

FINAL EVALUATION BRIEF | JUNE 2023

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

[Photo credit: Jennifer Winestock Luna]

PROJECT OVERVIEW

ATLAS sought to enhance the capacity of governments in Latin America (Argentina, Paraguay), Africa (Liberia), and Asia (Thailand) to address Child Labor (CL), Forced Labor (FL), and Human Trafficking (HT) by focusing on labor and criminal frameworks, enforcement, and coordination.

The project (2019–2024) has been implemented by Winrock International, in partnership with Lawyers Without Borders (LWOB), Desarrollo y Autogestión (DyA) in Argentina, and Partners of the Americas (POA) in Paraguay.

The project selected country-level activities based on pre-situational analyses (PSA) and used a collaborative approach to strengthen host-country governments.

USDOL commissioned ICF Macro to conduct an independent final performance evaluation of ATLAS. Full report results and learning may be accessed at: [Report Link](#)

KEY RESULTS

OUTCOME 1: Strengthened labor and/or criminal legal frameworks concerning CL, FL, and/or HT

- In Liberia, ATLAS advocated for endorsement of Hazardous and Light Work Lists which were approved by the Minister of Labor.

OUTCOME 2: Improved enforcement of the labor and/or criminal legal frameworks, specifically related to CL, FL, and/or HT

- In Paraguay, a Moot Court was established under the leadership of the Supreme Court of Justice. It was set up as a competition to strengthen knowledge of CL, FL, and HT among legal professionals of the Public Ministry and Ministry of Public Defense.
- Participants stated that this training changed their lives, opened their eyes to CL, FL, HT, and improved how they handle cases. They became aware that people who enter the judicial system for other reasons may be survivors. They now appreciate the survivors as human beings.

OUTCOME 3: Increased coordination among law enforcement and social protection entities to address CL, FL, and/or HT

- Collaboration on specific products among local stakeholders resulted in improved coordination.
- In Argentina, ATLAS enlisted three groups of technical experts to collaborate with the University Institute of the Argentine Federal Police (IUPFA) to develop and teach modules.
- Bringing these three entities together increased the capacity of participants and improved coordination. IUPFA stated that prior to ATLAS, they only had a strong working relationship with one, but afterwards gained strong relationships with all three groups.

DETAILED RESULTS

Global Results

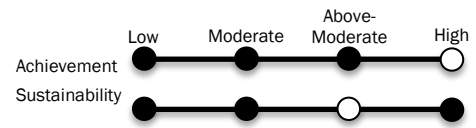
Although specific accomplishments of this project are at the country level, Winrock approached ATLAS as a global project by working with LWOB to create global products that could be adapted to each country’s context, providing technical assistance and oversight, and by creating opportunities for country staff to meet and exchange ideas.

There was an excellent balance of providing relevant technical assistance but also encouraging local staff to make use of their expertise in technical areas and in understanding how to work with local governments.

Specific global products were the master enforcement training program (METP) manual and the scope of work for the Pre-Situation Analysis (PSA). The PSA contributed to all three Outcomes. The METP contributed to Outcomes 2 and 3.

OUTCOME 1

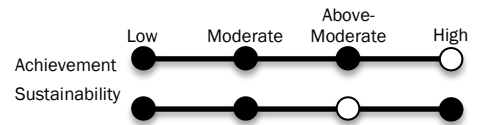
In all project countries, ATLAS performed in-depth reviews of existing laws and policies relating to CL, FL, HT, and how these compared with international standards. The project determined that laws and policies in Argentina, Paraguay, and Thailand were sufficiently advanced to not require work. Outcome 1 work was implemented in Liberia.



ATLAS provided technical support to an expanded legislative reform committee of Liberian government officers and civil society. Initially, ATLAS worked on an amendment of the 2005 Human Trafficking Act. However, following a decision by Liberia’s Ministry of Labor to fast-track and adopt the Human Trafficking Amendment Act 2021, the project shifted focus to advocacy for endorsement of hazardous and light work lists and passage of the decent work and CL laws.

OUTCOME 2

Argentina



Roadmap for Future Activities: Results of validation workshop with government stakeholders on findings from life pathways of CL, FL, HT victims and their labor trajectories - credit: DyA Monthly Report, July 2022

Work in Argentina focused on the garment sector. Key accomplishments were research, training programs, social cartography, production of guides and awareness-raising materials, and improvements to public sector monitoring and evaluation.

A highlight of this work was the participatory activity of social cartography, which was performed in a migrant neighborhood with a concentration of garment-sector workers (*Barrio 17 de Noviembre of Lomas de Zamora*). Participants were women leaders from the community integration center, youth, and children at a daycare center. Representatives from the office of the Undersecretary of Childhood and Adolescence of the

Municipality of Lomas de Zamora and the Secretary of Women also participated. Community members identified strengths and weaknesses and produced maps that served as advocacy tools to communicate with the public sector. Government institutions gained a better understanding of the situation that community members were facing. As a result, government allocated funds for completion of an action plan.

Paraguay

In Paraguay, ATLAS developed products related to enforcement training, Moot Court, and Living Lab. In addition, a cross-cutting theme of communication encompassed all activities. These included theatrical plays, radio productions, animations, posters, flyers, brochures, campaigns, briefing materials, guides. Much of this material is available in the digital library located on POA's server and will be accessible after ATLAS ends.



Liberia

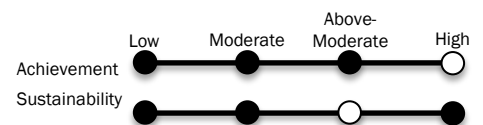
Highlights include development of an Enforcement Training Program, Standard Operating Procedures (SOP) for CL Monitoring System (CLMS), and the Training of Trainers (TOT) curriculum for grassroots stakeholders. Each product strengthened local stakeholders' enforcement abilities.

Thailand

In Thailand, Outcomes 2 and 3 were linked. Activities undertaken for Outcome 2 often increased coordination among law and social protection officials, and activities undertaken for Outcome 3 helped increase knowledge about the legal system, potentially improving enforcement. Creation of the manual, The Practitioner's Guide on Investigations of CL and FL, undertaken for Outcome 2 was more successful for improving coordination than activities undertaken for Outcome 3.

OUTCOME 3

For all countries, collaboration on specific products among local stakeholders resulted in improved coordination. This was true even for Liberia, where Outcome 3 was not a focus of the work. Most stakeholders remarked that it was more effective to coordinate around specific tasks rather than establishing coordinating entities. In Paraguay, specific coordination activities were more apparent.



Paraguay

ATLAS focused on three mechanisms to improve coordination:

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

ATLAS helped convene meetings of interinstitutional coordination platforms. During these meetings, participants visualized activities that could be carried out jointly and discussed the importance of interinstitutional coordination, which resulted in a coordination methodology document.

ATLAS was able to reactivate each Departmental Commission for Prevention and Combating of HT for the five departments that were part of the ATLAS project. Reactivation was signed by the governor of each department, and action plans were developed.

PROMISING PRACTICES

This final performance evaluation identified the following promising practices:

1. Government-to-government exchange of expertise.
2. Participatory approach to collaboration with stakeholders and local partners.
3. Adaptive management
4. Gap analysis comparing country laws to international laws.
5. Incorporation of training sessions into curriculums of existing institutions.
6. Increased coordination by bringing people from different organizations together for training or to work on specific products.
7. Cross-country exchange visits between Argentina and Paraguay.

8. ATLAS produced high-quality products:
- Country-specific enforcement training manuals
 - Social cartography from Argentina
 - Infographic on participation of the victim in the criminal process from Argentina
 - Moot Court from Paraguay
 - Digital library from Paraguay
 - Living Lab from Paraguay
 - Hazardous and light work lists from Liberia
 - SOP for implementation of CLMS Liberia
 - TOT curriculum for grassroots actors Liberia
 - Practitioner’s Guide on Investigations of CL, FL Cases (the blue manual) Thailand

LESSONS LEARNED

This final performance evaluation identified the following lessons learned:

1. Conducting PSA early in the project was useful.
2. Theory of change should be expanded to include:
 - Consultation with local, marginalized groups, grassroots voices, victims.
 - Awareness raising regarding CL, FL, HT.
3. Poor internet connectivity, use of slang, and different English accents affect the usefulness of virtual conferences.
4. The Differentiated Models of Practice (DMOP) process was difficult for stakeholders to understand and unnecessarily complicated project implementation.

RECOMMENDATIONS

This final performance evaluation identified the following recommendations:

GRANTEE

1. USDOL and Winrock should intentionally include aspects of equity, equality, and gender in future projects.
2. Winrock should take a critical look at the DMOP process and move away from using the nine steps for each project activity.
3. Before working on a similar project, Winrock should consult with experts who have undertaken complex development activities in multiple countries to learn about alternatives to the DMOP process.
4. Winrock should continue to incorporate into future work the guiding principles that were followed under the DMOP strategy:
 - Start with an assessment phase.
 - Adapt to country context.
 - Include testing and adjusting.
 - Involve stakeholders from beginning.
 - Include institutionalization.

USDOL

1. USDOL should provide more time for project implementation.
2. USDOL should approve specific countries where the project can be implemented in a more timely manner.
3. USDOL should consider implementing future multi-country projects in the same world regions.
4. USDOL and Winrock should intentionally include aspects of equity, equality, and gender in future projects.
5. USDOL should consider another phase of project in Liberia to support training and awareness creation at the grassroots level and full institutionalization of the interventions.

EVALUATION METHODS

Evaluation used a mixed-methods approach (quantitative, qualitative). Information was collected from in-person and virtual interviews with participants in each country, as well as U.S.-based personnel at Winrock and USDOL Bureau of International Labor Affairs (ILAB). The evaluation was carried out by three consultants to reduce time for data collection and to make use of regional expertise and language skills. Jennifer Winestock Luna, who is fluent in Spanish, conducted interviews in Argentina and Paraguay, Munene Charles Kiura conducted interviews in Liberia. Simon Baker, who is fluent in Thai, conducted interviews in Thailand.

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