

JOINT FINAL INDEPENDENT EVALUATION OF THE PROJECT: CONSOLIDATING AND DISSEMINATING EFFORTS TO COMBAT FORCED LABOR IN BRAZIL AND PERU

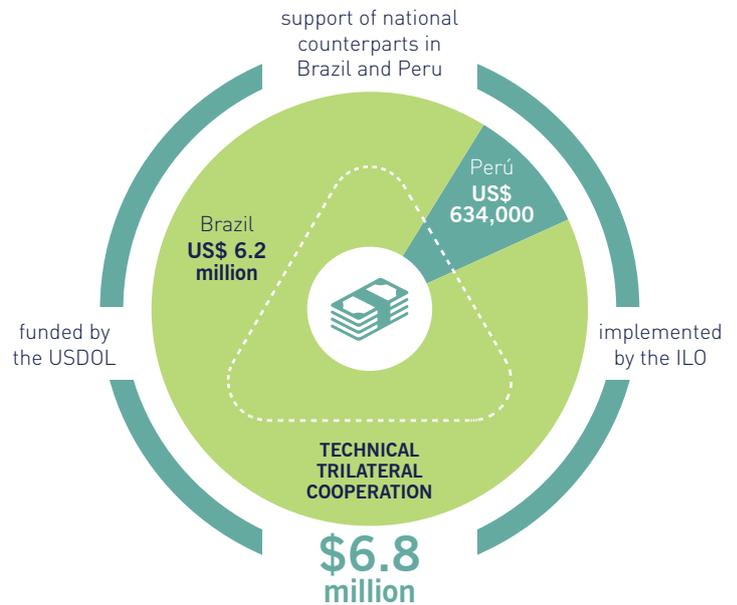


International
Labour
Office

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About the project

The Project “*Consolidating and Disseminating Efforts to Combat Forced Labor in Brazil and Peru*” (hereafter referred to as the project) was a US\$ 6.8 million¹ technical trilateral cooperation initiative funded by the United States Department of Labor (USDOL) and implemented by the ILO, with the support of national counterparts in Brazil and Peru. Aiming at supporting the combat of forced labor in both countries, through an emphasis in knowledge management, the strengthening of national institutions, the development of innovative social technologies, and the exchange of practices and knowledge between national actors from Brazil and Peru.



Main products

BRASIL:



- **Digital Observatory of Slave Labor in Brazil.** An unplanned product that provides high quality information to combat forced labor. It is a database created to produce information essential for knowledge management and allows the formulation of public policies to combat forced labor and to promote decent work.



- **Monitoring Platform of the National Plan for the Eradication of Slave Labor.** This platform allows the regular monitoring and evaluation of the National Plan, legislative monitoring in order to disseminate relevant information on legal matters in the National Congress that deal with issues related to slave labor.



- **Forced Labor Survey carried out in Maranhão.** An outstanding added value of the survey was the information related to *vulnerabilities and degrading treatment*.

PERU:



- **Studies: allowed strengthened gender and ethnical mainstreaming into policy** related to the combat of forced labor; sensitivity to the ethnical approach is well developed in Peru, where the project promoted the analysis of ethnical vulnerable groups and the concentration of forced labor among those targets in the sector studies developed.

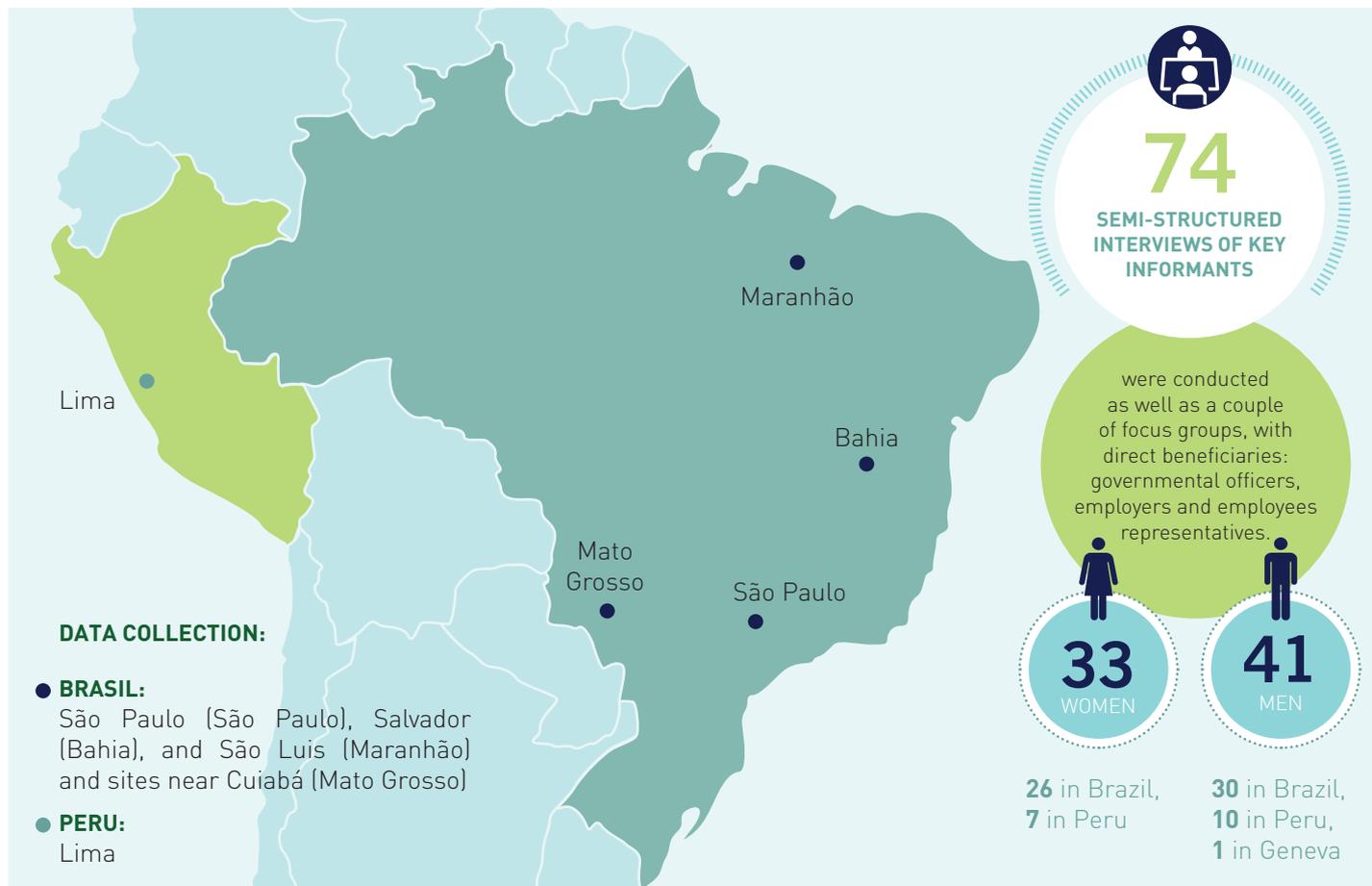


- **Capacity building program for justice actors, labor inspectors and members of workers' organizations.** The strengthening of the National Commission for the Fight Against Forced Labor in Peru, of a tripartite nature, under which the text to criminalize forced labor was discussed and validated in accordance with Convention 29.

1. "6.2 million USD for Brazil and 634 thousand USD for Peru. Source: IRIS"

Methodology of the Joint Final Evaluation

The evaluation had a case study inspired design with a qualitative and quantitative participatory approach, with an intensive desk review of project documents, semi-annual technical progress reports, Comprehensive Monitoring and Evaluation Plan-CMEP, semi-annual technical progress reports, Project's products and many other context relevant documents from academia, civil society and the government.



Main findings



Stakeholders in Brazil and Peru participated in the project's design, understand the project theory of change, and agree with its different components: institutional strengthening, preventive approach and South-South cooperation strategy. The project's strategy related to prevention played a very relevant role in the larger theory of change.



In both countries, the level of knowledge around forced labor has increased: The project's emphasis on **knowledge management was an effective approach to promote the fight against forced labor**. Stakeholders consider data collection mechanisms and forced labor indicators crucial, since it can promote dialogue based on evidence. Through the provision of **training, awareness and technical advice based on the research findings** incorporating crucial issues for its confrontation, such as access to land, school and productive inclusion and the fight against racism and xenophobia. **Studies and guidelines, the project has contributed to strengthening the capacities** of the various actors (governments at national and regional level, unions and employers' organizations) in Peru and Brazil to address the issue of forced labor.



The project has been effective in involving a wide range of stakeholders around the action against forced labor. Capacities to address the different angles to tackle forced labor have increased particularly among the non-traditional ILO counterparts (public prosecutors, judges in Peru, human rights defenders and civil society organizations [NGOs] in Brazil). In Brazil, the project's efforts to increase the understanding of forced labor among the three ILO constituents were challenged with the national discussion around the concept.



In Peru, the project was effective in stimulating the participation and commitment of tripartite ILO constituents and other partners. On one side, due to the choice made to work with the CNLCTF² and its profile as a commission inserted in the Ministry of Labor and Employment Promotion. On the other, due to a balanced found by the project between the will to enhance more and better policies to fight against forced labor and a respect for national counterparts' own decisions. One of the major project impacts has been the validation (by the CNLCTF) of the text to criminalize forced labor in the national legislation. **An important impact-oriented achievement is the approval of a roadmap to implement the Interagency Protocol against forced labor**, which implies an intervention circle with five phases: Promotion, prevention, detection, care and recovery. Political and technical challenges remain in the actual implementation of such protocol.

Lessons Learned on South-South Cooperation and Gender



The horizontal cooperation between the two countries have revealed a broader mutual learning between Brazilian and Peruvian institutions involved than what seemed to be expected at the design stage.



The research done by the project revealed that forced labor had a gender dimension. On one side, the forced labor survey carried out in Maranhão showed a high number of women in a situation analogous to that of slaves in the farms (as cooks or employees), in domestic work in general and in sex work. On the other, the emphasis given by the IAP³ to the preventive work inside the communities enlightened the fact that women are indeed crucial in the fight against forced labor, by encouraging women's productive inclusion, the need for the men to look for their family livelihood and therefore his risk to be co-opted under forced labor diminishes.



Emerging Good Practices on the IAP and on the use of forced labor Data/Knowledge



Based on the experience in Mato Grosso and finding, the receptivity of the governors linked to the workers, the IAP demonstrated a great capacity for adaptation. In this sense, it is an effective program for confronting slave labor.

The project's work on knowledge management (series of studies aimed at the identification of data sources about slave labor in Brazil) **was appreciated by the partners and stakeholders in Brazil** and was the cornerstone of the Digital Observatory of Slave Labor. **It was a good practice that leveraged the policy to combat slave labor in Brazil in a cost-effective manner, with guaranteed sustainability, as national capacities were developed and institutional strengthening was promoted throughout the process.**

2. "National Commission for the Fight Against Forced Labor in Peru "

3. Integrated Action Program

Recommendations



The ILO Office in Brasilia could benefit from a strategic planning exercise in order to clarify their role in the combat against forced labor in the country in the new political scenario.



The ILO project should distinguish its support to the CONATRAE³ and COETRAEs⁴ from its support to a tripartite social dialogue discussion with the ILO constituents. The latter should take place in a tripartite commission linked to the labor area (eventually to the MTE⁵). **The support to CONATRAE/COETRAEs could be identified as engaging in the human rights arena with a social control objective.**



The ILO should play a neutral role and call upon a more strategic dialogue around forced labor. The office should approach the CNA⁶ and CNI⁷ in order to build alliances with the most sensitive subsectors of the private sector members of the InPACTO⁸ (ABIT⁹,ABVTEX¹⁰), and work on a consensual minimum common agenda to combat forced labor in the long-term.



The preventive approach towards forced labor should be prioritized. Synergies should be found with state governments that include the fight against slave labor in their agendas (and/or Decent Work Agendas). An open-minded approach around the IA¹¹, implying labor insertion and the work with the communities on a human rights based approach, should be supported by the ILO through local/state authorities, institutions, and NGOs.



The ILO project should be more interconnected with HQ and other ILO initiatives. This could bring some support and learning, for instance on how programs like Better Work are facing the issue, as well as from the strategic alliances being developed with the private sector in other settings.



In Peru, priority should be given to raising awareness on the forced labor phenomena and its categorization as crime, at national level and in the regions, involving private sector and unions. Increased awareness of the vulnerabilities is needed at the education sector level in order to combat young co-optation into forced labor.



South-South activities between the two countries, and other countries in the region, should be based on a horizontal approach. Synergies should be found in Brazil and Peru (as well as with other bordering countries) to develop joint initiatives to combat forced labor.

Voices from constituents



"They have served us a lot for our work, we apply them to the inspections we have. Here we see forced labor indicators. They are useful to solve our files..."

(Peruvian Labor Inspector about the value of studies produced in Peru).



"It caught my attention, a subject on which there is not much reflection in Brazil, sensitivity to the ethnic issue in Peru. This respect for cultural diversity to know how to transmit the message of confrontation to slave labor in each group or community is fundamental"

(Brazilian Public Officer about the mainstreaming of gender and ethnic-racial equality)

4. National Commission for the Eradication of Forced Labor in Brazil // 5. State Commissions for the Eradication of Forced Labor in Brazil // 6. Ministry of Labor and Employment in Brazil // 7. Employer's National Confederation of Agriculture in Brazil // 8. Brazilian National Confederation of Industry // 9. National Pact for the Eradication of Forced Labor in Brazil // 10. Brazilian Textile and Apparel Industry Association // 11. Brazilian Association of Textile Retail // 12. Integrated Action

