

Final Performance Evaluation

Colombia Avanza Project



A woman harvests coffee in Colombia. Source: *Colombia Avanza*



United States Department of Labor

Bureau of International Labor Affairs

Office of Child Labor, Forced Labor, and Human Trafficking

Final Evaluation Report

June 2021

SUBMITTED TO

United States Department of Labor
Bureau of International Labor Affairs
Office of Child Labor, Forced Labor, and Human Trafficking

ATTENTION

Khalil Jarrett, Contracting Officer's Representative
Bureau of International Labor Affairs
United States Department of Labor
200 Constitution Ave. NW
Washington, DC 20210

SUBMITTED BY

IMPAQ International, LLC
10420 Little Patuxent Parkway
Suite 300
Columbia, MD 21044
(443) 256-5500
www.impaqint.com

PROJECT

Conduct Performance Evaluations for the Colombia Avanza and Palma Futuro Projects
Contract Number: GS10F0240U
Order Number: 0605C2-20-F-00035

TASK & DELIVERABLE

Final Performance Evaluation of the Colombia Avanza Project
Final Evaluation Report

AUTHORS

Michele González-Arroyo, Lead Evaluator
María José Liévano, Evaluation Specialist

ACKNOWLEDGMENTS

This report presents the findings of the final evaluation of the *Colombia Avanza* project. IMPAQ International, LLC (IMPAQ) conducted remote fieldwork for this independent evaluation from February 15 to February 25, 2021, in collaboration with the project team and stakeholders, and prepared the evaluation report according to the terms specified in its contract with the United States Department of Labor. IMPAQ would like to express sincere thanks to all the parties involved for their support and valuable contributions.

Funding for this evaluation was provided by the United States Department of Labor. This material does not necessarily reflect the views or policies of the United States Department of Labor, nor does mention of trade names, commercial products, or organizations imply endorsement by the United States government.

The evaluation team would like to express its gratitude to Partners of the Americas staff, and especially the *Colombia Avanza* team, for facilitating the arrangements for remote meetings with stakeholders and for sharing their valuable perspectives on the project. We would also like to thank *Colombia Avanza's* community participants and all the stakeholders we consulted in Colombia for taking the time to share their experiences with the evaluation team.

TABLE OF CONTENTS

TABLE OF EXHIBITS.....iv

LIST OF ABBREVIATIONS and ACRONYMS v

EXECUTIVE SUMMARY 1

1. Project Context and Description..... 6

2. Evaluation Objectives and Methodology.....10

3. Findings.....15

3.1 Relevance and Coherence15

3.2. Efficiency and Effectiveness.....19

3.3. Sustainability32

4. Lessons Learned and Promising Practices38

5. Conclusions40

6. Recommendations.....42

TABLE OF EXHIBITS

Exhibit 1: Project Long-Term Outcomes, Medium-Term Outcomes, and Outputs	7
Exhibit 2: Project Intervention Areas	8
Exhibit 3: Evaluation Questions	11
Exhibit 4: Stakeholders Interviewed for Final Evaluation	12
Exhibit 5: Stakeholder Needs/Priorities Identified and Relevance of Project Activities	15
Exhibit 6: Theory of Change	18
Exhibit 7: Budget Allocations	20
Exhibit 8: Expenditure Rates (as of October 2020)	21
Exhibit 9: Strengths and Weaknesses of M&E System Design	22
Exhibit 10: Outcome 1 Progress Toward End-of-Project Targets	26
Exhibit 11: Outcome 2 Progress Toward End-of-Project Targets	27
Exhibit 12: Outcome 3 Progress Toward End-of-Project Targets	28
Exhibit 13: Project Activities Affected by COVID-19, Mitigation Actions, and Results of Actions Taken	29
Exhibit 14: Assessment of Project Activities to Strengthen Capacity	30
Exhibit 15: Factors Contributing to or Limiting the Sustainability of Project Initiatives	33
Exhibit 16: Improving Sustainability of Project Initiatives	34
Exhibit 17: Assessment of Project Achievements	36

LIST OF ABBREVIATIONS AND ACRONYMS

ACW	Acceptable Conditions of Work
CIETI	Interagency Committee for the Elimination of Child Labor
CL	Child Labor
CMEP	Comprehensive Monitoring and Evaluation Plan
CRECE	Center for Regional Coffee and Entrepreneurial Research (<i>Centro de Estudios Regionales Cafeteros y Empresariales</i>)
CSO	Civil Society Organization
DANE	National Administrative Department of Statistics (<i>Departamento Administrativo Nacional de Estadística</i>)
FGD	Focus Group Discussion
FNC	National Federation of Coffee Growers of Colombia (<i>Federación Nacional de Cafeteros de Colombia</i>)
GOC	Government of Colombia
ICBF	Colombian Institute for Family Well-Being (<i>Instituto Colombiano de Bienestar Familiar</i>)
IIECL	International Initiative to End Child Labor
ILAB	Bureau of International Labor Affairs
ILO	International Labor Organization
IMPAQ	IMPAQ International, LLC
KII	Key Informant Interview
M&E	Monitoring and Evaluation
MOL	Ministry of Labor (<i>Ministerio del Trabajo</i>)
NGO	Non-governmental Organization
OCFT	Office of Child Labor, Forced Labor, and Human Trafficking
OECD-DAC	Organization for Economic Cooperation and Development's Development Assistance Committee
OTC	Outcome
OTP	Output
POA	Partners of the Americas
SENA	National Training Service (<i>Servicio Nacional de Aprendizaje</i>)
ToC	Theory of Change
ToR	Terms of Reference
TPR	Technical Progress Report
USDOL	United States Department of Labor

EXECUTIVE SUMMARY

Background

The United States Department of Labor (USDOL) awarded Partners of the Americas (POA) a three-year, \$2 million cooperative agreement to implement the *Colombia Avanza* project. The project seeks to improve the capacity of civil society organizations (CSOs) to understand and address child labor (CL) and to promote acceptable conditions of work (ACW) in Colombia's coffee sector. In response to the COVID-19 pandemic and sudden halt to all scheduled activities, USDOL approved a no-cost extension to allow project staff to successfully complete all project objectives. This extended the period of performance by five months, revising the project end date to April 2021. A third project modification was approved in April 2021, following the completion of the final evaluation, increasing the total budget by US \$300,000 and extending the project end date to December 31, 2021. The evaluation findings were not changed and do not include an assessment of the new extension period.

Evaluation Objectives and Approach

The final evaluation aims to: (1) assess the extent to which the *Colombia Avanza* project has achieved its stated goals and objectives; (2) make recommendations to strengthen project outcomes or improve future programming of projects with similar goals; and (3) document the project's lessons learned and promising practices.

The project's data collection methodology is primarily qualitative in nature. The COVID-19 pandemic and rules for social distancing required evaluators to conduct all interviews and focus groups remotely to obtain qualitative information. Quantitative data were obtained from available monitoring and evaluation (M&E) records and project reports and incorporated into the analysis. Quantitative and qualitative data were triangulated for many of the evaluation questions to strengthen the reliability and validity of the results.

Main Findings and Conclusions

The *Colombia Avanza* project's key interventions include: (1) generating accurate and objective information on the nature and scope of CL and ACW in the coffee sector in Colombia; (2) strengthening the capacity of civil society so they, in turn, can raise awareness on issues related to CL and ACW in the coffee sector; and (3) strengthening the capacity of civil society so they can take effective actions to prevent CL and promote ACW in Colombia's coffee sector. The findings address the ten evaluation questions approved in the Terms of Reference (ToR). This report organizes the questions by evaluation area: project relevance and coherence; project efficiency and effectiveness; and project sustainability.

Relevance and Coherence

- **Relevance of Project Strategies to Stakeholder Needs:** Stakeholders' perceptions were that project strategies were relevant in addressing their needs and priorities on issues related to CL. For coffee grower associations, there was a need to obtain objective

information on CL and ACW in Colombia's coffee sector. Rural youth were interested in generating opportunities for young people in rural areas and strengthening their leadership capacity. For government institutions, priorities included strengthening their outreach to the rural sector and strengthening social dialogue with coffee growers.

- **Validity and Coherence of Project Design:** The project's theory of change (ToC) demonstrates coherence in that it forms a logical sequence intended to lead to the desired outcomes. However, the ToC lacked validity because the objective data expected from the Stage 1 project's studies were not available during project implementation, yet project outputs and outcomes linked to these studies were achieved.

Efficiency and Effectiveness

- **Efficient Use of Resources:** Prior to the COVID shutdown, the *Colombia Avanza* project had spent about 75 percent of its total budget, leaving 25 percent of funds available during the five-month, no-cost extension period (please refer to Exhibit 7). Project resources were appropriately allocated among the three major outcomes and were aligned in proportion to the remaining project activities and time. The relatively low level of resources allocated to project activities in the current budget at the time of the evaluation (31.49 percent of the total budget) may be partially due to the high fixed costs, such as the required percentages for M&E activities, audits and project personnel, that are part of all projects funded by the Bureau of International Labor Affairs (ILAB) at USDOL. These costs can have a disproportionate impact on smaller project budgets, leaving a smaller percentage of project resources available for activities.
- **Monitoring and Evaluation System:** The greatest strengths of *Colombia Avanza's* M&E system design were the measurability of its indicators and the standardization in its report forms. However, most of the project's indicators were not linked to CSO capacity strengthening. Because the data did not reveal short-term and progressive changes, project accountability was hindered, and the impact that the M&E system could have had in promoting responsiveness and learning was reduced.
- **Achievement of Indicator Targets:** The *Colombia Avanza* Comprehensive Monitoring and Evaluation Plan (CMEP) identified a total of 17 indicators that corresponded to the project's outcomes and outputs. As of October 2020, the *Colombia Avanza* project had achieved or surpassed 11 of the 17, or 65 percent, of indicator target values. Based on project progress to date, there is a high likelihood the remaining targets will be achieved during the project's extension period.
- **Response to the COVID-19 Pandemic:** When the World Health Organization declared COVID-19 a global health pandemic on March 11, 2020, the *Colombia Avanza* project was forced to shift all anticipated in-person trainings and forums to remote communication formats. Project staff took the appropriate steps to pivot all training and outreach activities to remote platforms, but poor internet connectivity in rural areas severely limited the ability of CSO members to access project activities.
- **Strengthened Capacity of CSOs to Address CL and ACW:** The *Colombia Avanza* project successfully strengthened the capacity of CSOs to address the prevention of CL in the Colombian coffee sector, based on the project's operational definition of "CSO with strengthened capacity." This strengthened capacity, however, was incomplete since the

activities to develop CSO action plans were pending at the time of the final evaluation. While CSO members demonstrated a good understanding of CL and an ability to advocate for its prevention, they demonstrated a relatively poor understanding of how to promote ACW or apply specific labor laws to small family farms. Once CSO action plans are developed, they can be assessed to determine the extent to which CSO capacity was strengthened to address both CL and ACW.

Sustainability

- **Sustainability of Project Initiatives:** The project's technical studies will serve in the long term as an important source of information on CL and ACW in the coffee sector, and thus comprise a sustainable project output. But any longer-term outcomes of the studies will depend upon the stakeholders' subsequent use of the information.
- **Long-term Commitment and Interest of Stakeholders:** The commitment and interest of the coffee grower associations and national rural youth networks to integrate CL prevention measures into their institutional agendas will help ensure the viability of this issue in the long term. The fact that the project prioritized reaching young people in rural areas will help promote a generational transfer of coffee culture with production that is free of CL.

Assessment of Project's Level of Achievement

The evaluation team, in consultation with USDOL, established four criteria to assess the level of achievement and sustainability for each major project outcome. These criteria are as follows:

1. Achievement of indicator targets
2. Stakeholder perception of results achieved
3. Potential for sustainability of key outcomes
4. Analysis of expenditures vs. results achieved

Based on the four criteria established the *Colombia Avanza* project's overall level of achievement is **moderate to above-moderate**.

Lessons Learned

1. **Identify hazardous activities specific for coffee production.** Although the *Colombia Avanza* project has raised awareness on child labor and hazardous activities in agriculture, there still remains uncertainty among stakeholders regarding the specific activities in coffee cultivation that fall under child labor and those that fall under non-hazardous activities. National laws do not break down the activities specific for coffee production; therefore, the project could play an important role to clearly define which activities are and are not permitted for adolescents participating in coffee cultivation.
2. **Recognize the magnitude of ACW.** The topic of ACW is a complex issue within the Colombian coffee sector that could be the focus of a separate project. The topic must include larger issues such as international coffee prices, low profit margins, and high costs of labor formalization that farmers cannot assume. By contrast, the issue of CL can be impacted by informed parents who can make the decision to prohibit their children from engaging in hazardous activities on family farms.

3. **Plan for governmental changes.** Project timelines almost always extend through more than one national governmental administration. Project staff should anticipate these changes and prepare a plan to mitigate any disruption to project activities due to changes in national leadership.
4. **Maintain the interest of stakeholders.** As a result of the COVID-19 emergency in all of its different manifestations, stakeholders had to reprogram *Colombia Avanza* project activities. Not only did it become necessary for project staff to adapt project activities to the new pandemic context, but it also became urgently necessary to maintain stakeholder interest due to the potential rise in CL as a result of the pandemic.
5. **Transition to remote learning.** The transition to remote communications negatively affected project trainings because of the pre-existing digital divide. New strategies are needed to facilitate remote access among the hardest-to-reach for the remaining training activities.
6. **Set reasonable expectations.** Future project implementers conducting research studies should start with a preliminary joint discussion among interested parties to define methodological approaches and to clarify the breadth of the proposed research. Expectations should correspond to what the studies can deliver. Timetables should be established, and approval and dissemination procedures clarified.

Promising Practices

1. **Collaboration with other USDOL projects.** Identifying opportunities for collaboration with other USDOL-funded project strengthens efficiency and effectiveness and promotes exchange of good practices and lessons learned.
2. **Collaboration with public and private sector.** Establishing a project technical steering committee with both public- and private-sector stakeholders helped create a horizontal, open, and continuous working relationship that increased stakeholder buy-in and ownership, which increases the likelihood that outcomes will be sustained.
3. **Participation of local academic institutions.** Involving a university from the targeted region to develop and execute capacity-building activities increased the credibility of information provided in workshops and helped position the topic of CL and ACW on the university's agenda.
4. **Finding common ground.** Identifying specific areas of interest or concern that resonate among a wide range of public- and private-sector stakeholders may increase commitment to the prevention of CL and promotion of ACW. For example, coffee business associations may find relevance as part of their social responsibility program; for coffee cooperatives, the connection may be the verification they require for coffee certification; for youth, the common-ground concern may be advocating for children's rights or preserving the coffee culture of Colombia; and for coffee growers, the focus may be to better understand what is and what is not considered CL in coffee production.

Recommendations

Recommendations to POA staff executing the *Colombia Avanza* project

1. **Disseminate the results from the project's studies.** Develop a road map for the dissemination of information from the project's studies and the studies' recommendations for action.
2. **Complete the final cycle of trainings for participating CSOs.** If COVID-19 restrictions are loosened by the Colombian government, evaluate the options for carrying out pending trainings on public policy and citizen participation, either in small groups with COVID-19 prevention measures in place or through a hybrid model that combines remote learning with face-to-face interactions and "learning by doing." If the government restrictions remain in place, evaluate the options to increase rural youth access to and participation in virtual trainings.
3. **Generate a list of hazardous activities specific to coffee production.** Facilitate a process, preferably in conjunction with the Ministry of Labor (MOL) and the Colombian Institute for Family Well-Being (ICBF), to identify hazardous tasks in coffee production. Awareness-raising materials should integrate concrete examples of hazardous tasks in coffee production to illustrate what is and what is not CL.
4. **Ensure the integration of CL and ACW in CSO communication plans.** Provide technical assistance to participating CSOs to ensure the integration of CL and ACW into their communication plans. The project should also develop a training guide to facilitate the autonomous replication of awareness-raising workshops as part of ongoing CSO communication activities.
5. **Focus greater attention on ACW in the coffee sector.** Develop and disseminate material to CSOs on issues related to ACW on coffee farms, including on farms of less than five hectares. This material could include a practical guide for identifying occupational risks and mitigation measures appropriate to small family farms.
6. **Conduct follow-up activities with the Interagency Committees for the Elimination of the Worst Forms of Child Labor (CIETIs).** Follow up with the targeted CIETIs to verify their progress in implementing action plans. A shared roadmap should be developed to identify concrete actions that can be carried out among participating CSOs and the institutions that are part of the CIETIs.
7. **Strengthen the organizational capacity of rural youth organizations.** In view of the mounting pressure to maintain young people's interest in coffee farming, project strategies should include organizational strengthening activities for newly established rural youth nodes or chapters. Furthermore, special focus should be given to developing a corps of young trainers to conduct "peer-to-peer" awareness training and other actions that support the sustainability of these organizations.
8. **Integrate coffee grower technical teams.** Future project implementers focusing on the Colombian coffee sector should consider integrating the coffee associations' agricultural extensionists, as they already provide technical assistance to coffee-producing families and have a high level of trust among and accessibility to family-owned coffee farms. The extensionists can integrate information on CL and ACW as part of their routine extension visits.

1. PROJECT CONTEXT AND DESCRIPTION

1.1 Project Description

The Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) is within the Bureau of International Labor Affairs (ILAB), an agency of the United States Department of Labor (USDOL). ILAB's mission is to promote a fair global playing field for workers in the United States and around the world by enforcing trade commitments, strengthening labor standards, and combating international child labor (CL), forced labor, and human trafficking. OCFT works to combat CL, forced labor, and human trafficking around the world through international research, policy engagement, technical cooperation, and awareness-raising. Since OCFT's technical cooperation program began in 1995, the U.S. Congress has appropriated funds annually to USDOL for efforts to combat exploitative CL internationally. This funding has been used to support technical cooperation projects in more than 90 countries around the world. Technical cooperation projects funded by USDOL promote sustained efforts that address the underlying causes of CL and forced labor, including poverty and lack of access to education.

In December 2017, USDOL awarded Partners of the Americas (POA), a nonprofit organization with international offices in Washington, D.C., a three-year, \$2 million cooperative agreement to implement the *Colombia Avanza* project. The *Colombia Avanza* project is designed to improve the capacity of civil society organizations (CSOs) to better understand and address CL and to promote acceptable conditions of work (ACW) in Colombia's coffee sector. In response to the COVID-19 pandemic and sudden halt to all scheduled activities, USDOL approved a no-cost extension to allow project staff to successfully complete all project objectives. This extended the period of performance by five months, revising the project end date to April 30, 2021. A third project modification was approved in April 2021, increasing the total budget by US \$300,000 and extending the project end date to December 31, 2021.

Though Colombia has made significant strides in combating CL in recent years, it is still prevalent. More than 390,000 children are engaged in CL throughout the country, most working in agriculture.¹ The coffee sector is particularly susceptible to CL, as the crop is largely grown on small-scale family farms. The *Colombia Avanza* project is intended to forward progress in reducing CL and promoting ACW in Colombia's coffee sector through the work of CSOs by achieving the following project outcomes:²

- Improve the capacity of civil society to identify and document information on the nature and scope of CL and forced labor, and violations of ACW in the coffee sector
- Improve the capacity of civil society to raise awareness for the protection of workers from CL and violations of ACW

¹ USDOL, 2019 Findings on the Worst Forms of Child Labor: Colombia.

https://www.dol.gov/sites/dolgov/files/ILAB/child_labor_reports/tda2019/Colombia.pdf

² Partners of the Americas, "Colombia Avanza." <https://partners.net/colombia-avanza>

- Strengthen civil society’s capacity to advocate for understanding and enforcement of policies and action plans that are relevant, accessible, and responsive to the nature of CL and/or forced labor and violations of ACW in Colombia’s coffee sector

Specifically, the project is implementing activities in the departments of Tolima and Huila to:

- Provide civil society with objective and accurate information about the nature and scope of CL in the production of coffee in Colombia
- Conduct campaigns to raise awareness of the importance of a CL-free coffee sector, as well as to promote ACW
- Deliver technical assistance to civil society to conduct advocacy and generate effective actions to prevent and combat CL and promote ACW

Exhibit 1: Project Long-Term Outcomes, Medium-Term Outcomes, and Outputs

Project Goal: To contribute to the elimination of child labor in Colombia’s coffee sector
<i>Long-Term Outcome: Improved capacity of civil society to identify and document accurate, independent, and objective information on the nature and scope of CL and violations of ACW in the coffee sector</i>
Output 1.1.1 Research conducted on the nature, dimensions and scope of CL in the coffee sector and ACW
Output 1.1.2 Assessment conducted on the operating conditions of the municipal Interagency Committee for the Elimination of the Worst Forms of Child Labor (CIETIs)
<i>Long-Term Outcome 2: Improved capacity of civil society to raise awareness for the protection of workers from CL and violations of ACW in the coffee sector.</i>
Medium-Term Outcome 2.1 – Targeted CSOs skills increased to disseminate relevant information on CL and ACW
Output 2.1.1 Targeted CSOs (local level) and National Network of Rural Youth of Colombia trained on CL issues and ACW
Output 2.1.2 Project stakeholders and CSOs develop awareness-raising campaigns to CL and ACW
Output 2.1. 3. – Awareness-raising forums/workshops conducted on targeted topics
<i>Long-Term Outcome 3: Strengthened civil society’s capacity to understand enforcement of policies and action plans that are relevant, accessible, and responsive to the nature of CL and/or forced labor and violations of ACW in Colombia’s coffee sector</i>
Medium-Term Outcome 3.1 – National Network of Rural Youth of Colombia capacity increased to replicate advocacy mechanisms on CL issues and ACW
Output 3.1.1 Local nodes of the National Network of Rural Youth of Colombia created or strengthened in Tolima and Huila
Output 3.1.2 Sustainable initiatives for advocacy on CL and ACW developed by the National Network of Rural Youth in Tolima and Huila to conduct a youth agenda on targeted topics
Medium-Term Outcome 3.2 – Actions to prevent and eradicate CL as well as to promote ACW in the coffee sector incorporated in municipal development plans (2019-2021)
Output 3.2.1 Targeted CSOs (local level) participating in committees of institutional coordination to advocate for including actions in municipal development plans

Exhibit 2: Project Intervention Areas



Source: IMPAQ

1.2 Project Context

Coffee Economy in Colombia: In 2020, Colombia produced 14.1 million 60-kilogram bags of coffee, ranking it third globally among coffee-producing countries.³ According to the National Federation of Coffee Growers of Colombia (FNC), the coffee sector accounts for 23 percent of the country’s agricultural GDP, with nearly 2.2 million Colombians (roughly 4 percent of the total population) deriving their income directly or indirectly from coffee production.⁴ Despite being one of the world’s largest coffee producers, coffee farming largely remains a family operation. FNC estimates 96 percent of coffee farms are defined as small, having five or less hectares; 3 percent are medium-sized, with 6 to 10 hectares; and just 1 percent of farms have more than 11 or more hectares. FNC estimates there are 540,000 coffee-growing families in 21 out of 32 Colombian departments, and these small farmers are responsible for approximately 69 percent of coffee production in Colombia. The department of Huila is the largest coffee producer and Tolima ranks third.⁵ The United States is the largest importer of Colombian coffee, accounting for 43 percent of Colombian coffee exports.

Coffee Culture in Colombia: FNC describes coffee growers as “people with strong entrenched values such as honest work, permanent effort and dedication, a great culture of quality, and a close link between family tradition and modern world.”⁶ This coffee culture has passed from generation to generation, and today young people are being nurtured and encouraged to join future coffee growers in Colombia. To this end, FNC has launched several educational and

³ United States Department of Agriculture, Foreign Agricultural Service. “Coffee: World Markets and Trade,” December 2020. <https://apps.fas.usda.gov/psdonline/circulars/coffee.pdf>

⁴ United States Department of Agriculture, Foreign Agricultural Service, Global Agricultural Information Network. “Colombia Coffee Annual,” May 2020. <https://www.fas.usda.gov/data/colombia-coffee-annual-4>

⁵ Ibid.

⁶ Federación Nacional de Cafeteros de Colombia, “Our Coffee Growers,” March 5, 2021. <https://www.cafedecolombia.com/particulares/our-coffee-growers/?lang=en>

entrepreneurial initiatives directed to young people to promote the generational transfer of coffee farming.

CL in the Coffee Sector: One of the project's key objectives is to understand the dimension and scope of CL in the Colombian coffee sector. While the country's National Administrative Department of Statistics (DANE) provides data on the prevalence of CL, it is not specific to any agricultural sector. ILAB maintains a list of goods and their source countries when there is evidence of CL or forced labor, as required under the Trafficking Victims Protection Reauthorization Act (TVPRA) of 2005 and subsequent reauthorizations.⁷ Since the list was first published in 2009, coffee produced in 17 countries, including Colombia, was identified as a commodity of concern. USDOL's most recent follow-up report on Colombia in 2019 noted significant advancement in efforts to eliminate the worst forms of CL, although these advancements are not disaggregated by sector.⁸

Colombian Laws Protecting Children and Adolescents: Colombian laws on the prevention and elimination of CL and the protection of adolescent workers (Law 12 of 1991, Law 515 of 1999 and Law 704 of 2011) incorporate the international conventions of the International Labor Organization (ILO), including C138 on minimum age, C182 on the worst forms of CL, and R190 on guidelines for the definition of CL. In compliance with the protection of children's rights stipulated in the Colombian Political Constitution, regulations were issued by the government of Colombia in a specific effort to eliminate CL. The Child and Adolescent Code (Law 1098 of 2006) is the primary regulatory framework protecting the rights of children and adolescents. It and authorizes the Colombian Institute of Family Well-Being (ICBF) to coordinate the National System of Family Well-Being, which comprises all government institutions protecting the rights and well-being of children and adolescents. Other important public policies executed by the Ministry of Labor (MOL) include the creation of the Inter-Institutional Committee for the Prevention and Eradication of Child Labor and the Protection of Working Children (CIETI, Decree 859 of 1995), the Public Policy Line for the Prevention and Elimination of Child Labor and Protection of Adolescent Workers 2017-2027, and the list of hazardous activities for working adolescents between 15 and 17 years of age (Resolution 1796 of 2018).

Impact of COVID-19: When social distancing measures were announced in March 2020, the *Colombia Avanza* project was forced to pivot all anticipated in-person capacity-building activities to remote platforms. Poor internet connectivity in rural areas of Colombia directly affected the participation of CSO members in the targeted regions. Furthermore, project stakeholders, including government institutions and coffee grower associations, had to focus most of their attention on mitigating the economic impact of the health pandemic. At the same time, the COVID-19 crisis created an urgent need to reposition the topic of CL prevention within the pandemic context. Findings on the impact of COVID-19 are further discussed in Section 3.2, Question 4.

⁷ The Trafficking Victims Protection Reauthorization Act (TVPRA) of 2005 directed the Secretary of Labor, acting through ILAB, to monitor the use of CL and forced labor in violation of International Labor Standards. <https://www.dol.gov/agencies/ilab/about/laws>

⁸ USDOL, "Findings on the Worst Forms of Child Labor: Colombia," 2019. https://www.dol.gov/sites/dolgov/files/ILAB/child_labor_reports/tda2019/Colombia.pdf

2. EVALUATION OBJECTIVES AND METHODOLOGY

2.1 Evaluation Objectives

This evaluation is expected to deepen USDOL's understanding of the mechanisms that drive key outcomes in CL and forced labor, while also identifying contextual factors that affect the effectiveness and relevance of the project's activities. The objectives of the final performance evaluation as determined by the Terms of Reference (ToR) are the following:

1. Assess whether the project achieved its objectives, identify the challenges encountered in doing so, and analyze the driving factors behind these challenges.
2. Identify the intended and unintended effects of the project.
3. Identify lessons learned and emerging good practices from the project that can be applied to current or future projects in Colombia and to projects designed under similar conditions or target sectors outside of Colombia.
4. Identify the outcomes or outputs that can be deemed sustainable.

The evaluation provides evidence to inform decision-making, enhance knowledge of lessons learned and promising practices, and develop recommendations for future projects.

2.2 Methodology

The evaluation team from IMPAQ International, LLC (IMPAQ) used a mixed-methods approach to answer these evaluation questions. Mixed-methods evaluations integrate quantitative and qualitative approaches to data collection, analysis, and interpretation. To achieve the performance evaluation objectives described in the ToR, the IMPAQ team conducted the following data collection activities: (1) a targeted, in-depth desk review of all relevant documents; (2) remote key informant interviews (KIIs) with project stakeholders; (3) remote focus group discussions (FGDs) with project stakeholders; and (4) rigorous analysis of monitoring data on key performance indicators.

The following is a description of the evaluation questions and data sources, evaluation schedule, data collection methods, data analysis, and project limitations.

2.2.1. Evaluation Questions and Data Sources

The evaluation set out to answer specific questions agreed upon by ILAB, POA, and IMPAQ and organized according to criteria adopted by the Development Assistance Committee (DAC) of the Organization for Economic Co-operation and Development (OECD): Relevance, Coherence, Effectiveness, Efficiency, and Sustainability. Exhibit 3 lists the evaluation questions.

The IMPAQ team addressed the evaluation questions using multiple sources of evidence, combining primary qualitative data with secondary quantitative data. Due to the COVID-19 pandemic, IMPAQ, POA, and ILAB agreed that all primary data would be collected remotely with required protections in place when small groups of interview participants were gathered in one location. Primary qualitative data were obtained through remotely conducted KIIs and FGDs. Secondary quantitative data were obtained from performance-reporting data presented in the

semiannual technical progress reports (TPRs) to ILAB as well as additional data gathered during evaluation fieldwork.

Exhibit 3: Evaluation Questions

#	Evaluation Questions
Relevance and Coherence	
1	Were the project strategies and resulting activities relevant to the specific needs of project participants, communities, and other stakeholders?
2	To what extent was the project's theory of change valid and coherent given the implementing environment?
Efficiency and Effectiveness	
3	Were project resources (human, financial, time) appropriately distributed under each outcome? Was it necessary to reallocate resources during the project implementation period? If so, why?
4	To what extent has the project achieved its primary objectives and planned outcomes at the time of the evaluation and is the project likely to achieve them by the end of the project? Specifically: <ol style="list-style-type: none"> To what extent did COVID-19 affect the <i>Colombia Avanza</i> project? How did the <i>Colombia Avanza</i> project pivot strategies due to the COVID-19 pandemic? What were the results? How would you objectively rate the level of achievement for each of the project's major outcomes on a four-point scale (low, moderate, above-moderate, and high)?
5	How have the monitoring and evaluation systems (Comprehensive Monitoring and Evaluation Plan [CMEP], pre-situational analysis, etc.) been implemented and are they being used to identify trends and patterns, adapt strategies, and make informed decisions?
6	To what extent was the capacity of CSOs strengthened to address child labor in Colombia's coffee sector? To what extent were CSOs able to promote acceptable conditions of work in Colombia's coffee sector?
7	To what extent was the project successful in engaging the following stakeholders: <ol style="list-style-type: none"> Public sector Private sector Universities Women Rural youth
Sustainability	
8	Which project activities/initiatives are most likely to be sustained before the project ends? What factors contributed to or limited this sustainability?
9	How could the project have improved its sustainability efforts?
10	What are promising practices and lessons learned that could be applied to similar projects or future programming in Colombia?

2.2.2. Evaluation Schedule

In collaboration with the POA team, the evaluation team developed the site sampling, confirmed the list of stakeholders to be included, and scheduled the interviews. Interviews and focus groups were conducted between February 15 and 25, 2021. The stakeholder workshop was held on

February 26, 2021. Most of the data analysis and report writing were conducted from March 1 through March 19, 2021.

2.2.3. Data Collection Methods

Data sources: The evaluation team collected data from four sources: KIIs, FGDs, document reviews, and secondary project data. The team used this data to answer the evaluation questions proposed for each analytic evaluation area. KIIs and FGDs were designed to obtain stakeholders’ perspectives on the project’s implementation and effectiveness. Given the risks of the COVID-19 pandemic, after full consideration of the impact on in-person meetings, and in consultation with POA and USDOL, IMPAQ and the evaluation team decided to conduct all interviews with stakeholders in Colombia remotely.

KIIs and FGDs were conducted using a variety of remote platforms according to the preference of each stakeholder—Zoom, Skype, Microsoft Teams, WhatsApp, and telephone. Since most community participants lacked smartphones and internet access, the interview team called these individuals directly on their mobile phones. The limitations of relying on remote platforms or mobile phones are discussed in Section 2.2.5.

A total of 47 participants were contacted through 37 KIIs (39 interviewees, 13 males and 26 females) and 3 focus groups (8 young adult participants, 5 males and 3 females). Additionally, the evaluation team carried out a final stakeholder meeting with the *Colombia Avanza* team, POA headquarters personnel, and a representative from ILAB. Exhibit 4 presents the stakeholder groups interviewed, their gender, and sample characteristics.

Exhibit 4: Stakeholders Interviewed for Final Evaluation

Stakeholder Group	No. of Interviewees		Characteristics
	M	F	
<i>Colombia Avanza</i> and POA personnel	2	8	Project personnel and POA headquarters personnel
Coffee grower associations	3	2	Producers representing coffee federations and cooperatives
CSOs	2	3	CSOs with a focus on rural youth development, education, and the prevention and eradication of CL
National Network of Rural Youth	2	1	Network leaders
Rural youth focus groups	5	3	Youth participating in networks
Government of Colombia institutions	1	8	Representatives from national institutions (MOL and ICBF); departmental and municipal governments
Academic and research institutions	2	3	Researchers conducting project studies; universities executing training programs

Stakeholder Group	No. of Interviewees		Characteristics
	M	F	
U.S. government representatives	1	1	Representatives from ILAB and U.S. Department of State
Total	18	29	47

Stakeholder workshop. At the online stakeholder workshop on February 26, 2021, the evaluators presented the preliminary findings to ILAB, POA staff, and *Colombia Avanza* staff, and received questions and comments.

Document review. The evaluator reviewed and referenced numerous project documents, including the project document, grant modifications, the Comprehensive Monitoring and Evaluation Plan (CMEP), TPRs, and other supporting project materials obtained during fieldwork.

2.2.4. Data Analysis

Document review, stakeholder interviews, and FGDs generated substantial raw qualitative and quantitative data. The evaluation team categorized, synthesized, and summarized the raw qualitative data for an analysis driven by the evaluation questions.

2.2.5. Project Limitations

The findings presented in this evaluation are based on information collected from project reports and background documents, interviews with project staff and stakeholders, and FGDs with rural youth. Due to the COVID-19 pandemic, there were no site visits, and all evaluation interviews were conducted remotely via telephone or with the use of video conferencing platforms. The final selection of interviewees was made by the *Colombia Avanza* staff, which partially depended on those selected individuals’ abilities to connect online or by telephone with the evaluators. Every effort was made to include a representative sample of project stakeholders; however, poor connectivity led to the cancellation of one youth focus group.

The evaluation also relied on secondary performance information in semiannual reports and in available monitoring databases. The evaluation team was unable to confirm the validity and reliability of performance data, given limited time and resources. Stakeholder responses were triangulated with quantitative data to the extent possible to strengthen the accuracy and reliability of the evaluation.

Finally, while the remote interview process enabled the collection of primary data, physical observations and interactions achieved with in-person interviews were lacking. The use of remote conferencing formats may have affected the veracity and completeness of the responses of stakeholders interviewed. To ensure quality remote fieldwork, the evaluators worked with POA to understand how COVID-19 affected program participants and what adjustments to data collection protocols and methods needed to be made accordingly. This included determining participant

access to cell phones and virtual platforms and requesting that participants find a quiet place with good reception. It was also important to clearly explain the purpose of the call, receive consent, and ensure that the interviewer conducted the call in a secluded location to respect the privacy of the participant.

3. FINDINGS

This section presents the key findings for each evaluation question category: relevance and coherence, effectiveness and perceived impact, efficiency and effectiveness, and sustainability.

4.1 Relevance and Coherence

Question 1: Were the project strategies and resulting activities relevant to the specific needs of project participants, communities, and other stakeholders?

The *Colombia Avanza* project originally proposed conducting a needs assessment to identify the unique needs of the most at-risk and vulnerable groups in the coffee region, in collaboration with the Regional Center for Coffee Producer and Business Research (CRECE) and/or local universities. Project staff later gained USDOL approval to combine the needs assessment with the pre-situational analysis. The pre-situational analysis was folded into a larger study awarded to CRECE that aimed to provide accurate, independent, and objective information on CL in the Colombian coffee sector. However, the CRECE study did not include findings regarding the unique needs of at-risk and vulnerable groups nor the capacity-building needs of participating organizations. During the final evaluation, project staff confirmed that stakeholder needs were identified through meetings and workshops conducted with coffee grower associations, the National Network of Rural Youth, and public sector stakeholders (MOL, ICBF, and institutions participating in the local CIETI). These meetings were not documented.

In the absence of a verifiable needs assessment, evaluators asked stakeholders to identify their needs or priorities with respect to CL and ACW, and whether or not project activities addressed those needs and priorities. Evaluators also collected information on stakeholder perceptions of the relevance and effectiveness of the activities executed. A summary of these findings is presented in Exhibit 5.

Exhibit 5: Stakeholder Needs/Priorities Identified and Relevance of Project Activities

Stakeholders	Needs or Priorities Identified	Project Activities Considered Relevant
Coffee Grower Associations (FNC and Coffee Cooperatives)	<ul style="list-style-type: none">▪ Carry out actions that will provide evidence that can lead to removal of Colombian coffee from USDOL's list of products produced with CL▪ Obtain objective, accurate information on CL in Colombia's coffee sector▪ Develop and implement strategies to address CL within the framework of family farming▪ Promote the generational transfer of coffee culture and knowledge while ensuring there is no CL▪ Strengthen areas of social responsibility policies and programs on CL and ACW	<ul style="list-style-type: none">▪ Studies on CL and adult working conditions▪ Trainings to help distinguish between CL and formative activities▪ Communication tools to increase awareness of CL and ACW▪ Formation of a project technical committee to promote collaboration between coffee producers and government institutions with mandates related to these issues (ICBF and MOL)

Stakeholders	Needs or Priorities Identified	Project Activities Considered Relevant
	<ul style="list-style-type: none"> ▪ Clarify the applicability of Colombian CL regulations in rural areas in general and in coffee production in particular. ▪ Establish a dialogue with government institutions with mandates related to CL and ACW ▪ Increase knowledge of coffee certification requirements with respect to CL and ACW 	
Rural Youth in Huila and Tolima	<ul style="list-style-type: none"> ▪ Promote the interest of youth to stay in rural areas and maintain the traditional family coffee farm ▪ Strengthen rural youth nodes (part of the National Network of Rural Youth) in Tolima and Huila ▪ Strengthen the sustainability of rural youth nodes ▪ Strengthen the leadership capacity of rural youth ▪ Increase awareness of CL and ACW and the consequences of noncompliance 	<ul style="list-style-type: none"> ▪ Workshops conducted by <i>Colombia Avanza</i> to strengthen the leadership capacity of rural youth, including leadership skills and team building ▪ Trainings certified by the Univ. of Ibagué to increase awareness on CL and ACW ▪ Training of trainers to replicate trainings ▪ Youth-focused outreach events, such as a coffee barista contest that also promoted generational transfer and promotion of coffee culture ▪ Communication workshops that applied “learning by doing” ▪ Radio spots developed as part of the communication workshops ▪ Youth leader participation in local CIETIs and preparation of local government plans ▪ Reactivation of youth node (chapter) in Pitalito and the creation of a youth node in Chaparral
Government Institutions (MOL, ICBF, regional and municipal governments)	<ul style="list-style-type: none"> ▪ Provide up-to-date, specific, and disaggregated information on CL in the coffee sector ▪ Identify the current level of compliance among coffee producers with current CL legislation ▪ Expand awareness among coffee farmers and providing training on CL and ACW in the rural sector ▪ Strengthen social dialogue mechanisms on CL and ACW in the coffee sector 	<ul style="list-style-type: none"> ▪ Project studies on CL in the coffee sector ▪ Public and private sector participation in <i>Colombia Avanza's</i> technical committee ▪ Technical consultation with ICBF and MOL on research methodologies, training content, and awareness-raising campaigns ▪ Assessment of CIETI operating conditions in project intervention areas, workshops to discuss

Stakeholders	Needs or Priorities Identified	Project Activities Considered Relevant
	<ul style="list-style-type: none"> ▪ Receive project technical support for the development and execution of communication campaigns ▪ Strengthen CIETI committees at the local level ▪ Receive institutional support to carry out CIETI operational plans 	<p>assessment results, formulation of CIETI’s annual strategic action plans, and development of CIETI guidebook</p> <ul style="list-style-type: none"> ▪ Organization of awareness-raising campaigns at the national level

Discussion of Exhibit 5: The qualitative findings obtained during the evaluation interviews provided a retrospective analysis of stakeholder needs and priorities and their perceptions of project strategies addressing those needs.

Coffee grower associations perceived that project activities helped them gain a better understanding of the nature and scope of CL in coffee production and actions to prevent it. Furthermore, they perceived that the project helped prioritize the issue of CL, along with the goal of developing sector-wide policies among Colombian coffee grower associations. They also perceived an improved cooperation between coffee growers and government institutions with mandates related to CL (MOL and ICBF). A central concern of coffee grower associations was the inclusion of Colombian coffee on USDOL’s list of products produced with CL and the objective evidence needed to be removed from this list. While the studies commissioned by the project may deepen understanding on the nature and scope of CL in the coffee sector, further objective, sector-specific studies are needed to better determine the magnitude of the problem.

For rural youth, the primary interest was to generate opportunities for young people in rural areas, to strengthen and expand rural youth nodes (local chapters of the National Network of Rural Youth), and to promote the leadership capacity of rural youth. The *Colombia Avanza* project enhanced youth leadership capacity while it also increased overall awareness on CL and ACW in the coffee sector. This was viewed as a “win-win” for project staff and rural youth.

For government institutions, priorities included strengthening their outreach to the rural sector and strengthening their social dialogue (consultation and exchange of information) with coffee producers. The *Colombia Avanza* project was an important and successful opportunity for outreach, collaboration, and dialogue between government institutions and the hard-to-reach coffee sector. At the same time, with project timelines nearly always extending through more than one governmental administration, there is a need for project staff to anticipate regime changes and have a plan in place to mitigate any disruption to ongoing discussions.

Question 2: To what extent was the project’s theory of change valid and coherent given the implementing environment?

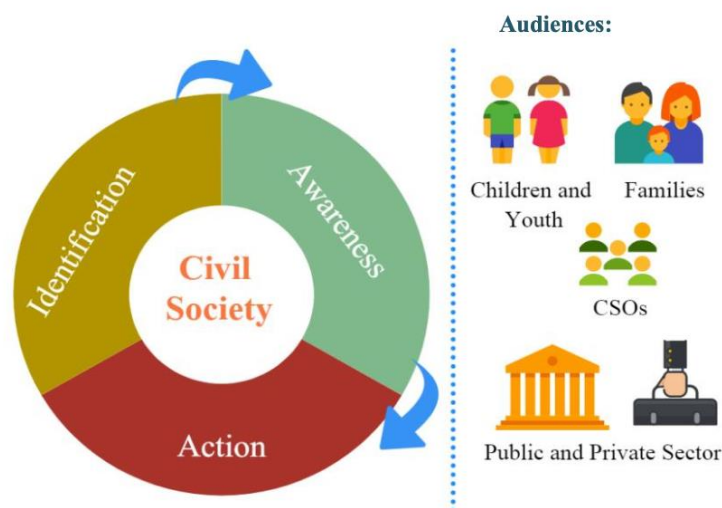
A well-articulated theory of change (ToC) represents a project’s hypothesis regarding how planned activities will bring about expected change. The *Colombia Avanza* project’s ToC states that *if* the project conducts an accurate assessment of CL in the coffee sector, *then* this information can be used to engage CSOs for the purpose of increasing their awareness on CL

and endorsing ACW. *In turn*, the strengthened CSOs will advocate and implement sustainable strategies to prevent and eradicate CL and promote ACW within the coffee sector.

The project's ToC (Exhibit 6) hypothesized the following chain of events leading to the desired change:

- **Stage 1, Identification:** The foundation of the project's ToC was the execution of two independent studies to identify the nature and scope of CL and noncompliance with existing policies on ACW in coffee production.
- **Stage 2, Awareness:** Based on the information generated by the studies conducted in Stage 1, project staff would disseminate study results and raise awareness among CSO members on the importance of recognizing CL and promoting ACW.
- **Stage 3, Action:** Building on the activities and products of Stage 2, the project's final stage focuses on strengthening the capacity of CSOs so they can take sustainable actions to prevent future CL and promote ACW.

Exhibit 6: Theory of Change



Source: Colombia Avanza CMEP

Validity and Coherence of ToC: The validity of a project's ToC is determined by whether the model's assumptions hold true throughout the project timeline; its coherence is determined by whether a logical sequence of events leads to the desired outcome. The sequence of events outlined in the ToC for this project were logical and coherent, clearly defining activities that needed to occur to bring about the desired change. However, the ToC assumed that events would occur sequentially, each consecutive stage relying on products from the previous stage. It also assumed that all events would all be completed within the project timeline. Because of delays in disseminating the study results that identified the nature and scope of CL and ACW in coffee production, it was necessary for the project to rely on general CL data published by the National Administrative Department of Statistics (DANE), which was repeatedly noted as "non-specific for coffee production" in project documents and stakeholder interviews. Furthermore, the project's

pre-situational analysis was completed and integrated into the larger study conducted by CRECE; however, the study was still pending approval from USDOL at the time of the final evaluation.

Neither the delays in study approval nor the absence of a pre-situational analysis impeded the execution of Stage 2 awareness-raising activities. This led the evaluation team to observe that the ToC assumptions indicating that Stage 1--the dissemination of accurate, objective data on CL and ACW specific to coffee production--was critical and required completion prior to the implementation of Stages 2 and 3 did not hold true. The project carried out activities without fully completing Stage 1—the execution of independent studies to better understand the nature of CL and ACW in Colombia’s coffee sector. Therefore, while the ToC was **coherent** (logical; led to the desired outcome), it was not **valid** (assumptions about the sequence of events were incorrect).

3.2. Efficiency and Effectiveness

The evaluation ToR had five questions related to project efficiency and effectiveness. Question 3 examined the efficient use of project resources, while questions 4 through 7 examined different aspects of effectiveness. The order of questions 4 and 5 were switched in order to provide a greater understanding of *Colombia Avanza’s* monitoring and evaluation (M&E) system before discussing project achievement.

Question 3: Were project resources (human, financial, time) appropriately distributed under each outcome? Was it necessary to reallocate resources during the project implementation period? If so, why?

To assess *Colombia Avanza’s* efficiency in response to question 3, the evaluators reviewed: (1) allocation of resources in the original budget; (2) budget realignments as a result of Project Modification No. 2; (3) allocation of resources for each of the outcomes; and (4) expenditure rates as of October 2020. The evaluation team also consulted project subawardees regarding timeliness and sufficiency of project resources to effectively execute project activities. Finally, the evaluation team examined budget execution in relation to the achievement of expected results. This analysis comprises part of the overall assessment of project effectiveness presented at the end of the findings.

3.2.1. Allocation of Resources

The *Colombia Avanza* project had a total budget of US\$2,000,000 over a 47-month execution period, of which US\$1,542,139 represented direct costs and US\$457,861 indirect costs, with an approved indirect cost rate of 29.6 percent. The amount allocated to achieve the proposed outcomes is US\$629,880, which corresponds to 31.49 percent of the total project. POA officials clarified that capacity building projects require a significant level of effort and therefore more personnel.

Exhibit 7 shows *Colombia Avanza* budget allocations for direct costs, and the percentage of the total direct costs assigned to each line item, based on the current approved budget.

Exhibit 7: Budget Allocations

Budget Line Item	Percentage of Total Budget
Direct labor and fringe benefits	46.61%
Equipment and office expenses	6.18%
Monitoring and evaluation	6.37%
Outcome 1 (including subcontracts, travel expenses, per diem, consultants, and other related costs)	20.60%
Outcome 2 (including subcontracts, travel expenses, per diem, consultants, and other related costs)	14.41%
Outcome 3 (including subcontracts, travel expenses, per diem, consultants, and other related costs)	5.84%
Total	100.00

Source: Partners of the Americas, October 2020.

Discussion of Exhibit 7: Of the direct costs, the highest allocation of budgetary resources corresponded to Outcome 1 (50.44 percent), followed by Outcome 2 with 35.27 percent, and finally Outcome 3 with 14.29 percent. Six CSOs with specific responsibilities for executing project activities, under a consultant agreement or subaward, all agreed that project resources—including human, financial, and time—assigned to the execution of activities were adequate and sufficient for their development.

3.2.2. Budget Realignment

Project Modification No. 1: In September 2019, POA submitted a project modification request to USDOL for the purpose of (1) reducing the project director’s level of effort; (2) realigning project personnel structure; (3) refining Outcome 3; (4) adding three additional subawardees; and (5) realigning the total project budget.⁹ Specifically, POA requested approval to reduce the project director’s level of effort from the requisite 90 percent to 25 percent in 2019 to allow this individual to also serve as project director of another USDOL-funded project in Colombia, which was implemented by POA as well. The modification included a restructuring of personnel, adding a deputy director who would simultaneously serve as M&E officer, plus an M&E coordinator to support the deputy director/M&E officer.

The budget modification realigned funds internally without changing the distribution of direct and indirect costs. Allocation of resources designated for each outcome was not changed significantly. Adjustments to Outcome 2 increased the allocation from 9.44 percent of total direct costs to 14.41 percent, and the allocation to Outcome 3 was decreased by a proportional amount.

Project Modification No. 2: In response to the COVID-19 pandemic and the required halt to all scheduled activities, POA submitted a second project modification to USDOL, requesting a no-cost extension until April 30, 2021. The approval of this extension enabled available funds to be used to foster and strengthen the sustainability of project outcomes, particularly those related to capacity building.

⁹ *Colombia Avanza Award Modification No. 1*, December 4, 2019

Project Modification No. 3: On April 20, 2021, following the final evaluation fieldwork, POA was awarded a \$300,000 cost extension with a new project end date of December 31, 2021. The extension will allow *Colombia Avanza* to continue supporting targeted CSOs with the implementation of the recommendations from the research products and to continue supporting the Government of Colombia and the FNC in its efforts to combat child labor and forced labor through the institutionalization of the project’s products and results.

3.2.3. Expenditure Rates

As a measurement of project efficiency, the evaluators assessed project expenditure rates — dollar amounts spent compared to amounts budgeted. Exhibit 8 indicates project expenditure rates as of October 2020.

Exhibit 8: Expenditure Rates (as of October 2020)

Budget Line Item	Expenditure Rate
Direct labor and fringe benefits	87.31%
Equipment and office expenses	80.61%
Monitoring and evaluation	22.69%
Outcome 1 (including subcontracts)	89.27%
Outcome 2	47.69%
Outcome 3	59.35%
Indirect costs	73.29%
Total	75.26%

Source: Evaluator calculations based on October 2020 project budget

Discussion of Exhibit 8: As of October 2020, overall project expenditures were 75.26 percent of the total budget. For Outcome 1, 89.27 percent of the total amount budgeted was executed; for Outcome 2, less than 50 percent (47.69 percent) was expended; and for Outcome 3, nearly 60 percent (59.35 percent) was expended. Most activities related to Outcome 1 were carried out before the pandemic, while a number of activities corresponding to Outcomes 2 and 3 had to be rescheduled or temporarily suspended as a result of social distancing measures imposed. This resulted in the lower expenditures for Outcomes 2 and 3. Fixed costs (direct labor, office supplies, and equipment) were spent in accordance with the project’s timeline. Monitoring shows a low expenditure rate; however, key monitoring activities will take place at the end of the project.

Question 4: How have the monitoring and evaluation systems (Comprehensive Monitoring and Evaluation Plan [CMEP], pre-situational analysis, etc.) been implemented and are they being used to identify trends and patterns, adapt strategies, and make informed decisions?

3.2.4. Assessment of M&E System to Monitor Expected Outcomes and Outputs

The project’s M&E system is framed by the Comprehensive Monitoring and Evaluation Plan (CMEP), which was designed jointly by POA and the donor and completed in November 2018. Its purpose is to track the project’s progress toward the development objective and to provide evidence of the links between outputs, outcomes, and, to some extent, impact. Within the CMEP, the Performance Monitoring Plan (PMP) defines the qualitative and quantitative indicators used for monitoring and measuring progress. The 17 indicators in *Colombia Avanza*’s PMP include one to measure the project’s development objective, three to measure outcomes, and 13 to measure

outputs. For each indicator, the PMP provides the definition; describes the units of measurement, disaggregation, data collection tools, frequency of data collection, and verification; and identifies the responsible parties associated with data collection and verification efforts. Exhibit 9 describes the strengths and weaknesses of this M&E system design.

Exhibit 9: Strengths and Weaknesses of M&E System Design

Project Outcomes (OTC) and Outputs (OTP) Performance Indicators and Definitions	Strengths and Weaknesses of M&E System Design
<p>Project Objective: To strengthen targeted CSOs to prevent and eradicate CL and promote ACW in the coffee sector, with particular focus on the departments of Tolima and Huila</p> <p>Indicator: Number of targeted CSOs (local level) strengthened in technical capacities on CL and/or ACW. Target: 3</p> <p>Definition: Capacities on CL and ACW are based on a progressive scale where: 1 is equal to CSOs that attended trainings on CL and/or ACW; 2 is equal to CSOs that shared or developed awareness-raising material to address CL and/or ACW; 3 is equal to CSOs that participated in at least one committee of institutional coordination; 4 is equal to CSOs that documented their lessons learned and good practices on how to conduct advocacy on CL and/or ACW in the coffee sector. A CSO will be considered strengthened if it reaches all four levels of the scale.</p>	<p>Strengths:</p> <ul style="list-style-type: none"> ▪ Definition of CSO capacity- strengthening is included <p>Weaknesses:</p> <ul style="list-style-type: none"> ▪ Definition of CSO capacity strengthening references activities rather than before and after measurements; in doing so, outcomes do not adequately reflect the effects on each CSO
<p>Outcome 1: <i>Improved capacity of civil society to identify and document accurate, independent, and objective information on the nature and scope of CL and violations of ACW in the coffee sector</i></p> <p>Indicator: Percentage of CSO members who attended workshops or trainings reporting improved knowledge of CL and ACW</p>	<p>Weaknesses:</p> <ul style="list-style-type: none"> ▪ Indicator refers to increased knowledge, whereas OTC1 refers to the capacity to identify and document objective information. ▪ Management Information System would have been required to trace respondents who actively attended the complete workshop, allowing tracking of individuals that participate in each training; it is unclear how many individuals completed all of the trainings.
<p>Output 1.1.1 Research conducted on the nature, dimensions, and scope of CL in the coffee sector and ACW</p> <p>Indicator: Research available to CSOs on the nature, dimensions, and scope of CL in the coffee sector (Yes/No)</p>	<p>Strengths:</p> <ul style="list-style-type: none"> ▪ Indicator is linked to CSO capacity strengthening <p>Weaknesses:</p> <ul style="list-style-type: none"> ▪ Indicator assumes quick approval of research products
<p>Output 1.1.2 Assessment conducted on the operating conditions of the municipal CIETIs</p> <p>Indicator a: Number of working sessions conducted with CIETIs in targeted municipalities Target: 4</p> <p>Indicator b: Assessment available on CIETI operating conditions (Yes-No) Target: Yes</p>	<p>Strengths:</p> <ul style="list-style-type: none"> ▪ Indicators reflect progressive actions by the project ▪ Indicators surpass the project scope by including the design of action plans.

Project Outcomes (OTC) and Outputs (OTP) Performance Indicators and Definitions	Strengths and Weaknesses of M&E System Design
<p>Indicator c: Action plans developed by CIETIs (Target not specified in CMEP)</p>	<p>Weaknesses:</p> <ul style="list-style-type: none"> ▪ Indicators are not linked to CSO capacity strengthening (there is no direct link between the assessment and any of the CSO strengthening levels). ▪ Indicator refers to action plans developed, while data reporting forms address action plan formats promoted
<p>Outcome 2: Improved capacity of civil society to raise awareness for the protection of workers from CL and violations of ACW in the coffee sector</p> <p>Indicator: Percentage of targeted CSO members reporting a change in perception regarding CL and ACW post-intervention</p> <p>Target: 70%</p>	<p>Strengths:</p> <ul style="list-style-type: none"> ▪ Indicator addresses changes in CSOs <p>Weaknesses:</p> <ul style="list-style-type: none"> ▪ Indicator refers to individuals' changes in perception, whereas OTC 2 refers to CSOs' capacity to raise awareness; CMEP explains that "this indicator measures the increased capacity of civil society because individual members of CSOs with a change in perception can advocate for CL and ACW more effectively," yet there are no clear measurements of advocacy
<p>Outcome 2.1 Targeted CSOs skills increased to disseminate relevant information on CL and ACW</p> <p>Indicator: Number of CSOs that share awareness-raising materials on CL and/or ACW</p> <p>Target: 4</p>	<p>Strengths:</p> <ul style="list-style-type: none"> ▪ Indicator addresses actions developed by CSOs <p>Weaknesses:</p> <ul style="list-style-type: none"> ▪ Indicator refers to CSOs that share awareness-raising materials, whereas OTC 2.1 refers to increased skills in disseminating information ▪ Indicator does not reflect the differences in capacity that may exist between various CSOs
<p>Output 2.1.1 Targeted CSOs (local level) and National Network of Rural Youth of Colombia trained on CL issues and ACW</p> <p>Indicator: Number of trainings provided to targeted CSOs (local level) on targeted topics</p> <p>Target: 12</p>	<p>Strengths:</p> <ul style="list-style-type: none"> ▪ Indicator is a measure of CSOs' strengthening <p>Weaknesses:</p> <ul style="list-style-type: none"> ▪ CSOs can be counted if at least one person from the organization attends the training It is not clear how many people should have been invited to achieve CSO's strengthening. This lack of clarity allows the goal to be achieved with the assistance of only one CSO member. ▪ No differentiation between the participants' roles within the CSO ▪ Indicator seems to be more related to OTC 1 than OTC 2
<p>Output 2.1.2 Project stakeholders and CSOs develop awareness-raising campaigns on CL and ACW</p>	<p>Strengths:</p> <ul style="list-style-type: none"> ▪ Indicator is linked to CSO capacity- strengthening

Project Outcomes (OTC) and Outputs (OTP) Performance Indicators and Definitions	Strengths and Weaknesses of M&E System Design
<p>Indicator: Number of direct awareness-raising campaigns developed to prevent/eradicate CL and promote ACW Target: 4</p>	
<p>Output 2.1.3 Awareness-raising forums/workshops conducted on targeted topics Indicator: Number of forums/workshops conducted by the project for disseminating information on targeted topics Target: 8</p>	<p>Weaknesses:</p> <ul style="list-style-type: none"> ▪ Indicator is not linked to CSO capacity-strengthening ▪ Indicator does not address the number of participants
<p>Outcome 3: <i>Strengthened civil society's capacity to understand enforcement of policies and action plans that are relevant, accessible, and responsive to the nature of CL and/or forced labor and violations of ACW in Colombia's coffee sector</i> Indicator: Percentage of targeted CSOs (local level) that documented lessons learned and good practices to implement advocacy on CL and/or ACW in the coffee sector</p>	<p>Strengths:</p> <ul style="list-style-type: none"> ▪ Indicator addresses actions developed by CSOs <p>Weaknesses:</p> <ul style="list-style-type: none"> ▪ Indicator refers to the activity of delivering a document, whereas impact achieved within each CSO in relation to the capacity to understand the enforcement of policies and action plans is not reflected
<p>Outcome 3.1 National Network of Rural Youth of Colombia capacity increased to replicate advocacy mechanisms on CL issues and ACW Indicator: Number of training workshops replicated by the National Network of Rural Youth of Colombia</p>	<p>Strengths:</p> <ul style="list-style-type: none"> ▪ Indicator is linked to CSO capacity strengthening and reflects OTC 3
<p>Output 3.1.1 Local nodes of the National Network of Rural Youth of Colombia created or strengthened in Tolima and Huila Indicator: Number of local nodes of the National Network of Rural Youth of Colombia created or strengthened in Tolima and Huila Target: 2</p>	<p>Strengths:</p> <ul style="list-style-type: none"> ▪ Indicator is a measure of CSO capacity strengthening <p>Weaknesses:</p> <ul style="list-style-type: none"> ▪ Indicator does not reflect different levels of capacity strengthening achieved
<p>Output 3.1.2 Sustainable initiatives for advocacy on CL and ACW developed by the National Network of Rural Youth in Tolima and Huila to conduct a youth agenda on targeted topics Indicator: Number of initiatives created by the National Network of Rural Youth of Colombia (in Tolima and Huila) on targeted topics. Target: 2</p>	<p>Strengths:</p> <ul style="list-style-type: none"> ▪ Indicator is linked to CSO capacity strengthening <p>Weaknesses:</p> <ul style="list-style-type: none"> ▪ Indicator does not reflect different scopes of the initiatives developed ▪ Indicator does not reflect sustainability of initiatives ▪ Indicator does not reflect different goals for CL and ACW
<p>Outcome 3.2 Actions to prevent and eradicate CL as well as to promote ACW in the coffee sector incorporated in municipal development plans (2019-2021) Indicator: Number of municipal development plans in targeted municipalities that include actions to prevent/eradicate CL and/or promote ACW Target: 4</p>	<p>Strengths:</p> <ul style="list-style-type: none"> ▪ Advocating for the inclusion of actions in municipal development plans contributes to OTC 3.2 in an effort to improve institutionalization. <p>Weaknesses:</p> <ul style="list-style-type: none"> ▪ Indicator does not necessarily reflect the projects' actions

Project Outcomes (OTC) and Outputs (OTP) Performance Indicators and Definitions	Strengths and Weaknesses of M&E System Design
	<ul style="list-style-type: none"> ▪ Indicator does not refer to CL and ACW within the coffee sector ▪ OTC 3.2 is not linked to CSO capacity strengthening
<p>Output 3.2.1 Targeted CSOs (local level) participate in committees of institutional coordination to advocate for including actions in municipal development plans</p> <p>Indicator: Number of institutional committees in which targeted CSOs participated Target: 2</p>	<p>Strengths:</p> <ul style="list-style-type: none"> ▪ Municipal development plans can reflect institutionalization <p>Weaknesses:</p> <ul style="list-style-type: none"> ▪ Indicator does not measure degree of participation

Discussion of Exhibit 9: The greatest strengths of *Colombia Avanza’s* M&E system design are the measurability of its indicators and the standardization encountered in the report forms. However, the system design falls short as it is unable to fully reflect the project’s outcomes, namely the change in capacity of the participating CSOs. The Results Framework did have a logical sequence between outputs, outcomes, and project objective--as written, each could be achieved independent of its logical inputs. Because the data did not reveal short-term and progressive changes, project accountability was hindered, and the role that an M&E system can play in promoting responsiveness and learning was diminished.

3.2.5. Implementation and Management of M&E System

CSOs provided basic data, such as attendance lists for trainings and workshops and, in some cases, descriptions of project initiatives. CSO interviewees agreed that the project’s data collection tools were clear and easy to fill out, and that project staff appropriately accompanied them during reporting activities. According to some POA interviewees, it was difficult to obtain the commitment of some CSOs to report and actively participate in the project, as it was “not their priority.” Also, the COVID-19 pandemic made difficult to document training attendance since some participants did not complete the virtual assistance forms correctly or did not participate in the virtual meetings using their complete names.

Following the Data Analysis Plan, the *Colombia Avanza* project applied a “stoplight method” (color-coded mapping of indicator results in an Excel spreadsheet) to CMEP data. According to the Data Reporting Forms, six TPRs were submitted in April 2018, October 2018, April 2019, October 2019, April 2020, and October 2020. The project did not use a Management Information System; supporting documentation was stored digitally at the central office in Bogota.

Data collection, validation, and analysis were carried out by the M&E officer and the M&E technical specialist. Interviewees agreed that data reporting forms included all the necessary and relevant information needed to report progress. The project’s use of data to guide operations and capacity for data analysis may have been limited by the multiple responsibilities of both M&E officers-- the first M&E officer was also in charge of coordinating project implementation, and the second M&E officer also participated in another POA project. The functionality of the M&E system

evolved into one focused on achieving compliance with completion of project activities, rather than reflecting more meaningfully on project progress.

Question 5: To what extent has the project achieved its primary objectives and planned outcomes at the time of the evaluation and is the project likely to achieve them by the end of the project? Specifically,

- a. To what extent did COVID-19 affect the *Colombia Avanza* project?
- b. How did the *Colombia Avanza* project pivot strategies due to the COVID-19 pandemic? What were the results?
- c. How would you objectively rate the level of achievement for each of the project’s major outcomes on a four-point scale (low, moderate, above-moderate, and high).

Note: Findings related to Question No. 5.c follow Question No. 9

3.2.6. Project Achievement

The project’s CMEP identified a total of 17 indicators, which corresponded to the project’s outcomes and outputs. Each indicator was assigned baseline values and end-of-project target values. As of October 2020, the *Colombia Avanza* project had achieved or surpassed 11 of the 17, or 65 percent, of the indicator target values. Final results are pending for the other six indicators. The project was awarded a no-cost extension in July 2020, which moved the project’s end date to April 2021. Below is a review of the progress made to date toward meeting end-of-project indicator targets for each long-term outcome.

Exhibit 10: Outcome 1 Progress Toward End-of-Project Targets

Outcome (OTC) and Output (OTP) Indicators		End-of-Project Target	Actual	Progress (%) (as of Oct. 2020)
OTC 1	Percentage of CSO members attending workshops or trainings reporting improved knowledge of CL and ACW	70%	70%	100%
OTP 1.1.1	Research available to CSOs on the nature, dimensions, and scope of CL in the coffee sector and ACW (Yes/No)	Yes	No	No
OTP 1.1.2a	Number of working sessions conducted with CIETIs in targeted municipalities	4	4	100%
OTP 1.1.2b	Assessment available on CIETI operating conditions (Yes-No)	Yes	Yes	Yes

Discussion of Exhibit 10: Outcome 1 activities focused on generating accurate and objective information on the nature and scope of CL and ACW in the coffee sector in Colombia. The studies commissioned by *Colombia Avanza* were expected to fulfill this objective and to inform the project’s awareness-raising and outreach activities to CSOs. As of October 2020, the *Colombia Avanza* project had completed both studies; however, neither study had received validation from

FNC nor final approval from USDOL. Project staff cited multiple reasons for this delay, including the ambitious scope of the studies and disagreements on the methodology used to assess CL and ACW in the Colombian coffee sector. Both studies were still under review by USDOL at the time of the final evaluation.

Under Outcome 1, improved knowledge was measured by administering pre- and post-assessments to participants attending the first cycle of training workshops conducted by the Universidad de Ibagué, where it was determined that 70 percent of the 343 participants increased their knowledge on CL and ACW.

For Outputs 1.1.2a and 1.1.2b, an assessment of operating conditions in the CIETI was successfully completed by the *Colombia Avanza* M&E staff. The project produced a short document with the main findings of CIETI operating conditions. These findings also were used to develop a guide with ICBF and MOL that explained the importance of the CIETIs at the municipal level.

Exhibit 11: Outcome 2 Progress Toward End-of-Project Targets

Outcome (OTC) and Output (OTP) Indicators		End-of-Project Target	Actual	Progress (%) (as of Oct. 2020)
OTC 2	Percentage of targeted CSO members reporting a change in perception regarding CL and ACW post-intervention	70%	TBD	TBD at end of project
OTP 2.1	Number of CSOs that share awareness-raising materials on CL and/or ACW	4	4	100%
OTP 2.1.1	Number of trainings provided to targeted CSOs (local level) on targeted topics	12	13	108%
OTP 2.1.2	Number of direct awareness-raising campaigns developed to prevent/eradicate CL and promote ACW	3	5	167%
OTP 2.1.3	Number of forums/workshops conducted by the project for disseminating information on targeted topics	8	5	63%

Discussion of Exhibit 11: Outcome 2 activities focus on raising awareness on CL and ACW in the coffee sector. A pre-survey on the perception of CL, in which 343 CSO members participated, was carried out in the first training cycle by the Universidad de Ibagué. The post-survey, on public policies and citizen participation, is expected to be completed during the third training cycle, for which project staff anticipate the same baseline number of participants.

For Output 2.1, four targeted CSOs shared awareness-raising material on CL and ACW on social media platforms. The number of trainings provided to targeted CSOs for Output 2.1.1 and the number of forums/workshops conducted for Output 2.1.3 met or exceeded the targets established. The primary reasons given to help explain these shortfalls were delays related to the COVID-19 pandemic and the pending approval of study results. However, *Colombia Avanza* staff expressed

optimism about achieving all targets related to trainings and workshops during the project extension, meeting the deadline of April 30, 2021.

Exhibit 12: Outcome 3 Progress Toward End-of-Project Targets

Outcome (OTC) and Output (OTP) Indicators		End-of-Project Target	Actual	Progress (%) (as of Oct. 2020)
OTC 3	Percentage of targeted CSOs (local level) that documented lessons learned and good practices to implement advocacy on CL and/or ACW in the coffee sector	100%	TBD	TBD
OTC 3.1 (C1)	Country Capacity (USDOL Common Indicator)	4 action plans developed by CIETI; 2 trainings replicated	4 CIETI action plans and 2 trainings replicated	100%
OTP 3.1.1	Number of local nodes of the National Network of Rural Youth of Colombia created or strengthened in Tolima and Huila	2	1	50%
OTP 3.1.2	Number of initiatives created by the National Network of Rural Youth of Colombia on targeted topics	2	0	0%
OTC 3.2	Number of municipal development plans in targeted municipalities that included actions to prevent/eradicate CL and/or promote ACW	4	4	100%
OTP 3.2.1	Number of institutional committees in which targeted CSOs participated	2	2	100%

Discussion of Exhibit 12: Outcome 3 activities focused on strengthening the capacity of CSOs to take sustainable actions to prevent future CL and promote ACW. All targets but two, Outputs 3.1.1 and 3.1.2, which are related to CSO capacity building and action planning, were achieved. The failure to achieve these two targets was attributed to delays in conducting the final cycle of training on public policy and citizen action, which were expected to provide CSO members with tools to effectively participate in advocacy activities. *Colombia Avanza* staff expressed optimism about completing these final training activities during the project’s extension phase, meeting the deadline of April 30, 2021.

For Output 3.2.1, by the end of 2020, the coffee cooperatives Cadefihuila and Cafisur in the department of Huila and the municipality of Chaparral, Tolima, had both participated in their corresponding CIETIs. Achieving 100 percent of the target in CSO members’ participation in institutional committees indicates that the *Colombia Avanza* project supported the process of civil society participation.

3.2.7. Effect of COVID-19 and Project Response

- a. To what extent did COVID-19 affect the *Colombia Avanza* project?
- b. How did the *Colombia Avanza* project pivot strategies due to the COVID-19 pandemic? What were the results?

On March 11, 2020, the World Health Organization declared a global health pandemic related to COVID-19. Soon after, the government of Colombia issued strict social distancing measures, requiring the *Colombia Avanza* project to postpone anticipated in-person trainings and forums or pivot to remote platforms. Project partners and allies had to manage the COVID-19 emergency in all of its different manifestations, and *Colombia Avanza* project activities were deferred by many stakeholders. Not only did it become necessary for project staff to adapt project activities to the new context, but it also became urgently necessary to reposition the topic of preventing CL within the pandemic context that put children at greater risk of engaging in prohibited activities. Exhibit 13 indicates project strategies that were affected by COVID-19 restrictions, actions taken to mitigate effects, and the results of these actions, as of February 2021.

Exhibit 13: Project Activities Affected by COVID-19, Mitigation Actions, and Results of Actions Taken

Activities Affected by COVID-19	Mitigation Actions Identified in April 2020	Results of Project Actions (as of Feb. 2021)
OTC 2: <ul style="list-style-type: none"> ▪ Training workshops on communication strategies ▪ Training of trainers workshop 	<ul style="list-style-type: none"> ▪ Conduct remaining trainings remotely until further notice 	<ul style="list-style-type: none"> ▪ Approximately 80 members from targeted CSOs participated in remote workshops on effective communication strategies which resulted in the development of four radio spots. ▪ Training of trainers workshop was implemented remotely with 22 members from the National Network of Rural Youth; subsequently, two trainings on CL and ACW were replicated for other chapters.
OTC 3: <ul style="list-style-type: none"> ▪ Training workshops on public policy and citizen action 	<ul style="list-style-type: none"> ▪ Postpone trainings on public policy and citizen action until in-person workshops are permitted 	<ul style="list-style-type: none"> ▪ At the time of the final evaluation, COVID-19 restrictions were still in effect and trainings on public policy and citizen action had not yet been conducted

Discussion of Exhibit 13: Under Outcome 2, the implementation of training workshops on communication strategies using remote platforms resulted in a 77 percent drop in attendance (343 vs. 80) compared to in-person trainings conducted with the same group of participants. Poor internet connectivity in rural areas was cited as the major cause for the decline. Under Outcome 3, trainings on public policy and citizen action had not yet begun at the time of the final evaluation. This postponement delayed the development and implementation of actions by CSOs to prevent/eradicate CL and promote ACW. Given continuing health restrictions due to COVID-19, at the time of the final evaluation, the project was considering remote or hybrid training options.

3.2.8. Project Definition of a Strengthened CSO

Questions 6: To what extent was the capacity of CSOs strengthened to address child labor in Colombia’s coffee sector? To what extent were CSOs able to promote acceptable conditions of work in Colombia’s coffee sector?

Project’s Capacity-Building Criteria: The *Colombia Avanza* project aimed to strengthen the capacity of CSOs so their members, in turn, could effectively carry out actions to prevent and eradicate CL and promote ACW in the Colombian coffee sector. The project’s CMEP established four criteria for assessing CSO capacity. Exhibit 14 lists CSO capacity-building criteria and project activities conducted to strengthen CSO capacity.

Exhibit 14: Assessment of Project Activities to Strengthen Capacity

CSO Capacity Building Criteria	Project Activities to Strengthen CSO Capacity
1) CSOs that attended project trainings on CL and/or ACW.	<ul style="list-style-type: none"> ▪ In-person trainings conducted for CSOs on CL and ACW in the coffee sector ▪ Remote trainings conducted on effective communication strategies to raise awareness on CL and ACW in coffee production
2) CSOs that shared or developed awareness-raising material to address CL and/or ACW	<ul style="list-style-type: none"> ▪ CSOs targeted by <i>Colombia Avanza</i> (FNC, Cadefihuila, Cafisur, and the National Network of Rural Youth) have all disseminated awareness-raising materials produced by the project on CL and ACW ▪ Radio spots developed by CSO members and aired on local radio stations helped raise awareness on CL and ACW in coffee production. ▪ Radio spots were developed on COVID-19 self-care tips and biosafety protocols.
3) CSOs that participated in at least one committee of institutional coordination	<ul style="list-style-type: none"> ▪ By the end of 2020, Cadefihuila and Cafisur had participated in two CIETIs in the department of Huila and in the municipality of Chaparral, Tolima, respectively
4) CSOs that documented their lessons learned and good practices on how to conduct advocacy on CL and/or ACW in the coffee sector	<ul style="list-style-type: none"> ▪ Documentation of lessons learned, and good practices has not yet begun and, due to COVID-19, at the time of the final evaluation, the project had not yet initiated its third cycle of training on citizen participation, in which advocacy actions would be developed.

Discussion of Exhibit 14: The *Colombia Avanza* project has carried out various activities that meet the operational definition of “strengthened capacity” of CSOs to address CL and promote ACW in the coffee sector. However, two of the four defined criteria are activities rather than results that demonstrate strengthened capacity. CSO members discussed a number of actions they had undertaken to address CL but promoting ACW was not specifically mentioned. It appeared that ACW was poorly understood among the various stakeholders. It could be that the dissemination of research studies and the activities related to CSO action planning, when conducted, will enhance understanding of ACW. These trainings on public policy and citizen participation are expected to culminate with the development and implementation of action plans to address CL and promote ACW-- a key indicator for determining the extent to which the capacity of CSOs was strengthened to address both CL and ACW.

3.2.9. Poor Understanding of ACW in Comparison to CL

There was a notable difference in the emphasis placed on the activities conducted on CL topics in comparison to ACW. CSOs discussed issues related to the concept of CL, including hazardous tasks, legislation, and the importance of passing on the coffee culture. However, issues of ACW were minimized based on the impression that labor laws protecting workers' rights were more applicable to urban settings and the formal sector, and they are not applicable to the Colombian family farming context. In fact the *Colombia Avanza* project document describes the coffee-growing industry as primarily family oriented, with 95 percent of farms counted as small and family owned.¹⁰ The assumption, therefore, was that these farms rely on family labor rather than hired labor. However, this viewpoint was not shared by all project researchers. The study conducted by IIECL stated that this is only true for micro-farms of less than 1.5 hectares, and most family farms have to hire workers during peak harvest season.¹¹ An MOL representative also noted that small coffee farmers are low income and less likely to formally hire workers.¹²

Another indicator that illustrates the emphasis placed on CL over ACW is the project's awareness-raising materials. The evaluators reviewed all of the communications/awareness-raising materials, including radio spots, calendars, puzzles, posters, and flyers, among others, and there was no evidence of materials addressing ACW.

Question 7: To what extent was the project successful in engaging the following stakeholders:

- a. Public sector
- b. Private sector
- c. Universities
- d. Women
- e. Rural youth

The *Colombia Avanza* project successfully engaged stakeholders in the public, private, and academic sectors, as well as rural youth organizations. Women participated in project activities through their involvement in the other sectors. The following discussion describes project actions conducted to engage these various stakeholders.

Public Sector: Throughout its intervention period, the project involved government institutions with mandates related to CL and ACW at the national and local levels. Specifically, the project included the MOL and ICBF in the following actions and activities:

- Proposal design and defining target intervention areas
- Collaborative action planning to conduct forums and awareness-raising campaigns
- Integration of MOL and ICBF staff into a national technical steering committee that also included *Colombia Avanza* staff and FNC representatives; the committee reviewed the project's studies and the design of awareness-raising strategies and the training process at the local level

¹⁰ POA, "Colombia Avanza Technical Proposal," pages 2 and 3, September 28, 2018.

¹¹ Personal Communication, Final Evaluation of *Colombia Avanza* Project.

¹² Personal Communication, Final Evaluation of *Colombia Avanza* Project.

- Production of the didactic guide "Guidelines to Strengthen the CIETI at the Local Level". This tool was printed and distributed among relevant stakeholders at the national and local levels.

Government representatives interviewed at the national and local levels remarked on the importance of raising awareness in the coffee sector: *"Prevention campaigns had previously been carried out, but they had never focused on the coffee sector. We almost always focus on the urban area, which is where there are more problems, e.g. in marketplaces."*

Colombia Avanza staff established a working relationship with local governments during its assessment of CIETI operating conditions in the four targeted municipalities—Pitalito and Acevedo in Huila, and Chaparral and Planadas in Tolima. This assessment served as the foundation for subsequent activation or reactivation of the municipal CIETIs. With the changes in government, however, can come changes in the composition of the CIETIs. An ICBF representative noted the importance of anticipating such changes so that the advancements made in strengthening CIETIs can be maintained and enhanced.

Private Sector: All project activities were implemented in close coordination with FNC and its affiliated organizations in Tolima and Huila, Cafisur and Cadefihuila, which included training activities and awareness-raising and outreach events in the local communities. Coffee grower representatives commented on the quality of the awareness-raising material: *"The materials are informative and visual, allowing a message to be transmitted without the need to read. We have disseminated these materials on our social networks."*

FNC highlighted the public-private partnerships that grew out of the *Colombia Avanza* project: *"We now have relationships with representatives from MOL and ICBF."*

Universities: *Colombia Avanza* worked in collaboration with the Universidad de Ibagué in Tolima, which operated as a project subawardee to develop and implement a comprehensive series of trainings to enhance understanding of CL, ACW, and current labor legislation. The trainings targeted participating CSOs and rural youth networks. One university representative commented on the importance of including a local academic institution in the project, stating, *"The Universidad de Ibagué seeks alliances with members of our community. Training participants began to understand their role in public policy advocacy and to see themselves as agents of change."*

Rural Youth: *Colombia Avanza* worked directly with Colombia's National Network of Rural Youth and the youth networks of participating coffee cooperatives. Rural youth participated in all project trainings and awareness events, and a select group participated in the training of trainers that was completed in late 2020. All project stakeholders considered rural youth as the priority group for capacity-building activities and promoting citizen participation actions. Focus group participants also commented on the importance of building soft skills: *"Our youth have been able to develop leadership and teamwork skills and learn how to raise awareness on child labor in the coffee sector."*

3.3. Sustainability

Question 8: Which project activities/initiatives are most likely to be sustained before the project ends? What factors contributed to or limited this sustainability?

3.3.1. Factors Contributing to or Limiting Sustainability of Project Initiatives

Colombia Avanza staff and stakeholders identified a number of project initiatives that were highly likely to be continued or to have a continuing effect following the termination of project activities. Exhibit 15 identifies the project initiatives that are most likely to be sustained and the internal and external factors contributing to or limiting that sustainability.

Exhibit 15: Factors Contributing to or Limiting the Sustainability of Project Initiatives

Sustainable Project Initiatives	Factors Contributing to or Limiting the Sustainability of Project Initiatives
<p>OTC 1: CSO actions taken based on results of studies commissioned by <i>Colombia Avanza</i></p>	<p>Contributing factors:</p> <ul style="list-style-type: none"> ▪ CSO interest in disseminating accurate and objective information on the nature and scope of CL in the Colombian coffee sector <p>Limiting factors:</p> <ul style="list-style-type: none"> ▪ Disagreement on the study methodology ▪ Delays throughout the design, execution, and final approval of the study by the project technical committee and USDOL ▪ Delay in disseminating results that were to be used during the project's implementation period
<p>OTC 2: Improved capacity of CSOs to raise awareness</p>	<p>Contributing factors:</p> <ul style="list-style-type: none"> ▪ Effective training methodology used in CSO capacity-building workshops that promoted "learning by doing" ▪ Project training of trainers that embedded capacity within the CSOs ▪ Integration of trainings on CL and ACW in CSO communication or training agendas <p>Limiting factors:</p> <ul style="list-style-type: none"> ▪ No internet access and/or poor internet connectivity ▪ Training material to replicate workshops was delivered late in project timeline; few opportunities to replicate or disseminate
<p>OTC 3: CSO actions to prevent CL and promote ACW</p> <ul style="list-style-type: none"> ▪ Rural youth nodes in Pitalito and Chaparral ▪ CSO participation in CIETIs ▪ Local government plans 	<p>Contributing factors:</p> <ul style="list-style-type: none"> ▪ High level of synergy between the capacity-building priorities of rural youth nodes and the project priorities for targeting rural youth in Tolima and Huila <p>Limiting factors:</p> <ul style="list-style-type: none"> ▪ CSOs lack financial and organizational resources ▪ Suspension of all regular CIETI meetings due to the COVID-19 pandemic ▪ Delay in delivering the final cycle of training on public policy and citizen participation due to the health pandemic

Discussion of Exhibit 15:

Outcome 1. Studies carried out within the framework of the project will be an important source of information on CL and ACW in the coffee sector. During the final evaluation, project staff stated that a summary of the studies' key findings and recommendations is currently being developed. The sustainability of this priority line of action will depend on the subsequent use that *Colombia Avanza* stakeholders make of the information.

Outcome 2. Project activities resulted in a sufficient level of institutional capacity within the targeted CSOs to facilitate the replication of trainings and the dissemination of awareness materials related to CL. Rural youth leaders interviewed spoke highly of the project’s trainings and the quality of the materials provided. CSOs will be able to implement outreach campaigns as one of their own initiatives without having to invest in additional resources. The project’s sustainability strategy included the incorporation of *Colombia Avanza* training into FNC’s annual communications plan, ensuring the integration of topics on preventing CL into FNC’s national training agenda.

Outcome 3. The *Colombia Avanza* project activated and strengthened two rural youth network nodes, or chapters in the targeted regions, gaining an important participant in the task of raising awareness of the prevention of CL. The project achieved a commitment from coffee grower associations to include the issue of CL in their corporate sustainability plans and in their institutional planning efforts. The project also provided opportunities for young people in coffee-growing regions to participate in public policy committees on CL, which enhanced the relationship between CSOs and public institutions. As a result of this effort, current government plans in each of the four targeted municipalities include components on the prevention and eradication of CL. To better ensure the sustainability of capacity-building strategies, *Colombia Avanza* staff anticipate completing the final training cycle on public policy and citizen participation before the end of the project.

Finally, the alliances built with the coffee grower associations (FNC, Cadefihulla, and Cafisur) provide a solid foundation for sustainability, since these organizations will continue working together on issues related to the prevention of CL after the project’s conclusion. However, sustainability remains a challenge for the new rural youth nodes since they are just getting started or restarted and they do not have any source of funding. Youth leaders cited this concern, adding that there has been little opportunity for follow-up with project staff to explore additional capacity building and fundraising to strengthen the sustainability of their nascent organizations.

Question 9: How could the project have improved its sustainability efforts?

While the COVID-19 pandemic affected the project’s capacity to further strengthen the sustainability of its initiatives, stakeholders identified a number of actions that staff could have taken to improve the sustainability of key project outcomes. These actions are summarized in Exhibit 16.

Exhibit 16: Improving Sustainability of Project Initiatives

Sustainable Initiatives	Project Actions That Could Have Improved Sustainability
<p>OTC 1: CSO actions taken based on results of studies commissioned by the project</p>	<ul style="list-style-type: none"> ▪ Provide technical assistance, beyond dissemination of the studies, such as the development of specific guidelines for incorporating the study recommendations, to ensure relevance and applicability of study findings for CSO action plans.
<p>OTC 2: Improved capacity of CSOs to raise awareness</p>	<ul style="list-style-type: none"> ▪ Ensure CSOs have access to awareness-raising materials and tools at an earlier stage in the project timeline rather than near the end, leaving little time for follow-up and technical assistance from project staff

Sustainable Initiatives	Project Actions That Could Have Improved Sustainability
	<ul style="list-style-type: none"> ▪ Include agricultural extension workers employed by coffee-growing associations as part of the project's targeted stakeholder groups; extensionists could play an important role in disseminating relevant information about CL among coffee-growing families, and these efforts could be incorporated into their daily practice. ▪ Promote exchanges with other CSOs who have more experience in raising awareness on issues related to CL and ACW
<p>OTC 3: CSO actions to prevent CL and promote ACW</p> <ul style="list-style-type: none"> ▪ Rural youth nodes in Pitalito and Chaparral ▪ CSO participation in CIETIs ▪ Local government development plans 	<ul style="list-style-type: none"> ▪ Implement capacity-building activities for rural youth on organizational strengthening and viability ▪ Enhance CSO/CIETI delegate understanding of the roles and functions of the different institutions, and where there might be mutually beneficial opportunities for collaboration ▪ Identify specific actions for promoting ACW in local government development plans

Discussion of Exhibit 16: There are a number of actions the project could have taken to strengthen CSO capacity to prevent CL and promote ACW in the long term. Perhaps the most innovative suggestion was to include agricultural extension workers as key participants in the dissemination of awareness-raising information to families that grow coffee. The project did conduct trainings on leadership and teamwork for the National Network of Rural Youth; still, youth leaders suggested strengthening the organizational capacity of rural youth organizations, especially given the focus on promoting the generational transfer of coffee growing and the mounting pressure to maintain young people's interest in this Colombian family tradition. Additional capacity building activities for these rural youth networks were planned for early 2021. Finally, local governments will need to work to assure that both CL and ACW are included in local government plans and are translated into specific actions, such as strengthening public policies and enforcement mechanisms or implementing a system for self-regulation among participating CSOs.

3.4. Summary Assessment of Project Achievement

Question 4c: How would you objectively rate the level of achievement for each of the project's major outcomes on a four-point scale (low, moderate, above-moderate, and high).

The evaluation team, in consultation with USDOL, established four criteria to assess the level of achievement and sustainability for each major project outcome. These criteria are as follows:

1. Achievement of indicator targets
2. Stakeholder perception of results achieved
3. Potential for sustainability of key outcomes
4. Analysis of expenditures vs. results achieved

The evaluation team's assessment of project achievement and sustainability based on the four criteria is presented in Exhibit 17.

Exhibit 17: Assessment of Project Achievements

Outcome	Assessment Based on Criteria	Ranking for Each Outcome
<p>OTC 1: <i>Improved capacity of civil society to identify and document accurate, independent, and objective information on the nature and scope of CL and violations of ACW in the coffee sector</i></p>	<ol style="list-style-type: none"> 1. Three of four indicator targets achieved 2. Positive stakeholder perception of their improved knowledge on issues of CL and ACW 3. Dissemination and application of study results have not occurred 4. Nearly 89% of budget allocation has been expended but study results have not yet been disseminated or applied (80% of the total budget for this outcome was allocated to the project's studies) 	<p>OTC 1: Moderate</p>
<p>OTC 2: <i>Improved capacity of civil society to raise awareness for the protection of workers from CL and violations of ACW in the coffee sector</i></p>	<ol style="list-style-type: none"> 1. Four of five indicator targets achieved; one indicator will be measured at the end of the project 2. Positive stakeholder perception of all project trainings, communication materials, forums, and outreach events 3. Actions executed laid the foundation for sustainability in terms of strengthening institutional capacity to replicate awareness-raising strategies and providing the inputs for doing so 4. Nearly 50% of budget allocation has been expended, with all major activities completed and applied 	<p>OTC 2: Above-Moderate</p>
<p>OTC 3: <i>Strengthened civil society's capacity to understand the enforcement of policies and action plans that are relevant, accessible and responsive to the nature of CL and/or forced labor and violations of ACW in Colombia's coffee sector</i></p>	<ol style="list-style-type: none"> 1. Three of five indicator targets achieved; a sixth indicator target will be determined at the project's end 2. Mixed stakeholder perceptions about CSOs' strengthened capacity to effectively advocate and participate in citizen actions to prevent CL and promote ACW. 3. Anticipated execution of the final training cycle on public policy and citizen participation improves the likelihood of sustainability 4. Nearly 60% of budget allocation has been expended, a reasonable position given pending activities to be implemented 	<p>OTC 3: Moderate</p>

Discussion of Exhibit 17:

5. **For the first criterion**, the project is likely to complete all indicator targets and there is a positive perception of improved knowledge; however, dissemination and application of study results have not occurred, and 80 percent of the total budget for this outcome was allocated to these studies.

For the second criterion, stakeholder perception of achievement is highly positive.

For the third criterion, the sustainability of Outcome 1 will depend on the short-term approval of the project's studies, the implementation of strategic actions to disseminate the studies' key findings, and the incorporation of study recommendations into CSO action plans. For Outcome 2, the conditions are in place for sustaining awareness-raising activities. For Outcome 3, the sustainability of CSOs' strengthened capacity is partially dependent on the implementation of the final training cycle on public policies and citizen participation and the provision of technical assistance to ensure integration of CL and ACW topics within CSO action plans.

For the fourth criterion, project expenditures compared to achievements, the results are mixed. For Outcome 1, the majority of project resources were expended, but a key output, the dissemination of study results, was not completed, which demonstrates an inefficient use of resources. For Outcome 2, most activities and outputs were achieved using only half of allocated funds, demonstrating a very efficient use of resources. For Outcome 3, the expenditure level of 60% is reasonable given that the third and final training cycle is still pending.

Based on the criteria established, **the *Colombia Avanza* project's level of achievement is moderate to above-moderate.**

4. LESSONS LEARNED AND PROMISING PRACTICES

Question 10: What are promising practices and lessons learned that could be applied to similar projects or future programming in Colombia?

The lessons learned and promising practices in the following list are based on the evaluation's findings and conclusions in project relevance and coherence, project efficiency and effectiveness, and sustainability of project outcomes.

4.2. Lessons Learned

- **Identify hazardous activities specific for coffee production.** Although the *Colombia Avanza* project has raised awareness on child labor and hazardous activities in agriculture, there still remains uncertainty among stakeholders regarding the specific activities in coffee cultivation that fall under child labor and those that fall under non-hazardous activities. National laws do not break down the activities specific for coffee production; therefore, the project could play an important role to clearly define which activities are and are not permitted for adolescents participating in coffee cultivation.
- **Recognize the magnitude of ACW:** The topic of ACW is a complex issue within the Colombian coffee sector that could be the focus of a separate project. The topic must include larger issues such as international coffee prices, low profit margins, and high costs of labor formalization that farmers cannot assume. By contrast, the issue of CL can be impacted by informed parents who can make the decision to prohibit his or her child from engaging in hazardous activities on family farms.
- **Plan for governmental changes.** Project timelines almost always extend through more than one national governmental administration. Project staff should anticipate these changes and prepare a plan to mitigate any disruption to project activities due to changes in national leadership.
- **Maintain the interest of stakeholders.** As a result of the COVID-19 emergency in all of its different manifestations, stakeholders had to reprogram *Colombia Avanza* project activities. Not only did it become necessary to adapt the project activities to the new pandemic context, but it also became urgently necessary to maintain stakeholder interest due to the potential rise in CL as a result of the pandemic.
- **Transition to remote learning.** The transition to remote communications negatively affected project trainings because of the pre-existing digital divide. New strategies are needed to facilitate remote access among the hardest-to-reach for the remaining training activities.
- **Set reasonable expectations.** Future project implementers conducting research studies should start with a preliminary joint discussion among interested parties to define methodological approaches and to clarify the breadth of the proposed research.

Expectations should correspond to what the studies can deliver. Timetables should be established, and approval and dissemination procedures clarified.

4.3. Promising Practices

- **Collaboration with other USDOL projects.** Identifying opportunities for collaboration with other USDOL-funded project strengthens efficiency and effectiveness and promotes exchange of good practices and lessons learned.
- **Collaboration with public and private sector.** Establishing a project technical steering committee with both public- and private-sector stakeholders helped create a horizontal, open, and continuous working relationship that increased stakeholder buy-in and ownership, which increases the likelihood that outcomes will be sustained.
- **Participation of local academic institutions.** Involving a university from the targeted region to develop and execute capacity-building activities increased the credibility of information provided in workshops and helped position the topic of CL and ACW on the university's agenda.
- **Finding common ground.** Identifying specific areas of interest or concern that resonate among a wide range of public- and private-sector stakeholders may increase commitment to the prevention of CL and promotion of ACW. For example, coffee business associations may find relevance as part of their social responsibility program; for coffee cooperatives, the connection may be the verification they require for coffee certification; for youth, the common-ground concern may be advocating for children's rights or preserving the coffee culture of Colombia; and for coffee growers, the focus may be to better understand what is and what is not considered CL in coffee production.

5. CONCLUSIONS

This section presents the evaluation team's conclusions about the project's performance with respect to each of the evaluation criteria: relevance and coherence, effectiveness and efficiency, and sustainability.

5.1 Relevance and Coherence

- **Relevance of Project Strategies to Stakeholder Needs:** Stakeholders' perceptions were that project strategies were relevant in addressing their needs and priorities on issues related to CL. For coffee grower associations, there was a need to obtain objective information on CL and ACW in Colombia's coffee sector. Rural youth were interested in generating opportunities for young people in rural areas and strengthening their leadership capacity. For government institutions, priorities included strengthening their outreach to the rural sector and strengthening social dialogue with coffee growers.
- **Validity and Coherence of Project Design:** The project's theory of change (ToC) demonstrates coherence in that it forms a logical sequence intended to lead to the desired outcomes. However, the ToC lacked validity because the objective data expected from the Stage 1 project's studies were not available during project implementation, yet project outputs and outcomes linked to these studies were achieved.

5.2 Efficiency and Effectiveness

- **Efficient Use of Resources:** Prior to the COVID shutdown, the *Colombia Avanza* project had spent about 75 percent of its total budget, leaving 25 percent of funds available during the five-month, no-cost extension period. Project resources were appropriately allocated among the three major outcomes and were aligned in proportion to the remaining project activities and time. The relatively low level of resources allocated to project activities in the current budget at the time of the evaluation (31.49 percent of the total budget) may be partially due to the high fixed costs, such as the required percentages for M&E activities, audits and project personnel, that are part of all projects funded by the Bureau of International Labor Affairs (ILAB) at USDOL. These costs can have a disproportionate impact on smaller project budgets, leaving a smaller percentage of project resources available for activities.
- **Monitoring and Evaluation System:** The greatest strengths of *Colombia Avanza's* M&E system design were the measurability of its indicators and the standardization in its report forms. However, most of the project's indicators were not linked to CSO capacity strengthening. Because the data did not reveal short-term and progressive changes, project accountability was hindered, and the impact that the M&E system could have had in promoting responsiveness and learning was reduced.
- **Achievement of Indicator Targets:** The *Colombia Avanza* Comprehensive Monitoring and Evaluation Plan (CMEP) identified a total of 17 indicators that corresponded to the project's outcomes and outputs. As of October 2020, the *Colombia Avanza* project had achieved or surpassed 11 of the 17, or 65 percent, of indicator target values. Based on

project progress to date, there is a high likelihood the remaining targets will be achieved during the project's extension period.

- **Response to the COVID-19 Pandemic:** When the World Health Organization declared COVID-19 a global health pandemic on March 11, 2020, the *Colombia Avanza* project was forced to shift all anticipated in-person trainings and forums to remote communication formats. Project staff took the appropriate steps to pivot all training and outreach activities to remote platforms, but poor internet connectivity in rural areas severely limited the ability of CSO members to access project activities.
- **Strengthened Capacity of CSOs to Address CL and ACW:** The *Colombia Avanza* project successfully strengthened the capacity of CSOs to address the prevention of CL in the Colombian coffee sector, based on the project's operational definition of "CSO with strengthened capacity." This strengthened capacity, however, was incomplete since the activities to develop CSO action plans were still pending at the time of the final evaluation. While CSO members demonstrated a good understanding of CL and an ability to advocate for its prevention, they demonstrated a relatively poor understanding of how to promote ACW or apply specific labor laws to small family farms. Once CSO action plans are developed, they can be assessed to determine the extent to which CSO capacity was strengthened to address both CL and ACW.

5.3 Sustainability

- **Sustainability of Project Initiatives:** The project's technical studies will serve in the long term as an important source of information on CL and ACW in the coffee sector, and thus comprise a sustainable project output. But any longer-term outcomes of the studies will depend upon the stakeholders' subsequent use of the information.
- **Long-term Commitment and Interest of Stakeholders:** The commitment and interest of the coffee grower associations and national rural youth networks to integrate CL prevention measures into their institutional agendas will help ensure the viability of this issue in the long term. The fact that the project prioritized reaching young people in rural areas will help promote a generational transfer of coffee culture with production that is free of CL.

5.4 Rating

- **Assessment of Project's Level of Achievement:** The evaluation team, in consultation with USDOL, established four criteria to assess the level of achievement and sustainability for each major project outcome. These criteria are as follows:
 1. Achievement of indicator targets
 2. Stakeholder perception of results achieved
 3. Potential for sustainability of key outcomes
 4. Analysis of expenditures vs. results achieved

Based on the four criteria established the *Colombia Avanza* project's overall level of achievement is **moderate to above-moderate**.

6. RECOMMENDATIONS

The following recommendations are directed to POA, future project implementers, and USDOL to strengthen the outcomes of the *Colombia Avanza* project or to improve future programming of CL projects with similar goals.

Recommendations to POA staff executing the *Colombia Avanza* project

- 1. Disseminate the results from the project's studies.** Develop a road map for the dissemination of information from the project's studies and the studies' recommendations for action.
- 2. Complete the final cycle of trainings for participating CSOs.** If COVID-19 restrictions are loosened by the Colombian government, evaluate the options for carrying out pending trainings on public policy and citizen participation, either in small groups with COVID-19 prevention measures in place or through a hybrid model that combines remote learning with face-to-face interactions and "learning by doing." If the government restrictions remain in place, evaluate the options to increase rural youth access to and participation in virtual trainings.
- 3. Generate a list of hazardous activities specific to coffee production.** Facilitate a process, preferably in conjunction with the Ministry of Labor (MOL) and the Colombian Institute for Family Well-Being (ICBF), to identify hazardous tasks in coffee production. Awareness-raising materials should integrate concrete examples of hazardous tasks in coffee production to illustrate what is and what is not CL.
- 4. Ensure the integration of CL and ACW in CSO communication plans.** Provide technical assistance to participating CSOs to ensure the integration of CL and ACW into their communication plans. The project should also develop a training guide to facilitate the autonomous replication of awareness-raising workshops as part of ongoing CSO communication activities.
- 5. Focus greater attention on ACW in the coffee sector.** Develop and disseminate material to CSOs on issues related to ACW on coffee farms, including on farms of less than five hectares. This material could include a practical guide for identifying occupational risks and mitigation measures appropriate to small family farms.
- 6. Conduct follow-up activities with the Interagency Committees for the Elimination of the Worst Forms of Child Labor (CIETIs).** Follow up with the targeted CIETIs to verify their progress in implementing action plans. A shared roadmap should be developed to identify concrete actions that can be carried out among participating CSOs and the institutions that are part of the CIETIs.
- 7. Strengthen the organizational capacity of rural youth organizations.** In view of the mounting pressure to maintain young people's interest in coffee farming, project strategies should include organizational strengthening activities for newly established rural youth

nodes or chapters. Furthermore, special focus should be given to developing a corps of young trainers to conduct “peer-to-peer” awareness training and other actions that support the sustainability of these organizations.

- 8. Integrate coffee grower technical teams.** Future project implementers focusing on the Colombian coffee sector should consider integrating the coffee associations’ agricultural extensionists, as they already provide technical assistance to coffee-producing families and have a high level of trust among and accessibility to family-owned coffee farms. The extensionists can integrate information on CL and ACW as part of their routine extension

APPENDIX A: SUMMARY OF COLOMBIA AVANZA PERFORMANCE RESULTS

Indicator	Baseline/ Target	April 2018	Oct. 2018	April 2019	Oct. 2019	April 2020	Oct. 2020	Progress Toward Target/Comments
Overall Project Indicator: Number of targeted CSOs (local level) strengthened in technical capacities on CL and/or ACW	Baseline: 0 Target: 3	N/A	N/A	N/A	N/A	N/A	N/A	TBD at end of project
Outcome 1: Improved capacity of civil society to identify and document accurate, independent, and objective information on the nature and scope of child labor and violations of acceptable conditions of work (ACW) in the coffee sector								
OTC 1. Percent of CSO members attending workshops or trainings reporting improved knowledge of CL and ACW	Baseline: 0 Target: 70%					70%		Target achieved by April 2020 given that from January 24, 2020 to March 14, 2020, Universidad de Ibagué, in close coordination with Colombia Avanza, led the training course for the targeted CSOs in Tolima and Huila. The trainings included a pre- and post-assessment which was conducted with participants for each of the modules, in order to evaluate the number of people that increased their knowledge on CL and ACW.
Output 1.1.1 Research conducted on the activities carried out by CA in the coffee sector and on how to achieve socially responsible production practices.								
OTP 1.1.1. Research available to CSOs on the nature, dimensions and scope of CL in the coffee sector and ACW (Yes/No)	Baseline: No Target: Yes						No	TBD - The Study of CL in the Coffee Sector will be considered available when CRECE has incorporated USDOL's comments and observations into the final report and the document has final approval from USDOL. A final draft of the CSR review was received by Colombia Avanza. However, it is expected to be reviewed and validated by FNC. Therefore, this indicator will be reported during the next reporting period.

Indicator	Baseline/ Target	April 2018	Oct. 2018	April 2019	Oct. 2019	April 2020	Oct. 2020	Progress Toward Target/Comments
Output 1.1.2: Assessment conducted on the operating conditions of the municipal CIETIs								
OTP 1.1.2a Number of working sessions conducted with CIETIS in targeted municipalities	Baseline: 0 Target: 4			4				Target Achieved in April 2019: Four working sessions were carried out with CIETIs in Tolima (municipalities of Chaparral and Planadas) and Huila (municipalities of Pitalito and Acevedo)
OTP 1.1.2 b Assessment available on the CIETIs operating conditions (Yes-No)	Baseline: No Target: Yes				Yes			Target Achieved by Oct 2019. As a result of the working sessions carried out in the target municipalities, Colombia Avanza developed a short document with the main findings of the CIETIs operating conditions. The findings were used to develop a didactic guide with ICBF and MOL explaining the importance of the CIETIs at the municipal level.
Outcome 2: Improved capacity of civil society to raise awareness for the protection of workers from child labor and violations of acceptable conditions of work in the coffee sector								
OTC 2: Percentage of targeted CSO members reporting a change in perception regarding CL and ACW post-intervention	Baseline: 0% Target: 70%	N/A	N/A	N/A	N/A	N/A	N/A	TBD at end of project Progress: In the first training cycle on the prevention of child labor and the promotion of acceptable working conditions, a pre-perception survey on child labor was carried out. This survey was analyzed and reported. The post survey is expected to be completed during the third cycle of training on public policies and citizen participation, for which project staff anticipate the same baseline of people from the first training will participate.
Outcome 2.1: Targeted CSOs skills increased to disseminate relevant information on CL and ACW								
OTC 2.1 Number of CSOs that share awareness raising materials on CL and/or ACW	Baseline: 0 Target: 4				1	3	4	Target Achieved. The CSOs targeted by Colombia Avanza (FNC, Cadefihuila, Cafisur, and the National Network of Rural Youth of Colombia) shared the materials produced by the project. Note: this indicator is not cumulative
Output 2.1.1 Targeted CSOs (local level) trained on CL issues and ACW								

Indicator	Baseline/ Target	April 2018	Oct. 2018	April 2019	Oct. 2019	April 2020	Oct. 2020	Progress Toward Target/Comments
OTP 2.1.1 Number of trainings provided to targeted CSO (local level) on targeted topics	Baseline: 0 Target: 12					8		Progress. This indicator presented progress by April 2020 when Universidad de Ibagué, in close coordination with Colombia Avanza, led four trainings on CL and ACW for target CSOs. A second training cycle, with four workshops on effective communication strategies, was conducted virtually by Fundación Arte de Crear. The "Citizen Participation" workshops are still pending.
Output 2.1.2: Project stakeholders and CSOs develop awareness raising campaigns related to CL and ACW								
OTP 2.1.2 Number of direct awareness raising campaigns developed to prevent/eradicate CL and promote ACW	Baseline: 0 Target: 3			1	1	2	1	Target Achieved. Colombia Avanza reported a total of 5 campaigns as follows: i) Two awareness raising campaigns on the prevention of CL; ii) Two Commemorations of WDAFL in 2019 and 2020; and iii) One awareness raising campaign in response to COVID-19 in 2020.
Output 2.1.3: Awareness raising forums/workshops conducted on targeted topics								
OTP 2.1.3 Number of forums/workshops conducted by the Project for disseminating information on targeted topics	Baseline: 0 Target: 8			3	2			Target Achieved. Colombia Avanza reported a total of 5 forums/workshops as follows: i) The Meeting of Youth Leaders in the coffee sector, ii) Forum on Rural Identity and Improvement of Youth Working Conditions in Colombia's Rural Areas; iii) Forum on Childhood in the Local Development Plans 2020-2023; v) Forum on "Children and Adolescents in times of COVID-19" in collaboration with FNC, and v) Forum on "Pandemic COVID -19: Challenges for the fight against CL in Colombia and Ecuador" with Pacto Global and the ILO.
Outcome 3: Strengthened civil society's capacity to understand the enforcement of policies and action plans that are relevant, accessible and responsive to the nature of child labor and/or forced labor and violations of acceptable conditions of work in Colombia's coffee sector								

Indicator	Baseline/ Target	April 2018	Oct. 2018	April 2019	Oct. 2019	April 2020	Oct. 2020	Progress Toward Target/Comments
OTC 3. Percentage of targeted CSOs (local level) that documented lessons learned and good practices to implement advocacy on CL and/or ACW in the coffee sector	Baseline: 0 Target: 100%							TBD at end of project
Outcome 3.1: National Network of Rural Youth of Colombia capacity increased to develop advocacy mechanisms on CL issues and ACW								
OTC 3.1. Country Capacity (C1)	Baseline: 0 Target: 4 action plans developed by CIETI; 2 trainings replicated						4	Target achieved. As part of the indicator “Formulation and adoption of specific policies,” four action plans were developed by CIETIs, one in each of the four target municipalities. As part of the indicator “Institutionalization of training on child labor,” two training workshops were replicated with other youth nodes of the National Network of Rural Youth of Colombia.
Output 3.1.1: Local nodes of the National Network of Rural Youth of Colombia created in Tolima and Huila								
OTP 3.1.1 Number of local nodes of the National Network of Rural Youth of Colombia created or strengthened in Tolima and Huila	Baseline: 0 Target: 2					1		Progress. Colombia Avanza conducted virtual training workshops for local rural youth nodes on the management of communication strategies and tools to raise awareness on the importance of preventing and eradicating CL and promoting ACW. However, the process of strengthening will be considered finished when trainings workshops on the promotion of advocacy in citizen participation scenarios are provided.
Output 3.1.2: Sustainable initiatives developed by the National Network of Rural Youth in Tolima and Huila and funded by the Project to conduct a youth agenda on targeted topics								
OTP 3.1.2 Number of initiatives created by the National Network of Rural Youth of Colombia on targeted topics	Baseline: 0 Target: 2						0	No Progress. Due to COVID-19, the initiatives of the National Network of Rural Youth of Colombia had to be postponed, as they are meant to be conducted in person in the communities of Chaparral and Pitalito. Colombia Avanza anticipates progress during the approved extension period.

Indicator	Baseline/ Target	April 2018	Oct. 2018	April 2019	Oct. 2019	April 2020	Oct. 2020	Progress Toward Target/Comments
Outcome 3.2: Actions to prevent and eradicate CL as well as to promote ACW included into the municipal development plans (2019-2021)								
OTC 3.2 Number of municipal development plans in targeted municipalities that include actions to prevent/eradicate CL and/or promote ACW	Baseline: 0 Target: 4						4	Target Achieved. Local Development Plans were approved in all of Colombia Avanza's target municipalities. Actions to prevent CL and to promote ACW were included in all of them.
Output 3.2.1: Targeted CSOs participating in committees of institutional coordination								
OTP 3.2.1 Number of institutional committees in which targeted CSOs participated	Baseline: 0 Target: 2						2	Target Achieved. By the end of 2020, Cadefihuila and Cafisur had participated in two Inter-Institutional Committees to Eradicate CL (CIETIs) in the department of Huila and the municipality of Chaparral, Tolima, respectively. This process of civil society participation was supported and accompanied by Colombia Avanza.

APPENDIX B: INTERVIEW AND FOCUS GROUP GUIDES

1. Propósito de la evaluación

- La evaluación final de un proyecto está enfocada en documentar los logros y resultados del proyecto tanto como las lecciones aprendidas y buenas prácticas. Es un proceso cualitativo basado en tres fuentes principales del proyecto: (1) documentos e informes, (2) entrevistas con actores clave, y (3) entrevistas con el personal del proyecto.
- Es un proceso importante para seguir mejorando o replicando esta clase de proyecto.
- Grabación – Le quiero pedir permiso para grabar esta sesión.

2. Presentación

- ¿Cuál fue su rol en el proyecto?
- ¿Por cuánto tiempo?

TOR Questions	Spanish Interview Questions	Responses
Coherence and Relevance	Coherencia y Relevancia	
<p>1. To what extent was the project's theory of change (TOC) valid and coherent given the implementing environment?</p> <p>TOC: IF the project conducts an accurate assessment of child labor in the coffee sector, THEN this information can be used to engage CSOs for the purpose of increasing their awareness on child labor and endorsing acceptable conditions of work. IN TURN, the strengthened CSOs will conduct advocacy and develop strategies within the coffee sector to prevent future violations.</p>	<p>1. El proyecto asume que la producción de información confiable sobre TI y condiciones aceptables de trabajo en el sector cafetero es indispensable para fortalecer la capacidad del sector cafetero, y lograr que ésta tome acción para prevenir TI y violaciones laborales en el sector.</p> <ul style="list-style-type: none"> • ¿Hasta que punto fue válida y coherente esta afirmación dado el contexto/entorno de implementación? • ¿Qué efecto tuvo la demora en la finalización de los estudios e investigaciones en las actividades que debían desarrollarse a partir de la información producida? 	
<p>2. Were the project strategies and resulting activities relevant to the specific needs of project participants, communities, and other</p>	<p>2. ¿Fueron relevantes las estrategias del proyecto para atender las necesidades específicas de las comunidades, sociedad civil</p>	

stakeholders?	y los actores clave? ¿Por qué?	
---------------	--------------------------------	--

Effectiveness	Eficacia	
<p>3. To what extent has the project achieved its primary objectives and planned outcomes at the time of the evaluation and is the project likely to achieve them by the end of the project? Specifically,</p> <p>a) To what extent did COVID-19 affect the <i>Colombia Avanza</i> project?</p> <p>b) How did the <i>Colombia Avanza</i> project pivot strategies due to the COVID-19 pandemic? What were the results?</p> <p>Project Objectives:</p> <p>(1) Improved capacity of civil society to identify and document information on the nature and scope of CL and violations of ACW.</p> <p>(2) Improved capacity of civil society to raise awareness for the protection of workers from CL and violations of ACW.</p> <p>(3) Improved capacity of civil society to understand enforcement of policies and action plans that are relevant, accessible and responsive to CL and ACW.</p>	<p>3. En su opinión, ¿cuáles han sido los principales resultados que ha alcanzado el proyecto? ¿Cuál considera que es el principal aporte que ha hecho el proyecto para enfrentar el TI en el sector cafetero?</p> <p>El proyecto se propuso 3 objetivos centrales:</p> <p>(1) Mejorar la capacidad de la sociedad civil para identificar y documentar el TI y las violaciones a las condiciones aceptables del trabajo en el sector cafetero.</p> <p>(2) Mejorar la capacidad de la sociedad civil para realizar procesos de concienciación sobre la importancia de eliminar el trabajo infantil y las violaciones a las condiciones de trabajo en el sector cafetero.</p> <p>(3) Fortalecer la capacidad de la sociedad civil para promover la comprensión y el cumplimiento de políticas y planes de acción para eliminar el TI y/o el trabajo forzoso y las violaciones de las condiciones de trabajo aceptables en el sector cafetero.</p> <ul style="list-style-type: none"> • ¿Hasta qué punto considera usted que el proyecto alcanzó estos objetivos? • ¿Es probable que los alcance antes de finalizar el proyecto? 	

	<ul style="list-style-type: none"> • ¿Cómo afectó la pandemia el logro de los objetivos y las metas del proyecto? • ¿Qué estrategias se diseñaron para hacer frente al COVID 19? ¿Cuáles fueron los resultados? 	
4. How have the monitoring and evaluation systems i.e. Comprehensive Monitoring and Evaluation Plan (CMEP) and pre-situational analysis been implemented and are they being used to identify trends and patterns, adapt strategies, and make informed decisions?	<p>4. ¿Cuáles son los sistemas de monitoreo que desarrolló y utilizó el proyecto?</p> <ul style="list-style-type: none"> • ¿Cuáles son sus responsabilidades para la recolección de datos? • ¿Qué tipo de seguimiento hace el proyecto para asegurar que la información recolectada es confiable? • ¿Cómo se ha usado la información que se recoge para la toma de decisiones? 	
5. To what extent was the capacity of the CSOs strengthened to address child labor in Colombia's coffee sector? To what extent were the CSOs able to promote acceptable conditions of work in Colombia's coffee sector?	<p>5. ¿Cuáles son las capacidades que consideraban importante fortalecer en las OSC para mejorar las condiciones de trabajo en el sector cafetero?</p> <ul style="list-style-type: none"> • ¿Hubo una estrategia de fortalecimiento diferenciada por tipo de OSC? • ¿Cuáles son las capacidades que lograron fortalecer? • ¿Cómo evalúan internamente para medir o evaluar este fortalecimiento? 	
6. To what extent was the project successful in engaging the following stakeholders: a. Public sector b. Private sector c. Universities d. Women e. Rural youth	<p>6. ¿Cómo logró el proyecto vincular de manera efectiva a los siguientes actores clave</p> <ol style="list-style-type: none"> a. Sector público (ICBF, MT, gobiernos locales) b. Sector privado (productores de café) c. Universidades d. Mujeres e. Jóvenes rurales 	

Efficiency	Eficiencia	
<p>7. Were project resources (human, financial, time) appropriately distributed under each outcome? Was it necessary to reallocate resources during the project implementation period? If so, why?</p>	<p>7. ¿Fueron suficientes los recursos (humanos, financieros, tiempo) para ejecutar las actividades? ¿Fue necesario reasignar recursos durante el periodo de implementación del proyecto? y si fue así, ¿por qué?</p>	
Sustainability	Sostenibilidad	
<p>8. Which project activities/initiatives are most likely to be sustained before the project ends? What factors contributed to or limited this sustainability?</p>	<p>8. ¿Cuáles iniciativas del proyecto tienen mayor probabilidad de sostenerse después de que éste finalice?</p> <ul style="list-style-type: none"> • ¿Cómo se van a sostener? O ¿Quiénes van a asumir el liderazgo o continuar con alguna de las iniciativas? • ¿Existen acuerdos establecidos para este fin? (alguna evidencia concreta, más allá de la opinión que sí se van a sostener algunas iniciativas) • ¿Qué factores podrían contribuir o limitar la sostenibilidad de estas iniciativas? 	
<p>9. How could the project have improved its sustainability efforts?</p>	<p>9. ¿Cómo podría el proyecto haber mejorado la sostenibilidad de las iniciativas?</p>	
GPs and LL	Buenas prácticas y lecciones aprendidas	
<p>10. What are promising practices and lessons learned that could be applied to similar</p>	<p>10. ¿Cuáles son las buenas prácticas y las lecciones aprendidas que</p>	

projects or future programming in Colombia?	podrían aplicarse a proyectos similares en Colombia?	
---	--	--

Interview Guide – Youth Focus Groups

1. Verificar permiso para su participación.
2. **Propósito de nuestra reunión**
 - Queremos escuchar sus opiniones sobre el proyecto Colombia Avanza: qué aprendieron, cuál fue la mayor contribución, etc.
 - Proceso para esta reunión: Quiero que todos se sientan cómodos al participar y expresar sus opiniones y queremos escuchar las opiniones de todos/as. No hay respuestas correctas ni incorrectas.
 - Grabación – Les quiero pedir permiso para grabar esta sesión.
3. **Presentación de los participantes**
 - Pida a los participantes que compartan su nombre
 - dónde viven
 - las edades
 - cuánto tiempo están participando en la red de jóvenes

TOR Questions	Spanish Interview Questions	Responses
Coherence and Relevance	Coherencia y Relevancia	
1. Were the project strategies and resulting activities relevant to the specific needs of project participants, communities, and other stakeholders?	1. ¿Cuál fue su participación en el proyecto? ¿Se siente satisfecho con su participación?	

Effectiveness	Eficacia	
2. To what extent has the project achieved its primary objectives and planned outcomes at the time of the evaluation and is the project likely to achieve them by the end of the project? Specifically,	2. Antes del proyecto, ¿tenía algún conocimiento de TI? ¿había participado en alguna acción para eliminar el TI? • ¿Qué aprendió como resultado de su participación en el proyecto?	

<p>To what extent did COVID-19 affect the <i>Colombia Avanza</i> project?</p> <p>c) How did the <i>Colombia Avanza</i> project pivot strategies due to the COVID-19 pandemic? What were the results?</p> <p>Project Objectives:</p> <p>(4) Improved capacity of civil society to identify and document information on the nature and scope of CL and violations of ACW.</p> <p>(5) Improved capacity of civil society to raise awareness for the protection of workers from CL and violations of ACW.</p> <p>(6) Improved capacity of civil society to understand enforcement of policies and action plans that are relevant, accessible and responsive to CL and ACW.</p>	<p>El proyecto se propuso 3 objetivos centrales:</p> <p>(1) Mejorar la capacidad de la sociedad civil para identificar y documentar el TI y las violaciones a las condiciones aceptables del trabajo en el sector cafetero.</p> <p>(2) Mejorar la capacidad de la sociedad civil para realizar procesos de concienciación sobre la importancia de eliminar el trabajo infantil y las violaciones a las condiciones de trabajo en el sector cafetero.</p> <p>(3) Fortalecer la capacidad de la sociedad civil para promover la comprensión y el cumplimiento de políticas y planes de acción para eliminar el TI y/o el trabajo forzoso y las violaciones de las condiciones de trabajo aceptables en el sector cafetero.</p> <ul style="list-style-type: none"> • ¿Hasta qué punto considera que el proyecto alcanzó los objetivos que se planteó? • ¿Cómo cree que afectó la pandemia el logro de los objetivos del proyecto? 	
<p>3. To what extent was the capacity of the CSOs strengthened to address child labor in Colombia's coffee sector? To what extent were the CSOs able to promote acceptable conditions of work in Colombia's coffee sector?</p>	<p>3. ¿Cuáles son los cambios que su organización promovió para mejorar las condiciones de trabajo como resultado del fortalecimiento ofrecido por el proyecto?</p>	