

End Term Evaluation of Getting down to Business Programme



CONTEXT,
INTERNATIONAL COOPERATION
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End Term Evaluation of Getting Down to Business Programme

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Preface

The present report presents the results of the End of Term Evaluation of the Getting down to Business programme, implemented by the SCL coalition in the period 201-7-2019. The evaluation was organised as a collaborative process. It speaks for itself that such an evaluation cannot be carried out without the active involvement of representatives of various stakeholders. More than 250 men, women and youth representatives were so kind to grant a member of the evaluation team an interview and/or participated in one of the workshops, that were organised as part of the primary data collection. We therefore gratefully acknowledge the professional, valuable and pleasant contributions of representatives of the participating NGOs and CSOs in India, Uganda and Mali, and the staff members of Hivos, Arisa, Kinderpostzegels, Mondiaal FNV, AOb, ICCO and Kinderpostzegels. The active, transparent and enthusiastic participation of all these stakeholders is highly appreciated. We wish the SCL coalition a lot of success in the next programme period.

Geert Phlix (ACE Europe) Mechelen, Belgium. 2019



Executive summary

Stop Child Labour (SCL) is a coalition of six NGOs and trade unions¹ that aims to achieve the elimination of child labour in two interlinked ways: (1) working towards good quality formal education for all girls and boys and decent work for adults by promoting a community-based approach towards the creation of child labour free zones (CLFZ); and (2) working towards child labour free supply chains and sectors by engaging and collaborating with businesses and CSR initiatives and other relevant stakeholders.

The Getting Down to Business programme 2017-2019 (GdtB) focused specifically on changing policies and practices of international and national companies and Corporate Social Responsibility (CSR) initiatives towards including a community-based approach towards the elimination of child labour. The funding for this programme was granted by the Dutch Ministry of Foreign Affairs for a period of 2 years, from July 2017 to June 2019, with a total budget of 2 million EUR. The programme is coordinated by Hivos and focuses on six value chains of which four in India (garment, leather and footwear, natural stones, vegetable seeds), one in Uganda (coffee) and one in Mali (gold).

The evaluation in terms of effectiveness was first and foremost focusing on changes in policies and practices of companies and CSR initiatives in support of the elimination of child labour in supply chains and the establishment of Child Labour Free Zones (CLFZs). In addition, the evaluation explored and assessed the role and contribution that programme implementers (members of SCL coalition and their partners) have had in influencing the above-mentioned primary actors as well as other stakeholders in realising the SCL-coalition's objectives. A specific and additional task for the evaluation team was to assess sustainability of existing CLFZs and explore key factors that may influence sustainability of the CLFZs after a certain period of time.

The evaluation was implemented in three phases. During inception phase, the evaluation framework and methodologies were developed. A phase of data-collection included two evaluation missions respectively to India and Uganda, and data-collection in the Netherlands (focus on L&A targets and partners). The final phase of analysis and reporting, resulted in the evaluation and case study reports. Preliminary findings and conclusions were discussed with the SCL coalition members in the Netherlands after the field missions and further discussed during the SCL Linking and Learning conference in May 2019. The evaluation started in December 2018 and was finalised in June 2019.

Five cases in India and Uganda were selected for in-depth assessment: West-Nile coffee-CEFORD (Hivos), Budhpura cobble stone-Manjari (Arisa), Jodhpur Sandstone-RPKNMS (BWI-FNV Mondiaal), Agra footwear - UPGSSS/FLA/MVF (Hivos) and Tiripur garment – SAVE (ICCO/KiA). A combination of CLFZ villages were selected, new villages and those that were already running for a certain period, including some projects where an upscaling strategy is implemented.

¹ Hivos, Arisa, formerly known as India Committee of the Netherlands (ICN/LIW), Kerk-in-Actie/ICCO, Stichting Kinderpostzegels Nederland, Mondiaal FNV and Algemene Onderwijsbond (AOB)

Effectiveness – engagement with companies and CSR initiatives

Compared with its predecessors, the GdtB programme has paid substantially more attention to the engagement with and by private sector actors and CSR initiatives more broadly. This component was present in earlier SCL programmes, but gained prominence in an effort to push a more active role for the private sector in resolving child labour issues, as collaborative engagement with the private sector is increasingly encouraged in CSO funding frameworks of the Dutch government. The analysis of this and other components of the programme is strongly shaped by the nature of the supply chains of the five case studies. They differ in terms of complexity (from a few tens to thousands of suppliers, and the same is valid on the side of buyers); the market (domestic or international); the location of production (home-based, in mines, factories, or in farms); the existence and functioning of employers' associations willing to engage in SCL campaigns; the diversity in the civil society landscape (NGOs, trade unions, or both); and the commitment of local and national governments to realise child rights and enforce labour and education related policies.

Although the SCL approach has the potential to reach out to individual households by working with communities through an area-based approach, the GdtB programme builds on the assumption that social change can be accelerated when there is active engagement with actors in the leading supply chain in a region. The evaluation observed contexts (such as in the coffee sector in West Nile or in the sandstone sector of Jodhpur), where a purely community-based approach would indeed not have been sufficient. In this context, the engagement with private sector is a critical and necessary component of an effective programme approach. Although these examples confirm the core assumptions of the current programme, there are other settings where there is either no clear leading supply chain or where progress has been realised without the involvement of the dominant supply chain actors.

In some cases, GdtB stakeholders developed productive relationships with (parts of) the private sector, either through an approach that became increasingly collaborative (coffee in Uganda, cobble stones in India) or through a combination of advocacy and collaboration (garment and footwear in India). Achieving genuine engagement with private sector players is most complex in chains that mainly serve the domestic market; in fragmented chains with hundreds or thousands of buyers; in chains with a lot of home-based work; and/or in chains with workers from marginalised groups in the community (migrants, lower casts). Four out of five of the case studies have characteristics of one or more of these elements. SCL has shown to be creative and innovative in identifying unusual leverage points, such as through associations of tenants or working with teacher unions. The question should be raised if there is a need to invest substantially in social upgrading of the supply chain if it is so complex and difficult to access. However, while there are earlier examples of successful SCL projects working exclusively through a community-based approach, this is not always sufficient or feasible. The evaluation observed missed opportunities in some settings in India due to a lack of expertise in engaging with the leading supply chain. In those cases, there is a lack of groundwork done to gain a deep understanding of the supply chain (with the exception of the Agra footwear industry), of the incentive systems for different supply chain actors to change behaviour, and of the dynamics of the markets and ways to intervene. In a number of cases, local partners were found to struggle with the identification of entry points and leverage points into the system, sometimes because they didn't talk the right 'language', sometimes because expertise or information was missing.



Sustainability of CLFZ and up-scaling

The GdtB is combining various sustainability and up-scaling strategies in parallel, depending on the context and sector. Some of the strategies are deliberate programmatic choices, others are pragmatic responses to specific funding opportunities (or lack of comprehensive funding). While the previous evaluation concluded that there was a proof of concept for the SCL approach, this evaluation tried to obtain indications of the sustainability and up-scaling capacity of the programme. Essential components of sustainability are in place in several case studies, but substantial challenges remain.

Social sustainability - In the five case studies, there are signs of social sustainability in the core CLFZ zones, where the programme has been most active. There is a high level of awareness amongst various stakeholders. However, the level of adoption remains hard to assess, especially among for home-based workers, migrants and other excluded or marginalised groups and for children above 14 years old. The multi-pronged approach of the SCL partners is a very relevant approach in addressing different dimensions that have an influence on individual behavioural change. However, a long-term approach with sufficient financial and human resources is needed to sustain the results achieved. Continuous efforts are needed, at individual and inter-personal level, which is assumed to be conducted by the community structures involved in the fight against child labour, but not guaranteed in all cases. In all cases there are still several challenges ahead with regard to access and quality of education, living wages, alternative economic opportunities or weak enforcement of public policies in favour of child rights and quality of education. Social sustainability is not yet achieved and is threatened by the challenges regarding institutional, financial and legal sustainability.

Institutional sustainability is positively affected by the multi-stakeholder approach of SCL, creating buy-in at different levels. The sustainability has the best prospects where the civil society actors can mobilise the expertise and mobilisation capacity of both trade union-type of actors as well as NGOs. At community level, different structures are operational and often functioning, but continued support will be required from local NGOs/trade unions and the local government to consolidate the gains made. There are few examples of extensive institutionalisation in the public sector. Institutionalisation in schools has received less focus in GdtB than in previous programmes.

Legal sustainability - Local partners often see district authorities as the key actors who should bring policies into practice and monitor adherence to existing regulations by industry players. This in many cases has not yet been achieved or is only partially done. This is a challenge for the government too, as these tasks are often understaffed and under-resourced. Some partners successfully influenced the public sector (at district and/or state level) to take appropriate measures in areas of education (increase in number of schools and teachers), workers' rights and access to entitlements e.g. for silicosis patients in mining. Partners' engagements at state level such as through the multi-stakeholder platform SFNS are commendable initiatives that may not yet be sustainable and therefore merit continued support by the SCL coalition or other donor agencies.

Financial sustainability is considered to be a major challenge for the years to come in all locations. Interventions by local partners may be scaled down gradually in the coming years and tasks be handed over to the established community structures. Nevertheless, the presence and support of local partners will continue to be needed in order to sustain the achievements so far and maintain at least a status quo in the CFLZ; hence also the need for a continuation of external funding.

Finally, the evaluation confirms the conclusion of the 2017 evaluation of the former programme of the coalition (Out of Work, Into Schools) that argued that it is difficult to conclude whether a CLFZ is successful and sustainable as there is no defined norm for a successful and sustainable CLFZ. Under the current programme an attempt was done to identify sustainability indicators. The evaluators argue that important contributing factors to sustainability are lacking in this set of indicators that might be relevant to monitor progress in the CLFZ, such as: (i) constructive engagement by civil society and communities with private sector to solicit their support, (ii) the presence of a private sector that is willing, either individually or (even better) in sector associations to engage in a constructive dialogue with CSOs and communities, (iii) stable market conditions with where possible and applicable, engagement by / pressure from international companies or through CSR initiatives, and (iv) enforcement of existing labour regulations by public agencies (and effective control on implementation).

Upscaling – under the GdtB programme experiments were done to upscale the CLFZ approach. Several challenges or unresolved issues were identified in this evaluation, which relate to (i) a rapid geographical expansion in tight timeframes and on shoe-string budgets; (ii) adopting a household to household sensitisation approach in a huge and fragmented region; (iii) scaling-up with only two of the four SCL components present, with the risk is that the programme would gradually shift from an area-based approach to a sector-based approach; (iv) leaving a CLFZ zone while the problem of education quality is not addressed. Several scaling-up strategies are currently being used in the various SCL projects. Stakeholders in the programme hold different assumptions about which scaling-up strategy is the one to follow. There is no shared idea of which scaling-up strategy or group of strategies is most appropriate under which conditions. As a consequence, stakeholders might push different strategies or might miss-out on opportunities which are not on their radar.

Effectiveness - Advocacy and Lobbying

The SCL coalition applies politically smart and evidence-based L&A strategies, balancing between a confrontational and collaborative approach, between inside and outside tracks, both in engaging with private sector as with government. In the Netherlands, SCL coalition partners succeeded in keeping child labour on the political agenda, gaining recognition for the area-based approach and in putting pressure on the sectoral covenant processes. Although the CLFZ approach is recognised among a number of international organisations and private companies, there still remain many questions on the feasibility and up-scaling of this approach, especially among private sector actors. Business cases developed during the programme do not yet demonstrate sufficiently the economic and social return on investment for companies, which might be needed to convince private sector actors (incl. small and medium size enterprises) to engage in an area-based approach to prevent and eliminate child labour. However, in the absence of other incentive systems, such as enforcement of domestic labour regulation and international human rights due diligence regulation, structural change might be difficult to achieve in many supply chains.

In the countries visited, local level L&A mainly contributed to successfully engaging local governments in the CLFZ projects. Less achievements could be identified with regard to lobbying effective implementation of existing legal frameworks to combat child labour at local level or lobbying national level policies related to child labour issues. Collaboration with other existing alliances/coalitions or networks from civil society that advocate on these issues at national level is often limited. The SCL platforms have been focussing more on exchanging experiences and good practices and are just starting to position themselves in the national policy arena, lobbying on child labour and related issues.



So far, there was little to no alignment between the international, national and local level L&A interventions. There is ample room for improvement in this respect. It is however important to analyse why that has been the case. One factor is lack of resources e.g. at the international level there is only a part-time lobbyist in the Netherlands with tasks at various levels and few resources at the local level as well. At the same time, it is acknowledged that local, national and international L&A have different content, dynamics and timings which do not always link easily.

Relevance of the programme's objectives and approach

There is evidence of the adequateness and relevance of the programme's blended approach to address child labour in achieving higher-level impacts (and to some extent of the relevance and added value of the coalition for that matter). It appears that the combination of different components (pathways of change) indeed creates added value as compared to what single interventions would have yielded. It is observed that the blended approach to address child labour is applied in all projects but with different foci, depending on the nature of the implementing partners and availability of structures at local and national level, like the presence of trade union, incl. teacher unions, presence of multi-stakeholder platforms and/or sector associations. When one or more components are less developed, the lower the impact that might be expected.

As far as engagement with the private sector is concerned (a key focus in the current programme), the diverse nature and dynamics of different supply chains in very different sectors (covered by the programme) has led to the specific agendas for influencing private actors and public sector agencies. In India, (most of the) implementing partners acknowledge the need for businesses to thrive and be profitable. If not, employment and/or working conditions would come under pressure which may actually lead to an increase in child labour. Therefore, in most locations constructive engagement with private sector is considered to be crucial but admittedly this is not always easy to accomplish, especially not when past relations between SCL partners and businesses have not been cordial. Admittedly, experience shows that often outsider (action-oriented) campaigning by civil society will be required –quite often for a long time – before a sector opens up for constructive dialogue. Sustained campaigning, by SCL and partners, combined with work on the ground, has always been necessary but also has proven to be effective to break open ingrained attitudes and trigger constructive engagement by private actors.

Quality of partnership relations

The creation of added value of the coalition for and by partners is critically dependent on exploring and exploiting complementarity between partners in various fields such as in knowledge, expertise, skills, networks, and so on. While there is a strong shared reference framework in place in terms of programme strategy and implementation modus, members largely direct and coordinate their own activities and relate to their implementing partners independently. The coalition shows proof of a constructive collaborative attitude. There seems to a good degree of trust and respect among the different partners, north and south. Roles and responsibilities of partners are generally clearly defined and comparative added value of each partner is recognised. The programme partners in North and South are well qualified and within the specific sub-sectors and programme locations where they work, they constitute a competent representation of relevant actors. Diversity in the coalition is limited, most of the partners being civil society organisations. The membership of labour unions is an added value as it brings in complementary knowledge and expertise on labour rights and has the potential to strengthen collective bargaining in multi-stakeholder settings. However, this potential is not fully exploited and stronger collaboration would be possible and relevant in the in-country programme implementation, both at the level of CLFZs as in lobby and advocacy at local and national levels.

The M&E system at programme level seems to serve above all upward accountability, but to a much lesser extent downward accountability. The evaluators question the extent to which the collected M&E data effectively can guide strategic steering of the programme and support strategic reflection among the SCL coalition partners, based on good evidence.

Recommendation 1 - Exploring new leverage points for messy supply chains

The current toolbox is insufficiently equipped to move quickly in messy value chains. In those cases, there is a need to invest more time and resources into supply chain mapping, to analyse the political-economy of actors along the supply chain, the functioning of the markets, and ways to engage in the market. The capacity to do so can be developed partially inside the existing programme stakeholders, but might also require new actors with the right expertise (e.g. universities, think tanks, or consultancy bureaus). The pros and cons of such an additional investment will need be reviewed against the continued need for investments in community mobilisation and education.

Recommendation 2 - Refining sustainability and up-scaling strategies: moving beyond the project-mode

Some of the challenges observed around sustainability seem to be related to the mode of operations within SCL. While changes in social norms and deeply ingrained organisational practices require time and continued support, the short timelines of subsequent projects and the quickly changing funding modalities risk creating stop-and-go dynamics. In some cases, there is a tendency to move to new sectors or regions before existing CLFZs have been consolidated. There is a need to review whether the funding modalities provided are conducive to the kind of changes that are envisaged. In addition, sufficient time and resources should be allocated to reviewing the effectiveness of different kinds of scaling-up strategies for a given context.

Recommendation 3 - Fine-tuning carrots and sticks

Aside from strengthening the capacity to understand and read the supply chains and the markets in which they are functioning, there is a need to strengthen the capacity of local partners to engage with business. This covers various aspects: the capacity to talk the language of business; the ability to use 'business-cases' for child-labour prevention; exploring the potential of using 'bad cop and good cop' strategies in engaging with business, and identifying other entry points to strengthen the engagement.

Recommendation 4 – Re-valuing the education and decent work components

The previous programme periods have witnessed de-investments in the education component of the SCL. However, long term sustainability is largely affected by the quality of the education experience of children in the regions affected by child labour. The upcoming collaboration with UNICEF and Save The Children might open fresh opportunities to re-value the education component, as well as initial signs inside the Dutch ministry that their policies on education might be revisited. In addition, some of the long-term trade union partners of the SCL programme have indicated that they might not join the new programme. This poses a challenge as part of the strength of SCL was coming from the unusual collaboration between NGOs and trade unions. While the departure of the Dutch trade union partners does not stop the engagement with trade unions in the partner countries, there is a risk that collaboration with such allies will be less obvious and possibly weaken over time.



Recommendation 5 – Investing in capacity development for L&A of SCL partners

Success of the CLFZ is conditional upon active support by authorities in creating an enabling environment and enforcing compliance of existing regulatory frameworks. Specific L&A capacity needs to be strengthened or looked for at local level to develop and implement appropriate and evidence-based L&A strategies at local level (county or district). Stronger engagement in collective action at national level with other existing (and influential) organisations and networks need to be strengthened. Collaboration with UNICEF and Save the Children as foreseen in the new programme will be an added value to that end.

It would be advantageous to operationalize the role and create more local level impact of CRS initiatives and sectoral agreements (covenants) especially so in relation and with participation of domestic industry segments. Targeting of domestic segments can best be done through in-country sector associations or networks. The programme may therefore focus more on these kind of target audiences.

List of Abbreviations

AHBWU	Azad Hind Building Workers Union, Rajasthan, India
AIPTF	All India primary Teachers Federation
AOB	Algemene Onderwijs Bond
AGT	Agreement on Sustainable Garment and Textiles
BWI	Building and Wood Workers International
CACL	Campaign Against Child Labour
CEFORD	Community Empowerment for Rural Development (Uganda)
CLFZ	Child Labour Free Zone
CSO	Civil Society Organisation
CSR	Corporate Social Responsibility
CU	ChristenUnie
EU	European Union
EWAD	Environment Women Action & Development
GdtB	Getting down to Business
ICSR	International Corporate Social Responsibility
IGEP	Name of certification scheme for natural stone – Indo German Export Promotion project
ILO	International Labour Organisation
KiA	Kerk in Actie
L&A	Lobbying and Advocacy
M&E	Monitoring and Evaluation
MSP	Multi-Stakeholder Platform
OECD/DAC	Organisation for Economic Cooperation and Development/Development Assistance Committee
PvdA	Partij van de Arbeid
RA	Rainforest Alliance
RVO	Rijksdienst voor Ondernemingen Nederland
RPKNMS	Project Child Learn School Panchkuda (India)
SCL	Stop Child Labour
SFNS	Rajasthan State Forum on Natural Stone
SP	Socialistische Partij
TFT	Tropical Forest Trust (name of one of the sector's responsible stone certification programme, The Forest Trust (now called Earthworm)
ToR	Terms of Reference
UNATU	Uganda National Teachers' Union
UNGP	United Nations Guiding Principles
UTZ	'UTZ kapeh' meaning 'good coffee' in the Guatemalan Mayan language of Quiché.
VSLA	Village Savings and Loan Association



Table of Content

1	Introduction	14
1.1	Context and objectives of the programme	14
1.2	Brief presentation of the Getting down to Business Programme	15
1.3	Approach and methodologies	17
1.4	Limitations of the evaluation	20
1.5	Outline of the evaluation report	21
2	Presentation of findings and analysis	22
2.1	Assessment of the effectiveness and sustainability of the programme	22
2.2	Assessment of the relevance of the programme's objectives and approach in different context	51
2.3	Assessment of the quality of the partnership relations	54
3	Conclusions and recommendations	58
3.1	Conclusions	58
3.2	Recommendations	62
4	Annexes	64
4.1	Terms of Reference	65
4.2	Evaluation framework	75
4.3	Characteristics of cases visited	81
4.4	List of people consulted	85
4.5	List of documents consulted	91
4.6	Assessing collaborative processes	94
4.7	Case reports	96

1 Introduction

1.1 CONTEXT AND OBJECTIVES OF THE PROGRAMME

- ¹ Stop Child Labour (SCL) is a coalition of six NGOs and trade unions² that aims to achieve the elimination of child labour in two inter linked ways³:
- working towards good quality formal education for all girls and boys and decent work for adults by promoting a community-based approach towards the creation of child labour free zones (CLFZ); and
 - working towards child labour free supply chains and sectors by engaging and collaborating with businesses and CSR initiatives and other relevant stakeholders.
- ² The Getting Down to Business programme 2017-2019 (GdtB) focuses specifically on changing policies and practices of international and national companies and Corporate Social Responsibility⁴ (CSR) initiatives towards including a community-based approach towards the elimination of child labour. The funding for this programme was granted by the Dutch Ministry of Foreign Affairs in May 2017 for a period of 2 years, from July 2017 to June 2019 with a total budget of EUR 2 million. The programme is coordinated by Hivos as part of the SCL coalition and focuses on six value chains of which four in India (garment, leather and footwear, natural stones, vegetable seeds), one in Uganda (coffee) and the 6th one in Mali (gold).
- ³ The Terms of Reference (ToR, see annex 1) suggested research questions following the OECD/DAC evaluation framework. The evaluation in terms of effectiveness was first and foremost focusing on changes in policies and practices of companies and CSR initiatives in support of the elimination of child labour in supply chains and the establishment of Child Labour Free Zones (CLFZs). In addition, the evaluation explored and assessed the role and contribution that programme implementers (members of SCL coalition and their partners) have had in influencing the above-mentioned primary actors as well as other stakeholders in realising the SCL-coalition's objectives. A specific and additional task for the evaluation team was to assess sustainability of existing CLFZs from this programme and previous programmes and explore key factors that may influence sustainability of the CLFZ after a certain period of time. With coalition members and local partners as intended users of the (results of the) evaluation, the findings will be used for learning, accountability (to partners but obviously also to the back-donor) and for ensuring sustainability and (presumably) scaling-up. Results of this evaluation will contribute to the discussions that will take place during the Linking and learning event, that is organised by the SCL colaition in May 2019.

² Hivos, Arisa, formerly known as India Committee of the Netherlands (ICN/LIW), Kerk-in-Actie/ICCO, Stichting Kinderpostzegels Nederland, Mondiaal FNV and Algemene Onderwijsbond (AOB)

³ Source: Programme Proposal Getting Down to Business Programme

⁴Note that in the context of this programme, the term CSR initiatives primarily refers to different forms of certification or similar initiatives



1.2 BRIEF PRESENTATION OF THE GETTING DOWN TO BUSINESS PROGRAMME

⁴ The Getting Down to Business Programme builds on the results of the programme 'Out of Work and into School: Joint efforts towards creating child labour free zones' (2014 – 2017). The overall objective of the programme is as follows: *"Companies and CSR initiatives include a community-based approach towards getting all children out of work and into formal quality education in their policies and practices, which is subsequently promoted and strengthened by governments, policymakers and (inter)national organisations."*

⁵ The aim is to achieve this overall objective through the two sub-objectives:

- A. *Companies and CSR initiatives support and strengthen community-based projects to effectively prevent and eliminate (risks of) child labour in their supply chains (thereby contributing to the creation of CLFZ)".*

The three main strategies to reach this objective are:

- i. To ensure that international and national companies and/or CSR initiatives have improved their policies and practices towards the elimination of child labour and workers' rights violations through either the implementation of activities and/or the inclusion of specific strategies in their policy documentation/tools,
 - ii. To create new and/or strengthen and upscale existing child labour free zone projects in collaboration with companies and CSR initiatives,
 - iii. Research to gain insight into the production process, the actors, the local situation regarding child labour and education, and the risks of having child labour involved at each level in the supply chain.
- B. *Key stakeholders actively promote and support the community-based approach and elimination of child labour by convincing companies and CSR initiatives to take action at the regional and (inter)national level.*

The three main strategies for achieving this objective are:

- i. To ensure that more (international) organisations and/or local authorities adopt the CLFZ approach or related strategies to eliminate child labour in their policies and tools and/or are supporting one or more activities/projects in that context.
- ii. To ensure that child labour, and particularly the community-based approach, remains high on the Dutch government's agenda and increasingly becomes a well-recognised approach by the EU.
- iii. Further steps towards an effective inclusion of anti-child labour measures in public procurement are taken by the Dutch national government and local (mostly municipal) authorities.

⁶ As a coalition of different types of NGOs and unions (including teacher unions), Stop Child Labour brings together a range of expertise, experiences, constituencies, partners and networks in both the Global South and North that are relevant to the various approaches shaping Stop Child Labour's activities and programmes. Stop Child Labour's local partners in India, Africa and Latin America are not only working at 'field level' but also work at supra-local/district and national level. All partners (coalition members and local partners) share the conviction that all

forms of child labour should be eradicated, that working children should be guided from work to school and that a community-based, preferably child labour free zone approach, is the most appropriate way to achieve this goal. All organisations contribute to this with their specific expertise.

- 7 Within the programme under review, the implementing partners in the three countries are the following:

Country	Partners	Sectors	Location
India	<ul style="list-style-type: none"> – BWI - AHBWU – BWI - RPKNMS – Manjari – SAVE – FLA/MVF/UPGSSS – APVVU – MV Foundation – AIPTF – ICCO 	<ul style="list-style-type: none"> – Natural stone – Natural stone – Natural stone – Garment – Footwear – Vegetable seeds – Resource agency – Teacher Unions – SCL Platform 	<ul style="list-style-type: none"> – Kota, Rajasthan – Jodhpur, Rajasthan – Budhpura, Bundi, Rajasthan – Tirupur district, Tamil Nadu – Agra, Uttar Pradesh – Karnataka, Andhra Pradesh – National and in 2 CLFZ in Oorampatti and Pallapatti villages, Sivakasi block, Virudhunagar district, Tamil Nadu – Delhi – Delhi
Uganda	<ul style="list-style-type: none"> – CEFORD – Nascent 	<ul style="list-style-type: none"> – Coffee – Urban area; Resource agency 	<ul style="list-style-type: none"> – Erussi, Nebbi West Nile – Kampala
Mali	<ul style="list-style-type: none"> – Enda 	<ul style="list-style-type: none"> – Gold 	<ul style="list-style-type: none"> – Sikasso region 2 districts (Bougouni & Yanfolila)

Table 1 Overview of countries, partners, sectors and locations covered by the GdtB programme.

- 8 The SCL platform in India is coordinated by KiA/ICCO while the SCL platform in Uganda is coordinated by Nascent. The programme partners make use of services of resource agencies, notably MV Foundation in India and of Nascent in Uganda. Other local partners are gradually upgrading their expertise and services to also become resource agencies such as CEFORD in Uganda and SAVE and Manjari in India.
- 9 The Getting Down to Business programme is part of the wider global coverage and activities of the SCL coalition whose aim is to ensure up to at least 15 years old of full-time formal education for children, to change the attitudes of those who keep children in work, and to help create reliable sources of income for adults who see no alternative but to send their children to work. The comprehensive coverage of the programme is reflected in a multifaceted approach that includes (among others) the establishment of CLFZs, prevention and/or elimination of child labour in supply chains, development and adoption of public and corporate policies, creation of multi-stakeholder platforms with private, civic and public actors and establishment of (voluntary) sectoral agreements for the elimination of child labour.



- ¹⁰ Stop Child Labour has a long track record in L&A in The Netherlands, the EU as well with the ILO and (less intensively) with the OECD and the UN. Globally, it encourages governments and international organisations to develop more coherent policies and programmes on child labour and education and urges companies to remove children from their production chains and ensure they enter education at their appropriate age. This L&A has both been on policy issues and instruments like the CLFZ approach, supply chain accountability, legal instruments, ICSR covenants and public procurements as well as on child labour in specific sectors like garments, natural stone, seeds, gold and footwear. The target group of L&A are policymakers that can influence – directly or more indirectly – policies and/or take up concrete interventions for programmes to eradicate child labour and uphold their right to education. The L&A strategy focuses on:
- engagement with the said targets on SCL policies and their implementation in the thematic fields: trade and economic policies, economic and political diplomacy, development cooperation and business and human rights;
 - combining the local and international L&A to create impact on policies and practices in a comprehensive and coherent manner;
 - seeking publicity for (research) reports and field developments.
- ¹¹ While L&A in many cases focuses more on ‘harder’ regulatory measures (policies and frameworks, for example the recently adopted Dutch law on Child Labour Due Diligence) to address and eliminate child labour, the SCL consortium increasingly invests in voluntary due diligence initiatives like CSR initiatives of certification and / or sectoral partnership agreements on elimination of child labour as it is assumed that they can be more easily achieved and yet equally (if not more) powerful instruments to address child labour issues in the corporate sector. The SCL coalition has increasingly been focusing on such initiatives, partly also because of the (politically inspired) interest of the Netherlands Government to foster the role of and collaboration with corporate actors in various aspects of the government’s international development policy and programmes. Examples of such initiatives include:
- Collaboration with UTZ/RA that started under the previous programme and continues in the current programme (Uganda);
 - Collaboration with Fair Labour Association and Foreign Trade Association/Business Social Compliance Initiative and Ethical Trade Initiative (India, footwear and garment);
 - TFT (currently known as Earthworm), Ethical Trade Initiative, Xertifix, Fair Stone, IGEP (India, natural stone).
 - Active involvement in the sector agreement negotiations (covenants) in textile, gold, natural stones, seeds among others.

1.3 APPROACH AND METHODOLOGIES

- ¹² The evaluation was implemented in three phases. During inception phase, the evaluation framework and methodologies were developed. A phase of data-collection included two evaluations missions, to India and Uganda and data-collection in the Netherlands (focus on L&A targets and partners). A final phase of analysis and

reporting, resulting in the evaluation and case study reports. Preliminary findings and conclusions were discussed with the SCL coalition members in the Netherlands after the field missions and will be further discussed during the Linking and Learning conference of May 2019. The evaluation started in december 2018 and will be finalised in June 2019.

- ¹³ An evaluation framework was developed, structured according to the ToR's evaluation questions. The evaluation framework guided data-collection by the team as well as served as an analytical framework. The evaluation framework is composed of four evaluation questions, for each evaluation question judgment criteria and indicators/sub-questions are formulated. The elaborated evaluation framework is added in annex 2.

Evaluation questions	Judgement criteria
EQ 1. What is the level of effectiveness of the Getting Down to Business programme?	<ul style="list-style-type: none"> – International companies (buyers) and CSR initiatives have improved their policies and practices to prevent and eliminate (risks of) child labour in their supply chains – National companies (suppliers⁵) and CSR initiatives have improved their policies and practices to prevent and eliminate (risks of) child labour in their supply chains – Key stakeholders at national level (national governments/local authorities) have promoted and supported the community-based approach (among which CLFZ) by convincing companies and CSR initiatives to undertake action at a local and regional level. – Key stakeholders at international level (inter-governmental organisations and international organisations) have promoted and supported the community-based approach by convincing companies and CSR initiatives to undertake action at international level – Enhanced capacity of SCL partners to implement the community-based approach and engage with companies
EQ 2. what extent are the results of the current programme and - specifically for CLFZs - of former programmes sustainable?	<ul style="list-style-type: none"> – Social sustainability – Institutional sustainability – Legal sustainability – Financial sustainability – Conditions met to support sustainability of CLFZs
EQ 3. What is the relevance of the programme's objectives and approach in different contexts?	<ul style="list-style-type: none"> – Relevance of the programme at country and site level – Alignment between local intervention (CLFZ) and L&A interventions – Coherence and relevance of the intervention strategy – The coherence of the programme with other efforts related to social upgrading of supply chains.

⁵ We refer here mainly to local suppliers where international companies sources raw materials or (semi-finished or finished) products but in some case these local companies may also be end-suppliers to national consumer markets

EQ. 4. What is the quality of the partnership relations and its influence on the level of efficiency and effectiveness?	<ul style="list-style-type: none"> – Characteristics of the partnership relations and complementarity – Partnership relations are conducive for efficient implementation – Partnership relations are conducive for effective governance and programme implementation
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Table 2 Summary of the evaluation framework.

- ¹⁴ The evaluation was conceived as a participatory, inductive and interpretative process. Based on principles of Grounded Theory Approach the experiences, perceptions, values, and beliefs of staff and target audiences were taken as a starting point as such an approach provides more in-depth and objective views about relationships and results. For this reason, case studies in Uganda and India and assessment of programme-induced Lobby and Advocacy initiatives at national and global levels constitute the backbone of the evaluation. Outcomes of these cases will be complemented and triangulated with existing secondary data (such as the previous evaluations). Cases, existing data and interviews informed the assessment of programme dynamics and achievements and the consolidation of findings and conclusions at meta / programme level.
- ¹⁵ Five cases in India and Uganda were selected for in-depth assessment: West-Nile coffee-CEFORD (Hivos), Budhpra cobble stone-Manjari (Arisa), Jodhpur Sandstone-RPKNMS (BWI-FNV Mondiaal), Agra footwear - UPGSSS/FLA/MVF (Hivos) and Tiripur garment – SAVE (ICCO/KiA). As described in the above, a combination of CLFZ villages were selected, new villages and those that were already running for a certain period, including some projects where an upscaling strategy was being implement (e.g. in Uganda up-scaling the CLFZ to other villages, In India, BWI expanding or rather duplicating zones to other locations i.e. Kota in Rajasthan, Lalitpur in Uttar Pradesh) (detailed info on the CLFZ visited can be found in the case study reports).⁶ The team included projects from every SCL partner (except the project in the seed sector, as this was only starting). An overview of the cases selected and their specific characteristics is added in annex 3.
- ¹⁶ The scope of research was context-specific but in general terms, the teams focussed – where relevant - strongly on the engagement of lead companies and CSR initiatives in corporate policy development and in the praxis of community-based approaches to stop child labour notably with CLFZs and their efforts to conduct child-labour-related due diligence processes in their supply chain(s) (both upstream and downstream). Another main focus was the assessment of the necessary conditions for and mitigation of risks for ensuring sustainability of the CLFZs. The evaluation teams spent two days in each CLFZ that they have visited. A combination of participatory and qualitative methodologies was applied such as (i) a PADev-inspired assessment of development and changes in the chosen regions; (ii) Outcome harvesting in Focus Group Discussions with Child Labour Committees; (iii) Semi-structured Interviews with key actors (others than those participating in FGD).
- ¹⁷ With respect to assessing L&A at international and national levels (and linkages between international and national L&A interventions), the evaluation mainly focused on the initiatives of the SCL coalition in terms of policy influencing (targeting both governments and private sector) and its participation in multi-stakeholder partnerships

⁶ Uganda: 4 villages visited, in Jupa Zuba, and Padolo Central Villages are part of the previous programme (part of a batch of 13 villages) and Oriwu-Acwera and Jupokwoki villages are part of the current GDTB programme (part of a batch of 48 villages)
India: all CLFZs visited are old CLFZ (one zone in Budhpura, 2 villages in Jodhpur) except the recently started CLFZ in Agra and the 2 wards visited in Tiripur.

and platforms (including covenants). Starting point was a timeline exercise and stakeholder analysis undertaken in two workshop setting with the concerned staff of Netherlands based programme partners leading the policy influencing activities. This was helpful in exploring milestones in terms of policy influencing in the history of the programme and in discussing the factors that have contributed to or influenced these events or achievements. Additional semi-structured interviews were held with several stakeholders.

1.4 LIMITATIONS OF THE EVALUATION

- ¹⁸ There are some time and resource limitations for the country studies, which urged the evaluators to opt for a case study approach. However, even the time available for the cases did not allow an in-depth impact assessment (applying quasi-experimental research). Furthermore, the specificity of the different value chains (see annex 3) complicated coherent and comprehensive cross-case assessment. The evaluators noticed that the CLFZ approach has been documented already in several studies and evaluation reports. Factors influencing the level of effectiveness are widely known. The added value of this evaluation was therefore put on the learning on sustainability, based upon a variety of cases (and not on effectiveness and impact of the CLFZs in the communities).
- ¹⁹ The short time span (2 years) of the programme (and consequently of the evaluation) may not allow to clearly discern outcomes of the programme (let alone impact). Therefore the evaluators suggested to focus the assessment on the older CLFZ zones (on sustainability) and further discuss the current up-scaling initiatives as being implemented in the current programme, and to assess to what extent the engagement with private companies is taking place under the current programme.
- ²⁰ There were also a few limitations related to the assessment of lobbying and advocacy interventions such as, the fact that not all lobby targets are eager to discuss this issue with outsiders, the competition between companies that hampers the openness and sharing of information, the engagement of the programme actors in multi-stakeholder processes with many other agencies and actors which makes attribution difficult, etc. The assessment of the L&A interventions received less attention (and evaluation budget) in this evaluation. As such a full-fledged contribution analysis was not done as only a limited number of stakeholders and policy targets could be interviewed. By consequence, the evaluation is limited to describing important policy changes to which the SCL have contributed and an assessment of the quality of the L&A intervention strategies.
- ²¹ The results of the engagement of the private sector actors in the elimination of child labour are yet difficult to assess as there is limited insight in the detailed nature of the complex trans-national supply chains that are involved in some of the cases (no access to ready-to-use supply chain mapping showing product, knowledge and finance flows among primary and secondary chain actors). Focus was put on the commitment of the private sector actors interviewed to eliminate child labour and how this is seen in their praxis, rather than on analysing to what extent child labour is being eradicated in the entire value chain. Moreover, the covenant process is still young. It is too soon to assess a trickle-down effect from the negotiations in the Netherlands up to the lowest supply and producer actors in the value chain.
- ²² The evaluation team used as much as possible secondary data, among others M&E data of the GdtB programme, which appeared to be of mixed quality. In particular the data on the level of sustainability of the CLFZs and data



related to contact, discourse and policy change tracking of the L&A interventions were not of the kind to inform the evaluation team on progress and results of the programme. For the same reason, it was not possible to include in this evaluation report (and analyses) an assessment of the Mali cases (Kinderpostzegels), supported by the GdtB programme, as not much information was available in the monitoring and evaluation reports that could be used to answer the four evaluation questions.

1.5 OUTLINE OF THE EVALUATION REPORT

²³ In chapter two the main findings and analyses are presented of (2.1) the effectiveness and sustainability of the programme (EQ 1 en EQ 2 of the evaluation framework), structured allong (i) engagement with private sector, (ii) creation, strengthenng and sustainability of CLFZ, (iii) L&A interventions; (2.2) the assessment of the relevance of the programme (EQ 3), and (2.3) the assessment of the quality of the partnership relations (EQ 4). Chapter three summarises the conclusions and recommendations. Several annexes are added to the report. Case study reports are added in separate files. The report of the inception phase can be obtained upon request at Hivos.

2 Presentation of findings and analysis

2.1 ASSESSMENT OF THE EFFECTIVENESS AND SUSTAINABILITY OF THE PROGRAMME

²⁴ The chapter presents the assessment of the effectiveness and sustainability of the programme, in relation to the two sub-objectives of the programme, i.e.:

1. Companies and CSR initiatives include a community- / area-based approach towards getting all children out of work and into formal education in their policies and practices, which is subsequently promoted by governments, policy makers and (inter)national organisations,
2. Key stakeholders promote and support the area-based approach and elimination of child labour by convincing companies and CSR initiatives to take action at regional and (inter)national level.

2.1.1 COMPANIES AND CSR INITIATIVES SUPPORT AND STRENGTHEN COMMUNITY BASED PROJECTS TO EFFECTIVELY PREVENT AND ELIMINATE (RISKS) OF CHILD LABOUR IN THEIR SUPPLY CHAINS

Findings/description of state of affairs

- ²⁵ In the former SCL programmes, the emphasis was more on establishing and/or supporting community-based mechanisms to stop or prevent children to work and ensure that all children access formal quality education. In the present phase, the programme was expected to pay relatively more attention to an active engagement with and by private sector agents and CSR initiatives in establishing CLFZs and in the adoption by businesses and other stakeholders (notably governments at different levels) of effective policies and practices towards elimination of child labour in the supply chains.
- ²⁶ As a matter of fact, the interventions by implementing partners are guided by an understanding that establishing CLFZs requires concerted action by different stakeholders, notably community, schools, government authorities and last but not least the private sector. In all cases that were studied, a common feature of the area-based approach was the application of an approach that features a blend of social, educational and economic agendas. This wider approach stems from the realization that elimination of child labour requires more than just stopping children from working. It also requires addressing underlying socio-economic cause of child labour. Hence all partners implement interventions that focus on fighting poverty, improving livelihoods of families, and improving working conditions (including health and safety measures) and wages for parents and caretakers, with a focus on building or affirming the social value of No to child labour. All these interventions are closely linked to – if not intrinsically embedded – in SCL's area-based approach and is characterised by a strong emphasis on community mobilisation and local institution building.



- ²⁷ Some of the supply chains (e.g. sandstone in Jodhpur and garment in Tiripur) are highly opaque and extremely difficult to map. It is exactly for that reason that the combination of a supply chain approach and an area-based approach is most effective, as proven by the programme. In the sandstone industry, for example, there are thousands upon thousands of small buyers and importers.
- The quarry sector in Jodhpur is largely unregulated and most workers are undocumented and unorganised. Moreover, many people who work in the mining industry are members of the marginalized castes or tribals. Because it is almost impossible to connect high-profile buyers, particularly major domestic and international ones, to particular quarries, it is also very difficult to apply pressure to the upper end of the supply chain. (Marshall H., 2016).
 - Tirupur Municipal Corporation is the textile industry hub in Tamil Nadu. There are an estimated 750,000 workers involved in the garment and supply chain industries. The industry has a complex structure with many layers in the chain and wide-spread sub-contracting of production to small commercial units. The garment industry attracts a lot of migrant workers from other parts of India, such as the north and north-eastern states.
 - In Agra's footwear industry, most of the footwear companies sublet orders to small factories and these factories in return get the work done at their factories as well as give work to carry home, wherein the children get involved by the family into work. Child labour is a rampant and widespread problem, and the footwear industry is the largest employer of children due to its economic size. Children, starting from as young as 10 years old are working in their own families as well as in manufacturing plants.
 - In Budhpura (cobble sector), the value chain is less complicated with a limited (and more manageable) number of actors and a fairly well-organised traders' association. This creates better opportunities for an effective mapping and control on incidence of child labour.
- ²⁸ In India, involvement with and participation of private sector actors in the CLFZs is quite strong in the cobble sector in Budhpura as well as in the footwear sector in Agra. In Budhpura, the implementing agency Manjari has engaged with a number of individual cobble yard owners as well as with the cobble traders' association. Pressure by a few international brands (i.e. Beltrami from Belgium and London Stone in UK) has helped to put pressure on the local industry to adopt specific measures to eliminate child labour in the industry. Some of the measures taken include identification requirements for labourers, promotion of the 'model yard' concept, and complaint mechanisms with fines for companies that are found to employ children. In Agra, the implementing partner UGSSS has initiated engagement with local manufacturers among others in a consultation for the mapping of the supply chain in the footwear sector. As in Budhpura, international brands support the CLFZ-related initiatives of the local agency in Agra in their engagement with local manufacturers and suppliers.
- ²⁹ Other implementing partners in India (RPNMS in the sandstone sector of Jodhpur and SAVE in the garment industry in Tiripur) are yet to break ground and strengthen collaboration with the private sector. In Jodhpur there are two organised associations of local quarry owners, but they are not very active and show little interest in the issue of child labour. The local partner RPNMS (local labour union) takes initiatives but on a one-to-one basis with individual quarry owners. In the case of RPNMS, apparently outcomes so far in influencing and convincing industry actors (to act on specific measures to ban child labour) have been rather modest. In Tiripur, the collaboration between SAVE and private sector companies is challenging in the area visited. SAVE has been part of different multi-stakeholders forums in Tamil Nadu of which international brands and local mills/ factories are also

member. SAVE also has trained members of the Committees Against Sexual Harassment in the mills/factories (all not funded through the GdtB programme). While all these have been helpful to defend workers' rights, it also has created an antagonistic situation. The private garment factories are cautious about relating to SAVE. SAVE explains that it needs time to win the confidence for collaborative support from the private sector for the CLFZ approach. SAVE did not succeed yet to get involvement of the private sector actors at stake in the CLFZ of the Panchayats covered by the GdtB programme.

- ³⁰ In India, some commendable initiatives of lobby and advocacy were taken at state level such as in the garment sector in Tamil Nadu and the stone mining in Rajasthan. A notable example is Manjari's role in the establishment and working of the Rajasthan State Forum on Natural Stone (SFNS). This is a multi-stakeholder platform that brings together actors from civil society, private sector, Government and international agencies (including BWI - see next paragraph). The SFNS addresses different issues such as sector studies, convergence of different actors (especially with regard to the role of the mining department) as well as capacity building of CSOs and Trade Unions. A related example is the role of the Builders and Woodworkers International (BWI) South-Asia's office in facilitating the multi-stakeholder National Stone Industry Coalition. In this platform, various stakeholders are brought together including key national or international CSR initiatives such as TFT Responsible Stone Programme, IGEP and Ethical Trading Initiative. Together they constitute a high-level forum for deliberation and dialogue that has brought a number of key policy issues into tripartite consultations.
- ³¹ The Agra Footwear Manufacturer and Export Association and the Council of Leather Exporter which certifies for the quality, production standard and labour practices, have been contributing to 'No Child Labour' compliances in the bigger factories (not part of this programme). However, hardly any of the domestic suppliers are part of this association, while home-based child labour is still rampant especially in the domestic factories and with home-based production. Nevertheless, it is thought that there is scope to have collaboration with the Agra Footwear Manufacturer and Export Association as such collaboration may have wider ramifications for the financial sustainability and supportive conditions.
- ³² In Uganda, the supply chain is complex on the side of the suppliers (coffee farmers) as several hundred thousands of small-holders farmers are supplying coffee. On the side of the buyers, the situation is less complex, with a number of larger buyers occupying a large share of the coffee market, complemented by a large group of smaller buyers, but who together don't have a large market share. Due to the linkages with international markets there are some mechanisms to exert pressure through international brands, this is especially the case for certified coffee. Unfortunately, only around 3% of the coffee market in Uganda is currently certified (2015 numbers). The GdtB programme is the follow-up of a successful pilot of the SCL partnership with HIVOS in West-Nile in which a local NGO has collaborated with a leading coffee buyer (with more than 10% of the coffee export market in Uganda), local government, and the teacher union to develop child labour prevention activities at community level, in the coffee farms, and at school level. The company used its relationship with the certification scheme UTZ/RA to explore less intensive ways of child labour monitoring and prevention. The company buys from around 6000 small-holder coffee growers in the West-Nile region. The GDTB 2017-2019 involved the upscaling from 13 villages in one parish to 61 villages in 5 parishes through a 'light' version of the pilot programme, with much smaller operational budgets for the NGO. Aside from this, parallel (small-scale) interventions were initiated by UTZ/RA in some villages, and by Education International through the teacher union in the same regions.



Analysis

- ³³ As mentioned above, in the current phase the orientation of the programme was expected to focus more strongly (than in phase 1) on the engagement of private sector actors and on the creation of an enabling environment where other stakeholders (notably government) put pressure on the industries to act for the elimination of child labour in their sector. This has proven to be an ambitious goal given the complexity of the task in most cases (see further). Moreover, the scheduled time frame (18 months to 2½ years) was really too short and budget allocations for implementing partners often limited to put in place comprehensive strategies to engage with the private sector and to book results. Only in those cases where the GdtB programme could build on earlier interactions with the private sector (e.g. coffee in Uganda), the collaboration could be consolidated and new companies could be approached.
- ³⁴ In the various locations, the programme is dealing with very different supply chains. Each chain has its own characteristics demanding a contextualized approach towards establishment of CLFZs and engagement with private actors. Ideally, a site-specific approach should be developed on the basis of a comprehensive mapping of the supply chain and its actors, and an in-depth assessment of the scope for partnership with private sector in each area. It is thought that the assessments that were done in the different locations/sectors at the time of programme formulation (for the current phase), may not have been sufficiently comprehensive for developing fully contextualized strategies for effective engagement and/or partnerships with the private sector. Mapping has turned out to be most challenging for complex supply chains especially so in domestic markets with many small actors (e.g. in Jodhpur sandstone) and/or in chains where home-based manufacturing or processing is a common feature (e.g. Budhpura cobble). A very good mapping exercise was done for the Agra project with support of a qualified external party (Fair Labour Association). This mapping included a comprehensive assessment of the feasibility of setting up a CLFZ and provided robust groundwork for developing an appropriate and contextualised project strategy and intervention approach.
- ³⁵ While the evaluation team agrees that it was *a good strategy to work with frontrunners and 'low hanging fruit' to develop 'show cases' to demonstrate 'the proof of concept'* (quote: end-of term evaluation report 2017, p. 11), the team is of the opinion that a full proof of concept would require a more comprehensive coverage of the supply chains especially in its domestic segments. There is indeed still quite a way to go for most local partners to fully capture and understand domestic market mechanisms and supply chain dynamics. This hampers the development of effective intervention strategies, i.e. to resolve the question of how, at what levels and with whom to engage in the supply chain in order to create the largest possible impact with both domestic and international target industries.
- ³⁶ In addition, addressing labour conditions and wages with employers also requires long-term engagement and informed dialogue with private sector actors. Some partners, notably the RPKNMS in Jodhpur, have by mandate (being a trade union) a strong track record in addressing labour conditions with employers whereby the issue of child labour is part and parcel of their agenda. For other SCL partners, the programme has contributed to strengthening the capacity of partners in to engage in dialogue and negotiations with businesses and employers' associations. Nevertheless, it was found that many of the SCL partner staff are not yet sufficiently capacitated to capture and understand business dynamics and/or supply chain mechanisms. Partly as a result thereof, there has been little progress in establishing the *'business case'* of CLFZs for companies, from an economic perspective (financial returns for the industry) as well as from a social perspective (e.g. social return to investment). As a matter of fact, this observation is not entirely new but was also raised in the 2017 evaluation report as an argument

to justify further investment in (geographic) upscaling, i.e. to cover the complete area where products are procured. This is certainly relevant, but building a good business case will in the first place also serve to inform and convince other actors within the supply chain of the returns from engaging in CLFZs (so rather an upscaling up- and down-stream the supply chain than an area-wise expansion). Robust evidence on returns can serve as a critical input and argument in the dialogue with industry players. More sector-specific research is needed to establish such business cases. Establishing the business case of CLFZs requires concerted and collaborative efforts and contributions in (sector-based) multi-stakeholder initiatives with due representation of private actors, government, civil society and knowledge / research institutes. An example of such a 'business case' can be found in the GdtB programme in Uganda. The leading private sector actor in Uganda (coffee sector) has indicated that it is now at a stage where investments in sustainability are also bringing economic benefits as the coffee farmers are reported to be more loyal and more committed to good quality coffee. In addition, the group of coffee farmers which wants to deliver to the front runner company is increasing. And finally, the company can increasingly sell to speciality coffee companies.

- ³⁷ In some supply chains (notably in cobble, footwear and garment sectors) home-based work is an important sub-sector. This often poses particular challenges for 'detection' and prevention of child labour. Addressing the incidence of child labour in home-based work is a complicated issue and requires a lot of effort (and resources). So far little progress has been made in tackling this problem in most of the programme locations (where home-based work is an issue). Manjari has taken initial steps to address this challenge through (planned) direct contacts with the petty traders who deliver raw material (slurry from quarries) to homesteads in combination with community-based awareness raising through 'labour groups'. Some respondents suggested that home-based child labour will only stop when traders or manufacturers stop sourcing from individual families. This, however, is a difficult choice as it would deprive especially poorer households from a needed source of income. Community-based control and monitoring of child labour is the more appropriate solution. These in fact are part and parcel of the CLFZ approach. Home-based work in the coffee sector is different to some extent, as farm support officers from the company and members of the child labour communities can observe children working during school days on the farm.
- ³⁸ As mentioned before, in three out of 5 cases (Budhpura and Agra in India and West-Nile in Uganda) international companies have been collaborating with SCL partners in the GdtB programme⁷ and support the partners in their initiatives to eliminate child labour and improve workers' rights. In the case of Agra, international brands have their own policy for Fair Labour Practices and have monitoring mechanism to regularly check their suppliers on child labour. They visit their supply chain factories regularly and un-announced for close monitoring and try to persuade suppliers to ban home-based work. Nevertheless, these companies represent but a fraction of the buyers (and market) and it has proven to be a challenge to have a larger number of international companies put pressure on their supply chain factories for ethical labour practices. In footwear, the Social Accountability Association is an international certifying body with their own mechanism of periodic monitoring but there are areas of concern and the process reportedly is not foolproof. According to the members of the Footwear Manufacturer and Exporter Association, it is necessary to improve the awareness in the manufacturers/ factories and brands to bring their involvement for the sustainability of the CLFZ. In Budhpura (cobble), the two international companies (Beltrami and London Stone) participate in the Responsible Stone Program of TFT but neither of them believes that this CRS initiative has as yet found a firm foothold among the cobble yard owners or traders. Apparently, there is little

⁷ This happened and happens in the garment sector in Tamil Nadu as well, though not as part of the SCL programme.



interest in the initiative among the local business people or within the Cobble Traders' Union (the employers association) for that matter. In the case of RPKNKMS (Jodhpur sandstone), it proves difficult to force a change in a weakly organised and largely informal sector with a very high number of economic agents mainly focused on domestic markets and little or no outside pressure from major (inter)national companies or CSR initiatives. A more effective approach might be to combine engagement with private actors at local level with multi-stakeholder initiatives at state and national level, in combination with the area-based approach. In Tiripur, SAVE has started establishing contacts with the private sector in the new intervention zones.. Reportedly some discussion has been initiated to enter into a policy agreement with the Small Medium Scale Industries (SMSI) on "no child labour" but there still is a long way to go to strengthen collaborative engagement by all actors in this sector and area.

- ³⁹ In Uganda, the front runner company already had an internal compliance monitoring system in place since 2014, which was required for certification by UTZ/RA and another social audit system. The child labour monitoring approach was intensified in the pilot programme with more attention for community interaction and engagement with the schools. Aside from providing training to improve the agricultural practices, field officers connected to the company also assess ecological and social standards at farm level. Each of the 20 farm support officers of the company follow-up on around 300 farms. The company has also invested in new technology (washing machines) that avoids some of the manual work for which children are mobilised, and it engages with schools through coffee school clubs, training of youth, and demonstration plots for children and youth. The company interacts regularly with the village change agents (volunteers connected to the local NGO in the programme) and the village child labour committees to map and follow-up on incidences of child labour. The different partners in this multi-stakeholder collaboration work together in a trustful way and play a complementary role, according to their respective strengths.
- ⁴⁰ Some key factors (if and when applicable in specific contexts) that have impact on the progress in engaging private actors to eliminate child labour are the presence and role of international companies and CSR initiatives, the complexity of the (sub-)sector / supply chain, the number of commercial actors in the chain, and the existence and functioning of employers associations willing to engage in SCL campaigns and the commitment of local governments to realise child rights and enforce labour and related policies. An important external factor is the financial profitability and economic prospect of a specific sector as market developments and price fluctuations may affect employability and income levels of labourers: the less labourers are paid, the higher the probability that children will be expected to complement family income.
- ⁴¹ With regards to some earlier observations about the need to establish business case of CLFZs, it is also worth mentioning that comprehensive social and economic assessments can contribute to strengthening the lobby and advocacy efforts of the coalition. A starting point in policy influencing (from local to national level) is indeed case-specific evidence from grassroots level on child labour and more generally on socio-economic conditions in the respective sectors. While this was done in a number of the focus sectors from the angle of global buyers (of gold, garments, stone and shoes), more localised sector studies would definitely strengthen the case for policy influencing. This evidence will inform the development of policy cases, i.e. outlines of lobby and advocacy plans that specify the policy context, demands, targets, methodologies, communication channels and so on. As stated in earlier reports, lobby and advocacy are needed *to enhance local ownership, sustainability and potential for upscaling of the CLFZ initiatives, but these objectives could be better articulated.*⁸ The present team feels that the

⁸End-of term evaluation report Out of Work programme 2017. Aidenvironment p. 20.

latter observation (on poorly articulated L&A strategies especially at local / district levels) still holds and merits more attention in future programmes.

- ⁴² As a matter of fact, like-minded organisations (like Save the Children) expressed their appreciation for the contribution of some SCL partners (such as SAVE and Manjari) in sharing their experiences and providing evidence on best practices in area-based approaches to eliminate child labour. The challenge for the SCL coalition is how to more systematically generate evidence and learnings from their different CLFZ sites and make use of it in the formulation of policy asks for lobby and advocacy at different institutional levels (but especially so at state and national level multi-stakeholder platforms). At the same time, other organisations would like to see SCL become more engaged in collective action and networking activities at national level.

2.1.2 CREATE, STRENGTHEN AND UPSCALE EXISTING CHILD LABOUR FREE ZONE PROJECTS

- ⁴³ As mentioned in the introduction of this report, the evaluation focussed on the sustainability of the CLFZ projects and did not control the reliability of data or validate findings on effectiveness, in terms of children out of work and into school. These data are available at the SCL coalition.

Findings

- ⁴⁴ The SCL implementing partners have built good rapport in the communities, their members and leaders. In all cases, stakeholders and key informants that the evaluation teams interviewed were unanimous in indicating that there was high level of social awareness on a “No to child labour” up to 14 years of age. Often, this has been in existence for at least a number of years but was further strengthened as a result of the programme’s efforts to engage with communities. At the same time, in a number of cases, there remain challenges with children still being employed especially in home-based activities, especially among migrant families and among children of 15 years of age and above.
- ⁴⁵ The key to the positive developments in all areas are the local (community-based) structures that have been established. There are differences in forms, composition and functioning of these structures in the different locations, e.g. Self-Help Groups, Child Rights Protection Forums, Women Forums, Youth Forums, Workers Groups, Labour Committees, Community Development Groups, Child Parliament, Adolescent Girls Groups, and so on. Most groups play a role in ensuring (access to) formal education and the realisation of child rights (including prevention and elimination of child labour) but also in improving livelihood opportunities (e.g. through small savings and credit schemes), providing support of individuals to rights-based entitlements and improving access to health and other basic services. Some groups are also actively involved in door-to-door surveying and awareness raising on child rights. Community ownership is possibly less pronounced in Jodhpur (sandstone) because here ‘unionisation’ is considered to be the entry point to addressing child labour, hence the programme works more through local union structures than via the community.
- ⁴⁶ A second key factor has been the focus on access to and quality of education. This is practiced through different kinds of interventions depending on local context and challenges. In some locations like Agra, bridge schools are conducted to help children (re-)integrate in the education system. In Tirupur, the SCL partner supports schools and pupils to organise annual campaigns for awareness raising on child labour and enrolment of children in schools. In



a number of areas (notably in Tamil Nadu and in Rajasthan's mining sector) a particular challenge in ensuring that all children attend formal education is the presence of migrant labour force. In Budhpura the programme successfully lobbied not just for more school infrastructure but also for the appointment of more teachers at the schools as it is difficult to attract qualified staff to live and work in this remote poor mining area. In most areas, the programme has offered other forms of support to improve school infrastructure like drinking water, proper toilets for boys and girls separately, fencing and safe entry points, and so on. A specific critical issue that some areas face is access to education for migrant children, especially so in Tamil Nadu where many migrants do not master the Tamil language used at local schools and where there are administrative & legal restrictions on offering multi-lingual education. In Uganda, the track record of the local NGO in education helped to quickly establish productive relations with schools. Interestingly, in this SCL project the teacher union plays a key role, both in raising awareness and training teachers, but also to advocate with the education ministry at local and national level. The trade union also benefitted from their engagement on this topic, because previously the union was mainly perceived as other public sector unions, only interested in bread and butter issues, advocating for the (financial) interests of its members.

Analysis

Social sustainability

- ⁴⁷ Social sustainability relates to the extent the norm that no child should work and every child must be in school is sustained within the communities. The intervention strategies as implemented by SCL, and their underlying assumptions, can be linked to several behavioural change theories. There exist multiple behavioural theories that explain the mechanisms and drivers for behavioural change. These theories can be grouped into three groups: theories addressing individual-level influences, addressing interpersonal and group influences (focus on the role of social norms) and theories addressing wider societal influences (legal, economic, educational). There is no 'right' or single behaviour change theory or associated change intervention. However, research indicates that different theories and change interventions can be best understood as complementary (Oxfam, 2018⁹). The theory of planned behaviour (Ajzen, 1991), as referred to in the 2017 evaluation of "Out of Work, Into School", also described the necessity to address different levels in obtaining behavioural change. The conclusion of the 2017 evaluation still holds for this evaluation *"The weakest chain in the model are the engrained cultural beliefs that may take a lot of time to change. The combination of changed social norm, as well as repeated economic and legal actions, will be useful to change personal beliefs"* (Out of Work, into schools evaluation, 2017, p.15), even for the already established CLFZ that were the focus in this evaluation.
- ⁴⁸ The SCL coalition focusses mainly on the interpersonal and group influence level by stressing the importance of obtaining a social norm in the community. *"Social norms are people's individual or collective perceptions or beliefs about how others will view their actions and have been found to have a stronger effect on behaviours than individual attitudes and beliefs. Evidence suggests that people are more likely to adopt behaviours if they think others like them are doing the same or think positively about it. Conversely, they may choose not to act if they think others like them are not doing it or will disapprove."* (Oxfam, 2018). The assumption of group influence behavioural

⁹Mayne, R. et al. (January 2018) Influencing behaviours and practices to tackle poverty and injustice. Oxfam Discussion Papers.

theories is that social norms have influence on individual behaviour, because of cognitive dissonance, increasing social disapproval for failure to engage in desired behaviour and copying role model behaviour.

- ⁴⁹ It is very difficult to assess to what extent social norm change is being achieved in the CLFZ visited, as a clear definition or an appropriate monitoring mechanism to that end are lacking. Anecdotic evidence from the FGD showed that there are consistent and significant changes at community level. Remarkably, in both Jodhpur and Budhpura, school children themselves were most outspoken about the increased awareness among children and adults alike of the need to fight child labour. Especially the girls indicated – in their eyes very important – changes in attitude among community members with respect to realisation of child rights in general, and for girls in particular. They indicated that the programme had contributed to these perceived changes. In Uganda, in two of the villages with a child labour committee visited under the GdtB programme, both parents and children were clear about the change of social norms. Similarly, teachers argued they observed a change in the way parents engaged with their children. Some quotes are provided below:

“The way the children are handled now is much better, when you compare with other communities.” (school teacher, village 1, Uganda)

“In our village children used to go to school only when they were ten years old, going to grade one. Then they felt too old and dropped out.” (Child, village 1, Uganda)

“Now that we’ve set-up a small school in our village, it’s a big change. Before no children in pre-school, now they learn English.” (Child 2, village, Uganda)

“Before, when coffee was planted it also brought many problems for children, like the spraying, carrying, picking. The Child Labour Committee parents were sensitised and sent their kids to school.” (elder person, village 2, Kampala)

“There are also challenges for us. The coffee price is reduced and income is now low.” (parent, village 2, Uganda)

- ⁵⁰ In four of the five cases visited, the evaluators state there is a high level of social awareness on a ‘no for child labour’ up to 14 years of age (only starting in Agra as the CLFZ was established during the current GdtB programme). SCL partners have implemented relevant strategies to establish and maintain a social norm, such as identification and making use of “attractive” messengers to champion and enrol others to the cause (like community leaders, religious leaders, local government, leaders of trade unions, teachers, role models and opinion formers, peers, etc.) while paying attention to gender and power relations. SCL partners collaborate with existing community structures and/or have created new structures that can spread the ‘new’ social norm by engaging with other community structures, formal and informal groups. These ‘influencers’ also provide people with information comparing their behaviour with those of their ‘neighbours’, accompanied with information about what is desirable and undesirable behaviour. This process is ongoing.
- ⁵¹ Evidently there are groups of people not yet adopting the ‘new’ social norm (evidenced by the number of children still out of school), so establishing a social norm in itself might not be sufficient. Interpersonal and group level interventions (changing social norms) need to be complemented by other interventions, targeting the individual level and the wider societal level in order to contribute to changed behaviour. SCL partners adopt a multi-pronged strategy, combining all these levels of influence. One could state that the group level interventions are dominant in



the approach, especially in the beginning phase. At the start of the CLFZ approach, community structures are identified, strengthened and/or established. These groups are responsible for implementing different strategies, including individual level strategies and advocacy and lobbying at different levels to sustain the local initiatives. Some attention is given to the individual level, more so on strengthening personal agency of community members (through supporting self-help groups, saving groups, income generating activities) rather than on focusing on changing personal beliefs and attitudes, which demands for a more intensive and continuous approach (e.g. door-to-door visits, radio messages, sharing local human stories, etc.). SCL partners and the community structures involved also develop strategies to address wider societal influences, such as looking for public policy reform and policy implementation (through advocacy and lobby of local, state and national governments), investing in improving access and quality of schools, and negotiating for better wages in the industries and sectors at stake. These changes at socio-economic level are assumed to have an influence on individual behavioural change towards the elimination of child labour as they contribute to the strengthening of personal agency of community members and/or install mechanisms of policy enforcement.

- ⁵² The extent to which the programme effectively reached out to other community members (not involved in community structures, self-help groups, etc.) depends on the performance of the community structures involved (see also institutional and financial sustainability). The extent the programme was able to influence personal beliefs and attitudes is difficult to assess (no survey conducted in this evaluation, nor did we succeed in getting a variety of community members in the PADev workshop). From the interviews and FGD, it can be learned that traditional attitudes and beliefs persist.
- ⁵³ The multi-pronged approach of the SCL partners is a very relevant approach in addressing different dimensions that have an influence on individual behavioural change. However, a long-term approach with sufficient financial and human resources is needed to sustain the results achieved. Positive change in the perception, attitude and behaviour viz-a-viz child labour in the different programme area is visible, but are the strongest among community members participating in different community structures involved in the programme. It is not known to what extent the programme has contributed to behavioural change of the “identified families at risk” or in the community at large. Continuous efforts are needed, at individual and inter-personal level, which is assumed by the programme to be conducted by the community structures involved in the fight against child labour, but not guaranteed in all cases (see further). Furthermore, a social norm alone is not sufficient to contribute to behavioural change. In all cases visited there are still several challenges ahead, with regard to access and quality of education, living wages, few economic opportunities and weak enforcement of public policies in favour of child rights and quality of education. Social sustainability is not yet obtained and threatened by the challenges regarding institutional, financial and legal sustainability.

Institutional sustainability

- ⁵⁴ To ensure a sustainable set-up of CLFZ, three kinds of institutional stakeholders are to be considered: the community-based organisations, the public sector (government) and related institutions especially schools, and finally the industry players both local and those down-stream the supply chain (including international companies and CSR initiatives).
- ⁵⁵ In all areas, SCL partners have established community structures that are expected to play a central role in sustaining efforts to improve labour conditions and eliminate child labour in the respective industries. So far, local partners have implemented the area-based CLFZ approach that combines (1) community-based mobilisation and

action on child labour and for improved labour conditions with (2) lobbying and advocacy towards policy makers and (district or state level) departments to improve access to and quality of education for all children, enforce labour laws and regulations and ensure fair and equal access for all to social services and entitlements; as well as (3) addressing labour conditions in the sector (which received specific attention under GdtB). For now, most of the established community structures by and large lack the necessary knowledge and capacity to master the many and complex intricacies of these tasks which they would have to take on in a self-sustained set-up. Therefore, In most areas external support (by SCL or others) will continue to be needed, at least for some years in order to strengthen and consolidate the community structures and create a level playing field for tri-partite (civil society, government, private sector) dialogue and action towards elimination of child labour and further improvement of labour conditions.

- ⁵⁶ The case of Jodhpur (sandstone) is specific as in this case the lead agency is a (local) trade union while in other areas civil society organisations take the lead. The pro of a trade union is its institutional sustainability. As the chairperson indicated: *“The labour union’s approach is a good one to addresses the economic causes of child labour. Our trade union is here to stay, and union membership will be key to growth and sustainability of the CLF zone”*. Given its broad membership base, the trade union RPKNMS is indeed likely to maintain its commitment to the CLF zone and be answerable to the union members and their families in matters of workers’ rights and benefits. The downside is the financial dependency on membership fees as little other sources of funding are permitted for trade unions. The union leadership further acknowledges that it has more limited capacity and expertise in establishing and supporting community-based structures like other partners do. Community structures that were established are indeed rather weak in Jodhpur sandstone area and not able to take over and carry out all tasks related to a ‘full’ CLFZ approach.
- ⁵⁷ Even with community structures in place, sustainable functioning of the CLFZ will be conditional upon (more) active support by local authorities to enforce child labour regulations and more willingness among private agents to take necessary action to address labour conditions and ban child labour from their enterprises and with their suppliers. As far as the latter is concerned, the future commitment by private actors is very much a question of persistent awareness raising and mobilisation. As a local cobble yard owner in Budhpura indicated: *“The water remains clear as long as it keeps flowing”*.
- ⁵⁸ In Uganda, the over-ambitious aims of the scaling-up project are likely to affect institutionalisation efforts at the local level. Three months before the end of the GDTB programme only 23 out of 61 villages had created a village child protection committee.
- ⁵⁹ In most project areas, the public sector still falls short in its possible contribution to elimination of child labour and access to quality education for all). Therefore, continuing lobby and advocacy will also be needed to pressure the public sector and its institutions to at least consolidate what has been achieved in terms of creating an enabling (policy) environment but also for strengthening their efforts for effective policy implementation. In most areas, the schools appear to be committed to maintain their efforts and, pending sufficient resources, keep investing in awareness raising and enrolment of working children at work or children at risk.

Legal sustainability

- ⁶⁰ As indicated above, local community structures like, Child Rights Protection Forums, are expected to play the lead role in providing sustainability to the CLFZ. In many areas, these structures are still in formation but eventually



legalisation of these structures ought to be considered. In parallel, SCL partners should develop rapport and collaborative tie-ups with existing government legal systems and institutions as the Child Welfare Committees (CWC) in India. General policies on child labour and labour conditions apply, which may not offer perfect guarantees but implementation of these policies and regulations would already be a major step forward. Advocacy and lobbying features prominently in the ToC of the programme (and of the SCL approach for that matter). This in principle implies (insider and/or outsider) engagement with public sector initiatives and institutions.

- ⁶¹ Local partners often see district as the key actors who should bring policies into practice and monitor adherence to existing regulations by industry players. This in many cases has not yet been achieved or is only partially done. This is a challenge for the government too, as these tasks are often understaffed and under-resourced. Government must pursue labourers' rights in order to reduce risk for children to be forced into labour. However, in some areas, the apparent lack of interest (or underestimating the scale of incidence of child labour) and weak engagement of local government (district) are obstacles in realising a positive change in the long-term.
- ⁶² Some partners like Manjari and SAVE successfully influenced the public sector (at district and/or state level) to take appropriate measures in areas of education (increase in number of schools and teachers), workers' rights and access to entitlements e.g. for silicosis patients in mining. Partners' engagements at state level such as through the multi-stakeholder platform SFNS are commendable initiatives that may not yet be sustainable and therefore merit continued support by the SCL coalition or other donor agencies.
- ⁶³ In Uganda, national level policies were in place but not enforced. The 2017 programme evaluation observed the need for a specific by-law that could be adopted at the district level to make follow-up and enforcement easier. This idea was endorsed by sub-county officers but no progress had been made since 2017.

Financial sustainability

- ⁶⁴ Financial sustainability is considered to be a major challenge for the years to come in all locations. As discussed above, interventions by local partners may be scaled down gradually in the coming years and tasks be handed over to the established community structures. Nevertheless, the presence and support of local partners will continue to be needed in order to sustain the achievements so far and maintain at least a status quo in the CFLZ; hence also the need for a continuation of external funding.
- ⁶⁵ For RPKNMS in Jodhpur, without dedicated project funding, membership fees will constitute the financial basis for the union's operations. Obviously, these fees will primarily be needed to address the organisation of local union structures and perform mandatory tasks of the union (workers' rights). Realisation of these functions will contribute to the elimination of child labour but may not suffice to bridge the gaps in coverage (e.g. for education or support to communities), let alone expand the CLFZ approach to other villages.
- ⁶⁶ The options to ensure financial sustainability that are being used or considered in the cases visited include:
- Funding from donor agencies such as in the ongoing GdtB programme of the SCL coalition. For the time being (for 2-3 years), this will still be needed while other options for (local) resource mobilisation are being explored.

- Financial support from international companies and CSR initiatives. At the moment some of the partners (in Budphura and Agra) receive support from companies. These companies expressed willingness to continue with financial support for some time but obviously not indefinitely.

⁶⁷ Under consideration:

- Through existing network contacts, partners may explore possibilities to attract new sources of funding either locally or internationally. The SCL Coalition and members /or the allied international companies may lend their name to fundraising communication especially so with domestic companies and (wealthy) individuals. For example, in the CLFZ of Agra, the financial support is already coming from the CSR fund of the footwear brands and there is also a possibility for the association of the export manufacturers of footwear to financially sustain in the future.
- Local partners become resource agency on area-based approach to the elimination of child labour and offer consultancy and training services to client organisations at a market-based fee.

Resource agencies

⁶⁸ In the programme design (phase II), it was suggested that (some) local partners would develop into a resource agency on area-based approaches for the elimination of child labour serving other SCL partners and external organisations (a role that till now was performed by M/V Foundation). As a matter of fact, some partners like Manjari have supported other partners and organisations by sharing its knowledge and expertise. However, much as partners may be keen to let others learn from their knowledge and expertise, there might be a limit to what it can and is willing to do in this respect. First, with a view to ensure sustainability, the organisation may not want to grow too much beyond its present size and scope of activities. Second, there might be limits to the number and frequency of visits by external visitors to a communities which – in Manjari's wording –are living in a 'vulnerable, disturbed and sensitive' area. In short, there is some sort of dilemma in the considerations on becoming a resource agency. There is no clear definition for other partners to be considered Resource Agency or provide resource support in terms of training. Only the M/V has a defined role with budget allocation. It is therefore important to ensure that the local partner takes the lead role from the beginning and that from the early onset, realistic terms and boundaries are set on tasks and functions that can be performed on how these will be funded.

Some final observations on sustainability

⁶⁹ The present evaluation accepts the conclusion of the end-of-term evaluation of the previous phase, namely that *'there is plausible evidence of 'proof of concept' of the CLFZ approach, from different locations and context situations'* even though the team has some reservation with respect to progress and impact in complex domestic supply chain segments. At the same time, the present team also shares the feeling, as in 2017, that *'sustainability of the CLFZs ... is still a concern that is insufficiently developed'*. On the positive side is the awareness among the core (Dutch) SCL partners that sustainability and exit strategies should be taken on more systematically in the coming years. In some locations, like Budphura, also the local partner is now very much aware of a need to address this issue and has taken steps to actually develop a strategy to cope with a future situation without or with limited direct external support and funding.

⁷⁰ In the table below, we provide a succinct overview of sustainability scores of the different projects that were studied in the course of this evaluation with a break-down according to the four dimensions of the CLFZ approach (as formulated in the 2017 programme evaluation). Admittedly, the approach to scoring is rather intuitive or subjective based on perceptions of the evaluators who visited the locations.

CLFZ phase	Initiation	Development	Finalization	Maintenance + spin-off
Duration	3-5 years	2-3 years	2-3 years	continuous
Intensity	Low	High	Moderate	Low
Community mobilisation	Awareness and trust building	Structures in place to develop new social norm	Structure and social norm established	Refresher training and learning platform
Education Facilities	Awareness on lack of infrastructure and good education quality	Structures in place and improvements ongoing or planned	Facilities improved	Financial resources to sustain facilities
Supply chain activities	Awareness raised and risks properly identified	Measures in place for risks monitored and remediated	Supply chain with no child labour; youth employment realised	Costs and benefits for company assure continuity
Policy context	Awareness on poor policies	Policies in place but not well enforced	Policies in place and enforced	Policy execution monitored and evaluated

Table 3 Overview of different phases of a CLFZ with its specific characteristics on 4 dimensions.

	Budhpura - Manjari Cobble	Jodhpur RPKNMS Sandstone	Tiripur SAVE Garment	Agra UGSSS Footwear	Uganda Coffee
Community mobilisation	<p><i>Finalization phase</i></p> <p>Different groups formed and well capacitated. Social norm well established. Strong leadership supports community groups.</p>	<p><i>Development phase</i></p> <p>Weak community structures. Social norm established in community, less so with other stakeholders. Good performance of union structures</p>	<p><i>Finalization phase</i></p> <p>Community based groups are formed and capacitated. Social norm well established. Leadership to the community groups are to be fixed</p>	<p><i>Development phase</i></p> <p>Good rapport with the community. Community based groups and leaderships are in the formation.</p>	<p><i>Finalization phase</i> For 10 out of 48 new villages</p> <p><i>Initiation phase</i> For remaining villages</p>
Education	<p><i>Development phase</i></p> <p>Facilities remain poor but # of schools and teachers increased satisfactorily. Quality not yet at level</p>	<p><i>Finalization phase</i></p> <p>Facilities improved. Concrete results obtained. Community and school interact.</p>	<p><i>Development phase</i></p> <p>Access to schools is good but challenges for migrant children. Good cooperation from schools teachers & headmasters</p>	<p><i>Initiation phase</i></p> <p>Access to affordable schools remains an issue. UPGSSS conduct Bridge Schools to fill the gap.</p>	<p><i>Development phase</i></p> <p>Positive results in uptake and retention of pupils. Very poor infrastructure.</p>
Supply chain activities	<p><i>Development phase</i></p> <p>Good rapport with industry. Industry has self-imposed measures. Child labour largely banned from yards but home-based work remains issue</p>	<p><i>Initiation phase</i></p> <p>Long way to go but union is facing complex sector. Union finds difficult to take on constructive dialogue with industry. May need different or additional approach to address sector as a whole</p>	<p><i>Initiation phase</i></p> <p>Working contact with the garment supply chain factories still is challenging .</p>	<p><i>Development phase</i></p> <p>Good rapport with the foot wear industries and sufficient working relationship is built. Started the process of supply chain mapping.</p>	<p><i>Finalization</i></p> <p>Strong progress with leading company (>10% of coffee export market), but only initial progress with other companies</p>
Policy Context	<p><i>Development phase</i></p> <p>Good local action but district government remains weak in implementation. Good results at state level</p>	<p><i>Development phase</i></p> <p>With support of BWI good progress at local, state and national levels but implementation is still lacking</p>	<p><i>Initiation phase</i></p> <p>Local advocacy and lobby happens. The govt authorities (labour or education departments) remain non-cooperative</p>	<p><i>Initiation phase</i></p> <p>Local or wider level lobby and advocacy work is yet to be initiated</p>	<p><i>Development phase</i></p> <p>Good results at district level, not much yet at national level</p>

Table 4 Overview of different phases of a CLFZ with its specific characteristics on 4 dimensions.



- ⁷¹ From the table it can be concluded that none of the CLFZs have already reached the stage of maintenance. This confirms the need for investing in long-term processes. Most progress was made in the community mobilisation as this constitutes the core of the CLFZ approach. However, to achieve sustainable (individual) behavioural change, it is clear that different push and pull factors need to be addressed, in order to establish sustainable child labour free zones and eventually have impact on preventing and eliminating child labour.
- ⁷² In the 2017 evaluation report (p.10), it was argued that *'it is difficult to conclude whether a CLFZ is successful as there is no defined norm for a successful CLFZ'*, in addition, the report stated (p. 26) that *'the sustainability of the approach: in the reporting, implementing partners should describe the sustainability of the results, but the concept is not well defined'*. It is observed that both conclusions still stand and that related recommendations would therefore continue to apply.
- ⁷³ The 2017 report suggested five conditions for a successful (and thus sustainable) CLFZ, being:
- A certain (minimum) level of social cohesion
 - The availability of an NGO with strong local rooting and trusted
 - The presence of income generating activities, to generate funds for children going to school
 - The presence of schools that function relatively well, with a minimum level of school enrolment
 - Willingness of local public agencies to collaborate in maintaining and upgrading schools
- ⁷⁴ From evidence from the present case studies, it is concluded that in most cases these conditions are indeed valid but not all of them need to be met to make a CLFZ successful. As a matter of fact, in an area like Budhpura there are hardly any alternative income generating opportunities for families yet the CLFZ is one of the most successful ones in the programme, while the Jodhpur case shows that a (local) trade union can also be the driving force behind a CLFZ.
- ⁷⁵ Three of the listed factors are related to education. While this is certainly a critical condition that must be met in order for a CLFZ to succeed, other (additional) contributing factors are worth mentioning, such as:
- Constructive engagement by civil society and communities with private sector to solicit their support,
 - The presence of a private sector that is willing, either individually or (even better) in sector associations to engage in a constructive dialogue with CSOs and communities,
 - Stable market conditions with where possible and applicable, engagement by / pressure from international companies or through CSR initiatives,
 - Enforcement of existing labour regulations by public agencies (and effective control on implementation)
- ⁷⁶ The evaluation team invites the SCL partners to reflect on a definition of sustainable CLFZs, and to develop appropriate indicators to monitor progress. The conditions described in the above might be inspirational for identifying good indicators.

Upscaling

- ⁷⁷ The question whether, how and where to upscale SCL's area-based approach is being discussed within the coalition. Other like-minded organisations have shown interest in (elements of) SCL's approach but not all agree entirely with the concept as used by SCL. The combination of (CSO-like) community-based initiatives, access to and quality of education and (trade union-like) upholding of workers' rights is considered by many as innovative

and inspiring. While others may find the realisation of the full spectre of child rights to be a better entry point for elimination of child labour, there seems to be interest in adopting at least certain aspects of the SCL approach. At present (in the current phase) time and resources were rather limited to allow for a sizeable upscaling. BWI decided to add two new zones in this current phase but other partners did not follow suit. The programme is running into its limits in the sandstone sector in India as there is only engagement with a relatively small number of village councils (many of them with limited outreach) to scale-up the mobilisation of households. This is largely linked to the lack or weakness of associational structures that can multiply the SCL messages, the lack of social cohesion in the communities, and the messy supply chain.

⁷⁸ In Uganda, the 2017 evaluation observed clear progress in terms of social sustainability in the pilot phase (previous programme), including spill-overs into neighbouring villages and regions. The situation was more complex for the GdtB project as it attempted to scale up from 13 villages to 61 villages with a fraction of the budget of the pilot phase and in a short time frame (only 18 months). Several observers stated their concerns that it was unrealistic to achieve the same level of changes in social norms under those conditions. Moreover, the West-Nile region is currently experimenting with different configurations of the SCL approach, moving from an intensive to a light approach. One of the assumptions is that strong private sector buyers in the coffee sector have the internal capacity to monitor and support coffee farmers towards child labour free practices through their vast group of field officers. This can then be combined with some light support for the schooling system (through the teacher unions) or some basic community mobilisation (through the local NGO). It was yet to be seen if this approach combines sufficient push and pull factors to scale-up the CLFZ approach. The main risk is that the programme would gradually reduce from an area-based approach to a sector-based approach.

⁷⁹ In most cases, the present CLFZ is still in development and available resources in this current phase were used to consolidate what has been achieved (especially at schools and with community structures), and to engage more strongly with private actors. Three key challenges that may require further attention before or in parallel with further upscaling, are:

- Addressing child labour among marginalised migrant families. These families have little opportunity let alone interest in joining community-based initiatives and their children's right to education is often far more difficult to resolve.
- Child labour in home-based industries remains an important issue in some areas (Agra, Tiripur, Budhpura). In Budhpura, for example, despite several successes and progress in taking children out of work and into schools, child labour still is reported rampant in home industries in the area, which faces the challenge of lack of alternative livelihood opportunities for families to escape from the poverty trap that forces them to let children work at home .

⁸⁰ Progress in addressing child labour in domestic segments of the supply chains and markets is often more limited (if not weak) than in cases with felt presence of international companies. Local partners would still need support and better capacity to carry out mapping of complex domestic supply chains, to assess the scope for engagement with local actors all along the supply chain and to design and implement engagement strategies accordingly. The different partners and their supporting agencies may have to deliberate as to whether they will give priority to upscaling within the supply chain notably to domestic segments thereof, to geographic upscaling, or possibly a combination of both.



- ⁸¹ Finally, during the discussions at the May 2019 Linking and Learning conference, participants acknowledged that there are different upscaling strategies that are currently being used in various SCL programmes, summarised as follows:
- Vertical and horizontal upscaling strategies inside the supply chain via companies that are connected to the programme;
 - Upscaling via the education system, built on the assumption that the changes in the SCL schools will be adopted by other schools: schools have to ask permission to higher education authorities, this assures that innovations are followed-up;
 - Upscaling via the traditional cultural systems: the involvement of village leaders will be copied by other village leaders in the neighboring villages;
 - The involvement of trade unions (in the education sector or trade unions connected to supply chain workers): as trade unions are connected with national structures, there are opportunities to scale-up at the regional or national level;
 - Involvement of local government: this creates opportunities to involve higher levels of government (district/state) and national level;
 - Village to village: villages copy what they observe in the next door village, in this way the programme scales-up village by village.
- ⁸² During the evaluation and in the participatory workshop organized at the conference, it was observed that different stakeholders in the programme hold different assumptions about which scaling-up strategy is the one to follow. There is no shared idea of which scaling-up strategy or group of strategies is most appropriate under which conditions. As a consequence, stakeholders might push different strategies or might miss-out on opportunities which are not on their radar.

2.1.3 KEY STAKEHOLDERS ACTIVELY PROMOTE AND SUPPORT THE COMMUNITY-BASED APPROACH AND ELIMINATION OF CHILD LABOUR

- ⁸³ Stop Child Labour has a long track record in lobbying and advocacy (L&A) in the Netherlands, the EU as well with the ILO and (less intensively) with the OECD and the UN. This L&A has both been on policy issues and instruments like the CLFZ approach, supply chain accountability and transparency, legal instruments, ICSR covenants and public procurement as well as on child labour in specific sectors like garments, natural stone, seeds, gold and footwear. The L&A activities as carried out under the GdtB programme are part of a continuous process that started many years ago. The current programme provided support to continue the L&A and put a focus in particular on (i) continuing putting pressure on Dutch policy makers to keep child labour and the community based approach high on the agenda of the Dutch government and to include anti-child labour measures in public procurement; (ii) engaging with international and inter-governmental organisations, such as ILO (ILO in general and Child Labour Platform in particular), UNICEF, Save the Children and other NGOs and less

intensively with OECD, on their approach to child labour by promoting the community-based approach; (iii) strengthening the L&A capacity of local SCL partners so to engage with local and national authorities to promote and support the CLFZ and (iv) to look for better synergy between the efforts of local L&A and international L&A.

⁸⁴ The GdtB programme documents describes following expected results of the L&A interventions:¹⁰

Lobby targets	Expected results
Dutch policymakers	<ul style="list-style-type: none"> – Keeping child labour as a priority – Effective implementation of the ICSR Sector Covenants regarding child labour – Fair and child labour free public procurement – Decent work-related policies/programmes including child labour – Child labour on the agenda of trade missions – Political diplomacy on child labour and CLFZ, regarding ILO and EU – Community and sector based approached included in development cooperation programmes – CLFZ/community based approach and supply chain issues included in the input for the IV Global Conference on Child labour in Argentina
European Parliament and Commission	<ul style="list-style-type: none"> – Child labour and the community based approach put on the agenda of the European parliament – A Child Labour Due Diligence Law being discussed in the European parliament and the European Commission – Community based approach and supply chain issues included in the joint submission of the EU to the IV Global Conference on Child labour in Argentina
ILO, OECD, UNICEF, others	<ul style="list-style-type: none"> – CLFZ/community based approach and supply chain issues included in policy documents of international organisations and/or support for activities/projects in that context
National governments and local authorities in intervention countries	<ul style="list-style-type: none"> – CLFZ approach or related strategies on child labour included in policies and tools and/or support for activities/projects in that context

Table 5 Overview of A&L targets and envisaged change.

⁸⁵ L&A activities are carried out by all SCL programme partners, within the GdtB programme and within their own organisations. It is not possible to make a distinction between these activities. ICN (now Arisa) and Hivos have been the most active in engaging with policy makers on child labour related issues with Arisa having the lead in L&A. Hivos, Arisa and Mondiaal FNV participate in the covenant processes organised for several sectors by the

¹⁰Taken from (1) SCL Coalition (2017) Getting down to Business: Accelerating Joint Action towards a Child Labour Free World. Proposal to the MoFA. And (2) Logframe of GdtB



Ministry of Foreign Affairs. These advocacy and lobby activities evidently are complemented by advocacy and lobbying interventions conducted by SCL coalition members in other spaces and focusing on other themes that also have an influence on combatting child labour, like for example the participation of FNV and AOb in the social dialogue (in the Netherlands, at ILO) and Education International that is lobbying for educational related matters at national and international level. In this chapter an assessment is done of the L&A interventions and expected results as described in the GdtB programme, including the participation of SCL coalition in the covenant processes. L&A processes are long-term processes. The current interventions build further on processes and results achieved over the last 15 years. Over these years, relationships have been built with several members of parliament (especially within the PvdA and CU) and officials of the Ministry of Foreign Affairs.

- ⁸⁶ The previous evaluation reports of the SCL coalition programmes have described the increasing attention of the Dutch government to child labour issues over the past 15 years, to which SCL coalition has contributed. The Dutch government is one of the front runners with regard to the development of policies to implement the OECD and UN principles. This was e.g. materialised by the decision of the Dutch government to launch the covenant processes with a number of sectors in 2015 and the establishment of the Fund to Combat Child Labour (Fonds ter Bestrijding Kinderarbeid) in 2017. Several stakeholders interviewed refer to the importance of the parliamentary work of VoordeWind (CU) and Van Laar (PvdA), both informed and supported by SCL coalition members, among others. Combatting child labour is included in the development policies of the current Dutch government, and a specific budget to that end is included in the government budget (evolved from 10 to 15 million EUR/year). RVO is assigned with the task to manage and coordinate several projects that are funded through the RVO Fund to combat Child Labour (Fonds Bestrijding Kinderarbeid, 7 million EUR/year). The Dutch government has funded the previous and current programme of the SCL Coalition.

Findings on L&A at international level and in the Netherlands

- ⁸⁷ The SCL coalition applies an evidence based approach to advocacy and lobby, which consist in (i) providing evidence through rigorous research on the risks in a specific value chain (2 research reports produced under the GdtB programme)¹¹, (ii) informing stakeholders on the added value of applying a CLFZ approach in combating child labour (through documenting and sharing best practices, giving presentations), (iii) maintaining formal and informal contacts with policy makers and staff of the Ministry of Foreign Affairs (but also with other ministries such as Social Affairs and Economic affairs) and (iv) informing the general public through public letters. Many advocacy and lobbying activities have been conducted. It is not possible to reconstruct all activities, as there are many and there is no consolidated contact tracking system at the level of the coalition. Following table provides an overview of the most relevant output to which SCL coalition members have contributed, in the period June 2017 – till moment of the evaluation (February-April 2019).

¹¹ The Dark sites of Granite (2017); Remedies for Indian seed workers in sight (2018)

Date	L&A activity	Output	Significance
6/07/2017	<ul style="list-style-type: none"> – Informal contacts + public statements 	<ul style="list-style-type: none"> – Question Voordewind (CU) on visit of president Modi to the Netherlands in view of the ongoing negotiations on the natural stone covenant 	<ul style="list-style-type: none"> – Keeping child labour on the political agenda, focus on international diplomacy
08/2017	<ul style="list-style-type: none"> – Publication of natural stone report “<i>The Dark sites of Granite</i>” – Formal and informal contacts (also with ILO) – Bringing report to the media attention 	<ul style="list-style-type: none"> – Discussions with private sector companies, threat of bringing Arisa to court – Some companies taking action and asking information from the “front runners” 	<ul style="list-style-type: none"> – Awareness raising of private sector actors – Report being used by politicians to put pressure on the minister – Input and stimulus for sector covenant which was recently signed
04/09/2017 25/08/2017 29/08/2017	<ul style="list-style-type: none"> – Formal and informal contacts following the publication of the natural stone report 	<ul style="list-style-type: none"> – Question Hijink(SP) – Question Voordewind (CU), Van den Hul (PvdA) and Diks (Groen Links) – Question Sazias & Van Brenk (50PLUS) <p>All in relation to Natural Stone Report</p>	<ul style="list-style-type: none"> – Topic kept on the political agenda – Topic being discussed at commission IMVO of Parliament – Answer of the minister on 20/10, referring to (i) the ongoing process of the natural stone covenant and the importance of dialogue between the sector, ministry and NGOs, (ii) referring to the need of a European CSR action plan, (iii) committing to inform the ILO office in India on the report
30/08/2017	<ul style="list-style-type: none"> – Formal contact at European level, following the publication of the natural stone report 	<ul style="list-style-type: none"> – Question Mineur (SP) to the European commissioner for international cooperation and development 	<ul style="list-style-type: none"> – Topic kept on the European political agenda – Answer of Mimica (European Commissioner) on 27/11/2017, referring to the efforts being taken by the EU (support to ILO, financing specific projects, collaboration OECD and the application of the due diligence requirements for EU import of conflict minerals)
11/2017	<ul style="list-style-type: none"> – Position paper for the Global Child Labour Conference in Argentina – Formal and informal contacts – Input in ILO report “Ending child labour by 2025: a review of 	<ul style="list-style-type: none"> – Pledge of the Netherlands to continue funding of CLFZ – ILO recognizing CLFZ approach as visible in report “Ending child labour by 2025: a review of policies and programmes” 	<ul style="list-style-type: none"> – Promises for continued support for programmes eliminating child labour – ILO proposing an area-based approach as a policy option, starting to include CLFZ approach in their projects



	policies and programmes"		
20/10/2017 27/12/2017	– Informal contacts	<ul style="list-style-type: none"> – Question Hijink (SP) – Question Voordewind (CU) Both in relation to progress of garment covenant	<ul style="list-style-type: none"> – Keeping child labour on the political agenda – Answer of the Minister on 2/02/2018 referring to (i) the planned evaluation of the covenants in 2019, (ii) correction of information about the number of participating companies, (iii) agreement on transparency of the engagement of the companies involved, including publication of production locations and (iv) attention to living wage and freedom of association in the covenants.

Date	L&A activity	Output	Significance
02/03/2018	– Letter to Commission on Foreign Trade and Development Cooperation on the need for child labour sector analyses and request of using SCL report during the evaluations of covenants in 2019	– Topics discussed at parliamentary IMVO consultation with minister	<ul style="list-style-type: none"> – Follow-up of the pledges made during the Argentina conference – Instrumental for the adoption of the motion on funding CLFZ programmes
21/03/2018	– Presentation at Child labour in cacao workshop, DEVCO, Brussels	– Barry Callebout and Cargill asked for further exchange of information on CLFZs	<ul style="list-style-type: none"> – Awareness raising of private sector actors and informing on CLFZ approach – Talks between companies and SCL about possible cooperation
09/04/2018	– Presentation of CLFZ approach at ILO Child Labour Platform	– RMI Director (Chanel) asking for contact of MV Foundation	<ul style="list-style-type: none"> – Awareness raising private sector – Contacts have been (indirectly) been established with follow-up in joint training
10/04/2018 10/04/2018	– Formal and informal contacts	<ul style="list-style-type: none"> – Motion Van den Hul (PvdA): on improving the covenant process by including child labour, living wage and gender in all covenants – Motion Voordewind (CU): on improving the covenant process by including measurable targets Both motions were adopted	– Keeping child labour on the political agenda and on the agenda of all covenants

?/2018	<ul style="list-style-type: none"> Letter to Minister Kaag 	<ul style="list-style-type: none"> Child Labour continues to receiving attention in the Policy document of the new minister of foreign trade and development cooperation "Investing in global prospects" (18/05/2018) 	<ul style="list-style-type: none"> Keeping child labour on the political agenda, included as a priority in 'Investing in global prospects'. Increase of budget from 10 million/year to 15 million/year for projects to eradicate child labour in value chains of Dutch business No reference to CLFZ or area-based approach
28/06/2018 3/07/2018	<ul style="list-style-type: none"> Formal and informal contacts 	<ul style="list-style-type: none"> Motion Voordewind (CU) on funding for successful programmes to eliminate child labour based on an area-based approach <p>Motion adopted</p>	<ul style="list-style-type: none"> Dutch government recognising the added value of the area-based approach New funding available for a multi-annual programme working on the elimination of child labour applying an area-based approach
12/10/2018	<ul style="list-style-type: none"> Participation in ILO Child Labour Platform meeting 	<ul style="list-style-type: none"> Members of platform informed on the CLFZ and supply chain approach, with positive response from several companies (e.g. working on mica in India) 	<ul style="list-style-type: none"> Awareness raising private sector and informing on CLFZ approach
1/11/2018	<ul style="list-style-type: none"> Publication of seeds report "<i>Remedies for Indian seed workers in sight</i>" Formal and informal contacts (also with ILO) Bringing report to the media attention 	<ul style="list-style-type: none"> Questions Voordewind (CU) after SCL report on seeds (on 27/11/2018) 	<ul style="list-style-type: none"> Topic kept on the political agenda Answer of the Minister on January 16, 2019 referring to (i) the importance of a dialogue between the seed companies and the SCL coalition, (ii) existing policy instruments to engage with the seed sector, the seed sector association (Plantum) and with the Indian government and (iii) role of ILO Willingness to support financially new projects Participation in negotiations of Agricultural Covenant

Table 6 Overview of L&A output under GdtB at International level and in the Netherlands.

⁸⁸ In the Netherlands, advocacy and lobbying is done through parliamentary work through formal and informal contacts with staff of different ministries (e.g. during the preparation of the Argentina conference) and through letters to the Ministry of Foreign affairs.

- In the period May 2017-April 2019, 10 parliamentary questions were posed to the minister of Foreign Trade and Development Cooperation with reference to child labour issues, of which five questions were the immediate result of the publication of research reports, produced by ICN/Arisa with support from the SCL coalition namely “*Remedies for Indian seed workers in sight? – Monitoring report on tackling child labour and non-payment of minimum wages in hybrid cotton and vegetable seeds production in India*” (date 2018) and “*The Dark Sites of Granite – Modern slavery, child labour and unsafe work in Indian granite quarries*” (august 2017). The other five questions also refer to child labour issues, in a specific sector (on palm oil, garment sector), in the covenants (garment covenant) or in the policy dialogue with the President of India (during visits in the Netherlands or during trade missions to India). Eight of the 10 questions were based on information provided by the SCL coalition (the two others are as such not included in the table in the above). Furthermore, two motions refer to the improvement of the covenant process and two motions pledge for specific funding for the implementation of the area-based approach in combatting child labour. These questions and motions kept the topic of child labour on the political agenda, urged the minister to engage with the sectors mentioned and to support financially the CLFZ approach.
- In the period under evaluation, the Global Conference on Child Labour in Argentina was an important momentum to engage (formal and informally) with the Dutch representatives of the Ministries of Foreign affairs, and of Social Affairs. The Netherlands delegation promised to increase funding to combat child labour which was eventually repeated in the policy paper of the new minister of foreign affairs in May 2018.

⁸⁹ Arisa, Hivos and Mondiaal FNV actively participate in several sector covenants that have been or are currently being negotiated between the Dutch government, companies, sector organisations, trade unions and NGOs, of which 9 have been signed. The negotiations are confidential but in general – based on interviews with stakeholders involved in these processes - we can state that SCL partners have given substantial input in the chapters referring to child labour and a range of other issues (due diligence, transparency, complaint mechanism, forced labour, discrimination, etc.). With regard to the garment covenant (signed in 2016) focus was put on mandatory due diligence to be carried out by the companies and on presenting their approach for tackling different risks in the value chain. SCL is involved in the child labour working group and supported companies with gaining insight into the systemic causes of the different issues within the supply chain and advise on necessary steps to take. Also a project was started with four member companies of the AGT to eliminate child labour in the garment industry in South India. The natural stone covenant was finalised and signed in 2019. Arisa and Mondiaal FNV provided constructive ideas and ensured that the UN guiding principles for business and human rights are incorporated in the covenant. Arisa also participates in the agricultural covenant, which is still being negotiated. Through the involvement in the covenant, companies get to know SCL and their approach. SCL partners also managed to gain trust from private sector companies and organisations. With some of these companies a more intensive collaboration could be established, mostly through the involvement of SCL partners in RVO funded projects of these companies.

⁹⁰ The L&A targets set in the GdtB programme involving Dutch policy makers relate to monitoring implementation of the Dutch policy on corporate social responsibility and more in particular on the pledges done by the different

Ministers of Foreign Affairs by (i) keeping child labour as a priority on the political agenda, (ii) monitoring effective implementation of the sector covenants regarding child labour, (iii) lobbying for child labour free public procurement, (iv) keeping child labour on the agenda of trade missions and international diplomacy and (v) lobbying for attention for child labour, the area-based approach and supply chain issues in policies and programmes. As shown by the table in the above the SCL coalition was successful in all these domains.

- Child labour was frequently put on the political agenda, including on the agenda of foreign trade missions and international diplomacy. Parliamentary questions pushed the minister to take action where needed, for example issues raised in the natural stone sector and seed sector were put on the agenda of the parliamentary IMVO commission and were taken in the dialogue of the minister with the respective sectors.
- L&A on the sector covenants followed an inside and outside track. The outside track L&A (other than taking part in the negotiations) was rather on holding the minister accountable for the progress and content of the covenants that are/were being negotiated and by pushing the negotiations by pointing out to the risks in specific value chains through the publication of research reports. These interventions complement the participation in the covenant negotiations (inside track). SCL partners contributed to including a complaint mechanism in the agreements and to the acceptance of transparency measures (i.e. public communication by companies involved about their AGT-related policies and practices). An appreciated contribution of the SCL partners, according to all interviewees, is their willingness to reflect with companies on concrete actions and approaches to prevent and eliminate child labour in their respective value chains. Companies recognise the specific expertise of SCL coalition partners, shown by their request for cooperation in (RVO funded pilot) projects (e.g. Arisa is participating in a pilot project funded by RVO under the natural stone covenant. RVO is funding seven projects in India. Arisa is part of four projects). The M&E data do not provide information on the extent to which all 12 covenants pay attention to child labour and measurable targets, as demanded by Joël Voordewind, and evaluation time did not allow to assess all covenant agreements on these topics. Eliminating child labour is clearly included in the garment, gold and natural stone covenants.
- Policy measures towards fair and child labour free public procurement have been taken already by the Dutch government since 2015, for example through its plan of action on social responsible public procurement (Plan van Aanpak Maatschappelijk Verantwoord Ondernemen), and the application of “Internationale Sociale Voorwaarden (ISV)” since 1st of April 2017. Currently the IMVO department of the Ministry of Foreign Affairs is exploring how due diligence compliance can be included in the public procurement of the Dutch government. RVO is funding a specific programme (500,000 EUR) to pilot interventions on fair public procurement with municipalities and companies with regard to natural stone, which might also bring up lessons for other sectors..
- The area-based approach gained recognition of the Dutch government making available a budget for further programmatic work of alliances that adopt this approach (adopted motion that calls on the government to use the intensifications in the fight against child labour, preferably through an alliance of civil society organisations and to focus this on the successful combined area-based approach towards the creation of child labour free zones, fair production chains and education). It is not clear to what extent the CLFZ/community based approach is included in other development programmes (target also not clear in the programme document)



- ⁹¹ *At international level*, SCL coalition maintains good contacts with ILO. Apart from the trade unions involved in the GdtB (FNV, AOb, Education International), that engage in the tripartite dialogue processes taking place at the level of ILO, Hivos and Arisa represent SCLit the ILO Child Labour Platform, which is above all a meeting space for private sector. Through the formal and informal contacts with ILO, ILO gained knowledge about the CLFZ approach, which resulted in the recognition by ILO of the importance of the area-based approach. This approach is presented by ILO among the policy options¹² and was actively promoted by giving SCL coalition the opportunity to present the approach to the private sector organisations at the Child Labour Platform.
- ⁹² *Advocacy and lobbying towards the European Union* was less intensive during the period under review (sharing of the research reports, input in the question of the Dutch members of the European parliament, participation in DEVCO meetings). The evaluators could not interview politicians engaging at the European level or find reference to advocacy initiatives towards the EU in the (monitoring) reports of the SCL coalition. The SCL coalition is known by EU officers at DEVCO, and the area-based approach is recognised, evidenced by the fact that the coalition was invited to give a presentation of this approach at the DEVCO event on child labour in the cacao sector. SCL participated in two other DEVCO meetings on the EU child policy and possible project funding (both the seed and quarrying sectors on which Arisa works taken into consideration, but no funding was received). The evaluators could not analyse the policy discourse and initiatives taken by the European parliament with regard to child labour, the community based approach and the discussions on a child labour due diligence law and the possible contribution of the SCL coalition in these debates.
- ⁹³ As far as engaging with other international organisation is concerned, SCL coalition succeeded in developing a joint programme for the elimination of child labour by applying an area-based approach, in collaboration with international organisations like UNICEF and Save the Children, which can be seen as a milestone in spreading the community based approach.

Analysis

- ⁹⁴ The SCL coalition applies politically smart L&A strategies, with a good balance between a confrontational and a collaborative approach, and between inside and outside tracks. Both in engaging with private sector as with government, SCL partners provide information and advice (inside track) but also put pressure on government and private sector through the publication of research reports and parliamentary questions (outside).
- ⁹⁵ This mixed approach is made possible because of the recognised expertise of the SCL partners, the reliability of the information provided, and the relations of trust built over the years. SCL coalition is recognised for its knowledge, expertise and hands-on experience. Its strength consists in the combination of rigorous research, hands-on experience in applying the CLFZ approach which enables the documentation and sharing of good practices. The research reports published by SCL coalition are perceived as of good quality by all people interviewed. Policy makers (within parliament and at MoFA) and private sector actors interviewed find the reports very useful as they provide concrete and reliable data, present clear conclusions and propose concrete and feasible recommendations. SCL coalition members have built a relation of trust with a selected number of

¹²ILO (2017)Ending child labour by 2025: a review of policies and programmes"

members of Dutch parliaments, especially from the CU and PvdA, and with staff at the relevant departments and commissions of the Ministry of Foreign Affairs (staff at other ministries have not been interviewed). SCL is also an active member of the MVO platform. Its long-term engagement (more than 15 years) contributed to building relations of trust and becoming a reliable partner for many stakeholders.

- ⁹⁶ Several NGOs lobbying on child labour related issues engage with government and private sector. The added value of the SCL coalition is - according to stakeholders interviewed - their combination of the area-based approach with the focus on specific supply chains, making individual cases visible but linking these immediately to a sectoral approach. Their collaborative attitude makes SCL partners interesting partners for private companies. SCL partners speak more than other NGOs a “business language”. Through their involvement in the sectoral covenants, SCL partners have gained an increasing understanding of the challenges and limitations private sector companies are facing - according to stakeholders interviewed - and they are willing to jointly look for appropriate and feasible solutions, among others through joint experimenting in small projects. Collaboration between SCL partners is also perceived as an added value by external stakeholders, referring to the collaboration between NGOs and trade unions, including Educational International. SCL partners, although focusing on different subjects, align their positions and statements and participate always well prepared in meetings of the covenant (also in the ILO Child Labour Platform meetings).
- ⁹⁷ SCL partners have good knowledge of the political agenda and manage to identify windows of opportunity for advocacy and lobbying, thereby linking the L&A on child labour to international (policy) frameworks such as the OECD due diligence guiding principles, the UN principles on business and human rights and the SDG framework (focus on SDG 8.7). Evidently, they operate in a favourable policy context: the former minister responsible for foreign trade and development cooperation was sensitive to the topic. The combination of aid and trade in the former and current development cooperation policy creates opportunities for keeping child labour higher on the political agenda. Moreover, child labour is a sensitive topic.
- ⁹⁸ Important results have been achieved in maintaining child labour on the political agenda, in the recognition of the area-based approach and in engaging with private sector. However, one must recognize that the budget to combat child labour is only a very small budget line in the government budget (so not worth contesting according to some interviewees), and that only a limited number of private companies are already actively involved in taking measures to eliminate child labour in their value chains. The phase of implementation of the agreed sector covenants will be crucial. There are critiques from NGOs and amongst scholars about the voluntary character of the covenant processes, in the absence of a stronger regulatory framework. Although for each covenant there is an agreement on what needs to be achieved by when, many aspects are not defined in detail, leaving it to the covenant partners to determine if progress in certain areas is sufficient or not. There is a risk that the open-ended character of the covenant process and the voluntary nature will make it difficult to come realise transformative change. The covenants cannot be labelled as purely voluntary. Some scholars have called them hybrid mechanisms, as the participants to the covenant are expected to follow a number of binding regulations, which are not voluntary. With regard to the garment and natural stone covenants, to which SCL members have contributed, there are both an internal monitoring mechanism (by the secretariat) and an independent complaint and dispute mechanism. The first cases of the latter will be soon decided on. The evaluation of the covenants by the Ministry of Foreign Affairs, planned in 2019, will be a new momentum for L&A. Front runners among the private sector organisations interviewed, acknowledge the challenges in implementing interventions to eliminate child labour in their value chain and are in favour of a due diligence law that includes child labour. The political climate is less favourable for approving a comprehensive due diligence law. SCL has been participating in and promoting such a



law via the MVO Platform of which it is a member. However this thus far did not succeed but the political discussion is very much alive in society, parliament and government as well as supported by an increasing number of companies. It is even reflected in the agreement of the present government which says there should be regulatory measures if the voluntary measures to not succeed (this is now part and parcel of the IMVO policy evaluation by IOB, policy and operations evaluation department of the ministry of foreign affairs). The current draft law only focuses on child labour and is less comprehensive in its regulatory power than the French Duty of Care Law. This draft law was already adopted by the second chamber of the parliament in 2017 but got stuck in the Senate (first chamber). During the evaluation the proposal of law was put on the agenda of the first chamber again in May 2019 and approved on May 14th. Lobbying this law was mainly done by the MVO platform (to which SCL is a member).

Findings on L&A at national level in India and Uganda

- ⁹⁹ GdtB programme also invested in strengthening and supporting national and local level advocacy and lobbying aimed at including CLFZ approach or related strategies on child labour in policies and tools and/or support for activities/projects of national and local governments in the intervention countries. Engaging with local government actors always has been an important feature of the CLFZ approach and has been included in the strategies of the local partners since years. During the current programme emphasis was put on enhancing the capacity of local partners to engage with the private sector. In the Netherlands and in-country, various trainings on working with CSR initiative and international and national companies were provided to the local partners.
- ¹⁰⁰ Looking at the different locations, the role of and engagement of local government to mobilise and pressure private sector actors is rather mixed. In some cases (Budhpura and Jodhpur) local government¹³ is not visibly active in prevention and control on child labour. In other locations like Tirupur (garment), there is a child labour prevention programme from the government at the grama sabhas (grass root level institutions in each Village Panchaya) and at schools. In Uganda, the local government moved from an initial accusatory tone towards the company at the start of the pilot programme to one of collaboration, once the efforts of the company became evident. Other companies are now requested to follow the practices of the front runner company.
- ¹⁰¹ In general, advocacy and lobby by SCL partners at local level was less on policy development but more on implementation of existing policies and enforcement of regulatory frameworks by concerned authorities and private sector actors. Interventions and outcomes differ from location to location, but some important achievements were reported in areas such as occupational health, compensations schemes for silicosis patients in the mining sector, and in access and quality of education (e.g. school infrastructure, bridge schools, number of teachers, etc.).
- ¹⁰² SCL's India platform has also indicated the intention to play a role in lobby and advocacy at state and national levels on the issues of child labour and education. So far, however, the platform has been mostly involved in exchange and capacity development among local partners. SCL India Platform has changed its governance in the current phase whereby ICCO India now takes the responsibility for documentation and reporting on SCL India Platform. This has reduced other partners' accountability towards the operations and well-functioning of the

¹³ Even though it must be acknowledged that in the case of Manjari there is very strong, pro-active and vertically important support from a state-level public institution (Aravali) to the programme

platform. SCL partners like SAVE are directly engaging with networks like the Campaign Against Child Labour and the Global March, or have been active with campaigns such as Clean Clothes Campaign. External respondents indicated that they would like to see the India platform and its members take on a more active role in collective action by joining forces in advocacy and lobby with other organisations in existing networks like the Global March against Child Labour or the Campaign against Child Labour (CACL). At the same time, the evaluation team acknowledges that socio-political constraints (adverse political climate viz-a-viz civil society) as well as financial limitations have hampered (intended) advocacy and lobbying initiatives of the platform. Nevertheless the platform will pursue its ambitions in this field.

¹⁰³ In Uganda, at the local level sub-country officers have actively participated in the project and have played a leading role in organisation of the annual child labour free week, and showing publicly their support for the SCL work at various forums and events. However, more structural support for the expansion of the programme or the improvement of the education system is missing, due to a lack of resources and capacity. The plan to adopt specific by-laws that can translate national regulation into context-specific pieces of regulation have not made progress since the mid-term evaluation (2017). At the national level, advocacy work is coordinated by another NGO of the SCL network. Up till now, the national platform has been mainly engaged in sharing good practices and field visits to SCL projects. In March 2019, the platform was invited for the first time to a steering committee of the national Child Labour Steering Committee of the government of Uganda. This could be the start of policy influencing work at national level.

Analysis

¹⁰⁴ Local partners were above all successful in engaging local governments in the CLFZ approach, as described in the previous chapters. Local governments provide support to the projects and participate in community based structures that are involved in the implementation of the CLFZ approach. There are also examples of local governments investing in improving access and quality of education. These achievements are not systematically monitored or documented at programme level, so it is difficult to provide a complete overview of results achieved and to assess the contribution of the local SCL partners to these results.

¹⁰⁵ Less achievements could be identified (in SCL reports or through the interviews) with regard to influencing (implementation of) local level policies related to child labour issues. In the countries visited, a legal framework exists to combat child labour but the crux is in its implementation. Lack of knowledge, lack of human and financial resources at the level of the local governments are frequently mentioned as the main bottlenecks. An appropriate L&A strategy is needed to engage with local government on these issues. The SCL local partners, however, have often been selected for their expertise and experience in community development but not in particular for their L&A expertise. This requires specific competencies and capacities at individual and organisational level, which are mostly weakly developed at the level of the local SCL partners (and often dependent on one person or staff member).

¹⁰⁶ Intensity as well as results of L&A at state and national level policies related to child labour issues are mixed. The GdtB programme document is not very clear on the expectations, targets and expected results regarding this respect. The national SCL platforms in India and Uganda are mainly engaged in sharing good practices and organising exchange visits to SCL projects. Even though the ambition is reportedly there, the number of L&A activities implemented at country level have been limited. The strategy to support the national SCL platform, as provided under the GdtB programme, is not sufficiently clear on how to strengthen the organisational and



institutional L&A capacity of these platforms (incl. its positioning towards and collaboration with other national level structures and networks that lobby on child labour related issues).

- ¹⁰⁷ With regard to engaging with private sector, it was found that many of the SCL local partner staff are not yet sufficiently capacitated to capture and understand business dynamics, domestic market mechanisms and supply chain dynamics. This hampers the development of effective intervention strategies, i.e. to resolve the question of how, at what levels and with whom to engage in the supply chain in order to create the largest possible impact with both domestic and international target industries.
- ¹⁰⁸ L&A strategies might include participation of SCL partners in multi-stakeholder platforms as shown in a number of India cases (such as Manjari and BWI). A clear strategy on how, why and where to engage in such platforms, the alignment with ongoing social dialogue processes and the alignment with L&A initiatives targeting other policy issues that have an influence on child labour, like for example social protection, are currently lacking at the level of SCL coalition and at country level.
- ¹⁰⁹ So far, there was little to no alignment between the international, national and local level L&A interventions. There is ample room for improvement in this respect. It is however important to analyse why that has been the case. One factor is lack of resources e.g. at the international level there is only a part-time lobbyist in the Netherlands with tasks at various levels and few resources at the local level as well. At the same time, it is acknowledged that local, national and international L&A have different content, dynamics and timings which do not always link easily.

2.2 ASSESSMENT OF THE RELEVANCE OF THE PROGRAMME'S OBJECTIVES AND APPROACH IN DIFFERENT CONTEXT

Findings

- ¹¹⁰ It is acknowledged that the incidence of child labour is high in the chosen sectors and locations of the programme (natural stone, footwear, garment and coffee). At local level there is wide-spread awareness of the need to address child labour. At the same time, there is evidence that over the years, there has been progress in attitude and social norms to say NO to child labour but that this may need to be consolidated and/or deepened in many sectors. Sometimes the response is rather to either hide the issue or to look for quick fixes, rather than on recognising the problem and link fighting child labour to providing education and other forms of rehabilitation.
- ¹¹¹ The programme's strategy is characterised by a mix of more locally oriented project implementation and more institutionally oriented interventions (engagement with various key stakeholders at various levels for lobby and advocacy). The core elements of the programme's overall strategy (as reflected in the ToC) are adopted in all locations but it is observed that in its operationalization, the approach is indeed contextualized and that each implementing partner has developed specific methods and channels to address site-specific challenges and exploit opportunities. This shows, among others, in different approaches towards community mobilization, e.g. with different kinds of community structures in different project locations or in a variety of contextualised interventions for strengthening access to and quality of education.

- ¹¹² In most countries / regions, government policies in favour of child rights are in place but often there are weaknesses in practice and implementation of the same. In most cases local government authorities are committed to contribute to the elimination of child labour but often the concerned local government departments are under-staffed and under-resourced which hampers their capacity to perform their role to monitor and control implementation of existing policies and regulations. Often resources for public sector investment in education or child rights related service delivery is very limited.
- ¹¹³ Looking at relevance at the local, state, and national levels, the team observed that focus is both on policy development and on implementation of policies (labour laws, child rights, right to education, etc.), rightfully so because this is a critical element in eliminating child labour. In India, the programme has supported some commendable initiatives in State-Level networks and with broadly-based multi-stakeholder / tripartite platforms such as in Rajasthan natural stone sector. In these cases, there is evidence of adequate grassroots representation, often thanks to SCL partners. While recognising that influencing effective implementation of social policies in India (not only of child labour laws) is notoriously difficult, it is felt that the programme could be strengthened as far as policy influencing at the national level in India is concerned. Other like-minded organisations and networks indicated that they would wish SCL Coalition to engage more in collective action through their networks. They (external stakeholders) appreciate SCL's expertise and indicate they are interested to learn more about SCL's experiences and use the same to inform policy influencing at different levels.
- ¹¹⁴ It was felt that linkages from local - national levels to international levels are still rather weak in a number of cases but also showing promising progress in other cases like the Agra case (footwear), Uganda case (coffee) and in the natural stone sector (e.g. new covenant). In Budhpura (cobble), there are strong connections with two international companies, one of which (Beltrami Be) is also actively engaged at cross-national level (stone industry covenants in the Netherlands). Nonetheless, stakeholders in the domestic cobble sector in Budhpura show little interest to join related CSR initiatives (such as Earthworm or ETI).

Analysis

- ¹¹⁵ There is evidence of the adequateness and relevance of the programme's blended approach to address child labour in achieving higher-level impacts (and to some extent of the relevance and added value of the coalition for that matter). It appears that the combination of different components (pathways of change) indeed creates added value as compared to what single interventions would have yielded. Grassroot interventions with communities, schools and businesses have strengthened and informed engagement with different stakeholders at various levels for lobby and advocacy, e.g. the presence and role of Manjari or RPKNMS in the State Forum on natural Stone in Rajasthan. The role and relevance of such multi-stakeholder platforms (MSP) and CSR initiatives (e.g. voluntary sectoral partnership agreements) for addressing incidence of child labour in supply chains was confirmed by stakeholders and is an important incentive for (internal) upscaling and replication by others. Moreover, there is ample evidence that these MSPs serve as a ground for exchange and learning and therefore merit further support in this respect.
- ¹¹⁶ It is observed that the blended approach to address child labour is applied in all projects but with different foci, depending on the nature of the implementing partners and availability of structures at local and national level, like the presence of trade union, incl. teacher unions, presence of multi-stakeholder platforms and/or sector associations. When one or more components are less developed, the lower the impact that might be expected.



Moreover, more collaboration and synergy could be looked for with other actors intervening in the domains of education, economic development, decent work incl. social protection, and alike.

- ¹¹⁷ The contextualised implementation of SCL strategies as is found in all locations, is proof of an increased ownership of the SCL strategies by implementing partners. While this will certainly enhance chances for sustainable implementation of the approach in the coming years, continuing support to implementing partners by SCL coalition members is likely to be required, if only for them to avail of the necessary space and resources to strengthen capacities at community level to lead and monitor implementation, reinforce efforts in evidence-based lobby and advocacy and strengthen their capacity to engage with private sector.
- ¹¹⁸ As far as engagement with the private sector is concerned (a key focus in the current phase of the programme), the diverse nature and dynamics of different supply chains in very different sectors (covered by the programme) has led to the specific agendas for influencing private actors and public sector agencies. In India, (most of the) implementing partners acknowledge the need for businesses to thrive and be profitable. If not, employment and/or working conditions would come under pressure which may actually lead to an increase in child labour. Therefore, in most locations constructive engagement with private sector is considered to be crucial but admittedly this is not always easy to accomplish, especially not when past relations between SCL partners and businesses have not been cordial. Admittedly, experience shows that often outsider (action-oriented) campaigning by civil society will be required –quite often for a long time – before a sector opens up for constructive dialogue. Sustained campaigning, by SCL and partners, combined with work on the ground, has always been necessary but also has proven to be effective to break open ingrained attitudes and trigger constructive engagement by private actors.
- ¹¹⁹ Constructive engagement with private sector actors requires good understanding of the market and business dynamics and a level-playing field for communication and dialogue. In addition, insight by companies of human rights issues in their supply chain is needed as well as reasons to act on it, i.e. possibly because of external pressure but preferably because the company itself realises the need and importance to engage positively.
- ¹²⁰ Adaptation to the specificity of a sector context can only be achieved when civil society actors have a thorough understanding of business and market dynamics. This is required in order to be able to identify key bottlenecks and design adequate strategies to address these challenges through engagement with private and public sector. The capacity of SCL partners to carry out supply chain mapping as well as to engage in evidence-based dialogue with the business sector still needs to be strengthened especially so in industry sectors in the south .
- ¹²¹ It is not possible with the available data to assess the cost-effectiveness (or value for money) of the programme approach. This is in line with the conclusions of the 2017 evaluation that also explored effectiveness of pilots with a view to draw conclusion on ‘proof of concept’ and convince others (external parties) of the relevance and effectiveness of the overall approach. We support the observations in the 2017 report (p. 48) that such *information would be valuable for companies as well as governments and donors to decide on support for this approach and further up-scaling*. This in fact also related to earlier observations regarding lack of insight in the business case of CLFZ for private companies (including both financial and social return on investment), from the perspective of the businesses as well as for society as a whole.

2.3 ASSESSMENT OF THE QUALITY OF THE PARTNERSHIP RELATIONS AND ITS INFLUENCE ON THE LEVEL OF EFFICIENCY AND EFFECTIVENESS

- ¹²² This section addresses the partnership relations between coalition members, the resource agencies, the implementing partners and other partners. The creation of added value of the coalition for and by partners is critically dependent on exploring and exploiting complementarity between partners in various fields such as in knowledge, expertise, skills, networks, and so on.
- ¹²³ The assessment makes use of a framework¹⁴ that distinguishes six aspects of collaborative processes (see annex 6). Admittedly, the present assessment by the evaluation team was only indirect and partial and was based on discussions with staff in the course of the six separate case studies (5 in-country plus the case of international lobby and advocacy). A more robust analysis ought to be done in a collaborative and participatory reflection session with key partners in the Netherlands together with implementing partners in the South. Given time and resources available for this assignment, it was not possible to bring together a representative group of partners to reflect collaboratively on the quality of partnerships in a participatory workshop. Moreover, this aspect was given less attention than originally envisaged in the TOR because by the time the evaluation started, a new programme with different coalition partners was being developed. Therefore, this brief assessment only has the intention to invite partners for further reflection in giving shape to the new partnership model that will implement the new programme.
- ¹²⁴ In a cautionary observation, it must be noted that the assessment below may need to differentiate between partnership relations among core members in the Netherlands on one hand, and in-country initiatives of collaboration and exchange on the other hand. Given the governance structure of the programme, the latter (strengthening in-country partnership) was not truly earmarked as an objective of the programme, except in terms of exchange and learning and (in a somewhat different dimension) in collaboration of partners in MSPs or lobbying and advocacy networks (together with other organisations). Following a “quick and dirty” assessment is presented of the quality of the collaborative process, based on the six identified aspects of collaborative processes.
- ¹²⁵ As far as **collaborative context** is concerned, all northern and southern partners are well aligned around clearly identified objectives. All partners adopted a shared overall programme strategy to address the issue of child labour that is focusing on an area-based approach to eliminate child labour in specific sectors in combination with engagement with different stakeholders from private and public sector at various institutional levels. In most cases, there is good rapport with a (limited) number of international companies and/or CSO initiatives. This is more pronounced and effective in the international lobby activities. It may need further strengthening in the in-country cases, in order to engage with a more representative number of actors (companies, CSO, government at different levels) especially so with actors in the domestic sub-sectors. There are a number of initiatives taken by the programme in the different countries that involve multi-stakeholder platforms or processes whereby indeed efforts are made to bring together a broader range of actors (see earlier sections for details).

¹⁴ Concept sources: Larson & LaFasto. 1990 Teamwork & Chrislop & Larson. 1994. Collaborative Leadership,



- ¹²⁶ The programme partners in North and South are well qualified and within the specific sub-sectors and programme locations where they work, they constitute a reasonable **competent representation** of relevant actors. Admittedly, this is less the case at national and international levels. As a matter of fact, in all programme countries as well as at international levels there are many more actors and networks that are actively engaged in addressing child labour, some of which (Unicef, Global March, CACL in India) appear to be more influential than SCL. Some of these agencies indicated that they would wish SCL to be more actively involved in collective action. On the other hand, individual partners of SCL are engaged in some of these networks and in that way, they may indirectly strengthen SCL's presence and influence in national and international arenas.
- ¹²⁷ **Diversity** in the coalition is limited, most of the partners being civil society organisations. The membership of labour unions (at different levels: FNV, BWI, RPKNMS, AOb, Education International) is (potentially) an added value as it brings in complementary knowledge and expertise on labour rights to a majority of CSO-like members and has the potential to strengthen collective bargaining in multi-stakeholder settings. The collaboration of CSOs and trade unions in the Rajasthan State Forum on natural Stone as well as in the covenant dialogue in the Dutch-Belgian natural stone sector are two examples of where complementary action has yielded commendable results. The evaluation team is of the opinion, however, that this potential is not fully exploited and that stronger collaboration would be possible and relevant in the in-country programme implementation, both at the level of CLFZs as in lobby and advocacy at local and national levels. Strengthening collaboration with the private sector was a key focus and objective of the present programme. As indicated in earlier chapters, some good progress was made in a number of locations. Collaboration (or dialogue) with private sector agents is also well-developed in the lobbying and advocacy initiatives especially so in the context of the covenant negotiations in the Netherlands.
- ¹²⁸ As far as we could observe, the coalition shows proof of a **constructive collaborative attitude**. There seems to a good degree of trust and respect among the different partners, north and south. Roles and responsibilities of partners are generally clearly defined and comparative added value of each partner recognised. In the case of India, reportedly there is some complication and unclarity in designated responsibilities by having ICCO assigned the coordination of the India country programme in the (compulsory) absence of HIVOS from the country.
- ¹²⁹ Evidence of functional partnership relations was found in areas such as in sharing of experiences and joint capacity development initiatives with different project partners at country-level with cross-learning especially in the application of the CFLZ approach. As mentioned above, in a number of cases, partners meet and collaborate in joint lobby and advocacy in multi-stakeholder settings at state, national or international levels. There is indeed evidence of functional learning e.g. the exchange between the NGO Manjari and labour union RPKNMS in India, exchange visits facilitated by EI, teachers visiting India, Uganda, and alike; but it was difficult to assess to what extent mutual learning is internalised at programme level and whether (and how) it resulted in adaptations (and possibly improvements) to the programme's strategies or its implementation modi. Also here, monitoring is limited to activity or output level but does not provide information on follow-up activities and results of exchange visits.
- ¹³⁰ One may expect that the 'silo-ed' governance structure (see further) somehow hampers **effective communication** among programme partners. While opportunities for dialogue and exchange among partners are created at regular intervals, in our discussions with project staff in India, we found that their knowledge of other partners and projects in the country (in terms of organisation, progress & results, strengths and challenges) is often rather limited (unless they were given a chance to visit another site). This is especially the case between projects that are coordinated

by different Dutch core members of the coalition. Some core members, notably Mondiaal FNV, are critical about the complex and heavy reporting and accountability procedures of the programme, which in their view put a heavy burden on programme management (in relation to the budget / size of the programme). While the complex system leads to high transaction costs, at the same time, core members in the Netherlands have but limited human and financial resources available for programme management.

¹³¹ The M&E system at programme level seems to serve above all upward accountability, but to a much lesser extent downward accountability. The evaluators question the extent to which the collected M&E data effectively can guide strategic steering of the programme and support strategic reflection among the SCL coalition partners, based on good evidence.

¹³² External publications of the coalition (including website) are of high quality. We found most publications to be very accessible with information that is well presented and illustrated with interesting stories from the field. Reportedly, these publications have contributed to the visibility and transparency of the programme especially so among public sector and politics in the Netherlands and with like-minded civil society organisations, but possibly less so (as indicated during interviews) among private sectors agents

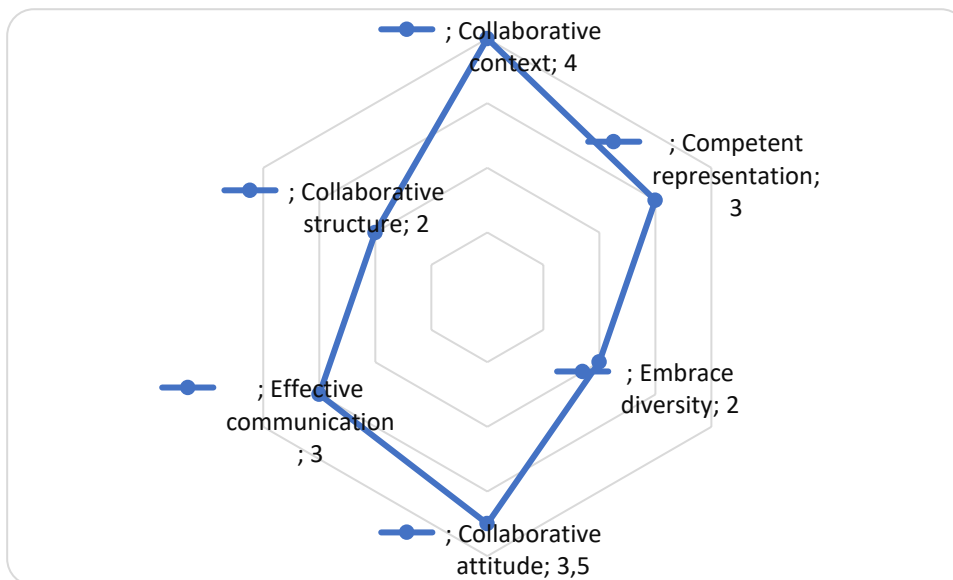
¹³³ The **collaborative structure** of the coalition has its challenges. In terms of the governance, coordination of projects is highly concentrated within the six core members each handling programme management for affairs of their own implementing partners. Decision making is thus largely centralised at the HQ's of the core members in the Netherlands. This affects the intensity and quality of participation of implementing partners in developing programme strategies and involvement in decision making process regarding programme implementation and management. The role and responsibility of country coordinating office in India is limited and there is little flexibility or space for programme-wide initiatives at country level unless negotiated at and arranged through the central programme coordination unit at Hivos in The Hague. Especially for Mondiaal FNV, funding mechanisms are difficult to manage as they basically demand (partial) pre-financing of field operations which the organisation is not able to do. In general terms, the budget allocation (and timing) of this second phase of the programme was thought to be insufficient to realise the intended objectives (and ambition) as formulated in the programme proposal.

¹³⁴ In conclusion, in the radar figure below a score-wise assessment of the collaborative processes in the programme is presented. This radar only pertains to the partnership relations among core members in the Netherlands. As indicated in the introduction to this section, this is but an indicative scoring and a more robust participatory assessment of the partnership would be needed to refine this analysis. The assessment below tries to embrace the coalition as an entity. Some refinement is possible when one would differentiate between programme alignment-related partnerships in the Netherlands and the collaborative work in lobbying and advocacy in the Netherlands and at international levels. It is our feeling – but with little robust evidence - that in the latter case (international L&A) the coalition may perform somewhat stronger in terms of collaborative processes.

¹³⁵ Our (tentative) overall conclusion would be that the coalition is characterised by an '*independent performance*' with knowledge sharing, exchange of contacts and data and some degree of institutional learning in place (see annex 6). While there is a strong shared reference framework in place in terms of programme strategy and implementation modus, members largely direct and coordinate their own activities and relate to their implementing partners independently. Further progress towards '*coordinated performance*' with mutually stronger programme alignment could be possible but might be less pertinent with the present coalition of core members (as a new

coalition in a different composition is being formed). Nevertheless, it might be worthwhile to organise an internal reflection on the partnership model to identify opportunities and challenges in future partnership settings that include other (strongly established) agencies.

Figure 1 : Indicative scoring on quality of collaborative processes



3 Conclusions and recommendations

3.1 CONCLUSIONS

- ¹³⁶ This end-of-programme evaluation of the Getting Down to Business programme 2017-2019 assessed its relevance, effectiveness and sustainability by looking into five case studies in two partner countries, together with the international lobby and advocacy work. The four case studies in India focused in three different sectors: garment, footwear, and natural stone (cobblestones, and sandstone quarries). In Uganda, the focus was on the coffee sector in the West-Nile region. Key areas of attention for this evaluation are the work being done with companies at different levels, the consolidation and expansion of the Child Labour Free Zones (CLFZ), the sustainability of the CLFZs, and the quality of the partnership relations.
- ¹³⁷ Compared with its predecessors, the GdtB programme has substantially more attention for the engagement with and by private sector actors and CSR initiatives more broadly. This component was present in earlier SCL programmes, but gained prominence in an effort to push a more active role for the private sector in resolving child labour issues, as collaborative engagement with the private sector is increasingly encouraged in CSO funding frameworks of the Dutch government. The analysis of this and other components of the programme is strongly shaped by the nature of the supply chains of the five case studies. They differ in terms of complexity (from a few tens to thousands of suppliers, and the same is valid on the side of buyers); the market (domestic or international); the location of production (home-based, in mines, factories, or in farms); the existence and functioning of employers' associations willing to engage in SCL campaigns; the diversity in the civil society landscape (NGOs, trade unions, or both); and the commitment of local and national governments to realise child rights and enforce labour and education related policies.

Private sector engagement

- ¹³⁸ Although the SCL approach has the potential to reach out to individual households by working with communities through an area-based approach, the GdtB programme builds on the assumption that social change can be accelerated when there is active engagement with actors in the leading supply chain in a region (if there is one). The evaluation observed contexts (such as in the coffee sector in West Nile), where a purely community-based approach would indeed not have been sufficient. In this context, the engagement with private sector is a critical and necessary component of an effective programme approach. Although this specific example confirms the core assumptions of the current programme, there are other settings where there is either no clear leading supply chain or where substantial progress has been realised without the involvement of the dominant supply chain actors.
- ¹³⁹ In some cases, GdtB stakeholders had developed productive relationships with (parts) the private sector, either through an approach that became increasingly collaborative (coffee in Uganda, cobblestones in India) or through a combination of advocacy and collaboration (garment and footwear in India). Achieving deep engagement with private sector players is most complex in chains that mainly serve the domestic market; in fragmented chains with hundreds or thousands of buyers; in chains with a lot of home-based work; and/or in chains with workers from groups marginalised in the community (migrants, lower castes). Four out of five of the case studies have



characteristics of one or more of these elements. SCL has shown to be creative and innovative in identifying unusual leverage points, such as through associations of tenants or working with teacher unions. The question should be raised if there is a need to invest substantially in social upgrading of the supply chain if it is so complex and difficult to access. However, while there are earlier examples of successful SCL projects working exclusively through a community-based approach, this is not always sufficient or feasible. The evaluation observed missed opportunities in some settings in India due to a lack of expertise in engaging with the leading supply chain. In those cases, there is a lack of groundwork done to gain a deep understanding of the supply chain (with the exception of the Agra footwear industry), of the incentive systems for different supply chain actors to change behaviour, and the dynamics of the markets and ways to intervene. In a number of cases, local partners were found to struggle with the identification of entry points and leverage points into the system, sometimes because they didn't talk the right 'language', sometimes because expertise or information was missing.

Sustainability and scaling-up

- ¹⁴⁰ The GdtB is combining various sustainability and up-scaling strategies in parallel, depending on the context and sector. Some of the strategies are deliberate, programmatic choices, others are pragmatic responses to specific funding opportunities (or lack of comprehensive funding). While the previous evaluation concluded that there was a proof of concept for the SCL approach, this evaluation tried to obtain indications of the sustainability and up-scaling capacity of the programme. Several essential components of sustainability are in place in several case studies, but substantial challenges remain.
- ¹⁴¹ In the five case studies, there are signs of social sustainability in the core CLFZ zones, where the programme has been most active. There is a high level of awareness amongst various stakeholders, and only few statements were documented which tried to minimise the problem of child labour or claim the benefits of it. The level of adoption remains hard to assess. The reported monitoring data at school level, provides indications that the number of children out of school continues to drop. Communities visited confirmed similar observations. The situation is most difficult for home-based workers, migrants and other excluded or marginalised groups and for children above 14 years old.
- ¹⁴² Institutional sustainability is positively affected by the multistakeholder approach of SCL, creating buy-in at different levels. The sustainability has the best prospects where the civil society actors can mobilise the expertise and mobilisation capacity of both trade union-type of actors as well as NGOs. At community level, different structures are operational and often functioning, but continued support will be required from local NGOs/trade unions and the local government to consolidate the gains made. There are few examples of institutionalisation in the public sector (to some extent in Uganda and India). Institutionalisation in schools has received less focus in GdtB than in previous programmes. In Uganda, it is supported by the involvement of the teacher union, but the poor government funding is reducing the potential impact of those efforts. In India, the situation differs between the regions and the quality of the local schooling system. The Indian Right to Education law has fairly adequate provisions but the implementation of the law is far from perfect in most areas.

- ¹⁴³ Finally, the adoption of SCL practices in the private sector shows a mixed picture. Most progress has been made in the coffee sector in Uganda and the natural stone sector (cobblestones) in India. In other sectors it is turning out more difficult. In this broad spectrum of sustainability and scaling-up strategies the following challenges or unresolved issues were identified in this evaluation.
- ¹⁴⁴ *Aiming at rapid geographical expansion in tight timeframes and on shoe-string budgets* (coffee sector in Uganda and sandstone in India) – The previous evaluation of the SCL programme in the West-Nile observed a structural shift in social norms in the whole region and concluded that an expansion through a light version of the pilot of the core-CLFZ was realistic. The GdtB developed a ‘fast-track’ or ‘light’ scaling-up strategy which combines a short time frame (18 months) with a small operational budget.¹⁵
- ¹⁴⁵ *Adopting a household to household sensitisation approach in a huge and fragmented region* (sandstone sector in India) – The programme is running into its limits in the sandstone sector in India as there is only engagement with a relatively small number of village councils (many of them with limited outreach) to scale-up the mobilisation of households. This is largely linked to the lack or weakness of associational structures that can multiply the SCL messages, the lack of social cohesion in the communities, and the messy supply chain.
- ¹⁴⁶ *Scaling-up with only two of the SCL four components present* (coffee sector in Uganda, sandstone in India) – The West-Nile region is currently experimenting with different configurations of the SCL approach, moving from an intensive to a light approach. One of the assumptions is that strong private sector buyers in the coffee sector have the internal capacity to monitor and support coffee farmers towards child labour free practices through their vast group of field officers. This can then be combined with some light support for the schooling system (through the teacher unions) or some basic community mobilisation (through the local NGO). It was yet to be seen if this approach combines sufficient push and pull factors to scale-up the CLFZ approach. The main risk is that the programme would gradually reduce from an area-based approach to a sector-based approach. In the sandstone sector in India, geographic upscaling to new zones and the consequent reduction in budget for existing zones, has reduced the operational capacity of the local union to engage in education and community development activities. Sustainability in the older zones is critically dependent on the ability of trade unions to continue complementing its mandatory union functions (which admittedly are very relevant to elimination of child labour) with the other elements of an area-based approach.
- ¹⁴⁷ *Leaving a CLFZ zone while problem of education quality is not addressed* (India, Uganda) – This observation is connected with the previous one. The Dutch policies to scale-down ODA funding to the education sector over the last 5 years has had a substantial impact on the education component of the SCL approach. While there is a broad consensus amongst the programme stakeholders that the quality of education is a key aspect for the sustainability and scaling-up of the SCL approach, GdtB and its predecessor have been hampered by the lack of resources to work on the education system.

¹⁵ A rough estimate shows that the available budget per village fell from around 8000 euro/village in the previous project to around 400 euro/village in GdtB. There were strong indications that the project would not achieve its scaling-up objectives under GdtB.



Advocacy and Lobbying

- ¹⁴⁸ The SCL coalition applies politically smart and evidence based L&A strategies, balancing between a confrontational and collaborative approach, between inside and outside tracks, both in engaging with private sector as with government. In the Netherlands, SCL coalition partners succeeded in keeping child labour on the political agenda, gaining recognition for the area-based approach and in putting pressure on the sectoral covenant processes. The proof will be in the pudding. Although the CLFZ approach is recognised among a number of international organisations and private companies, there still remain many questions on the feasibility and up-scaling of this approach, especially among private sector actors. Business cases developed during the programme do not yet demonstrate sufficiently the economic and social return on investment, which might be needed to convince private sector actors (incl. small and medium size enterprises) to engage in an area-based approach to prevent and eliminate child labour. However, in the absence of other incentive systems, such as enforcement of domestic labour regulation and international human rights due diligence regulation, structural change might be difficult to achieve in many supply chains.
- ¹⁴⁹ In the countries visited, local level L&A mainly contributed to successfully engaging local governments in the CLFZ projects. Less achievements could be identified with regard to lobbying effective implementation of existing legal frameworks to combat child labour at local level or lobbying national level policies related to child labour issues. Not much collaboration is taking place with existing alliances/coalitions or networks from civil society that advocate on these issues at national level. The SCL platforms have been more focussing on exchanging experiences and good practices and are just starting to position themselves in the national policy arena, lobbying on child labour and related issues.

Quality of the partnerships

- ¹⁵⁰ The creation of added value of the coalition for and by partners is critically dependent on exploring and exploiting complementarity between partners in various fields such as in knowledge, expertise, skills, networks, and so on. While there is a strong shared reference framework in place in terms of programme strategy and implementation modus, members largely direct and coordinate their own activities and relate to their implementing partners independently. The coalition shows proof of a constructive collaborative attitude. There seems to a good degree of trust and respect among the different partners, north and south. Roles and responsibilities of partners are generally clearly defined and comparative added value of each partner is recognised. The programme partners in North and South are well qualified and within the specific sub-sectors and programme locations where they work, they constitute a competent representation of relevant actors. Diversity in the coalition is limited, most of the partners being civil society organisations. The membership of labour unions is an added value as it brings in complementary knowledge and expertise on labour rights and has the potential to strengthen collective bargaining in multi-stakeholder settings. However, this potential is not fully exploited and stronger collaboration would be possible and relevant in the in-country programme implementation, both at the level of CLFZs as in lobby and advocacy at local and national levels.
- ¹⁵¹ The partnership in the GdtB programme is characterised by an '*independent performance*' (see annex 6) with knowledge sharing, exchange of contacts and data and some degree of institutional learning in place. Further progress towards '*coordinated performance*' with mutually stronger programme alignment could be possible but

might be less pertinent with the present coalition of core members (as a new coalition in a different composition is being formed). Nevertheless, it might be worthwhile to organise an internal reflection on the partnership model to identify opportunities and challenges in future partnership settings that include other (strongly established) agencies.

3.2 RECOMMENDATIONS

The recommendations are clustered in three main groups: exploring new leverage points for messy supply chains, refining scaling-up strategies, fine-tuning carrots and sticks, revaluing the education component.

Recommendation 1 - Exploring new leverage points for messy supply chains

- ¹⁵² The current toolbox is insufficiently equipped to move quickly in messy value chains. In those cases, there is a need to invest more time and resources into supply chain mapping, to analyse the political-economy of actors along the supply chain, the functioning of the markets, and ways to engage in the market. The capacity to do so can be developed partially inside the existing programme stakeholders, but might also require one or two new actors with the right expertise (in universities, think tanks, or consultancy bureaus). The pros and cons of such an additional investment will need be reviewed against the continued need for investments in community mobilisation and education.

Recommendation 2 - Refining sustainability and up-scaling strategies: moving beyond the project-mode

- ¹⁵³ While acknowledging the huge complexity of intervening in messy supply chains in low-income-countries, part of the challenges observed around sustainability seem to be related to the mode of operations that has developed within SCL over the years. While changes in social norms and deeply ingrained organisational practices require time and continued support, there seems to be a gradual shift away from funding practices that create an enabling environment for this kind of change to happen. The short timelines of subsequent projects and the quickly changing funding modalities for local partners risks creating stop-and-go dynamics. In some cases, there is a tendency to move to new sectors or regions before existing CLFZs have been consolidated. While the project duration and the funding levels are often not in the hands of the GdtB consortium partners, some of the dynamics seem to be re-enforced by choices made inside the consortium. There is a need to review whether the funding modalities provided are conducive to the kind of changes that are envisaged. In addition, sufficient time and resources should be allocated to reviewing the effectiveness of different kind of scaling-up strategies for a given context.

Recommendation 3 - Fine-tuning carrots and sticks

- ¹⁵⁴ Aside from strengthening the capacity to understand and read the supply chains and the markets in which they are functioning (recommendation 1), there is a need to strengthen the capacity of local partners to engage with business. This covers various aspects: the capacity to talk the language of business; the ability to use 'business-cases' for child-labour prevention; exploring the potential of using 'bad cop and good cop' strategies in engaging with business, and identifying other entry points to strengthen the engagement. This will probably not be



achievable through training or ad-hoc workshops. It will probably require support/coaching from local actors (think tanks, universities, or consultants), for example through action-research or action-learning cycles.

Recommendation 4 – Re-valuing the education and decent work component

- ¹⁵⁵ The previous programme periods have witnessed de-investments in the education component of the SCL. This was largely due to the decision of the Dutch government to significantly reduce funding of education-related programmes. However, long term sustainability is largely affected by the quality of the education experience of children in the regions affected by child labour. The upcoming collaboration with UNICEF and Save The Children might open fresh opportunities to re-value the education component, as well as initial signs inside the Dutch ministry that their policies on education might be revisited. On the other hand, some of the long-term trade union partners of the SCL programme have indicated that they might not join the new programme. This is perceived as a loss by the evaluation team as part of the strength of SCL was coming from the unusual collaboration between NGOs and trade unions. While the departure of the Dutch trade union partners does not stop the engagement with trade unions in the partner countries, there is a risk that access to these structures will be less obvious and possibly weaken over time.

Recommendation 5 – Investing in capacity development for L&A

- ¹⁵⁶ Success of the CLFZ is conditional upon active support by authorities in creating an enabling environment and enforcing compliance of existing regulatory frameworks. Specific L&A capacity needs to be strengthened or looked for at local level so to develop and implement appropriate and evidence based L&A strategies at local level (county or district). Stronger engagement in collective action at national level with other existing (and influential) organisations and networks such as the Global March or CACL in India need to be looked for. Collaboration with UNICEF and Save the Children as foreseen in the new programme will be an added value to that end.
- ¹⁵⁷ In the Netherlands, the SCL coalition needs to further monitor the implementation of the sectoral covenants, and when needed, be prepared for lobbying on the implementation of the recently adopted due diligence law in order to enforce compliance of private sector with the OECD guidelines for Multinational Enterprises and UNGPs. Regarding the latter, new alliances or contacts (with politicians and private companies) might need to be established to find good entry points and effectively influence the most powerful political (within political parties opposing this due diligence law) and economic actors.
- ¹⁵⁸ It would be advantageous to operationalize the role and create more local level impact of CRS initiatives and sectoral agreements (covenants) especially so in relation and with participation of domestic industry segments. Targeting of domestic segments can best be done through in-country sector associations or networks. The programme may therefore focus more on these kind of target audiences (as they do already in some locations).

4 Annexes

4.1. Terms of Reference

4.2. Evaluation framework

4.3. Characteristics of cases visited

4.4. List of people consulted

4.5. List of documents consulted

4.6. Assessing collaborative processes

4.7. Case reports



4.1 TERMS OF REFERENCE

1. Introduction

These Terms of Reference concern the End Term Evaluation of the programme “Getting Down to Business: Accelerating joint action towards a child labour free world”. This programme is implemented by the Stop Child Labour coalition (SCL). The funding for this programme was granted by the Dutch Ministry of Foreign Affairs in May 2017 for a period of 2 years, from July 2017 to June 2019 with a total budget of EUR 2 million. The programme is coordinated by Hivos as part of the Stop Child Labour coalition.

The *Getting Down to Business* programme focuses specifically on changing policies and practices of international and national companies and CSR initiatives towards including a community-based approach towards the elimination of child labour. Efforts to realise this include linking companies and CSR initiatives to existing child labour free zone (CLFZ) projects and/or supporting them in setting up community-based projects in collaboration with Stop Child Labour (SCL) local partners. Another element of the programme is inspiring, engaging and convincing key stakeholders of the value of the CLFZ and community-based approach in order to increase pressure on companies, CSR initiatives and other relevant actors to change their policies and practices.

The objective of this evaluation is to reflect on the results, implementation, and design of the Getting Down to Business programme and to provide stakeholders with recommendations to ensure the sustainability of the results and to provide recommendations for further upscaling and/or adjustment or innovation of the Stop Child Labour approach. This evaluation will also include a sustainability element that will assess CLFZs that have been established under earlier programmes. The aim is to identify key factors and challenges that may hamper sustainability of the CLFZ after a certain period of time.

2. Programme background

2.1 Overview of the Stop Child Labour coalition

Stop Child Labour is a coalition of six NGOs and trade unions that share the following vision for the eradication of child labour:

“No child should work. Every child has a right to education, to play and to enjoy his or her childhood. A world without child labour is possible if everyone abides by these principles. By working together, seemingly insurmountable challenges such as poverty and inadequate or inaccessible education can be overcome.”¹⁶

¹⁶ For more information on the Stop Child Labour vision and mission, see http://www.stopchildlabour.eu/assets/HI-16-04-SCL-brochure_UK-WT_online-1.pdf

The Stop Child Labour coalition aims to achieve this vision in two interlinked ways:

- 1) Working towards good quality formal education for all girls and boys and decent work for adults, particularly by promoting a community-based approach towards the creation of child labour free zones.¹⁷
- 2) Working towards child labour free supply chains and sectors by engaging and collaborating with businesses and CSR initiatives and other relevant stakeholders.¹⁸

Stop Child Labour started small, inspired by the successful experience of our partner organisation MV Foundation in India, and in recent years has developed into a global movement with partners and projects in Asia, Africa, Latin America and Europe. In 2018 the SCL coalition celebrates her 15th anniversary. Today there are more than 25 partners around the world that have successfully established and/or work towards the creation of child labour free zones. These partners have been able to inspire and influence other stakeholders and policymakers at the local, national and international level. Furthermore, our unique community-based approach – which was initially based on relatively stable rural settings – has shown to be successful in diverse contexts, such as areas with high migration levels, urban areas, poverty-ridden areas and conflict areas.

Child labour free zones

A child labour free zone is a specific area – such as one or more villages, a neighbourhood or a plantation – where people cooperate to eliminate child labour from the community. Teachers, local authorities, village heads, employers, parents and children in these zones work together to get children out of work and into school. Government agencies, youth clubs, women's organisations, parent councils, union and employer's associations organise activities such as public meetings, radio talk shows, sports events and games and visit families to discuss the basic rights of children. Adults learn how they can make ends meet without the income generated by their children, for instance by participating in savings and loan groups, generating new sources of income and doing the work their children did against a better wage. Over time, child labour progressively becomes less tolerated in these communities and their attitudes shift: all children go to school and adults work. That is how it should be.

More information? Visit www.stopchildlabour.eu/child-labour-free-zones

Since 2014, SCL has increasingly started to engage with companies, CSR initiatives, policymakers and other stakeholders to get them on board in embracing the SCL approach to tackle child labour. At both national and international level, private sector actors are becoming interested in our vision and approach. In specific sectors, SCL has managed to establish strong partnerships between local SCL partners, companies, CSR initiatives and regional or national policymakers.¹⁹

¹⁷ For more information on the Stop Child Labour community-based approach, see our Handbook 5x5 stepping stones for creating CLFZ: http://www.stopchildlabour.eu/assets/SCL_CLFZ_handbook_FINAL_LR_complete.pdf

¹⁸ For more information, see the Stop Child Labour Action Plan for Companies to Combat Child Labour: <http://www.stopchildlabour.eu/assets/2015/06/actionplanchildlabour.pdf>

¹⁹ Our approach and activities are guided by international treaties and guidelines such as: The International Convention on the Rights of the Child (ICRC), ILO Convention 138 concerning the minimum age for the admission to employment and ILO Convention 182 on the prohibition and immediate action for the elimination of the worst forms of child labour, the UN Guiding Principles for Business and Human Rights and the OECD Guidelines.



2.2. Programme Rationale

Although important steps have been made, there was still much ground to be covered when it comes to effectively combatting child labour in supply chains and ensuring that children working in these supply chains are guided from work to education. The measures taken by the private sector up until now to ensure no use of child labour have not solved the issue, but rather have often caused a shift of child labour to other parts of the supply chain and to other sectors and regions. It is also noted that supply chain actors are hiding (risks of) child labour and are frequently reluctant to cooperate in working towards real improvements, including traceability and transparency. Building trust with companies and their suppliers and convincing them to partner with SCL took time but has increasingly been effective. With the Getting Down to Business programme, SCL moves forward upon these foundations and continues her collaboration with companies and private sector initiatives to truly establish mutual commitment and realise sustainable results together where it comes to tackling child labour.

3. Programme objectives and strategies

The overall objective for this specific programme is as follows:

“Companies and CSR initiatives include a community-based approach towards getting all children out of work and into formal quality education in their policies and practices, which is subsequently promoted and strengthened by governments, policymakers and (inter)national organisations.”

The aim is to achieve this overall objective through the following sub-objectives:

- A. Companies and CSR initiatives support and strengthen community-based projects to effectively prevent and eliminate (risks of) child labour in their supply chains (thereby contributing to the creation of CLFZ).
- B. Key stakeholders actively promote and support the community-based approach and the elimination of child labour by convincing companies and CSR initiatives – based on ground-level evidence – to take action at the regional and (inter)national level.

In this programme, SCL will work with companies and CSR initiatives in the following sectors: natural stone (India), coffee (Uganda), gold (Mali), garments (India), footwear (India) and vegetable seeds (India).

The following intervention strategies and activities are planned to realise the above-mentioned sub-objectives:

- A. Companies and CSR initiatives support and strengthen community-based projects to effectively prevent and eliminate (risks of) child labour in their supply chains (thereby contributing to the creation of CLFZ)

This requires fact-finding, preferably in a multi-stakeholder effort, relationship-building and increasing trust with companies and CSR initiatives. The aim is to convince companies and CSR initiatives to either join existing child labour free zones (CLFZ) or new CLFZ set up by SCL local partners and government structures. This is in line with the due diligence that companies are already expected to do, including consulting local stakeholders to identify and remediate risks of child labour in the full supply chain. However, companies are also expected to go beyond carrying out a thorough due diligence process to create larger positive impact. For the private sector to address these risks effectively, it should cooperate with local governments and other actors and work towards access to quality education for all children, including bridge education for children moving out of work and into school.

The three main strategies to reach this objective are:

1. To ensure that international and national companies and/or CSR initiatives have improved their policies and practices towards the elimination of child labour and workers' rights violations through either the implementation of activities and/or the inclusion of specific strategies in their policy documentation/tools.
 2. To create new and/or strengthen and upscale existing child labour free zone projects in collaboration with companies and CSR initiatives.
 3. Conducting (joint) research to gain more insight into the production process, the actors involved (traceability), the local situation regarding child labour and education and the risks of having child labour involved at each level in the supply chain (due diligence).
- B. Key stakeholders actively promote and support the community-based approach and elimination of child labour by convincing companies and CSR initiatives – based on ground-level evidence – to take action at the regional and (inter)national level.

As SCL, we strive to convince a selected set of actors/stakeholders of our vision and approach, hoping they will in turn help to create a spreading effect. Preventing and eradicating child labour and ensuring education for all children is not something we or others can achieve alone. National governments, (inter)governmental and international organisations such as the ILO, UNICEF, FAO and UNESCO all have an important responsibility. Involving these different actors will influence institutional policies to mainstream the community-based approach to tackle child labour. Consequently, this will create leverage to convince companies and CSR initiatives to change their policies and practices.

The three main strategies for achieving this objective are:

1. To ensure that more (international) organisations and/or local authorities adopt the CLFZ approach or related strategies to eliminate child labour in their policies and tools and/or are supporting one or more activities/projects in that context
2. To ensure that child labour, and particularly the community-based approach, remains high on the Dutch government's agenda and increasingly becomes a well-recognised approach by the EU.
3. Further steps towards an effective inclusion of anti-child labour measures in public procurement are taken by the Dutch national government and local (mostly municipal) authorities.



4. The evaluation

4.1 Objective of the evaluation

The main objectives of the evaluation are:

1. To reflect on the results, implementation, and design of the Getting Down to Business programme, specifically focusing on the engagement with CSR initiatives and companies.
2. To provide recommendations for the continuation of the achieved results and sustainability of the CLFZs in the future.
3. To provide recommendations on possible innovations and scalability of results of collaborations with private sector actors.
4. To conduct a review of a selection of CLFZ that have been established in previous programmes and provide concrete recommendations on how to improve sustainability and monitoring of sustainability

The intended users for the findings of this evaluation are the coalition members and local partners of Stop Child Labour. The findings of this evaluation can be used in at least three ways:

- To learn from and improve future programmes and interventions
- To account for the results of the programme to participating partner organisations and to the back donor;
- To use the recommendations to ensure maximum sustainability of results and to strengthen and expand the SCL programme.

4.2 Scope of the evaluation

This evaluation focuses on:

- A. The effectiveness of the overall programme and implemented projects in the different countries
- B. The relevance of the programme's objectives and approach in different contexts
- C. The efficiency of the coalition and governance & coordination structures of the programme.
- D. The impact of the programme at the level of end beneficiaries
- E. The sustainability of the results of this programme and CLFZ from earlier programmes

The definitions of the evaluation criteria used in these Terms of Reference are in line with the OECD/DAC definitions for evaluation.

As there is already much documentation available, not in all cases primary data collection will be necessary to answer the evaluation questions. The documentation that will be made available after contract signing, will include: the overall programme proposal of Getting Down to Business, sub-project proposals, baseline studies, bi-annual reports of partners, annual SCL reports, M&E database, external evaluations of Omar's Dream programme (2016, focus on CLFZ) and the Out of Work programme (2017; focus on working with companies and CSR initiatives). Based on these documents, the evaluators are expected to further concretize in the inception report how they expect to use the available data at hand and on what aspects additional data collection will be needed.

Country studies will need to take place in India and Uganda. As there is only 1 project taking place in Mali under the Getting Down to Business programme, and coalition partner Kinderpostzegels has recently conducted an impact study of the projects there (including the GDtB funded project), evaluation of the activities in Mali will need to be based on secondary data sources. In Uganda, the country visit should cover both projects taking place there, being: (1) Upscaling of CLFZ in West Nile, Uganda and (2) the SCL Uganda Platform. In India a purposeful sample of projects to be visited will need to be made in consultation with the Stop Child Labour Coalition.

Of the 112 CLFZ that have been set up under previous programmes, it is suggested that the evaluation team visits at least 15 of these during the country visits to Uganda and India. The evaluation team can also make use of the impact/sustainability studies of the CLFZ, that have been carried out by Kinderpostzegels of their CLFZ project in Ethiopia and Mali (research carried out mid-2018). Furthermore the evaluation team can make use of the sustainability research carried out by the evaluation team of Adante, who carried out a study of the CLFZ projects in India in 2015.

4.3 Evaluation questions

The evaluation will need to answer the following evaluation questions. These are to be further developed and defined in the inception phase of the evaluation in consultation with key stakeholders and the evaluation team.

A. Effectiveness:

1. To what extent has collaboration with SCL in multi-stakeholder initiatives and dialogues led to companies and/or CSR initiatives to improve their policies and practices towards the elimination of child labour and workers' rights violations? What have been challenges in these collaborations and how have they been dealt with?
2. To what extent have companies and CSR initiatives supported and strengthened community-based projects (among which CLFZ) to effectively prevent and eliminate (risks of) child labour in their supply chains?
3. To what extent have these multi-stakeholder partnerships led to the successful creation of child labour free zones?
4. To what extent have the partner organisations effectively advocated for the desired change and liaised with relevant national, regional, and international stakeholders?



5. To what extent have gender and context specific issues such as caste and migration been identified and taken up specifically by the project implementers? What are the limitations and shortcomings in these cases and how can they be overcome?
6. Have the advocacy and lobby activities of the programme led to increased support from policy makers and international organisations for child labour free zones as well as child labour free supply chains internationally?
7. What have been unexpected outcomes of the 'Getting Down to Business' programme?

B. Relevance

8. Are the activities and outputs of the programme consistent with the overall goal and the attainment of its objectives?
9. To what extent did the programme leave space for adjusting programme activities to changing contexts – if necessary?
10. Have the different programme components (implementation of child labour free zones, engagement of key stakeholders, political and corporate lobby at national and international level) reinforced each other in achieving the overall aim of Stop Child Labour and how has this been done? What were challenges and how have they been addressed?

C. Efficiency:

11. To what extent did the governance (coalition set-up), coordination structures, M&E procedures and tools and the grant management structure (division of labour between coalition partners in terms of partner's support) contribute to or hamper the achievement of the objectives?
12. Have the capacities of the different coalition members and southern partners been used optimally in the achievement of the objectives?

D. Impact

13. To what extent have the collaborative efforts of all partners in the project areas led to less children working and more children attending education in the child labour free zones?

E. Sustainability

14. Is the commitment of stakeholders (government, local authorities, village authorities, companies) in the project areas strong enough to ensure that the child labour free zones will be capable of continuing without external support? If not, what type of support is still needed?
15. To what extent are the CLFZ that have been established under previous programmes still thriving? What are specific points that are key in this aspect and which of these should receive more attention in ensuring sustainable CLFZ?

4.4 Evaluation methodology

The evaluation methodology and design will be developed by the evaluator(s) in close collaboration with the Stop Child Labour evaluation committee during the inception phase of the evaluation (see 4.9 tentative timeframe). The evaluation questions mainly call for qualitative methods, preferably an outcome harvesting approach.

The evaluator(s) are requested to formulate a brief overview of the proposed methodology based on the evaluation questions and objective of the evaluation. On the basis on available documentation the evaluator(s) are then requested to further elaborate on methodology, tools and timeline in an inception report. The evaluator(s)' gender sensitivity and awareness is supposed to be methodologically integrated in the process.

Some aspects can be already mentioned here that might be helpful in the development of the proposed methodology.

Use of data

Depending on its confidential status, the Stop Child Labour coalition will make all relevant documentation available to the evaluator(s). During the inception phase of the evaluation it should become clear which evaluation questions can be answered using existing data (that is already available, or will become available in the course of the evaluation period) and which additional data collection is required.

Participatory approach

As SCL is a coalition of different partners both in the North and in the South who work with a wide range of different stakeholders, SCL values a participatory approach for the external evaluation to ensure that different perspectives and perceptions are taken into account at various stages of the evaluation process. This will ensure relevance for and increased ownership of the evaluation findings by the different stakeholders (e.g. coalition members, partner organisations and MoFA). Therefore it is crucial that the evaluation will start with an inception phase during which key stakeholders can provide input for the final evaluation plan.

Intended and unintended results

Concerning the assessment of performance, SCL is not only interested in the achievement of intended but also in capturing possible unintended (positive or negative) effects of the programme, including an analysis of the implications thereof for future programming.

4.5 Evaluation principles

The following principles will guide the evaluation: transparency, partnership, openness, cost-effectiveness, gender awareness and cultural sensitivity. The evaluators are expected to follow appropriate (local) research ethics and procedures, especially there where they are dealing with young and potentially traumatized children.

4.6 Expected outputs

Inception Report (including evaluation work plan)

The evaluation will start with an inception phase in which the selected evaluator(s) elaborate the original proposal, on the basis of documentation provided and interviews with stakeholders.

The inception report should include the following elements:



- Detailed description of methodology, data gathering methods and sampling procedure for selection of country cases.
- Detailed plan, timeline and budget
- Methodological challenges and how these will be taken into account

The inception report will need to be approved by the SCL evaluation committee.

Evaluation report

The evaluation report is expected to include the following;

- An executive summary
- The objectives as stated in the Terms of Reference
- A justification of the methods and techniques used, including any limitations of the evaluation
- Presentation of the findings, their analysis, conclusions, lessons learned and recommendations concerning the evaluation questions.
- Final conclusions & recommendations

Both coalition members as well as southern partners will be asked to provide feedback before the final evaluation report can be approved.

Presentation of findings

The evaluator(s) are expected to provide a presentation of the evaluation findings, respond to feedback and questions and discuss the findings with the coalition and programme partners. This presentation will take place in the Netherlands.

4.7 Requirements of the evaluation team

SCL would like to contract a team of evaluators that consists of a lead evaluator, who is end responsible, plus at least two co- evaluators. The full team should together have experience and expertise in the following areas:

- Evaluation expertise of multi-stakeholder, multi-country programmes
- Evaluation expertise in evaluating activities related to ICSR policy and practices
- Evaluation expertise in evaluation lobby and advocacy activities.
- Subject matter expertise, in terms of child labour, education and understanding of the social dynamics involved in the CLFZ approach, as well as in terms of CSR approaches and dynamics.
- Track record of evaluations in Africa and India.
- Experience with different qualitative evaluation methods, including outcome harvesting.
- Capacity and flexibility to implement in-depth case studies in the countries selected.
- Fluent in English and Dutch language.

4.8 Management Arrangements

Stop Child Labour will set up an evaluation committee that is responsible for:

- Assessing the proposals and selecting the evaluation team
- Providing feedback on the inception report, including evaluation plan
- Overall coordination
- Approval of final evaluation report

Feedback on the draft final report will be collected from all partners subject to this evaluation.

4.9 Tentative timeframe

October, 29th, 2018:	Deadline for receiving proposals
November, 2018:	Selection of winning proposal and
November, 2018:	Contract signed with evaluation team
15th of January, 2018:	First draft of Inception Report
31th of January, 2018:	Deadline for final inception report
February – May 2019:	Implementation of field visits and report writing
6th of May, 2019:	Deadline for draft Evaluation Report
20 – 24 May, 2019 (tbc):	Presentation/Dissemination of draft Findings during End-Term Meeting
3th of June, 2019:	Deadline for Final Evaluation report

4.10 Budgets and payment methods

The total costs for this End of Term Evaluation will not exceed EUR 60,000 (incl. VAT). This amount includes fees for the full team including taxes and social funds, administrative costs, travel and accommodation during travelling, communication costs. The fees are calculated for the entire assignment, so including planning, preparation, info collection, travelling, interviews, report writing, report revision, editing and finalization of the assignment, as well as dissemination of report findings. Any required unplanned additional costs in the framework of this assignment are subject to prior approval from Hivos. Fees will be paid according to the following schedule: 30% upon approval final evaluation plan, 40% upon receipt draft report, and 30% upon approval of the final evaluation report & presentation of results.

4.11 Proposals

Stop Child Labour would like to invite interested lead evaluators to submit a proposal in the form of a short outline of the work plan of approximately 1000 words covering the entire Terms of Reference. The proposal should include the lead evaluator's CV, two references, a sample of the lead evaluator's work, a short outline of the work plan and proposed budget, and the CVs of the envisioned co-evaluators. If necessary, Stop Child Labour may at a later stage suggest names of co-evaluators to complete the team.

Besides showing the presence of the team requirements as presented under 4.7, the proposal should show:

- Correct understanding of the Terms of Reference,
- Creative approach towards answering the Evaluation Questions, particularly showing which evaluation methods will be used, how data can be collected at community level, how cases will be compared, and how the 'attribution' question will be addressed.

4.2 EVALUATION FRAMEWORK

EQ 1. What is the level of effectiveness of the Getting Down to Business programme?

<p>Rationale</p> <p>Focus of this evaluation question are the two objectives of the GdtB programme, with an emphasis on the policy and practice of different stakeholders to support the elimination of child labour and promote a community-based approach. Specific attention will also be given to the capacity of the implementing partners to establish CLFZ zones and to engage with private sector actors.</p> <p>At the core of the evaluation is a contribution analysis towards policy change applying the INUS²⁰ causal relationship model i.e. considering the specification of necessary and/or sufficient conditions for the occurrence of some phenomenon or outcome. The assessment will consider what factors contribute / influence the level of effectiveness, to what extent these factors are considered necessary and/or sufficient to realise the perceived outcome or event and to what extent the programme has contributed to the occurrence and effect of the said factors.</p>	
Judgment criteria	Indicators/sub-questions
1.1. International companies (buyers) and CSR initiatives have improved their policies and practices to prevent and eliminate (risks of) child labour in their supply chains.	<ul style="list-style-type: none"> – Agreements have been reached between SCL partners, CSR initiatives and companies regarding roles and responsibilities – Concrete steps have been taken by companies and/or CSR initiatives to improve policy and practice towards the elimination of child labour and improving workers' rights – Companies showing commitment to eliminate child labour in the entire value chain – Identification of factors contributing to effectiveness
1.2. National companies (suppliers ²¹) and CSR initiatives have improved their policies and practices to prevent and eliminate (risks of) child labour in their supply chains	<ul style="list-style-type: none"> – Agreements have been reached between SCL partners, CSR initiatives and companies regarding roles and responsibilities – Concrete steps have been taken by companies and/or CSR initiatives to improve policy and practice towards the elimination of child labour and improving workers' rights – Companies showing commitment to eliminate child labour in the entire value chain – Identification of factors contributing to effectiveness
1.3. Key stakeholders at national level (national governments/local authorities) have promoted and supported the community-based approach (among which CLFZ) by convincing companies and CSR initiatives to undertake action at a local and regional level.	<ul style="list-style-type: none"> – Level of policy change with regard to the elimination of child labour and promotion of decent work (from awareness raising towards political will, commitment, policy change and policy implementation) – Politically smart strategies developed by SCL coalition members – Diversity of multi-stakeholder platforms (active participation of all key actors)

²⁰ a set of conditions requiring that a cause be an insufficient [I] but necessary [N] part of a condition which is itself unnecessary [U] but exclusively sufficient [S] for the effect

²¹ We refer here mainly to local suppliers where international companies sources raw materials or (semi-finished or finished) products but in some case these local companies may also be end-suppliers to national consumer markets

	<ul style="list-style-type: none"> – Quality of multi-stakeholder dialogues – Strategies developed and implemented in multi-stakeholder settings – Identification of factors contributing to effectiveness
<p>1.4. Key stakeholders at international level (inter-governmental organisations and international organisations) have promoted and supported the community-based approach by convincing companies and CSR initiatives to undertake action at international level.</p>	<ul style="list-style-type: none"> – Level of policy change with regard to the elimination of child labour and promotion of decent work (from awareness raising towards political will, commitment, policy change and – implementation) – Politically smart strategies developed by SCL coalition members – Effective alignment between local, national and international advocacy and lobbying level – Diversity of multi-stakeholder platforms (active participation of all key actors) – Quality of multi-stakeholder dialogues – Strategies developed and implemented in multi-stakeholder settings – Identification of factors contributing to effectiveness
<p>1.5. Enhanced capacity of SCL partners to implement the community-based approach and engage with companies</p>	<ul style="list-style-type: none"> – Capacity of implementing partners (commitment, policy and strategies, human and financial resources, networking abilities, learning, acquired knowledge and competencies) to implement CLFZ – Sustained policy influencing capacity at the level of the implementing partners (knowledge, strategies, human and financial resources) – Presence of upscaling strategies (creation of CLFZ), including human and financial resources, strategies – Creation of resource agencies in the target countries, with sufficient capacity (policy and strategy, human and financial resources) – Quality of demand-driven service provision by resource agencies – Functioning of the national SCL platforms – Identification of factors contributing to effectiveness
<p>Information sources:</p> <ul style="list-style-type: none"> – Reports of selected companies and CSR initiatives – Partner project reports – Agreements signed – Monitoring reports of partners – Baseline studies and research reports on child labour – Country case studies 	

EQ. 2. To what extent are the results of the current programme and - specifically for CLFZs - of former programmes sustainable?

<p>Rationale</p> <p>Key to sustainability is the extent to which norms and attitudes among different stakeholders and actors are changing and how these changes can be embedded in a lasting social and institutional constellation. What mechanisms can contribute to the long-term embedment of changed norms and attitudes and what risk-mitigating strategies have been or can be adopted to avoid erosion of functional and effective Child Labour Free Zones.</p> <p>Sustainability is defined by the SCL coalition at four levels: (1) sustained commitment of CSR initiatives and companies to include the community-based approach in policies and practices, (2) sustained commitment of (inter)national key stakeholders to eliminating child labour and the community-based approach, (3) sustained child labour free zones and (4) sustainability of the SCL movement and approach with specific link to the ability to maintain necessary capacity and knowledge in the coalition and among its partners.</p> <p>In the evaluation, the sustainability will be assessed along four dimensions: social, institutional, financial and legal sustainability whereby the four levels named in the above will be assessed if and when relevant. In addition, it will be assessed what factors may affect sustainability and how risks of diminished sustainability are mitigated. Challenges are: shift of child labour to other parts of the supply chain and to other sectors and regions; supply chain actors hiding (risks of) child labour, reluctance to cooperate in working towards real improvements, challenges related to traceability and transparency of child labour within the value chain; migration requiring continuous sensitization of community members, long term processes to obtain changes in social norms and attitude that require longer term commitment (including financial), which is not always available, etc.</p> <p>The evaluation report of the “Out of Work, Into School” programme identified four stages of the CLFZ namely, Initiation, Development, Finalization and Maintenance. Assessing the level of sustainability seems the most relevant for CLFZ that are in the phase of finalization or phase of Maintenance. The evaluation report noticed that one need at least 5 years before entering the finalisation phase. Therefore, preference will be given to include CLFZ zones in this evaluation that are existing at minimum 5 years.</p>	
Judgment criteria	Indicators/sub-questions
2.1. Social sustainability	<ul style="list-style-type: none"> – The norm that no child should work and every child must be in school is sustained within the communities – Community leaders show sustained engagement to eliminate child labour – Identification of factors having an influence on the level of social sustainability
2.2. Institutional sustainability	<ul style="list-style-type: none"> – Engagement to eliminate child labour is institutionalised in the CLFZ (through establishment or strengthening of of CL committee, inclusion of strategies in community committees and/or local policies and plans) – Local institutions take up their role in realising an enabling environment for the elimination of child labour – Identification of factors having an influence on the level of institutional sustainability
2.3. Legal sustainability	<ul style="list-style-type: none"> – Inclusion of CLFZ-approach or related strategies in the policies, tools and/or activities of local, regional and/or national authorities – Identification of factors having an influence on the level of legal sustainability

2.4. Financial sustainability	<ul style="list-style-type: none"> – Sufficient human and financial resources available within the community to sustain SCL interventions – Companies are prepared to invest own resources in creating new and/or strengthening existing CLFZs and community-based projects to stop child labour – Identification of factors having an influence on the level of financial sustainability
2.5. Conditions met to support sustainability of CLFZs	<ul style="list-style-type: none"> – Conditions met to ensure the viability of Local Resource Mobilisation initiatives by and within community(e.g. village credit and saving groups or other) in future support of CLFZs – Conditions met to ensure decent work for all people working in the CLFZs – Conditions met to ensure quality of education in the CLFZs
<p>Information sources:</p> <ul style="list-style-type: none"> – Corporate policy documentation (strategy, action plans, website, etc.) – M&E data SCL coalition – Public policies – Semi-structured interviews implementing partners, resource agencies and external stakeholders – Focus group discussions with community members 	

EQ.3. What is the relevance of the programme's objectives and approach in different contexts?

<p>Rationale</p> <p>The programme's strategy is characterised by a mix of more locally oriented implementation (mainly the CLFZ) and more institutionally oriented interventions (engagement with various key stakeholders at various levels for lobby and advocacy). A key question emerging from interviews and scoping concerned the adequateness and relevance of this blend in achieving higher-level goals of the programme (and of the coalition for that matter). Related to this was the question (and implicit assumption) that the factual combination of these components indeed creates added value as compared to single interventions. In another implicit assumption concerns the role and relevance of multi-stakeholder platforms (MSP) and CSR initiatives (e.g. voluntary sectoral partnership agreements, certification schemes and others) for addressing incidence of child labour in supply chains. The diverse nature and dynamics of different supply chains in actually very different sectors (covered by the programme) will require specific approaches in influencing private actors as well as specific features and functions for an MSP to be relevant and effective in the given context / supply chain (in scoping, this was mentioned as an area of learning).</p>	
Judgment criteria	Indicators/sub-questions
3.1. Relevance of the programme at country and site level	<ul style="list-style-type: none"> – The 'fit' of the generic programme approach (CLFZ with L&A) to the specificity of country contexts and room for context specific adaptations – Level of ownership of the SCL strategies for the implementing partners in the south
3.2. Alignment between local intervention (CLFZ) and L&A interventions	<ul style="list-style-type: none"> – Nature and intensity of linkages between local and global advocacy – Identity and role of key actors in the interface between local, national and global L&A – Added value of programme partners in existing and functional sectoral partnership arrangements or other multi-stakeholder initiatives on elimination of child labour

3.3. Coherence and relevance of the intervention strategy	<ul style="list-style-type: none"> – Coherence between outcome, output and input – What KPIs are guiding management in establishing the balance in (strategic) priority setting as well as resource allocation between local intervention (CLFZ) and institutional interventions (L&A and engaging with private sector) – The combination of awareness raising, improving quality of school, creating decent work and local resource mobilisation
3.4. The coherence of the programme with other efforts related to social upgrading of supply chains.	<ul style="list-style-type: none"> – Level of interaction with other decent work and SCL programmes (e.g. of ILO through the participation in the ILO Child Labour Platforms, RVO funded programmes, and alike), – Extent to which there are synergies and/or contradictions with other decent work and SCL programmes
Information sources: <ul style="list-style-type: none"> – Reports of companies and CSR initiatives – Partner project reports – Monitoring reports of partners – Baseline studies and research reports – Country case studies – Semi-structured interviews with internal and external stakeholders 	

EQ. 4. What is the quality of the partnership relations and its influence on the level of efficiency and effectiveness?

Rationale <p>The subject of assessment are partnership relations between coalition members, the resource agencies, the implementing partners and other partners (like UTZ-Rainforest Alliance). The success of partnership relations has to do with the quality of interaction, ownership of approach, cooperation, information sharing, mutual accountability, and commitment of autonomous partners to a common goal. The creation of added value for and by partners is crucial for success. The phrasing ‘for and by’ partners refers to the dual perspective of creation of added value, i.e. successful partnership adds value to the joint programme (e.g. in terms of effectiveness) while added value is also created for partners themselves (e.g. from collaborating with others and sharing and learning from them). Added value creation is critically dependent on exploring and exploiting complementarity between partners in various fields such as in knowledge, expertise, skills, networks, and so on. Organisational culture (e.g. between civil society sector and private sector) is part of the equation as this may help (or hinder) exploiting one another’s expertise in the creation of added value.</p>	
Judgment criteria	Indicators/sub-questions
4.1. Characteristics of the partnership relations and complementarity	<ul style="list-style-type: none"> – Roles and responsibilities are clear for all partners – Perception by partners of their own strengths and challenges in relation to the coalition and the strengths and weaknesses of other partners

	<ul style="list-style-type: none"> – Concrete actions that have leveraged strengths and capacities of alliance partners
4.2. Partnership relations are conducive for efficient programme implementation	<ul style="list-style-type: none"> – Programme management procedures and accountability requirements are clear, lean and respected – Flexibility of funding mechanism in order to adapt to changes in the context – Sufficient human and financial resources available at the level of the implementing partners for programme management – Is time and effort of working in coalition worthwhile – i.e. does working together leads to better quality or more results.
4.3. Partnership relations are conducive for effective governance and programme implementation	<ul style="list-style-type: none"> – Evidence of functional partnership relations in areas such as: <ul style="list-style-type: none"> ○ Sharing of experiences at country-level; ○ Cross-learning especially in areas of CFLZ or L&A; ○ Sharing network contacts ○ Leveraging access to third party actors for L&A ○ Development of joint L&A strategy and operations; ○ Joint capacity development initiatives; ○ Sharing good practices, ○ Etc. – Level of and quality of participation of implementing partners in developing programme strategies and involvement in decision making process regarding programme implementation and management (governance)
<p>Information sources:</p> <ul style="list-style-type: none"> – M&E systems – Partner agreements – Accountability mechanisms and agreements – Interviews with stakeholders – Reports and communications by SCL coalition 	



4.3 CHARACTERISTICS OF CASES VISITED

	West Nile - coffee	Kampala slum <i>Notvisited</i>	Busia– gold <i>Notvisited</i>	Budphura - Cobbles	Jodhpur – sandstone	Agra - Footwear	Tirupur - Garments
(1) Actors with active role							
NGOs	Ceford (ad-hoc inputs from Somero, HIVOS for contacts with Kyangalanyi and UTZ, ..)	Nascent (ad-hoc inputs from Somero, ..)	EWAD (strategic support of Nascent and ad-hoc from others, such as Fairtrade and Fairphone)	Manjari In collaboration with Cobble Traders Union	RPKNMS Labour Union – affiliate of and receiving support from BWI	UPGSSS - Uttar Pradesh Gramin Shramik Shiksha Sansthan	SAVE – Social Awareness and Voluntary Education
Volunteering	Change agents Villageheads	Mobilisers Villageheads	Mobilisers Villageheads	Mobilisers Members labour committees	Union mobilisers	Union mobilisers and community organisers	Mobilisers of garment workers and community organisations
SCL committees	Functional in xx villages (new project has 63 villages)	Still being started-up	7 villages (functional)	26 labour committees	2 village development committees	Forming Child Rights Protection Forum (CRPF) with 12 members (3 women and nine men)	In the 2 CLFZs -2 Child Rights Protection Forums
SCL steering committee	Sub-county level	/	/	/	/	/	Member of the SCL Steering Committee

VSLA groups	10 groups (June 2018)	2 groups (50p & 25p)	2 groups (20p & 48p)	18 self-help groups	2 women groups engaged in livelihood	CRPF is a larger body, and it has many sub-groups like Women SHGs & supportive group), Youth (supportive group), and Advisory Group (parents and political leaders to protect the interest of the children)	-4+4 SHGs, 2 Workers Education Group
Schools	Sub-county: 15 schools (GDTB: xx; ... ; ...)	xx	xx	7 primary and 1 secondary	1 school	Running 5 Bridge classes in 3 centres UPGSSS rehabilitates child labourers by providing education support, runs National Child Labour Programme and also a regular formal school for children in Dhonoli, Agra.	Work closely with 2 government schools
Local government	Village / sub-county / district level	Only slum level	Only village level	District level	District level	Shathi Nagar Ward level	2 panchayat institutions
Private sector	Kyangalanyi, sourcing from 6000 small-holders: working with 20 farm officers (+ additional company since 2019)	/	Artisanal Small Mining associations	CobbleTraders Association (+/-45 members)	One-to-one engagement with around 10 companies. RPKNMS connecting to two employers' associations	Deichmann, Bata, Bugatti / Astor Mueller and El Corte Ingles, provided access to their suppliers in the research on the situation of child labour in the footwear sector in Agra and are committed to extending their support in the second phase of the SCL Coalition to establish CLFZ pilot project in a slum in Agra.	Initiated informal contact with Piper International – Knit Garment Manufacturer Exporter



Trade union	UNATU (teachers' union- at local and national level	/	/	/	RPKNMS = lead agency Connected to BWI International	The President of UPGSSS is also the leader of the trade union, UPGMS.	Working relationship with the Trade Unions of Garment Workers
Landlord	/	Owners of houses: associations	Owners of mining land	/		-	2 House owners association
(2) Scope	Area-based, with specific focus on coffee (most leverage)	Geographical zones (2)	Only gold sector	Cobble sector	Sandstone mining	Area-focused with focus on foot wear and construction workers	Area based approach with focus in the garment sector
(3) Communication messages/frames used change social norms (by pressure or sensitisation)	Coffee company: "if you want to sell coffee to us, you need to send your children to school" VSLA: "if you want to participate to the VSLA, you need to send you children to school" Village SCL committee and change agents: "why is your child not at school? In ourvillageallchildrenshould go to school."	Landlords: "If you want to rent an apartment from me, you need to send your children to school" VSLA: "if you want to participate to the VSLA, you need to send you children to school" Village SCL committee and mobilisers: "why is your child not at school? In ourvillageallchildrenshould go to school."	Landlords: "if you want to mine on our soil, you cannot have children work in the mine". Mobilisers: "Your educated daughter might marry the uneducated neighbour's son, so it's important that child labour is eridicated in the whole community" VSLA and mobilisers: "if you	Different channels to pass on message to keep children out of work and let them attend formal education. Schools & communities: all children should go to school Private sector association: We do not want children to work in cobble yards. Companies who	Unionisation is key to elimination of child labour. All children must go to school and schools must be safe and well organised offering quality education.	Motivates the union to bring changes in the social norms and uses the union and community based support groups to bring awareness and collective pressure.	Awareness training, pamphlets and organizing public awareness campaigns, school enrolment campaigns and bringing collective pressure on government institutions to prevent the entry of child labour. They have networking with multiple networks like Tirupur People's Forum, CACL, teachers union, writers' forum,

			want to participate to the VSLA, you need to send you children to school" Village SCL committee: "why is your child not at school? In our village all children should go to school."	employ children must be reported and get fined.			education departments, the trade associations to bring them together for collective voice and pressures.
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4.4 LIST OF PEOPLE CONSULTED

In the Netherlands and abroad

Sofie Ovaa	Hivos
Akky de Kort	Hivos
Lizette Vosman	Arisa
Sandra Claassen	Arisa
Gerard Oonk	ICN (now Arisa)
Adriana De Fijter	ICCO/KiA
Gert Kuiper	ICCO/KiA
Mario van de Luitgaarden	Mondiaal FNV
Henny Plat	FNV Bouw
Trudy Kerperien	AoB
Samuel Grumiau and Dominique x	Education International
Sita Djelantik	BuZa- DDE
Iona Ebben	BuZa -DDE
Kirsten Kossen	BuZa - IMVO
Jef Wintermans	SER
Corina Kerkmans	RVO
Joël Voordewind	Member of Parliament - CU
Benjamin Smith	ILO Child Labour platform
Niels Van den Beucken	ARTE
Marianne Löwick	Sympany
Suzan Cornelissen	Clean Clothscampaign
Bram Callewier	Beltrami
Steven Walley	London Stone

In India

Budhpura - Manjari

Dinesh Bairwa	<i>Participants first day workshop</i>
Pawan Mehra	"
Ganesh Prajapat	"
Vicky Yadav	"
Sunita Yadav	"
Prakash	"
Suraj	"
Nuarayan	"
Jagannath	"
Laxmi Narayan	"
Kalu	"

Nan Ji	“
Rai Kulari	“
Malti	“
Lad Bai	“
Krisna	“
	<i>Semi-structured interviews</i>
Bagwan Das Ji	Cobble Yard Owner
Jitender Jatav	Panchayat samiti member
Manoj Kumar	Community member
Mohan Paran	Cobble maker
Radhe Shyam Ji	Community member
Om Prakash Malav	Teacher Bheelo ka jhopda
Rajender Varma	Teacher Parana Karad
Bardi Bai	SHG – Parana
Jitmalbheel	Parents - Patiyal
Bram Callewier	Beltrami
Steven Walley	London Stone
	<i>Participants second day workshop</i>
Urmila	SHG member
Munni Bai	SHG member
Heera Bai	SHG mmeber
Gaytri	Anganbari worker
Seema	“
Madhu Sharma	“
Hemlata	Member of adolescent girls' group
Urmila	“
Jyoti	“
Muskan	“
Neelu	“
Pinki	“
Ankita	“
Kajal	“
Mona	“
Kajal	“
Jakir Hussain	Community member
Hemraj	“
Tulsi Ram	“
Dinesh Bairwa	Mentors
Sahdev Gurjar	Mentor
Mujafarhussain	Teacher
Amar Lal	Community member
Kamlesh Bai	Ward member
Deepak Ji	Cobble trader
Gowardhan Ji	Cobble trader
Ram Lal	Parent
Prakash Aod	Silicosis patient
Umrao Bai	“
Seema Bheel	“



Suma Bai “
Meena “

Jodhpur - BWI

Sakshi Agarwal	BWI South Asia office
Naina Ram	President RPKNMS
Naima Ram Chaudhary	Vice-president RPKNMS
Kalu Ram Batti	General secretary RPKNMS
Amiya Devi	Union Publicist RPKNMS
Shamim Bano	Manhila Sangathan Minister RPKNMS
Veerma Ram	Mobliser (Jaisalmer) RPKNMS
Deepa Ram	Mobliser (Jodhpur) RPKNMS
Santok Ram	Board member RPKNMS
Shamim Bano	Trainer of Self-Help Group fro RPKNMS
	<i>Meeting village monitoring committee</i>
Patashi Bai	Member village monitoring committee
Dasa Ram	“
Dhana Ram	“
Santok Ram	“
Guddi Bai	“
Poni Bai	“
Tipu Ram	“
Bali Bai	“
Sushila	“
Sohni	“
Opa Ram	“
Sugna Devi	“
Badri Lal	
	<i>Semi-structured interviews</i>
Dhana Ram Vaishnav	Teacher at government school
Badri Lal	Ward member
Akha Ram Chaudhary	Stone quarry owner
Bagga Ram	Stone quarry owner
	<i>Participants workshop</i>
Patasi Bai	Workers & community member
Guddi Bai	“
Santokaram	“
Dasaram	“
Sohni Bai	“
Balu Devi	“
Dhana Ram	“
Ramsa	“
Poni Bai	“
Madan Lal	Child

Swarup	“
Sanju	“
Urmila	“
Abhishek	“
Jitendra	“
Kishore Singh Pawar	Jodhpur General Knowledge Society
Mangilal Sant	Asangathit Kamgar Pradesh Sangh Congress
Shamim Bano	SHG member
Parvin Bano	“
Khumaram Chaudhary	Teacher
Gulab Chand	“
Vishnarama Chaudhary	“
Deeparam	Community mobiliser
Malesh Kumar	“
Birmaram	“
Kishore Singh Pawar	<i>Separate interview - Jodhpur General Knowledge Society</i>
	<i>Skype interviews</i>
Rajeev Sharma	BWI South Asia Office, New Delhi
Prerna Prasad	“

Agra - UPGSSS

Tularam Sharma	President UPGSSS
J. Bhaskar	Coordinator MV Foundation
C.Srinivas	Resource person MV Foundation
Sanjay Sharma	Project coordinator UPGSSS
Pinky Jain	Community organiser UPGSSS
Charan Singh	“
x	Teacher bridge school
	<i>Semi-structured interviews</i>
Sajan Mishra	Astor Mueller
Rajeev Sharma	Dawar Footwear Industries
x	CWC Chairperson Agra

Participants workshop
Women group members
Community leaders
Suresh Sejwal
Manmohan Sharma

CRPF member
Member advisory group

Tiripur - SAVE

Vyakula Mary	Executive director SAVE
Francis	CLFZ Project coordinator SAVE
Aputha Mary	Organiser for Mudalipalayam Panchayat CLFZ
Rashma	“
Anandy	Organiser fro Ettiveeram Palayam CLFZ
Chithra	“



Semi-structured interviews

Somasundaram

Piper International and member of Tiripur Knitwear Exporter's association

Participants workshops

Members of SHG

Members of Workers Education Group/factory workers & home-based workers

NREG workers and Grameena Sangha

Community volunteers

House owners who rent out to migrant workers

Migrant workers' families

Children being member of the children's parliament

Panchayat Secretaries of both CLFZs

School Headmistress and teachers

Anganwadi Teacher and cook

Uganda - CEFORD

List of Members for first day workshop – Child Labour Committee - Jupa Zuba Village

Ofungi Richard

Olulker Florence

Onyuthumum Rosaline

Onegi Alfred

Okumu Helen

Oroni Denis

Odongo Gilbert

Manano Denis

Oucha James Cosmos

Canifria Winfred

Pacuryema Harriet

Odaga Wilfred

Amula Derick

Jakwonga Gerald

Participants for second day workshop

Ocendi Christopher	Chairman Local Council One Padolo Central Village / Secretary SCLC
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Bidong Alfred	Member Local Council One Padolo Central Village
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Ocoun Onesmus AKT	Member VSLA
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Okethi Isino	Chairman VSLA
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Owondo Leonard	Member VSLA
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Beatrice Arombo	Member VSLA
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Oscar Ozele	Member VSLA
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Awacango Julia	Member VSLA
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Owomworth Mary	Member VSLA
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Klala Atimango	Member VSLA
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Atim Ernester	Member VSLA
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Binega Feresta	Member VSLA
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Polinegi Vicent	Member VSLA
Isabela Otuga	Member VSLA
Lempaco Serena	Member VSLA
Cekecama Salmon	Member VSLA
Jakuma-Top Lawrence	Member VSLA
Acen Stella	Member VSLA
Biwaga Christine	Member VSLA
Primer Geld	Member VSLA
Thosega Jane	Member VSLA
Pacurlema Hariet	CCA CEFORD
Drabe Harriet	CCA CEFORD
Oucha James Cosmos	CCA CEFORD
Kisa Francis	CLLO, Kyagalanyi Coffee Limited

List of interviewees

Anet Katusime	Nascent
Nsubuga	Somero
Eddy Wambewo	UWESO
John Bosco Ocaya	CEFORD
Innocent Openitho	District Education Officer, Nebbi District
Shalon Ninsiima	EWAD
Robert Gunsinze	UNATU
Odaga Wilfred	Community Development Officer, Erussi Sub-county
Ongom Christopher	Senior Assistant Secretary, Erussi Sub-county
Laka Adam	Secretary Social Services, Erussi Sub-county Council
Orom Collins Jaracida	Chairperson, Erussi Sub-county Council
Acan Lucy	Head teacher, Italia Primary school
Okwai David	Deputy Head teacher, Italia Primary school
Oucha Mark	Teacher in Charge Program, Italia Primary school

Mali - Enda

SoumailPoni Baia Diarra	Enda Mali
Seckna Bagayoko	Enda Mali
Dramane Satao	Enda Mali



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General SCL Coalition

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SCL (2016) *Engaging with companies and CSR Initiatives*. SCL Coalition. The Hague

SCL (2017) *Getting children out of work and into school. Combining bottom-up and top-down strategies to stop child labour*. Position paper for the Global Child Conference in Argentina. November 2017.

SCL (2017) *Programme proposal Getting down to Business*. Hivos for SCL Coalition. The Hague

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ICN&SCL (November 2018) *Remedies for Indian seed workers in sight?*

SCL India

Absar A. (2016) *Silicosis, Mining, and Occupational Health in India's Sandstone Industry*. EHS Journal

Aravali&Unicef (2015) *Study on vulnerability mapping of children in natural stone industry – sector Rajasthan*. Aravali. Jaipur, India.

Batu A. & Millard A.S. (2017) *Cooperating with private sector in Child Labour Free Zones in India*. SCL India with M/V Foundation. Delhi

Delepeire Y. (2015 - 2108) *Kinderarbeidvoorkinderkopjes*. Dossier on child labour in Budhpura for Belgian newspaper De Standaard. Main dossier 13 May 2016. Shorter articles 18 May 2015, 13 May 2016, 23 August 2017

FLA & SCL (2017) *Children's lives at stake: Working Together to End Child Labour in Agra Footwear production*. December 2017: Final project report 2015-2017.

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Marshall H., Taylor K., Balaton-Chrimes S. (2016) *Rajasthan Stone Quarries: Promoting Human Rights Due Diligence and Access to Redress in Complex Supply Chains*. On-judicial redress mechanisms report series 11. Corporate Accountability Research. 2016

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SCL (2017) *Project proposal Stop Child Labour – India Platform* for the period July 2017 – June 2019. India SCL Platform.

SCL (2017) *Project proposal Stop Child Labour – Upscaling and strengthening / sustaining the CLFZ in Budhpura located in the heart of the sandstone quarry belt in south-eastern Rajasthan*. SCL India.

SCL (2108) *Training workshop on responsible business behaviour for creating child labour free zones*. SCL India Platform. Delhi. 26-27 March 2018

SCL. (2017) *Child Labour in the Natural Stone Supply Chain*. Brochure of SCL India

SCL India (2018) *Report 2017*. ICCO India.

Partners' internal documents:

- Supply chain mapping training schedule (Agra)
- Bridge school material supplied to children (Agra)
- Promotion materials on Stepping stones for CLFZ 1st phase (SAVE)
- Advocacy materials from the 1st phase of CLFZ (SAVE)

SCL Uganda

Case Story of VSLA & Farmer Group

CEFORD-GDTB proposal for sub-grants final

CLFZ Baseline survey report West Nile Feb 2015

CLFZ Monitoring Sheet GDTB CEFORD Jan-June 2018

CLFZ Monitoring Sheet GDTB CEFORD July-Dec 2018

Concept Note for the request of an extra budget

Detailed work plan 2018

EI_GDTN proposal final Oct 2017

EI Concept note GDTB capacity building final

First quarter report GDTB Uganda National Platform

Final report of B&HR training in Uganda Nov 2017

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SCL Mali

Coulibaly, G. (Juillet 2018) *Evaluation d'impact des projets d'éducation appuyés par Kinderpostzegels au Mali au cours des derniers 8 à 10 ans*.

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www.indianet.nl

www.stopchildlabour.org

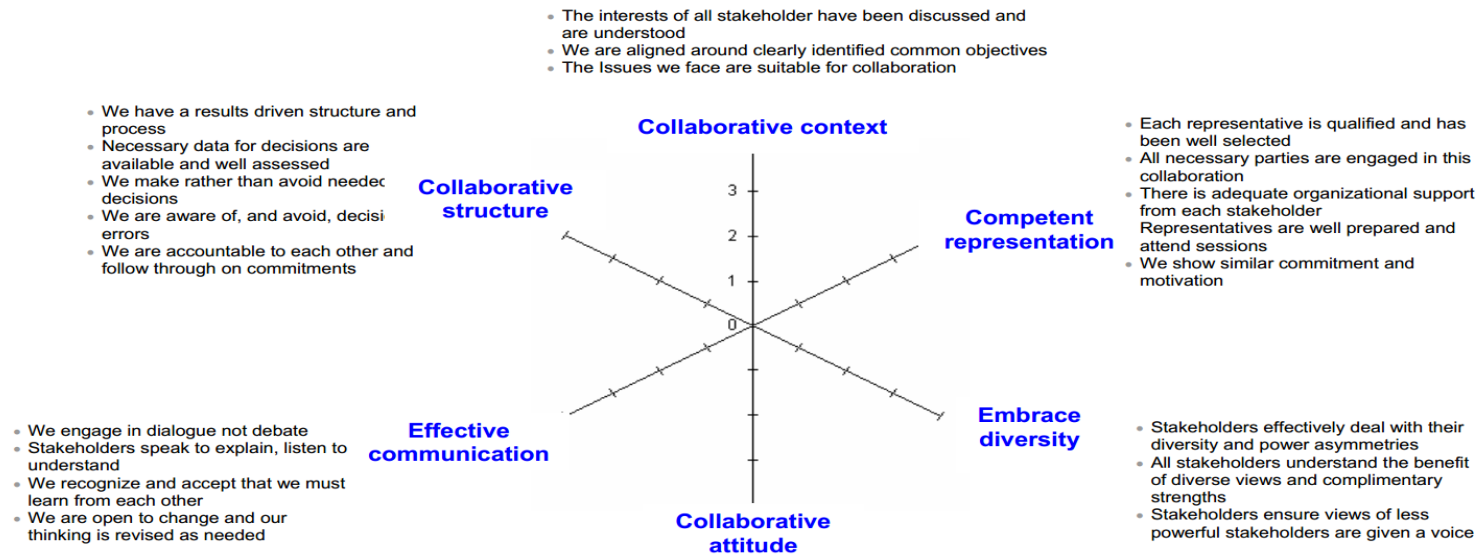
www.imvoconvenanten.nl

www.tweedekamer.nl (listing all parliamentary questions and answers on child labour addressed in the period June 2017-April 2019)

4.6 ASSESSING COLLABORATIVE PROCESSES

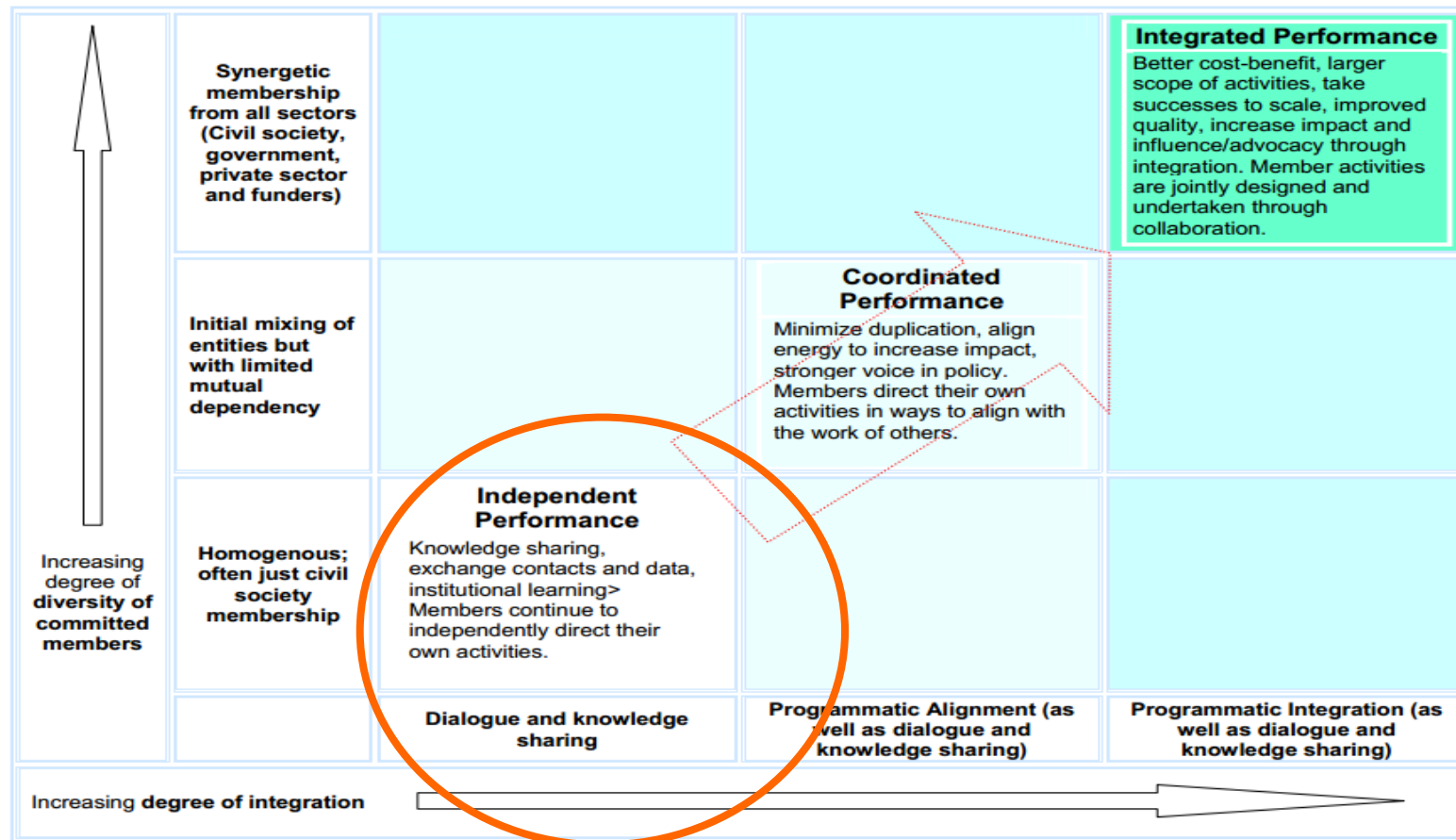
www.collaborativeprocesses.com +303-333-1960

Assessing collaborative processes (How strong is this collaborative process, on a scale of 0 to 4?)





Success for “inter-connected development” – Creating networks of deepening integration



4.7 CASE REPORTS

See separate files