



International Labour Organization

IPEC

International Programme on the Elimination of Child Labour

IPEC Evaluation

**National Programme on the
Elimination of Child Labour
in NIGERIA**

NIR/99/05/060

P 340 74 141 060

A Final Independent Project Evaluation

by IBRAHIM A. KOLO

with Assistance from

M.T. Mustapha & Godwin Ashituabe

January 2004

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GLOSSARY

FGN:	Federal Government of Nigeria
ILO:	International Labour Organisation
NPECL:	National Programme on the Elimination of Child Labour.
IPEC:	International Programme on the Elimination of Child Labour.
NGOs:	Non – Governmental Organisations.
CBOs:	Community Based Organisations.
FMEL&P:	Federal Ministry of Employment Labour and Productivity.
NLC:	Nigerian Labour Congress.
WOCON:	Women Consortuim of Nigeria.
HDI:	Human Development Initiative
HDFN:	Human Development Foundation of Nigeria.
FCC:	Family Craft Centre.
NCE:	Nigerian Certificate in Education.
SSAN:	Social Science Academy of Nigeria.
UNICEF:	United Nations Children’s Fund.
USDOL:	United State Department Of Labour.
AP:	Action Programmes.
NPA:	National Plan of Action.
IEC:	Information, Education and Communication.
DAPAL:	Directorate of Assisted Programmes and Linkages.
DDCF:	Documented Data Collation Format.
IPIG:	In-depth Policy Interview Guide.
BFGDG:	Beneficiaries Focus Group Discussion Guide.
IPIQ:	ILO/IPEC Project Implementation Questionnaire.
IRF:	Inventory Rating Format.
NSC:	National Steering Committee.
ANPPCAN:	African Network for the Prevention and Protection of Children Against Neglect.
WOTCLEF:	Women Trafficking and Child Labour Eradication Foundation.
CLU:	Child Labour Unit.
NEC:	National Executive Council.

EXECUTIVE SUMMARY

This report is basically a qualitative analytical rendition of an independent final evaluation of the Federal Government of Nigeria/ International Labour Organization (ILO) National Programme on the Elimination of Child Labour (NPECL) under the International Program on the Elimination of Child Labour (IPEC), including nine Action Programmes as part of the National Programme which were funded between August 2001 to June 2003. The NPECL is basically categorisable (in terms of the objectives and expected outcomes) into: (1) Awareness raising and (2) Direct Action for community and civil society initiatives in Child Labour eradication.

Specifically, the awareness raising projects were undertaken by the National Program office and included capacity building in the Child Labour Unit of Nigeria's Federal Ministry of Employment, Labour and Productivity; National Awareness and Mobilization Campaign against Child Labour among key trade unions in the country; facilitation of the incorporation of Child Labour issues in Nigeria's Tertiary Education Social Sciences Curriculum; the Design and Establishment of Data base Framework for Monitoring (ex) child workers; and production of a prototype blueprint for mainstreaming Child Labour concerns into Teacher Education Programmes in Nigeria. The Direct Action Projects included withdrawal, rehabilitation and possible reintegration of children head loaders, prostitutes, domestic workers, scavengers, street hawkers and bus conductors in three major Nigerian cities. For all the projects, nine partners ranging from one government establishment to three consultancy outfits and five NGO's were the implementing agencies.

Using researcher developed and pilot tested data sourcing instruments and procedures (Interviews, Focus Group Discussions and Inventories), data were sourced from the implementing agencies at Abuja, Ibadan, Lagos, Kaduna and Minna. The focus of the evaluation was essentially to determine the relevance of the projects implementation design utilized, verification of procedures stipulated, achievements and effects of the projects put in place, impact created and indicators of sustainability. The main analytical

framework used for data collection and analysis is the qualitative approach as a result of which major findings were as follows:

- (1) The National Policy on Child Labour has not been produced and the envisaged policy level sensitization and awareness for confronting Child Labour has not been attained.
- (2) The ILO/IPEC project of capacity building with the Federal Ministry of Employment, Labour and Productivity (FMEL&P) is yet to be completed. The major component of establishing a resource center for Child Labour information is far from being accomplished as a functional unit. The Child Labour Unit, however, appears to have gained from interactive sessions organized under the auspices of the project.
- (3) The project on withdrawal of street children and prostitutes in Ibadan has created awareness (among stakeholders in the target area and population) that children in such distress situations can be helped, but the enormity of work (given the situation on ground) and expected resource mobilization to stem the tide of the problem still leaves much to be desired.
- (4) The project on withdrawal and re-integration of children in prostitution and domestic work handled by the Women Consortium of Nigeria (WOCON) in Lagos generated awareness among stakeholders like brothel owners, pimps and middle- persons who are very resistant to any attempts to help them.
- (5) The Human Development Initiative (HDI) handled project also generated strong interest among stakeholders (especially the affected children and parents) regarding withdrawal of children from commuter bus work and enrolling in school. This however evidences the need for serious follow-up intervention measures if initial effectiveness and impact is to be sustained.

(6) The withdrawal and rehabilitation of children scavengers and street hawkers in Kaduna (handled by the Human Development Foundation of Nigeria – HDFN and the Family Craft Centre- FCC) evidences ways of penetrating and involving local communities and stakeholders in any efforts for such children victims. The need for sustained intervention and follow – up work is also manifested.

General Problems Observed

In the course of this evaluation, a number of general problems were observed as they affected the implementation of both National and Action Programme components.

(1) The intricate and rather cumbersome funding procedure by IPEC had a drawback effect on projects implementation as evidenced by delays in the release of tranches to implementing agencies. This accounted for why certain components of most projects were either haphazardly done or in some cases not implemented at all.

(2) Similarly, there was a perceived insufficiency of funds and lack of will by some partners to generate extra sources of funding to augment. This limited the effectiveness, impact and sustainability of projects.

(3) There was a delay in the commencement of both the National the Action Programme segments due mainly to lack of human and financial capacity of the implementing agencies. Training provided by the National Programme Office to enhance the capacities of the agencies was helpful in ameliorating the problem.

Lessons Learned

Based on the outcome of this evaluation, the following were the lessons learned:

(1) The NGO's involved in the Direct Action Programmes demonstrated greater capacity, experience, knowledge, commitment and facilities than governmental institutions/ establishments in the execution of Projects under the National Programme.

(2) Accommodation facilities (temporary shelter) provided to ex-child workers during rehabilitation in a few cases facilitated the achievement of the objectives of the programme by reducing the incidence of relapse on the part of the withdrawees.

(3) Furthermore, experiences from the Direct Action Projects indicate that the ex-child workers showed more interest in the acquisition of vocational skills than in formal regular schooling and therefore fewer cases of withdrawal from vocational training/apprenticeship engagements, were recorded than for those reintegrated into formal schooling.

Best Practices

The following were identified as best practices which contributed positively to the attainment of the objectives of the Action Programme.

(1) The involvement of District Heads/Traditional rulers and community leaders in the mobilization of their communities for participation in identification of under aged working children enhanced the support and cooperation of parents of ex-child workers, and the vocational master trainers in the implementation of the Action Programme in Kaduna metropolis.

(2) Collaborating partners in the projects which took along key stakeholders and networking partners tended to achieve more in terms of target objectives.

(3) Partners who sought to maximize funds and sought extra sources of funds were able to cope better with demands.

Partners that initiated extra (especially post intervention) measures during and after projects implementation enhanced sustainability.

Recommendations

Based on the outcomes of this evaluation the following recommendations were made:

More work is required to achieve the required National Policy level consciousness and commitment to Child Labour eradication in Nigeria.

Funding should be adequate and timely disbursement of funds is necessary to enable implementing agencies to work within the specified project duration. There is a need to work out a less bureaucratic entangling approach to the release of funds and accounting as well as the effective monitoring of Implementing Agencies to detect any problems in order to assist in correcting them.

The time frame for future Direct Action projects involving withdrawal, rehabilitation and reintegration should be extended to at least three years to give more time for effective rehabilitation and reintegration. Vocational skills acquisition requires at least 3 years in order to have any meaningful impact. Furthermore, provision of temporary shelter or for the withdrawn children should be integrated into the programme design for effective monitoring and rehabilitation. The children withdrawn and rehabilitated need continuous support after the termination of the programme to complete their schooling and vocational training.

State and Local Governments need to be further sensitised and be more involved in the planning and execution of Direct Action Programmes to enable them take over the ownership of the projects for sustainability.

Conclusions

The FGN/ILO/IPEC National Programme to eliminate Child Labour in Nigeria is a viable project. The objectives of the programme were found desirable, readily achievable and were significantly but not wholly achieved due mainly to untimely disbursement of funds, short programme life span and lack of the required capacity on the part of implementing partners.

The benefits derived by the ex-child workers and their parents from the programme are worth the time and resource inputs into the programme. Enhanced awareness of the issues and problems of Child Labour has been created in targeted communities largely due to the activities embarked upon under the Direct Action Programmes.

1.0 INTRODUCTION AND BACKGROUND

Nigeria is situated at the eastern-most part of West Africa with an estimated population of One Hundred and Thirty (130) Million people numerous clustered into some Two Hundred and Forty (240) ethnic groups. The 2003 projected population figure has an estimated number of children (under 18) in the country put at about Sixty Two (62) Million. A number of research reports by the United Nations Children's Fund (UNICEF) and other researchers put the number of children involved in one form of hazardous work or the other in Nigeria at about Twelve (12) Million (UNICEF, 2003; Oloko, 2003).

A most recent official research report by Nigeria's Federal Office of Statistics (FOS) put the estimated number of children between the ages of five (5) and fifteen (15) who are in one or the other form of exploitative labour at fifteen (15) million (FOS, 2003). The Report further adds that of this number, over seven million, eight hundred thousand (7.8m) are males, while over seven million, two hundred thousand (7.2m) are females. The kinds of work in which these children are involved is such that they are denied education and other basic rights as well as being vulnerable to other consequences like poor nutrition, life endangering health situations, etc.

Oloko (2003) enumerated some of the worst forms of child labour in Nigeria to include head loading in public vehicle parks (called motor garages), street and neighbourhood trading or hawking, scavenging at refuse heaps in the cities, computer bus fee collecting (called bus conductor work), extensive farm work and mining works. These types of hazardous works are also known to have involved trafficking in children and their engagement in commercial sex work with attendant consequence for their

kidnapping, infection with HIV/AIDS, involvement in criminal activities and murder. In particular, the obnoxious phenomenon of child trafficking which has been on the increase between 2001 and 2003 in Nigeria has equally been noted to have involved exploitative and hazardous work by such children in agricultural plantations, mines and quarries. Child trafficking has also led many victims into prostitution in Nigeria (UNICEF, 2001).

The most worrisome aspect of the phenomenon of child trafficking for exploitative labour and prostitution is the cross-border dimension which has led to Nigerian children being taken to plantations in neighbouring countries like Cameroon, Equitorial Guinea and Gabon or for domestic work and prostitution in Benin Republic, Saudi Arabia and some European Countries like Italy. Just in September 2003, children from Benin Republic ranging from the ages of six (6) to sixteen (16) years were discovered as being used as slaves in a mine in one of the Nigerian border states.

It is the concern for the noticeable increasing incidence of hazardous and exploitative child labour that was to become the motivating factor behind the need for a national mobilization and action programmes in the country. In response to the increasing undesirable situation of Nigerian children getting involved in hazardous and exploitative labour, the Federal Government of Nigeria (FGN), and the International Programme on the Elimination of Child Labour (IPEC) under the auspices of the International Labour Organization (ILO) initiated a national programme to curb the phenomenon. With funding from the United States Department of Labour (USDOL), the National Programme on the Elimination of Child Labour (NPECL) in Nigeria was launched in January 2000. The initial phase of the Programme was to span a period of two (2) years and was essentially aimed at the progressive elimination of child labour through prevention, withdrawal, rehabilitation and provision of alternative engagement for working children.

To achieve the set aim (development objective), the pioneer NPECL was designed to focus on policy mobilisation and intervention at the national level as well as awareness raising and mobilisation at the civil society level.

Specifically, the immediate objectives of this NPECL were:

- (1) The formation of a national policy and plan of action to combat child labour and which will translate into concrete measures towards the harmonization of existing national child labour legislation(s) and strengthen government institutional capacity to address the problem of exploitative child labour.**
- (2) Improve the situation of 3000 (ex – child workers) directly and similarly for a larger number of children indirectly through attitudinal and perceptual changes about child labour in the Nigerian society.**

It was to achieve these objectives that the National Steering Committee (NSC) put in place for the NPECL a National Plan of Action (NPA) to begin implementation in 2001, the initial phase of which came to an end in August 2003. The first phase of the envisaged NPA was in two segments, comprising a series of activities. The national level segment was made up of policy mobilisation and capacity building activities carried out by the National Programme Office and complimented partly by two Action Programmes (AP) implemented by Nigeria's Federal Ministry of Employment, Labour and Productivity (FMEL&P) as well as the Nigeria Labour Congress (NLC). The second segment of the NPA is made up of Action Programmes (AP's) implemented on behalf of the National Programme Office by government establishments and Non-Governmental Organisations (NGO's). The AP's were more of policy intervention, civil society awareness raising and mobilisation activities for the achievement of set objectives. Table 1 provides a list of the pioneer phase of the National Programme activities and the accompanying Action Programmes implemented under the NPECL in Nigeria.

Table 1: NATIONAL AND OTHER ACTION PROGRAMMES OF THE NATIONAL PROGRAMME ON THE ELIMINATION OF CHILD LABOUR IN NIGERIA

TITLE	ACTIVITIES	IMPLEMENTING AGENCY
1. National Programme on the Elimination of Child Labour.	<p>I. Development of a National Policy on Child Labour Elimination in Nigeria.</p> <p>II. Formulation of a National Action Plan.</p> <p>III. Strengthening of institutional capacities for child labour elimination.</p>	ILO/IPEC National Programme Office, Abuja.
2. Capacity Building for the Development, Implementation and Coordination of Government Programme for Tackling the Worst Forms of Child Labour.	<p>(i) Capacity training workshops.</p> <p>(ii) Policy sensitization meetings/seminars.</p> <p>(iii) Evolving and equipping a child labour unit in the Federal Ministry of Employment, Labour and Productivity to facilitate relevant functions</p>	Federal Ministry of Employment, Labour and Productivity, Abuja
3. National Awareness and Mobilization Campaign on Child Labour by Trade Unions in Nigeria.	<p>(i) Production of Information, Education and Communication (IEC) materials for public sensitization.</p> <p>(ii) Sensitization of key trade unions for the campaign for the elimination of child labour.</p> <p>(iii) Mobilisation for legislations on the elimination of child labour</p> <p>(iv) Public rallies.</p>	Nigeria Labour Congress (NLC), Abuja.

4. Withdrawal and Reintegration of Child Prostitutes and Head-loaders in Ibadan, Oyo State.	<p>(i) Withdrawal and rehabilitation of identified and rescued children involved in commercial sex work and their subsequent reintegration with their respective families.</p> <p>(ii) Withdrawal and rehabilitation of children engaged in head loading work at motor parks and markets and reintegration with their families.</p>	Galilee Foundation, Ibadan.
5. Withdrawal and Reintegration of Children in Prostitution and Child Domestic Work in Lagos.	<p>(i) Withdrawal and rehabilitation of children involved in prostitution and eventual re-integration with their families.</p> <p>(ii) Withdrawal and rehabilitation of child domestic workers and subsequent reintegration with their respective families.</p>	Women Consortium of Nigeria (WOCON), Lagos.
6. Withdrawal and Rehabilitation of Under-age Scavengers and Girl Street-Hawkers in Kaduna Metropolis.	<p>(i) Withdrawal and rehabilitation of children engaged in scavenging work and eventual reintegration with their respective families.</p> <p>(ii) Withdrawal and rehabilitation of girl street hawkers and their subsequent involvement in family education efforts to prevent recurrence.</p>	Human Development Foundation of Nigeria (HDFN) and Family Craft Centre (FCC), Kaduna.
7. Withdrawal and Rehabilitation of Child Bus Conductors within Lagos Mainland Local Government Area, Lagos State.	<p>(i) Systematic withdrawal of child-bus-conductors.</p> <p>(ii) Rehabilitation and possible re-uniting of (ex) child bus conductors for fuller family life with parents.</p>	Human Development Initiatives, Lagos.
8. Incorporation of Child Labour Issues into Social Science	(i) Interactive symposia and meetings for appraising and synthesizing relevant child	Social Science Academy of Nigeria, Abuja.

Curriculum in Nigeria.	labour issues for the social sciences curriculum in Nigerian universities. (ii) Compilation of a compendium of child labour issues for the social science curriculum in Nigerian universities. (iii) Development of child labour related courses for social science disciplines in Nigerian tertiary institutions	
9. Design and Establishment of Database for Monitoring Ex - Child Workers in Nigeria	(i) Development of computer database for documentation of relevant data and for monitoring (ex) child workers. (ii) Putting the developed database to use to determine the usability level of the Programme	Inter – Consult, Lagos.
10. Development of a Blueprint for Mainstreaming of Child Labour Education into the Nigeria Certificate in Education (NCE) Teacher Training Curriculum Programme.	(i) Interactive experts consultation meeting(s) and writing workshop(s) for development of baseline of draft blueprint for mainstreaming of child labour education into NCE Programme of Colleges of Education in Nigeria. (ii) Production of Blueprint for the mainstreaming of child labour education into NCE curriculum in readiness for test-trial in selected Colleges.	Directorate of Assisted Programmes and Linkages, (DAPAL), Niger State College of Education, Minna.

In all, an umbrella programme segment at the national level and nine (9) reinforcing Action Programmes (AP) components at civil society and government establishment levels were implemented during the two years span (2001 – 2003) of the initial phase of the National Programme for the Elimination Child Labour (NPECL). The National Programme (implemented by the ILO/IPEC National Programme Office) as well as the Action Programmes implemented by the Federal Ministry of Employment, Labour and Productivity (FMEL&P), Nigeria Labour Congress (NLC), Social Science

Academy of Nigeria (SSAN) and the Directorate of Assisted Programmes and Linkages of the Niger State College of Education, Minna (DAPAL) were all designed to impact on public policy development aimed at evolving initiatives for curbing the child labour phenomenon. The other AP's anchored by NGO's (WOCON, Galilee Foundation, HDFN, and HDI) were designed to mobilize for awareness creation and direct action initiatives in civil society for eradicating child labour practices and occurrence. The Action Programme implemented by Inter-Consult was meant to develop a basis for empirical evidence and documentation of child labour eradication activities of NPECL.

Basically, both the NP and AP's were the products of consultations with researchers in the area of child labour and child rights issues as well as with relevant stakeholders in Nigeria. Information generated from such consultations enabled the National Steering Committee (NSC) of NPECL to evolve a National Programme focus and related proposals guideline utilised by NGOs for the Action Programmes eventually undertaken. For the two segments (NP & AP's) of NPECL, the project implementation design(s) utilised were consultative, mobilizing and action-oriented. The consultative design of NPECL entailed interactive meetings with experts and stakeholders with a view to creating sensitization at policy level of governance and civil society as well as for quality input into public policy outputs. The mobilizing nature of NPECL's design was based on awareness raising in the population and public sensitization for the purpose of influencing attitudes and perceptions which could facilitate child labour elimination. The action-oriented aspect of the design entailed helping civil society organisations (NGOs) to carry out model micro-projects centred on possible actions and activities which can reduce or curb child labour occurrences in different manifestations in local communities in Nigeria.

From all intents and purposes of a pioneer national project meant to foster the elimination of child labour in a developing country like Nigeria, there is no doubt that the usefulness of a three pronged design (consultative, mobilizing and action-oriented) for the implementation of NPECL is adjudged as adequate. The reasons are essentially based on the need to generate adequate ideas and expert views as well as trying out activities at small-scale levels in a country with diverse cultural values and an enormous population base. Equally, the need to herald the appropriate and relevant public policy is absolutely

necessary if the gains of the pioneer programme are to be sustained. However, as a country that is vulnerable to possibilities of sporadic social upheavals, periodic political instability and sometimes policy inconsistencies, the use of these designs could be influenced by extraneous variables which can threaten goal and objectives achievement. Thus, at the end of the two year life span of the initial NPECL activities under the auspices of ILO/IPEC in Nigeria, it becomes desirable to take stock of achievements and lessons learned, and also in addition, to seek to understand the extent of goal/objectives achievement on the basis of the influence of extraneous variables on the project design(s) utilised.

2.0 METHODOLOGY FOR THE INDEPENDENT EVALUATION OF THE PROGRAMME

An important aspect of the ILO/IPEC Programme on the Elimination of Child Labour is the Evaluation. The National Programme and Action Programme Projects which commenced in August, 2001 were expected to wind up in August, 2003. For logistical reasons such as necessary orientation of programme partners and delayed funds disbursement, some of the activities of programme had not been completed even as at November, 2003. For most action intervention and policy awareness and sensitization projects, mid-term and final evaluation in the context of continuous evaluation mechanisms are critical for determining lessons learned and sustainability concerns. The present report is a final one, a mid-term evaluation having taken place earlier during the mid-way life span of the Programme under consideration.

For the 2001 – 2003 period of the ILO/IPEC Programme in Nigeria, the focus of the final evaluation was on determining the overall relevance, effectiveness, efficiency, impact and sustainability indicators stemming from programme/project(s) activities. The following issues are some of the specific aspects addressed by the evaluation:

- i. Assessment of the validity of the project(s) design, including relevance;
- ii. Process of implementation;
- iii. Efficiency and achievement of projects (effectiveness);

- iv. Impact created and sustainability concerns; and
- v. Lessons learned.

2.1 Methodological Framework for the Evaluation

A combination of data sourcing instruments and procedures were utilized for data collection. On the strength of specific evaluation focus, the consultant and two assistants reviewed related literature on projects evaluation as well as the National Plan of Action Document and proposals approved for the Action Projects. The reviews were for the purpose of drawing up baseline indicators for the evaluation in terms of the following:

- a. **Validity of Project Design:** The baseline indicators in this context were towards determining the appropriateness of the procedures utilised for implementing the National Programme and Action Programmes in terms of the stated approach and objectives achievement. In the context of the consultational and mobilizational designs for instance, out-reach and participatory indices were considered as evidence of validity in the implementation of programme design.
- b. **Process Application:** The extent to which activities listed in each approved programme activity or project were carried out in a systematic step by step approach. The evaluation indices were determined as may be evidenced in reports of implementing agencies as well as observable inventoried items or resources.
- c. **Achievements and Effectiveness:** This was taken in terms of observable evidence of concrete things done as well as quantum and quality indicators of social and human capital mobilized.
- d. **Efficiency:** The main indicator in this regard was considered in the context of adherence to time schedule as set out in the proposal and possibly how there is evidence of lost time made up for.
- e. **Impact:** Extent to which sensitization and direct actions changed livelihoods, attitudes, perceptions and the creation of motivation for a renewed life.

- f. **Sustainability:** Evidence of possibilities for continuity, adaptation and adoption of project activities.

Essentially, all baseline indicators were evaluated in the context of the elimination of child labour in Nigeria. On the basis of literature and related documentary review by the consultant and two employed assistants, as well as the six evaluation baseline indicators outlined herewith, five main instruments/procedures were developed for data sourcing. The instruments/procedures were as follows:

- i. **Documented Data Collation Format (DDCF):** Used for the collation and analysis of approved proposals; advocacy materials; workshop materials; progress reports; bio-data of (ex) child workers; work plans; final reports; e.t.c.
- ii. **In-depth Policy Interview Guide (IPIG):** For sourcing quantitative data from Programme Directors/Chief Executives (in most cases desk officers in-charge) of implementing agencies, policy makers in the Federal Ministry of Employment, Labour and Productivity, Nigeria Labour Congress, etc. The instrument elicited information through interviews that focused on the respondents' individual assessment of projects by their establishments/organisations with a view to determine relevance, effectiveness, efficiency, impact, sustainability and the overall achievement of objectives.
- iii. **Beneficiaries Focus Group Discussion Guide (BFGDG):** The instrument was used to source data regarding views of benefiting children of their self-perception, social and economic status, personal aspiration, self esteem, skills acquisition in terms of the effects of being involved in specific projects or reintegration back to their families. The instrument as well elicited information on support enjoyed by the (ex) child workers, their views on project implementation and suggestions on the sustainability of the activities. The instrument was also used to elicit views of parents of benefiting children.
- iv. **ILO/IPEC Projects Implementation Questionnaire (IPIQ):** The questionnaire elicited information from specific target groups/individuals, educators, master vocational trainers, social workers, programme officers of implementing agencies

and other personnel involved in the projects. The relevance, effectiveness, impact and sustainability of the programme were also sought.

- v. **Inventory Rating Format:** This was designed and used to collect data on available equipment, assets and other materials procured and evidenced for the execution of the projects.

Having developed the initial drafts of the instruments and procedures/guidelines, they were subjected to a pilot trial in a sample of target persons/groups as well as experts at Minna and Kano (in Nigeria). Difficulties encountered in the administration of the instruments and corrections pointed out by contacted experts provided the basis for corrections which were made for the final versions utilised for quantum data sourcing. Annex I (a – e) are sample copies of instruments and data generating procedures guidelines used for the present evaluation.

2.2 Data Sourcing and Framework for Analysis

In view of time constraint (precisely four weeks) allowed for the entire evaluation within the context of the Terms of Reference, the Rapid Assessment approach was used for sourcing and generating relevant data required for the evaluation. Nevertheless, efforts were made to generate and source adequate data to form the basis for utilizing a qualitative analysis framework to determine the evaluation findings and results of the two components of the initial phase of the National Programme on the Elimination of Child Labour (NPECL) in Nigeria. This was done by corroborating data sourced and generated from field visits with synthesized indicators from a number of other reports on the Programme. Such reports included progress reports submitted by Action Programme implementers and the mid-term assessment report of the Programme.

Precisely, the field visits for data sourcing took the consultant and two assistants to five Nigerian cities of Abuja (the Federal Capital), Kaduna and Minna (in the North Central Region of the Country) as well as Ibadan and Lagos (in the South West Region of Nigeria). While the consultant visited each of the five cities to administer the Documented Data Collation Format (DDCF) and the Indepth Policy Interview Guide

(IPIG), one research assistant visited Kaduna and Abuja as the other one visited Ibadan and Lagos to carry out the Focus Group Discussions and to administer the ILO/IPPC Projects Implementation Questionnaire (IPIQ). The consultant and two assistants were, therefore in the field at the same time.

At the end of data sourcing and generation, the consultant and two assistants then began the interactive meetings to compare notes, extract data indicators from each instrument and sought out those aspects of data indicators critical to the evaluation aspects of validity of project design, process application, achievements and effectiveness, efficiency, impact and sustainability indices in the NPECL in Nigeria.

The subsequent part of this report details the qualitative analysis, findings and discussions of the National Programme and the nine Action Programmes of the National Programme on the Elimination of Child Labour under the auspices of the ILO/IPEC in Nigeria.

3.0 THE NATIONAL PROGRAMME

As at the beginning of the National Programme (NP), component of the National Programme on the Elimination of Child Labour (NPECL), the phenomenon was such a serious problem with an estimated 12 Million children directly or indirectly affected. As pointed out earlier, the most prevalent form of child labour incidence in Nigeria include street hawking or trading, neighbourhood hawking, head-loading work, street idling and begging, commercial commuter bus fees collecting all by children between the ages of five (5) to eighteen (18). Available studies undertaken on the child labour situation in the country indicated that the needs of the target group (i.e. children either involved in or at risk of being involved in child labour) included acquisition of basic education, access to health facilities, empowerment of parents/poverty alleviation, vocational training and skills acquisition, meeting safety needs as well as rescue, rehabilitation and re-integration of trafficked or about to be trafficked children who often ended up in exploitative and hazardous labour.

It was the increasing prevalence of these forms of child labour and the equally

increasing incidence of trafficking and kidnapping of children for purposes of using them in hazardous work conditions that prompted the need for a national policy mobilisation programme. As indicated by the first development objective of NPECL, the goal of the national policy mobilisation within the National Programme segment is to enable the Government of Nigeria to formulate a national policy and plan of action to combat child labour in its varying dimensions.

3.1 Validity of the Design of the National Programme Segment

Even against the backdrop of serious dimensions of involvement of a sizeable proportion of Nigerian children in exploitative and hazardous work, it was not as if there were no measures in place to check the contributory factors and the menace itself. There were for example, institutional and structural arrangements such as Micro-credit and Poverty Alleviation Programmes put in place by Government to address problems of poverty which is the greatest causal factor to the phenomenon of child labour. Also the Federal Government of Nigeria had demonstrated its commitment to children's issues through the ratification of the United Nations Convention on the Rights of the Child in 1991, and had earlier enacted the Nigeria Labour Act of 1974 which prohibits the involvement of children in any form of work that is exploitative hazardous and abusive to children's right and well-being. In 1998 and 1999, two sensitisation workshops were organised in collaboration with the Federal Ministry of Labour (FMOL), Federal Ministry of Women Affairs, International Labour Organization (ILO) and the United Nations Children's Fund (UNICEF) in order to mobilize policy makers and stakeholders to combat child labour. In spite of all these efforts, the Federal Government of Nigeria had not ratified ILO Conventions 138 and 182 by 1999. Therefore, it was evident that at the onset of NPECL in 2001, a well articulated programme to frontally address the increasing problem of child labour was not in place. Existing arrangements and efforts were patchy and uncoordinated for an expected regime of addressing the problem nationally to be emergent. The starting point for NPECL was therefore to map out a definite strategy (or design) on which to anchor nationally-driven effort (s).

The strategy adopted on the basis of the National Plan of Action (NPA) was that of Policy Sensitization and Mobilization. This entailed reaching out to Government Establishments and established civil society institutions for mobilizational collaboration activities for providing the needed sensitivity for policy initiatives to emerge for combating child labour. The National Programme Design was, therefore, in the context of the National Programme Office to co-ordinate (by directly organizing or collaborating with targeted establishments) the policy mobilisation. This was the basis of setting up the National Steering Committee (NSC) of NPECL in the first place. Subsequent meetings (of the Steering Committee) resulted in drawing up of National Plan of Action, and the initiative for the process of developing a policy document spelling out strategies for combating child labour, as well as legislations against child labour. The goal of the NSC was also to mobilize the required political-will for the ratification of the ILO conventions 138 and 182. To the extent that there had been no well co-ordinate policy platform for combating child labour and to the extent that a pioneer programme requires sensitization and mobilisation at policy level of governance and child labour stakeholder echelons of society, the National Programme design in the context of using policy mobilisation strategies to effect were quite relevant in the Nigerian setting. Firstly, the Mid Term Report agreed that for a pioneer programme in such a socio-economic environment in which child labour incidence was on the increase (as in Nigeria), top level sensitization to create the needed policy mechanism on which to anchor all action programmes was necessary. The interactive meeting of Action Programme stakeholders held at the end of the pioneer NPECL also reiterated its faith in the Programme's Design, irrespective of achieved implementation problems. Further interviews with four key members of the National Steering Committee also gave the impression that the Programme Design which was the product of intellectual input by well known child rights advocates and child labour related researchers in Nigeria was a most appropriate strategy to start with.

The common approaches and strategies mapped out through which the expected output and the implementation of all activities associated with the sensitization and mobilization at policy level were in essence relevant to the Nigerian situation concerning child labour. The strategies were also easily adopted and adaptable in the overall

programme execution and attainment of the objectives of National Programme.

The indicators used in monitoring progress during and at the end of programme implementation as stated in the National Programme document were enough to allow for an objective assessment and monitoring of performance.

3.2 Implementation Process

Based on the type of project design adopted for the National Programme (i.e Policy Sensitization and Mobilisation), the process of implementation was evidently anchored on interactive meetings/workshops either organized directly by the National Programme Office or in collaboration with relevant establishments (specifically, the FMEL&P, NLC and Inter-Consult).

The National Steering Committee (NSC) was duly constituted with representatives from the Federal Ministry of Labour, Employment and Productivity (FMLE&P), Federal Ministry of Women Affairs and Youth Development (FMWAYD), National Planning Commission (NPC), Federal Ministries of Education, Information, Justice, Youth and Sports. Non Governmental Organisations were also represented as well as the African Network for the Prevention and Protection of Children against Neglect (ANPPCAN) Nigeria chapter. The Women Trafficking and Child Labour Eradication Foundation (WOTCLEF); the Human Development Foundation of Nigeria (HDFN) as well as representatives of Akwa Ibom, Edo and Kano States (chosen for their high incidence of child labour) were represented on the NSC. The Special Adviser to the President on child labour and human trafficking and the Nigeria Employment Consultative Association were also on the NSC to oversee the implementation of Action Programmes on the elimination of child labour. The Federal Ministry of Employment, Labour and Productivity provided the Chairmanship and the Secretariat.

Indepth policy interviews with key officers of the newly constituted Child Labour Unit (CLU) of FMEL&P revealed that the NSC was constrained by financial and logistical problems in the effective discharge of its expected functions. For example, they were only able to meet twice as at the time of this final evaluation report. Activities and profile of NSC, therefore, remained largely low keyed. In spite of this short coming, the

NSC members were instrumental to the execution of action programmes. Representatives of the FMEL&P, NLC, and the HDFN played very important roles as resource persons in various programme implementations. The NSC was therefore in a position to obtain first hand information on the activities of the National Programme.

There were no significant changes in the sequencing of activities in the implementation of the National Programme except that the National Plan of Action (NPA) was produced without the prior development of the national policy on child labour. Ideally, the framework for the National Plan of Action should be informed by the content of a National Policy on child labour.

Capacity building of the National Programme Office staff to ensure effective performance of their roles in the implementation process was achieved through their participation in workshops and training for participating partners. The appointment of National Programme Manager and the provision of an office space with telephone and internet facilities as well as a number of support staff did enhance the capacity and visibility of the National Programme.

The National Programme Office staff gained experiences through monitoring visits to programme sites and also participated actively in and benefited from workshops, seminars and other sensitization and capacity building programmes conducted for collaborating partners and other stakeholders. Specific examples include their participation in the first Interactive Workshop on National Policy and National Plan of Action Against Child Labour and Child Trafficking held at Enugu from 3rd – 6th December, 2001; ILO/IPEC National Workshop on the overview of the problems and responses to child labour in Nigeria held at Ibadan on the 12th and 13th of February, 2001 etc. Records of the workshops showed that key staff of the National Programme Office were in attendance.

As part of the National Programme, a consulting firm was contracted to install a database for monitoring ex-child workers with the view to providing feedback on the progress being made nationally. In this respect, a computer database system was installed for the ILO/IPEC National Office and the Action Programme implementing partners.

In general, the implementation of the National Programme has been cost effective in view of the fact that the sensitization and awareness raising about the rise of child

labour in Nigeria has been brought to the front-burner of the key policy officials. Interactions with implementing agencies revealed that the budgets for the approved projects were considered balanced and adequate, but the untimely disbursement created delays in the execution of certain activities.

3.2 Achievements and Impact

Objective One

The first immediate objective of the National Programme expected that by the end of the programme, the government of Nigeria would have formulated a National Policy and an Action Plan to combat child labour. The two policy frameworks were expected to serve as the basis and main reference point for concrete measures towards the harmonization of child labour legislation and strengthening of government's institutional capacity to address the problem of exploitative and hazardous child labour.

Four outputs were expected as possible outcomes of this objective: The first output was the expectation that a National Policy and Action Plan to combat child labour would have been put in place. To attain this output, the National Programme Office and UNICEF in collaboration with the FMEL&P organised the 1st Deliberative Workshop on National Policy and National Plan of Action to Combat Child Labour and Child Trafficking between 3rd – 6th, December, 2001. The workshop report suggested that a framework for a National Policy on Child Labour could not evolve for lack of adequate and reliable data on child labour in Nigeria. It was acknowledged that the Plan of Action too should be based on reliable data on incidence, location and magnitude of child labour (i.e the Action Plan), and that it would be better informed when there is a National Policy for reference. However, considering the magnitude of the problems of child labour, and the need to provide synergy in programme implementation among stakeholders, a National Plan of Action (NPA) on Child Labour was agreed upon to be developed for the year 2002 – 2003. An overview of the NPA shows that it identified priority targets for immediate action on the basis of five objectives, with expected activities and outputs. The Plan also listed strategies, implementing agencies and time-frame for the execution. This National Plan of Action (NPA) against Child Labour and Child trafficking (2002 – 2003)

was eventually produced and disseminated among key stakeholders. A cursory observation of the NPA document shows that mobilisational, sensitization and action initiative activities listed are very relevant to addressing factors contributing to the rising incidence of child labour in Nigeria. The activities are also adequate for kickstarting civil society consciousness. However, these activities were not informed by a National Policy reference point which should have been the basis of Government commitment. Clearly, this is an indication of the existence of any form of National Policy on Child Labour in Nigeria. Although the Federal Ministry of Employment, Labour and Productivity (FMEL&P) officials claim that a draft National Policy on Child Labour has been put in place from the ILO/IPEC collaboration, no copy of such a document was available for verification in all stakeholder establishments visited, including the ILO/IPEC National Office. The pertinent conclusion is that such a policy has not been produced. Discussions with desk officers in the FMEL&P indicate that at the onset of the collaboration with ILO/IPEC National Office, there was no clear understanding of what a policy document entailed. Thus, in the process of implementing the National Programme collaboration, the issue of producing a draft National Policy on Child Labour was not addressed to the letter.

The second output expected was the review of legislative framework to prevent and eliminate child labour and the harmonization of legislations with international standards. At the commencement of the ILO/IPEC National Programme, (i.e the NPECL), a unified legal framework on child labour did not exist in Nigeria. Different stakeholders were aware of different documents with respect to child labour legislation.

However at the end of the pioneer ILO/IPEC National Programme, considerable progress had been achieved on the review of the national legal policy framework and the harmonization of national legislations, with international standards. Information made available from the Child Labour Unit of FMEL&P indicated that a technical Committee of the National Labour Advisory Council on the review of labour laws in Nigeria has been set up. In 2002, the Federal Government of Nigeria ratified ILO Conventions 138 and 182. In addition, the Human Trafficking Act (2003) and the Child Rights Act (2003) were passed by the National Assembly and signed into law. From the interviews conducted by the evaluators with officials of the FMEL&P, another possible indicator of

significant achievement is the mainstreaming of the elimination of child labour into the National Rolling Plan for budgetary allocation by the Federal Government. This could guarantee for the FMEL&P, regular funding for all activities connected with the elimination of Child Labour. It is important to note, however, that given the poor culture of budget implementation in Nigeria, the expected benefits accruing from such a provision in the rolling plan may not be realizable. More importantly, this was a mere claim which could not be verified in any form. Furthermore, the Ratification of Conventions 138 and 182 as well as the enactment of the Human Trafficking and Child Rights Act by the Federal Government of Nigeria cannot be attributed directly to the ILO/IPEC Programme of collaboration with FMEL&P. This is because even prior to the emergence of the ILO/IPEC Programme in Nigeria, child rights realization activities with reference to child labour concerns had been anchored by stakeholders like UNICEF, ILO and NGOs like ANPPCAN and more recently, WOTCLEF.

A third output envisaged a strengthened capacity for the FMEL&P and select stakeholder partners to enable them investigate, monitor and prevent child efficiently the incidence of child labour in Nigeria. The FMEL&P has a crucial role to play in the crusade against child labour in Nigeria as the official government institution primarily charged with the responsibility of policy formulation and implementation on labour matters. It is expected to play a leading role in actualizing the campaign for the elimination of child labour in the country through its Inspectorate Department. The need for capacity building of the Inspectorate Department was, therefore, a very important component of the objectives of the National Programme. At the end of the National Programme, a particular office had been designed as Child Labour Unit (CLU) in the FMEL&P. An Assistant Director in the Ministry is the Head of Unit. The Unit serves as the focal and coordinating nerve centre for issues relating to child labour in Nigeria. The CLU was also expected to have established a National Resource Centre where information and news related to child labour could easily be accessed by the public. The inventorial assessment, however, indicates the same CLU Office also served the purpose of the Resource Centre and, thereby seriously restricting the capacity of the Centre to provide meaningful services to the general public. The CLU also serves as the Secretariat of the National Steering Committee. With three major functions organised from a one-

room office space, the arrangement in place does not permit a full functional utility as envisaged in the collaboration with ILO/IPEC.

Officials of the Inspectorate Department and CLU have been sensitized and their capacity improved through participation in various workshops organised by the National Programme Office. Specifically, attendance list at the workshops on the Overview of the Problems and Responses to Child Labour in Nigeria (12th - 13th, February, 2001); the First interactive Workshop on National Policy and National Plan of Action against Child Labour and Child Trafficking (3rd – 6th December, 2001) and Training Workshop for 50 labour inspectors in Nigeria (14th – 16th January, 2002) indicated participation of Child Labour Inspectors drawn from across the country. Furthermore, the officials of the CLU also benefited from training workshops on Project Design, IPEC Administration and Financial Procedures (23rd & 24th April, 2001) and Training in Financial Management of IPEC Action Programmes (21st – 22nd May, 2002). These training exercises were expected to enhance the capacity of the implementing agencies to design programme proposals which meet the ILO/IPEC specifications and also prepare periodic progress and financial reports which are to be sent to National Programme Office. Reports of these workshops, however, indicated that the training exercises did not fully achieve their objectives. For example, papers presented and organised activities were either too academic for participants or lacked built-in practical exercise relevant to local communities in Nigeria. Unfortunately, there is an observable poor culture of records keeping at CLU to the extent that some workshop records and reports had to be sourced from the National Programme Office. Furthermore, some of the reasons for delays in the release of funds by the ILO/IPEC National Office were attributed to the inability of the implementing Agencies (the CLU inclusive), to submit timely periodic reports within the context of the ILO/IPEC specified formats. The training of fifty labour inspectors was a vital component of the Action Programme implemented by the FMEL&P. The workshop, as reported in the mid-term evaluation report, was facilitated by two ILO/IPEC international experts. Also a resource book on labour inspection and child labour was used to facilitate the training of labour inspectors. The three day training workshop organised by the FMEL&P in collaboration with ILO/IPEC was to equip the Labour Inspectors with knowledge, skills and orientation to function effectively in combating

child labour especially in the informal sector in Nigeria. Furthermore towards enhanced capacity building, FMEL&P was to set up and technically equip State Child Labour Committees. The trained Federal Labour Inspectors were expected to co-ordinate this activity at the State level. However from the interviews with five Labour Inspectors in Lagos, Ibadan, Abuja and Kaduna, such committees do not appear to have been put in place. A major reason given was the lack of resources to do so. However, discussions indicated the lack of strategic initiative on the part of such inspectors – evidence of poor technical expertise. Interactive discussion with some of the trained Labour Inspectors in Five States (Lagos, Ibadan, Kaduna, Niger and Abuja) by the evaluators confirmed that they received the training but had not been provided the necessary resources by the FMEL&P to effectively monitor child labour prevalence and incidence discussions indicated a lack of strategic initiative on the part of such inspectors, itself an evidence of poor technical expertise. Furthermore, considering the wide expanse of the country, the trained 50 labour inspectors are obviously inadequate to effectively monitor child labour in the country. The need for training of more labour inspectors therefore, becomes imperative.

The National Programme Office also organised a one day sensitization campaign for members of the National Executive Council (NEC) Nigeria Labour Congress was carried out in March 19th 2003. The National Programme Officer of ILO/IPEC Programme addressed the meeting of the NEC on the role of the Nigeria Labour Congress in the campaign to eliminate Child Labour in Nigeria. This was to prepare the NLC as an Implementing Agency of the Action Programme targeted at National awareness and mobilisation campaign.

Output four expected the development of a data-base for all necessary information on the targeted 3000 ex-child workers directly benefiting from the IPEC Programme. A consulting firm, Inter-Consult, was identified and contracted to design and install in a system for FMEL&P, NLC, ILO/IPEC National Office and the other respective implementing partners of the Action Programme Segment of NPECL. A major finding from the evaluation exercise revealed that although the data-base structure was installed in the system of the implementing agencies by Inter-Consult, none of these agencies (including the National Programme Office) had put to use the data-base for the purpose

of providing the necessary national data on monitoring of the progress of ex-child workers in Nigeria. Post training evaluation to confirm if the system installed was being used was not carried out by Inter-Consult. This would have given the Consulting Firm the opportunity to rectify any identified lapses and difficulties being experienced by the trained personnel in the use of the data-base. Although representatives of Inter-Consult argued during the final interactive meeting for over viewing the projects that a post evaluation was not part of their Terms of Reference, it is noted that their approved proposal required them to do so. Even if it were not the case, they were expected to have developed a data-base with validity and usability indicators. Failure to have done the past training evaluation of the installed data-base, therefore indicates that we cannot readily vouch for the reliability, effectiveness and efficiency levels of the data-base on an empirical basis. The inability of the agencies to use the data-base structure was also identified to be due to inadequate training received by the staff of implementing agencies.

3.4 Efficiency

The efficiency indicator for the National Programme was the fact that at the end of NPECL, there would be a heightened enthusiasm at policy levels of the three arms of Government (Executive, Legislature and Judiciary) in Nigeria for an articulated approach for the eradication of child labour incidence and prevalence. For example, it was expected that if the National Programme Interventions had been efficiently executed, child labour issues would be at the top priority of activities and budgetary activities of stakeholder Ministries like FMEL&P. The harmonisation of legislations against child labour would also have been spear headed actively by the FMEL&P, NLC and even the National Assembly itself.

Apart from the Ratification of the relevant ILO Conventions and the National Plan of Action for NPECL, nothing else evidenced top level government enthusiasm for decisive action towards the elimination of child labour in Nigeria. Thus, at the end of the initial phase of NPECL, the kind of intense policy level sensitivity and awareness for confronting child labour has been far away from expectations of the efficiency indicators.

3.5 Sustainability

Within the context of the National Programme Segment of NPECL, the main indicator for sustainability is the ready commitment (politically and in terms of resource allocation) of the Nigerian Government to carry out activities on macro level of society for the eradication of child labour. There is no indication that the Child Labour Unit with a non-functional resource base has in any way made an impact at the policy levels of governance in the country. Yet the Child Labour Unit is expected to serve as the nerve-centre of policy and action co-ordination of child labour eradication programmes. Its potential should have been such that feelers from Government would indicate the possibility of its translation into an important department (and not just a unit) in FMEL&P. That the Child Labour Unit itself presently has no annual budget allocation and even the claim that it would be included in the rolling plan budget is a mere proposal. The recently passed Human Trafficking and Child's Rights Acts in 2003 has sections on issues of child labour. Beyond these Acts, there is no evidence that a policy framework for the domestication of the relevant ILO conventions has been initiated. Equally, initiatives for harmonisation of legislations have not been taken. Sustainability of the National Programme on the basis of the initial phase of NPECL is therefore weak.

In all, it can be concluded that on the basis of what has been achieved in the initial phase of NPECL in Nigeria, much work still requires to be done to achieve the required National Policy level consciousness and commitment to child labour eradication. There is no doubt that the design utilised for the implementation of the National Programme has been appropriate. Expected outputs for capacity building have also been achieved to a satisfactory level. There is, however, very little to show in terms of impact created, efficiency and sustainability of a nationally anchored programme for the eradication of the worst forms of child labour in Nigeria.

4.0 DIRECT ACTION PROGRAMMES

The evaluation of each of the action programmes was carried out based on data collected through interviews, questionnaire administration, focus group discussion and review of reports and documents of the implementing agencies. The evaluation was to determine indicators of effectiveness, impact, and sustainability of each Action Programme on the basis of interventions carried out. The major objective that informed the evaluation of this segment of NPECL was to determine the extent to which the targeted number of between 3,000 to 10,000 ex-child workers would have had their lives and situations directly or indirectly improved, especially through change of attitudes and perceptions about child labour in targeted Local Communities in the Nigerian society.

4.1 ACTION PROGRAMME 1: Building the Capacity of the Federal Ministry of Employment, Labour and Productivity (FMEL&P) to develop, implement and coordinate Government Programmes to tackle the worst forms of child labour

Implementing Agency: The Child Labour Unit, Labour Inspectorate Department, Federal Ministry of Employment, Labour and Productivity.

Development Objective: Institutional Capacity strengthening of FMEL&P towards policy implementations for the elimination of the worst form of Child Labour in Nigeria.

4.1.1. Assessed Progression of Activities

Objective 1: Creation of an enabling public policy and legislative framework for the elimination of Child Labour in Nigeria.

Output 1.1

An advocacy campaign for a child labour policy launched.

Activity 1.1.1

This activity has already been reported as part of the National Programme Office capacity building activities through workshops and seminars.

Activity 1.1.2

A 2-day awareness creation and sensitization workshop for relevant NGOs, CBOs, traditional rulers and opinion leaders on the child labour situation in Nigeria was organized by the FMEL&P for 150 participants drawn from all over the country at Bauchi between 22nd – 24th July 2002. The workshop report was not made available to the evaluation team for analysis by the officials of CLU. Interviews conducted with officials of the CLU only pointed to the fact participants at the workshop had resolved that the “*almajiri*” institution or child street beggary was a child labour issue desiring urgent attention in northern Nigeria. Given that child labour issues in Nigeria are beyond merely the issue of street begging, there is no convincing evidence that the workshop was held. No copies of the workshop are available at the National Office.

Activity 1.1.3

A one day information dissemination workshop for members of the National Labour Advisory Council and Labour committees of National Assembly on the provisions of Conventions 138 and 182 and their recommendations was organised on 26th February 2002 in Lagos and attended by 72 participants. The report of this workshop could not be accessed by the evaluation team at both in National Programme Office and the FMEL&P. Inquiries to key officers yielded no results, demonstrating a clear evidence of poor record keeping at both ends. The responses by the officers in the FMEL&P suggests that the workshop never did take place. They were neither able to furnish the names of the members of the National Assembly Committees on Labour who attended the workshop nor the salient issues discussed.

Activity 1.1.4

Campaign materials for mobilisational awareness for the Ratification of ILO Convention 182 were produced and widely disseminated. An analysis of the inventorial rating format for this implementation Agency confirmed that the materials produced include Post Cards

(11,000) and Posters (10,000). The materials were disseminated through the 37 state offices of the FMEL&P, and directly in market places in and around Abuja, the Federal Capital. Sample materials of post cards and posters were seen by the evaluators in the Child Labour Unit. The poster titled “*Eradicate the worst forms of child labour now*” has pictures of five different forms of child labour.

Output 1.2

An inter-ministerial task force on child labour set up at the Federal level and the child labour committees at the state levels.

Activity 1.2.1

Designation of desk officers for child labour in all the key ministries at the Federal level. The FMEL&P could not provide a list of such officers in key Ministries like Information, Women Affairs and Youth Development. A visit to these two key Ministries in particular made it obvious that no such officers specifically assigned for Child Labour issues exist. It was, therefore, obvious that this activity to strengthen the inter-ministerial taskforce through the setting up of child labour eradication monitoring mechanism at the federal level has not been executed.

Activity 1.2.2

Furthermore towards capacity building, FMEL&P was to set up and technically equip State Child Labour Committees. The trained Federal Labour Inspectors were expected to co-ordinate this activity at the State level.

Activity 1.2.3

The setting up of the National Steering Committee has been reported under process of implementation of the National Programme. However, the evaluation team could not lay hands on the minutes of the two meetings held or reports on the activities of the committee due to observable poor record keeping in the child labour unit (the Secretariat). The National Programme Officer however did confirm that such meetings took place with copies of invitation letters served as evidence.

Objective 2

At end of the Action Programme, the civil society have regular access to bibliographical materials and other relevant information on Child Labour in and outside Nigeria.

Output 2.1

A resource and information centre established and developed to collect materials and information on Child Labour in Nigeria and from other countries.

Activity 2.1.1

An inventorial assessment showed that a handful of publications by International Organizations and other relevant materials on Child Labour (in Nigeria and else where), as well as video films (12 No.) were procured. Also available were Information, Education and Communication (IEC) materials on child labour sensitization. However, the material collected is grossly inadequate for a national resource centre. Furthermore, the materials are crammed into a corner of an already highly congested Office of the Child Labour Unit. In essence, a specifically designated Resource Centre does not exist separately from the Child Labour Unit of FMEL&P.

Activity 2.1.2

As part of the expectations of the Resource Centre is the production and dissemination of a bi-annual newsletter with information on activities of government and other partners to combat child labour in Nigeria. What could be verified was only a maiden edition of a Newsletter containing information on activities of the Federal Government of Nigeria in combating child labour in Nigeria with a forward by the Permanent Secretary of the FMEL&P. It also sourced articles from ILO/IPEC office and NGOs among others.

4.1.2 Impact

On the basis of the extent to which the FMEL&P Action Programme of NPECL has been carried out, impact created can only be adjudged to be very limited. Capacity building activities for instance were limited merely to more of sensitization workshops. This is evidenced by the titles and content of some of the workshops which were organised. Moreso there was no concrete proof that one or two workshops had been held. There is

also no evidence of a child labour policy document which would have gone a long way in creating the enabling policy environment for strategic child labour eradication activities. Without the policy, the Ratification of the relevant ILO conventions would not be of any importance to the expected national effort for the eradication of the worst forms of child labour. Unfortunately, even the effort expected towards the harmonization of child labour legislations is still in its embryonic stage of the formation of a technical committee by the National Advisory Council on Labour.

4.1.3 Effectiveness

The inability of the Child Labour Unit to fully put in place a functional Resource Centre that will enable “the civil society have regular access to bibliographic materials and other relevant information on child labour in and around Nigeria” as stated in immediate objective 2, has been a major drawback. Although staff of the Child Labour Unit have also benefited from a few sensitization workshops and training, this has not translated to a more professional and technically effective approach towards leadership and supervisory capacity needs of officials for the elimination of child labour in Nigeria. The child labour unit needs more technically sound capacity enhancement training to be able to provide the required leadership and to cope with the challenges arising from increased national awareness. A most serious factor hampering the achievement of the desired goal of a functional Child Labour Unit is the non-availability of adequate space to operate from. A one room space cannot serve the full functions of a collaborating unit for child labour issues in a country like Nigeria.

4.1.4 Sustainability

Given the unimpressive manner in which the Action Programme of FMEL&P was executed, there is cause for worry about the sustainability of activities carried out. In other words, what has been done so far in FMEL&P towards the attainment of the goal of NPECL has no qualifiable indicator for sustainability of an enabling policy environment to enhance activities of child labour eradication. Also, based on interviews and focus group discussion responses from key staff of FMEL&P, funding the entire Ministry (by the Federal Government of Nigeria) is grossly inadequate. Underfunding the Ministry (and by implication the Child Labour Unit of the Ministry) mainly translates to the fact

that even with a well established CLU, very little can be achieved in terms of activities expected to be carried out. The situation of underfunding itself is an indication that the policy mobilization goal of NPECL under the FMEL&P is far from being achieved.

4.1.5 Specific Recommendations

1. Further capacity building (especially professional retraining) is still required for CLU staff to reposition them for enhanced performance.
2. Further executive sensitisation at policy level is still required to get the required funding commitment to support activities of CLU.
3. Child labour as a multi-sectoral issue must be tackled from different perspectives and sectors. The need for networking, linkages and information sharing must, therefore, be encouraged among policy level stakeholders, as in related Ministries and Departments. The CLU needs to be empowered to play this coordinating role.
4. For a functional National Resource Centre to emerge from CLU, adequate room space must be provided and dedicated for the Centre. More training materials should be procured and the Centre should be linked to the internet.
5. More National awareness creation on the dangers of Child Labour is required through mass media campaigns, workshops, concerts etc. to really sustain the initiative already started under the Programme.
6. The culture of efficient record keeping and documentation needs to be institutionalized at CLU. The computer system procured should be put to use, especially, now that a data base has been created.

4.2 ACTION PROGRAMME 2: National Awareness and Mobilization Campaign on Child Labour by Trade Unions in Nigeria.

Implementing Agency: Nigerian Labour Congress (NLC)

Development Objective: The Action Programme will contribute to the progressive elimination of Child Labour, especially its worst forms in Nigeria, by raising the

awareness of workers and mobilizing them.

4.2.1 Assessed Progression of Activities

Objective 1: To create awareness and mobilize labour leaders and union members to work for the elimination of child labour, particularly its worst forms.

Output 1.1

Sensitize labour leaders and workers to lead the campaign against child labour.

Activity 1.1.1

A meeting of members of the Central Working Committee (CWC) of NLC to map out and endorse strategies for awareness raising and mobilization was held on January 9th 2003 at Abuja. Minutes of the meeting indicate that issues discussed include clarifications of definitions of Child Labour, causes and forms of child labour, and the question of child labour as a trade union issue. Strategies agreed upon for the campaigns included mobilization at the grassroots, reach-out sensitization by the state councils, public mass rallies, advocacy visits to the National Assembly, involvement of the mass media, tripartite consultations and collective bargaining.

Activity 1.1.2

A report made available to the evaluators on this activity, indicating that an NLC/IPEC Material Development Workshop on the Elimination of Child Labour, took place between 17th – 19th April, 2003 and was facilitated by the education officer of the NLC. This workshop was to develop materials for use in the National Awareness and Mobilization Campaign on Child Labour by Trade Unions in Nigeria. However, there is no evidence in the report to indicate a dual purpose for the workshop as claimed by the desk officer. It was therefore clear that part of activity 1.1.3 which was the training of seventeen labour trainers as resource persons for study circles in five targeted unions was not executed at all. These targeted unions operate in environments which have been known/suspected to engender child labour (e.g transport work, agriculture, construction, hotel and hospitality services as well as local government services).

Activity 1.1.3

Another documented report from NLC evidences that study circle sessions dedicated to child labour were held by targeted trade unions across the country.

Study circles are institutionalized discussion groups formed by workers in work places to discuss issues and development as part of trade union continuing education. Such programmes are usually coordinated by trained trade union educators and take place about thrice a month for each of group of twenty members. There could be several groups in a work place. No formal reports of such discussion sessions were available for evaluation. A focus group discussion conducted among local government employees in Niger State of Nigeria however indicates that such study circles were rare events indeed. They however demonstrated awareness of child labour issues, especially the incidence of child street beggary.

Objective 2

Promote, through mass mobilization, a conducive national environment to formulate necessary legislative and policy reforms to combat Child Labour.

Output 2.1

A draft bill on Child Labour, sponsored by the NLC, presented formally to the National Assembly.

Activity 2.1.1

The report of the NLC/IPEC materials development workshop on elimination of Child Labour held between 17th – 19th April 2002 indicated that among the materials to be produced were T-shirts, Jingles, Posters, Leaflets/Handbills and the composition of an Anti-child labour song in Special English.

Activity 2.1.2

One Thousand (1,000) pieces of T-shirts were claimed to have been produced and distributed by the NLC as part of the awareness raising campaign. Posters in four Nigerian languages were also said to have been produced and distributed through State

Chapters of the Nigeria Labour Congress. The inventorial assessment indicates that only the English Version of the Poster on Child Labour was available. The evaluators were not shown samples of the T-shirts on demand nor were invoices to authenticate production claims available.

Activity 2.1.3

It is also claimed by the desk officer that the NLC leadership visited the National Assembly and so did the National Administrative Council (NAC) of the NLC. However, no evidence by press clips or written representation were provided to show that Child Labour advocacy featured prominently during such visits. The evaluation team doubts if any such visits took place. Access to National Assembly could not be made to verify.

Activity 2.1.4

A nine member editorial team was constituted for the production of a booklet on NLC's perspectives on Child Labour in Nigeria. A report of the editorial workshop suggested that the booklet was to contain the totality of what should be done by the NLC in the campaign against the worst forms of child labour. However, the booklet had not been produced as at the time of this evaluation.

Activity 2.1.5

No formal presentation of a draft bill on Child Labour to the National Assembly by the NLC has been undertaken. Information generated through in-depth policy interview with officials of the NLC suggest that this activity did not take off because of the belief that other agencies like the Federal Ministry of Labour were better placed to do this. However, the Child Rights Act 2003 and Human Trafficking Act 2003 have been passed into law. These were, however not a direct result of any NLC initiatives, neither are the Bills specifically focused on child labour concerns.

4.2.2 Effectiveness

From the evaluation carried out, it is obvious that not much was done to meet the focus of initiatives for child labour awareness and mobilization. The few awareness and

mobilization campaigns carried out were not vigorous and visible enough to bring the message to every Nigerian home. The campaign materials said to have been produced and distributed like the posters, are hardly seen anywhere except the National Headquarter Offices of the NLC. The advocacy visits by the leadership of the NLC to the National Assembly (if it took place at all) were not widely reported in the Press as expected. It must also be noted that beyond the seminars, workshops and production of IEC materials, two activities have not been executed, i.e. the production of a booklet on NCL's Perspectives on Child Labour in Nigeria and the formal presentation of a Draft Bill on Child Labour to the National Assembly. Unfortunately these are activities that are crucial to the attainment of the set goal of the NLC Action Programme.

Apart from the briefings, sensitizations and workshops for trade union leaders mostly held in Abuja, not much information is available on the activities of the targeted affiliated unions with branches scattered all over the thirty six states of the country. Further, reports of the study circles where labour issues were discussed were also not available, neither could they be vouched for.

It could therefore be concluded from the above information that the Action Programme of NPECL as carried out by NLC on national awareness and mobilisation campaign against child labour has not been effective.

4.2.3 Sustainability

With so much left undone by NLC as expected from the Action Programme, there is no evidence of any form of sustainability. There does not appear to be any indicator on ground on which to underpin the sustenance of the scanty effort so far made.

4.2.4 Specific Recommendations

1. The capacity of Desk Officer on child labour at the NLC must be enhanced to enable the officer function effectively. This is particularly so with regards to projects reporting, appraisal, and accounting procedures.
2. A fresh effort for the realization of a booklet on variety of labour union's perspectives of child labour needs to be initiated by the ILO/IPEC National Office.

3. A follow-up initiative for a draft bill specific to child labour legislation is still required as subsequent to further efforts for the harmonization of legislations on child labour in Nigeria.

4.3 ACTION PROGRAMME 3: Withdrawal of child prostitutes and head loaders in Ibadan, Oyo state, Nigeria

Implementing Agency: Galilee Foundation

4.3.1 Assessed Progression of Activities:

Objective 1: Awareness raising and mobilization of strategic stakeholders to combat child labour in Ibadan and its environs.

Output 1:

Creation of awareness and mobilization of strategic stakeholders (policy makers, trade unions, local government officials, opinion leaders and parents) against child labour in Ibadan and its environs.

Activity 1.1.1

This activity entailed identification and sensitization of community leaders, employers, trade union members, market men and women, officers of community development office of Ibadan West and Ibadan North local governments as vanguards in the campaign against exploitative child labour. Documented reports of the sensitisation meetings with the strategic stakeholders were made available to the evaluators as evidence that the activity was carried.

Activity 1.1.2

Design and production of 1000 copies of the IEC materials; posters, stickers, face caps, and badges for distribution in the targeted areas such as markets, motor parks, etc in Ibadan West and Ibadan North local governments. Inventory of the items were taken and receipts of payments for the items were examined during inventorial assessment by the evaluation team thereby confirming that the 1000 copies of each of the IEC materials were indeed produced.

Activity 1.1.3

One of the Galilee Foundation reports indicated that public campaigns were carried out in four targeted markets of Bodija, Oje, Agbaje and Oja Oba from 6th – 7th September, 2001.

Activity 1.1.4

Establishment of a broad based committee for “War” against child labour made up of one representative each of Oyo state Ministry of Women Affairs, Staff of Community Development Office of Ibadan West, and Ibadan North Local Governments, Market men and women and officers of Galilee Foundation. Documented reports show that the committee met monthly to examine progress being made and discussed strategies for overcoming difficulties and problems encountered in the implementation of the project. The committee also served as advisory and monitoring body for the Action Programme of Galilee Foundation.

Objective 2: Withdrawal, rehabilitation and re-integration of 100 ex-working street children engaged in hazardous and exploitative activities, head-loading and prostitution.

Output 2:

Withdrawal of 100 ex-working children engaged in hazardous exploitative activities, rehabilitate them and integrate them into normal social life.

Activity 2.1.1

Recruitment and training of eight (8) street educators on strategies for withdrawing children and the handling of non-formal education classes for 2 days. Training reports and documents examined had indications that the training was held on the 6th and 7th August, 2001.

Activity 2.1.2

Establishment of street schools within the target markets of Bodija, Oje, Agbaje and Oja Oba. Through the street schools, children were referred to the Kings Kids Centre (KKC),

their respective homes, to regular schools or vocational centres. The street schools had ceased to function at the time of this evaluation. However, interviews with market stall owners in the locations where the schools were conducted indicated that such activities actually took place with street children.

Activity 2.1.3

Provision of accommodation, food, medi-care, clothing, schooling materials for 165 withdrawn children at the KKC was reported by the Programme Director of Galilee Foundation and was confirmed by children in KKC during focus group discussion.

Activity 2.1.4

This activity entailed the reintegration and rehabilitation of 165 children initially withdrawn. At the end of the Action Programme, out of the 165 withdrawn, 75 were reintegrated with their families, 38 remained at the KKC for further care and schooling and 14 continued with vocational training while 36 cases of relapse were recorded. This was revealed by the Programme Director through interview and further verified from registration forms filled by or for withdrawn children.

Objective 3: Empowerment of 20 widowed parents/guardians of ex-child workers.

Output 3

Financial support for 10 widowed mothers of street children and 10 grandmothers who had depended on their children for livelihood.

Activity 3.1.1

Documented payment vouchers and photographs evidenced that fifteen (15) widows were given financial support of N20,000.00 each.

4.3.2 Effectiveness and Impact

Through indepth interviews with some parents of ex-working children, it was evident that the awareness raising mobilization activities had sensitised the parents of withdrawn children on the undesirability and danger of exploitative child labour as they would prefer

their children to go to school or be engaged in vocational training.

Twenty-seven (27) children above the targeted One Hundred (100) were successfully withdrawn and reintegrated at the end of the project. One Hundred and Thirteen (113) of the withdrawn children were registered into conventional schools or street schools. The Thirty-eight (38) children still being rehabilitated at the KKC are being trained in acquiring life coping skills, craft making, drama, oratory skills, etc, in addition to regular schooling. Those in vocational centres were still undergoing training to acquire vocational skills. Focus Group Discussions with the ex-working children showed that they had better perception of themselves and have refocused their aspiration. For children withdrawn and reintegrated into their families and those still in the KKC, the parents now take responsibility to sustain the children in schools or in vocational training. Receipts of children's upkeep at KKC, school fees and uniforms were shown by the parents to the evaluators who visited them in their homes.

Fifteen (15) widowed parents of ex-working children who benefited from the N20,000.00 each are in small scale retail businesses. The beneficiaries are all registered members of the micro-credit finance schemes organised by Galilee Foundation for the purpose of sustaining them in their businesses. Membership forms and savings cards of parents were shown to the evaluators by the Programme Director of Galilee Foundation.

4.3.3 Sustainability

The Action Programme achievements was expected to be sustained through a community constituted child labour monitoring committee and the formation of child labour advisory committee. The actions and activities of these committees were not visible neither could any member of the committee be reached by the evaluators. The impression by the Programme Director that the individuals who were involved in the programme during the implementation could not be linked up does not guarantee the envisage structure for sustainability of the programme on the elimination of exploitative child labour in Ibadan and its environs. Therefore, there was no indicator for sustainability.

4.3.4 Specific Recommendation

A Child Labour Advisory Committee and Child Labour Monitoring Committees should

be constituted and should provide logistic support for continuous action to prevent exploitative child labour in the local government areas targeted by the Action Programme.

4.4 ACTION PROGRAMME 4: Withdrawal and Reintegration of children in prostitution and child domestic work

Implementing Agency: Women's Consortium of Nigeria (WOCON), Lagos.

4.4.1 Assessed Progression of Activities

Objective 1: Sensitization of strategic stakeholders at Shaki and Lagos against harmful effects of child prostitution and child domestic services.

Output 1.1

Sensitisation and awareness raising campaigns launched in Shaki and Lagos.

Activity 1.1.1

Sample copies of materials inventoried at WOCON indicated the production and distribution of 1000 copies each of Posters, 1500 stickers, christmas cards, brochures, and 100 information barners, on child labour among stakeholders in the Shaki and Lagos communities. An audio taped copy of radio jingles was also provided as evidence of efforts made to educate the people in these areas on the dangers of child labour.

Activity 1.1.2

Sensitisation campaigns were held at Sura Market in Lagos Island and at Ajegunle Market in Shaki on 8th November 2001 and 23rd April 2002 respectively. Copies of the campaign speeches, lists containing names and signatures of dignitaries and representatives of market associations and photographs taken at the events were made available to the evaluators as evidence that the activity was carried out.

Output 1.2

Social contract to support the withdrawal of targeted children and endorsement by

strategic stakeholders in Lagos and Shaki.

Activity 1.2.1

Documented reports at WOCON also evidenced that sensitisation and awareness raising workshops were organised in Lagos and Shaki for stakeholders on 31st October 2001 and 24th April 2002 respectively. Participants at the workshops included targeted` children, the parents, market women and men, religious leaders, civil servants, government functionaries, representatives of NGOs, CBOs, traditional rulers, etc.

Activity 1.2.2

Documented reports of the Action Programme evidenced that consultative workshops were held at Lagos and Shaki on the strength of which several and far reaching recommendations to check involvement of children in exploitative work were made. A draft of a social contract put together was made available to evaluators. Also lists containing names and signatures of seventy-one (71) and fifty-five (55) people at the forum in Lagos and Shaki respectively were made available to the evaluators.

Activity 1.2.3

File copies of signed social contract forms corroborated the evidence by WOCON that a one day Agreement and Ratification Forum held at Lagos and Shaki on 7th November, 2001 and 24th April 2002 respectively.

Objective 2: Withdrawal of 100 children in prostitution and 200 child domestic servants from such employment and reintegrate them into formal/non-formal education or vocational training.

Output 2

Withdrawal and reintegration of 100 children in prostitution and 200 child domestic servant into formal educational and vocational training.

Activity 2.1.1

A list containing numbers and names of ex-child workers and documented report by

WOCON provided evidence that 320 children were identified and withdrawn for rehabilitation.

Activity 2.1.2

Passport photographs and forms containing bio-data of each identified ex-child worker were shown to the evaluators. A total of 262 forms were found. Needs assessment of the targeted children was carried out through interview by WOCON staff and the teachers/counsellors before placement either into school or vocational training. Previous educational background, interest and age were important factors for the needs assessment.

Activity 2.1.3

In collaboration with Lagos State Education Board as well as a number of identified Schools, Vocational Trainers, Women Network Caucus (WNC), NGO's involved in provision of literacy education, the withdrawn children were placed in appropriate levels of education and vocational training. WOCON records on placement showed:

Number in secondary school	42
Number in primary school	27
Number in basic literacy training	74
Number in vocational training	119
Total	262

Activity 2.1.4

Educational supplements such as school uniforms, exercise books, writing materials and fees were provided for withdrawn children in formal schools and non-formal literacy centres. Training tools and training funds for children in vocational training were also provided. Purchasing receipts and samples of the items were made available for inventorial assessment.

Objective 3: Assist 100 parents/guardians of the withdrawn children with seed money to start or expand their income generating activities.

Output 3

100 parents of ex-child prostitutes and child domestic servants economically empowered.

Activity 3.1.1

This actually entailed identification of parents for financial assistance. 50 parents were initially identified but on further screening by WOCON, only 5 were found eligible for the financial support as others were found to be employers of the children and not actual parents. Some children whose parents were outside Lagos were not reached.

Activity 3.1.2

The documented report of this activity evidenced that a one day business management and skills training programme was organised for all the initial 50 parents identified in collaboration with financial experts and vocational trainers.

Activity 3.1.3

Photographs of funds disbursement ceremony was the only evidence of this activity of provision of seed money of N25,000 to the 5 identified parents.

4.4.2 Effectiveness and Impact

Broad based Sensitization strategies with the use of enlightenment posters, leaflets, stickers, Christmas cards, banners, publicity in daily Newspapers, radio jingles, market outreach, workshops, consultative forum, etc, were used to sensitize a broad spectrum of the people in Shaki and Lagos on the effects of child prostitution and child domestic servants. The various IEC materials used helped arouse the interest of the immediate communities including children, parents and child domestic work intermediate employers. The events captured in video tapes and photographs of the community's active involvement were shown to the evaluators. The community leaders of Shaki involved in focus group discussions indicated their willingness to become the vanguard in the crusade against child labour and did agree that sanctions could be meted to parents/guardians and employers involved directly or indirectly in child labour.

The activities for the withdrawal and reintegration of ex-child workers attracted over 600 children but only 320 of them could benefit from the programme based on the

provision. Available records from WOCON Office revealed that 240 children involved in domestic work and 80 in prostitution were withdrawn. All the withdrawn children were reintegrated into either primary, secondary, continuing education or vocation training centres. Significant achievements were made in the withdrawal and reintegration as exemplified by the following specific case examples:

A withdrawn child domestic servant was placed into primary school and eventually reintegrated with her parents far away in Niger State from Lagos. Photographic evidence of the reintegration was presented to the evaluators.

Another child involved in domestic work was withdrawn by WOCON rehabilitated and placed in a school having dropped out earlier from secondary school. She finished up with top grades (7 credits and a pass) in West African Senior School Certificate Examination May/June 2002. A photocopy of statement of result was made available to the evaluators and the name on registration number on the list of children withdrawn by WOCON was verified.

There was also another example of a child completely withdrawn from prostitution. She had been trained as a hairdresser and now self employed. She had the opportunity through the Programme to be at Geneva to talk on her experience as ex-child worker at the ILO launching of the first World Day Against Child Labour. This was reported in the Vanguard Newspaper June 12 (2003), p. 3.

However, there were cases of relapse, as engineered by employers of child domestic servants and brothel owners. For example, only thirty-seven (37) of the eighty (80) identified children engaged in prostitution eventually finished the programme. This was caused by deliberate relocation of the prostitute children by their employers. Generally, the withdrawn children have been equipped with knowledge, skills and positive attitude through training and counselling to face the challenges of life and are prepared for a better tomorrow.

The only five (5) parents that are beneficiaries of the financial supports are already in the “tie and dye” business and are gradually being financially empowered to cater for themselves. Samples of cloths with different prints and patterns as the products produced by them were made available to the evaluation team at the WOCON office, Lagos. Focused group discussions held with three (3) of the beneficiaries revealed that

they were satisfied and happy with the programme as they now engage in a one trade or the other and make sales to get income.

4.4.3 Sustainability

At the time of the evaluation, there were no institutional or organisational structures for sustained collaboration and partnership established by WOCON that can guarantee long-term sustainability of the programme in Lagos and more especially at Shaki where child domestic servants are being supplied to Lagos. While the withdrawn children integrated into government schools and recognised community based community centres had been successful, the anticipated community/local and state government's ownership of the project after the final date is not feasible.

4.4.4 Specific Recommendation

Individuals and foundations should be brought in to play supporting roles in terms of provision of rehabilitation centre to ensure better success of the programme. This is necessary so that children withdrawn would be completely disengaged from their employers.

4.5 ACTION PROGRAMME 5: Withdrawal and Rehabilitation of 150 Child Bus Conductors within Lagos Mainland LGA

Implementing Agency: Human Development Initiatives (HDI), Lagos

4.5.1 Assessed Progression of Activities

Objective 1: Awareness raising and sensitization of all strategic stakeholders about the hazardous effects of the practice of involving children in bus conducting work; draw up a plan of action to combat and eliminate it; and development of Code of Conduct/Operational Guideline for combating child bus conducting work.

Output 1.1

Formulation of code of conduct/operational guidelines for combating child bus conducting work and eventual adoption by Lagos State Government.

Activity 1.1

The first activity for this output was the identification of strategic stakeholders like the Nigerian Union of Road Transport Workers (NURTW); Local and State Governments officials; Parents of child bus conductors and to sensitize them accordingly. Project reports of HDI showed that the expected activity was carried out on 19th September, 2001 in Lagos for the purpose of enlisting the interest and cooperation of stakeholders.

Activity 1.1.2

Sample copies of posters, stickers and designed exercise books with variety of messages portraying the dangers of bus conducting work by children were verified at HDI Office. Invoices available in the office indicated that 1000 copies of each item were produced.

Activity 1.1.3

HDI report also indicated that a sensitization workshop held on September 19th 2001 for stakeholders with IPEC officials in attendance.

Activity 1.1.4

This activity entailed the production of a draft code of conduct/operational guidelines in Yoruba, English and Pidgin English. This was carried out in collaboration with NURTW, Lagos State Ministry of Transport, the Police and other relevant stakeholders. The printed English version of the document and samples produced were made available to the evaluators for inventorial assessment. The Pidgin English and Yoruba versions were not produced as agreed in approved proposal for the Action Programme.

Activity 1.1.5

The activity entailed meetings and consultations with stakeholders to determine an effective way of enforcement of the code. HDI officials agreed that this activity did not hold. The reason given was the lukewarm attitude of member of the National Union of Road Transport Workers.

Immediate Objective 2: Withdrawal of 150 child bus conductors and reintegration into

either formal education or vocational training.

Output 2.1

Withdrawal of 150 child bus conductors from the practice of bus conducting and reintegration into formal education or vocational training as appropriate.

Activity 2.1.1

HDI report of the Action Programme indicated the registration of 75 child bus conductors at motor parks within Lagos mainland in collaboration with NURTW and the Lagos Mainland Local Government Authority.

Activity 2.1.2

There was a report on a workshop on child rights and vocational selection for the 75 withdrawn children and selected vocational master trainers held in October, 2001.

Activity 2.1.3

Documented records of HDI evidenced that placement exercise for withdrawn children were carried out for enlisting them into schools and vocational training centres in collaborated with Local Education District (LED), State Primary Education Board (SPEB), Agency for Mass Education, Lagos State Ministry of Education and relevant vocational training centres.

Activity 2.1.4

Documented records of HDI also indicated that assessment of the training capacity of 20 vocational training centres for partnership with HDI for training of ex-child bus conductors was also done.

Activity 2.1.5

The activity here entailed the provision of basic training tools, working materials and uniform to ex-child bus conductors in vocational training centres. The evaluation team confirmed the provision of the items at sample vocational centres visited and some of the children had on their overall styled uniform with HDI symbol.

Activity 2.1.6

Formation of monitoring team made up of mainly HDI staff and vocational master trainers for effective monitoring of withdrawn children in the vocational training centres. Documented reports revealed the monitoring visits by the team to training centres and the measures put in place to keep the children on the apprenticeship. Further, the activities of the monitoring team was confirmed during interviews with sampled vocational master trainers and the children. All these evidenced the existence of the team.

Activity 2.1.7

Documented records of HDI and interviews with sampled benefiting children revealed the provision of weekly nutritional supplement allowance and educational and vocational resources and counselling service to the 75 withdrawn children.

Objective 3: Empowerment of 50 parents/guardians economically by facilitating cottage industry skills and the provision of small micro credit of N25,000.

Output 3.1

Identification and registration of parents/guardians of ex-child bus conductors to benefit from economic empowerment.

Activity 3.1.1

The activity entailed the identification and registration of targeted poorest parents/guardians of children in school and vocational training for financial assistance. List of registered parents and completed registration forms evidenced that the activity was carried out.

Activity 3.1.2

Training reports from the HDI office revealed that a 3 day life skill cottage industry training workshop for the identified parents/guardians of ex-child workers was held between 17th – 19th June, 2002. The training modules were on banking and confectionary,

tie and dye and soap making. List of participants was also made available to the evaluation team.

Activity 3.1.3

This activity entailed registration into micro-credit scheme for the selected parents/guardians of ex-child workers. List of registered parents/guardians and completed registration forms available confirmed that the activity was carried out.

Activity 3.1.4

Disbursement of loan ranging between N 20,000 – N30,000 were distributed to 37 parents totaling N600,000.00 (six hundred thousand Naira) only to enable them engage in businesses of their choice. Payment vouchers were made available to evaluators which confirmed the number and amount disbursed to be correct.

4.5.2 Effectiveness and Impact

The dissemination of information on the dangers of child bus conducting through the IEC materials created the initial desired impact. This was informed by the cooperation earlier received from the stakeholders as reported by the HDI desk officer. Although there was declined interest and cooperation from the NURTW (one of the major stakeholders) as reported by HDI Desk officer, other stakeholders remained committed to the ideals of the project and thus, allowed for the attainment of the objective. Special mention was made of the vocational master trainers with respect to their high level of understanding and cooperation. The extent of attainment of the objective is supported by all the individuals interviewed and by the respondents of the questionnaire.

Of the 150 children targeted for withdrawal from bus conducting work, only 75 eventually got withdrawn. Of this number, only 64 remained on the programme up to the final date of the project as 11 absconded. The integration of the withdrawn children into conventional school system was not very successful due to delay in admission process by Oyo State Ministry of Education and the unfounded fear of negative tendencies of ex-child workers who will be brought into the school system. Effort was made to get only 10 of the withdrawn children into private continuing education schools and 54 into

vocational training centres based on their interest. The rehabilitation of the children through vocational training has been very successful. The children were receiving training in furniture design, welding, screen printing, printing, sign writing etc.

Amongst those in schools, 2 exemplary cases were found. One of them passed the senior school examination (NECO) with 4 credits and 2 passes while the other is rated to be of good academic standing and ability in class. The first child referred to here has been employed by HDI as an office clerk.

Six (6) ex-child conductors and others interviewed expressed delight and high optimism for a better future life, perceived their social status as better and had withdrawn social relationships from bus conductor friends while making friends with those with similar aspirations. They would not want to go back to bus conducting because of its negative stigma and characteristic unruly behaviour. The children expressed self perception as having become refined socially and in their moral conduct. Project officers expressed the extent of attainment of the withdrawal of children as satisfactory. Also the vocational master trainers interviewed expressed the opinion that the withdrawn children showed no tendency to return to bus conducting work.

4.5.3 Sustainability

The monitoring team built into the programme to ensure that the withdrawn children stayed in school and remained in vocational training was effective during the life span of the project. This has however ceased to function as soon as the project ended. This practice is critical to sustainability of the project.

Vocational master trainers expressed positive views on the project and therefore gave unalloyed cooperation to ensure its success. They however demanded collection of training fees on every ex-child as a condition for apprenticeship system that cannot be compromised and which the programme did not provide for. This is a further threat to the sustainability of the project.

4.5.4 Specific Recommendation

Continuous financial support to keep the withdrawn children in school and vocational training for another 2 years after the programme is necessary to attain full rehabilitation

and reintegration into mainstream society.

4.6 ACTION PROGRAMME 6: Withdrawal and rehabilitation of under-aged scavengers and girl street hawkers in Kaduna metropolis, Kaduna State, Nigeria

Implementing Agencies: Human Development Foundation of Nigeria (HDFN) and Family Craft Centre (FCC), Kaduna.

Development Objective: Direct action intervention aimed at contributing to the overall goal of eliminating the worst forms of child labour in Nigeria through the withdrawal of 200 child scavengers and 300 girl street hawkers and reintegrating them to either formal, non formal or vocational training.

4.6.1 Assessed Progression of Activities

Objective 1: Awareness raising and sensitization of strategic stakeholders in Kaduna metropolis against the harmful effects of scavenging and street hawking by children.

Output 1.1

Sensitization and awareness raising campaign launched in Kaduna.

Activity 1.1.1

Inventorial assessment confirmed that Five Hundred (500) copies each of posters and stickers for disseminating information on the harmful effects of scavenging and street hawking by children were produced in English and Hausa (the common medium of communication in the locality). These were widely circulated in Kaduna Metropolis. Some of the posters were seen by the evaluators in the major markets within Kaduna.

Activity 1.1.2

One each of market outreach and a backup rally to sensitize and mobilize traders, market officials and community leaders against scavenging and street hawking by children were

organised in each of the four main markets in Kaduna Metropolis. Photographs and video recordings of the proceedings at such outreaches were made available by the collaborating agencies. In addition to the market outreaches, available minutes indicate that sensitization meetings were also held with two District Heads and their officials on the 9th September, 2002 and 10th November, 2002. At both meetings, the District Heads pledged their support for the success of the programme. They also agreed to assist in the identification and selection of target children involved in scavenging and street hawking within their location for withdrawal and rehabilitation.

Output 1.2

A coalition of NGOs, CBOs and Community Leaders formed to work for the elimination of child labour.

Activity 1.2.1

A copy of the 2nd and 3rd quarterly report on HDFN/FCC ILO/IPEC Programme submitted to IPEC by the implementing agencies and made available to the evaluators indicates that a one day awareness raising campaign for Parents, District Heads, as well as Market Supervisors was held on the 20th March, 2003 with 150 participants in attendance. The Kaduna State Government identified with the programme through a top level representation led by the wife of the State Governor.

Activity 1.2.2

The Family Craft Centre (FCC) as the collaborating partner was expected to have facilitated another sensitization workshop for government and non government officials. However this activity did not hold, the ostensible reason being that the workshop of 20th March had adequately reached the targeted critical officials of government.

Activity 1.2.3

Two meetings/workshops for Trainers were held with community vocational trainers on 8th October, 2002 and 5th November, 2002 in two participating districts. Reports of the meetings made available by the HDFN indicate that the trainers were briefed on their

expected roles in the training of the withdrawn children as well as strategies and logistics put in place to facilitate their work.

Objective 2: Withdrawal and rehabilitation of 200 children engaged in scavenging and 300 street girl hawkers from such activities.

Output 2.1

200 child scavengers and 300 girl street hawkers withdrawn and reintegrated into alternative educational or vocational training.

Activity 2.1.1

Available documented records of the collaborating partners evidenced that 200 child scavengers and 300 girl street hawkers were identified and selected through Monitoring Committees headed by the District Heads in the five districts selected for their high incidence of child labour in Kaduna Metropolis.

Activity 2.1.2

A needs assessment exercise was carried out by the implementing agencies with the active cooperation and involvement of the District Monitoring Committees. Detailed information on each child was sourced through structured registration forms and the children were also interviewed to assess their preferences and interests.

Activity 2.1.3

On the basis of the needs assessment of the targeted children, 150 of the 310 withdrawn girl hawkers were registered for formal vocational training at the Federal Craft Centre (FCC); 100 were registered in non-formal vocational skill acquisition training centres for training in knitting, sewing, hair dressing and confectionaries production; 50 were registered in Universal Basic Education (UBE) primary schools for regular schooling. Ten (10) girls were later withdrawn for marriage. Of the One Hundred and Ninety (190) scavengers withdrawn, One Hundred and Eleven (111) were registered in vocational skills acquisition programmes to learn trades like motor mechanical repairs, furniture

making, tailoring, carpentry etc, while Eighty (80) were registered in UBE regular primary schools.

Daily records of attendance were kept for the children and seen in all centres visited during the evaluation exercise.

Activity 2.1.4

There were payment vouchers indicating that daily lunch allowances of N25 was given to the 500 children through District Coordinators. However, interviews with some of the children indicate that the allowances were not paid regularly. The HDFN coordinator corroborated this and attributed it to the delays experienced in the release of funds from ILO/IPEC. Many Master Trainers had to support these children from their own resources.

Activity 2.1.5

The collaborating partners HDFN and FCC organised basic literacy education classes for the withdrawn child undergoing vocational training. Whereas literacy training is integrated in the FCC formal vocational training programme, the HDFN arranged literacy classes for the children undergoing skills and acquisition apprenticeship, in one centre for 4hrs on Saturdays and Sundays. Only about Eighty (80) of the Two Hundred and Ten (210) children undergoing this category of training benefited from this facility. HDFN was unable to create more literacy classes as planned due to alleged non release of funds by ILO/IPEC.

Activity 2.1.7

No graduation ceremonies had been conducted. As at the time of this evaluation exercise, this Direct Action Programme was barely one year old. Some Master Trainers (motor vehicles mechanics) interviewed were of the view that the children would require at least three years of sustained training to be ready for graduation. Similar interviews with tailoring master trainers indicated a two year training requirement for the children.

Output 2.2

Basic civic and human rights and other social skills training, counseling and health care

support provided to 500 targeted children.

All activities related to this output had not been carried out as at the time this evaluation exercise for reasons of late commencement of the Direct Action Programme.

Objective 3: Assist 200 parents/guardians of the withdrawn children with seed money to start or expand their income generating activities.

Output 3.1

200 parents/guardians of (ex) child hawkers and ex-child scavengers economically empowered.

The activities related to this output had not been executed as at the time of this evaluation for reasons already cited.

4.6.2 Impact

A Focus Group Discussion conducted with thirty (30) children in different locations confirms that they view their involvement in the programme as divine intervention in their lives. They see a better future for themselves as motor vehicle mechanics, furniture makers, seamstresses, hairdressers etc. They do not see themselves going back to their old ways of scavenging and street hawking. Their self esteem has been bolstered by the status they had acquired as apprentices, primary school pupils or vocational trainees.

Another area of impact of this programme was obviously perceivable in the changes in the attitude of parents and community leaders towards child labour. Interviews conducted with some parents of the withdrawn children by the evaluators revealed that while some were ignorant of the inherent dangers in scavenging and street hawking by girls, others felt helpless due to the compelling need for the economic sustenance provided by the child labourers. However, with the sensitization and awareness campaigns, as well as involvement of their children in the programme, such parents perceived possibilities of new windows of opportunities. They expressed views abhorring child labour and would not want their children to relapse or any other children to be involved in child labour.

As for traditional institutions, the impact is best captured by the letter written by a

district head to the HDFN expressing profound appreciation for the selection of his district to benefit from the programme and requesting for more slots to be allocated to his district adding that the programme had brought very significant progress in terms of learning and the teaching of handcraft to the children whose future was now bright. Probably, a completion of the Action Project would have registered a higher level of impact.

4.6.3 Effectiveness

Between HDFN and FCC Five Hundred (500) scavengers/girl street hawkers were withdrawn. The FCC withdrew and reintegrated One Hundred and Fifty (150) ex-girl street hawkers in its school whereas the HDFN organised the mainstreaming of the remaining Three Hundred and Fifty (350) into either regular schools or vocational training centres. The monitoring mechanism put in place also increased effectiveness. Each of the five participating districts had a monitoring committee headed by the District Head and composed of community, religious and opinion leaders within the locality as well as representatives of the collaborating Implementing Agencies. They regularly visited the centres and monitored progress of the children as well as evaluated the impact of the programmes. Periodic reports were sent to the HDFN. Copies of these reports were made available to the evaluators.

4.6.4 Sustainability

The involvement of the District Heads and other community leaders in the identification of child workers, as well as the constitution of monitoring committees, headed by the District Heads, is a strong case for the sustainability of the project. It is expected that even after the end of the programme, the structure established will continue to provide the leadership needed to sustain the campaign against child labour. The use of already existing centres for the reintegration of the (ex) child workers at the FCC also indicates that even after the programme, the structures will continue to be available for training more girls in various trades. This is good for sustainability since this structure will not fold up with the programme.

A major threat to sustainability of this programme however could arise from the ability of

the implementing agencies to carryout the economic empowerment of the parents and guardians of the withdrawn children. This could lead to a relapse on the part of the children or their inability to continue with their training at the expiration of the programme.

4.7 ACTION PROGRAMME 7: Design and Establishment of Database to Monitor Ex-Child Workers in Nigeria

Implementing Agency: Inter Consult Limited, Lagos, Nigeria.

Objectives:

1. To design and install a database structure for the systems of FMLP, NLC, ILO/IPEC Project National Office and the respective Action Programme partners to monitor withdrawal and integration of ex-child worker in each of the ILO/IPEC centres.
2. To organize training workshops for training of NGO partners and database users on how to use and update database and how to generate reports from the database.
3. To carry out post-training evaluation to find out if the various bodies are using the system for monitoring ex-child workers in Nigeria.

4.7.1 Assessed Progression of Activities

Output 1

Establishment of a database structure and an effective monitoring system to monitor the withdrawal, rehabilitation and reintegration of ex-child workers.

Activity 1

Interview responses of representatives of Inter-consult evidenced a claim to design, produce and administrate questionnaires for collection of relevant information for developing the database on withdrawal, rehabilitation and re-integration of ex-child

workers. A questionnaire used for a similar project in Ghana was adapted by Inter-Consult.

Activity 2

There is no evidence indicating that the adapted questionnaire was pilot tested to find out its usability and validity.

Activity 3

There was available evidence to the effect that a software was developed for the design of the database for ILO/IPEC Project.

Activity 4

This activity involved testing the validity of the design of the database using dummy data to meet the design specification. The execution of this activity was evidenced by the data made available to the evaluation team from NGO partners used for the dummy.

Activity 5

The final report submitted by Inter-consult to the ILO/IPEC Office indicated the installation of a database structure for information on education and child performance, rehabilitation, re-integration and for the general monitoring of ex-child workers into the systems of the ILO/IPEC/NGO partners. NLC and FMEL&P. This activity was confirmed through interview responses of representatives of ILO/IPEC/NGO partners.

Activity 6

Training report by Inter-Consult and the list of participants made available to the evaluation team provided evidence that a one-day orientation and hands-on training on how to update the database and use the software to generate reports for all participating NGOs, FMEL&P, NLC, and ILO/IPEC Project office staff charged with the Database management was carried out.

Activity 7

There was no evidence of any form of post-training system evaluation for the use of the established database for monitoring programme implementation for generating reports. The implementing agency (Inter-Consult) simply did not carry out a post-training evaluation to find out if the systems were being used and if any adjustment was required. Contacts with the respective NGOs, FMLP, NLC revealed that none had updated its database for the purpose of providing necessary national data on child labour, the monitoring of ex-child workers in Nigeria and to generate required reports.

4.7.2 Effectiveness and Impact

None of the implementing agencies has used the database structure to collate data nor generate progress reports on ex-child workers. Thus, no reliable national data can be obtained easily for adjudging the overall effectiveness of the Direct Action Programmes on the elimination of Child Labour in Nigeria. Obviously the situation shows the non-completion of the expected work by Inter-Consult.

4.7.3 Sustainability

Until the produced data base is test tried and partners fully trained, no sustainability indicator can be adduced.

4.7.4 Specific Recommendations

Inter-Consult should carry out post training evaluation of the project and provide technical back up and monitoring of the system for two months as stated in the approved proposal.

4.8. ACTION PROGRAMME 8: Policy Intervention Initiative for Child Labour Education Mainstreaming in Nigerian Teacher Training Institutions

Implementing Agency: Directorate of Assisted Programmes and Linkages (DAPAL) Niger State College of Education Minna, Nigeria.

Development Objective: To Develop and Produce a Blueprint of Child Labour Education to be infused in Nigeria Certificate in Education (NCE) Curriculum.

4.8.1 Assessed Progression of Activities:

Objective 1: Consultation workshops on the content of the blueprint of Child Labour Education to be infused in NCE Curriculum organized.

Output 1.1

Stakeholders and experts consultative workshop to discuss the major content of blueprint of child labour education organized.

Activities 1.1.1 – 1.1.3

Experts and stakeholders in the areas of child labour education drawn from Universities, Colleges of Education, NGOs, Ministries of Education, NGOs and IPEC were identified and invited for the Two-day consultation workshop held between 6th – 7th October 2003. A report of the Preliminary Experts Consultative Interaction on the Development of Guidelines for a Blueprint on the Mainstreaming of Child Labour Education Issues into NCE Teacher Training Programme was submitted to ILO/IPEC Office Abuja. The detailed report indicated that the issue of child-labour was extensively discussed by the experts who also strongly expressed the need for the mainstreaming initiatives. Strategies and steps to be adopted to facilitate the process were also proposed.

Activity 1.1.4

The detailed report of the consultative workshop also indicated that a framework for the drafting of the blueprint on Child Labour Education was produced.

Objective 2: Blueprint of a child labour education developed and produced.

Output 2.1

Development of blueprint of child labour education to be infused into the teacher training curriculum.

Activities 2.1.1 & 2.1.2

30 experts were invited and participated in the writing workshop organized between 8th – 10th October, 2003 to develop a blueprint on child labour education to be infused in the teacher training curriculum.

Activity 2.1.3

Prototype draft of blueprint for mainstreaming child labour issues into the Nigeria Certificate in Education Teacher Training Programmes in Nigeria was produced and submitted to ILO/IPEC. The report of the workshop as well as the prototype draft of the Blueprint were rendered in both hard and electronic copies.

4.8.2 Impact

The impact of the project would definitely be felt once the Blueprint is adopted by the National Commission for Colleges of Education for mainstreaming. Meanwhile with the level of sensitization and awareness created among the participating experts, opinions expressed by majority of them who participated in the workshop pointed to the fact that immediate impact will be felt through individual teachers who will immediately infuse child labour concepts and issues in the various courses they teach, even before the final adoption of the blueprint by the NCCE. Another impact of this Project was the enthusiasm exhibited by the experts assembled for the two workshops organised. The atmosphere was not only electrified by the presence of renowned Child-Labour experts but the opportunity offered for networking and linkages was enormous and exploited by participants.

4.8.3 Effectiveness:

The workshops were very effective in the context of achievement of stated objectives. A framework for the Blueprint was developed at the end of the experts consultative

workshop, while the writing workshop produced a prototype blueprint for mainstreaming. The blueprint would have to undergo further processing as indicated in the report submitted to ILO/IPEC Office by the Implementing Agency before adoption and mainstreaming. The post blueprint activities are expected to be organised by the National Office.

4.8.4 Sustainability

The involvement of the National Commission for Colleges of Education (NCCE) in the process of Blueprint development conferred official recognition to the entire exercise and therefore enhanced the sustainability potential of the curriculum mainstreaming project. Furthermore, networking and linkages initiated by the participants at the workshops as confirmed even during the final stakeholders evaluation forum, are indicators that a good foundation has been laid for child-labour mainstreaming into the curriculum of teacher training institutions in Nigeria. The awareness created among participants would also have multiplier effects on their institutions.

4.8.5 Specific Recommendations

1. Blueprint prototype follow-up activities like stakeholders critique workshop(s), pilot trial of the prototype curriculum itself and a finalisation workshop for key experts should be implemented to bring the project to a desirable end.
2. Capacity building in terms of staff training and retraining, equipment procurement and development reference materials on child labour education should be undertaken with ILO/IPEC support.
3. Collaboration, networking, partnering, information sharing between the pilot implementing institutions should be encouraged and financed by ILO/IPEC.

4.9 ACTION PROGRAMME 9: Facilitating the Incorporation of Child Labour issues into Social Science Curriculum in Nigeria

Implementing Agency: Social Science Academy of Nigeria, Abuja

Development Objective: Enhancing the capacity of the academic community to provide intellectual leadership in the campaign to eliminate the worst forms of child-labour through the incorporation of related issues into the social science curriculum of tertiary institutions.

Objectives:

1. Sensitize the authorities in Nigerian Universities to child labour as an important area of inquiry.
2. Encourage the authorities to collate existing literature on child labour.
3. Facilitate the development and incorporation of a course on child labour into the curricula of the Nigerian Universities.
4. Promote the teaching of courses on child labour in a number of institutions in Nigeria.
5. Compile the bibliography on child labour, publish them and circulate among various institutions in Nigeria.

4.9.1 Assessed Progression of Activities

Activity 1: Sensitisation Workshop

Reports submitted to ILO/IPEC by the Social Science Academy of Nigeria indicate that a one day workshop for Heads of Departments of Sociology and Psychology in twelve academic departments of ten selected universities was held in Abuja on September 14th 2002. The purpose was to expose them to the importance of restructuring their curriculum to take into account child labour related issues. The following Universities were represented; University of Ibadan; Ahmadu Bello University Zaria; University of Ilorin; Bayero University Kano; University of Nigeria, Nsukka; University of Uyo;

Obafemi Awolowo University, Ile-Ife; Imo State University, Uturu; Benue State University, Makurdi; and Olabisi Onabanjo University, Ago Iwoye.

A background paper on key issues in Child-Labour and trafficking in Nigeria was presented at the workshop by Prof. S.B. Oloko which greatly facilitated the meeting. Invited participants brought to the workshop a listing of all the theses and dissertations on child labour related topics carried out by students in their departments.

Activity 2: List of courses/course contents developed.

Further Reports of SSASN also indicated that following intensive discussions, four major courses and their contents were developed for Child-Labour Education in Nigerian Universities. The courses developed were:

1. *Child Labour in Nigeria* to be offered at 200 level (3 credit units) in the first semester.
2. *Research Methods in Child Labour* at 200 level in the 2nd semester
3. *Social Development Policy and Child Labour* at 300 level (3 credit units).
4. *Child Labour in Developing Countries* at 400 level/postgraduate (3 credit units).

The details of these courses are contained in the bibliography and CD-Rom compiled by the Implementing Agency.

Activity 3: Compilation of Bibliographical Materials

A 380 page *International/Nigerian Bibliography on Child Labour* with reference to Africa and Nigeria was produced and distributed to the participating Universities. Contents include materials on an International Bibliography on Child-Labour downloaded from the University of Delaware Library (U.S.A.) and a compilation of a Nigerian Bibliography on Child-Labour, beginning with the background paper presented at the workshop by Prof. S.B. Oloko. It also contains a list of projects and theses on child-labour related topics submitted by the participating heads of departments. A CD-Rom version of the bibliography was also procured and distributed to all participating universities. Copies of the bibliography and CD ROM were made available to the evaluators and appropriately inventoried.

Activity 4: Soliciting for academic development grants.

In-depth policy interview with the project co-ordinator was indicative that the SSAN did not execute other activities like soliciting academic grants from traditional donors to assist qualifying institutions to mainstream child-labour. Equally, SSAN did not carry out the monitoring of developments in the institutions to ensure successful mainstreaming. Although these activities were stated in the approved proposal, no budgetary allocations were made for their execution. The implementing agency would require more support in terms of budgetary allocation from ILO/IPEC to carry out these activities.

4.9.2 Achievement/Impact

The one day workshop provided an opportunity for awareness creation for participating heads of department, who would in turn sensitize their departmental colleagues.

Also the workshop developed four courses and their contents to be taught in the departments of sociology and psychology in the universities invited to the workshop. This is a concrete step towards the mainstreaming of Child Labour Education in tertiary institutions in Nigeria. Furthermore, the International/Nigerian Bibliography on Child Labour is an invaluable source/reference material for use by both staff and students.

4.9.3 Effectiveness:

There is no evidence that either of the child labour related courses or the compiled bibliography has been put to use to determine effectiveness in any institution in Nigeria.

4.9.4 Sustainability

The first tentative steps towards the sustainability of this project have been taken. They include the development of four courses on child-labour and the production of a compendium and CD-Rom on Child-Labour as reference materials. Also the awareness created among the Heads of the participating departments should have a multiplier effect in terms of knowledge sharing among staff of the departments, faculties and the universities in general. The lack of follow-up monitoring is a threat to these sustainability indicators. It was observed that the inter-disciplinary nature of child-labour

was not taken into recognition, hence, the adoption of the “Specific Course Outline Development Approach” to mainstreaming by the workshop.

4.7.5 Specific Recommendations

1. Further consultation, advocacy visits and monitoring of the participating institutions by the implementing agency is necessary to ensure that materials provided do not end up in locked up drawers or forgotten in shelves of Heads of Department.
2. The departments involved in the pilot project should have their Information and Communication Technologies (ICTs) up graded to enable them establish effective networks and linkages in order to facilitate information sharing and sourcing.
3. The activities left out require further ILO/IPEC support since there was no budgetary allocations for them in the ILO/IPEC approved proposal.

5.0 IMPACT OF THE ACTION PROGRAMMES WITHIN THE NATIONAL PROGRAMME

The second immediate objective of the National Programme was that by the end of the programme a range of pilot projects would have been implemented, improving the situation of 3000 ex-child workers directly and a larger number indirectly (about 10, 000) through a change of attitudes and perceptions about child labour in Nigeria. The first output to this objective expected that direct action would be undertaken in selected number of areas to pilot test the strategies for withdrawal, rehabilitation and reintegration of ex-child workers into mainstream of society. The second output expected that the withdrawn children would be enrolled in primary or secondary schools or involved in vocational and skills acquisition courses. The third output was an improved awareness among parents on the issue of child labour and prevention.

To achieve the first output, four experienced NGOs with envisaged capacity were selected to participate in direct action projects involving withdrawal, rehabilitation and reintegration of the targeted 3000 child workers over a two year period. The implementing agencies were Galilee Foundation, Women's Consortium of Nigeria (WOCON), Human Development Initiatives (HDI) and Human Development Foundation of Nigeria (HDFN).

Workshop reports made available by the National Programme Office indicate that the agencies were duly trained on project design, IPEC administrative and financial procedures between 23rd – 24th, April 2001. This was necessary to build their capacities for the implementation of the projects in line with IPEC standards. In fact, the inability of the Implementing Agencies to write acceptable proposals was one of the factors responsible for the late take-off of the National Programme. The training provided was therefore useful within this context. The selection of the target groups, (i.e working children) was in conformity with the requirement of reaching out to children considered as involved in the worst forms of child labour. In many places, interviews with the implementing agencies indicated that existing community structures like village and district heads, religious leaders and occupational interest groups were involved in the

identification and selection of such children. The NGOs were also expected to identify between 250 – 500 parents of working children most in need of alternative income generating activities.

The extent of achievement in the Direct Action Programmes is summarized in the table below.

Table 2: Summary of Achievement of Direct Action Programmes

NGOs	Number targeted for withdrawal	Verified Number withdrawn	Remarks
Galilee Foundation	75 Head loaders 25 children in prostitution	165 head loaders and street children	127 successfully withdrawn and rehabilitated while 38 relapsed.
HDI	150 bus conductors	75 bus conductors	Before the end of the programme 11 cases relapsed, leaving 64 rehabilitated.
WOCON	100 children in prostitution 200 domestic servants	80 (ex) child prostitutes 240 domestic servants	40 more than the initial target of 200 domestic servants were withdrawn. However there were 37 cases of relapse among child prostitutes.
HDFN	200 scavengers 300 street hawkers	190 scavengers 310 street hawkers	10 more street hawkers than targeted were withdrawn.
TOTAL	1090	1060	

The approved proposals by ILO/IPEC indicated that the implementing agencies were to withdraw a total of 1050 children representing 35% of the targeted 3000 in the National Programme. The implication however is that to withdraw 3000 children targeted by the National Programme more NGOs would need to have been involved in the Direct Action Programme segment of the National Programme, or that the capacity of the NGOs should have been significantly improved to be able to cope with the targeted number. Therefore, in the context of the National Programme expectation to withdraw 3000 ex-child workers, only 36% achievement was recorded.

The identification and selection of parents of withdrawn children for financial assistance was most difficult for the NGOs as most persons who appeared for the support were not the actual parents of the children but their employers. Thus, in some cases, these assumed parents though had been trained in business and skills acquisition were not given the loan. Some of the implementing agencies like Galilee Foundation, HDI and WOCON set up micro – credit cooperative schemes in which the benefiting parents were registered members and were given loans ranging from N20, 000.00 to N25, 000.00. Such amounts were used for small scale businesses to provide parents with income to meet their needs and to support their families.

The Action Programmes were generally expected to create increased public awareness on the child labour problems and promote social mobilization to address the issue of child labour. This was effectively carried out by the implementing agencies in those communities where IPEC Programmes were undertaken. All the agencies involved in the direct action programmes designed and produced Information, Educational and Communication (IEC) materials e.g T – Shirts, banners, stickers, posters, radio and television jingles, post cards, face caps, etc. The aim was to put across messages on the dangers of child labour to the public. Some of these realia were assessed by the evaluators through the Inventory Rating Formats designed for the evaluation. Photo albums of these activities were also made available. In addition, publicity strategies such as public rallies, market outreaches, drama sketches, dance performances, use of jesters etc were also used to send carefully designed messages across to target populations. These sensitization and awareness raising strategies immensely contributed to awareness raising and community mobilization in support of the campaign against child labour. In Kaduna for instance, some of these strategies assisted the HDFN in garnering the support of District Heads, Community and Religious leaders to participate in the identification of children involved in child labour and their subsequent withdrawal, rehabilitation and reintegration. Similarly, HDI held sensitization meetings with the Nigerian Union of Road Transport Workers (NURTW), a major stakeholder in the employment of child bus conductors in Ibadan with the view to raising their awareness on the problems of child bus conductors. WOCON equally used broad based sensitization and publicity strategies in daily news papers among others to sensitize a broad spectrum of people in Shaki and

Lagos on the dangers associated with child prostitution and child domestic service. A major indication of the success of these sensitization strategies by WOCON was the involvement of community leaders and the people of Shaki in the crusade against child labour and their collective agreement on sanctions against any parents, guardians and employers who are directly or indirectly involved in child labour. Galilee Foundation employed similar strategies to reach market women associations, local government social workers and other concerned community members. This led concerned community members to monitor the incidence of street children, picking up such children from the streets and reporting to street school centres and street educators. As a whole, the Action Programmes complemented the National Programme by creating increased public awareness on child labour problems and promoting social mobilisation to address the issue.

As for the success of the Project on building a sustainable network between organisations working to address child labour in Nigeria, the National Programme provided opportunities through its sensitization and capacity building workshops for NGOs, and other stakeholders in child labour matters to meet and take collective decisions. During such meetings, experiences were shared and addresses exchanged between organizations. It is expected however, that for these networks and linkages established amongst social partners to be sustained after the National Programme, the FMEL&P through the CLU should provide an institutional framework for regular interaction and continuous collaboration amongst social partners involved in child labour matters.

6.0 SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

6.1 General Problems Observed

In the course of this evaluation, a number of general problems were observed as they affected the implementation of both National and Action Programme components.

- (1) The intricate and rather cumbersome funding procedure by IPEC had a drawback effect on projects implementation as evidenced by delays in the release of tranches to implementing agencies. This accounted for why certain components of most projects were either haphazardly done or in some cases not implemented at all.
- (2) Similarly, there was a perceived insufficiency of funds and lack of will by some partners to generate extra sources of funding to augment. This limited the effectiveness, impact and sustainability of projects.
- (3) There was a delay in the commencement of both the National the Action Programme segments due mainly to lack of human and financial capacity of the implementing agencies. Training provided by the National Programme Office to enhance the capacities of the agencies was helpful in ameliorating the problem.

6.2 Lessons Learned

Based on the outcome of this evaluation, the following were the lessons learned:

- (1) The NGO's involved in the Direct Action Programmes demonstrated greater capacity, experience, knowledge, commitment and facilities than governmental institutions/ establishments in the execution of projects under the National Programme.
- (2) Accommodation facilities (temporary shelter) provided to ex-child workers during rehabilitation in a few cases facilitated the achievement of the objectives of the programme by reducing the incidence of relapse on the part of the withdrawees.
- (3) Furthermore, experiences from the Direct Action Projects indicate that the ex-child workers showed more interest in the acquisition of vocational skills than in formal regular schooling and therefore fewer cases of withdrawal from vocational training/

apprenticeship engagements were recorded than for those reintegrated into formal schooling.

6.3 Best Practices

The following were identified as best practices which contributed positively to the attainment of the objectives of the Action Programmes.

(1) The involvement of District Heads/Traditional rulers and community leaders in the mobilization of their communities for participation in identification of under aged working children enhanced the support and cooperation of parents of ex-child workers, and the vocational master trainers in the implementation of the Action Programme in Kaduna metropolis.

(2) Collaborating partners in the projects which took along key stakeholders and networking partners tended to achieve more in terms of target objectives.

Partners who sought to maximize funds and sought extra sources of funds were able to cope better with demands.

(3) Partners that initiated extra (especially post intervention) measures during and after projects implementation enhanced sustainability.

6.4 Summary of Major and Specific Findings

The outcomes of this evaluation revealed the following specific and general major finding:

Specific Findings

(1) The awareness and mobilization campaigns by the NLC require a more vigorous and visible strategy, than hitherto, to bring the message on Child Labour to every Nigerian home.

(2) Significant achievements were made in the withdrawal and rehabilitation of ex-child workers with the exemplary case of an ex-child worker who through the Action Programme implemented by WOCON got reintegrated back to school, completed her

studies and passed the Senior Secondary School Certificate Examination in May/June, 2000, with 7 credits and a Pass.

(3) The vocational Master Trainers expressed positive views on the programme and therefore gave unalloyed cooperation to HDI and HDFN that ensured the success of the projects.

(4) The sensitization and awareness raising campaigns against child scavenging and street hawking was successfully carried out by the HDFN. However, the project life - span of one year is obviously too short to allow for sustainable skills acquisition by withdrawn children undergoing apprenticeship training. The parents/guardians of the withdrawn ex-child scavengers and street hawkers in Kaduna could not be given financial assistance due to non-release of funds by ILO/IPEC as at the time of this evaluation.

(5) The Social Science Academy has produced a Bibliography on Child Labour as well as a CD-ROM that have been made available to various Nigerian Universities.

Lists of courses on Child Labour proposed for Nigerian Universities have been developed by the Social Science Academy and distributed to Nigerian Universities.

(6) The design and installation of a database structure for monitoring ex- child workers in the systems of the ILO/IPEC/NGOs were carried out by Inter-Consult limited. However, the database has not been pilot tested, neither has it been put to use. Its usability value can therefore not be vouched for.

(7) A prototype draft of blueprint for mainstreaming Child Labour issues into the (NCE) Teacher Training Programme in Nigeria has been produced by DAPAL College of Education, Minna and submitted to ILO/IPEC.

General Major findings

(1) The National Policy on Child Labour in Nigeria has not been produced. Also, the envisaged policy level sensitization and awareness for confronting child labour has not been attained.

(2) The ILO/IPEC project of capacity building with the Federal Ministry of Employment, Labour and Productivity (FMEL&P) is yet to be completed. The major component of establishing a resource center for Child Labour information is far from

being accomplished as a functional unit. The Child Labour Unit, however, appears to have gained from interactive sessions organized under the auspices of the project.

(3) The project on withdrawal of street children and prostitutes in Ibadan has created awareness (among stakeholders in the target area and population) that children in such distress situations can be helped, but the enormity of work (given the situation on ground) and expected resource mobilization to stem the tide of the problem still leaves much to be desired.

(4) The project on withdrawal and re-integration of children in prostitution and domestic work handled by the Women Consortium of Nigeria (WOCON) in Lagos generated awareness among stakeholders like brothel owners, pimps and middle- persons who had hitherto to been very resistant to any attempts to help them.

(5) The Human Development Initiative (HDI) handled project generated strong interest among stakeholders (especially the affected children and parents) regarding withdrawal of children from engaging in commuter bus work and enrolling in school. This however evidences the need for serious follow-up intervention measures if initial effectiveness and impact is to be sustained.

(6) The withdrawal and rehabilitation of children scavengers and street hawkers in Kaduna (handled by the Human Development Foundation of Nigeria – HDFN and the Family Craft Centre- FCC) evidences ways of penetrating and involving local communities and stakeholders in any efforts for such children victims. The need for sustained intervention and follow – up work is also manifested.

(7) The ILO/IPEC intervention programmes were affirmed to be relevant to the needs of Nigeria to combat Child Labour, and the objectives of the programme were desirable and achievable.

(8) The Direct Action Programmes positively impacted on the social and economic well being of the withdrawn children. The number withdrawn however still falls far below the targeted 3000 under the National Programme.

(9) Rehabilitation and reintegration efforts through vocational training were more successful over formal schooling.

(10) Complete rehabilitation and reintegration of withdrawn children could not be achieved within the short project life span thereby raising the need for sustainable

financial support to the withdrawn child workers undergoing vocational skills acquisition training even after the programme.

6.5 Recommendations

Based on the outcomes of this evaluation the following recommendations were made:

- (1) More work is to be done to achieve the required National Policy level consciousness and commitment to Child Labour eradication in Nigeria.
- (2) Funding should be adequate, and timely disbursement of funds is necessary to enable implementing agencies to work within the specified project duration. There is a need to work out a less bureaucratic entangling approach to the release of funds and accounting as well as the effective monitoring of Implementing Agencies to detect any problems and assist in correcting them.
- (3) The time frame for future Direct Action projects involving withdrawal, rehabilitation and reintegration should be extended to at least three years to give more time for effective rehabilitation and reintegration. Vocational skills acquisition requires at least 3 years in order to have any meaningful impact. Furthermore, provision of temporary shelter for the withdrawn children should be integrated into the programme design for effective monitoring and rehabilitation. The children withdrawn and rehabilitated need continuous support after termination of the programme to complete their schooling and vocational training.
- (4) State and Local Governments need to be further sensitised and be more involved in the planning and execution of Direct Action Programmes to enable them take over the ownership of the projects for sustainability.

6.6 Conclusions

The FGN/ILO/IPEC National Programme on the elimination of Child Labour in Nigeria is a viable project. The objectives of the programme were found desirable, readily achievable and were significantly but not wholly achieved due mainly to untimely disbursement of funds, short programme life span and lack of the required capacity on the part of implementing partners.

The benefits derived by the ex-child workers and their parents from the programme are worth the time and resource inputs into the programme. Enhanced awareness of the issues and problems of Child Labour has been created in targeted communities largely due to the activities embarked upon under the Direct Action Programmes.

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8.0 EVALUATION INSTRUMENTS

Evaluation of Programme Guideline. These programmes have common features, and therefore common procedure and instruments can be considered for the evaluation of the various parameters:

Relevance

Effectiveness

Efficiency

Impact

Sustainability

Evaluation objectives:

Validity indicators of the project design

Implementation: intended procedures and actual procedure used.

Achievement and impact indicators

Assessment of sustainability.

8.1 DOCUMENT DATA COLLATION FORMAT (DDCF)

What Document?

Approved Proposals?

Publicity materials/Advocacy materials?

Workshop documents /Resource materials/Reports?

Monitoring reports/Self Evaluation Reports?

Quarterly Reports/Progress Reports?

Bio data of Ex-child workers?

Others: Publications, text, curriculum, bibliographic information.

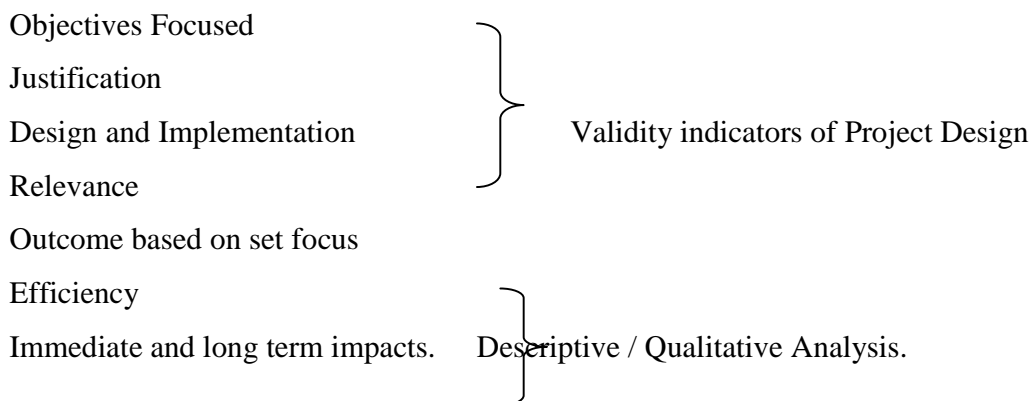
Minutes of meetings, Draft bills/input to specific bills. Correspondences with other partners, Government etc.

Work plan /Action programmes Summary outlines.

Final Reports

8.2 DOCUMENTS ANALYSIS GUIDELINE

What to look for in the Documents



8.3 IN- DEPTH POLICY INTERVIEW GUIDELINE (IPIG)

A. Target Groups/Individuals:

- i. Programme Directors/Chief Executives of Implementing Agencies
- ii. Workshop Resource persons
- iii. Programme advisory committee members
- iv. Head of Collaborating Institutions/Partners

INSTRUMENT

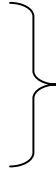
- Focus on the Relevance of the Programme to the problems identified
 - How effectively has the programme addressed the problems?
 - In terms of children beneficiaries, parents beneficiaries etc.
- How efficient has the programme been in terms of
 - Human resource – utilization and management
 - Financial Resource management. Any areas of wastages or deficiency?
 - Time management: Were the objectives attained within the Project duration?
- What impact has the programme created?

- In terms of target beneficiaries
- No of beneficiaries, status etc.
- Institutional structures put in place e.g Resource Centers, Permanent Committees.
- Products e.g Newsletters, books, beneficiaries' works
- General Assessment of impact of programme
- What are the prospects for sustainability?
 - Structures put in place.
 - Empowerment
 - Awareness/Consciousness
 - Involvement of critical Stakeholders etc.

8.4 BENEFICIARIES FOCUS GROUP DISCUSSION GUIDE (BFGDG)

Qualitative Data on view of beneficiaries

Some focal lead sub topics for discussion

- i. Self perception – Social status
 - Economic status
 - Personal aspirations
 - Self esteem
 - Skills acquisition

as effects on being involved in the project
- ii. Experience on how links were established with the project.
- iii. Renewed aspirations of the beneficiaries.
- iv. Nature of financial assistance received under this programme e.g
 - a. educational support
 - b. medical support
 - c. vocational training support
 - d. feeding allowance etc.
- v. Relevance of programme to individuals, parents, and the society.
- vi. Comparisons of life status before, during and after the programme.

- vii. Views about involvement of more children in the programme.
- viii. Assessment of utilization of time and skills.
- ix. Views on project implementation.
- x. Suggestions that could help improve the implementation of the project for better results.
- xi. Suggestions on the sustainability of this project.

8.5 ILO/IPEC PROJECT IMPLEMENTATION QUESTIONNAIRE (PIQ)

This questionnaire is designed to elicit information on the implementation of Projects in the National Programmes of the International Labour Organisation on the elimination of Child Labour in Nigeria. Please give honest and objective responses(s) to the items. Your cooperation will help in the success of this independent evaluation of the Project.

Thank you for your cooperation.

A. Target Groups/Individuals

- Educators for non- formal vocational centers.
- Social workers involved in the project
- Other personnel involved in the project

Instrument

Statement

Response(s)

Yes No.

1. Do you consider the ILO intervention programmes for
The elimination of child-labour in Nigeria as desirable () ()
2. Are the objectives of the various projects towards
Elimination of worst forms of child-labour readily
Attainable? () ()
3. Do you consider the projects to have helped to
Prepare the beneficiaries for a better future life? () ()
4. Would you consider the projects to have helped to

- prepare the beneficiaries for a better future life? () ()
5. Would you say that those children involved in the programmes have not achieved those objectives intended?
6. Has the programme impacted positively on
- i. Social life of the beneficiaries? () ()
- ii. Economic status of the beneficiaries? () ()
7. Has the programme created the desired awareness of the issues of child-labour among Nigerians? () ()
8. Based on your own views, did the programme (s) Receive the support of concerned Nigerians/ Institutions? () ()
9. Do you consider the benefit of the programmes Worth the time and resources input into the implementation? () ()
10. Do you consider the programme implementation strategies sufficient to sustain the project? () ()
10. Do you accept that the target children have
- i. Shown the tendency to withdraw from Hazardous work? () ()
- ii. Been well rehabilitated? () ()
- iii. Properly integrated with their families? () ()
11. Would you consider that the implementation procedures i.e the sensitization and awareness created are sufficient to
- i. Curb other children from being engaged in Hazardous labour? () ()
- ii. Stop parents from engaging their children in Child- Labour for economic reasons? () ()

B. Benefiting Parents

- i. How much loan received?
- ii. What project (s) have been embarked upon with the loan received?
- iii. What areas of improvement do you suggest in terms of AMOUNT OF LOAN.
 - a. Was the disbursement of the loan Adequate?
 - b. Are you satisfied with the disbursement procedure?
 - c. Are you satisfied with the management of the Project?
- iv. What concrete benefits have you derived form the project?
- v. What differences in income have you experienced since your involvement in the Programme?

8.6 INVENTORIAL RATING FORMAT (IRF)

List of Equipment, Asset and other Materials procured and evidenced for the execution of the Project.

EXPENDIBLE EQUIPMENT

Description	No	Remarks
Uniforms for children		
School Bags		
Textbooks		
Stationery		
Posters		
IEC materials on street Hawking		
IEC materials on Scavenging		
IEC materials on street Hawking		
Leaflets, Poster and Stickers /Handbills		
Learning Kits		
Teaching Kits		
T- Shirts		

Face Caps		
Booklets on Child Labour		

NON- EXPENDIBLE EQUIPMENT

Description	No	Remarks
Computers		
Printers		
Diskettes		
Stationery		
Video tapes		
Photocopiers		
Bibliographic Materials		
Audio Visual Materials		
News letters		