCE

See separate document for terms of reference.