Forced Labor Risk and Supply Chains

Involuntary Work + Threat or Menace of Penalty = Forced Labour

Image Credit: Verité, Inc.

FINAL EVALUATION

FORCED LABOR INDICATORS PROJECT

March 2022

Grantee:	Verité, Inc.
Project Duration:	December 1, 2017 – December 31, 2022
Fiscal Year and Funding Level:	FY 2017: US$3,490,318
Lead Evaluator:	Martina Nicolls
Evaluation Fieldwork Dates:	September 27 – October 8, 2021 and November 15-19, 2021

ACKNOWLEDGEMENT

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LIST OF ACRONYMS

CLMS	Child Labor Monitoring System
CMEP	Comprehensive Monitoring and Evaluation Plan
COVID-19	Coronavirus Disease 2019
CSO	Civil Society Organization
EQ	Evaluation Question
F2F	Face-to-Face
FFR	Federal Financial Report
FGD	Focus Group Discussion
FL	Forced Labor
FLIP	Forced Labor Indicators Project
FOA	Funding Opportunity Announcement
GAWU	General Agricultural Workers Union
GCLMS	Ghana Child Labor Monitoring System
GESI	Gender Equity and Social Inclusion
GOG	Government of Ghana
ICI	International Cocoa Initiative
ICLS	ILO International Conference of Labor Statisticians
ILAB	USDOL International Labor Affairs Bureau
ILO	International Labor Organization
IP	Implementing Partner
KAP	Knowledge, Attitudes and Practice
KII	Key Informant Interview
LE	Lead Evaluator
LI	Labor Inspectorate/Labor Inspectors
M&E	Monitoring and Evaluation
MELR	Ministry of Employment and Labor Relations
MGCSP	Ministry of Gender, Children and Social Protection
MTE	Midterm Evaluation
NGO	Non-Governmental Organization
NORC	National Opinion Research Center at the University of Chicago
OCFT	USDOL Office of Child Labor, Forced Labor, and Human Trafficking
OECD DAC	Organization for Economic Co-operation and Development – Development Assistance Committee
OTC	Outcome

OTLA	USDOL Office of Trade and Labor Affairs
OTP	Output
PMP	Performance Management Plan
PO	Project Objective
PSA	Pre-Situational Analysis
RDQA	Routine Data Quality Assessment
SDG	United Nations Sustainable Development Goals
SFS	Sistemas, Familia y Sociedad – Consultores Asociados
SWOT	Strengths, Weaknesses, Opportunities, and Threats
TOC	Theory of Change
TOR	Terms of Reference
TOT	Trainer-of-Trainers / Training-of-Trainers
TPR	Technical Progress Report
TWG	Technical Working Group
USAID	United States Agency for International Development
USDOL	United States Department of Labor
USDOS	United States Department of State

EXECUTIVE SUMMARY

BACKGROUND AND CONTEXT

In April 2021, the Government of Ghana (GOG) launched its Ten-Year Action Plan on the Eradication of Child Labor, Forced Labor, Human Trafficking and Modern Slavery in Africa (2020-2030): African Union Agenda 2063 – Sustainable Development Goal (SDG) Target 8.7. This was in process for several years following the issuance of the draft of the African Union's ten-year plan in 2019, of which Ghana is a member state. Before 2019, the GOG, through the Ministry of Employment and Labor Relations (MELR) and its Labor Department, enacted new measures to strengthen the Labor Inspectorate officers, inspectors, and technical staff.[1]

In December 2017, Verité, Inc. commenced as the United States Department of Labor's Bureau for International Labor Affairs' (USDOL ILAB) implementing partner for the Forced Labor Indicators Project (FLIP) in Ghana and, from January 2021, in Côte d'Ivoire. The project will be completed by December 31, 2022, with FLIP Ghana concluding its activities in January 2022.[2] This evaluation does not include Côte d'Ivoire. FLIP's objective is that "companies, employers, governments, civil society, and workers have improved capacity to use International Labor Organization (ILO) indicators of forced labor (FL) to understand and address forced labor and labor trafficking in Ghana [and Côte d'Ivoire]."

The project has three outcomes (OTC) with corresponding outputs (OTP): 1) improved understanding of indicators of forced labor, including indicators of labor trafficking; 2) improved monitoring of working conditions by labor stakeholders to identify indicators and address incidents of forced labor and labor trafficking; and 3) strengthened capacity of the Labor Inspectorate to address forced labor and labor trafficking.[3]

USDOL ILAB contracted Sistemas, Familia y Sociedad (SFS) to conduct a final evaluation of the Ghana activities of the Forced Labor Indicators Project. The Lead Evaluator worked remotely due to coronavirus disease 2019 (COVID-19) restrictions and conducted virtual key informant interviews (KIIs) with stakeholders in two batches, from September 27 to October 8 and the week of November 15-19, 2021, to ensure that the evaluation captured feedback from government staff who had recently undertaken training and follow-up activities. The evaluator interviewed a total of 22 individuals from the implementing partner, partner organizations, civil society organizations (CSOs), government representatives, trade unions, and employers. The evaluation included a 4-point Rapid Achievement and Sustainability Rating Scorecard to record the overall triangulation of stakeholder responses and the evaluator's findings during the evaluation.

The primary audience for the evaluation findings includes ILAB, Verité, its partner organizations, and the Government of Ghana, but will also be of interest to government agencies and civil society organizations in Côte d'Ivoire. The evaluation findings are structured

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[1] Interview MN18, Government, November 2021; and Verité (January 2021). Report on the Ghana Labor Department's Work on Forced Labor, p. 17.
[2] USDOL (2021, June). Grant Modification No.3, Ghana-IL-31474-17-75-K-25: Forced Labor Indicators Project (FLIP), p. 1.
[3] USDOL (2017, October). Award 2017.11, IL-31474: Combating Forced Labor and Labor Trafficking of Adults and Children in Ghana, p. 1-2.

according to four Organization for Economic Growth Development Assistance Committee (OECD DAC) evaluation criteria: Relevance, Coherence, Effectiveness, and Sustainability.

KEY EVALUATION RESULTS

RELEVANCE: The project was clearly defined across all three outcome indicators following a well-structured theory of change that all stakeholders were simultaneously working toward, in alignment with the government's Ten-Year Action Plan to mitigate forced labor and labor trafficking. Although the theory of change was logical, sound, and measurable, a limitation was insufficient time for trained stakeholders to conduct step-down trainings (particularly Labor Inspectors under Outcome 3) and/or institutionalize changes to monitoring systems (various labor stakeholders under Outcome 2). Therefore, their capacity to monitor work conditions has not been rigorously assessed to fully address the strength of the theory of change. Nevertheless, focusing on training, resources, and monitoring systems for forced labor indicators, despite targeting three sectors (cocoa, palm oil, and gold), was relevant and valid for all sectors because it was sector neutral.

COHERENCE: FLIP is unique in that it focused solely on high-level forced labor indicators, building upon its coordinated efforts with the ILO and maximizing the expertise within the region on child labor and forced labor, which enabled FLIP to expand into neighboring Côte d'Ivoire. It also focused on existing structures and mechanisms, such as child labor monitoring systems, to support the integration of forced labor indicators.

EFFECTIVENESS: As of November 2021, FLIP Ghana was effective in achieving its targets. Activities are ongoing through January 2022, and FLIP will continue to increase its results against its targets.[4] Ninety-two percent of the twelve stakeholders that were assessed by the evaluator had medium-to-high familiarity with forced labor indicators terminology (predominantly government staff). This was largely due to FLIP's capacity-heavy focus for stakeholders (government, CSOs, and the private sector) under Outcome 1 to provide awareness-raising, training, and resources, including an online learning platform for the public. FLIP sensitized a total of 255 individuals (against a target of 150 under Output indicator OTP 1.3), of which 96 demonstrated improved knowledge of FL indicators (against a target of 55 under Outcome Indicator [OTC] 1.a). Under Outcome 3, FLIP trained 96 Labor Inspectorate staff (against a target of 100), and nine targeted senior labor officers commenced training for other Department of Labor staff (currently 87 and ongoing). Outcome 2 on the integration of forced labor indicators into existing monitoring systems has been slower, due to delays resulting from COVID-19, with three of the four targeted labor monitoring systems aligned. However, 15 institutions (against a target of eight) are participating in the consultation processes, and six institutions (against a target of four) have drafted action plans to adopt the FL indicators approach.

SUSTAINABILITY: Stakeholder interest and commitment to the forced labor indicators approach is high, particularly among the officers of the Labor Inspectorate. Collaboration across ministries and with a wide range of stakeholders, with inclusive representation in the

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[4] FLIP Ghana Project Monitoring Database, November 24, 2021. Training and activities are ongoing, and these figures continue to improve or be amended. Note: FLIP has amended down the number of demonstrated stakeholders with improved knowledge of FL indicators (from 96 to 92 in December 8, 2021 comments), and indicated that the 96 figure included 4 stakeholders from Côte d'Ivoire – therefore 92 were Ghana stakeholders. However, 96 is the current reported figure.

project's Technical Working Group (TWG), also demonstrates an effective approach. Stakeholders viewed the project as timely, relevant, and productive, with appropriate strategies, actively engaging stakeholders, and providing pertinent resources for ongoing use. However, stakeholders acknowledged that effective sustainability is contingent upon resources, because as people become more aware of forced labor and labor trafficking, the demand would increase for workplace monitoring and actions for redress at all levels, from minor violations to criminal cases.[5]

Table A. Performance Summary Against FLIP Outcomes

Performance Summary	Rating
Outcome 1: Improved understanding of indicators of forced labor	
There was a high understanding of forced labor indicators and terminology, with stakeholders able to debate the nuances and issues. This was supported by the project's high-quality curriculum (for stakeholders) on forced labor indicators and its online learning platform available for the general public.	Scale: Low, Moderate, Above-Moderate, High. Achievement: High. Sustainability: High.
Outcome 2: Improved monitoring of working conditions by labor stakeholders to address incidents of forced labor	
Although FLIP has influenced a broad range of stakeholders through consultations to align their monitoring systems to the integration of forced labor indicators, and monitoring capacity building has been completed with nine trained Labor Inspectorate monitoring staff commencing training for other staff, there was not enough information on all stakeholders to fully assess the "improved" monitoring of working conditions. Additionally, it requires time for stakeholder engagement and change to take effect. Improved labor monitoring systems through the integration of forced labor indicators into existing labor monitoring systems has not yet been completed in all of the targeted institutions, although institutional participation in the discourse is high.	Scale: Low, Moderate, Above-Moderate, High. Achievement: Moderate. Sustainability: Moderate.
Outcome 3: Strengthened capacity of the Labor Inspectorate to address forced labor	
Labor Inspectorate staff rated Outcome 3 highly. Interviews with Labor Inspectorate staff showed their deep knowledge of forced labor issues and strengthened capacity to undertake their roles and responsibilities. Resources remain an issue to conduct regular labor inspections in the workplace.	Scale: Low, Moderate, Above-Moderate, High. Achievement: High. Sustainability: Above-Moderate.

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[5] USDOL guidelines prohibit direct contribution of resources to governments. Hence, this is outside FLIP's scope of work. Stakeholders have already committed resources to address forced labor, and will continue to, but they recognized that non-project resources will be necessary for long-term sustainability.

LESSONS LEARNED

LESSON LEARNED 1: Forced labor indicators are universal across all sectors (OTC1): Online learning platform resources and the curriculum for forced labor training were based upon 15 forced labor indicators to identify incidents and cases. These indicators are universal and can be applied across all workplaces: for example, the indicator "work with very low or no wages."

LESSON LEARNED 2: A collaborative and inclusive Technical Working Group is effective for networking, information sharing, and decision-making to support project outcomes (OTC1): A TWG with wide membership, from government ministries, agencies and the police, to civil society organizations and trade unions, ensured the cross-fertilization of prevention, protection, and prosecution pillars across all processes for addressing forced labor. A membership of 16-24 individuals also ensured that attendance covers relevant entities as well as targeted and non-targeted sectors.

LESSON LEARNED 3: Designing a project with a minimal number of specific and clearly-defined objectives aids implementation, monitoring, and evaluation, as well as stakeholder support (OTC1): The project design and corresponding theory of change set out specific objectives that were understandable to the existing network of stakeholders because they extended the stakeholders' prior knowledge and experience with child labor, decent work, and ILO terminology. Additionally, existing structures and systems were in place that could accommodate the integration of new concepts and indicators. This enabled strong stakeholder support and participation for what was unanimously viewed as an extension of human rights, labor rights, and workers' rights.

LESSON LEARNED 4: Endline project outcome indicators need time to monitor, record, and document results (OTC1-3): FLIP has 17 indicators to measure its own progress: one overall project objective (PO) indicator, five outcome (OTC) indicators, and 11 output (OTP) indicators. It was useful to have outcome indicators to determine the results of their theory of change, so this is commendable. The PO and two OTCs will have their results collated at the end of the project (endline indicators), which is the usual process. However, due to the delays with the Labor Inspectorate training of trainers (TOT) and the adaptive method of training delivery (over six weeks instead of five consecutive days), the results of the Labor Inspectorate endline indicators were not completed by the time of the evaluation, which affects the overall results against all trainings. Hence, adequate time should be provided to capture results or an interim step should be included, where possible, to collect data.

EMERGING GOOD PRACTICES

EMERGING GOOD PRACTICE 1: Establishment of a Technical Working Group (OTC1): The TWG was an effective communication and decision-making mechanism to support FLIP, provide advice to ensure the success of its implementation, and enable the country to address forced labor issues.

EMERGING GOOD PRACTICE 2: Adaptation of training to include practical activities to support theoretical and technical sessions (OTC3): To adapt to the COVID-19 restrictions, FLIP conducted remote TOT sessions over a longer period of time than planned, covering the same modules but having the participants undertake week-long practical exercises in the workplace to present at weekly remote sessions, similar to college-style education. All TOT courses were conducted online, while ministry-conducted step-down trainings were conducted face-to-face

(F2F). This tri-modal hybrid approach was flexible, adaptable, experimental, and innovative to maximize different teaching and learning styles.

EMERGING GOOD PRACTICE 3: **Step-down training by paired TOT trainers (OTC3):** Nine trained senior labor officers completed the remote/practical TOT curriculum and conducted 3-day F2F trainings for labor officers, labor inspectors, or other Labor Inspectorate staff in the regions (currently 87 individuals). They paired together, travelled to the regions, and worked as four teams, which they found to be effective and constructive, comprehensively covering all topics.

KEY RECOMMENDATIONS

GENERAL RECOMMENDATIONS – FOR USDOL ILAB

Recommendation	Evidence	Section
NO 1: Ghana MELR Action Plan Consider a follow-up project to support Ghana in the implementation of its new (April 2021) Ten-Year Action Plan on Eradication of Child Labor, Forced Labor, Human Trafficking and Modern Slavery in Africa (2020-2030): Agenda 2063-SDG Target 8.7. Strengthen stakeholders – civil society, trade unions, employer associations, and government – extending the Technical Working Group mechanism to encourage tripartite meetings for policy debate to support the Ten-Year Plan.	The government has shown commitment towards an agenda that eliminates child labor, forced labor, and labor trafficking through the establishment of a Ten-Year Action Plan that stems from the African Union's 10-year commitment. The Ministry of Employment and Labor Relations also has shown a commitment to the United Nations Sustainable Development Goals agenda to 2030. Both of these commitments enhance the sustainability of forced labor mitigation. With government ownership and a new long-term strategy, USDOL has a willing partner to strengthen and improve systemic approaches, such as monitoring and prosecution of violations.	Section 3.4
NO 2: Labor rights, workers' rights Support a project in labor rights as a progression from child labor to forced labor and beyond. USDOL ILAB should consider including issues on labor and workers' rights in general, while continuing the mitigation of forced labor and labor trafficking in the next phase of a future labor project in the region. This could include engagement by the Office of Trade and Labor Affairs (OTLA), which provides assistance on broader labor rights.	Current global issues, such as the COVID-19 pandemic, citizen unrest about working conditions, high unemployment, and labor migration, have brought workers' rights to the foreground in governance, democracy, politics, and social services. Governments will need to address workers' rights as part of the human rights agenda.	Section 4.1

Recommendation	Evidence	Section
NO 3: GESI strategy Establish a project requirement, in future projects, to explicitly detail a gender equity and social inclusion (GESI) strategy with targets, goals, and outcomes, and regularly report against them.	The project did not have specific requirements or a strategy to address gender and wider inclusivity as part of awareness-raising and training interventions. The target audience addressed under a GESI strategy (vulnerable groups) are at greater risk of exposure to forced labor and trafficking and therefore a future project should clearly state strategies to raise awareness among these groups.	

GENERAL RECOMMENDATIONS – FOR THE IMPLEMENTING PARTNER

Recommendation	Evidence	Section
NO 1: Technical Working Group Hand over the chair role and responsibilities to the government or appropriate entity to ensure sustainability.	FLIP continues to chair the TWG, and handover or continuity of the TWG has not yet been discussed. Although FLIP discussed sustainability-related issues with both the TWG and the MELR prior to December 2021, the implementing partner indicated that the issue of the handing over responsibilities will be addressed in December 2021.	Section 3.3.7
NO 2: Technical Working Group Replicate the Ghana Technical Working Group model in Côte d'Ivoire.	The TWG is inclusive and collaborative, providing an effective mechanism for communication, information sharing, and networking, as well as supporting the integration of forced labor indicators into capacity development, policies, and action plans.	Section 3.3.7, Section 4.1, Section 4.2
NO 3: Online Learning Platform Promote the online learning platform, including its accessibility and use as a training and reference resource.	Stakeholders commented on its usefulness for citizens, as well as civil society organizations, NGOs, and governments at the country, regional, and global level.	Section 3.3.8
NO 4: Project GESI strategy Consider establishing a project GESI strategy with targets, goals, and outcomes, and regularly report against them as part of documenting evidence on addressing gender and inclusivity issues in relation to forced labor and labor trafficking.	FLIP did not have specific requirements or a strategy to address gender and wider inclusivity as part of awareness-raising and training interventions.	

1. PROJECT CONTEXT AND DESCRIPTION

The United States Department of Labor (USDOL), through its Bureau for International Labor Affairs (ILAB), has contracted Sistemas, Familia y Sociedad (SFS) under task order number 1605C2-20-Q-00027 to conduct a final qualitative performance evaluation of the Forced Labor Indicators Project (FLIP) in Ghana, implemented from December 1, 2017 to January 2022. Côte d'Ivoire was added under contract modification #3 (June 2021) to December 31, 2022.[6] Côte d'Ivoire activities are not within the scope of this evaluation.

1.1. FORCED LABOR CONTEXT

The grantee's submission for the Award in 2017 stated the problem related to forced labor (FL) and labor trafficking of adults and children in Ghana.[7] From the early 2000s, intensive donor and civil society programming focused on child labor in the gold and cocoa sectors of Ghana and Côte d'Ivoire. Gold and cocoa are Ghana's largest exports by value, and the government actively engaged with the international community, civil society organizations (CSOs) and the private sector on the prevention, monitoring, and remediation of child labor. This led to the establishment of a government Child Labor Monitoring System (CLMS).

Beyond child labor, other labor violations were not yet as highly identified, addressed and monitored. Forced labor, labor trafficking, or risks of trafficking had been documented in key economic sectors in Ghana, including cocoa, gold, palm oil, cashews, fruit plantation-based agriculture (bananas and pineapples), fishing, and shea butter, particularly among migrant populations, but there were no funded interventions to mitigate them.

Government forced labor and anti-trafficking efforts were limited by a lack of systematic data collection, monitoring, and analysis, and private sector efforts to monitor labor practices largely continued to focus narrowly on the prevention of child labor in the country's high-profile cocoa industry. One of the persistent challenges was the difficulty in identifying and documenting incidences of labor violations, in a legal sense. While some situations of bondage are extreme and easily recognized, forced labor is mainly the result of a compilation of factors in a worker's experience that, taken on their own, are not illegal. Hence, identification can be complex.

Over the last decade, the USDOL ILAB's Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) and its grantees have made significant gains in monitoring child labor issues in Ghana. OCFT has mobilized stakeholders within Ghana around child labor issues across various sectors.

1.2. PROJECT CONTEXT: OBJECTIVE, OUTCOMES, THEORY OF CHANGE

To build on progress in child labor, USDOL provided funding to Verité to advance the capacity of forced labor and labor trafficking efforts in Ghana through the promotion of an innovative and actionable approach to understand and address forced labor within an indicator-based framework, using the fifteen (15) 2018 International Labor Organization (ILO) International

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[6] USDOL (2021, June). Grant Modification No.3, Ghana-IL-31474-17-75-K-25: Forced Labor Indicators Project (FLIP), p. 1.
[7] USDOL (2017, October). Award 2017.11, IL-31474: Combating Forced Labor and Labor Trafficking of Adults and Children in Ghana, p. 1-2.

Conference of Labor Statisticians (ICLS) forced labor indicators, after transitioning from the original thirteen (13) 2012 "Hard to See, Harder to Count" ILO indicators guide.[8]

In November 2017, Verité, Inc. received a US$2 million cooperative agreement from OCFT to implement the Forced Labor Indicators Project (FLIP) in Ghana (formerly called Combating Forced Labor and Labor Trafficking of Adults and Children in Ghana), with a project performance period of January 2018 to May 2021. A project modification, received in October 2020, increased the total amount of funding to US$3,490,318 and extended the end date to December 7, 2021. An additional no-cost extension modification received in June 2021 further extended the award end date to December 31, 2022 to include Côte d'Ivoire, with activities in Ghana concluding in January 2022. Verité is partnering with the National Opinion Research Center at the University of Chicago (NORC) and the International Cocoa Initiative (ICI) to implement the FLIP project.

FLIP's overall project objective is that **companies, employers, governments, civil society and workers have improved capacity to use ILO indicators of forced labor to understand and address forced labor and labor trafficking in Ghana** in three sectors: cocoa, palm oil, and gold.

The **theory of change** is: **If** a wide-range of stakeholders in Ghana increase their capacity to work with the indicators of forced labor and to integrate them into their ongoing efforts, and monitoring for forced labor can be improved in time- and resource-effective ways, **then** the risk of forced labor and labor trafficking for workers will be reduced.

FLIP has three outcomes and associated activities (Table 1):

- OUTCOME 1: **Improved understanding of indicators of forced labor, including indicators of labor trafficking.** To improve stakeholder understanding of indicators of forced labor, the project conducted training, developed and disseminated online and physical resources to provide information on the forced labor indicators approach generally as well as on how it applies to target sectors in Ghana.

- OUTCOME 2: **Improved monitoring of working conditions by labor stakeholders to identify indicators and address incidents of forced labor and labor trafficking.** The project focused on ensuring that components of existing labor monitoring systems are aligned with the forced labor indicators approach by providing technical support to relevant stakeholders as a means to improve the monitoring of working conditions by labor stakeholders who seek to identify and address incidents of forced labor and human trafficking.

- OUTCOME 3: **Strengthened capacity of the Labor Inspectorate to address forced labor and labor trafficking.** Given the critical role the institution plays in monitoring labor issues, a separate training process targeted the Ghanaian Labor Inspectorate.

FLIP Participants/Stakeholders: FLIP's aim is "to ensure that all stakeholders are 'speaking the same language' to prevent and respond to forced labor in a robust way."[9] Stakeholders are divided into three main types:[10]

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[8] ILO (2012). Hard to see, harder to count: Survey guidelines to estimate forced labor of adults and children.
[9] USDOL (2017, October). Award 2017.11, IL-31474: Combating Forced Labor and Labor Trafficking of Adults and Children in Ghana, p. 16.
[10] Verité (2020). Comprehensive Monitoring and Evaluation Plan, p. 7-13.

- Government of Ghana (GOG)

- Civil Society Organizations (CSOs, nongovernmental organizations [NGOs], unions)

- Private Sector (Employers and Individuals).

Table 1. Project Outcomes and Activities

FLIP ACTIVITIES & OUTCOMES

OUTCOME 1: Improved understanding of indicators of FL, including indicators of labor trafficking

1.1   Written strategy developed for FLIP to engage stakeholders on how to identify and apply FL indicators

1.1.1   Preliminary stakeholder and sector selection

1.1.2   Comprehensive assessment of stakeholders' Knowledge, Attitudes and Practice (KAP)

1.1.3   Strategy and Pre-Situational Analysis (PSA) report development

1.2   Resources addressing FL definitions, FL indicators approach and FL indicators in relevant sectors are available

1.2.1   Develop general resources on forced labor

1.2.2   Develop sector specific resources

1.2.3   Develop online platform, site analytics & interactive learning/quiz components

1.2.4   Orient stakeholders to online platform & available resources & encourage use

1.3   Stakeholders sensitized on forced labor and forced labor indicators

1.3.1   Facilitate meetings, trainings & educational events to raise overall content awareness of FL & FL indicators

OUTCOME 2: Improved monitoring of working conditions by labor stakeholders to identify indicators and address incidents of forced labor and labor trafficking

2.1   Stakeholders participate in initial consultation process

2.1.1   Conduct consultations to collaboratively develop strategies for engagement at an institutional level

2.2   Institutions document a strategy for adopting a forced labor indicators approach

2.2.1   Plans for stakeholder engagement with the project are drafted

2.3   Stakeholders have labor monitoring systems that are aligned with the forced labor indicators approach

2.3.1   Modify relevant components of labor monitoring systems to align with ILO FL indicators approach

2.3.2   Communicate progress & benefits to stakeholders

OUTCOME 3: Strengthened capacity of the labor inspectorate to address FL and labor trafficking

Intermediate Outcome 3.1. Labor inspectorate staff have improved knowledge to address forced labor

3.1.1   Tools and curriculum tailored to the needs of the labor inspectorate are developed

3.1.1.1   Conduct needs assessment

3.1.1.2   Develop learning resources & curriculum for trainings

3.1.1.3   If politically feasible, review & modify data collection tools to incorporate forced labor indicators

3.1.2   Labor inspectorate staff trained on knowledge and skills needed to monitor for forced labor indicators

3.1.2.1   Conduct outreach to secure participation in trainings

3.1.2.2   Implement one 1-day training for senior management

3.1.2.3   Implement first training session for mid-level technical LI staff, using a TO) approach

3.1.2.4   Coordinate follow-up session for mid-level technical LI participants

FLIP ACTIVITIES & OUTCOMES

3.1.2.5   Disseminate content of guidance materials on online platform

3.1.3   Sub-group of trained mid-level staff conduct their own trainings to cascade knowledge to their peers

3.1.3.1   Training for additional technical staff conducted by peers

3.1.4   All trained mid-level labor inspectorate staff apply learning to their daily work

3.1.4.1   Reach out to all trainees on an ongoing basis to check progress

3.1.4.2   Offer trainees the opportunity to have project coaching

Verité (2020). Comprehensive Monitoring and Evaluation Plan (CMEP), p. 7-13; TOT = training-of-trainers.

1.3. ILO FORCED LABOR INDICATORS

FLIP promotes the use of the 15 ILO ICLS forced labor indicators (Figure 1).[11]

Figure 1. ILO ICLS Forced Labor Indicators

2. EVALUATION PURPOSE

This final performance evaluation assesses the achievements of FLIP from its inception and the commencement of implementation in January 2018 through the current reporting period to November 2021. The primary audience of the evaluation includes ILAB, the grantee and its partners, as well as stakeholders seeking to combat forced labor more broadly.

The purposes of the evaluation are to:[12]

- Assess the project's achievements of its objective and outcomes, identifying the challenges encountered in doing so, and analyzing the driving factors for these challenges;
- Assess intended and unintended effects of the project;
- Assess lessons learned and emerging practices and experiences in implementation that can be applied in current or future projects in the focus country(-ies) and in projects designed under similar conditions or target sectors; and

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[11] MELR (2021). Curriculum on Forced Labor for Labor Inspectors in Ghana, p. 31.
[12] USDOL (2021). Terms of Reference, May, p. 4-5.

- Assess outcomes or outputs and their potential for sustainability.

2.1. EVALUATION QUESTIONS

USDOL ILAB and the grantee developed key evaluation questions in accordance with four of the six Organization for Economic Co-operation Development Assistance Committee (OECD DAC) criteria, e.g., Relevance, Coherence, Effectiveness, and Sustainability (Table 2).[13]

Table 2. Evaluation Questions (EQ)

RELEVANCE

1. How relevant is the project's design and theory of change in light of the present context in which it operates? Does the available qualitative and quantitative information confirm the theory of change to be valid and accurate? How has this been affected by COVID-19?

2. Have any changes to the national (and regional) landscape impacted the critical assumptions articulated in the theory of change? If so, what strategy did the project use for adaptation?

COHERENCE

3. To what extent is the project compatible with other related interventions in the country? To what extent has the project coordinated and established links with other donor-funded projects or other interventions led by national stakeholders?

EFFECTIVENESSS

4. Is the project on track to meet its targets/objects)? What are the factors driving and/or hindering results so far? To what extent are the various stakeholder groups conversant in FL indicators terminology?

5. What challenges did the project face in its implementation and what efforts were made to overcome these challenges?

6. How did the Technical Working Group support achievement of project outcomes? What role can/should the TWG play in addressing forced labor after the project's completion?

7. How can the online learning platform (FLIP website with e-learning courses) best support the needs of Ghanaian stakeholders? How are the resources being used, and by whom? How can this be adapted to be regionally and globally relevant?

SUSTAINABILITY

8. Are the project outcomes and sub-outcomes sustainable at the local and/or national level?[14] How effective has the project been in establishing ownership of the project objective and outcomes? What opportunities exist for project results to be leveraged or scaled-up for greater impact?

- To what extent have participating stakeholders incorporated or institutionalized the forced labor indicators approach into relevant programs and initiatives? What barriers do they perceive to using this approach?

9. What specific actions have and should USDOL, Verité, and other project stakeholders take to promote the sustainability of the project?

10. Which practices should be considered for replication in the project's expansion into Côte d'Ivoire? Or for replication in other regions? How can/should project strategies or practices be adapted to enhance the potential for impact in Côte d'Ivoire and elsewhere?

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[13] USDOL (2021). Terms of Reference, p. 5-6; and Revised OECD DAC (2020). Criteria, January: https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf. Efficiency and Impact are not included in this evaluation.

[14] It is understood that this question can be answered only to the extent that the project has assessed its outcomes and sub-outcomes. This evaluation is not a formal impact assessment.

For EQ6, the FLIP's Technical Working Group (TWG)[15] includes: Ministry of Employment and Labor Relations (Child Labor Unit; Employment Information Branch; Policy, Planning and Monitoring and Evaluation [M&E]; Department of Factories Inspectorate); Ministry of Gender, Children and Social Protection; Ghana Police (Anti-Human Trafficking Unit; Human Resources; Domestic Violence and Victim Support Unit); General Agricultural Workers' Union; Minerals Commission; International Cocoa Initiative; Solidaridad West Africa; Free the Slaves; Cocoa Health and Extension Division, Ghana Cocoa Board;[16] Ghana Employers' Association; and ILO.

2.2. METHODOLOGY

An independent international evaluator conducted this evaluation, and remote fieldwork was done in two stages from September 27 to October 8, and from November 15-19, 2021, to incorporate interviews with Labor Inspectorate (LI) staff after delivering their step-down trainings in November. Using multiple sources of evidence and combining primary qualitative data with secondary quantitative data, the evaluation consisted of four main phases: 1) document review; 2) remote fieldwork data collection with key informant interviews (KIIs) due to coronavirus disease 2019 (COVID-19) pandemic restrictions; 3) analysis of data sources; and 4) report writing. These phases are outlined in detail in Annex D, and a summary evaluation design matrix is shown in Annex E.

At the end of the fieldwork, the evaluator conducted a remote (virtual), interactive and participatory validation session with FLIP partners for clarification and validation of preliminary findings before draft report writing (Annex C). In addition, the evaluator provided a post-fieldwork debriefing to USDOL ILAB to share initial findings.

2.2.1. SITE SAMPLING AND DATA COLLECTION METHODS

The evaluator planned to conduct about 36 KIIs with government, CSO, and private sector participants involved in the FLIP project. The evaluator conducted 22 KIIs over 15 days (50 percent female), as shown in Table 3. Gender representation for the evaluation was dependent upon purposive interviews – i.e., people involved in the project according to their position, organization, roles, and responsibilities – and not targeted at 50 percent for each stakeholder group.

Table 3. KII Data Collection

KII AND DATA COLLECTION			
KII Stakeholder Type	KII Planned Sample Size	KII Actual Sample Size	
Grantee & Sub-Grantee	7	7	5 females
Government of Ghana	21	10	3 females
CSOs & Others	6	3	2 females
Private (Employers)	2	2	1 female
TOTAL	36	22	11 females

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[15] Verité (2021). TPR, April, p. 9.
[16] CHED replaced the Cocoa Research Institute of Ghana (CRIG) with staffing changes at the Ghana Cocoa Board (COCOBOD).

KIIs were conducted using semi-structured guided questions (Annex H), which included two questions with rating scales – 1) Achievement Rating and 2) Sustainability Rating – using a scale from 1-4 (Low, Moderate, Above-Moderate, and High). These rating scales were part of the USDOL ILAB Rapid Scorecard Template (Annex G) and were used to provide quantifiable evidence to support the qualitative data collection. The stakeholders' ratings were combined with the evaluator's ratings to provide one performance scorecard (shown in the Executive Summary).

At the request of USDOL and the grantee, the evaluator included an assessment of outcome indicator 1b – "Percentage of key informant interview respondents who are conversant in forced labor indicators terminology" – using the same rating scale and methodology as the Pre-Situational Analysis and the 2019 Midterm Evaluation (MTE) for comparison purposes. Interviewees were asked to name as many of the 15 ILO 2018 indicators as they could, continuing or ceasing at their pace. Each level of the scale was defined as follows: high familiarity = respondents were able to name more than 3 indicators of forced labor; medium familiarity = 2-3 indicators; and low familiarity = 0-1 indicators.[17]

2.3. EVALUATION CHALLENGES AND MITIGATIONS

The COVID-19 pandemic and global government restrictions prevented the international lead evaluator from traveling to Ghana. The evaluator conducted interviews remotely through virtual meeting platforms. This limited the interaction with grantee staff for in-depth face-to-face (F2F) discussions. Despite grantee and evaluator follow-up, which occurred up to three times, some selected interviewees were not available, or the interview was terminated due to technical difficulties. In these cases, the respondents were emailed an abbreviated set of questions. Several interviews were severely limited by poor internet connectivity, and therefore some "project champions" missed the opportunity to be interviewed. Nevertheless, the evaluator covered all stakeholder groups with in-depth discussions.

The interviews were conducted in two batches that occurred between September 27 and October 8, and from November 15-19 to include the trained trainers from the Labor Inspectorate staff. The evaluator expected that this approach would enable more KIIs to be conducted, but this did not result due to difficulties scheduling government staff, particularly those who were travelling to conduct step-down trainings. Nevertheless, the interviews were real-time, working-on-the-spot discussions that demonstrated the government's commitment to the project outcomes.

Two USDOL-developed Scorecard Ratings were used as part of SFS's contractual requirement. The application of ratings may not be considered as a formal impact assessment, but rather as a guide or prompt for comments on stakeholders' perceptions of project interventions that also takes into account the desk review, KIIs, rolling (continuous) statistical up-dates of project indicator results from the FLIP team, and triangulation of all inputs.

The assessment of outcome indicator 1.b, "Percentage of key informant interview respondents who are conversant in forced labor indicators terminology," could not guarantee a comprehensive and exact comparison between the 2019 MTE results and the final evaluation results. This was due to the fact that the initial FLIP trainings using 13 indicators from ILO's

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[17] USDOL (2020). FLIP MTE Final Report, March 31, p. 3.

"Hard to See, Harder to Count" guide in 2019,[18] while the final evaluation used the 15 ILO ICLS guidance indicators (Figure 1) from the FLIP 2020 and 2021 training sessions. In addition, due to the remote evaluation and poor internet connectivity, the number of respondents was significantly lower during the final evaluation than for the MTE for this project indicator assessment.[19] Furthermore, the rating system used in the MTE set the bar at a low level (if a KII participant could list or discuss more than 3 forced labor indicators, the person was rated highly conversant with FL terminology). The MTE also added the medium and high scores together to record a final percentage, biasing the overall result. Nevertheless, for comparison purposes, the evaluator used the same rating scale and methodology.

It should be noted that this report is highly concentrated on two types of indicators: 1) forced labor indicators, as FLIP's major intervention (awareness-raising and training on the terminology, identification, use, and monitoring of 15 indicators to be used by government, CSOs, and private sector employers); and 2) FLIP performance indicators designed to set targets that monitor and measure the project's progress throughout its implementation (defined by three outcome indicators and their corresponding output indicators). The two types of indicators are clearly delineated in this report.

Table 4. Forced Labor Indicators vs FLIP Performance Indicators

INDICATORS	
FORCED LABOR INDICATORS	FLIP PERFORMANCE INDICATORS
15 ILO Forced Labor Indicators (Figure 1)	3 Outcome Indicators (Table 1)
Aim: for the government, civil society, and organizations to monitor forced labor and labor trafficking in Ghana and Côte d'Ivoire (universal indicators that can be used in other countries).	Aim: for the FLIP team to monitor its own progress and results, used internally for reporting to USDOL, and used by the evaluator (i.e., project-specific and only used for FLIP).

Since key project activities were taking place during the evaluation, the FLIP team made the project database available to the evaluator via read-only links to the project's monitoring and evaluation (M&E) system. This enabled the evaluator to access up-to-date, rolling, real-time data on FLIP's project indicators, particularly related to the number who completed their training, and subsequently, the number of their colleagues receiving step-down training. This further enabled the evaluator to conduct highly specific interviews that were more inclined toward discussion and debate than a typical evaluation interview.

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[18] ILO (2012). Hard to See, Harder to Count: Survey guidelines to estimate forced labor of adults and children.
[19] The grantee confirmed the use of the 15 ILO indicators on September 20, 2021, after the evaluator queried the discrepancy with the MTE's use of indicators.

3. EVALUATION FINDINGS

The evaluation findings are structured according to each of the four OECD DAC evaluation criteria: Relevance; Coherence; Effectiveness; and Sustainability.

3.1. RELEVANCE

EQ1. How relevant is the project's design and theory of change in light of the present context in which it operates? Does the available qualitative and quantitative information confirm the theory of change to be valid and accurate? How has this been affected by COVID-19?

Of 12 stakeholders who were asked a direct evaluation question about FLIP's relevance, 11 of them (92 percent) responded that project interventions were relevant and addressing stakeholders' capacity development needs in relation to understanding and using forced labor indicators.[20] One participant indicated that it was a "struggle to identify" forced labor in their sector, and that "training may not be as relevant for their sector as for other sectors." However, all other participants highly disagreed and indicated that the project was relevant for all targeted sectors as well as non-targeted sectors, and that all sectors require training to be able to identify cases since not all cases are criminal and require staff/worker awareness. For FLIP participants, it was the identification of forced labor – in all its forms – that was most relevant to them.

3.1.1. THEORY OF CHANGE

The project's theory of change (TOC) aimed to increase the capacity of a wide range of stakeholders to work with the indicators of forced labor and to integrate them into their ongoing efforts, thus improving their monitoring of forced labor in time- and resource-effective ways to reduce the risk of forced labor.[21]

Ghana has had a long history of addressing child labor through donor support, NGO engagement, and government policies, and hence stakeholders felt that an initiative to address forced labor was a natural progression from focusing on children toward addressing the total working population, including those expected to enter the workforce. The evaluator acknowledged that FLIP went beyond the theory of change not only to **aim** to improve stakeholders' monitoring of forced labor, but also to **aim** to address the potential prevention of forced labor through their awareness of the full range of forced labor definitions. Therefore, since the beginning of the project, capacity building has focused specifically on monitoring and the integration of learnings into stakeholders' ongoing efforts. This will continue to be critical as a theory of change because each of FLIP's objectives are dependent upon the cooperation and dialogue of all stakeholder groups, including the GOG, CSOs/NGOs/unions, and the private sector.

3.1.2 SECTORS

All government Labor Inspectorate (LI) officers interviewed during the evaluation stated that, despite FLIP engaging with three sectors, the awareness-raising and training using a forced

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[20] Not all KIIs were asked to name the FL indicators, i.e., project staff and those who had not been trained.
[21] USDOL (2017, October). Award 2017.11, IL-31474: Combating Forced Labor and Labor Trafficking of Adults and Children in Ghana, p. 16.

labor indicator approach was relevant and valid across all sectors in the country. In other words, the forced labor indicators are not sector-specific, but neutral and universal, and are applicable in all sectors and all countries. Hence, FLIP provided a foundation for a non-sectoral approach to forced labor indicator capacity development and technical assistance.

FLIP engaged with three sectors: 1) cocoa, 2) palm oil, and 3) gold. The lead implementer has experience in the cocoa sector as well as an effective partnership with the ICI, whose representative collaborated with the lead partner to develop tools for addressing risk factors. Therefore, the cocoa sector was well represented.

FLIP also partnered with the General Agricultural Workers Union (GAWU) to tap into the wide network of farmers, including palm oil farmers, along with Solidaridad to include the gold sector, which was also seen as having a lot of child labor and potentially many adults vulnerable to forced labor. Although they were not considered direct partners, GAWU and Solidaridad were members in the project's Technical Working Group (TWG), and the teaming was considered to be essential to covering the three most vulnerable sectors in Ghana.

The three sectors were not in dispute by any stakeholder, but as stakeholders gained specific expertise in the forced labor indicators, they expressed the relevance of the project to other sectors, particularly fishing and mining. This was not due to any differences between sectors, but on the prevalence of forced labor and their suggestion for these sectors to be involved in the Technical Working Group and other discussions, particularly on integrating the FL indicators into their monitoring systems.

It is great that the gold sector is included. It is a big industry in Ghana and also in Côte d'Ivoire. I like it that FLIP is looking at the whole country. Other sectors that are important too are fishing … and the palm oil is also important as there is a lot of migrant labor.

- Private Sector Respondent

Sectors need to be expanded in the interest of labor economics. Labor is very, very mobile in the informal sector – there are a lot in the system and are difficult to measure. All the livelihoods of the rural sector should be covered under forced labor initiatives, and the new agricultural sectors that export crops to Europe and the U.S. markets. In fact, forced labor should be done as a cross-cutting issue.

- TWG Respondent

A government representative indicated that the selection or expansion of sectors was not a significant factor in the project design or implementation, but that government resource utilization had to be a major consideration and that FLIP had started with appropriate sectors that the government could engage with.[22]

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[22] Interview MN03, Government, October 2021.

3.1.3   TOC CONFIRMATION THROUGH QUALITATIVE AND QUANTITATIVE DATA

The available qualitative and quantitative information, as of November 22, 2021 (Annex F), confirmed the likelihood that the theory of change was valid and accurate for increasing stakeholder capacity, particularly to monitor forced labor.

FLIP trained a total of 255 stakeholders, among whom 96[23] individual CSO, government, and private sector stakeholders demonstrated improved knowledge of forced labor indicators when comparing the post-test with the pre-test. A further 225 individuals were sensitized to forced labor indicators. A total of 96 Labor Inspectorate staff have been trained: nine labor inspectors had their monitoring capacity strengthened and, from October to November 2021, commenced using their Training-of-Trainer (TOT) skills to conduct step-down training to 87 other staff, which occurred during the evaluation and is ongoing.[24] A full description of FLIP's quantitative performance is discussed under Section 3.3 Effectiveness.

3.1.4   COVID-19 EFFECTS

COVID-19 changed the way FLIP staff communicated and interacted with its partner organizations and government officials, which brought both positive results and challenging aspects. During the COVID-19 pandemic and the health, travel, and movement restrictions that were in place from March 2020 and into 2021, FLIP's capacity building objective did not cease; its delivery was adapted. FLIP used a hybrid training approach of both face-to-face (F2F) in-person training and, during the coronavirus pandemic, transitioned to online virtual training. The ministry staff, after their TOT online training, then conducted F2F step-down training.

For example, the TOT conducted under Outcome 3 to strengthen the Labor Inspectorate was adapted during the pandemic. It was planned to be F2F over five days. However, it was conducted remotely through video/online technology over six weeks: 2-3 hours per week of online sessions with off-line assignments to be undertaken in between and discussed during the online sessions, similar to a college course (including a certificate of completion). When trained Labor Inspectorate staff completed their TOT, they trained others using a F2F approach in their regions.

Anecdotally, according to stakeholders interviewed, the in-person and virtual trainings were perceived to have different effects on participants, with F2F interviews preferred, although both delivery techniques were seen to be "positive and engaging" and thus contributing to the theory of change for capacity building. Additionally, communication continued through virtual meetings and WhatsApp phone messaging. One evaluation participant said, "in some respects, the pandemic was a benefit because it got the government used to remote, virtual meetings."[25]

However, the theory of change stated that as a result of capacity building, the monitoring of forced labor would be improved.[26] A full description of FLIP's training and capacity building, including forced labor monitoring, is discussed under Section 3.3 Effectiveness.

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[23] The implementing partner indicated on December 9, 2021 that 96 includes 4 stakeholders from Côte d'Ivoire – therefore 92 are Ghana stakeholders. However, 96 is the current reported figure.
[24] FLIP Project Monitoring Data, links to indicator results, accessed on November 22, 2021.
[25] Interview MNO5, October 2021.
[26] USDOL (2017, October). Award 2017.11, IL-31474: Combating Forced Labor and Labor Trafficking of Adults and Children in Ghana, p. 16.

FLIP'S partner, the research organization National Opinion Research Center (NORC) at the University of Chicago, which has expertise in studying global human trafficking, forced labor, and other labor violations, was expected to conduct two activities: 1) a Knowledge, Attitudes and Practices (KAP) survey as an input for FLIP's Pre-Situational Analysis (PSA), and 2) a FL indicator tool (manual) – for indicator construction and the process of developing streamlined indicators for Ghana. This activity did not involve forced labor prevalence studies.

The KAP was completed, but the manual was delayed and affected by COVID-19 restrictions. The delays resulted in a re-negotiated contract to complete the manual by March 2022. The activity was, therefore, morphed into a short, smaller task – desk work – to design the tool, but not to conduct the training of the tool. FLIP plans to hire an independent consultant to train stakeholders, including government officers, on the tool. The tool will be designed to be user-friendly, quicker to deliver, and tailored for stakeholders.

3.1.5   NATIONAL AND REGIONAL CHANGES

EQ2. Have any changes to the national (and regional) landscape impacted the critical assumptions articulated in the theory of change? If so, what strategy did the project use for adaptation?

The TOC was adaptable to external circumstances, such as the presidential and parliamentary elections in December 2020 which resulted in membership changes to key government ministries and committees, including the parliamentary Employment, Social Welfare and State Enterprises Committee and the Ministry of Gender, Children, and Social Protection (MGCSP). Membership of FLIP's main ministry engagement, the Ministry of Employment and Labor Relations (MELR), remained unchanged which secured the continuity of the MELR-FLIP relationship.[27]

In April 2021, the Government issued its Ten-Year Action Plan on the Eradication of Child Labor, Forced Labor, Human Trafficking and Modern Slavery in Africa (2020-2030): African Union Agenda 2063 - Sustainable Development Goal (SDG) Target 8.7. It set out a plan to end forced labor by 2030, thereby reinforcing FLIP's theory of change.

3.1.6   RELEVANCE: CONCLUSION

Although the theory of change was logical, sound, and measurable, a limitation was the insufficient time for trained stakeholders to conduct step-down trainings (particularly labor inspectors under Outcome 3) and/or institutionalize changes to monitoring systems (various labor stakeholders under Outcome 2). One example was that although stakeholders commenced their own field monitoring, the results of the training on their capacity to monitor work conditions has not been rigorously assessed to fully address the strength of the theory of change.

3.2. COHERENCE

EQ3. To what extent is the project compatible with other related interventions in the country? To what extent has the project coordinated and established links with other donor-funded projects or other interventions led by national stakeholders?

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[27] Verité (2021, April). Technical Progress Report, FLIP, Ghana, p. 4

3.2.1 COMPATIBILITY WITH RELATED INTERVENTIONS

In Ghana, previous initiatives have focused on providing trainings related to fair labor and the ILO forced labor indicators, but FLIP is the first international donor-funded project dedicated to working on forced labor mitigation. Stakeholders maintained that FLIP brought higher visibility to forced labor issues through a focus on regional cooperation, law enforcement, industry-level activities, and bringing government, industry, and CSOs together. A private sector representative said, "When people ask us for experts on forced labor, we put them onto the FLIP implementer in Ghana and Côte d'Ivoire."[28]

FLIP adopted the ILO Forced Labor Indicators in its e-learning modules. OECD DAC's 'coherence' criterion aims "to better capture linkages, systems thinking, partnership dynamics, and complexity" within the project.[29] FLIP is more compatible with the ILO than with other international organizations in Ghana, and therefore it was appropriate from the beginning of the project to align with ILO's programming. ILO supported the development of the child labor monitoring system (CLMS) and the improvement of working conditions, particularly in the artisan sector and small-scale gold mining.[30] In 2012, ILO published the Indicators of Forced Labor based on the ILO FL Convention, 1930 (No. 29) – "all work or service which is exacted from any person under the menace of any penalty and for which the said person has not offered himself voluntarily" – to help front-line law enforcers, labor inspectors, trade union officers, and CSO workers to identify persons in forced labor.[31]

The FLIP implementers also implemented the USDOL-funded, ILO-grantee Evidence to Action Project (2019-2022) which promotes the increased use of forced labor research in policy and programmatic decision-making, predominantly in the textile and garment sector. [32]

Based upon the Ghana model, and leveraging the Evidence to Action Project, USDOL enabled an expansion of FLIP's activities into Côte d'Ivoire from late 2020 to complement the project's original objective of strengthening a common framework for addressing forced labor in both countries, working with Côte d'Ivoire's National Surveillance Committee.[33] This expansion strengthened regional coherence and built upon the cooperative agreement between Ghana and Côte d'Ivoire after the two countries signed a formal agreement in 2016 to combat cross-border child labor and child trafficking.[34]

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[28] Interview MN06, Private Sector, October 2021.

[29] OECD DAC (2020). Revised Criteria, January: https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf. This includes internal coherence (synergies and interlinkages between the project and other grantee's interventions) and external coherence (synergies with interventions by other actors).

[30] Ministry of Employment and Social Welfare (2010). Ghana Child Labor Monitoring System (GCLMS) http://www.africanchildforum.org/clr/policy%20per%20country/ghana/ghana_labour_2010_en.pdf; and UN in Ghana (2017, April). ILO Caring Gold Mining Project engages in sub-regional networking and initiatives, http://gh.one.un.org.

[31] ILO (2012, October). ILO indicators of FL, Special Action Program to Combat Forced Labor (SAP-FL), p. 1.

[32] USDOL-funded, ILO grantee project, implemented by NORC at University of Chicago & Verité. (Dec. 2019 to Dec. 2022), Evidence to Action: Increasing the Impact of Research to Mobilize Efforts against Forced Labor.

[33] Verité (August 2020). Submission for Potential Expansion; Verité (April 2021). TPR, p. 4; and https://www.dol.gov/agencies/ilab/combating-forced-labor-and-labor-trafficking-adults-and-children-ghana-and-cote

[34] Verité (January 2021). Ghana Labor Inspectorate Assessment Report, p. 13.

3.2.2 COHERENCE: CONCLUSION

It was appropriate for FLIP to adopt the ILO Forced Labor Indicators in its e-learning modules. FLIP was unique in that it is focused solely on high-level forced labor indicators, building upon its coordinated efforts with ILO and maximizing the implementers' research knowledge and expertise regarding forced labor in the region, which enabled FLIP to expand into neighboring Côte d'Ivoire.

3.3. EFFECTIVENESS

EQ4. Is the project on track to meet its targets/objects (Annex F)? What are the factors driving and/or hindering results so far? To what extent are the various stakeholder groups conversant in forced labor indicators terminology?

The project objective (PO) indicator is "the number of targeted institutions with improved capacity to understand and address forced labor and labor trafficking." The target was four institutions, and the results will be provided at the end of the project. Information in this report will contribute towards this result.

Stakeholders rated FLIP's overall achievements, to date, as Above-Moderate (Score 3). Using USDOL's 4-point Rapid Achievement Rating Scorecard (Figure 1 and Annex F),[35] stakeholders rated each of FLIP's outcomes according to their perception of whether project interventions were moving toward their expected outcomes. Combined with the evaluator's scores after interviewing each stakeholder group, FLIP's overall achievement score was also rated Above-Moderate.

Government representatives rated FLIP's overall achievements as High, whereas CSOs and trade unions rated them as Above-Moderate. The private sector (employers and individuals) also rated FLIP's overall achievements as Above-Moderate.

Outcome 1 was rated higher than Outcome 3 for non-Labor-Inspectorate participants. However, this was offset by Labor Inspectorate officers rating Outcome 3 as High, when interviewed by the evaluator. The nine labor inspectors undertook their TOT training from October to December 2020 and their step-down trainings took place from October to November 2021, which meant that the trainings were current and instantly put to use, which resulted in high ratings.

Figure 1. Achievement Rating Score

PROJECT ACHIEVEMENT RATING	
Achievement of Project Outcome (One rating 1-5 for each outcome)	COMMENTS

Outcome 1: Improved understanding of indicators of forced labor
 	
   1   2   3   **4**
 	
   Low   Moderate   Above-Moderate   **High**
	There was a high understanding of forced labor indicators and terminology, with stakeholders able to debate the nuances and issues.

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[35] Twelve (55 percent) of the 22 evaluation participants responded to the rating scorecard – others did not respond because they were not directly involved in the relevant activities or were implementing staff. The 4-point ratings were: Low (Score 1), Moderate (Score 2), Above-Moderate (Score 3), and High (Score 4). Some respondents gave fractional scores, e.g., 3.5.

PROJECT ACHIEVEMENT RATING	
Outcome 2: Improved monitoring of working conditions by labor stakeholders to address incidents of forced labor 1 **2** 3 4 Low **Moderate** Above-Moderate High	Monitoring capacity building was completed and the nine trained labor inspectorate monitoring staff had commenced training other staff, as had other stakeholders, particularly in rural areas. However, there was not enough information to fully assess the "improved" monitoring of working conditions.
Outcome 3: Strengthened capacity of the Labor Inspectorate to address forced labor 1 2 3 **4** Low Moderate Above-Moderate **High**	Labor Inspectorate staff rated Outcome 3 highly. Interviews with LI staff showed their deep knowledge of forced labor issues.

3.3.1   OUTCOME 1: IMPROVED UNDERSTANDING OF FORCED LABOR INDICATORS

> **Outcome 1: Improved understanding of indicators of forced labor, including indicators of labor trafficking.** To improve stakeholder understanding of indicators, the project conducted training, and developed and disseminated resources that provided information on the forced labor indicators approach.

FLIP over-achieved its targets related to training and sensitization on forced labor and forced labor indicators. FLIP has sensitized a total of 255 individuals on forced labor, from a target of 150 (originally 50): 90 CSO and trade union members, 82 government staff, 68 private sector individuals, and 15 uncategorized (Table 5). Of those sensitized, 96 individuals demonstrated improved knowledge on how to identify and assess instances of forced labor, from a target of 55 (originally 20), including 26 from civil society and trade unions, 53 from government, 16 from the private sector, and one uncategorized (Table 5). In addition, 92 percent of evaluation KII respondents were conversant in forced labor indicators terminology. This result is discussed in detail in Section 3.3.2 below.

Table 5. Outcome 1 Achievements (to November 24, 2021)

INDICATORS	TARGET	ACTUAL
OUTCOME 1: Improved understanding of FL indicators, including indicators of labor trafficking		
OTC 1.a Number of stakeholders with improved knowledge of FL indicators	55^	96^
OTC 1.b Percentage of KII respondents conversant in FL indicators terminology	50%	92%[36]

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[36] FLIP submitted a revised Comprehensive Monitoring and Evaluation Plan (CMEP) to USDOL shortly after the MTE, which included a revised calculation for OTC 1b. Although the methodology is the same, the calculation is slightly different—the MTE counted those with medium or high familiarity, and the CMEP indicator calculation only counted those with high familiarity.

INDICATORS	TARGET	ACTUAL
Output 1.1: Written strategy developed to engage stakeholders on how to identify & apply FL indicators		
OTP 1.1 Final draft of strategy document completed	1	1
Output 1.2: Resources addressing FL definitions, indicators approach, & indicators in sectors available		
OTP 1.2 Number of resources published	10	7
Output 1.3: Stakeholders sensitized on forced labor and forced labor indicators		
OTP 1.3 Number of individuals sensitized on forced labor and FL indicators	150^^	255

Verité (2021). October TPR, Data accessed November 24, 2021: The FLIP database is regularly updated, with links to data (more current than reported in the TPR), which FLIP made available to the evaluator for use in the draft report.

Notes: ^ the original target was 20 and the 96 include 4 from Côte d'Ivoire; ^^ the original target was 50.

3.3.2 CONVERSANT IN FORCED LABOR INDICATORS TERMINOLOGY

In comparison with the 2019 Midterm Evaluation (MTE), the KII participants during this 2021 Final Evaluation showed an increase of conversance in the forced labor indicators terminology, from 70 percent to 92 percent.

Using the same rating scale and methodology as the March 2019 Pre-Situational Analysis (PSA) and the November 2019 MTE for comparison purposes, the evaluator included an assessment of outcome indicator (OTC) 1.b, "Percentage of key informant interview respondents who are conversant in forced labor indicators terminology."[37]

KII interviewees were asked to name the forced labor indicators, and/or the evaluator noted and assessed each interviewee's discussion of an indicator and its terminology for their level of familiarity (in accordance with the MTE methodology). However, a direct comparison with 2019 results cannot be made because in 2019 there were 13 indicators from the "Hard to See, Harder to Count" document used for FLIP training. For the final evaluation, 15 ILO ICLS guidance indicators were used in the 2021 FLIP training. Each level of the scale was defined in the MTE as follows: high familiarity = respondents were able to name more than 3 FL indicators; medium familiarity = 2-3 indicators; and low familiarity = 0-1 indicators.[38] The MTE combined both high and medium scores to reach a result of 70 percent of interviewees conversant in forced labor indicators terminology, and the evaluator also used this approach to achieve a result of 92 percent (Table 6).

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[37] Using the OTC 1b indicator calculation described in FLIP's CMEP, which captures the percentage of respondents assessed as having "high familiarity" (able to name <u>at least 4</u> forced labor indicators), the evaluator found that 83 percent of respondents were conversant in FL indicators, compared with 52 percent at the time of the midterm evaluation.

[38] USDOL (2020). FLIP MTE Final Report, March 31, p. 3.

Table 6. Percentage of KII Respondents Familiar with Forced Labor Indicators Terminology

FAMILIARITY % of KII respondents who are familiar with FL indicators terminology	TARGET	PSA MAR 2019 N=24	MIDTERM NOV 2019 N=27	FINAL NOV 2021 N=12
Low familiarity = 0-1 indicators		42%	30%	8%
Medium familiarity = 2-3 indicators		33%	18%	8%
High familiarity = more than 3 indicators (FLIP Performance Indicator OTC 1b)	50%	25%	52%	83%
RESULT (MEDIUM + HIGH FAMILIARITY)		58%	70%	92%
		14/24	19/27^	10/12^^

Notes: ^ USDOL (2020). FLIP MTE Final Report, March 31, p. 18. ^^ Conducted by the evaluator through remote online interviews (see Evaluation Limitations section). Of the 22 KIIs, the evaluator assessed 12 government, CSO, and private interviewees – the remaining 10 were project and partner staff. In some cases, poor internet connectivity made it difficult to conduct an assessment, and one interviewee had not been trained in the FL indicators.

All male respondents, all government respondents, all private sector respondents, and all sectors showed medium to high familiarity with the FL indicators terminology (Table 7). From the government, all Labor Inspectorate officers showed high familiarity with the FL indicators terminology. Eighty-six percent of TWG members showed medium to high familiarity, and 67 percent of CSO members showed medium to high familiarity of FL indicators terminology.

Table 7. Percentage of KIIs Conversant in FL Indicators Terminology, by Sector and Stakeholder

PROJECT INDICATOR OTC 1.b % of KII respondents conversant in FL indicators terminology	FEMALE N=4	TWG N=7	SECTOR^ N-12		STAKEHOLDER^^ N=12	
Low familiarity = 0-1 indicators	25%	14%	Palm	100%	CSO	33%
Medium familiarity = 2-3 indicators	0%	14%	Cocoa	33%	Govt.	14%
High familiarity = more than 3 indicators	75%	72%	Cocoa	67%	Govt.	86%
					CSO	67%
					Private	100%
RESULT (MEDIUM + HIGH FAMILIARITY)	75%	86%	100%		Govt.	100%
					CSO	67%
					Private	100%

Notes: ^ Of the 12 respondents, Palm=1, Cocoa=3, Gold=2, All=6. ^^ Of the 12 respondents, Government=7, CSO=3, Private=2.

Of the 12 KII participants in 2021 who mentioned forced labor indicators during the interview, only one was unable to state how many FL indicators were listed. The interviewee stated "lots."

Labor Inspectorate officers recalled the highest number of forced labor indicators because their step-down trainings took place from October to November 2021, and they had just

finished training their colleagues on the FL indicators and terminology. This step-down training was conducted the week before their interview with the evaluator. One LI officer mentioned 12 indicators out of 15, and another mentioned ten indicators. The average number of indicators mentioned was five: six by government staff, three by CSOs, and six by private sector representatives.

The nine labor inspectors undertook their TOT training from October to December 2020 and their step-down trainings took place from October to November 2021; therefore, the trainings were current and instantly put to use, which resulted in high ratings.

Ten interviewees (83 percent) mentioned both main types of FL indicators: 1) involuntary work and 2) threat or menace of any penalty.

Eighty-three percent of interviewees mentioned "work with very low or no wages" and "work for a longer period of time than agreed" (Table 8). Sixty-seven percent of interviewees mentioned "work in hazardous conditions," "degrading living conditions," and "threats of violence against workers." No one mentioned the indicator "work for other employers than agreed." The least mentioned forced labor indicators were "unfree recruitment" and "debt bondage" (8 percent each). However, this does not imply that these indicators were not fully addressed, with adequate examples, during their training. It may mean that these indicators are not prevalent in their context or discussed widely within specific sectors or across sectors.

There were six institutions with representatives showing a medium or high familiarity with forced labor indicators terminology during the evaluation assessment. However, not all institutions that were interviewed during the evaluation were included in this indicator assessment. This assessment was designed to feed into the PO indicator, "number of targeted institutions with improved capacity to understand and address forced labor and labor trafficking" (with a target of 4). The institutions needed to meet three conditions to be considered in the PO indicator,[39] and this is ongoing.

Table 8. Percentage of KII Respondents Who Mentioned a Forced Labor Indicator

FORCED LABOR INDICATOR	MIDTERM NOV 2019 N=27	FINAL NOV 2021 N=12
INVOLUNTARY WORK		
Unfree recruitment at birth or through transaction such as bonded labor	X	8%
Situations in which the worker must perform a job of different nature from that specified during recruitment without a person's consent	19%	17%
Abusive requirements for overtime or on-call work that were not previously agreed with the employer	7%	25%
Work in hazardous conditions to which the worker has not consented, with or without compensation or protective equipment	52%	67%
Work with very low or no wages	44%	83%

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[39] CMEP, p. 14.

FORCED LABOR INDICATOR	MIDTERM NOV 2019 N=27	FINAL NOV 2021 N=12
Degrading living conditions imposed by the employer, recruiter, or other third-party	4%	67%
Work for other employers than agreed	33%	0%
Work for a longer period of time than agreed/Extra work for breaching labor discipline	4%	83%
Work with no or limited freedom to terminate work contract	19%	33%
Deceptive recruitment	48%	X
THREAT OR MENACE OF ANY PENALTY		
Threats or violence against workers or workers' families and relatives, or close associates	X	67%
Restrictions on workers' movement	11%	33%
Debt bondage or manipulation of debt	X	8%
Withholding of wages or other promised benefits	15%	25%
Withholding of valuable documents (such as identity documents or residence permits)	19%	17%
Abuse of workers' vulnerability through the denial of rights or privileges, threats of dismissal or deportation	8%	17%
TOTAL NUMBER OF INDICATORS	13	15

USDOL (2020). FLIP MTE Final Report, March, from Figure 4, p. 21. Notes: X denotes that the indicator was not in the training sessions for that year. Note that this table provides information for the implementer and it does <u>not</u> denote that a low percentage means that the forced labor indicator was not adequately addressed during training.

3.3.3 FLIP CURRICULUM AND APPROACH

A critical component of the forced labor indicators training was the curriculum, supplemented with online resources, for both training and awareness-raising. Stakeholders referred to the curriculum as the manual, the guidebook, or the slide deck (PowerPoint slides). The curriculum was tailored for each stakeholder group, such as:

- Ghanaian Legal Framework Around Forced Labor: Slide deck for the Ministry of Employment and Labor Relations (May 2019)

- Ministry of Gender, Children, and Social Protection Training on Forced Labor and Trafficking for Forced Labor: Slide deck (November 2020)

- Understanding the Concept of Forced Labor: Slide deck for journalists' training (November 2020 as part of the ICI Child Labor for the cocoa sector)

- Curriculum on Forced Labor for Labor Inspectors in Ghana (2021): Softcopy and hardcopy

All stakeholders agreed that the language, terminology, curriculum, and delivery of the trainings were relevant and not difficult, catering for their level (all with a high level of education). For example, they stated that the language used in the curriculum was already part of the human trafficking documentation with which they were all familiar. They were appreciative of the international standard definitions of forced labor and examples.[40]

For stakeholders to use the curriculum at the grassroots level, they could adapt the terminology. One example was the use of the term "middleman/middle person" which they would adapt to "connection man."[41]

All stakeholders agreed that the TOT step-down training approach was the best way to reach the maximum number of people. For example, one cocoa sector stakeholder who had undertaken the TOT subsequently trained 17 staff, who were selected on the basis of their interface with farmers. He planned to prioritize step-down training because he had a large number of staff across multiple regions. He stated that "TOT was the only alternative for training."[42]

3.3.4 OUTCOME 2: IMPROVED MONITORING OF WORK CONDITIONS

> **Outcome 2: Improved monitoring of working conditions by labor stakeholders to identify indicators and address incidents of forced labor and labor trafficking.** The project focused on ensuring that components of existing labor monitoring systems were aligned with the forced labor indicators.

Appropriately, FLIP has undertaken activities that build upon existing labor monitoring systems and incorporated forced labor indicators within them, thus not using resources and time to create new databases and systems. For example, the government is building upon the Ghana Child Labor Monitoring System (GCLMS).[43]

FLIP exceeded its target number of eight institutions participating in consultations to improve their monitoring systems, to achieve 15 participating institutions (Table 9). Two of the institutions (from a target of five institutions), both of which were civil society organizations, have shown evidence of improved monitoring systems, and three of the four targeted institutions have aligned their labor monitoring systems to include forced labor indicators (Table 9). These activities were ongoing at the time of the evaluation and are expected to achieve their targets by the end of the project.

The FLIP project is training-intensive; the trainings were supplemented with a curriculum, resources, research, technical support, and consultations, all of which aimed to improve forced labor monitoring systems. As part of the forced labor indicators training, institutional representatives were also trained on elements of monitoring forced labor risks. Participants in the evaluation confirmed that this included topics such as: how to design questionnaires, how to conduct interviews, and how to record data for input into a database. After consultation with institutions, the activities culminated in the preparation of draft institutional action plans to adopt the forced labor indicators approach.

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[40] Interview MN08, CSO, October 2021.
[41] Interview MN03, Government, October 2021.
[42] Interview MN02, October 2021.
[43] Interview MN02, Government, October 2021.

Six institutions, against a target of four, had established a draft action plan: five from Ghana and one global private institution. The Ghanaian institutions included four CSOs and one government entity: the Ministry of Employment and Labor Relations (MELR), which includes the Labor Inspectorate. Three (50 percent) of the six institutions were in the cocoa sector and the remaining institutions covered all sectors in general. Hence, while FLIP focused on three sectors (cocoa, palm oil, and gold), the training, monitoring, and action plans were useful and relevant for all sectors.

In addition, CSOs working with FLIP were taking existing codes, which conform with OECD due diligence and European Union international standards for working conditions such as the CRAFT CODE, and including forced labor indicators that harmonize with the code and specific industry requirements, thus speeding up the process of integration.[44]

Table 9. Outcome 2 Achievements (to November 24, 2021)

INDICATORS	TARGET	ACTUAL
OUTCOME 2: Improved monitoring of working conditions by labor stakeholders to identify indicators and address incidents of forced labor and labor trafficking.		
OTC 2. Number of participating institutions using improved labor monitoring systems	5	2
Output 2.1: Stakeholders participate in initial consultation process		
OTP 2.1 Number of institutions participating in consultation process	8	15
Output 2.2: Institutions document a strategy for adopting a forced labor indicators approach		
OTP 2.2 Number of institutions with draft action plan to adopt FL indicators approach	4	6
Output 2.3: Stakeholders have labor monitoring systems that are aligned with the forced labor indicators approach		
OTP 2.3 Number of labor monitoring systems that align with FL indicators approach	4	3

Verité (2021). October TPR, Data accessed November 24, 2021: The FLIP database is regularly updated, with links to data (more current than reported in the TPR), which FLIP made available to the evaluator for use in the draft report.

3.3.5   OUTCOME 3: STRENGTHENED LABOR INSPECTORATE

Outcome 3: Strengthened capacity of the Labor Inspectorate to address forced labor and labor trafficking. Given the critical role the institution plays in monitoring labor issues, a separate training process targeted the Ghanaian Labor Inspectorate.

After conducting a needs assessment of the Labor Inspectorate in 2019, and using the ILO indicators, FLIP developed a TOT curriculum on forced labor in conjunction with the MELR, with the aim of training 100 inspectors (from the total Labor Inspectorate cadre of about 168 officers, although in 2019, the number was about 137 officers).[45]

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[44] Interview MN05, CSO, October 2021.

[45] Interview MN18, Government, November 2021; and Verité (January 2021). Report on the Ghana Labor Department's Work on Forced Labor (known as the Ghana Labor Inspectorate Assessment), p. 17. The LI

By November 2021, FLIP trained nine labor inspectors via ToT, who then trained 87 colleagues (for a total of 96). Training was ongoing, so FLIP was on target to build the capacity of the LI, and inspectors have commenced training their colleagues in the step-down process.

Table 10. Outcome 3 Achievements (to November 24, 2021)

INDICATORS	TARGET	ACTUAL
OUTCOME 3: Strengthened capacity of the labor inspectorate to address forced labor and labor trafficking		
OTC 3. Percentage of trained LI staff with strengthened FL monitoring capacity	30%	Endline +++
Intermediate Outcome 3.1: Labor inspectorate has improved knowledge to address forced labor & labor trafficking		
OTC 3.1 Percentage of trained LI staff who demonstrate improved knowledge	75%	78%
Output 3.1.1: Tools and curriculum tailored to the needs of the labor inspectorate are developed		
OTP 3.1.1 Number of new resources developed for the Labor Inspectorate	1	2
Output 3.1.2: Labor inspectorate staff trained on knowledge and skills needed to monitor for forced labor indicators		
OTP 3.1.2 Number of Labor Inspectorate staff members trained	100	96
Output 3.1.3: Sub-group of trained mid-level staff conduct their own trainings to cascade knowledge to their peers		
OTP 3.1.3a Number of trainees who train their colleagues on forced labor monitoring	4	9 #
OTP 3.1.3b Number of individuals trained by Labor Inspectorate trainees	60	87 ##
Output 3.1.4: All trained mid-level labor inspectorate staff apply learning to their daily work		
OTP 3.1.4 Percentage of surveyed trainees who report new knowledge or skills used in their work	50%	Endline ###

Verité (2021). October TPR, Data accessed November 24, 2021: The FLIP database is regularly updated, with links to data (more current than reported in the TPR), which FLIP made available to the evaluator for use in the draft report.

Notes: +++ **These results were incomplete at the time of the evaluation.** Ongoing, and dependent upon the results of the final survey of trainees, which will take place in 2022; therefore, it is currently at 6%. # To date, 9 TOT-trained participants have trained 87 labor inspectors (OTP 3.1.3b). ## Ongoing. ### **These results were incomplete at the time of the evaluation** as they rely on a final survey of trainees, which the FLIP team will implement internally.

LI staff were trained on the knowledge and skills needed to enable them to monitor the forced labor indicators, and for a select number to train others. In conjunction with the MELR, FLIP initially identified ten labor officers to be future trainers, of which nine are currently filling this role.[46] Working in pairs, they were in the process of training others during the evaluation (from October to November 2021), and have trained 87 colleagues, to date, using the FLIP curriculum and forced labor indicators.[47]

has both labor officers and labor inspectors, depending on seniority – this report refers to term "Labor Inspectorate staff" and also uses officers/inspectors interchangeably.
[46] Of the remaining 2 identified officers, one is deceased, and the other will retire in April 2022.
[47] FLIP Project Monitoring Data, accessed November 24, 2021.

One non-government evaluation participant noted that:

The labor department is sending more labor inspectors into the field and into the workplaces. And the Ministry of Employment and Labor Relations has recruited more labor inspectors, so it represents a commitment to the issue of forced labor.

- Private Sector Respondent

However, Outcome 3 activities were not yet completed, and will depend upon a final survey of trainees to determine the uptake of their knowledge in their workplace and thus their ability to transfer knowledge. During evaluation interviews with six government Labor Inspectorate staff, their knowledge was evident as they were highly conversant in the forced labor indicators terminology. However, the nine assessed labor officers that have "used their knowledge" by conducting step-down training represent 4 percent of the total 170 LI officers, according to OTC 3 indicator which is calculated as a percentage of trained inspectors.

3.3.6   IMPLEMENTATION CHALLENGES

EQ5. What challenges did the project face in its implementation and what efforts were made to overcome these challenges?

In FLIP's first Technical Progress Repot (TPR) in 2018, it did not foresee "longer-term challenges to project delivery," predominantly because the Members of the Parliamentary Select Committee on Employment and Labor, Social Welfare and State Enterprises announced Ghana's efforts toward the United Nation's Sustainable Development Goals (SDG 2030) and the political will to participate in related child labor and trafficking efforts. [48]

The midterm evaluation, conducted in 2019, documented attendance challenges at meetings and trainings due to scheduling clashes, and challenges related to the introduction of new concepts into the existing labor monitoring systems due to multi-stakeholder processes, the lack of stakeholder knowledge of FLIP's purpose and progress, and the perception of negative reputational damage of institutions declaring cases of forced labor, which affected monitoring activities.[49]

Scheduling trainings continued to be a challenge after midterm, especially due to the COVID-19 pandemic restrictions that were introduced in March 2020, and particularly for the Labor Inspectorate TOT schedules. Labor inspectors, who were lagging behind in their inspections due to COVID-19, were ramping up inspections, where permissible and under health regulations, from March 2021 and were therefore regularly in the field. The challenges of mitigating government institutional delays related to training proved difficult and the completion of step-down training was delayed until October - November 2021.

While integrating forced labor indicators into existing institutional monitoring systems for each sector had challenges, these were being addressed. CSOs engaging with FLIP were using

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[48] Verité (April 2018). Technical Progress Report, p. 2-3; Modern Ghana 2018). "MPs Educated on Child Labor." March 27: https://www.modernghana.com/news/844053/mps-educated-on-child-labour.html

[49] US Agency for International Development (USAID)/Ghana (January 2020). FLIP Midterm Evaluation Report, p. 26-27.

existing codes to harmonize forced labor indicators with specific industry requirements, thus speeding up the process of integration. The codes conform with OECD due diligence and European Union international standards for working conditions, such as the CRAFT CODE.[50] Considering the negative perception of declaring cases of forced labor and the fact that some individuals deny it exists in some industries, FLIP undertook ice-breaking activities at the national level to debunk these myths.

3.3.7 TECHNICAL WORKING GROUP

EQ6. How did the Technical Working Group support the achievement of project outcomes? What role can the TWG play in addressing forced labor after the project's completion?

The TWG was viewed as an inclusive, key connector across all stakeholder groups, and as being critical for the smooth implementation of the project. The 16 members[51] came from five ministries, police, unions, CSOs, relevant commissions and boards, ILO, and an employers' association. It played a crucial role in connecting relevant ministries toward common forced labor issues, and served as the model for linking government, CSO, union, employer, and independent representatives. Eight TWG members interviewed confirmed that they took their role seriously to respond to technical issues, such as forced labor indicator testing in the field, to provide advice, and to act as the liaison between the project and their represented constituents.

Beyond supporting the achievement of project outcomes, TWG members almost unanimously indicated that the TWG is a two-way communication and support mechanism for forced labor issues: both supporting the project and receiving support from the project. Throughout the COVID-19 pandemic, the TWG continued to communicate through virtual meetings and a WhatsApp phone texting and file sharing group.

Interviewed TWG members saw a role for the Technical Working Group at the end of the project, but at the time of the evaluation, its future was being discussed during December 2021 and into January 2022. The FLIP implementer currently had taken the lead and chaired the meetings, and this role had not yet been handed over to a government representative.[52] Members felt that the chair position could have been assigned to the government from the beginning of the project, with support from FLIP management. They stated that if there were no formal forced labor TWG, and it was disbanded, the members would continue to be influential in the government and in their relevant sectors through their respective professional positions.

The TWG will continue because it is very insightful, educative, and an eye-opener regarding comprehensive forced labor issues, and something we really need. We wish it was face-to-face, but it is online, although it is still very effective.

- TWG Respondent

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[50] Interview MN05, CSO, October 2021.
[51] There are approximately 16 TWG members (excluding Verité staff), and up to 24 members.
[52] Interview MN05, CSO, October 2021; MN02 & MN09, Government, October 2021.

The evaluator sees a role for the TWG, placed within a ministerial department, as a unified multi-agency voice to work on best practices and innovative approaches; public outreach, advocacy, communications, research, and webinars; legislative processes; priority-setting for sectors; and lobbying and dialogue.

3.3.8 ONLINE LEARNING PLATFORM

EQ7. How can the online learning platform best support the needs of Ghanaian stakeholders? How are the resources being used, and by whom? How can this be adapted to be regionally and globally relevant?

The FLIP online learning platform is self-paced, interactive, cost-free, password-free, and openly accessible to anyone in Ghana and globally. The implementing partner created a dedicated website on forced labor - an online learning platform – with links to international resources under the Resources page, such as reports, courses, and toolkits. [53] Within the site is the specific FLIP project site which includes two self-paced courses: 1) Forced Labor Frameworks, and 2) the ILO Forced Labor Indicators. It also includes a recording of the Webinar launch of the two courses, which occurred in May 2020.[54] The two courses have a combined total of seven modules:

Course 1: Forced Labor Frameworks

- Module I: International Legal Frameworks for Forced Labor and Human Trafficking
- Module II: Ghanaian Legal Frameworks for Forced Labor, Human Trafficking, and Child Labor
- Module III: Intersections Between Child Labor and Forced Labor

Course 2: ILO Forced Labor Indicators

- Module I: Introduction to the Forced Labor Indicators Approach
- Module II: More Practical Guidance for Using Forced Labor Indicators
- Module III: Understanding Risk
- Module IV: Addressing the Root Causes of Forced Labor Using the Indicators.

A partner representative confirmed its accessibility and indicated its challenges:

Every citizen can have access to the learning platform; it is not just for the government. It is available on any device – app, website, and smartphone. The challenge is for people to know that it exists, and how to use it – that is currently lacking. We need to communicate about it. And to instruct people on what happens if you click here or click there.

- Partner Organization Respondent

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[53] Verité Forced Labor Indicators Project (FLIP) Côte d'Ivoire and Ghana website: https://www.verite.org/forced-labor-indicators-project/ accessed on November 17, 2021.

[54] https://www.verite.org/forced-labor-indicators-project/flip-resources/ilo-forced-labour-indicators/

Interviews during the evaluation indicated that the platform was currently being used across stakeholder groups: government, CSOs, and the private sector.[55] The resources were being used by individuals to obtain clear definitions of the indicator terminology and examples. CSOs were also using the resources to supplement their training to include sessions on forced labor. One CSO representative said that the resources may not be directly relevant for the illiterate and for farming communities (i.e., for citizens to access the site), but that CSOs could easily adapt the online material with supplementary graphics for F2F sessions with communities.[56]

On this platform, FLIP plans to include the Labor Inspectorate TOT curriculum and materials, sector-specific resources, and French translations of the learning materials. For the French translations, the online learning platform will be adapted for regional use. Globally, the resource materials are already relevant because they include international examples and reports, which can be updated regularly.

3.3.9   EFFECTIVENESS: CONCLUSION

FLIP's overall project objective is for stakeholders to have improved capacity to use forced labor indicators to identify, address, and monitor forced labor, under three outcome objectives: improved understanding, improved monitoring of working conditions, and a strengthened Labor Inspectorate. The FLIP project is training-intensive, in which its effectiveness was based upon the attendance and commitment of stakeholders to the training, their understanding and knowledge, and putting their knowledge into practice. The curriculum, resources and research supplemented the training. Outcomes 1 and 3 demonstrated evidence of high-quality training that was relevant beyond FLIP's three targeted sectors and could be practiced immediately within their workplaces. The targets for attendance numbers were reached and subsequent step-down training was ongoing at the time of the evaluation.

FLIP aimed to train 100 LI staff (about 60 percent of the department's workforce) and had achieved a result of 96, with nine dedicated master trainers having already trained 87 labor inspectors, over-exceeding its target of 60.

Results of participants' knowledge was still being collected and analyzed. For the step-down training that has been completed, FLIP was still collating pre-test and post-test results from the master trainers.

The training curriculum is high quality and useful as a reference guide for the identification of forced labor indicators. During the pandemic restrictions, the hybrid approach that combined online and F2F communications and training was effective, even though it was not the preferred method of learning, particularly for government stakeholders and for remote regions. In addition, the five-day training for LI staff was adapted to be spread over six weeks, with week-long "homework" exercises to present to colleagues at each weekly remote online session, as a practical method of learning. At the end of the training, each person received a certificate of completion, which labor officers regarded to be similar to a college/higher education course.

Outcome 2 on improved monitoring of working conditions was not yet completed. The results for Outcome 2 depend in part upon stakeholders integrating forced labor indicators into their

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[55] Interview MN07, Private, October 2021.
[56] Interview MN01, CSO, October 2021.

existing monitoring systems; hence, the measurement for success is the number of monitoring systems. FLIP has conducted stakeholder trainings, and extensive and broad consultations with stakeholders. During evaluation interviews with stakeholders, they reported that the concept was sound and that they had taken initial steps to start activities, but it takes time to make advances technically and systemically. Despite this, they were moving in a positive direction.

3.4. SUSTAINABILITY

EQ8. Are the project outcomes and sub-outcomes sustainable at the local and/or national level?[57] How effective has the project been in establishing ownership of the project objective and outcomes? What opportunities exist for project results to be leveraged or scaled-up for greater impact? To what extent have participating stakeholders incorporated or institutionalized the forced labor indicators approach into relevant programs and initiatives? What barriers do they perceive to using this approach?

Stakeholders rated FLIP's overall sustainability, to date, as Above-Moderate (Score 3). Using USDOL's 4-point Rapid Sustainability Rating Scorecard (Figure 2 and Annex F),[58] stakeholders rated each of FLIP's outcomes according to their perception of whether project interventions were moving toward sustainability when the project finishes. Combined with the evaluator's scores after interviewing each stakeholder group, FLIP's overall sustainability score remained at Above-Moderate.

Government representatives and the private sector rated FLIP's overall sustainability as High, whereas CSOs and trade unions rated it as Above-Moderate. Outcome 1 was rated High due to the training, curriculum, and resources. The concern for the sustainability of Outcome 2 depended on having monitoring systems in place institutionally, and Outcome 3 depended upon resources, particularly for the Labor Inspectorate. Mobility to conduct monitoring of forced labor indicators, particularly in remote regions, and the number of staff available and trained were also a concern for all stakeholders. Stakeholders stated that resources are critical to be able to implement the action plans that they devised, as part of FLIP activities, to incorporate forced labor indicators into their monitoring systems and implement the government's new Ten-Year Action Plan on the Eradication of Child Labor, Forced Labor, Human Trafficking and Modern Slavery in Africa (2020-2030): African Union Agenda 2063-SDG Target 8.7.[59]

All stakeholders agreed that FLIP had established a foundation for forced labor indicators understanding and training. As one government representative stated, the forced labor indicators will remain largely unchanged, unless there are major and influential changes to laws and regulations. If laws are amended, updated, or substantially modified, the government

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[57] It is understood that this question can be answered only to the extent that the project has assessed its outcomes and sub-outcomes. This evaluation is not a formal impact assessment.
[58] Twelve (55 percent) of the 22 evaluation participants responded to the rating scorecard – others did not respond because they were not directly involved in the relevant activities or were implementing staff. The 4-point ratings are: Low (Score 1), Moderate (Score 2), Above-Moderate (Score 3), and High (Score 4); some respondents gave fractional scores, e.g., 3.5.
[59] MELR (April 2021). Ten-Year Action Plan on Eradication of Child Labor, Forced Labor, Human Trafficking and Modern Slavery in Africa (2020-2030): African Union Agenda 2063-SDG Target 8.7.

is confident that they can modify the forced labor indicators accordingly to meet the required laws.

Figure 2. Sustainability Rating Score

PROJECT SUSTAINABILITY RATING	
COMMENTS	Likelihood that the Project Outcome becomes sustainable (One rating 1-5 for each outcome)
With a quality forced labor indicators curriculum for stakeholders, as well as capacity building and an online resource for wide public use, FL indicators were well understood.	**Outcome 1: Improved understanding of indicators of forced labor** 1　　2　　3　　**4** Low　Moderate　Above-moderate　**High**
Although stakeholders commenced discussions about monitoring systems and the integration of forced labor indicators, systems take time to implement institutionally beyond training. Therefore, it was not possible to fully assess the sustainability of "improved" monitoring of work conditions.	**Outcome 2: Improved monitoring of working conditions by labor stakeholders to address incidents of forced labor** 1　　**2**　　3　　4 Low　**Moderate**　Above-moderate　High
The Labor Inspectorate had been strengthened but there is concern that there are not enough labor inspectors to cover all regions adequately to conduct work place inspections. Mobility was also considered a challenging factor for sustainability. These are external factors, outside FLIP's measurement and control. Stakeholders indicated that internal factors were less likely to be a concern for sustainability.	**Outcome 3: Strengthened capacity of the Labor Inspectorate to address forced labor** 1　　2　　**3**　　4 Low　Moderate　**Above-moderate**　High

Outcome 3 on strengthened capacity of the Labor Inspectorate, including monitoring capacity (Outcome 2), was ongoing at the time of the evaluation. The MTE commented on FLIP's multi-stakeholder processes under Outcome 2, "which will constrain the integration of forced labor indicators into the labor monitoring systems of some institutions within the life of the project. This has limited the efforts of some stakeholders to transfer knowledge into the establishment of improved and harmonized labor monitoring systems, largely due to bureaucratic procedures. This aligns with the project's logic in setting relatively low targets for the number of modified labor monitoring systems."[60] The MTE comments seemed to bear out, but it is not known how much COVID-19 restrictions have also affected the achievements of integrating forced labor indicators into existing labor monitoring systems, even against the low targets.

Furthermore, the MELR has initiated the process to ratify Convention PO29 – the Protocol of 2014 to the Forced Labor Convention – which brings ILO international standards against

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[60] USDOL (2020). FLIP MTE Final Report, March 31, p. 24.

forced labor to the fore, emphasizes the link between forced labor and labor trafficking, and reaffirms the importance of law enforcement.[61]

3.4.1 PROMOTION OF SUSTAINABILITY

EQ9. What specific actions have and should USDOL, Verité, and other project stakeholders take to promote the sustainability of the project?

The Government of Ghana had a strong belief in the sustainability of the project in terms of understanding the forced labor indicators, using them, and conducting monitoring of working conditions against the indicators, particularly MELR and its Labor Department. Therefore, internal processes were sound as the basis for sustainability. External conditions, however, impact sustainability, such as resources to conduct effective, continuous, and regular monitoring of work places. Nevertheless, there are actions that FLIP, USDOL, and stakeholders can take to strengthen the likelihood of sustainability.

The FLIP online platform was regarded as a useful tool for citizens to learn about forced labor, as well as the government, CSOs and all stakeholders to use as a reference and refresher tool. This should be promoted across Ghana and Côte d'Ivoire, regionally within Africa to support the regional and Ghana Ten-Year Action Plan on Eradication of Child Labor, Forced Labor, Human Trafficking and Modern Slavery in Africa (2020-2030), and globally.

Additionally, FLIP staff continue to chair and manage the Technical Working Group in Ghana. This role, and its responsibilities, should be transferred to a government or other relevant entity to ensure ownership and continued commitment of its collaborative and inclusive approach to address forced labor. This would also enable the government to promote the awareness of forced labor and labor trafficking indicators across the appropriate ministries and agencies, to its stakeholders and partners – locally, nationally, regionally, and globally – and to its citizens.

3.4.2 EXPANSION INTO COTE D'IVOIRE

EQ10. Which practices should be considered for replication in the project's expansion into Côte d'Ivoire or for replication in other regions? How can project strategies or practices be adapted to enhance the potential for impact in Côte d'Ivoire and elsewhere?

The Technical Working Group model can be replicated in Côte d'Ivoire and elsewhere because it is inclusive and collaborative, providing an effective mechanism for information-sharing and networking.

Regardless of the different governmental and administrative structures between Ghana and Côte d'Ivoire, the training and capacity building delivery model that was adapted for Ghana during the pandemic can also be replicated elsewhere. The training delivery approach took a hybrid model (offering online or F2F sessions where relevant) and included a broader practical element of homework/exercises, which stakeholders called a college-style of learning. Thereby, some trainings could be offered over an extended period of time where possible (i.e., five weeks instead of five days), covering, for example, five modules with weekly assignments to be conducted in the workplace and brought to the online or F2F teaching sessions. This

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[61] Verité (January 2021). Report on the Ghana Labor Department's Work on Forced Labor (known as the Ghana Labor Inspectorate Assessment), p. 9.

method particularly suits government departments, such as a Labor Department, in which staff are working in the field monitoring workplaces.

The online learning platform is universally appropriate as a resource repository and referral mechanism for Côte d'Ivoire and requires minimal adaptation for regional and international use, except to include translations were possible.

FLIP'S partner NORC will complete the forced labor indicator tool in Ghana by March 2022 to assist stakeholders in understanding the indicators. The tool (a questionnaire) could also be rapidly tailored for Côte d'Ivoire by reviewing the country's national forced labor laws.

3.4.3   SUSTAINABILITY: CONCLUSION

FLIP's aim is to assist stakeholders to identify forced labor through an improved understanding and knowledge of forced labor indicators. The stakeholders interviewed during the evaluation were assessed for their understanding of forced labor indicators terminology and 92 percent were found to have medium to high familiarity with the indicators by naming at least two of them, especially trained officers in the Labor Inspectorate who could name, and discuss, up to ten of the 15 indicators. Outcome 2 aimed to ensure that forced labor indicators were integrated into existing monitoring systems. While stakeholders did foresee challenges, the results were slow – with two of the targeted five participating institutions using improved monitoring systems – although six institutions, from a target of four, have developed their own action plans. The over-achievement of OTP 2.1 "Number of institutions participating in consultation processes" (15 against a target of 8), which aimed toward improving their monitoring systems, showed that stakeholder interest and commitment to the forced labor indicators approach are high.

The project was also designed to achieve sustainable results through its partnerships with a wide range of stakeholders, and the evaluator noted strong collaboration and support among these entities. For example, one institution indicated that it would share its database, with integrated forced labor indicators, with other organizations for shared knowledge.

Of 12 stakeholders who responded to the evaluator's question about their optimism for the continuation of interventions after FLIP ends, 11 (92 percent) responded that they were optimistic or very optimistic. They viewed the project as timely, relevant, and productive, with appropriate strategies that actively engage stakeholders and provide pertinent resources for ongoing use.

However, stakeholders acknowledged that effective sustainability is contingent upon resources, because as people become more aware of forced labor and labor trafficking, the demand would increase for the monitoring of workplaces, accurate identification of cases, and referral to appropriate actions or services to address violations – on a continuum of educational redress or fines to criminal cases.

4. LESSONS LEARNED AND EMERGING GOOD PRACTICES

4.1. LESSONS LEARNED

LESSON LEARNED 1: **Forced labor indicators are universal across all sectors (OTC1):** Online learning platform resources and the curriculum for forced labor training were based upon 15

forced labor indicators to identify incidents and cases. These indicators are universal and can be applied across all workplaces: for example, the indicator "work with very low or no wages."

LESSON LEARNED 2: A collaborative and inclusive Technical Working Group is effective for networking, information sharing, and decision-making to support project outcomes (OTC1): A TWG with wide membership, from government ministries, agencies, and the police, to civil society organizations and trade unions, ensured the cross-fertilization of prevention, protection, and prosecution pillars across all processes for addressing forced labor. A membership of 16-24 individuals also ensured that attendance covers relevant entities as well as targeted and non-targeted sectors.

LESSON LEARNED 3: Designing a project with a minimal number of specific and clearly-defined objectives aids implementation, monitoring, and evaluation, as well as stakeholder support (OTC1): The project design and corresponding theory of change set out specific objectives that were understandable to the existing network of stakeholders because they extended the stakeholders' prior knowledge and experience with child labor, decent work, and ILO terminology. Additionally, existing structures and systems were in place that could accommodate the integration of new concepts and indicators. This enabled strong stakeholder support and participation for what was unanimously viewed as an extension of human rights, labor rights, and workers' rights.

LESSON LEARNED 4: Endline project outcome indicators need time to monitor, record, and document results (OTC1-3): FLIP has 17 indicators to measure its own progress: one overall PO indicator, five OTC indicators, and 11 output (OTP) indicators. It was useful to have outcome indicators to determine the results of their theory of change, so this is commendable. The PO and two OTCs will have their results collated at the end of the project (endline indicators), which is the usual process. However, due to the delays with the Labor Inspectorate TOT training, and the adaptive method of training delivery (over six weeks instead of five consecutive days), the results of the Labor Inspectorate endline indicators were not completed by the time of the evaluation, which affects the overall results against all trainings. Hence, adequate time should be provided to capture results or an interim step should be included, where possible, to collect data.

4.2. EMERGING GOOD PRACTICES

EMERGING GOOD PRACTICE 1: Establishment of a Technical Working Group (OTC1): The TWG was an effective communication and decision-making mechanism to support FLIP, provide advice to ensure the success of its implementation, and enable the country to address forced labor issues.

EMERGING GOOD PRACTICE 2: Adaptation of training to include practical activities to support theoretical and technical sessions (OTC3): To adapt to the COVID-19 restrictions, FLIP conducted remote TOT sessions over a longer period of time than planned, covering the same modules but having the participants undertake week-long practical exercises in the workplace to present at weekly remote sessions, similar to college-style education. All TOT courses were conducted online, while ministry-conducted step-down trainings were conducted F2F. This tri-modal hybrid approach was flexible, adaptable, experimental, and innovative to maximize different teaching and learning styles.

EMERGING GOOD PRACTICE 3: **Step-down training by paired TOT trainers (OTC3):** Nine trained senior labor officers completed the remote/practical TOT curriculum and conducted 3-day F2F trainings for labor officers, labor inspectors, or other Labor Inspectorate staff in the regions (currently 87 individuals). They paired together, travelled to the regions, and worked as four teams, which they found to be effective and constructive, comprehensively covering all topics.

5. RECOMMENDATIONS

5.1. GENERAL RECOMMENDATIONS – FOR USDOL ILAB

Table 11. General Recommendations and Supporting Evidence

Recommendation	Evidence	Section
NO 1: Ghana MELR Action Plan Consider a follow-up project to support Ghana in the implementation of its new (April 2021) Ten-Year Action Plan on Eradication of Child Labor, Forced Labor, Human Trafficking and Modern Slavery in Africa (2020-2030): Agenda 2063-SDG Target 8.7. Strengthen stakeholders – civil society, trade unions, employer associations, and government – extending the Technical Working Group mechanism to encourage tripartite meetings for policy debate to support the Ten-Year Plan.	The government has shown commitment towards an agenda that eliminates child labor, forced labor, and labor trafficking through the establishment of a Ten-Year Action Plan that stems from the African Union's 10-year commitment. The Ministry of Employment and Labor Relations also has shown a commitment to the United Nations Sustainable Development Goals agenda to 2030. Both of these commitments enhance the sustainability of forced labor mitigation. With government ownership and a new long-term strategy, USDOL has a willing partner to strengthen and improve systemic approaches, such as monitoring and prosecution of violations.	Section 3.4
NO 2: Labor rights, workers' rights Support a project in labor rights as a progression from child labor to forced labor and beyond. USDOL ILAB should consider including issues on labor and workers' rights in general, while continuing the mitigation of forced labor and labor trafficking in the next phase of a future labor project in the region. This could include engagement by the Office of Trade and Labor Affairs (OTLA), which provides assistance on broader labor rights.	Current global issues, such as the COVID-19 pandemic, citizen unrest about working conditions, high unemployment, and labor migration, have brought workers' rights to the foreground in governance, democracy, politics, and social services. Governments will need to address workers' rights as part of the human rights agenda.	Section 4.1

Recommendation	Evidence	Section
NO 3: GESI strategy Establish a project requirement, in future projects, to explicitly detail a gender equity and social inclusion (GESI) strategy with targets, goals, and outcomes, and regularly report against them.	The project did not have specific requirements or a strategy to address gender and wider inclusivity as part of awareness-raising and training interventions. The target audience addressed under a GESI strategy (vulnerable groups) are at greater risk of exposure to forced labor and trafficking and therefore a future project should clearly state strategies to raise awareness among these groups.	

5.2. GENERAL RECOMMENDATIONS – FOR THE IMPLEMENTING PARTNER

Table 12. Specific Recommendations and Supporting Evidence

Recommendation	Evidence	Section
NO 1: Technical Working Group Hand over the chair role and responsibilities to the government or appropriate entity to ensure sustainability.	FLIP continues to chair the TWG, and handover or continuity of the TWG has not yet been discussed. Although FLIP discussed sustainability-related issues with both the TWG and the MELR prior to December 2021, the implementing partner indicated that the issue of the handing over responsibilities will be addressed in December 2021.	Section 3.3.7
NO 2: Technical Working Group Replicate the Ghana Technical Working Group model in Côte d'Ivoire.	The TWG is inclusive and collaborative, providing an effective mechanism for communication, information sharing, and networking, as well as supporting the integration of forced labor indicators into capacity development, policies, and action plans.	Section 3.3.7, Section 4.1, Section 4.2
NO 3: Online Learning Platform Promote the online learning platform, including its accessibility and use as a training and reference resource.	Stakeholders commented on its usefulness for citizens, as well as civil society organizations, NGOs, and governments at the country, regional, and global level.	Section 3.3.8
NO 4: Project GESI strategy Consider establishing a project GESI strategy with targets, goals, and outcomes, and regularly report against them as part of documenting evidence on addressing gender and inclusivity issues in relation to forced labor and labor trafficking.	FLIP did not have specific requirements or a strategy to address gender and wider inclusivity as part of awareness-raising and training interventions.	

ANNEX A. LIST OF DOCUMENTS REVIEWED

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Verité (__). Labor Inspection Training on Forced Labor in Ghana, Lesson 4: Assessing Risk – Understanding What to Look For [PPT].

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Verité (__). Labor Inspection Training on Forced Labor in Ghana, Lesson 7: Strategic Planning [PPT].

Verité (__). Labor Inspection Training on Forced Labor in Ghana, Lesson 8: Coordination and Collaboration with Stakeholders [PPT].

Verité (__). Labor Inspection Training on Forced Labor in Ghana, Lesson 9: Data-Gathering, Record-Keeping and Reporting [PPT].

Verité (__). Labor Inspection Training on Forced Labor in Ghana, Lesson 10: Proactive Versus Reactive Inspections [PPT].

Verité (__). Labor Inspection Training on Forced Labor in Ghana, Lesson 11: Enhancing Inspections in the Informal Economy [PPT].

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ANNEX B. EVALUATION PARTICIPANTS

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ANNEX C. STAKEHOLDER WORKSHOP AGENDA AND PARTICIPANTS

USDOL Final Evaluation Forced Labor indicators Project (FLIP), Ghana

VIRTUAL (REMOTE) PRESENTATION VALIDATION SESSION ON PRELIMINARY RESULTS

Objective: to clarify and validate the Project's evaluation preliminary findings and conclusions.

Participants: Project Implementing Team (Verité) – in-country Ghana representatives and management/backstop team in the US; and invited Technical Working Group members.

AGENDA

- Welcome and introduction of participants

- Evaluator presentation of preliminary findings and conclusions

- Questions for clarification and discussion

- Validate current Project results and any outstanding data requests

- Next steps

- Any other business

- End of meeting

ANNEX D. TERMS OF REFERENCE

Background and Justification

The Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) is an office within the Bureau of International Labor Affairs (ILAB), an agency of the U.S. Department of Labor (USDOL). 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, forced labor, and human trafficking.

OCFT works to combat child labor, 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 exploitive child labor 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 support sustained efforts that address child labor and forced labor's underlying causes, including poverty and lack of access to education.

This evaluation approach will be in accordance with DOL's Evaluation Policy.[62] OCFT is committed to using the most rigorous methods applicable for this qualitative performance evaluation and to learning from the evaluation results. The evaluation will be conducted by an independent third party and in an ethical manner and safeguard the dignity, rights, safety and privacy of participants. The quality standards underlying this evaluation are: Relevance, Coherence (to the extent possible), Effectiveness, Efficiency, Impact (to the extent possible), and Sustainability.[63] In conducting this evaluation, the evaluator will strive to uphold the American Evaluation Association Guiding Principles for Evaluators.[64] OCFT will make the evaluation report available and accessible on its website.

Project Context

Despite a relatively strong national anti-trafficking legal framework and significant government efforts and resources, forced labor and labor trafficking or trafficking risks have been documented in a number of key economic sectors in Ghana, including cocoa, gold, palm oil, cashews, plantation-based fruit agriculture (bananas and pineapples), fishing, and shea. The risk of forced labor and human trafficking in Ghana is particularly high among migrant populations. While child labor in cocoa has been the focus of robust resourcing and programming, forced labor and labor trafficking in cocoa have been less well scrutinized, and other sectors in Ghana with troubling labor risk profiles have not benefited from the same degree of intervention as that in cocoa.

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[62] For more information on DOL's Evaluation Policy, please visit.
https://www.dol.gov/asp/evaluation/evaluationpolicy.htm
[63] From Better Criteria for Better Evaluation: Revised Evaluation Criteria Definitions and Principles for Use by the Organization for Economic Development's Development Assistance Committee (OECD-DAC) Network on Development Evaluation. DOL determined these criteria are in accordance with the Office of Management and Budget Guidance M-20-12. For more information, please visit:
https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf
[64] For more information on the American Evaluation Association's Guiding Principles, please visit:
https://www.eval.org/p/cm/ld/fid=51

Government anti-trafficking efforts are limited by a lack of systematic data-collection, monitoring, and analysis, and private sector efforts to monitor labor practices have largely focused narrowly on the prevention of child labor in the country's high-profile cocoa industry. One of the persistent challenges faced by companies, governments, and others interested in monitoring for and preventing forced labor and labor trafficking is the difficulty of identifying and documenting when it is that a job that may be unpleasant or poorly paid tips over into a situation in which a worker is unfree to leave, in a legal sense. While some situations of bondage are extreme and easily recognized, more commonly forced labor results from a compilation of factors in a given worker's experience that, taken on their own, are not illegal, but in combination result in that worker being unfree to leave the job.

Over the last decade, the United States Department of Labor's Bureau of International Affairs (ILAB) Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) and its grantees have made significant gains in monitoring child labor issues in Ghana. OFCT has effectively mobilized stakeholders within Ghana around child labor issues across various sectors. To build on this progress, ILAB provided funding to Verité, an international labor rights NGO, to advance the capacity of government, private sector, civil society, and other stakeholders in Ghana to combat forced labor and labor trafficking of adults and children through the promotion of an innovative and actionable approach to understand and address forced labor grounded in the indicator-based framework developed by the International Labor Organization (ILO).

Project Specific Information

In November 2017, Verité, Inc. received a US$2 million cooperative agreement from OCFT to implement the Forced Labor Indicators Project (FLIP) in Ghana, with a project performance period of January 2018 – May 2021. A project modification, received in October 2020, increased the total amount of funding to US$3,490,318 and extended the end date to December 7, 2021. Verité is partnering with the National Opinion Research Center at the University of Chicago (NORC) and the International Cocoa Initiative (ICI) to implement the FLIP project.

The project is working to support stakeholder understanding of forced labor and forced labor indicators, integrate forced labor into labor monitoring systems, and strengthen the capacity of the labor inspectorate to identify and address forced labor. FLIP promotes the use of the ILO framework on forced labor indicators as a shared vocabulary and analytic framework for use by law enforcement, private sector due diligence monitors, social service providers, and civil society actors in Ghana. The project leveraged the established programming and monitoring infrastructure in Ghana for combatting child labor in the cocoa industry and built upon learnings from this experience to adapt tools and approaches in other sectors prone to forced labor vulnerabilities.

FLIP's overall project objective is that companies, employers, governments, civil society and workers have improved capacity to use ILO indicators of forced labor to understand and address forced labor and labor trafficking in Ghana. The project coordinates closely with a range of labor stakeholders in the cocoa sector, palm oil sector, and gold sector to achieve the following outcomes:

- **Outcome 1:** Improved understanding of indicators of forced labor, including indicators of labor trafficking. To improve stakeholder understanding of indicators of forced labor,

the project developed and disseminated resources that provide information on the forced labor indicators approach generally as well as on how it applies to target sectors in Ghana.

- **Outcome 2**: Improved monitoring of working conditions by labor stakeholders to identify indicators and address incidents of forced labor and labor trafficking. The project focused on ensuring that components of existing labor monitoring systems are aligned with the forced labor indicators approach as a means to improve monitoring of working conditions by labor stakeholders who seek to identify and address indicators and incidents of forced labor and human trafficking.

- **Outcome 3:** Strengthened capacity of the labor inspectorate to address forced labor and labor trafficking. Given the critical role the institution plays in monitoring labor issues, a separate training process targeted the Ghanaian labor inspectorate.

Purpose and Scope of Evaluation

Evaluation Purpose

The purpose of final performance evaluations covered under this contract includes, but may not be limited to, the following:

- Assessing if the project has achieved its objectives and outcomes, identifying the challenges encountered in doing so, and analyzing the driving factors for these challenges;

- Assessing the intended and unintended effects of the project;

- Assessing lessons learned and emerging practices from the project (e.g., strategies and models of intervention) and experiences in implementation that can be applied in current or future projects in the focus country(-ies) and in projects designed under similar conditions or target sectors; and

- Assessing which outcomes or outputs can be deemed sustainable.

Intended Users

The evaluation will provide OCFT, the grantee, other project stakeholders, and stakeholders working to combat child labor more broadly, an assessment of the project's performance, its effects on project participants, and an understanding of the factors driving the project results. The evaluation results, conclusions and recommendations will serve to inform any project adjustments that may need to be made, and to inform stakeholders in the design and implementation of subsequent phases or future child labor elimination projects as appropriate. The evaluation report will be published on the USDOL website, so the report should be written as a standalone document, providing the necessary background information for readers who are unfamiliar with the details of the project.

Below are specific focus areas that need to be addressed during the evaluation process. These should be discussed with the evaluator and incorporated into questions as needed.

All questions should be organized under the following OECD Evaluation categories:

- Design relevancy and validity,

- Coherence,

- Efficiency,

- Effectiveness,

- Sustainability

Evaluation questions:

Relevance

1. How relevant is the project's design and theory of change in light of the present context in which it operates? Does the available qualitative and quantitative information confirm the theory of change to be valid and accurate? How has this been affected by COVID-19?

2. Have any changes to the national (and regional) landscape impacted the critical assumptions articulated in the theory of change? If so, what strategy did the project use for adaptation?

Coherence

3. To what extent is the project compatible with other related interventions in the country? To what extent has the project coordinated and established links with other donor-funded projects or other interventions led by national stakeholders?

Effectiveness

4. Is the project on track to meet its targets/objects (per Annex 1 of the Terms of Reference [TOR])? What are the factors driving and/or hindering results so far? To what extent are the various stakeholder groups conversant in FL indicators terminology?

5. What challenges did the project face in its implementation and what efforts were made to overcome these challenges?

6. How did the Technical Working Group support achievement of project outcomes? What role can/should the TWG play in addressing forced labor after the project's completion?

7. How can the online learning platform (FLIP website with e-learning courses) best support the needs of Ghanaian stakeholders? How are the resources being used, and by whom? How can this be adapted to be regionally and globally relevant?

Sustainability

8. Are the project outcomes and sub-outcomes sustainable at the local and/or national level?[65] How effective has the project been in establishing ownership of the project

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[65] It is understood that this question can be answered only to the extent that the project has assessed its outcomes and sub-outcomes. This evaluation is not a formal impact assessment.

objective and outcomes? What opportunities exist for project results to be leveraged or scaled-up for greater impact?

- To what extent have participating stakeholders incorporated or institutionalized the forced labor indicators approach into relevant programs and initiatives? What barriers do they perceive to using this approach?

9. What specific actions have and should USDOL, Verité, and other project stakeholders take to promote the sustainability of the project?

10. Which practices should be considered for replication in the project's expansion into Côte d'Ivoire? Or for replication in other regions? How can/should project strategies or practices be adapted to enhance the potential for impact in Côte d'Ivoire and elsewhere?

Evaluation Methodology and Timeframe

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

A. Approach

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

All Evaluations Should:

- Identify which interventions are most effective at producing the desired outcomes.

- Identify which outcomes and, where applicable, which outputs have the greatest likelihood of being sustained after donor funding ends.

- Objectively rate the level of achievement of each of the project's major outcomes on a four-point scale (low, moderate, above-moderate, and high).

- As relevant, assess whether the results from the Routine Data Quality Assessment (RDQA) were used by the project to formulate and implement measures to strengthen their data management and reporting system and improve data quality.

- Include evaluator activity to review CMEP data with grantee.

To the extent that it is available, quantitative data will be drawn from the CMEP and project reports and incorporated in the analysis. In particular, project monitoring data shall be triangulated with relevant quantitative or qualitative data collected during fieldwork, in order to objectively rate the level of achievement of each of the project's major outcomes on a four-point scale (low, moderate, above-moderate, and high).

The evaluation approach will be independent in terms of the membership of the evaluation team. Project staff and implementing partners will generally only be present in meetings with

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

1. Methods of data collection and stakeholder perspectives will be triangulated for as many as possible of the evaluation questions.

2. As relevant, efforts will be made to include parents' and children's voices and beneficiary participation generally, using child-sensitive approaches to interviewing children following the ILO-IPEC guidelines on research with children on the worst forms of child labor[66] and UNICEF Principles for Ethical Reporting on Children.[67]

3. Gender and cultural sensitivity will be integrated in the evaluation approach.

4. Consultations will incorporate a degree of flexibility to maintain a sense of ownership of the stakeholders and beneficiaries, allowing additional questions to be posed that are not included in the TOR, whilst ensuring that key information requirements are met.

5. As far as possible, a consistent approach will be followed in each project site, with adjustments made for the different actors involved, activities conducted, and the progress of implementation in each locality.

B. Evaluation Team

The evaluation team will consist of a professional evaluator, with experience in the topics of forced labor, capacity building and monitoring systems.

If relevant, one member of the project staff may make introductions before the start of the interviews. This person will not be involved in the evaluation process, and will not be present once the data collection begins.

The evaluator will be responsible for developing the methodology in consultation with SFS, USDOL, and the project staff; directly conducting interviews and facilitating other data collection processes; analyzing the evaluation material gathered; presenting feedback on the initial results of the evaluation to the national stakeholder meeting and preparing the evaluation report.

C. Data Collection Methodology

1. Document Review

- Pre-field visit preparation includes extensive review of relevant documents

- During fieldwork, documentation will be verified and additional documents may be collected

- The evaluator shall also review the RDQA form completed by the grantee. The evaluator shall assess whether results from the RDQA were used by the project to formulate and implement measures to strengthen their data management and reporting system and improve data quality. The evaluator's analysis should be included in the evaluation

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[66] http://www.ilo.org/ipecinfo/product/viewProduct.do?productId=3026
[67] https://www.unicef.org/media/reporting-guidelines

report.

- The evaluator shall also review key CMEP outcome and OCFT Standard Output indicators with the grantee. This will include reviewing the indicator definitions in the CMEP's Performance Monitoring Plan (PMP) and the reported values in the Technical Progress Report (TPR) Annex A to ensure the reporting is accurate and complete.

- Documents may include:

  o CMEP documents and data reported in Annex A of the TPR,

  o RDQA form as appropriate

  o Baseline and endline survey reports or pre-situational analyses,

  o Project document and revisions,

  o Project budget and revisions,

  o Financial Reports (FFRs)

  o Cooperative Agreement and project modifications,

  o Technical Progress and Status Reports,

  o Project Results Frameworks and Monitoring Plans,

  o Original work plan and most current revised work plan,

  o Correspondence related to Technical Progress Reports,

  o Management Procedures and Guidelines,

  o Research or other reports undertaken (KAP studies, etc.), and,

  o Project files (including school records) as appropriate.

2.   Question Matrix

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

3.   Interviews with stakeholders

This is a remote evaluation, and all interviews will be conducted virtually. Informational interviews will be held with as many project stakeholders as possible. The evaluator will solicit, **as relevant**, the opinions of, but not limited to: community members in areas where activities occurred, government representatives, employers and private-sector actors, legal authorities, union and NGO officials, the action program implementers, and program staff regarding the project's accomplishments, program design, sustainability, and the working relationship between project staff and their partners, where appropriate. Depending on the circumstances, these meetings will be one-on-one or group interviews.

Technically, stakeholders are all those who have an interest in a project, such as

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

- OCFT staff responsible for this evaluation and project prior to the commencement of the field work

- Implementers at all levels

- Headquarters, Country Director, Project Managers, and Field Staff of Grantee and Partner Organizations

- Government Ministry Officials and Local Government Officials who have been involved in or are knowledgeable about the project

- Community leaders, members, and volunteers

- International NGOs and multilateral agencies working in the area

- U.S. Embassy staff members.

4. Outcome Achievement and Sustainability Ratings

The evaluator should objectively rate the level of achievement and potential for sustainability of each of the project's outcomes on a four-point scale (low, moderate, above-moderate, and high).

ACHIEVEMENT

"**Achievement**" measures the extent to which a development intervention or project attains its objectives/outcomes, as described in its PMP.

For assessing the achievement of program or project outcomes, the evaluation team should consider the extent to which the objectives/outcomes were achieved and identify the major factors influencing the achievement or non-achievement of the objectives/outcomes. *For interim evaluations,* the evaluation team should also consider the likelihood of the objectives/outcomes being achieved by the end of the project if the critical assumptions hold, as well as the extent the project requires course corrections to bring it back on track. *For final evaluations,* the evaluation team should consider to what extent the project is likely to meet or exceed its targets by project end.

Project achievement ratings should be determined through triangulation of qualitative and quantitative data. The evaluation team should collect qualitative data from key informant interviews and focus group discussions through a structured data collection process, such as a survey or rapid scorecard. Interviews and focus groups can also provide context for the results reflected in the Data Reporting Form submitted with the Technical Progress Report (TPR). The evaluation team should also analyze quantitative data collected by the project on key performance indicators defined in the PMP and reported on in the TPR Data Reporting Form. The evaluation team should consider the reliability and validity of the performance indicators and the completeness and accuracy of the data collected. The assessment of quantitative data should consider the extent to which the project achieved its targets and whether these targets were sufficiently ambitious and achievable within the period evaluated. The evaluation team should assess each of the project's objective(s) and outcome(s) according to the following scale:

- **High:** met or exceeded most targets for the period evaluated, with mostly positive feedback from key stakeholders and participants.

- **Above-moderate:** met or exceeded most targets for the period evaluated, **but** with mostly neutral or negative feedback from key stakeholders and participants.

- **Moderate:** missed most targets for the period evaluated, **but** with mostly positive feedback from key stakeholders and participants.

- **Low:** missed most targets for the period evaluated, with mostly neutral or negative feedback from key stakeholders and participants.

SUSTAINABILITY

"**Sustainability**" is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn. When evaluating the sustainability of a project, it is useful to consider the likelihood that the benefits or effects of a particular output or outcome will continue after donor funding ends. It also important to consider the extent to which the project takes into account the actors, factors, and institutions that are likely to have the strongest influence over, capacity, and willingness to sustain the desired outcomes and impacts. Indicators of sustainability could include agreements/linkages with local partners, stakeholder engagement in project sustainability planning, and successful handover of project activities or key outputs to local partners before project end, among others.

The project's Sustainability Plan (including the associated indicators) and TPRs (including the attachments) are key (but not the only) sources for determining its rating. The evaluation team should assess each of the project's objective(s) and outcome(s) according to the following scale:

- **High:** strong likelihood that the benefits of project activities will continue after donor funding is withdrawn and the necessary resources [68] are in place to ensure sustainability;

- **Above-moderate:** above average likelihood that the benefits of project activities will continue after donor funding is withdrawn and the necessary resources are identified but not yet committed;

- **Moderate:** some likelihood that the benefits of project activities will continue after donor funding is withdrawn and some of the necessary resources are identified;

- **Low:** weak likelihood that that the benefits of project activities will continue after donor funding is withdrawn and the necessary resources are not identified.

In determining the rating above, the evaluation team should also consider the extent to which sustainability risks were adequately identified and mitigated through the project's risk management and stakeholder engagement activities. *For final evaluations*, the evaluation team should assess the risk environment and its expected effects on the project outcomes

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[68] Resources can include financial resources (i.e. non-donor replacement resources), as well as organization capacity, institutional linkages, motivation and ownership, and political will, among others.

after the project exits and the capacity/motivation/resources/linkages of the local actors/stakeholders to sustain the outcomes produced by the project.

D. Ethical Considerations and Confidentiality

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

E. Stakeholder Meeting

Following the field visits, a virtual stakeholder meeting will be organized by the project and led by the evaluator to bring together a wide range of stakeholders, including the implementing partners and other interested parties to discuss the evaluation results. The list of participants to be invited will be developed in consultation with project staff before the end of fieldwork. ILAB staff may participate in the stakeholder meeting, if available. ILAB and project staff may coordinate with relevant US Embassy representatives for their participation, as well.

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

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

- Presentation by the evaluator of the preliminary main results

- Feedback and questions from stakeholders on the results

- Opportunity for implementing partners not met to present their views on progress and challenges in their locality

- If appropriate, Possible Strengths, Weaknesses, Opportunities and Threats (SWOT) exercise on the project's performance

- Discussion of recommendations to improve the implementation and ensure sustainability. Consideration will be given to the value of distributing a feedback form for participants to nominate their "action priorities" for the remainder of the project.

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

F. Limitations

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

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

G. Roles and Responsibilities

SFS (the Contractor) is responsible for accomplishing the following items:

- Providing all evaluation management and logistical support for evaluation deliverables within the timelines specified in the contract and TOR;

- Providing all logistical support for travel associated with the evaluation;

- Providing quality control over all deliverables submitted to ILAB;

- Ensuring the Evaluation Team conducts the evaluation according to the TOR.

The Evaluator will conduct the evaluation according to the TOR. The Evaluator is responsible for accomplishing the following items:

- Receiving and responding to or incorporating input from the grantees and ILAB on the initial TOR draft;

- Finalizing and submitting the TOR and sharing concurrently with the grantees and ILAB;

- Reviewing project background documents;

- Reviewing the evaluation questions and refining them as necessary;

- Developing and implementing an evaluation methodology, including document review, KIIs and Focus Group Discussion (FGDs), and secondary data analysis, to answer the evaluation questions;

- Conducting planning meetings or calls, including developing a field itinerary, as necessary, with ILAB and grantees;

- Deciding the composition of KII and FGD participants to ensure the objectivity of the evaluation;

- Developing an evaluation question matrix for ILAB;

- Presenting preliminary results verbally to project field staff and other stakeholders as determined in consultation with ILAB and grantees;

- Preparing an initial draft of the evaluation report for ILAB and grantee review;

- Incorporating comments from ILAB and the grantee/other stakeholders into the final report, as appropriate.

- Developing a comment matrix addressing the disposition of all of the comments

provided;

- Preparing and submitting the final report.

ILAB is responsible for the following items:

- Launching the contract;

- Reviewing the TOR, providing input to the evaluation team as necessary, and agreeing on final draft;

- Providing project background documents to the evaluation team, in collaboration with the grantees;

- Obtaining country clearance from U.S. Embassy in fieldwork country;

- Briefing grantees on the upcoming field visit and working with them to coordinate and prepare for the visit;

- Reviewing and providing comments on the draft evaluation report;

- Approving the final draft of the evaluation report;

- Participating in the pre- and post-trip debriefing and interviews;

- Including the ILAB evaluation contracting officer's representative on all communication with the evaluation team.

The grantee is responsible for the following items:

- Reviewing the TOR, providing input to the evaluation team as necessary, and agreeing on the final draft;

- Providing project background materials to the evaluation team, in collaboration with ILAB;

- Preparing a list of recommended interviewees with feedback on the draft TOR;

- Participating in planning meetings or calls, including developing a field itinerary, as necessary, with ILAB and evaluator;

- Scheduling meetings during the field visit and coordinating all logistical arrangements;

- Helping the evaluation team to identify and arrange for interpreters as needed to facilitate worker interviews;

- Reviewing and providing comments on the draft evaluation reports;

- Organizing, financing, and participating in the stakeholder debriefing meeting;

- Providing in-country ground transportation to meetings and interviews;

- Including the ILAB program office on all written communication with the evaluation team.

Expected Outputs/Deliverables

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

1. Table of Contents

2. List of Acronyms

3. Executive Summary (no more than **five pages** providing an overview of the evaluation, summary of main results/lessons learned/emerging good practices, and key recommendations)

4. Evaluation Objectives

5. Project Description

6. Listing of Evaluation Questions

7. Results

   a. The results section includes the facts, analysis, and supporting evidence. The results section of the evaluation report should address the evaluation questions. It does not have to be in a question-response format, but should be responsive to each evaluation question.

8. Conclusions and Recommendations

   a. Conclusions – interpretation of the facts, including criteria for judgments

   b. Lessons Learned and Emerging Good Practices[69]

   c. Key Recommendations - critical for successfully meeting project objectives and/or judgments on what changes need to be made for sustainability or future programming

9. Annexes –

   a. List of documents reviewed;

   b. Interviews (including list of stakeholder groups; without personally identifiable information in web version)/meetings/site visits;

   c. Stakeholder workshop agenda and participants;

   d. TOR, Evaluation Methodology and Limitations;

   e. Summary of Recommendations (citing page numbers for evidence in the body of the report, listing out the supporting evidence for each recommendation, and identifying party that the recommendation is directed toward).

The key recommendations must be **action-oriented and implementable**. The recommendations should be clearly linked to results and directed to a specific party to be implemented. It is preferable for the report to contain no more than 10 recommendations, but other suggestions may be incorporated in the report in other ways. The total length of the report should be approximately 30 pages for the main report, excluding the executive summary and annexes.

The first draft of the report will be circulated to OCFT and the grantee individually for their

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[69] An emerging *good practice* is a process, practice, or system highlighted in the evaluation reports as having improved the performance and efficiency of the program in specific areas. They are activities or systems that are recommended to others for use in similar situations. A *lesson learned* documents the experience gained during a program. They may identify a process, practice, or systems to avoid in specific situations.

review. The evaluator will incorporate comments from OCFT and the grantee/other key stakeholders into the final reports as appropriate, and the evaluator will provide a response, in the form of a comment matrix, as to why any comments might not have been incorporated.

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

ANNEX E. EVALUATION DESIGN MATRIX

OECD DAC Evaluation Criterion:
RELEVANCE

Evaluation Questions:

1. How relevant is the project's design and theory of change in light of the present context in which it operates? Does the available qualitative and quantitative information confirm the theory of change to be valid and accurate? How has this been affected by COVID-19?

2. Have any changes to the national (and regional) landscape impacted the critical assumptions articulated in the theory of change? If so, what strategy did the project use for adaptation?

Evaluation Question Background: These evaluation questions aim to determine the relevancy of the project design and planning to ensure that the overall project objective, and all their associated activities and outcomes are on track (as at October 2021) to complete a successful project by December 2021 – particularly by indicator targets and results (as detailed in the project's theory of change).

Project Objective: companies, employers, governments, civil society and workers have improved capacity to use ILO indicators of forced labor to understand and address forced labor and labor trafficking in Ghana.

Investigation	Source of Information	Data Collection Tool	Comments
Is the Project scope, objectives & activities in line with key USDOL & GOG strategies? Are sectors appropriate and well-selected?	• Project documents • USG & GOG KIIs	• Document content & context • KII Interview Guide	• Content & context analysis • Probe rationale for selection of sectors
Examine TOC and outcomes in the Ghana context	• Project documents • TPRs • IP KIIs	• Document content & context • KII Interview Guide	• Content & context analysis
Stakeholder analysis	• Project docs • TPRs • KIIs	• Document content & context • KII Guide	• Stakeholder analysis • Content & context analysis • Gap analysis
Analysis of COVID-19 impact on implementation – delays, changes to approaches?	• Project documents • KII interviews	• Document content & context • KII Guide	• Content & context analysis

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OECD DAC Evaluation Criterion:
COHERENCE

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Evaluation Question:

3. To what extent is the project compatible with other related interventions in the country? To what extent has the project coordinated and established links with other donor-funded projects or other interventions led by national stakeholders?

Evaluation Question Background: A key feature of the OECD DAC revised evaluation criteria in 2020 is the addition of one major new criterion – coherence – "to better capture linkages, systems thinking, partnership dynamics, and complexity" (p. 3). For example, a lack of coherence can lead to duplication of efforts. Hence, the criterion aims to focus on determining the synergies, or trade-offs, between policy and cross-government coordination and the extent to which they support or undermine the project. This could include *internal coherence* (synergies and interlinkages between the Project and other IP interventions) and *external coherence* (synergies with interventions by other actors). More critically, the USDOL question focuses on internal coherence. Therefore, the evaluator will analyze the coherence of the project with other projects in Ghana.

OECD DAC (2020). Revised Criteria, January: https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf.

Investigation	Source of Information	Data Collection Tool	Comments
What are the coordination efforts between existing projects in Ghana to leverage results?	• Project documents • USG documents • USG & IP KIIs	• Document content & context • KII Interview Guide	• Content & context analysis • Stakeholder & donor coordination analysis

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OECD DAC Evaluation Criterion:
EFFECTIVENESS

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Evaluation Questions:

4. Is the project on track to meet its targets/objects (per Annex 1 of the TOR)? What are the factors driving and/or hindering results so far?

5. What is the level of participation of the various stakeholders, their degree of commitment to project execution, and their contribution towards the project's objectives? How has the level of participation changed over the course of implementation?

6. To what extent are the various stakeholder groups conversant in FL indicators terminology?

7. What challenges did the project face in its implementation and what efforts were made to overcome these challenges?

8. How did the Technical Working Group support achievement of project outcomes? What role can/should the TWG play in addressing forced labor after the project's completion?

9. How can the online learning platform (FLIP website with e-learning courses) best support the needs of Ghanaian stakeholders? How are the resources being used, and by whom? How can this be adapted to be regionally and globally relevant?

Evaluation Question Background: FLIP aims to effectively improve the capacity of stakeholders to use ILO indicators of forced labor to address FL and labor trafficking in Ghana, through 1) their full understanding of indicators, 2) to monitor working conditions in places of employment, and 3) to strengthen the Labor Inspectorate to play a critical role in mitigating FL and labor trafficking.

The EQs also aim to determine whether there are challenges and gaps to fulfilling the project's objective. Furthermore, in working toward the objective, the questions aim to determine the extent of stakeholder engagement and ownership of the project, and whether the government, unions, CSOs, and employers are being supported in terms of their priorities to address FL and labor trafficking.

Investigation	Source of Information	Data Collection Tool	Comments
Analysis of performance results	• TPR • Related statistics • KIIs	• Document content & context • KII Guide • Achievement Rating Scorecard	• Content, contribution & gap analysis • Gap analysis • Analysis of Achievement Rating Scorecard
Analysis of improved understanding and knowledge of the ILO indicators	• Training lessons & resources • KIIs • Online platform • Pre- and post-assessments	• Document content & context • KII Interview Guide	• Content & contribution analysis • Application/use analysis • KAP results
Analysis of monitoring of working conditions – consultation processes and monitoring system in place that aligns with FL indicators	• KIIs • Training modules	• Document content & context • KII Interview Guide	• Content & contribution analysis • Effectiveness of monitoring • Participation rates
Capacity of the Labor Inspectorate strengthened – training, resources, and train-the-trainer follow-on	• KIIs • Training lessons & resources • LI staff	• Document content • KII Interview Guide	• Content & contribution analysis
Targeted institutions with capacity to understand and address FL and labor trafficking issues	• PPRs • KIIs • Action plans	• Document content • KII Interview Guide • Sustainability Rating Scorecard	• Stakeholder analysis • Content & contribution analysis • Gap analysis
Degree/extent of buy-in & ownership of government and stakeholders	• PPRs • KIIs	• Document content • KII Interview Guide	• Stakeholder analysis • Satisfaction analysis/review

OECD DAC Evaluation Criterion:
SUSTAINABILITY

Evaluation Questions:

10. Are the project outcomes and sub-outcomes sustainable at the local and/or national level?[70] How effective has the project been in establishing ownership of the project objective and outcomes? What opportunities exist for project results to be leveraged or scaled-up for greater impact?

    o To what extent have participating stakeholders incorporated or institutionalized the forced labor indicators approach into relevant programs and initiatives? What barriers do they perceive to using this approach?

11. What specific actions have and should USDOL, Verité, and other project stakeholders take to promote the sustainability of the project?

12. Which practices should be considered for replication in the project's expansion into Côte d'Ivoire? Or for replication in other regions? How can/should project strategies or practices be adapted to enhance the potential for impact in Côte d'Ivoire and elsewhere?

Investigations	Source of Information	Data Collection Tool	Comments
Evidence of continued application of skills acquired through the project	• KIIs • Relevant documents	• KII Interview Guide • FGD Guide • Sustainability Rating Scorecard	• Content & contribution analysis • Trend analysis • Analysis of Sustainability Rating Scores
Evidence of GOG (Labor Inspectorate – TOT participants) to be able to sustain itself operationally after completion of the project	• KIIs • Relevant documents	• KII Interview Guide • FGD Guide • Sustainability Rating Scorecard	• Content & contribution analysis • Trend analysis • Analysis of Sustainability Rating Scores

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[70] It is understood that this question can be answered only to the extent that the project has assessed its outcomes and sub-outcomes. This evaluation is not a formal impact assessment.

ANNEX F. PROJECT PERFORMANCE INDICATOR RESULTS

Results to November 24, 2021

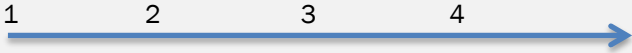| INDICATORS	TARGET	ACTUAL
PROJECT OBJECTIVE: Companies, employers, governments, civil society and workers have improved capacity to use ILO indicators of forced labor to understand and address forced labor and labor trafficking in Ghana		
PO: Number of targeted institutions with improved capacity to understand and address forced labor and labor trafficking	4	Endline +
OUTCOME 1: Improved understanding of indicators of forced labor, including indicators of labor trafficking		
OTC 1.a Number of individual stakeholders with improved knowledge of FL indicators	55 ^	96
OTC 1.b Percentage of KII respondents who are conversant in FL indicators terminology	50%	92% ++
Output 1.1: Written strategy developed to engage stakeholders on how to identify and apply FL indicators		
OTP 1.1 Final draft of strategy document completed	1	1
Output 1.2: Resources addressing FL definitions, FL indicators approach, & FL indicators in sectors available		
OTP 1.2. Number of resources published	10	7
Output 1.3: Stakeholders sensitized on forced labor and forced labor indicators		
OTP 1.3 Number of individuals sensitized on forced labor and forced labor indicators	150 ^^	255
OUTCOME 2: Improved monitoring of working conditions by labor stakeholders to identify indicators and address incidents of forced labor and labor trafficking.		
OTC 2. Number of participating institutions using improved labor monitoring systems	5	2
Output 2.1 Stakeholders participate in initial consultation process		
OTP 2.1 Number of institutions participating in consultation process	8	15
Output 2.2 Institutions document a strategy for adopting a forced labor indicators approach		
OTP 2.2 Number of institutions with draft action plan to adopt FL indicators approach	4	6

INDICATORS	TARGET	ACTUAL
Output 2.3 Stakeholders have labor monitoring systems that are aligned with the forced labor indicators approach		
OTP 2.3 Number of labor monitoring systems that align with FL indicators approach	4	3
OUTCOME 3: Strengthened capacity of the labor inspectorate to address forced labor and labor trafficking		
OTC 3. Percentage of trained LI staff with strengthened FL monitoring capacity	30%	Endline +++
Intermediate Outcome 3.1: Labor inspectorate has improved knowledge to address forced labor & labor trafficking		
OTC 3.1 Percentage of trained LI staff who demonstrate improved knowledge	75%	78%
Output 3.1.1: Tools and curriculum tailored to the needs of the labor inspectorate are developed		
OTP 3.1.1 Number of new resources developed for the Labor Inspectorate	1	2
Output 3.1.2: Labor inspectorate staff trained on knowledge and skills needed to monitor for forced labor indicators		
OTP 3.1.2 Number of Labor Inspectorate staff members trained	100	96
Output 3.1.3: Sub-group of trained mid-level staff conduct their own trainings to cascade knowledge to their peers		
OTP 3.1.3a Number of trainees who train their colleagues on forced labor monitoring	4	8 #
OTP 3.1.3b Number of individuals trained by Labor Inspectorate trainees	60	87 ##
Output 3.1.4: All trained mid-level labor inspectorate staff apply learning to their daily work		
OTP 3.1.4 (OTC 3.2 in the revised CMEP) Percentage of surveyed trainees who report new knowledge or skills used in their work	50%	Endline ###

Verité (2021). October TPR, Data accessed November 22, 2021: The FLIP database is regularly updated, with links to data (more current than reported in the TPR), which FLIP made available to the evaluator for use in the draft report.
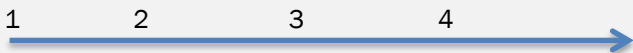
Notes: ^   Original target was 20.
        ^^   Original target was 50.
        +   **These results are incomplete at the time of the evaluation.**
        ++   See Section 3.3.1 Conversant in Forced Labor Indicators Terminology of this report for details.
        +++   **These results are incomplete at the time of the evaluation. Ongoing, and currently** at 6%.
        #   To date, 8 TOT-trained participants have trained 87 labor inspectors (OTP 3.1.3b).
        ##   Ongoing.
        ###   **These results are incomplete at the time of the evaluation as they rely on a final survey of trainees, which the FLIP team will implement internally.**

ANNEX G. USDOL RAPID SCORECARD TEMPLATE

From your perspective,[71] rate how effectively (e.g., moving project toward its intended results) the Project has been regarding each of its specific outcomes:	
Project Outcome (Circle one rating 1-5 for each element)	**Comments**
Outcome 1: 1　　　2　　　3　　　4 → Low　Moderate　Above-moderate　High	
Outcome 2: 1　　　2　　　3　　　4 → Low　Moderate　Above-moderate　High	
Outcome 3: 1　　　2　　　3　　　4 → Low　Moderate　Above-moderate　High	

What outcomes, components or/and practices implemented by the Project do you consider as being those more critical for the project to become sustainable in the long term? Currently, what is the likelihood that those outcomes/ components/ practices remain sustainable?	
Outcome/ Component/ Practice	**Likelihood that it becomes sustainable**
1.	1. 1　　　2　　　3　　　4 → Low　Moderate　Above-moderate　High
2.	2. 1　　　2　　　3　　　4 → Low　Moderate　Above-moderate　High
3.	3. 1　　　2　　　3　　　4 → Low　Moderate　Above-moderate　High

ANNEX H. KEY INFORMANT INTERVIEW (KII) GUIDE

IDENTIFIER CODE/NUMBER (i.e. MN01, MN02):

DATE:

NAME OF INTERVIEWEE (IF APPROPRIATE):

POSITION AND ORGANIZATION OF INTERVIEWEE:

Category	Question(s)
STAKEHOLDER / INTERVIEWEE IDENTIFIER	**Role in Project:** • DONOR (US DEPARTMENT OF LABOR) • GRANTEE (VERITE) • SUB-GRANTEE (NORC) • TECHNICAL WORKING GROUP (TWG) MEMBER • LABOR INSPECTORATE TOT PARTICIPANT • CAPACITY BUILDING/TECHNICAL SUPPORT RECIPIENT **Stakeholder Type:** • GOVERNMENT OF GHANA • CSO (NGO, UNION) • PRIVATE (EMPLOYERS) • OTHER
GENDER	• MALE • FEMALE • NOT STATED
LOCATION	• RURAL • URBAN
SECTOR	• COCOA • PALM OIL • GOLD • OTHER • MIXED (MORE THAN ONE) • ALL SECTORS
Question 1 RELEVANCE For – USG, Grantee, Partners, GOG	Are the project objective and outcomes appropriate and relevant for achieving the planned results? **Do the project's expected outcomes and interventions respond to stakeholders' needs?** Were the right sectors selected – in what way? [i.e., 1) knowledge of indicators for FL & trafficking, 2) monitoring of working conditions, and 3) capacity building of the Labor Inspectorate.

Category	Question(s)
Question 1 RELEVANCE For – ALL	How was the project's design affected by COVID-19? **How has COVID-19 affected the implementation of the Project? Were any interventions affected more than others (and which ones)? What were the mitigation/risk management strategies?**
Question 2 RELEVANCE For – USG, IPs	**Have any changes to the national (and regional) landscape impacted the critical assumptions articulated in the theory of change? If so, what strategy did the project use for adaptation?** 3 outcomes: 1) Improved understanding of indicators of FL and labor trafficking 2) Improved monitoring of working conditions by labor stakeholders to identify indicators and address incidents of forced labor & labor trafficking 3) strengthened capacity of the Labor Inspectorate to address FL & labor trafficking
Question 3 COHERENCE For –Grantee/Partners	**What efforts have been made by the project to increase its coherence? To what extent has the project coordinated efforts with existing projects in Ghana, so as to avoid duplication of activities/ investments?** How does the project coordinate its activities with ILO?
Question 4 EFFECTIVENESS For – ALL	<u>USE RAPID SCORECARD QUESTION</u> <u>ACHIEVEMENT RATING:</u> **From your perspective, <u>rate</u> how effectively the Project has been regarding each of its specific outcomes (e.g., moving the Project toward its intended results). Interview: Circle the corresponding rating score and note comments if suggested.** • **High:** met or exceeded most targets, mostly positive feedback. • **Above-moderate:** met or exceeded most targets, **but** with mostly neutral or negative feedback. • **Moderate:** missed most targets, **but** with mostly positive feedback. • **Low:** missed most targets, with mostly neutral or negative feedback. **Score of zero (0) = Not Stated/No Comment/No Answer/Other**
For – TWG members (Outcomes 1 and 2)	• How has your participation in the TWG influenced you or your institution's ability to monitor and address forced labor? • What role do you think the TWG should play after the project's completion? • How can/should the TWG model be replicated in other countries or regions?
For – Labor Inspectorate TOT Participants (Outcome 3)	• How did the TOT influence your understanding of indicators of forced labor and your ability to identify forced labor risks in your work? • How have you applied what you learned since the TOT completed (trained colleagues, changed inspection process, etc.)? • What else is needed for the labor inspectorate to effectively monitor forced labor risks?

Category	Question(s)
For – Capacity Building/Technical Support Recipients (Outcomes 1 and 2)	• What kind of support did your institution receive from the project (training, technical support, etc.)? • How has your institution's understanding of the forced labor indicators approach changed via your involvement in the project? • What changes has your institution made to monitoring systems or other practices to align with the forced labor indicators? • What barriers do you or your institution perceive to integrating a forced labor indicators approach?
Additional questions for MELR (Outcome 2)	• At what level has your institution engaged with / participated in the project? • What changes has your institution made to monitoring systems or other practices to align with the forced labor indicators? • How will any institutional changes be carried on after the close of the project? (GCLMS, forced labor curriculum for inspectors, etc.)
Question 5 EFFECTIVENESS For – USG, IPs, Partners, GOG	**What is the level of participation of the various stakeholders, their degree of commitment to project execution, and their contribution towards the project's objectives? How has the level of participation changed over the course of implementation?** Has the grantee addressed all relevant stakeholders, so as to ensure their support for the project? Are there any gaps – who/what types of organizations have not been reached that should have been reached? Are gender issues taken into account?
Question 5 EFFECTIVENESS For –Grantee/Partners	**Which actors, leverage points or structures in Ghana were the most willing/effective partners and what where the factors facilitating or limiting their engagement (in achieving and sustaining desired outcomes)?**
Question 5 EFFECTIVENESS For – ALL	**Which interventions were most effective for improving you/your institution's ability to identify and address forced labor and labor trafficking?**
Question 6 EFFECTIVENESS For – ALL	(see Section A below this table) **FLIP indicator: OTC 1b – % of key informant interview respondents who are conversant in forced labor indicators terminology.** **Name as many ILO indicators of forced labor as you can.**
Question 7 EFFECTIVENESS For – ALL	**What are the current challenges that the project is facing in its implementation and what efforts have been made to overcome these challenges?**

Category	Question(s)
Question 8 EFFECTIVENESS For –GOG, Grantee, TWG	**How did the <u>Technical Working Group</u> support achievement of project outcomes?**
Question 9 EFFECTIVENESS For –ALL	• Each stakeholder group: How has FLIP's approach to lesson development, training materials, and training supported the needs of your industry/organization/department? Quality? Delivery? Timeliness? Effectiveness? • What lessons are the most useful for you, and why? • What lessons need further development and training? • Are their lessons were missing – that your organization needs to know? **How can the online learning platform best support the needs of Ghanaian stakeholders? How can this be adapted to be regionally and globally relevant?**
Question 10 SUSTAINABILITY For Grantee	Is there a clear exit strategy in place that aims to ensure the sustainability of the project outcomes?

Question 10
 	
SUSTAINABIITY
 	
For – ALL
	<u>USE RAPID SCORECARD QUESTION</u>
	
	<u>SUSTAINABILITY RATING:</u>
	
	Currently, what is the likelihood that the Project outcomes and activities remain sustainable? From your perspective, <u>rate</u> the likelihood. Interviewer: Circle the corresponding rating score and if there are comments, note these.
	
	    • **High:** met or exceeded most targets, mostly positive feedback.
	
	    • **Above-moderate:** met or exceeded most targets, **but** with mostly neutral or negative feedback.
	
	    • **Moderate:** missed most targets, **but** with mostly positive feedback.
	
	    • **Low:** missed most targets, with mostly neutral or negative feedback.
	
	Score of zero (0) = Not Stated/No Comment/No Answer/Other

Question 10 SUSTAINABILITY For – ALL	Which project outcomes or activities show the greatest likelihood of being sustained after the Project has ended?
Question 10 SUSTAINABILITY For – ALL	**To what extent have participating stakeholders incorporated or institutionalized the forced labor indicators approach into relevant programs and initiatives? What barriers do they perceive to using this approach?**

Category	Question(s)
Question 11 SUSTAINABILITY For – ALL	**What specific actions have and should USDOL, Verité, and other project stakeholders take to promote the sustainability of the project?**
Question 12 SUSTAINABILITY For – ALL	**Which FLIP interventions could be replicated elsewhere (such as Côte d'Ivoire, other regions)? If so, do the interventions (and which ones) need to be adapted for specific regions?**
Closing Question GENERAL For – ALL	Overall, what is your view about the Project? • Very poor • Poor • Good • Very good • Excellent • Not sure • Not stated • Other
Closing Question GENERAL For – ALL	• I am optimistic for the future in addressing & mitigating FL and labor trafficking • I am not optimistic for the future in addressing & mitigating FL and labor trafficking • I have mixed feelings – positive and negative • Not sure • Not stated • Other
Closing Question GENERAL For – ALL	**Is there anything else that you would like to add?**