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INDEPENDENT

MID-TERM REVIEW (MTR) OF

THE TACKLE PROJECT

Tackling Child Labour through Education (TACKLE) (INT/05/24/EEC)

Project Implemented by ILO with the Financial Support of the European Commission & the ACP Group of States

FINAL REPORT

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Countries	ACP Countries (Kenya, Zambia, Sudan, Madagascar, Mali, Angola, Jamaica, Papua New Guinea, Fiji, Guyana and Sierra Leone)
Donor	European Commission

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DISCLAIMER

New Frontier Services wishes to point out that the views expressed within this report are those of the review team, and do not necessarily reflect the views of ILO-IPEC, the donor other specific stakeholders unless otherwise specifically specified.

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GLOSSARY

ACP	Africa, Caribbean and Pacific countries
AP	Action Programme
BLS	Baseline Survey
CEACR	Committee of Experts on the Application of Conventions and Recommendations
CCLCs	Community Child Labour Committees
CRA	Child Right Act
CL	Child Labour
CLM	Child Labour Monitoring
CLMS	Child Labour Monitoring System
CLS	Child Labour Survey
CLU	Child Labour Unit
CR	Child Rights
CTA	Chief Technical Adviser
DAP	Direct Action Programme
DCLCs	District Child Labour Committees
DED	Design, Evaluation and Documentation Section of ILO-IPEC
DoE	Department of Education
DoL	Department of Labour
DWCPs	Decent Work Country Programmes
EDF	European Development Fund
EFA	Education For All
EU	European Union
HQ	Headquarters
IA	Implementing Agency
IGA	Income Generating Activity
ILO	International Labour Organisation
IO	Immediate Objectives
IP	Integrated Programme
IPEC	International Programme on the Elimination of Child Labour
LLMS	Local Labour Market Studies
MOLSS	Ministry of Labour and Social Security
NAP	National Plans of Action
NGO	Non-government Organisation
NPC	National Project Coordinator
NPM	National Project Manager
NSC	National Steering Committee
PAC	Provincial Action Committee
PACse	People Against Child sexual exploitation
PMS	Project Monitoring System
PoS	Project of Support
SIMPOC	Statistics Department within IPEC Geneva
SIS	State Institute of Statistics
SPIF	Strategic Programme Impact Framework
SQL	Standard Query Language
TACKLE	Tackling Child Labour Through Education
TBP	Time Bound Programme
ToR	Terms of Reference
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme

UNICEF	United Nations Children's Fund
USDOL	United States Department of Labour
VET	Vocational Education and Training
VT	Vocational Training
WFCL	Worst Forms of Child Labour
YC	Youth Club

1 EXECUTIVE SUMMARY

1.1 ABOUT THE MID-TERM REVIEW

This report constitutes the Independent Mid Term Review of the 'Tackling Child Labour through Education' (TACKLE) project implemented in 12 countries[1]. The purpose of the review requested by the donor[2], as set out on the Terms of Reference (ToR), is to i) review the implementation of the IPEC project progress and consider any changes in strategy on the basis of emerging experiences, ii) examine current proposed activities and make an assessment of their potential contribution to the implementation of the strategy, iii) review the existing institutional set up and implementation capacity, and iv) propose recommendations in the project strategy where necessary[3].

The scope of the present IPEC mid-term review includes the project as a whole, including issues of initial project design, relevance, implementation experience, effectiveness, conclusions, recommendations, lessons learnt, replicability, and sustainability potential, for future strategic decision making of this project. This review also includes project management, institutional set up, development, and achievements. The Mid-Term Review (MTR) has been carried out by i) a series of country evaluation (review) consultants contracted by ILO-IPEC to carry out the country-level reviews and ii) an international co-ordination consultant team responsible for providing methodological inputs for the national consultants and developing the overall MTR report. The MTR report is based primarily on the country review reports provided by the country review consultants, as well as the project technical progress reports and selected interviews with IPEC staff in Geneva.

1.2 ABOUT TACKLE

TACKLE is a project jointly launched by the European Commission (EC) and the International Labour Organisation (ILO) to fight child labour in Angola, Fiji, Guyana, Jamaica, Kenya, Madagascar, Mali, Papua New Guinea, Sierra Leone, South Sudan, North Sudan and Zambia[4]. It has a total budget of more than € 16 million and started in March 2008. The duration of the project is 48 months. The 12 countries were chosen on the basis of the joint EU-ACP commitment to eliminate the worst forms of child labour as stated in article 50 of the Cotonou

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[1] For practical purposes, this report refers to twelve countries, counting North Sudan and South Sudan as two separate implementation environments. This is not in any way intended with prejudice or judgement on the evolving situation in Sudan, but simply to reflect that for the purpose of this mid-term review there have been twelve project implementation environments and twelve country-level review reports commissioned, upon which this global MTR report has been developed.

[2] EU

[3] Given the delays that had been experienced in the project launch and implementation, and that a number of activities had been under implementation for less than a year, it was decided not carry out a full mid-term evaluation but rather a mid-term review.

[4] See footnote 1.

agreement and because they are all in the lower half of the UNDPs' Human Development Index. The EC's contribution of €15 million, to support the twelve countries' efforts to end child labour with an emphasis on worst forms of child labour through education and training, will contribute to achieving the goal set out by the United Nations Millennium Development Goals (MDGs) for universal primary education for all children by 2015.

The objective of the TACKLE project is to contribute to the withdrawal of children engaged in child labour and to prevent further entry of children into employment by offering alternative education and training opportunities and thereby contributing towards poverty reduction. In this context, the project aims to provide guidance in formulating new or improved existing legal and policy frameworks on child labour and education in the partner countries and to ensure their effective implementation and application; promote the development of institutional capacities of ministries and other relevant bodies for concrete action to fight child labour; promote advocacy and raise awareness concerning child labour issues; and increase dialogue and strengthen networks on child labour and education in coordination with stakeholders, social partners, and civil society. **TACKLE comprises 4 clearly defined *Results Areas*:** i) Result 1: Establish review, and assess an effective legal framework for the abolition of child labour in accordance with ILO convention No.138 and No. 182, ii) Result 2: Strengthen institutional capacity to improve national ability to formulate and implement child labour strategies, iii) Result 3: Design, implement, and review Target Actions that combat child labour and encourage education, and iv) Result 4: Improve advocacy and awareness of good practices to enhanced knowledge base and networks on child labour and education.

TACKLE represents an innovative project for IPEC in a number of respects. Although the project represents continuity with ILO-IPEC's tripartite social dialogue framework, its innovation is reflected for example in the extension of the (national) government platform to include both the Ministry of Labour and the Ministry of Education as key partners of the government pillar. TACKLE thus has an important focus on mainstreaming child labour within the national education systems. A second innovative aspect of the project is its focus on policy development and co-ordination within the participating government institutions, while providing training on child labour to Ministries of Education as well as other government institutions[5]. This demonstrates that TACKLE goes beyond the traditional ILO-IPEC projects in terms of capacity building and training efforts.

1.3   PROJECT RELEVANCE

The MTR findings have shown TACKLE to be highly relevant to the national policy and regulatory context across the project countries. TACKLE's four *Result Areas* have been key to the implementation, harmonisation, and support for national policy and legislative development in the area of child labour, as well as educating the stakeholders, partners, and the wider population in their understanding of child labour, its consequences and implications for the future of the these countries. In a number of countries, cultural differences and the national context has meant that stakeholders (including government and non-government organisations) have struggled to

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[5] Training and capacity building has also included staff from national Ministries of Social Welfare, Immigration, National Statistics Institutes, as well s ILO's traditional partners (workers and employers representative organisations), as well as other stakeholders such as implementing agencies. In some countries such as North and South Sudan, the ministries in charge of children issues are part of signatories of Partnership Protocol. This allows TACKLE to have more opportunities to extend its activities.

understand the concept of child labour or its existence as a practice. This difficulty has more often than not been linked a) the lack of current data on the subject (reliable statistics on child labour) in a given country, b) a lack of a comprehensive and culturally adapted definition of child labour, c) and the limited capacity and/or experience in child labour of local project stakeholders.

Regarding the quality of the project design, in general, TACKLE's project design deserves significant praise from a process point of view – the diversity of the result areas, the opportunity for stakeholders and implementing agencies (IA's) to develop Action Programmes[6], and the various stakeholder consultation and governance practices, are just some examples of how TACKLE's design allows the project to remain relevant <u>to very differing country needs and child labour protection development levels</u>.

1.4   PROJECT IMPLEMENTATION EXPERIENCE

TACKLE Implementation Approach

Any assessment of TACKLE's implementation needs to take account of it's implementation approach, which is the implementation approach typically followed by ILO-IPEC. **TACKLE's implementation approach** outlined in the table below, **has a number of important implications**.

Overview TACKLE Implementation Process

Step No.	Key Action in Implementation Process	Level of ILO-IPEC Direct Control over Progress
Step 1	Recruitment of core (co-ordination) project staff (Geneva co-ordination team).	High
Step 2	Signature of country partnership protocols between the EC, ILO, and the Ministries of Labour and Education.	Medium/Low
Step 3	Recruitment of staff at the country level.	High
Step 4	Organisation of stakeholder consultations in order to identify priorities for development of Action Programmes (APs), set up of national Steering Committee[7].	Medium
Step 5	Working with Implementing Partners to design the agreed APs as well as training them (as necessary) on project development and implementation.	Medium
Step 6	Implementing of approved APs by Implementing Partners.	Medium

Thus, while the ILO-IPEC approach is targeted towards fostering long-term local ownership and sustainability, **any review of TACKLE progress needs to take into account that ILO-IPEC has only direct control of the pace of progress in a few steps of the implementation path** (primarily Steps 1 and3). For the other steps, ILO-IPEC's is significantly dependent on the commitment and capacity of its country stakeholders.

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[6] The Action Programmes have the regular guidance and inputs of ILO-IPEC.

[7] This consultation process can include input from national child labour committees in countries where these already exist, as well as other stakeholder workshops a wider range of government and non-government organisations and including representative employer and employee organisations.

The MTR has found that most national work programmes have experienced significant implementation delays, with the result that TACKLE project's activities have seen a reduction in their original time period for implementation. Delays have been due to a variety of factors, of which an important number have been at least to some extent outside of the direct control of the project. Firstly, **delays in the signing of the partnership protocols**, thereby delaying the launch of the project in a number of countries. As second reason for implementation delays has been **the political situation** in a number of project countries[8]. Other country-specific factors have been **limited technical and institutional capacity in both government counterparts and in project partners**, which has also slowed down implementation. Another key source of delay has been **some reluctance among some national governments to acknowledge child labour as a problem**[9]. In some countries, the project faced some initial government hesitancy to have the Ministry of Education as a core government counterpart in the project[10].

Internal ILO-IPEC project challenges have included seeking to get the project up and running in twelve countries simultaneously, some of which are highly challenging implementation environments (e.g. North Sudan, South Sudan[11], and Papua New Guinea). The fact that ILO did not have an established presence in a number of those countries increased the scale of this challenge. Practical challenges for ILO-IPEC included finding appropriately qualified staff, while in some countries the project implementation seems to have been slowed by human resource constraints. Capacity challenges at the country level have necessitated significant effort to get some APs to the minimum standard, which has required at times significant time and remedial action from the TACKLE co-ordination team[12].

MTR stakeholder feedback shows that the linkage of funding to results under the results-based approach has proved at times challenging, and led to the project being short of money after the initial financing tranche, requiring IPEC to initially finance[13] the project from other temporary sources, as well as delaying APs in some countries or reducing the duration of some APs. These challenges understandably created tensions and strained working relationships between TACKLE implementing agencies in the field and TACKLE headquarters (HQ) staff. Notwithstanding the implementation challenges encountered, the MTR findings suggest that the relationship between EC and IPEC has been constructive, with both sides showing flexibility and commitment to make the project work[14].

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[8] For example, some degree of political instability, violence, or political uncertainty in some countries, which has been the case in Northern Sudan, Southern Sudan, Angola, and Kenya

[9] This was the case in Guyana, for example, while in Papua New Guinea (PNG) government and other stakeholders struggled with the very notion of child labour.

[10] This was the case in Guyana, Madagascar, Mali, Zambia and Northern Sudan.

[11] It should also be mentioned here that for Northern and Southern Sudan there were no national project co-ordinators.

[12] Papua New Guinea (PNG) is one of the countries that best illustrates the challenge of the additional countries that were added to the original list of candidate project countries (see Section 4 of the report).

[13] For most donor-funded IPEC projects, donors typically pay all funding or a significant amount up front, or where this is not the case ILO often allows IPEC to draw down funds from bank accounts before donor funds are paid. Given that donor payments were outstanding on a number of other IPEC projects beyond TACKLE, ILO's treasury department was not able to authorise IPEC to commit more money that was available from the EC.

[14] This can be seen for example in IPEC's revising of the initial global work plan to create detailed individual (country) work plans and expenditure detail. Another example of flexibility was the EC's acceptance to count committed funds (i.e. funds committed for a specific project or activity) as project expenditure. Repeated praise was forthcoming from members of the IPEC team in Geneva for the EC's willingness to understand the implementation context and the reasons underlying some of the delays.

1.5   PROJECT RESULTS AND PROGRESS TO-DATE

Despite the implementation challenges and delays experienced, TACKLE looks set to record some promising results. Under *Result Area 1*, for example, **significant progress has been made in several countries in revising and/or assessing the national legal framework to comply with ILO Conventions.** At the time of review, eight TACKLE country programmes[15] had carried out legal framework reviews tailored to their individual country needs. Examples include TACKLE's encouraging the development of a national list of hazardous work in Fiji, Southern Sudan and Zambia, and the updating of Mali's national list. Another adaptation of the TACKLE programme to fit local needs is the support provided to the Ministries of Labour and Education in the development of national plans, (e.g. Kenya) or in the update and recommendations on the legal framework relating to child labour in Jamaica, Mali, Papua New Guinea, and Zambia. In the case of Sierra Leone, the work under Result Area 1 has supported the ratification process of the ILO conventions 138 and 182. However, in Angola and Northern Sudan, only preliminary work on Result Area 1 appears to have been carried out.

For the most part, the introduction and relationship building path of TACKLE in the project countries has seemed to work, with the Ministry of Labour typically having been the first port of call, and there has been general (but not complete) understanding among Labour Ministries of the rationale of involving national Ministries of Education in TACKLE activities. Given that a key part of the initial focus was on national child labour policy and legislative frameworks, much work remains to be done on the education aspects of TACKLE's agenda. In countries where IPEC has already established a solid presence prior to TACKLE, such as Mali and Kenya, the project was able to start focussing immediately on education-related issues. The same applies to Zambia where coordination groups had already been established and TACKLE had an active participation providing significant input in the revised national education policy of the country, which shows more clearly the importance that the project places on policy level interventions in the project countries. However, the MTR country reports also suggest that in some of the target countries, the child labour and education nexus is not always well understood by project stakeholders and sometimes by the Implementing Partners[16].

Under *Result Area 2*, a significant training and capacity development effort has been delivered by the project. This has including training in research, child labour laws, child trafficking, proposal writing, and child labour reporting organised at ILO's training centre in Turin, for labour inspectors and school inspectors, as well as training on child labour for tripartite partner organisations. In country training, consist of workshops dealing in educating teachers, volunteers, and the media about child labour. While most training and capacity development work appears to have met with good stakeholder/user satisfaction, the work has also served to underline the huge capacity development needs across the project countries, and this is an area where longer-term plans may need to be developed.

Regarding *Result Area 3*, most country programmes have focused mainly on formal and informal education. Kenya, Mali, Madagascar, and Zambia have made significant progress in improving school facilities and programmes, and with some initial promising results – for example in terms

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[15] Fiji, Jamaica, Kenya, Madagascar, Papua New Guinea, Sierra Leone, Southern Sudan and Zambia

[16] Examples are the Ministry of Labour stakeholders or education sector groups in some countries. In Guyana and Northern Sudan, for example, there is a need for increasing understanding at all levels regarding the importance of child education, or in Mali where the APs need to increase their focus on education activities that will support the fight against child labour.

of the school feeding programme and the number of children withdrawn in Kenya and the schools renovation work in Mali[17]. The results to-date in these four countries, and the strong pipeline of APs under development in some of them, indicates in part the inherited advantages that TACKLE has had in some of these countries that have a previous ILO presence. For a number of the other countries (e.g. Northern Sudan, Jamaica, and Papua New Guinea) it is likely that both the development and implementation of APs will be well behind these four countries, due primarily to the limited capacity levels in these countries. The pipelines of APs under development in Kenya, Madagascar, Mali and Zambia are impressive in terms of their diversity, interventions[18], target sectors and themes[19], as well as the varied number of Government ministries and actors (Ministries of Labour, Education, Employment, Agriculture, Health etc).

Under *Result Area 4*, the project countries have (since the project launch) successfully leveraged IPEC's global advocacy and awareness-raising activities, in particular *World Day Against Child Labour[20] [WDaCL]*. However the capacity levels in many governments have meant that much of the advocacy work initially foreseen towards political stakeholders under Result Area 4 was deemed not to fit the reality on the ground, and many countries have focused initially on awareness-raising work, though more awareness raising, knowledge generation and advocacy activities on CL[21] are waiting to be funded. A number of countries, as Zambia, Madagascar, Fiji, Kenya and Mali, have however initiated political-level advocacy actions.

Other results that are much less 'tangible' but no less important include the fact that through TACKLE the EC and ILO-IPEC have set-up TACKLE's approach and the IPEC child labour agenda approach in a series of new countries, within very different national contexts and in very different geographical regions of the world. Even if progress on pragmatic activities are behind schedule, one should not discount the increase in awareness and capacity levels to act on child labour issues within national institutions (e.g. Ministry of Education) in the project countries, representing an important step in the mainstreaming of the TACKLE's child labour agenda into the national education systems.

1.6   LEARNING AND EMERGING GOOD PRACTICE

A variety of learning points, as well as has some good practice, have been raised by stakeholders in the country review reports. A key learning point is the need to ensure that implementation timeframes are realistic and take account of capacity constraints on the ground, with most countries requesting additional time in order to compensate for the time lost to-date due to the delays described earlier. For example, Kenya, Zambia, Northern Sudan, Southern Sudan, Sierra Leone, Madagascar, Guyana and Fiji all have put the case for increased time being needed for the implementation of project activities in order to obtain quality outputs while ensuring their sustainability.

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[17] In Kenya, for example, some 520 children had been withdrawn under two APs by the end of the second reporting period and the school feeding programme in Kenya has benefited 780 children across 3 schools (as well as increasing school attendance levels). In Mali, renovation work has been carried out on school facilities under the Kenieba Gold Mining AP.

[18] Interventions include renovation of facilities, skills development, and awareness-raising.

[19] Sectors and priorities include information economy, fisheries, summer holiday courses, public health and hygiene etc..

[20] 2008, 2009 & 2010 World Day Against Child Labour.

[21] Including child trafficking, career guidance, etc.

Another lesson learned relates to **insufficient project staffing**, with Papua New Guinea, Angola, North and South Sudan, Zambia and Sierra Leone raising issue regarding inadequate human resources and the need to address this. Another learning point has been the need to provide **sufficient training and capacity building for all stakeholders and partners**[22], and including not only training on IPEC procedures and project processes but also on the overall global nature of TACKLE, its objectives, purpose and expected outcomes. Another learning point has been the need to provide strong **monitoring and evaluating of staff in charge of the implementation of the activities**.

Regarding **Good Practice and Success Stories**, some good practices were identified from the implementation effort to-date. Kenya has for example presented under Result Area 3 a very promising target action to combat child labour based on corporate social responsibility (CSR) as an option for improving schools and retaining children in the educational system. The concept is to encourage the corporate sector to "adopt a school". Also in Kenya, another good practice identified is the target action "Ilechekuti" (shepherd schools with evening classes), which helps ensure that children of pastoral families that have to work are not excluded from schooling and can share with their younger brothers and sisters' school's books and time for them to attend school too. Other examples of good practice raised by stakeholders during the MTR process included the comprehensive legislative review carried out in Fiji; the rehabilitation of some schools as well as the Holiday school initiative in Mali; progress in the ratification of ILO Conventions 138 and 182 in Sierra Leone; the cross-donor task force (involving for example the EC, the World Bank, UNICEF, and UNESCO); establishment of an advocacy group for free and compulsory education in Zambia; CSR activities in Madagascar (fertilizers provided by Guanomad) and Mali (SMS sent by Orange Mali during WDACL 2010);

The **diversity in direct services APs** can also be considered to be a **good practice** and may also be one area where TACKLE can test higher-impact and sustainable concepts.

1.7   CONCLUSIONS

Regarding **project relevance and project design,** the review findings confirm the relevance of TACKLE to the needs of the countries in which the project is currently active, as well as the broad stakeholder support for a project such as TACKLE. Nevertheless, it is important to mention that the capacity to adapt to local needs has to be carried out locally by the TACKLE National Coordinator and the National Steering Committee (and, where it exists, the National Project Committee).

In terms of **implementation experience,** the review has highlighted the challenges encountered, including challenges related to the country context (such as capacity levels within local counterpart organisations) and those at the project level (human resource constraints, capacity development support levels, new funding procedures under the results-based approach etc.). While a number of delays could hardly have been avoided (e.g. delays in the signing of partnership protocols), the factors underlying other delays – and in particular capacity constraints – will need to be addressed by the project, and recommendations are made in the following section.

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[22] For example, more training to strengthen the capacity of the Steering Committees to evaluate APs and to formulate priorities.

In terms of **results achieved to-date, TACKLE has recorded some promising results**, despite the significant implementation challenges**. This is especially the case in countries such as Kenya, Madagascar, Mali and Zambia, where the project is benefitting from earlier IPEC involvement in these countries. In some new IPEC countries, such as Fiji, progress to-date suggests that TACKLE will also record important achievements, for example in policy influence and mainstreaming. In general, the TACKLE programme has been achieving significant milestones across the twelve countries within the Result 1 and Result 2 project areas. In the case of Result 3, the direct action programmes have experienced some delays and thus most of them were still being implemented at the time of the MTR country-level fieldwork and reporting. As for the Result 4, all countries have celebrated the 2008, 2009 and 2010 *World Day(s) Against Child Labour (WDACL)*, but some activities were still pending at the time of this review[23]. However, based on the lessons learned to-date, it would be optimistic, if not naive, to expect that the project can 'catch up' within the remaining implementation period, and some challenges will in any case not go away, and recommendations on project duration are provided in the following section.

1.8   RECOMMENDATIONS

Based on the MTR findings, this section sets outs some recommendations for the project stakeholders. Recommendations are provided at a) the general project level and b) at the country level. Country-level recommendations are provided at the specific request of the EC and ILO-IPEC, and these recommendations are based primarily on the country reviews carried out by the national consultants. Given the participative nature of this MTR, it is important that these recommendations are reviewed, validated and adapted as necessary by the TACKLE project country stakeholders and the project co-ordination team.

1.8.1.   GENERAL RECOMMENDATIONS:

1. **Project monitoring and reporting:** Project monitoring and reporting practices do not appear to be providing a clear and user-friendly reporting on TACKLE progress, both at the general and country-specific level. We recommend that project monitoring and reporting templates are developed that allow:

    a. Regarding Project Monitoring, A **monitoring system** that allows easy updating of progress across project activities, including for example information on implementation status, time schedules, budget provisions, completion dates, actual expenditure, and contingency planning.
    b. Regarding Project reporting:
        i. country report sections that provided a clearer view of progress and not only a narrative account of progress
        ii. an overall general report section that includes:
        iii. Review by Result Areas
        iv. Review of progress (and experience/lessons learned) regarding the innovative and education-centred aspects of the TACKLE concept

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[23] More awareness raising, knowledge generation and advocacy activities on child labour, including child trafficking, career guidance truancy are planned and waiting to be funded

2. **Project communication:** To address some of the challenges regarding project communication, we recommend:
    a. Regular (e.g. twice monthly) progress calls with country project staff
    b. Group telephone/Skype conference calls to address common problems or provide rapid 'capacity development support' where needed.
    c. Development of a dedicated project website, with opportunity for country-level customisation
    d. Greater use of a web platform for experience-sharing and providing online support tools and resources
    e. Clear work plan updates from country staff, to allow the co-ordination team to plan their work and anticipate capacity support or feedback needs from countries (e.g. reviewing AP drafts etc.)
    f. More proactive signalling of problems or challenges by country staff to the co-ordination team

3. **Project staffing:** The MTR feedback suggests that staff is at least to some extent acting as a constraint on progress, in particular given the capacity constraints identified during the review work. We recommend that project stakeholders consider the following:
    a. Increasing the project co-ordination team to include 1-2 additional staff members. Suitable profiles should be defined by the project management but MTR finding would suggest a focus on child labour technical skills, preferably previous field implementation experience, good communication, people, and influencing skills, and ability to influence progress remotely.
    b. As part of the solution to country staffing and experience/expertise constraints, develop a staff resourcing solution that can address this in parallel with addressing the capacity development need in the project.
    c. One possible scenario could be to assign one additional person on a part-time or full-time basis to both the Pacific and Caribbean regions, to be used for increased onsite presence and ensuring faster implementation progress in Guyana, Jamaica and Papua New Guinea. Such persons could also carry out some of the tasks/functions of the Kenya Regional co-ordinator if deemed useful.
    d. Related to a., b., and c. above, assess whether specific project country teams have sufficient resources and experience to complete successfully the country work programmes.

4. **Country Work Programmes**: Regarding the country work programmes, we make a number of general recommendations:
    a. At a general level, work plans should be re-assessed for each country in order to ensure that they are realistic in terms of implementation experience and progress to-date. Some country work programmes, such as Papua New Guinea, are in urgent need of review and streamlining in order to better adapt to the conditions on the ground.
    b. For countries where baseline studies are still ongoing, these need to be completed as soon as possible and specific deadline commitments should be communicated to the Geneva co-ordination team

5. **Project Funding and Resourcing:** The MTR has identified a number of implementation challenges, some of which (e.g. more staff resources) will need funding to be addressed. In the case that additional funding is not a possibility, we recommend that the project explore the following:

a. Scaling down and/or streamlining of some country work programmes to better reflect country-level capacities and what can be realistically achieved in the remaining project time frame (and/or with a contract extension), in particular for Papua New Guinea but possibly also for a number of other countries.

b. Based on this review, and contracting and administrative rules permitting, transfer some of the country-level budget reduction to fund some of the recommendations above, in particular increased staffing.

6. **Project duration:** Given the current state of progress of the projects, there are significant arguments to recommend a project extension.

a. On the basis of the work still to be done in each country, and the workload related to the project management and approval system, an extension of at least one year is required, and an 18 month or two-year extension should not be excluded.

b. Should the MTR be used a process for generating adapted country plans for the remainder of the project, then we recommend that a project extension of two years is preferably put in place.

c. The justification for this recommendation is a) the reduced time frame for implementing APs due to the delays experienced to date, b) the fact that the significant capacity constraints will continue to mean that progress will be slower than assumed in the initial project planning, and c) the need to ensure that sufficient time is available to ensure sustainable outcomes form the APs.

7. **Good Practice Identification and Profiling:** The MTR findings suggest that countries have a limited capacity to identify and profile their own good practice, and that insufficient sharing of experience is taking place between countries. To address this, we recommend:

a. Increased focus on this in the project work from the co-ordination team, including for example facilitating bilateral contact and multi-lateral contact.

b. Developing work tools and platforms that will facilitate this work, specifically including:
   i. A good practices and success story template
   ii. And a global project website (with at least some parts available in the three project languages).

8. **Capacity Development:** To MTR findings have highlighted the scale of the capacity development challenge. To addressing this in an optimal manner, we would recommend:

a. Each country develop a longer-term view on capacity development needs and a country-level plan (target groups, needs, size of target groups/beneficiaries, delivery options etc.). This would allow the co-ordination team to see where synergies and economies of scale or scope might be made, including if online or remote delivery could be used more

b. Regarding delivery options, explore:
   i. Greater use of online training,
   ii. Greater use of train-the-trainer approaches
   iii. Where possible, avoid large-scale centralised training such as Turin, as it is likely that that country-based training can allow a greater number of beneficiaries to be reached, at less cost than using centralised training.

9. **Increasing TACKLE Visibility and Raising EC Visibility: We recommend that visibility of the project be increased through a dedicated website (as recommended above) and** a simple e-newsletter that can be used by the country staff to build visibility and interest in the project.

Building on some suggestions from the Geneva co-ordination team, a simple newsletter or e-bulletin would also be valuable in communicating progress across the countries and sharing good practices and successes, and building a sense of common purpose across the countries. Organised efficiently, this activity would not require significant additional staff resources (which could be addressed under a wider staffing increase and internal budget re-allocation).

10. **TACKLE – Innovative and Conceptual Dimensions:** Some further recommendations are provided below <u>for ILO-IPEC</u> with regard to the innovative and conceptual dimensions of TACKLE, which do not appear to be monitored under the current project work programme and monitoring and reporting.

   a. **Innovations and core conceptual tenets:** Related to the above comments on project reporting, we recommend a more pronounced work task area following the evolution of TACKLE as an innovative/conceptual experiment, including for example:
      i. Development of work tools and outputs that can help country stakeholders
         1. e.g. A short conceptual paper on the importance of education to tackling child labour
      ii. Development of a small number of Key Performance Indicators (for example, possibly tracking where/if/how TACKLE as a concept delivers added value or synergies).

   b. **Developing a longer-term framework for TACKLE's agenda:** Related to the above, we recommend that the EC and IPEC consider whether they envisage a long-term framework for development of TACKLE, and if yes what would that framework look like. This would involve answering a number of broad issues, including but not restricted to specifying how the EC and IPEC – and the MDGs child labour agenda in its own right- could benefit from a strategic development framework for TACKLE. Our view is that the EC for example stands to reap significant benefits from a long-term plan for a larger TACKLE initiative, and some examples of these benefits and synergies are outlined in a very summary manner below.

   c. **TACKLE as a laboratory:** Including the country and regional aid programmes (e.g. EDF) and the global thematic programmes (e.g. Investing in People) the EC is investing hundreds of millions of Euro in areas related directly or indirect to child welfare, including child labour. Regarding global thematic programmes, much of this spend is taking place via global call for proposals, where Non State actors feature prominently. While many of the project funds are deliverable valuable results on the ground, there may be a systemic risk that not enough are working with sufficient experience, and focus and 'staying power' on the overall legal, policy and regulatory framework, and the significant and long-term investment**.** In this respect TACKLE is interesting, given the importance focus on building dialogue and capacity within government ministries and institutions, in particular the national Ministries of Education beyond traditional ILO relationships with Ministries of Labour. Looking systematically for complementarity between relevant local actions financed by the EC can help increase the impact of TACKLE's work, while EC-supported actions on the ground (through programmes such as Investing in People) should be able to be benefit from TACKLE's work (e.g. new or reinforced legislation, new national policy and increased government commitment) by having increased sustainability prospects.

d. **TACKLE as a laboratory for Innovative Direct Action Concepts:** Related to the above recommendation, the review wonders whether there is value in providing TACKLE with a more explicit remit to develop and test innovative direct service models. As mentioned in the report, one possible longer-term impact for TACKLE could be to design and test direct service APs, and then work with the EC, local governments and other partners to scale proven models. In this respect, the EC's range of support programmes could provide a very interesting platform on which to build on tested concepts, for example by proactively building programme concepts and partner consortia to seek EC funding under such programmes as ACP specific programmes such as EDP national and regional programmes and in particular global thematic programmes such as Investing in People.

1.8.2. COUNTRY –LEVEL RECOMMENDATIONS

Based on the country MTR reports, this report sets out what we consider to be the most important recommendations from the individual country reports. In order to keep the report length manageable, these recommendations are provided in Section 6.2.1 of the report and are not repeated here.

2 ABOUT THE MID-TERM REVIEW (MTR)

2.1 ABOUT THE MID-TERM REVIEW

This report constitutes the Independent Mid Term Review of the TACKLE Project implemented in 12 countries. The purpose of the review as set out on the Terms of Reference (ToR), is to i) review the implementation of the IPEC project so far and consider any changes in strategy on the basis of emerging experiences, ii) examine current proposed activities and make an assessment of their potential contribution to the implementation of the strategy, iii) review the existing institutional set up and implementation capacity, and iv) propose adjustments in the project strategy where necessary.

The scope of the present IPEC review includes the project as a whole, including issues of initial project design, implementation, lessons learnt, replicability and recommendations for future strategic decision making of this project. The scope also includes project management and institutional set up, implementation process and the current strategy and achievement so far. While the review team has acted in an independent capacity, the review is under the management of the ILO-IPEC Design, Evaluation and Documentation (DED) Section in Geneva to ensure methodological consistenty and to whom the international consultants have reported throughout the review. IPEC project officials and the ILO Offices in the different project countries[24] have provided administrative and logistical support during the MTR assignment[25].

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[24] Angola, Fiji, Guyana, Jamaica, Kenya, Madagascar, Mali, Papua New Guinea, Sierra Leone, Northern Sudan, Southern Sudan and Zambia. For practical purposes, this report refers to twelve countries, counting North Sudan and South Sudan as two separate implementation environments. This is not in any way intended with prejudice or judgement on the evolving situation in Sudan, but simply to reflect that for the purpose of this mid-term review there have been twelve project implementation environments and twelve country-level review reports commissioned, upon which this global MTR report has been developed.

[25] For Angola, Papua New Guinea and Guyana, this has been its first experience on ILO-IPEC implementation and thus the PM lacked local ILO-IPEC support.

2.2   ABOUT THE TACKLE PROJECT

TACKLE is a project jointly launched by the European Commission (EC) and the International Labour Organisation (ILO) to fight child labour in Angola, Fiji, Guyana, Jamaica, Kenya, Madagascar, Mali, Papua New Guinea, Sierra Leone, Sudan, and Zambia. It has a total budget of more than € 16 million and started in March 2008, and it will be implemented over 48 months. The 12 countries were chosen on the basis of the joint EU-ACP commitment to eliminate the worst forms of child labour as stated in article 50 of the Cotonou agreement and because they are all in the lower half of the UNDPs' Human Development Index. The EC's contribution of €14.72 million, to support the twelve countries' efforts to end hazardous child labour and the grave violation to the rights of children, helps to move towards the achievement of the Millennium Development goals of universal primary education for all by 2015.

The overall objective of the TACKLE Project is to contribute towards poverty reduction in the least developed countries by providing equitable access to basic education and skills development to the most disadvantaged section of the society. The TACKLE purpose is to strengthen capacity of the national and local ACP authorities in the formulation, implementation and enforcement of policies to fight child labour in coordination with social partners and civil society. Thus close collaboration with ministries of Labour, Education and Social Affairs in areas such as curriculum reform, specialised programmes to reach out child labourers, teacher training, and mainstreaming into education sector plans are some of the characteristics of this programme.

The design adopted by TACKLE is to implement activities through vetted government and non-government partners, with only four result areas and basic outputs. The TACKLE project design is seen as a flexible design without any prescribed country activities, allowing stakeholders participation in identifying priorities and inputting their innovation. Even when the degree of design ownership and adaptation varies from country to country, each single country has followed two embedded main elements in its activities: a) to strengthen an enabling environment and b) to withdraw children from child labour.

The TACKLE project is based on four results that are interrelated and interdependent:

Overview TACKLE Result Areas and Selected Target Activities

| Result Area	Activities
Result 1: Country level legal framework prepared or strengthened where already in existence.	Mainly focusing on reviewing and/or assessing the existing legal framework in accordance with ILO's Child Labour Conventions Nos. 138 (1973) and 182 (1999). As well as reviewing and/ or assessing exiting legal framework in view to harmonising education and labour legislations. And complemented with reviewing and/or assessing the implementation and enforcement machinery with focus on Child Labour inspection mechanisms and Child Labour Monitoring.
Result 2: Strengthen institutional capacity leading to improved ability to formulate and implement child labour strategies	Mainly focusing on establishing and strengthening the capacity of: - The Ministries of Education to develop: a) educational policies and programmes, and b) curriculum and education methodologies - The Ministries of Labour to strengthen: a) relevant units within the ministry so that they can play an effective role in developing strategies on child labour, and b) the capacity to introduce, implement and enforce new legislation, as well as integrate child labour and education in relevant national plans. - National Statistics Offices - Other ILO key social partners such as workers' unions, employers and partner NGOs.
Result 3: Targeted actions to combat child labour designed and implemented to develop effective demonstration models	Through the use of proven and replicated models of good practices, the basic objective of removing children from work situations and providing them with an alternative would be achieved, as well as preventing vulnerable children from entering child labour. Such as i) Formal education and training interventions for the withdrawal of children from CL, ii) Formal education and training intervention for the prevention of children from entering CL, iii) NFE programmes for out of schoolchildren involved in CL, iv) Skills training programmes for older children involved in or at risk of being involved in CL, and v) Meeting needs of particularly disadvantaged children.
Result 4: Improved advocacy and dissemination of good practices to enhanced knowledge base and networks on child labour and education	Mainly focusing on strengthening mechanisms for knowledge sharing, in particular the knowledge generated from the TACKLE project (good practices), as well as the roles and responsibilities of social partners and civil society for influencing law and policy makers, and enhancing the content and quality of country programmes, which together with awareness raising in the communities about child labour would consolidate an effective advocacy and dissemination of good practices. Examples include i) developing knowledge base and strengthen networks on CL education issues, ii) support mechanisms for knowledge sharing, iii) relevant problem-oriented research on the innovative aspects of the project, iv) mobilising social partners and civil society, with the aim of building their role within the national dialogue and advocacy on education, v) awareness raising activities among the target groups on issues related to CL, and laws as applicable to their situation.

2.3   REVIEW OBJECTIVES & SCOPES

The **purpose** of the review, as set out in the Terms of Reference (ToR), is to review the implementation of the IPEC project so far and consider any changes in strategy on the basis of emerging experience, to examine current propose activities and make an assessment of their potential contribution to the implementation of the strategy, to review the existing institutional set up and implementation capacity as well as to propose adjustments in the project strategy where necessary. The **scope** of the review includes the TACKLE project as a whole, including its achievements to date and its contribution to the country specific efforts to achieve the elimination of WFCL. This review is focused on the activities that have been implemented since the start of the project to the moment of the review work in the country, including the action programmes and any preparatory work carried out for the implementation of the TACKLE programme. The project review focuses on project management and institutional set up, implementation process and the current strategy and achievement so far. This review has considered initial project design, implementation, lessons learnt, replicability and recommendations for future strategic decision making of this project.

2.4   OVERVIEW OF THE MID-TERM REVIEW APPROACH

The mid-term review approach included a detailed desk review of all components of the TACKLE project. The Mid-Term Review (MTR) has been carried out by i) a series of country evaluation (review) consultants, contracted by ILO-IPEC, and ii) an international co-ordination consultant team responsible for providing methodological inputs and guidance to the national consultants, using a as well as developing the overall MTR report. The MTR is based primarily on the country review reports from the country review consultants, as well as the co-ordination team's own desk research and selected interviews with IPEC staff in Geneva.

A schematic overview of the review approach is provided directly below. This schematic overview shows on the top left the TACKLE Country MTR process in detail, and on the bottom, the overall view of the TACKLE Global MTR process.

Overview Mid-Term Review Approach
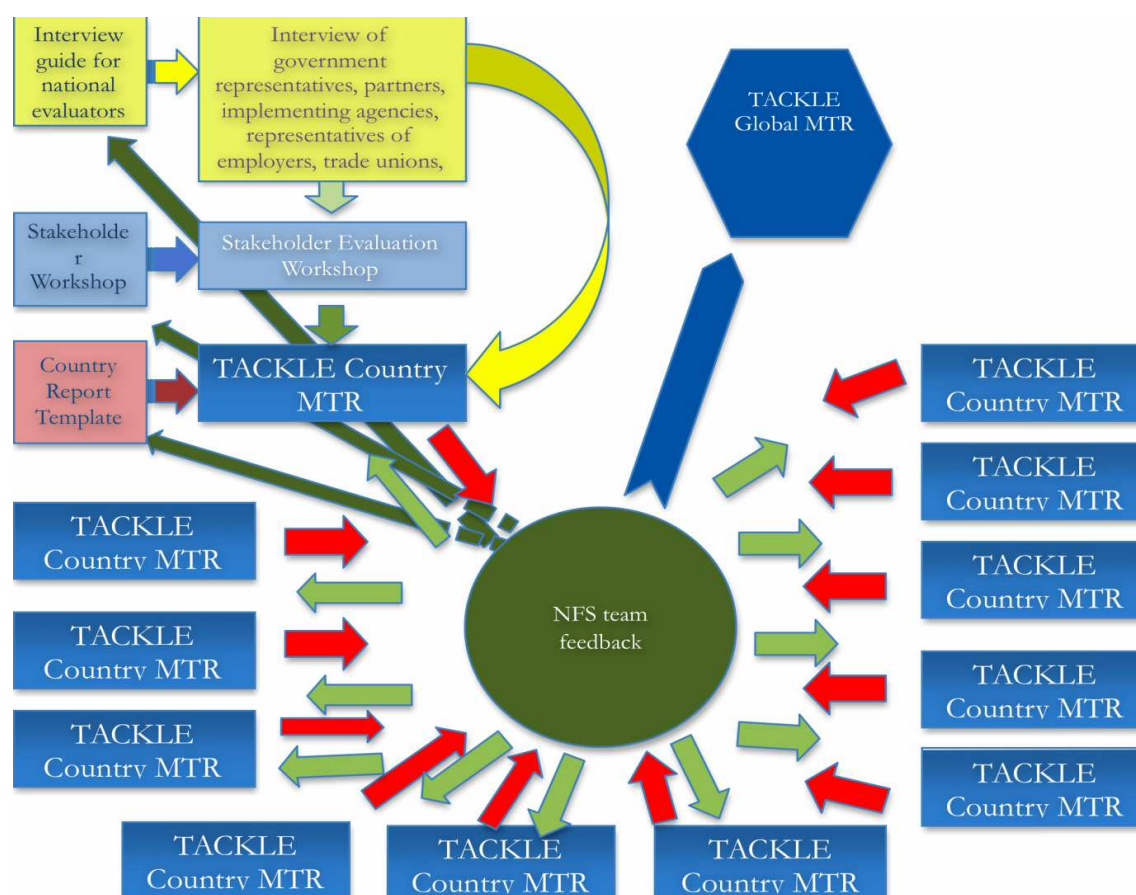
For the national review fieldwork and interviews programme in each of the 12 countries, New Frontier Services (NFS) staff created a semi-structured interview guide for use by the national review consultants. The national interviews programme and fieldwork included interviews with government representatives, partners, implementing agencies, professionals linked to the targeted sectors, representatives from trade unions and employers' organisations, children, parents of beneficiaries, and teachers. Each in-country interview programme concluded with a half-day country-level Stakeholder (Review) Evaluation Workshop. It should be mentioned that the TACKLE Country MTR of each country were reviewed and clarification on the information was requested to the country expert and provided to the NFS Team in order to get as much as possible clarity on the country situation.

3 PROJECT RELEVANCE

This section considers the relevance of the TACKLE project under three broad criteria:

- Relevance in terms of the need for such a project in the country or region

- Relevance in terms of national policy priorities and needs

- Quality of the design of the project.

3.1 RELEVANCE IN TERMS OF NEED

In several countries the stakeholders and the community in general have considered the relevance of the TACKLE project pertinent to the needs of their country, such as in Kenya, Madagascar, Mali, Southern Sudan, Zambia. These countries have also understood that although education is the most effective remedy to eliminated child labour, improving education alone will not be enough without addressing the root causes such as poverty, HIV/AIDS, and high rates of unemployment. This can be seen also in stakeholder feedback from some of the countries for the need for TACKLE's design to include an explicit income-generating dimension.

In other countries due to the lack of complete information or only partial statistic data, together with little understanding of the Child Labour definition, the relevance of the TACKLE project was somehow questioned particularly in Guyana. This has been mainly due to the choice of studies[26] presented as supporting inputs for the need of the TACKLE programme in the country, but also to the little understanding on the child labour issues. In the case of Fiji, the relevance has been only understood after the baseline research[27] which have "opened the eyes of the people to a problem which has been unknown, neglected or ignored", which shows the country's need for capacity building of not only stakeholders (government institutions and civil society organisations) but the community in general, and the need to have an action-oriented research. For Papua New Guinea, the cultural notion of child work and the definition of child labour have generated significant delay in the implementation of the TACKLE project, with a local commenting: "Child Labour is a white man's concept with a different ideological view to a Papua New Guinean". Also, in Jamaica, it was felt that the project was partially relevant but it does not match the country's perception of child labour where child involvement in family work is a cultural norm. This local perception is maintained by the scarcity of reliable data and statistics on the number of child labourers in Jamaica.

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[26] The 2001 Multiple Indicator Cluster Survey, The Ken Danns Rapid Assessment 2002 commissioned by ILO/IPEC/SIMPOC, and EDUCARE 2008 sponsored by Partners of Americas. The last two has only targeted children that were already working or had drop school.

[27] The baseline research is the first of its kind on Child Labour in Fiji.

For Angola, the country's needs regarding reconstruction and implementation of a democratic solid base provide the basis for the relevance of TACKLE not only at a local but also at a national level, in particular on the capacity building of government[28] staff, as well as staff from civil society actors. Other countries in a similar situation are Northern Sudan and Southern Sudan, where the conflict and post-conflict contexts require a heavy burden on reconstruction work, in particular for building local capacity, creating working links, and assessing and identifying national social, economic and legal frameworks for tackling child labour issues. A similar case is Sierra Leone, where the lack of socio-political and legal systems and institutions in the wake of the civil war creates relevance for TACKLE in terms of local needs.

From the above mentioned relevance to the country's needs, TACKLE is relevant across the twelve project countries, and with the important task ahead of building and/or enhancing capacity not only at institutional level but also at the community (grassroots) level.

3.2   RELEVANCE TO NATIONAL POLICY

The MTR desk research work and the country field review work confirm the relevance of the TACKLE project at the country level. These reports also show a different degree on the understanding of this relevance, while in some countries the project objectives and purpose were already mainstreamed into their policy as in the case of Guyana, Kenya, Madagascar, Mali, Sierra Leone, and Zambia. In other countries the TACKLE objectives have required to start from zero and develop all needed structures such as in Angola, and Northern Sudan. However, there is among the 12 targeted countries a different degree of legislation and implementation of the pertinent laws on Child Labour, as well as on their national policy.

In several countries such as Kenya, Madagascar, Mali, Sierra Leone, Zambia the relevance is based on the coherence between TACKLE and national policies, particularly the achievement of the Millennium Goals for Development (MDGs), the Initiative Education for all, poverty reduction, Decent Work, etc. In the cases of Madagascar and Kenya, government policy on education and the national guidelines on the work sector (Country programmes for decent work, and the National policy for Employment) are aligned with the TACKLE objectives. There is also relevance between the project's strategic framework and national plans of action for the fight against child labour, as in Madagascar, as well as in Papua New Guinea with the Lukautim Pikinini[29] Act (LPA), and in Sierra Leone with the Child Right Act (CRA) passed in 2007. In Mali, TACKLE objectives are consistent with the PRSP, UNDAF, the Education Sector Plan and national efforts on the development and validation of the National Action Plan against Child Labour. In Zambia, the TACKLE objectives have a far-reaching influence on the overall National Poverty Reduction Strategies and efforts. However, it should be mentioned that several countries have their policy agenda mainly focused on economic development (trade and economy) rather than social issues, such as Papua New Guinea's[30] government, and more effort (and resources) will be required in order to place child labour firmly within the country's social development agenda.

Most of the countries are in the process of including the existing institutional and legislative frame on the fight against child labour and education, and the acquired knowledge on child

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[28] ECOAR- training of near 40 teachers.
[29] Lukautim Pikinini is the Tok Pisin term for Child Protection
[30] The PNG government has not provided a report against the ratifications 138 & 182 to the Committee of Experts on the Application of Conventions and Recommendations (CEACR) since 2000

labour, particularly the results of national surveys on child labour, such as in Madagascar (2007), Mali (2007), Baseline Studies like in Fiji (2010), and the Child Labour analytical report published in 2008 and based on Kenya's Integrated Household Budget Survey (2005/2006).

There is also relevance in leveraging IPEC's experience in previous projects, such as in Madagascar through the IPEC projects[31] funded by the US Department of Labour and the French Government. In the case of Angola there is a fundamental need to reinforce the legal structure, and render the legislation of labour and education adequate to the needs of child protection. In the case of Fiji, the relevance of the project is focused on having attached particular importance on the legislative review with the expectation of providing support for harmonisation of Child Labour related laws not only to ILO conventions nos. 138 & 182 but also to the education & labour laws of the country, and their active implementation. In the cases of Northern Sudan and Southern Sudan, their country reports have not provided any information on relevance to their national policy. For Southern Sudan the lack of information could be justified by the January 2011 independence referendum, although in the case of Southern Sudan the mainstreaming of Conventions 138 and 182 in the Child Act (2009) and the draft Labour Law suggest that TACKLE is relevant to government policy against child labour .

TACKLE also represents a policy continuum for most countries, vis-a-vis past legislative enactment in the area of tackling child labour. The table below provides an overview of the situation regarding enactment of ILO Conventions 138 and 182 in TACKLE countries.

Country	ILO Presence Prior to TACKLE	Ratified convention 182 WFCL	Ratified Convention 138
Angola	Yes But interrupted by civil war	13/06/2001	13/06/2001
Fiji	Yes Regional office 1975	17/04/2002	03/01/2003
Guyana	Yes Since 1967	15/01/2001	15/04/1998
Jamaica	Yes Since 1962	13/10/2003	13/10/2003
Kenya	Yes Since 1960	07/05/2001	09/04/1979
Madagascar	Yes Since 1960	04/10/2001	31/05/2000
Mali	Yes Since 1960	14/06/2000	11/03/2002
PGN	No	02/06/2000	02/06/2000

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[31] ILO-IPEC Project ref. BIT-IPEC USDOL_RAF.

Sierra Leone	No	Not yet	Not yet
Northern Sudan*	No	07/03/2002	07/03/2002
Southern Sudan*	No	07/03/2002	07/03/2002
Zambia	Yes Since 1979	10/12/2001	23/10/1979

As can be seen from the above table, eleven of the TACKLE countries had ratified ILO Conventions 138 and 182 long before the launch of TACKLE[32]. However, while many of the TACKLE countries have enacted legislation bringing the ILO Conventions into national law, this does not mean that the provisions of these Conventions are being enforced. A key issue is that while the legislation is in place it is not being enforced, with for example inadequate monitoring and inspection of places of employment, due in part to a chronic lack of child labour inspectors. Another example is a lack of monitoring and enforcement of national legislation regarding compulsory education levels for children. A number of countries also have inconsistencies in their legislation with regard to child protection – one example is Kenya, where the legal minimum age for children to enter the work forces is 12 years, yet the law requires children to remain in compulsory education up to 14 years of age.

3.3   QUALITY OF THE PROJECT DESIGN

TACKLE's design has the ability to provide a solid and unify framework to all target countries with its four results pillars and at the same time flexible enough to provide each country with the optimal customization to implement the activities most relevant to their social and political needs, and the country's priorities as set by its government. This design capacity shows a well thought out experienced approach however for this design to be effective the country steering committee and the project manager need to have experience in Project Cycle Management as well as motivational and leadership skills not only to carry out the good implementation of the project but also to achieve the cooperation across governmental organisations and ministries.

Examples of the quality of the TACKLE programme design can be seen in the cases of Madagascar and Fiji, where there is a strong coherence between the objectives, activities and results. A key strength was that the APs (and mini-APs) were developed and agreed by all key partners, with all partners agreeing on the design and the validation of the draft AP objectives and expected results. The MTR findings also show that the TACKLE country work programmes in Kenya, Mali, Zambia and Sierra Leone have been well designed. In Madagascar and Fiji, the wide geographical reach of TACKLE's education-related activities distinguishes it from other initiatives addressing child labour in these countries. In Southern Sudan the activities have been logically coordinated, starting with strengthening of legal framework and moving to enhancement of knowledge however this ideal sequential implementation has not been respected across several countries as in the case of Papua New Guinea, Angola, Jamaica and Guyana where some of the

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[32] While Sudan has ratified Conventions 138 and 182, the results of the recent referendum will presumably require transposing this legislation into the legislative frameworks of Northern Sudan and Southern Sudan.

first elements such as base line studies have not yet been completed and the implementing process of activities has already started.

On the whole, the **feedback from the country MTR reports** on the project design and the mix of project components was positive, with only two countries highlighting challenges in this area. MTR country-level feedback showed that at least some stakeholders in Southern Sudan and Zambia considered that direct service APs focussed on withdrawing children from child labour had not considered how to address the income reduction problem generated for the families of these children, nor the provision of support services (e.g. capacity development, support services) to such families to explore new possibilities to generate replacement income.

In this regard, TACKLE's project design deserves significant praise from a process point of view - the mix of result areas, the opportunity for stakeholder/Implementing Agency (IA) to develop Action Programmes[33], and the various stakeholder consultation and governance practices are just some examples of how TACKLE has been designed to remain relevant to very differing country needs and child labour protection development levels. One area of weakness is that the project design and project plans and assumptions could usefully have been revisited when the additional countries (e.g. PNG, Guyana etc.) were added, in terms of seeking to develop assumptions about what this might mean for the project planning and implementation, and this has been a failing in the project and formulation process.

The project design is also highly consistent with the Paris Agreement provisions, entrusting the core responsibility for project achievement on the partner country institutions and stakeholders. On the other hand, it makes assumptions on capacity levels of project management and governance (e.g. Steering Committee formation and performance) that the initial phase of TACKLE's implementation suggests are too optimistic, with more proactive project management required in a number of cases at the country level and greater proactive contribution from key national stakeholders and organs such as the Steering Committees. While most of the APs have Income Generating Activities (IGAs) few of these activities include service options to support parents and families of withdrawn children to help them address their financial situation, for example providing services such as business support, microfinance support that include savings, and insurance and payment services, etc., an issue also raised by some countries during the review process[34].

3.4   CONCLUDING REMARKS

MTR desk research work and the national country reports confirm the relevance of the TACKLE project at the country level. TACKLE is highly relevant to national policy context and national objectives across the project countries, and in countries where the concept of child labour represents something of a new concept (e.g. PNG) the project design offers sufficient flexibility to adapt or customise interventions to bring in new education or awareness-raising activities. However, it is important to mention that the capacity to adapt to local needs has to be carried out locally by the TACKLE National Coordinator and the National Steering Committee (and, where it exists, the National Project Committee).

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[33] The Action Programmes have the regular guidance and inputs of ILO-IPEC.
[34] It should be notice that the inclusion of microfinance and income generation activities in the APs were left to the individual countries to decide.

As mentioned above, TACKLE has been designed to remain relevant to very differing country needs and child labour protection development levels, and this flexibility has become all the more important following the significant increase in country disparity following the inclusion of additional countries. TACKLE's project design deserves significant praise from a process point of view, and has sufficient in-built flexibility to work in countries where the implementation experience to-date has significant differences in levels of advancement and capacity levels regarding the development and implementation of policies and actions to combat child labour.

4   PROJECT IMPLEMENTATION

4.1   INTRODUCTION

This section of the report looks at the implementation of the TACKLE project up to the time of the launch of the MTR (May 2010). Before looking at TACKLE's implementation, it is important to first look at the generic implementation approach used by the project. TACKLE follows closely the classic implementation approach used by ILO-IPEC, and **it is important to place any assessment of TACKLE within the context of this implementation approach.** This approach is summarised in the following section of the report.

4.2   OVERVIEW OF THE IMPLEMENTATION PROCESS

TACKLE's implementation approach, based on the classic ILO-IPEC' implementation approach, can be seen to comprise the following core steps:

- **Step 1:** The first step in the process is the recruitment of the Staff for the global co-ordination team.
- **Step 2:** The second step is the signature of a partnership protocol between the EC, ILO, the Ministry of Labour, and the Ministry of Education.
- **Step 3:** Following signature of the country partnership protocol the project is launched and staff are recruited at the country level.
- **Step 4:** The next step is consultations and meetings with key stakeholders and a National Steering Committee (NSC) is formed, consisting of representatives of relevant line ministries, employers, workers organisations, NGOs, academic institutions and other development partners, to help determine where the project will initiate direct action programmes. NSCs are usually chaired by a senior representative of the Ministry of Labour, which also acts as secretary. This consultation process typically starts once the TACKLE National Coordinator (TNC) and the finance assistant are in place. The countries with child labour committees are convened to guide the project in prioritizing geographic areas and the forms of child labour to be addressed. The TNC also organises stakeholder workshops in order to obtain input from a wider groups of government and non-government organisations, as well as from representative employer and employee organisations.
- **Step 5:** The next step is to work with implementing partners to design action programmes that seek to remove children involved in the worst forms of child labour and provide them with educational, health and other services that will lead to a viable alternative to child labour. Also in this step is included the training of the implementing partners on project development, implementation and management as necessary.
- **Step 6:** Implementing partners implement the APs approved.

The table below summarises each of the above steps. **This implementation approach has a number of important implications for TACKLE**. As can be seen from the table, ILO-IPEC

are only in 'direct control' of the project implementation schedule at Step 1, where it can recruit the global co-ordination project team at the pace it wishes (with the only brake on progress being any challenges that might be experienced in finding the desired candidate profiles). Under Step 2, ILO-IPEC's power to dictate the pace of progress is very limited, and replies for the most part on persuasion and encouragement, with the key determinant of progress being the counterpart government's interest, commitment, and internal organisation to execute the preparatory work prior to signature of the partnership protocol. Under Step 4, ILO-IPEC probably has greater influence of the pace of progress, when compared with Step 2, but is still significantly dependent on the commitment and capacity of Steering Committee Members and other stakeholders to formulate child labour needs and priorities in a structured, coherent and timely manner[35]. Similarly, while ILO-IPEC has some influence over the pace of progress when Implementing Partners are designing and developing APs, the pace progress is also significantly determined by the capacity and organisation of these local organisations.

Overview TACKLE Implementation Process

Step No.	Key Action in Implementation Process	Level of Direct Control of ILO-IPEC over Progress
Step 1	Recruitment of core (co-ordination) project staff (Geneva co-ordination team).	High
Step 2	Signature of country partnership protocols between the EC, ILO, and the Ministries of Labour and Education.	Medium/Low
Step 3	Recruitment of staff at the country level.	High
Step 4	Organisation of stakeholder consultations in order to identify priorities for development of APs, Steering Committee set-up[36].	Medium
Step 5	Working with Implementing Partners to design the agreed APs as well as training them (as necessary) on project development and implementation.	Medium
Step 6	Implementing of approved APs by Implementing Partners.	Medium

Thus, while the ILO-IPEC implementation approach used by TACKLE has a number of key advantages, in particular the fact that formal commitment from the partner country is first secured and that implementation of actions to tackle child labour are driven by local organisations (thereby offering strong local ownership and enhancing long-term sustainability prospects), it does mean that ILO-IPEC has only partial influence over the pace of implementation and that this pace is significantly determined by the partner country. In later

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[35] During this step, the skill and experience of the project co-ordinator and other project team members is also an influencing factor, as well as the co-ordinators identity in the country, contacts and access to key government stakeholders, as well as (any) ILO presence and reputation and influencing power in the country.

[36] This consultation process can include input from national child labour committees in countries where these already exist, as well as other stakeholder workshops a wider range of government and non-government organisations and including representative employer and employee organisations.

sections, we will see that this has been a significant factor underlying TACKLE's implementation experience to-date.

4.3   TACKE IMPLEMENTATION – CHRONOLOGICAL SUMMARY

This section provides a short narrative account of the project's implementation and progress through the different steps in the TACKLE implementation approach outlined above. The TACKLE project was launched on 1st March 2008. By the time of this mid-term review (MTR) exercise, two technical progress reports (TPRs) had been submitted to the European Commission – i) TPR 1 covering the period March 2008 to February 2009 and ii) TPR 2 covering the period March 2009 - February 2010 (inclusive).

Regarding **recruitment of the global project co-ordination team (Step 1)** three members of the project team were recruited for the Geneva-based team, comprising a Chief Technical Advisor (CTA), a technical officer and a finance and administrative assistant. A new CTA came on board in early 2010, following the transfer of the previous CTA to other duties within IPEC. Regarding signature of the **Partnership Protocols (Step 2)**, discussions with most of the countries had been ongoing during the project formulation period. The partnership protocols are signed between the EC, the ILO, the Ministry of Labour, and the Ministry of Education. Obviously, the involvement of the Ministry of Education as a formal signatory partner brought a new dimension to this process.

As mentioned earlier, a fundamental underpinning of the Partnership Protocol is to create the framework for formal commitment and long-term ownership at the level of the partner country. However, getting to the point of protocol signature requires a significant investment from ILO-IPEC, in terms of time and networking, in order to foster an agreement on the partnership protocol, which will require discussion, awareness-raising, capacity building and in parallel building relationships with key government stakeholders. Furthermore, the partnership protocol process requires not only the agreement of the government (i.e. the ministries involved in the programme) but also the approval of the national parliament.

The table next page summaries TACKLE's progress through these first three steps, showing a) the timing of the signature of the partnership protocol with the country government and the country launch (shaded cell in blue), and b) the timing of the launch the TACKLE programme in the country and the recruitment of the TNCs[37].

From the table, it can be seen that approximately two months after the global coordination team has been in place Fiji and PNG became the first two TACKLE countries to sign the partnership protocol (May 2008). These countries were followed by Mali, while Kenya and Madagascar signed in July 2008. By the end of October 2008, twelve countries had signed the partnership protocol. Jamaica was the last country to sign, signing only in February 2009.

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[37] TACKLE National Co-ordinator (TNC), sometimes referred to as the National Project Officer.

Overview Timing of TACKLE Country Launch & Recruitment of National Co-ordinators

Legend:

	Signature of the Partnership Protocol (& TACKLE Country Launch
TNC	*Recruitment of TACKLE National Co-ordinator (TNC)*

Country	03/08	05/08	06/08	07/08	08/08	09/08	10/08	11/08	12/08	01/09	02/09	03/09
Angola						▓						
Fiji	T	▓		TNC								
Guyana	A						▓			TNC		
Jamaica	C										▓	TNC
Kenya	K		TNC	▓								
Madagascar	L E			▓						TNC		
Mali			▓ TNC									
PNG	S	▓		TNC								
Sierra Leone	T A					▓						
North Sudan*	R						▓					
South Sudan*	T						▓					
Zambia					▓	TNC						

* **Note**: North and South Sudan are co-ordinated by the regional co-ordinator in Kenya.

Regarding **Step 3** (recruitment of staff at the country level), project progress was constrained in a number of countries by delays in getting project staff recruited and in situ. In the case of Sudan this was due to the political context and a lack of resources allocated for project staff. The implementation of TACKLE was divided into Northern Sudan and Southern Sudan with a single project manager coordinating both regions and the Kenya TACKLE programme. The TNC in Kenya was in principle only supposed to work for the Southern Sudan and expected to concentrate on activities in the border area between Kenya and Sudan (refugee camps). However due to the request of the Government of Southern and Northern Sudan which both wanted to have project activities and obtain ILO support to address CL issues, two partnership protocols were signed for Sudan, which meant that the Kenya TNC and the project team in Nairobi had to deal with two governments on top of Kenya's work programme as no project manager position was allocated for Sudan. Moreover, Kenya's national project coordinator was helping to coordinate activities in both Northern and Southern Sudan on a voluntary basis, as these tasks were never initially considered for his role as Kenya TACKLE National Coordinator, and thereby affecting the project's performance both in Kenya and Southern and Northern Sudan.

In a project with twelve different implementing teams the process of developing each partnership protocol per country proved to be a slow and often protracted task, and with unexpected setbacks for the ILO-IPEC Headquarters in Geneva, and for the local representatives in each country. In some countries, the lack of an ILO/ILO-IPEC presence on the ground made the task considerably more difficult, requiring that some of the negotiations be carried out through

missions to the partner country[38] [39]. It should be mentioned here that at the beginning of the TACKLE project the governments of Guyana and Jamaica indicated that they were not prepared to launch the project[40].

Regarding **Step 4** (Stakeholder Consultations and Steering Committee set-up), TACKLE country staff were recruited on an ongoing basis after the partnership protocols were signed between ILO, the EC, and the national Ministry of Labour and the Ministry of Education in the respective project countries. As can be seen from the table above, the Tackle National Co-ordinators (TNCs) were generally recruited within the two months following signature of the Partnership Protocol. In PNG, Jamaica, and Zambia, the TNC was in place in the month following signature of the protocol, while in Mali the TNC was in place in the same month, while in Kenya delays in signing the protocol meant that the TNC was in place before the protocol was signed[41]. In Jamaica the TNC was in place three months after the Partnership Protocol has been signed, but the biggest delay was in Madagascar where six months had passed before the TNC was in place.

4.4   TACKLE IMPLEMENTATION CHALLENGES – MTR FINDINGS

The country level review work carried out the by team of national consultants involved stakeholder consultation and interviews on all aspects of the projects, including the overall project implementation process and experience. The MTR country reports identified a number of challenges and frustrations among country-level stakeholders with the implementation process to-date, and these challenges are discussed in this section of the report.

In this section, these implementation challenges are discussed in somewhat more detail, in terms of the nature of the challenge and in which countries these challenges manifested themselves. At a broad level, two types of implementation challenge are distinguished – a) implementation challenges related to the country situation/context and b) project-related implementation challenges. While a number of challenges do not fit neatly into one of these categories, it is helpful in allowing the MTR team to understand which challenges were more within the project team's control and which were less under its direct control.

The table below provides a summary of the key implementation challenges as reported by the country review consultants. It should be noted that this some of these country report findings regarding implementation challenges are not necessarily shared by the TACKLE co-ordination team in Geneva, and it is difficult for the MTR co-ordination team to comment conclusively on stakeholder feedback[42].

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[38] Either ILO officials visiting the country or TACKLE Staff meeting with the Diplomatic representation such as the Ambassador from the Angolan mission to the United Nations.

[39] As in Sudan, Sierra Leone and Angola, where there was no ILO/ILO-IPEC offices.

[40] According the first TACKLE TPR, the government of Guyana also publicly criticized the UN (and ILO specifically) for what it considered to be a lack of sufficient consultation with its relevant authorities when designing projects.

[41] A number of other delays experienced during the initial implementation phase. For example, the transfer of the Kenya TNC and regional co-ordinator (Mr. Minoru Ogasawara) from Geneva to Nairobi was delayed from March to June 2008 due to the post election violence in Kenya. While the co-ordinator was working from Geneva on a part-time basis there was nonetheless the inherent difficulties from not being in the field.

[42] Some of the differences between feedback in the country MTR reports and the views of the co-ordination team in Geneva may be explained by a number of factors. In the case of some complaints from country stakeholders of a 'lack of communication with Geneva' firstly, simply coming at the 'problem'
(footnote continued)

MTR Findings - Country Level Stakeholder Feedback Regarding Selected Implementation Challenges

	Ang.	Fiji	Guy.	Jam.	Ken.	Mad.	Mali	PNG	S. Leone	N. Sudan	S. Sudan	Zam.
Country-Level Challenges												
Country Understanding of CL		X	X		X	X		X				X
Unstable Political Situation					X	X				X	X	
Delays in Signing of Partnership Protocols			X	X				X	X			
Data Availability	X	X	X					X		X		X
Language Problems	X											
Project-Level Challenges												
Funding Challenges	X	X			X	X		X			X	X
Challenges related to Steering Committees			X	X				X		X		
Insufficient HQ–Country Communication		X	X		X							
HR Resources or Availability	X	X	X	X			X	X	X	X	X	X
Admin., Tech. Fin. Processes & Delays					X	X					X	X
Stakeholder Contribution & Co-ordination				X				X		X		
IPEC Understanding of Country Situation									X			
Lack of Sufficient /Consistent Govt. Prioritisation of CL			X		X		X	X				X
Missing TACKLE Components/Design Issues											X	X
Lack of Ongoing Monitoring			X									

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from a difference perspective with different information – for example one country may complain about delays in feedback or approval of APs submitted, but not realise that the TACKLE co-ordination team has to carry out this work for ten other project countries. In some cases, the level of progress in certain countries makes some of their views surprising[42]. Other factors may simply be raising issues in a manner to defend their own point of view – for example, one country may complain about bureaucratic procedures in part to deflect attention that they had to resubmit some APs several times to the co-ordination team until they were deemed of requisite quality.

Implementation Challenges Related to the Country Context

Challenges encountered in implementing TACKLE related to the Country Context included the following issues:

- Challenges related to the **host country understanding of child labour** were raised by six of the project countries. In some countries, in particular Papua New Guinea, the MTR findings point to a clear cultural barrier to local populations fully grasping the concept of child labour, a situation not helped by the fact that national legislation was somewhat unclear regarding child labour. This challenge in understanding the concept of child labour was shown in a number of MTR country reports to have created other challenges such as hostility on the part of local communities that did not understand why a local child has to go to school and, as they see it, 'let down' his/her family.

- Another challenge raised in the MTR country reports was **insufficient or inconsistent Government prioritisation of the child labour challenge** (e.g. Papua New Guinea, Kenya, Guyana, Mali, and Zambia). This challenge manifested itself in different ways, for example, child labour was considered by the national government as a much lower-order priority in PNG, while in Guyana the Ministry of Labour's **hesitancy to identify child labour as a problem** delayed signature of the partnership protocol. The country-level MTR feedback from Guyana also had some stakeholders raising the challenge of a lack of a proactive approach from the Ministry of Education. **Internal government contention as well as co-ordination deficits between government ministries** were additional challenges that delayed implementation in some countries, for example in Guyana, where significant time elapsed before it was finally accepted that the Ministry of Education would be a key part of the effort to tackle child labour.

- **Capacity constraints in counterpart governments** have been another important area of challenge for TACKLE - in Angola, for example, ILO has had no prior history (and hence no ILO presence and relationships for the project to leverage), while the issue of child labour represented a new concept for the Papua New Guinea government, necessitating therefore significant additional dialogue, awareness-raising, and capacity development. In Kenya, country-level stakeholder feedback showed that the lack of capacity within the Ministry of Labour was also considered a challenge.

- **Lack of a stable political situation** in the project country was flagged as an implementation challenge in four country reports - Madagascar, Kenya, Jamaica, Northern Sudan and Southern Sudan. This instability included post-election violence in Kenya, which delayed the beginning of the project. In Jamaica the security deteriorated when the government forces went hunting down drug barons. In Sudan, the project started while the general elections were taking place, with stakeholders anticipating likely further disruption in the run up to the January 2011 referendum. This has of course created ongoing security and safety challenges for the Sudan-based project staff and for the Kenya-based co-ordinator when travelling there.

- Another implementation challenge has been **delays in signing Partnership Protocols**, with the MTR reports for Guyana, Jamaica, Papua New Guinea and Sierra Leone highlighting this as one of the challenges experienced. These delays pushed back the project start and reduced the time period available to launch and implement the country work programme. These delays were due to numerous factors, including many of the issues raised immediately above.

Another factor has been the time that elapsed between initial preparations going back to 2006, and the actual commencement of the project (March 2008), hence the longer period of negotiation with the country government.

- A **lack of reliable statistics on child labour** was another challenge highlighted in half of the TACKLE country review reports, specifically Angola, Fiji, Guyana, PNG, Northern Sudan, and Zambia. Where data was available, it was sometimes outdated and no longer reflected the current situation in the country nor offered a sufficiently robust basis on which to build an accurate analysis of child labour incidence in specific countries. In at least one case (Zambia), some data did exist but project stakeholders were unable to again access to it.

- **Language problems** have been a challenge in the case of Angola, which has required significant translation work as ILO works in English, French and Spanish.

While the project has inherited a legacy of previous positive experience with ILO in countries such as Kenya, Mali, and Zambia, in other countries such as Angola, Papua New Guinea and Guyana the TACKLE project has been the first project after a long break in ILO-IPEC activities in these countries, not to mention the absence of an established ILO presence in these countries. Papua New Guinea (PNG) is one of the countries that best illustrates the challenge of the additional countries that were added to the original list of candidate project countries. Not only has the TACKLE project had to set up in a country where ILO-IPEC had no prior experience, but country-specific challenges have abounded, including physical and logistical constraints such as the lack of road infrastructure, PNG's language diversity, as well as the lack of any cultural concept of child labour (or even a definition of a child for that matter). The challenges with the road infrastructure have for example meant that transport costs for the project in PNG were as high as staffing costs (due to the need to resort to air travel).

Project-Related Implementation Challenges

Project-related challenges experienced during TACKLE's implementation included the following challenges:

- **Staffing constraints** was one of the recurrent challenges raised by stakeholders during the country-level stakeholder interview programme as can be seen from the table above. The county-level MTR reports tend to paint a picture of local project teams of insufficient staffing levels with the core TACKLE staff, changes in core project staff in a number of countries, but also challenges with securing appropriately qualified external staff – for example finding researchers with sufficient expertise to carry out baseline studies.

- **Funding-related challenges** were raised in seven of the country MTR reports (e.g. Angola, Papua New Guinea, Fiji, Madagascar, Southern Sudan, Kenya, Zambia): Some organisations have reported that they lacked available funds to implement the activities, and/or that funding mechanisms were either inadequate or not sufficiently effective (e.g. delays experienced in receiving the funds). Some Governments were reluctant to provide co-funding and a number have requested funding to cover the part of the project not covered by TACKLE. Some project activities were not budgeted at the outset and available funding proved later to be insufficient to cover such activities, for example a lack of funding for EU visibility in APs in Zambia. It is possible that some of the stakeholder feedback regarding funding challenges may relate as much to the process and timing for accessing TACKLE funding as much as the level of funding (see also further below), and probably reflects in part

frustration that the TACKLE does not following the same financing rules as many other IPEC projects, where part or all of donor funding is made available up front. In this respect, one wonders whether there was sufficient communication with country stakeholders in explaining the different funding rules under which this project would operate.

- A number of country MTR reports highlighted challenges related to the functioning of project structures or organs. In Guyana, Jamaica PNG and Northern Sudan stakeholder consultation during the review fieldwork signalled challenges regarding **National Steering Committees**. Problems included members of the Steering Committee not reporting back to their superiors, a lack of agreement between Committee members, inadequate decision making processes, or in some cases Committee members not having sufficient experience in implementing or evaluating project activities nor in implementing them. In Jamaica, the Steering Committee was only recently established, meeting for the first time in end of September 2010. In Northern Sudan, one challenge was the time taken to nominate representatives to the Steering Committee. In the case of TACKLE stakeholders, (e.g. Jamaica, Southern Sudan, and Papua New Guinea), they did not meet the standard format required nor manage appropriately project budgets. The country reports from Jamaica, PNG and Southern Sudan reported some challenges with respect to stakeholder contribution and co-ordination and/or involvement – for example, a lack of involvement of local representative stakeholders in Jamaica.

- Another project-related challenge was **administrative, technical, and financial** delays, attributed to somewhat bureaucratic processes and limited capacity of some project stakeholders and partners.

- The country review work has however identified both satisfaction and frustration among national stakeholders with the project's management and operating processes, particularly the facilitation of the needed budgets to begin the implementation of the activities as well as the **reporting practices.** These constraints are due in part to the limited experience of the stakeholders with the ILO-IPEC processes. In addition, as a direct result of the lack of skills and experience of the project partners, a large number of proposals for direct action towards Result Area 3 were of poor quality: either too ambitious in their scope, contained high administrative costs or strategies that were not sufficiently robust.

4.5   PROJECT MANAGEMENT & ADMINISTRATION

Staffing issues also appear to have been an important contributory factor to delays. The MTR review work suggests too much attention may have been focussed at the outset on the conceptual definition or work tools etc. (e.g. specifying for country teams what a policy review should cover) *relative* to the need to mobilise TACKLE country staff and get country operations up and running. In some countries where IPEC had not worked before, challenges were experienced in coming up with good candidates for the project teams (for example in Guyana and Jamaica). In Angola, for example, TACKLE doesn't have a finance person. In Sudan, the project doesn't have a project co-ordinator, rather only external consultants for technical implementation. Some improvements have been secured, for example the recruiting of a regional co-ordinator in Kenya, dealing with the six Africa countries, has helped the Geneva TACKLE co-ordination team to keep a handle on country operations and progress. For example, one IPEC Geneva staff member thought that with the benefit of hindsight more provision could have been made for staffing resources both for TACKLE Geneva co-ordination team, and for Angola, Sierra Leone and

Sudan. Stakeholder feedback from the country reviews also showed frustration with having only project manager to cover implementation in Kenya, Northern Sudan, and Southern Sudan.

Another area where some delay was experienced was regarding understanding the EC's expectations for **project reporting**, with the initial global work plan for TACKLE being replaced at the EC's request by detailed country-level work plans reporting, which led to some delay in submitting the first progress report. Overall, the MTR has found the TPR report to be somewhat difficult for obtaining a global and country level view of the projects progress, as well as a monitoring instrument for the performance of TACKLE 's key innovative aspects.

Regarding **financial management**, the project has been implemented under the results-based framework, which has represented a significant change for ILO-IPEC's financial system. Under this system, EC funding is drawn down on a stage payment basis, against specific milestones, with an initial 1st forecast pre-financing to cover preparatory activities (e.g. setting up office, hiring staff etc.) and with further payments instalments (2nd and 3rd forecast pre-financing) to be made as soon as IPEC has committed 70% of the previous instalment.

MTR stakeholder feedback shows that the linkage of funding to results under the results-based approach has proved a times challenging, with capacity constraints in project countries requiring Action Plan proposals to be redrafted and creating time delays, as well as the review of APs and general project administration has been consuming a very significant amount of the IPEC co-ordination team's resources in Geneva, to the detriment of other activities. Following the first financing tranche of EUR 3.2 million, the project was immediately short of money, creating cash flow challenges that required IPEC to initially finance the project from other temporary sources as well as delaying action programmes in countries or signing for shorter periods. Thus, while IPEC HQ did not want to delay or discourage action programmes being launched, this did upset TACKLE implementing agencies in the field and broke some trust[43].

The different rules for TACKLE also seem to have generated some of the funding-related complaints in the country MTR reports - for most donor-funded IPEC projects, donors typically pay all funding or a significant amount up front, or where not ILO allows IPEC to draw down funds from bank account before donor funds are paid in. Given that donor payments were outstanding on a number of other IPEC projects beyond TACKLE, ILO's treasury department was not able to permit IPEC to commit more money that what was on hand from the EC. Another factor which has at times created delays is that in project countries where a fully fledged ILO office does not exist, financial transactions are done through another UN agency and this has sometimes also led to some delays in payments. In some countries also, the feedback from the MTR country reports and country evaluators has suggested that some local stakeholders had a pre-expectation that they would be paid for their participation in project activities, which understandably created some frustration on their part when they realised that this was not possible.

The MTR findings suggest that despite the challenges and adjustment, the relationship between EC and IPEC has been constructive, with both sides showing flexibility and commitment to make it work. This can be seen in IPEC's revising the initial global work plan to create detailed individual (country) work plans and expenditure detail. Another example of flexibility was the

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[43] For most donor-funded IPEC projects, donors typically pay all funding or a significant amount up front, or where not ILO allows IPEC to draw down funds from bank account before donor funds are paid in. Given that donor payments were outstanding on a number of other IPEC projects beyond TACKLE, ILO's treasury department was not able to permit IPEC to commit more money that what was on hand from the EC.

EC's acceptance to count committed funds (i.e. funds committed for a specific project) as project expenditure. Repeated praise was forthcoming from members of the IPEC team in Geneva for the EC's willingness to understand the implementation context and the reasons underlying some of the delays. The EC was particularly credited by TACKLE staff for allowing IPEC to count commitments as delivery (at end of 2008/beginning of 2009), something that was considered to have helped significantly in the project implementation.

For IPEC project management staff, the decision to add a number of countries has had a very significant impact on the nature of the project, bringing a whole series of additional administrative challenges and country contexts that have added significantly to the project management and implementation challenge[44]. Project design and planning should in hindsight have been more realistic in terms of timescales and goals, taking into account how difficult it is to start project operations in countries where ILO-IPEC has not worked before. On the other hand the project design provides for significant flexibility within the 4 result areas, e.g. allowing for the hiring of staff in Angola and Sierra Leone. Significant work has also been required in further detailing out the project document, for example in developing performance indicators for the direct services parts of the country work programmes. Here IPEC has for example developed indicators and targets for children withdrawal and protection for each country, and EC has agreed to these proposals.

4.6   CONCLUDING REMARKS

This section of the MTR report has highlighted the various implementation challenges encountered, including challenges related to the country context (such as capacity levels within local counterpart organisations) and those at the project level (human resource constraints, capacity development support levels, new funding procedures under the results-based approach etc.).

TACKLE's near global scale (covering twelve countries in three continents / sub-continents) has represented a significant challenge in itself. On top of this, the project has had to deal with the challenge of countries at different levels of development. For example, Mali is very advanced in work against WFCL and the fundamental basics have been put in place - in contrast to other project countries such as Angola, a post-conflict country with no experience in addressing child labour issues prevented the project from developing action programmes targeting working children.

It is important to realise that in the case of a number of delay factors – for example delays in signing partnership protocols – there is probably not that much ILO-IPEC can do expect to optimise progress on its side, but it cannot control timing and response timeframes from country government counterparts. Moreover, pressuring the local government Ministries is hardly advisable if one is looking to build long-term cooperative relationships, goodwill and commitment levels that will provide a strong foundation for building TACKLE's success in subsequent years. However, while a number of delays could hardly have been avoided (e.g. delays in the signing of partnership protocols), the factors underlying other delays – and in particular capacity constraints – will need to be addressed by the project, and recommendations are made in the following section.

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[44] Four of the TACKLE project countries have had the benefit of previous ILO presence (e.g. Fiji, Kenya, Madagascar, and Zambia), while there are 6 countries where ILO-IPEC had no previous experience. In Mali and Kenya ILO do not have full offices but are operating on a project basis.

5   EFFECTIVENESS

5.1   INTRODUCTION

This section looks at the results achieved to-date by the TACKLE project.

Section 5.2 considers briefly stakeholder views on their countries activities and results to-date, while Section 5.3 provides an overall review of the status of implementation of TACKLE. In Section 5.3, the results are considered by Result Area, followed by some general comments and analysis on project progress. Section 5.4 deals with CLMS while section 5.5 and 5.6 deal respectively with good practises and lessons learnt

5.2   STAKEHOLDER PERCEPTIONS OF PROJECT EFFECTIVENESS

Given the challenges and delays experienced to-date, stakeholders' perception of the project results and effectiveness can be considered positive and depend on the results achieved, although they recognise the advantages of having implemented the activities carried out to-date in their respective country. For example, in Guyana, stakeholder perception of the outputs from Result 4 are quite positive given the relatively short implementation period and the understanding that due to the somewhat sensitive issues some time is needed to adapt the global programme to the local context. In Zambia the project has been effective in terms of benefits accruing to beneficiaries with regard to Results 2, 3 and 4, and the efficient use of resources particularly for Result 3. However, it should also be noted that a number of stakeholders interviewed during the country interview programmes were not able to comment about TACKLE as a whole, as the lacked an overall view of the project's objectives, activities and targeted results.

MTR stakeholder feedback shows that the learning curve of implementing TACKLE during its initial phase has proven to be a significant challenge, particularly at local level but most stakeholders believe that that the lessons learnt will enhance what many in many respects is a promising development of the project. **Country stakeholder stakeholders perceptions of the project progress remain largely positive** despite the challenges experienced to date, and most stakeholders remain convinced that TACKLE can build on the results achieved to-date and achieve its goals by project end. However, many country review reports emphasise the need to revisit the project duration in the light of the time lost through the delays experienced to-date.

5.3   GENERAL ACHIVEMENT OF TARGETS – BY RESULTS AREA

The results obtained by TACKLE are summarised below by project Result Area.

Result 1: Reviewing the legal framework

Regarding R1.a (*Revised existing legal framework and/or assessed in view of facilitating the legislative process*) and R1.b (*Assessed legal framework on education and ILO Child Labour conventions 138 and 182 mainstreamed*) it is important to point out that 11 out of the 12 project countries have previously ratified the ILO Child Labour Conventions 138 and 182, except for Sierra Leone, and they all have in one form or another a legislative framework on Child Labour that has undergone some level of harmonisation in order to comply with the ILO Conventions.

The table below summarises some of the principal results by country under Result 1. In spite of the diverse levels of national policy and legal framework of the targeted countries, the Result 1 focus on the preparation and/or the reinforcement of the Country level legal framework with three fixed project activities and actions has been successfully implemented across most 12 countries. Under Result 1, significant progress has been made in revision and/or assessing the existing national legal framework in order to elaborate legal frameworks that are consistent with the ILO Conventions. Of the 12 countries all have initiated activities except Angola, Guyana and Northern Sudan. In the case of Angola and Northern Sudan the implementation process has taken longer but these countries have already carried out a number of the steps including stakeholder consultation, putting in place the initial planning management structures and defining the technical advisory requirements. For Guyana the Result 1 activities and deliverables are not clear and need a further explanation, though some suggestions have been put forward as activities and actions for this Result Area.

For the other 9 TACKLE country programmes, (Fiji, Jamaica, Kenya, Madagascar, Papua New Guinea, Sierra Leone, Southern Sudan and Zambia) different activities have been implemented by all of them as part of the process to accord with the ILO Conventions Nos. 138 and 182. These activities have varied in number and sector and were structured according to their respective country needs. An example of the local adaptation of the TACKLE programme is the use of this programme to support the development of their national list of Hazardous work (Fiji, Southern Sudan, and Zambia) and to update the national list in Mali. Another adaptation of the TACKLE programme to fit local needs is the support provided to the Ministries of Labour and Education in the development of national plans, as in the case of Kenya or in the recommendations on the legal framework relating to child labour in Jamaica, Mali, Papua New Guinea, and Zambia. In the case of Sierra Leone work under this Result Area 1 has supported the ratification process of the ILO Conventions 138 and 182.

However, it should be also mentioned that in some of the countries (Guyana, and Papua New Guinea), the stakeholders struggled to find these objectives relevant due to the lack of understanding on the complexities of the child labour issue and the limited or non-reliable statistics to support discussion on the nature and scale of child labour incidence. This lack of understanding is also linked to the limited technical and institutional capacity of the partners.

For the most part, the introduction and relationship building path of TACKLE in the project countries has seemed to work, with the Ministry of Labour typically having been the first port of call, and there has been general (but not complete) understanding among Labour Ministries of the rationale of involving national Ministries of Education in TACKLE activities. Given that a key part of the initial focus was on national child labour policy and legislative frameworks, much

work remains to be done on the education aspects of TACKLE's agenda. In countries where IPEC has already established a robust presence prior to TACKLE, such as Mali, the project was able to start focussing immediately on education-related issues. The same applies to Zambia where coordination groups had already been established. However, in most of the target countries, the child labour and education nexus is not well understood by the donor and education sector groups.

Overview Activities & Results Reported under Results Area 1

RESULT1	1.1 Revise and/or assess existing legal framework to elaborate legal framework which accords with ILO Conventions Nos. 138 & 182.	1.2 Revise/assess existing legal framework to harmonise education & labour laws.	1.3 Revise and/or assess implementation mechanisms, especially on CL inspection & CL monitoring.
Angola	Angola has so far not implemented any action under this Result but has already obtained: • Obtained acceptance of the TACKLE project by the different stakeholders • Constituted the National Commission for the ILO.		
Fiji	• Review of legislative & policy framework completed. • Legislative Review Report tabled for discussion in tri-partite forum (Employment Relations Advisory Board). • Discussion in ERAB towards elaborating a list of hazardous work & list of light work for Fiji.	• Legislative Review recommendations submitted to Ministry of Education for consideration in review of Education Act. • Recommendations submitted to Ministry of Education for its proposed child protection policy.	• Recommendations submitted to Department of Social Welfare for its Standard Operating Procedures (SOP).
Guyana	R1 deliverables and activities need to be clarified, but stakeholder discussions so far have generated the following suggestions for activities: • Development of a document that groups and explains all child-related laws (including child labour laws) for easy reference and training purposes. • Development of a recommendations document based on the assessment of other child labour laws for implementation by the MLHSSS and Govt. of Guyana		
Jamaica	• An update and recommendations on the legal framework relating to child labour was requested through the development of a ToR and a consultant hired to undertake this activity, which has already had two extensions and it was due for September 2010.		
Kenya	• The Ministry of Labour Mid-Term Plan has been finalized and launched in August 2009 and child labour is now mainstreamed in the Ministry of Labour Strategic Plan	• Mainstreaming child labour in Kenya Education Sector Support Programme (KESSP) II by the Ministry of Education who has taken up child labour in various investment programmes for the next phase (2012-2017) but Non-formal education policy has been finalized yet.	None
Madagascar	• Analysis of the Decree 2007-563 on the child labour was carried out through meetings and workshops; • 2 Law projects were prepared: one decree project amending the Decree 2007-563, and a bill amending the law on the Labour Code 2003-044	Waiting to be rolled out	Cancelled
Mali	• An updating of the list of "Hazardous work for children" was carried out and completed.	• Study on the implementation of the Conventions 138 & 182 has been conducted since October 2009 in the framework of the review of existing legal framework on child labour and education.	

RESULT1	1.1 Revise and/or assess existing legal framework to elaborate legal framework which accords with ILO Conventions Nos. 138 & 182.	1.2 Revise/assess existing legal framework to harmonise education & labour laws.	1.3 Revise and/or assess implementation mechanisms, especially on CL inspection & CL monitoring.
Papua New Guinea	• The review document assessing the Policy and Legal Framework on CL is nearly finalised • The document with the recommendations from the assessment report is currently been finalising and expected to be ready by the end of July.	• Review document assessing both formal and informal education policies, legislation and strategies and labour Policies and strategies to identify gaps and formulate recommendations for legislative and policy changes would be done by the supplementary adviser requested to ILO	• Provided CL monitoring workshop for labour inspectors in Lae Morobe, but still pending the CL monitoring workshop for school inspectors. Still pending: • Draft inspection manual for labour inspectors • Training on use of labour inspection manual • Draft inspection manual for school inspectors • Training on use of school inspection materials
Sierra Leone	• The ratification process of the conventions 138 and 182 is not yet completed but it is at a well-advanced stage with Ratification documents having already gone through Cabinet and received its approval, and now needing the parliament's final vote. All other activities under Result Area 1 are post ratification activities and therefore subject to the ratification of the ILO conventions.		
North Sudan	No activity has yet been formulated on this Result though the project has done the consultation among all stakeholders and the initial planning management structure, as well as the technical advisory requirements have been set up.		
Southern Sudan	• Southern Sudan Labour Law developed. Section 138 and 182 of ILO convention regarding the minimum age for employment and prevention and elimination of child labour has been included in the Labour Law. • Terms of Reference developed for supporting the Ministry of Labour in the development of the list of hazardous work in Southern Sudan.	• Terms of Reference developed for review of the policy and legislation framework on education and endorsed by Ministry of education, awaiting the hire of a consultant	
Zambia	• A report on the Desk review of the legal framework was completed and shared with stakeholders. • The draft child labour hazardous list & the National Action Plan on child labour were finalized with inputs from the project. The documents await Government approval. • A report on the assessment of the implementation and enforcement machinery was completed at Headquarter levels only. Consultations were started for field level assessments through a national stakeholder workshop. • Participation and inputs in National policy review processes at national level are ongoing. Results are long term and not immediate	• An assessment report on limitations on access to basic education impacting on child labour was completed & the Project facilitated presentation of report findings by an Advocacy Group to Parliament.	

Result 2: Capacity Building

Regarding R.2.a (*Strengthen institutional capacity in order to develop the organisation's ability to formulate and implement child labour strategies*), work under this result Area is mainly focused primarily different trainings and workshops on particular issues regarding child labour, and on the capacity development needs of stakeholders, for example: building capacity in the Ministry of Education, developing curricula and educational approaches for integrating the elimination of child labour, enhancing formal and informal education and strengthening or developing skills training, developing strategies with the Ministry of Labour to eliminate child labour and developing capacities to introduce and enforce new legislation and integrate child labour and education at national level, or supporting the national statistics office in collecting information on child labour, providing training and guidance to labour inspectors, as well as capacity development to social partners (employers and workers organisations) in order to enhance their respective capacities to influence policy dialogue on the elimination of child labour.

Each country, with the support and advice of the national Steering Committee (or at the request of a key ministry), has chosen to implement the activities that suited their capacities and experience. This capacity building at both governmental level and at civil society level is an ongoing process that will require action in the various TACKLE project countries beyond the lifetime of TACKLE. As has been shown with the countries that have previous experience in working with ILO-IPEC projects (e.g. Kenya, Madagascar, Mali, and Zambia) governmental structures such as the National Steering Committees and Child Labour Units have already been put in place. However, it is clear that the implementation of these or other structures do not constitute on their own a sufficient response for tackling child labour.

The table below provides an overview of results to-date under Result 2. TACKLE has placed an important emphasis on building the capacity of both government and non-government partners, with such activities included in the design of the project the training activities and workshops. This capacity building work is one of the few activities that have been carried out across all project countries to-date. Across all countries there have been two types of capacity development carried out: a) courses at the ILO-ITC training centre in Turin, and b) capacity development activities at country level on relevant specific subjects such as how to conduct rapid assessments (e.g. Guyana and Jamaica), training for labour inspectors, capacity building for social partners (e.g. Madagascar), training for the statistics institute staff, training for Child Labour unit staff, employers federations and trade union confederations (e.g. Jamaica), training on work plan development for project stakeholders (both government and CSOs), training on child labour and education, education for all, elimination of child labour (e.g. Southern Sudan). Some key activities to leverage capacity development carried out (e.g. manuals for carrying out labour inspections and schools inspections) are currently pending in PNG.

While most training and capacity development work appears to have met with good stakeholder/user satisfaction, the work has also served to underline the huge capacity development needs across the project countries, and this is an area where longer-term plans may need to be developed. It is worth emphasising the linkages and synergies that can be generated between project activities and stakeholders, and that these linkages can enhance stakeholders' participation and increase local ownership. A case in point is the implementation of a workshop in Madagascar to educate and raise awareness among possible project stakeholders on the child labour challenge and on the challenges of building capacity among civil society actors, employer and worker organisations. One of the workshop outcomes was one local business owner volunteering to use his own company (Guanomad) to develop an income generating activity for the parents of children withdrawn from child labour that work on agriculture. Thus the outcome

of a Result2 activity ended up leading to a success story and good practice in the making in the Corporate Social Responsibility (CSR) sector under Result 3.

It is important to mention that Angola has not yet implemented any capacity building activity or actions due to the fact that they are still on the process of receiving, assessing and restructuring the action programmes, with four action programmes to be presented for funding under the TACKLE project.

Overview Activities & Results Reported under Results Area 2

RESULT 2	2.1 Strengthen or develop capacity of Ministry of Education to produce education policies & programmes.	2.2 Strengthen or develop capacity of MoE to produce curriculum & education methodologies in both formal & informal sector.	2.3 Assess & strengthen monitoring of school-based attendance.	2.4 Strengthen units in Ministry of Labour to enable them to develop CL strategies.	2.5 Support MoL to build capacity to introduce, operationalise & enforce new legislation & to integrate CL & education in national plans.	2.6 Build technical capacity of Nat. Statistics Office to ensure that information on CL is gathered as part of national education data collection efforts.	2.7 Strengthen capacity of key social partners to enable them to take part in policy dialogue, practice in their own organisations, & in implementations of strategies.
Angola							
Fiji	• Capacity building at ILO-ITC, Turin. Officials who have participated in this training: MoE 1; Fiji Teachers' Union 2; Fiji Trades Union Congress 1; Fiji Employers' Federation 1; MoL 1; Fiji Police Force (Juvenile Bureau) 1; Dept. of Social Welfare 1; Fiji Is. Bureau of Statistics 1; & Save the Children Fiji 1. • Institutional strengthening on conducting CL research in Fiji. Research training workshops conducted by Senior Statistician from Statistical Information & Monitoring Programme on Child Labour (SIMPOC), IPEC, Geneva. • Research steering committee established with representatives from Fiji Islands Bureau of Statistics (FIBOS) & TACKLE Project Advisory Committee (PAC). • FIBOS & Ministry of Agriculture include means to obtain CL information through National Agricultural Census. • CL module incorporated in National Labour Force Survey 2010 – 2011. • Capacity building for Inspectors/Officers from MoL, MoE, Dept. of Social Welfare & ILO social partners on developing strategies to address CL. CL Divisional Training Workshops held throughout Fiji. • Framework for National to District level CLMS designed. CLU concept has been developed in MoL to strengthen implementation of labour legislation.					
Guyana	• TACKLE Guyana TNC and two (2) Occupational HSOs of MLHSSS participated in Training in Turin, Italy in Aug/Sep/09 on Education for all and CL Elimination. • 30 persons from MLHSSS and MoE and Workers organisations as well as a few civil society groups undergo training conducted by Specialist attached to the ILO Statistical Information Monitoring Program for Child Labour-How to Conduct Rapid Assessments. • Contract for conduct of Review of Capacity of MLHSSS completed and signed. Scoping interviews with Human Services started. • Capacity Building session on Child labour held with Staff of the Child Care & Protection Unit (May 18) • Session held with Senior Staff of the Training Unit of the MOL Inspectorate, on Child labour(May 14) • Session on Child Labour held with Human Resource Managers and other Employer representatives, June 11					
Jamaica	• TOR developed and contractor hired. Consultations held and comprehensive report with recommendations submitted to Geneva in Feb. 2010. • Limited contact/working relationship with representatives of the MoE.					
Kenya	• Training of government officers in the ILO Training Centre, Turin (12) • Extension officers in the Ministry of Agriculture were trained, ministry has mainstreamed child labour in its planning and training operations; MoE is taking steps towards implementing the Non-formal education policy of 2006 • Reviving the National Steering Committee on Child Labour has strengthened decision making in the sector • Training of Non–Formal Education Teachers, School/Centre Managers, and Education Field Officers and Government officers in Mombasa and Kisumu on Elimination of child labour to interpret and teach contents of the Life Skills Curriculum on elimination of child labour (developed in a previous project) • National workshop on mainstreaming child labour Stakeholders working towards mainstreaming child labour in their institutional operations • Exchange visit for MoE on financing and managing non-formal education in Ethiopia has provided inside on non-formal education and the NFE policy has been finalized, and it will be launched soon. Process has started on developing implementation framework for the National NFE Policy, already factored in KESSP II					

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RESULT 2	2.1 Strengthen or develop capacity of Ministry of Education to produce education policies & programmes.	2.2 Strengthen or develop capacity of MoE to produce curriculum & education methodologies in both formal & informal sector.	2.3 Assess & strengthen monitoring of school-based attendance.	2.4 Strengthen units in Ministry of Labour to enable them to develop CL strategies.	2.5 Support MoL to build capacity to introduce, operationalise & enforce new legislation & to integrate CL & education in national plans.	2.6 Build technical capacity of Nat. Statistics Office to ensure that information on CL is gathered as part of national education data collection efforts.	2.7 Strengthen capacity of key social partners to enable them to take part in policy dialogue, practice in their own organisations, & in implementations of strategies.
Madagascar	• Participation of the Director of the Office of Mass Education and Civics (OECM) from the MoE (MEN) to the training carried in Turin, Italy (30/08/09 to 04/09/09) • Preparatory meetings on the validation of the workshop and report assessing the needs of the MoE (MEN) and supporting the development of policies and programmes related to the elimination of CL as well as the integration of CL in the curricula and methodology; • Evaluation on the Number of School Districts (CISCO) / schools that identify children at risk: 24 schools evaluated / 06 schools identified children at risk • Number of teachers trained: 130 females / 360 males • Evaluation of the monitoring school systems is taking place • A study on the current structure of the fight against child labour was performed in order to analyse the institutional effectiveness. • Capacity building of INSTAT (L'Institut National de la Statistique de Madagascar) carried out, with three technicians trained in collecting and analysing data on CL. • In the frame of the MFPTLS reinforcement 74 females /110 males Labour Inspectors have been trained • A regional Committee for the Fight against Child Labour has been established in the Analanjirofo region. • A training on the reinforcement of capacities was carried for social partners such as employer's organisations and workers organisations (51 females/50 males) • An action programme is being finalised with the CTM (Union trade platform)						
Mali	• A needs assessment on developing training plans, programmes and materials such as the Ministry of Basic Education Literacy and National Languages was preliminary made at the national workshop of ownership and operational planning activities of TACKLE Mali. • The capacity of representatives of the agriculture and trades on education and CL in connection with the method Work Improvement in Neighbourhood Development (WIND) had been strengthened with the training of 46 volunteers, caravan information and awareness in the circles of Fana and Niono and the city of Segou. Carried out jointly with the WIND and RAF/06 projects (IPEC's French Government funded projects). • The national director of the Child Labour Unit and the national director of the promotion of child and family participated to the Training in Turin (Italy) on the Child Labour reporting in November 2008, and now they are responsible for compiling reports on the implementation of international labour standards						
PNG	• Consultations held with Curriculum Division from the MoE to identify opportunities to mainstream CL in the Curriculum. • Draft ToRs on developing supplementary curriculum materials for formal education, at all levels including non-formal education have been provided to ILO Geneva but have not yet been approved. • There have been some discussions with Divine Word University, Madang to include social work students to complete SCREAM training. In addition Caritas PNG after discussions with the National Project Coordinator want to include SCREAM methodology in their AP. • Training on labour inspection and child labour was provided to labour inspectors and provincial labour inspectors in Lae. • Training on labour inspection and child labour was provided to provincial labour inspectors in Lae. • The Project Advisory Committee (PAC) was established in June 2009 • The Decent Work Country Plan was finalised in May 2010 and included Child Labour concerns. The Draft Employment Act and Industrial Relations Act are currently in draft form and the TACKLE Project expects to provide input on the issue of CL, in particular the age of eligible work for children. • Three members of the DoL have been sent to ITC training in Turin regarding child labour reporting. • On the inclusion of child labour indicators in the 2010 national census, discussions were held with National Statistics Office, however the census has been delayed to July 2011. Another option would be to include CL questions in their annual school survey. • Training of employers and workers organisations and NGOs was carried in 2009						

RESULT 2	2.1 Strengthen or develop capacity of Ministry of Education to produce education policies & programmes.	2.2 Strengthen or develop capacity of MoE to produce curriculum & education methodologies in both formal & informal sector.	2.3 Assess & strengthen monitoring of school-based attendance.	2.4 Strengthen units in Ministry of Labour to enable them to develop CL strategies.	2.5 Support MoL to build capacity to introduce, operationalise & enforce new legislation & to integrate CL & education in national plans.	2.6 Build technical capacity of Nat. Statistics Office to ensure that information on CL is gathered as part of national education data collection efforts.	2.7 Strengthen capacity of key social partners to enable them to take part in policy dialogue, practice in their own organisations, & in implementations of strategies.
	• On the training to civil society through engaging Consultative Implementation and Monitoring Council (CIMC), work has been done with a reference group of the CIMC "People Against Child (sexual) Exploitation (PACsE). • Discussions have been held with the Vice Chancellor of the University of PNG on the establishment of a certificate course on child labour and education.						
Sierra Leone	• TACKLE National Technical Steering Committee established • Child Labour Unit has been created within the Ministry of Employment • Child labour and EFA Workshop not yet conducted nationally, but some international trainings on the subject are being supported by TACKLE. • Workshops on how to raise CL awareness, and another one on proposal development for IPEC has already been conducted with key partners and the media. • Review of school attendances not yet done • 2 people (one from Ministry of Employment and 1 from Statistics Sierra Leone) have participated in statistics training in Turin. 1 Officer from the Ministry of Agriculture was trained on Tackling WFCL in Agriculture, and another officer from the MOELSS was trained on the Labour Dimensions of Trafficking in Children. • No mini programmes undertaken so far under R2, one to be implemented soon with the Labour Congress to train their affiliate members on child labour issues.						
North Sudan	• Training on economic reintegration of children formerly associated with armed forces and armed groups (CAAFAG) and other vulnerable children (OVC) Khartoum, Northern Sudan, 06-10 December 2009. The target audience were organisations implementing programmes with children formerly associated with armed forces and groups on the frame of the Disarmament, Demobilization and Reintegration (DDR) programmes in Northern Sudan.						
Southern Sudan	• Workshop for training of trainers on economic reintegration of children and youth formerly associated with armed forces and groups was delivered to 25 participants from government, UNICEF, NGOs working on reintegration of demobilised children • Training on child labour and education, education for all and elimination of child labour was provided to 3 members staff of the MoL by ILO in Turin – Italy Training of stakeholders on proposal writing • 15 staff of various stakeholders were trained on proposal writing. • Study visit to Nairobi, Kenya by Juba ILO staff to learn from the Kenya project, that provided the Southern Sudan support in the proposal writing process and reviewed the proposals and budget of the stakeholders. • The Ministries of Labour and Education have submitted their proposals to ILO.						
Zambia	• A preliminary needs assessment of all key stake holders, particularly identifying units in Ministries was completed; • 12 Participants from key Partner Institutions were trained in developing training plans, programmes and materials at ILO's ITC training centre. • A Working group on child labour monitoring system was formed post training. • Training of trainers on SCREAM undertaken with 30 participants trained and beneficiaries now training others • Using the tool for community mobilization in child trafficking & child labour developed under result 4, training was conducted for change agents in 9 provinces. At least 50 people trained & over 500 children reached with information on child labour and trafficking.						

Result 3: Targeted actions to combat child labour designed and implemented to develop effective demonstration models.

The Table below provides an overview of actions developed under Result Area 3. These actions have focussed on formal and informal education as well as on training interventions aiming at withdrawing children from child labour, baseline surveys on child labour, assessment of school costs such as uniform assistance programmes, school feeding programmes and any other intervention that would contribute to the retention of the school-going population and reduce child labour. Parents of child labourers also receive training and other assistance in order to support them so as to ensure their children go to school. These actions are developed with implementing agencies and are being monitored on an ongoing basis, like in Zambia

In Kenya, for example, four action programmes are currently being implemented by the following agencies, of which to-date (end February 2010) 520 children had been withdrawn under two programmes - HOPE Worldwide Kenya (420 children withdrawn) and UNDUGU Society of Kenya (100 children withdrawn). Other bigger APs, such as that of ANPPCAN K-NCDO are in the pipeline, where the target is to withdraw 2000 children. It is important to note that under the above direction action APs currently underway, there are other important components, for example the school-feeding programme which is benefitting 780 children across 3 schools and which has increased school attendance levels. In Mali, the results in renovation of school facilities under the Kenieba Gold Mining AP are also impressive, with a further 8 APs are under varying stages of development. As of end of the second reporting period, one AP has started in Madagascar, and a number of others were about to start, while in Zambia two APs were underway.

Overall, the APs under Result 3 that already started in 2009 or early 2010 in the above four countries already show a number of promising results, and the progress in these countries and the pipeline in some of them indicates in part the inherited advantages that TACKLE has had in some of these countries that have previous IPEC and long-standing ILO presence. For a number of the other countries, it is likely that both implementation of APs and pipelines of other APs will be well behind these four countries.

What is also striking in the pipeline in Kenya, Madagascar, Mali and Zambia is the diversity of APs, in terms of interventions (renovation of facilities, skills development, awareness-raising), target sectors and themes (information economy, fisheries, summer holiday courses, public health and hygiene etc.), as well as the varied number of Government ministries and actors (Ministries of Labour, Education, Employment, Agriculture, Health etc). The Kenya AP planned with the Cooperative Alliance of Kenya, and targeting child labour mainstreaming across the cooperative sector, looks particularly interesting in this regard.

Given TACLKE's innovation and intended cutting edge role, diversity in direct services APs is probably quite positive, and may also be one area where TACKLE can test higher-impact and sustainable concepts. One possible impact of TACKLE could be to design and test direct service APs, and then work with the EC, local governments and other partners to scale proven models. In this respect, the EC's range of support programmes could provide a very interesting platform on which to build on tested concepts, for example by proactively building programme concepts and partner consortia to seek EC funding under such programmes as ACP specific programmes such as EDF national and regional programmes and in particular global thematic programmes such as Investing in People.

Overview Activities & Results Reported under Results Area 3

RESULT3	3.1. Develop formal education and training interventions aiming at withdrawing children from child labour developed.	3.2. Develop formal education and training interventions aiming at preventing children from entering child labour.	3.3.Develop non-formal education programmes for out of schoolchildren involved in child labour.	3.4. Develop skills training programmes targeted at older children involved in or at risk of being involved in child labour.	3.5. Develop programmes to meet needs of particularly disadvantaged children.
Angola	• Reception, evaluation and restructuring the action programme • Reworked 4 APs to be evaluated and possibly financed.				
Fiji	• Carried and analysed 5 research surveys on (i) commercial sexual exploitation of children, (ii) schools, dropouts & CL, (iii) rural & agricultural communities, (iv) informal settlements & squatter communities, (v) street children • 6 APs (i) Eliminating CL through the establishing of a CL Unit, a Centralised Database, and CL National Strategy in the Ministry of Labour, (ii) Eliminating the sexual exploitation of children for Save the Children Fund, (iii) Establishing school-based monitoring systems to prevent & withdraw children from CL in Fiji Teachers' Union / Fiji Trades Union Congress, (iv) working with employers to develop actions against CL, in Fiji Employers' Federation, (v) targeting street children in CL, Foundations of the People of the South Pacific International				
Guyana	• School Bus programme for children in vulnerable areas was being refined and planned to be implemented by September 2010 • Proposals had been received from partners in the MOE of Education requesting assistance with Voluntary Mentoring Programme • A proposal from a civil society organisation has been received at the time of the country MTR.				
Jamaica	• Planning of reliable collection and analysis of data and statistics on child labour (nothing specific yet at the end of the MTR) • 4 NGOs presented APs to be evaluated (at time of MTR the proposals had already been evaluated by HQ Geneva and then again by Trinidad Office requesting re-writing of all of them)				
Kenya	• Combating CL in Siaya District through Sustainable Home Grown School Feeding Programme (Hope World Wide) • Withdrawal of 100 children from CL in Nairobi and Kisumu and vocational skills training for sustainable livelihood (Undugu Society of Kenya) • Exploring Corporate Social Responsibility as option for improving schools and retaining children (Federation of Kenya Employers) • Combating CL through Education among Pastoral Community of Samburu, Kenya (Nainyoiye Community Development Organisation, Samburu) • Three monitoring missions with the stakeholders (EU, NSC, and MoL) to visit Siaya/Kisumu and Mombasa/Malindi				
Madagascar	• Evaluation of the implementing agencies • Support the IAs to apply and follow the target actions, prevention, withdrawal, reinsertion (formal & informal education) and improve families' livelihood conditions. • Carried studies on underemployment and non-employment • Follow up the action programmes				
Mali	• Identification of sites where the program of action or support, planning and prospects for their implementation with partners • Action programme to support child labourers or children at risk of child labour in gold mining in the traditional circle of Kenieba • The action programme to support the schooling of children working in artisanal fisheries in the circle of Macina is under development				

RESULT3	3.1. Develop formal education and training interventions aiming at withdrawing children from child labour developed.	3.2. Develop formal education and training interventions aiming at preventing children from entering child labour.	3.3.Develop non-formal education programmes for out of schoolchildren involved in child labour.	3.4. Develop skills training programmes targeted at older children involved in or at risk of being involved in child labour.	3.5. Develop programmes to meet needs of particularly disadvantaged children.
	• Education support programme for children infected by HIV/AIDS or child labourers at risk in informal economy in the area of Bamako (RIOVE NGO) • Development of other action programmes. • Development and implementation of 3 mini-programmes with the National Unit for the Fight against Child Labour (CNLTE) •				
PNG	• Meetings have been held and continue to be held with YWCA, Caritas PNG and Save the Children PNG regarding their prospective Action Programmes. • Social work students from UPNG will be conducting rapid assessments of Child Labour across different sector areas. • Proposals for three major APSOs have been finalised and are awaiting approval for implementation. • Awareness raising has been included in each of the APSOs • Plans are underway to translate C138 and C182 into Tok Pisin and Motu. Media Training is also planned to occur with members of the media to promote awareness of the issue of Child Labour. • 2 WDACL have occurred in PNG. The second in 2010 was held in three provinces and involved children, students and schools in awareness raising on Child Labour.				
Sierra Leone	• 1 AP on preventing and withdrawing 3,000 children from Child Labour has been approved (International Rescue Committee) • A couple of other proposals had been received from local NGOs and were under reviewed during the Country report, but not yet approved at the time of the TACKLE MTR.				
North Sudan	• No AP has been implemented on this Result due to political situation.				
Southern Sudan	• Identify one NGO **Confident Children out of Conflict** to work with TACKLE • This NGO was working on a proposal to be submitted to TACKLE project at the time of the country MTR.				
Zambia	• Prevention and Withdraw of HIV/AIDS Affected Boys and Girls from Child Labour in Luanshya and Masaiti districts, Zambia through Education and Meaningful Engagement in Social Protection Measures (COIHEP – Aug 2009- Aug 2011) • Combating Child Labour through Education and Social Protection Schemes in Livingstone (Livingstone Anglican Children's Project Nov 2009- Mar 2011) • A new AP has been technically approved to be implemented in Mpika, Northern Province (Jul 2010). • AP development and implementation workshop in Goroka and in Port Moresby, with inputs from ILO-HQ and Fiji ILO Office (Aug 2009) • Recreation and sport equipment was provided for children in 20 government schools, 1 community school, and 2 transit schools. • Baseline Data collection forms had been developed together with DCLCs and CCLCs and the community mapping had been done.				

Result 3 (continued):

Result 3 also provides some good example of the flexibility of the TACKLE project. The activities organised under this result were originally planned as actions targeted to combat child labour, and with the rationale of designing and implementing effective demonstration models. Nevertheless, some of the countries have modified the scope of these actions, adapting them to their specific needs.

In Angola, for example, activities such as the stakeholder consultation and the setting up of the Steering Committee were carried out through in-country consultations on the target areas of work, target groups, range of services, and potential implementing partners. In Guyana, the country level needs were based more in the monitoring and evaluation of all ready existing activities such as the School Uniform Assistance Programme as well as the School Feeding Programme and other interventions that contribute to retention of the school population and reduction of child labour. It has also included a baseline survey on Child labour and review of the government industrial training program and other skills training units to assess their relevance to target groups. In Guyana, Jamaica, Papua New Guinea, the request for a baseline study/survey on Child labour shows the regional need for reliable data collection and analysis on Child Labour. In Madagascar, the APs developed under Result 3 reflect the strategic framework and the institutional arrangements of the National Action Plan.

Result 4: Enhance knowledge base and networks on child labour and education through improved advocacy and dissemination of good practices.

The original aim of Result 4 was improved advocacy and dissemination of good practices to enhanced knowledge base and networks on child labour and education. Under this result area key focus areas are on raising awareness of Child Labour among all relevant stakeholder groups, as well as on the roles and responsibilities of social partners and civil society in influencing law and policy-makers and on strengthening the content and quality of country programmes and identifying and documenting good practice. In particular, this result area should support the development of the local knowledge base on child labour and strengthen networks on child labour-education related issues, as well as contribute to strengthened mechanisms for knowledge sharing, especially with regard to knowledge generated through the TACKLE project.

This result area in particular addresses the existing knowledge base in collaboration with stakeholders in order to increase awareness and buy-in within the Ministries of Education, and also with the Ministries of Labour to strengthen their respective information bases such as documentation centres and/or education libraries, along with the mobilisation of the social partners and civil society actors, media and the private sector, in aiming to build their role within the national dialogue.

In the case of Guyana, for example, activities carried out have centred on a) strengthening networks on child labour education issues, b) assessing the existing knowledge base, c) collaborating with stakeholders for awareness-raising on providing education about child labour, d) supporting the Ministry of Education and the Ministry of Labour in strengthening their information base (e.g. MoL Documentation Centre and the Ministry of Education Library), e) use of print and electronic media for awareness-raising activities on the value of staying in school and education / elimination of child labour, f) providing support to the University of Guyana's Institute of Distance and Continuing Education, for research activities on child labour elimination and education, g) mobilising social partners and civil society aiming to build their role

within the national dialogue and strengthen the capacity of social partners, h) raising awareness among the target groups on laws related to child labour, and publishing and distributing communication messages based on child labour laws.

In the case of Jamaica, work under this result area has been primarily focussed on increasing the capacity of key social partners to enable them to play a part in policy dialogue and practice in their own organisations, as well as increasing awareness amongst target groups on issues related to child labour and laws as applicable to their situation (hence, the organisation during 2009 of a series of workshops), which it should be noted were carried under the events prepared for the WDaCL).

Analysis of the MTR country reports shows that activities carried out under Result Area 4 have leveraged to a significant degree ILO-IPEC's *World Day Against Child Labour [WDaCL],* around which most of the advocacy campaign activities have been carried out. One can also see in numerous countries an appreciable increase in commitment and new actions in the period following the activities around the World Day Against Child Labour. An example is Madagascar, where following the advocacy and dissemination workshop organised during WDaCL, the support was offered by the local company Guanomad to help families of children in CL with technical assistance and guano for the farmers to improve the productivity of their land. This emphasises the importance of advocacy and increased visibility for TACKLE's mission, as well as the synergies and values that TACKLE can leverage from other ILO-IPEC activities outside of TACKLE.

What is also interesting to note is that the original objectives of TACKLE under Result Area 4, is that in some respects this work, in particular the communication of good practices has clearly not been considered in the country programme design (e.g. Southern Sudan and Zambia).

Overview Activities & Results Reported under Results Area 4

RESULT 4	4.1. Support activities to develop knowledge base and strengthen networks on child labour-education issues.	4.2. Support mechanisms for knowledge generated through the project.	4.3. Support relevant problem-oriented research on the innovative aspects of the project	4.4. Support, activities aiming at mobilising social partners and civil society, with the aim of building their role within the national dialogue and advocacy on education.	4.5. Support activities aiming at awareness raising among the target groups on issues related to child labour, and laws as applicable to their situation
Angola	• Meetings and consultations with stakeholders to develop awareness raising and building a knowledge base on CL in Angola				
Fiji	• Develop of a communication strategy by the stakeholders • 1st Child labour Forum (Dec 2008) a tri-partite plus stakeholder group commit to action on Action Plan Matrix. • 2 child labour information sessions organised for stakeholders with specialist from ILO Geneva & Bangkok • 1 child labour symposium on social justice with 100 participants from cross-section of society • 1 child labour stakeholder dialogue on final draft of legislative review report and to assess mid-term progress on Action Plan Matrix • 2 workshops to observe World Day Against Child Labour (2009) • Child labour sub-committee of national co-ordinating committee for children (NCCC) endorsed and a first meeting held. • 2nd national child labour forum (Feb 2010) to support development of APs & review progress made against action commitment from first forum. • Regular meetings held with EU and EU participation at TACKLE.				
Guyana	• Training and sensitisation on CL, Truancy and Low School attendance in Bell West, West Bank Demerara (TACKLE & EU Low Income Housing Project, June '09) • School Rally in region 3 (8 schools from the West Bank & West Coast areas, 2009) • Inter Class Quizzes on Child Labour (Good Fortune Primary School & Kawal Primary School, 2009) • Mini Exhibition & Edutainment Session in Georgetown (2009) • Mini Exhibition at Rose Hall in the region 6 (2009) • Public Forum for parents and children on Guyana's laws relating to Education and Labour, on what constitutes CL and the value of education (Corriverton, 2009) • Public Education Programme - dissemination in two Sunday newspapers of the Ministers of Education and Labour messages as well as the Workers Organisations, Employers Organisation and the TACKLE NPO. (June 2010) • IPEC message dissemination within all religious communities • Press Briefing launching the week of activities of the World Day Against Child Labour (June 2010). • Jingle & Art Competition on Child Labour among primary and secondary school children (2010) • Public Education Programme in region 2 - sessions in Karawab, Charity, Dartmouth, Goed Hope and Cotton Field (targeting parents, teachers, primary & secondary school children, as well as government officials (2010) • Public Education Programme in region 4 – sessions in Cane Grove, Long Creek, and Kuru Kururu (June 2010) • Seminar on Child Labour at the University of Guyana, Applied Social Psychology Class (May 2009)				
Jamaica	• Awareness raising and policy formulation workshops (2009) • Coverage of the World Day Against Child Labour in the local press • The TACKLE NPO participated in several radio interviews highlighting the situation of child labour in Jamaica.				
Kenya	• Radio Programs – Simba FM held numerous radio programs of 5 minutes with UNIC/KBC • Study on micro factors inhibiting education access, retention and completion by children from vulnerable communities in Kenya (partnership ILO-IPEC & UNICEF. • Study on effectiveness of trade unions and action against child labour (COTU) • Supporting World Day Against Child Labour in 2008, 2009 and 2010				
Madagascar	• Support the implementation of network between the implementation agencies.				

RESULT 4	4.1. Support activities to develop knowledge base and strengthen networks on child labour-education issues.	4.2. Support mechanisms for knowledge generated through the project.	4.3. Support relevant problem-oriented research on the innovative aspects of the project	4.4. Support, activities aiming at mobilising social partners and civil society, with the aim of building their role within the national dialogue and advocacy on education.	4.5. Support activities aiming at awareness raising among the target groups on issues related to child labour, and laws as applicable to their situation
	• Operationalise the child labour monitoring system. • Analysis and dissemination of good practices generated by the project • Carry a study on the causes of school dropout and failure to achieve primary school • Analyse the actual situation on Child Labour on the intervention sites • Develop and disseminate communication materials and awareness raising • Support to the World Day Against Child Labour • Conduct advocacy and awareness of target groups				
Mali	• Organisation of a conference debate on child labour and education • Organising a competition SCREAM on child labour and education with schools. • Completion and publication of a book of poetry, writing and drawings on child labour and education. • Production and publication of communication materials on education and child labour for target groups on the IPEC areas of intervention • Conducting a study on cross-border child labour in the traditional gold mining sector.				
PNG	• Translate relevant ILO conventions into local language, national dissemination of the translation through schools • Forums mainstreaming Child Labour issues such as the senior education officers conference, the CIMC regional forum, and Medical Association • Child trafficking conference (2010) co-funded by TACKLE to raise awareness on trafficking and commercial sexual exploitation of children • Participation in the Child Welfare Council and other forums to disseminate results of the baseline studies and other research • Identify Education and Child Labour problems oriented research areas • Information and data gained from the research used to improve education and child labour activities				
Sierra Leone	• The Statistics Sierra Leone Office has received training from TACKLE on analysing child labour data. • The National Child Labour Survey agreement is to be signed on July 2010. • Study on child labour in post conflict countries was on going at the time of the country report				
North Sudan	• Advocacy Panel to celebrate the World Day Against Child Labour was planned (Exhibition, show for children with media participation and coverage) but never implemented.				

Southern Sudan	• Commemoration of the World Day Against Child Labour with:
	   o Interview of children in the media (Miraya FM),
	   o Talk show on child labour held by stakeholders over the Southern Sudan TV,
	   o Debate by children, testimonies of former street children and Counselling for street children				

Zambia	• Report on Child Labour networks identified and with which TACKLE could work and generate synergies. • Advocacy group on free and compulsory education in Zambia (supported to present issues to the parliamentary committee on Education Science and Technology) • Create research agenda including collaborating with UNICEF and UN partners to document and disseminate reports on good practices in inclusive education • Cost benefit analysis on elimination of child labour (ToR was developed and the technical working group as well as the reference group were set up) • Child Labour awareness-raising work carried during the World Day Against Child Labour. • Global Conference on Child Labour, the Hague – (May 2010) one good practice from Zambia was selected and presented at the conference.				

TACKLE Results Across the 4 Result Areas:

The table below provides a general overview of the status of implementation of the various country work programmes, with the activities broken down by project Result Area for each Country. The table legend is set out below, explaining each of the implementation status categories (e.g. 'I' for activities already complemented, 'O' for ongoing activities etc.). Some of the activities have been already been implemented during the first and second reporting periods, while others were completed or were still ongoing at the time of this MTR fieldwork.

A number of points should be noted regarding this table:

- Given the delays in the initial stages of project implementation, there is not surprisingly quite a significant number of countries that have a large number of activities that are not yet started (in particular with regard to *Result Area 3*, as mentioned earlier).

- Firstly, the status of activities presented dates from the time of the MTR country fieldwork (May 2010 and/or of the second report period,) and it is understood from the project co-ordination team that the situation has evolved appreciably since.

- The sheer diversity in the national country contexts, and the composition of activities within the TACKLE country work programmes, <u>means that to some extent one is 'comparing apples and oranges', and hence the table should be interpreted with care</u>.

TABLE LEGEND:

I	IMPLEMENTED	Activities that have taken place between the beginning of the country programme until the MTR country field review.
O	ONGOING IMPLEMENTATION	Ongoing activities at the period of the country programme MTR field review. Please note that these activities may have been completed by now.
H	PARTIALLY IMPLEMENTED	Activities that for some reason has not been able to be fully implemented or that are waiting for some component to be incorporated
F	TO BE IMPLEMENTED DURING PHASE II.	Activities that will be part of a second implementing phase according to their country programme
W	PENDING	Activities that are s waiting for implementing approval, funding, or other key elements are needed before initiating the implementation
P	POSTPONED	Activities that were at a given moment ready to be implemented but were due to some constraint postponed, with no clear date set for re-launching.
N	NOT IMPLEMENTED	Activities that are programmed but which require further consultation, agreement, improvement, or approval, in order to actually be launched.
C	CANCELLED	All activities that will be no longer implemented

Overview TACKLE Implementation by Result Area

Country	Result 1	Result 2	Result 3	Result 4
Angola[45]	O	N	N	N
Fiji	I I I I I I	I I I I I I I	O I P	I I I I I / I I I I I / O
Guyana[46]	P	I I O / I I O / I I	P P	I I I I I I / I I I I I I / I I I I I I
Jamaica	P O	I H N	N* N* N* N*	H N
Kenya	I I	I I I O O	O O C O I	I I O I
Madagascar	I I W C	O O O O I / F F I C O / O O I I O	I I I / O O F / O	F O F F / O O I I / I F
Mali	I I	I I I	H O O I I	I I I I I
Papua New Guinea	O W O / W H W / W W W	W W W I H H / W W W I I I / W W W H I W / W I W W W W	O O W W W W / W W W W W W / P P P ? W I	O W H I / P ? ? ?
Sierra Leone	O O	I I H I / W I W	W	O O I
Northern Sudan[47]	N	I I I I	N	I
Southern Sudan	I I I	I I I I I	I I I O	I I I
Zambia	I O I / O O W	I I I / I I I	I I I / I I I	I I O O / O I I

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[45] The activities already implemented in Angola, besides the workshop on the legal framework about the protection of children from the Result 1, are part of the project preparation, appraisal, and approval of activity plans / work plans.

[46] The activities already implemented in Guyana are mainly from the project preparation, appraisal (hiring coordinator, establishment of the steering committee, development of work programme, etc.) The others are related to the Result 2, and Result 4.

[47] The activities so far implemented in Northern Sudan are mainly from project preparation activities (consulting with authorities and stakeholders on the implementation of TACKLE, signing the partnership protocol and launching the projects).

TACKLE Results Across the 4 Result Areas (ctd.):

Reviewing the table above allows a number of observations to be drawn:

- **Significant variation in progress by countries across Result Areas:** For example, from the table, it can be seen that in Fiji all activities chosen by the Government and the project stakeholders under Result Areas 1 and 2 have been implemented. As seen from the Results Area 1 section earlier, in contrast only very preliminary work has been carried out in this Result Area by Angola and Northern Sudan.

- **Significant variation in progress by countries across the complete project spectrum:** Following on from the above point, the gap in progress rates between countries in specific results areas can be seen for the complete range of project activities across the four result Areas. For example Kenya, Mali, Southern Sudan and Zambia show high levels of implementation of their presented activities per Result Area. In contrast, a number of countries (Papua New Guinea, Jamaica and Northern Sudan) show few of their activities currently being implemented.

- **Significant variation in content focus between countries:** As noted earlier *Results Area 2* has probably been the result area with the highest rate of implementation, all countries except Angola having carried out training and capacity building activities. The diversity in training carried out also underlines the significant gap in capacity between the different countries – for example while some countries have delivered training on SCREAM, other countries have focussed on basic training such as how to write mini-AP proposals.

- **Significant variation in number of activities:** The table suggest a contradiction in that some countries with the lowest capacity levels, for example Papua New Guinea, have the highest number of activities. This seems to suggest a lack of understanding and/or capacity to take the initially country programme and adapt it to the needs and current state of progress of the country and focus on a more limited number of activities that is realistic in terms of time and local capacities, as has been done by a number of other countries (in particular the more advanced countries such as Fiji and Madagascar).

5.4 DEVELOPMENT OF INSTITUTIONAL MECHANISMS OF CLMS

Regarding the development of institutional mechanisms of child labour monitoring systems, one can see the adaptation of the TACKLE programme to each country. For example, Angola has established a National Sub-Commission to Fight Child Labour with the commitment of several partners generating a dynamic management of the TACKLE project. In countries such as Fiji, Jamaica, and Sierra Leone, Child Labour Units have been set up within the national Ministries of Labour.

5.5 EMERGING GOOD PRACTICES AND INTERVENTION MODELS

Given the challenges and delays experienced during the project launch and early implementation phase, it is reasonable to expect that a greater proportion of good or better practice and intervention models will emerge during the coming phase of TACKLE. Moreover, the starting

point of some countries may mean that good practice examples may be fewer in number compared with more 'mature' IPEC countries.

Good Practice and interventions models identified come primarily from the direct national implementation of activities. Kenya has presented under Result 3 a very promising target action to combat child labour based on corporate social responsibility as an option for improving schools and retaining children in the educational system. The concept is to make the corporate sector to "adopt a school". The Federation of Kenya Employers has already convinced three leading corporations to adopt schools in Nyanza and Coast. These adopted schools (4) would receive funding for home-grown solution to school feeding.

Still in Kenya, another good practice identified is the target action "Ilechekuti" (shepherd schools with evening classes), which incorporates education among the pastoral community. The Ilechekuti help ensure that children of pastoral families that have to work are not excluded from schooling and can share with their younger brothers and sisters' school's books and time for them to attend school too.

Regarding legislative progress, the comprehensive legislative review carried out in Fiji can be seen as another project success, as well as the progress in the ratification of ILO Conventions 138 and 182 (e.g. in Sierra Leone). The rehabilitation of a number of schools in Mali and the support for school feeding activities in Kenya are other successful outcomes. Other promising activities in the area of campaigning and advocacy include the establishment of an advocacy group for free and compulsory education in Zambia and Mali's partnership with Orange Mali to send an SMS on child labour during the 2010 World Day Against Child Labour. Other examples of good practice raised by stakeholders during the MTR process are the cross-donor task force (involving for example the EC, the World Bank, UNICEF, and UNESCO), and CSR activities carried out in Madagascar (for example, fertilizers provided by Guanomad).

In terms of processes for facilitating good practice identification, the review team has the impression that capacity to identify good practice at the country level is limited, while the global co-ordination team have had limited time focus proactively on this. More attention and resources needs to be focused on identifying and profile good practice and success stories, as well as on sharing this between countries, and providing platforms and tools (in particular a project portal) that can facilitate this process.

5.6   LESSONS LEARNED

The review work in the twelve countries suggests that TACKLE has generated a lot of learning for project stakeholders. Moreover, project stakeholders in a number of countries raised similar learning points from TACKLE's implementation to-date.

The MTR country review feedback shows that many countries consider that the **timeframe for implementing activities is often considered too short** for many of the project countries. Since most countries underwent an important delay in the beginning due to the signature of the different Country's Protocols, the actual timing of the activities implementation was reduced. Thus, Kenya, Zambia, Sierra Leone, Northern and Southern Sudan, Guyana, and Fiji consider that more time is needed for the implementation of project activities in order to obtain quality outputs while ensuring their sustainability.

Another lesson learnt is that **staffing** must be of the right number and chosen according to the necessary qualities and experience, but they must also receive specific training for the role in order to carry out processes relating to project planning, financial acquittals and following the logical framework process, especially when this does not exist in the government of the country. This is valid for countries such as Papua New Guinea, Angola, Zambia and Sierra Leone. Some countries raise staff development and training as an issue, yet have attended IPEC training courses, suggesting possibly that the training has not been sufficient or they have been struggling to apply it.

In Madagascar, Jamaica and Guyana a key learning point has been that **it is important to monitor and evaluate the persons in charge of the implementation of the actions** in order to keep a close watch on the speed and quality of implementation. In Fiji and Southern Sudan, stakeholders learning regarding more targeted interventions has been that successful intervention requires concentrating on one part of the objective at a given time, in order to ensure that positive and sustainable outcomes.

Another lesson learnt for countries such as Madagascar, Angola, Zambia and Papua New Guinea was the **importance of communication and networking for an efficient project implementation**. Regular meetings allow skills to be sharpened via exchanging information, as well as allocating and sharing responsibilities, make collective decisions and act in a coordinated manner. Communication between the TACKLE staff in Papua New Guinea and the ILO HQ has been particularly difficult because of the weak communication infrastructure in the country due partly to the topography of the country and unreliable communication network.

In Mali, Madagascar and Fiji the experience with TACKLE has emphasised the **importance of having some sort of 'local action and participation' in the country** in order to make the choices and actions in the country more relevant. This means taking the opinions of the national partners into account when making decisions concerning the choice of areas of intervention, considering the local needs when designing the project and the engagement of planners in Government Ministries and the National Planning Office in CL activities. Stakeholder feedback from the Geneva co-ordination team suggested that these countries have performed above average in terms of soliciting input and participation from local partners.

In Kenya and Southern Sudan, stakeholder learning has included the **importance of sustainability being a key question during the project design phase,** as well as **factoring the cost of a sustainable management structure into the budget design**. Other lessons learned regarding sustainable outcomes include **the need to address the root causes of child labour** and the need to strengthen the legal frame work through the input of legal documents.

A number of other lessons have been learned by individual countries. Madagascar has learnt that restrictions or obstacles (such as an economic or political crisis) can emerge, blocking the implementation phase of the project, and that the school calendar should be respected for the programming of the PAs and the unblocking of funds, especially with regards to the realisation of direct actions in the fight against child labour. For Angola, another lesson learnt has been that in order to obtain the best results it is important to master the language/jargon of ILO and that without periodic activities the project's visibility suffers.

It is difficult at times to assess the importance of specific factors in differing stakeholder feedback, for example in Angola, project stakeholder criticise what they perceive as excessive bureaucracy and a lack of funds that is impeding the project from including emergency cells which in some cases would be a good opportunity to discuss the issue of Child Labour, while

IPEC Geneva considers that experience levels among some partners and the slow rate of government progress towards adopting concrete actions have been issues, and not the availability of funds.

Stakeholders in Fiji affirmed that TACKLE must address the wider issue of poverty and, in particular, the issue of fair wages, decent affordable housing and improved infrastructure in rural areas. They also learnt that the definition of Child Labour had been misunderstood, the dissemination of Child Labour research findings have been made possible thanks to gatekeepers/individuals/organisations who assisted the researchers in gaining entry into the community, and that it would be a good idea to include small employers in project activities.

Guyana learnt that a strong problem solving section should be built into the project in order to ensure a smoother implementation process and avoid delays. The National Steering Committee there has also been cautious about child labour as the emphasis of the government has always been on prevention of vulnerable children falling into hazardous child labour. The second main advantage Mali achieved with this project is the creation of socio-educative infrastructures in 3 villages of the Kéniéba circle (PA1). In Zambia, the review findings showed stakeholder perception that TACKLE activities have made a big difference to beneficiaries and have made a visible impact, despite the administrative difficulties encountered during project implementation.

Papua New Guinea commented that the legislative review has brought into focus the weaknesses of the legal framework in Child Labour and become more aware of the issues and framework that can be completed. It believes that TACKLE needs to build the capacity of governments if it is to establish their full commitment and the TACKLE project has too much information and activities. It needs to identify one or two issues only and help the government to work within these issues identified. Jamaica has learnt the importance of documenting and clarifying Government Ministries' responsibilities and involvement and criticises the lack of clear and definite timelines for turnaround on issues requiring sign off from the project co-ordination team in IPEC Geneva.

For the IPEC co-ordination team in Geneva, extensive technical support had to be provided in the preparation of Jamaica's APs, including reviewing several versions of the AP proposals sending a consultant for three weeks to help the implementing agencies.

Southern Sudan believes that the increased awareness of all stakeholders, including community actors, parents and children, is important. The participation of various stakeholders including the media during 2009 WDACL celebration made it possible to spread the message on the Dangers of Child Labour across the whole territory. Northern Sudan acknowledged the importance of giving priority to building the capacity of the steering committee members and continuing the consultation process, but would reconsider certain elements, such as the participation of working children, involving international NGOs, and representing the ministry of interior, ministry of industry and the media at the steering committee.

5.7   CONCLUDING REMARKS

Regarding **country stakeholder' perceptions of project progress**, these remain largely positive despite the challenges experienced to date, and most stakeholders remain convinced that TACKLE can build on the results achieved to-date and achieve its goals by project end. However, many country review reports emphasise the need to revisit the project duration in the light of the time lost through the delays experienced to-date.

In terms of **results achieved to-date, TACKLE has recorded some promising results**, despite the significant implementation challenges. This is especially the case in countries such as Kenya, Madagascar, Mali and Zambia, where the project is benefitting from earlier IPEC involvement in these countries. In some new IPEC countries, such as Fiji, progress to-date suggests that TACKLE will also record important achievements, for example in policy influence and mainstreaming.

In general, the TACKLE programme has been achieving significant milestones across the twelve countries within the Result 1 and Result 2 project areas. It is also important that project progress and results is assessed with regard to the specific country context, for example the security of the commitment and support of the Government in Northern Sudan and in Angola is a significant achievement given the national country contexts, even if these milestones may appear very 'preliminary' compared to some other countries. In the case of Result 3, the direct action programmes have experienced some delays and thus most of them were still being implemented at the time of the MTR country-level fieldwork and reporting. As for the Result 4, all countries have celebrated the 2008, 2009 and 2010 *World Day(s) Against Child Labour (WDACL)*, but some activities were still pending at the time of this review[48]. However, based on the lessons learned to-date, it would be optimistic, if not naive, to expect that the project can 'catch up' within the remaining implementation period, and some challenges will in any case not go away, and recommendations on project duration are provided in the following section.

What is of concern is that some countries – Angola, Jamaica, Papua New Guinea, and Northern Sudan – progress on initiating and implementing activities has been much more patchy, and well behind some of the other countries. Papua New Guinea also seems to have not been able to selected and prioritise key actions of relevance to the country's current needs and situation, and focus on a much smaller set of activities.

Regarding **Good Practice and Success Stories**, some good practices were identified from the implementation effort to-date. The diversity in direct services APs can also be considered to be a **good practice** and may also be one area where TACKLE can test higher-impact and sustainable concepts. However, the review team has the impression that capacity to identify good practice at the country level is limited, while the global co-ordination team have had limited time focus proactively on this. More attention and resources needs to be focussed on identifying and profile good practice and success stories, as well as on sharing this between countries, and providing platforms and tools (in particular a project portal) that can facilitate this process.

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[48] More awareness raising, knowledge generation and advocacy activities on child labour, including child trafficking, career guidance truancy are planned and waiting to be funded

6   CONCLUSIONS & RECOMMENDATIONS

6.1   CONCLUSIONS

The review findings confirm the relevance of TACKLE to the needs of the countries in which the project is currently active, as well as the broad stakeholder support for a project such as TACKLE. As of the end of the second progress reporting period (April 2010), direct services had commenced in four project countries (Kenya, Madagascar, Mali and Zambia), while direct services had not yet started in six countries (Angola, Fiji, Guyana, Jamaica, PNG, Sierra Leone and Sudan). In countries where direct services have not yet started, it is important to note that some preparatory work for direct services (e.g. workshops for CSOs) has been carried out. Some notable successes have been achieved by the project, advances that will also benefit future EC projects and initiatives in these countries.

However, the pilot nature of the project (in terms of thematic focus, new government counterpart ministries, new project actions and especially the venturing into countries were IPEC previously had no presence) have made for a challenging project set up and implementation, all the more so when put together with new project operating procedures (in particular the results-based approach and the hurdles to be met on commitments to trigger phased EC funding payments). All of this has led to significant delays, but it should be pointed out that many of the project activities that TACKLE project management and field staff have carried out have not been completely in their control, rather more often than not timely progress was significantly dependent on other actors, in particular Government.

When stepping back from the operational challenges, it is worth considering many of the positives. TACKLE has allowed IPEC to expand its programme coverage to a series of new countries, with very different national contexts and in very different geographical regions of the world. This can only mean a steep learning curve for IPEC staff and TACKLE, but it should be an investment that will be repaid also in ongoing or future IPEC and EC-supported activities in these countries. Related to this is a significant advance in awareness levels and capacity to act on child labour issues in national Ministries of Education in the project countries, representing an important step in the mainstreaming of the TACKLE's child labour agenda into the national education systems.

The challenges and delays experienced mean that it would be optimistic, if not naive, to expect that the project can 'catch up' within the remaining implementation period, and the challenges with the results-based approach will in any case not go away. Thus, a project extension for TACKLE is recommended below. However, there are a number of other issues that need to be considered regarding a) budget spend and availability, b) insufficient staffing levels, c) development of TACKLE's strategic value, and d) TACKLE as a global thematic pilot project.

It is important also for both of the projects primary operational stakeholders, the EC and IPEC, to reflect on the project learning to date, and in particular the decision to enlarge the project

coverage to 12 countries. Enlarging to 12 homogenous countries is one thing and would have already presented a scaling challenge, but enlarging to 12 countries where the state of advancement on child labour varied hugely is another entirely, and one that seems to have not appreciated by all project stakeholders, including the EC and the ACP Secretariat.

6.2   RECOMMENDATIONS

Based on the MTR findings, this section sets outs some recommendations for the project stakeholders. Recommendations are provided at a) the general project level and b) at the country level. Country-level recommendations are provided at the specific request of the EC and ILO-IPEC, and these recommendations are based primarily on the country reviews carried out by the national consultants. Given the participative nature of this MTR, it is important that these recommendations are reviewed, validated and adapted as necessary by the TACKLE project country stakeholders and the project co-ordination team.

6.2.1   GENERAL RECOMMENDATIONS:

11. **Project monitoring and reporting:** Project monitoring and reporting practices do not appear to be providing a clear and user-friendly reporting on TACKLE progress, both at the general and country-specific level. We recommend that project monitoring and reporting templates are developed that allow:

    a. Regarding Project Monitoring, A **monitoring system** that allows easy updating of progress across project activities, including for example information on implementation status, time schedules, budget provisions, completion dates, actual expenditure, and contingency planning.
    b. Regarding Project reporting:
        i.   country report sections that provided a clearer view of progress and not only a narrative account of progress
        ii. an overall general report section that includes:
        iii. Review by Result Areas
        iv. Review of progress (and experience/lessons learned) regarding the innovative and education-centred aspects of the TACKLE concept

12. **Project communication:** To address some of the challenges regarding project communication, we recommend:
    a. Regular (e.g. twice monthly) progress calls with country project staff
    b. Group telephone/Skype conference calls to address common problems or provide rapid 'capacity development support' where needed.
    c. Development of a dedicated project website, with opportunity for country-level customisation
    d. Greater use of a web platform for experience-sharing and providing online support tools and resources
    e. Clear work plan updates from country staff, to allow the co-ordination team to plan their work and anticipate capacity support or feedback needs from countries (e.g. reviewing AP drafts etc.)

  f. More proactive signalling of problems or challenges by country staff to the co-ordination team

13. **Project staffing:** The MTR feedback suggests that staff is at least to some extent acting as a constraint on progress, in particular given the capacity constraints identified during the review work. We recommend that project stakeholders consider the following:
  a. Increasing the project co-ordination team to include 1-2 additional staff members. Suitable profiles should be defined by the project management but MTR finding would suggest a focus on child labour technical skills, preferably previous field implementation experience, good communication, people, and influencing skills, and ability to influence progress remotely.
  b. As part of the solution to country staffing and experience/expertise constraints, develop a staff resourcing solution that can address this in parallel with addressing the capacity development need in the project.
  c. One possible scenario could be to assign one additional person on a part-time or full-time basis to both the Pacific and Caribbean regions, to be used for increased onsite presence and ensuring faster implementation progress in Guyana, Jamaica and Papua New Guinea. Such persons could also carry out some of the tasks/functions of the Kenya Regional co-ordinator if deemed useful.
  d. Related to a., b., and c. above, assess whether specific project country teams have sufficient resources and experience to complete successfully the country work programmes.

14. **Country Work Programmes**: Regarding the country work programmes, we make a number of general recommendations:
  a. At a general level, work plans should be re-assessed for each country in order to ensure that they are realistic in terms of implementation experience and progress to-date. Some country work programmes, such as Papua New Guinea, are in urgent need of review and streamlining in order to better adapt to the conditions on the ground.
  b. For countries where baseline studies are still ongoing, these need to be completed as soon as possible and specific deadline commitments should be communicated to the Geneva co-ordination team

15. **Project Funding and Resourcing:** The MTR has identified a number of implementation challenges, some of which (e.g. more staff resources) will need funding to be addressed. Given that it has been understood from earlier comments from the EC that additional funding is not a possibility, we recommend that the project explore the following:
  a. Scaling down and/or streamlining of some country work programmes to better reflect country-level capacities and what can be realistically achieved in the remaining project time frame (and/or with a contract extension), in particular for Papua New Guinea but possibly also for a number of other countries.
  b. Based on this review, and contracting and administrative rules permitting, transfer some of the country-level budget reduction to fund some of the recommendations above, in particular increased staffing.

16. **Project duration:** Given the current state of progress of the projects, there are significant arguments to recommend a project extension.

    a. On the basis of the work still to be done in each country, and the workload related to the project management and approval system, an extension of at least one year is required, and an 18 month or two-year extension should not be excluded.

    b. Should the MTR be used a process for generating adapted country plans for the remainder of the project, then we recommend that a project extension of two years is preferably put in place.

    c. The justification for this recommendation is a) the reduced time frame for implementing APs due to the delays experienced to date, b) the fact that the significant capacity constraints will continue to mean that progress will be slower than assumed in the initial project planning, and c) the need to ensure that sufficient time is available to ensure sustainable outcomes form the APs.

17. **Good Practice Identification and Profiling:** The MTR findings suggest that countries have a limited capacity to identify and profile their own good practice, and that insufficient sharing of experience is taking place between countries. To address this, we recommend:

    a. Increased focus on this in the project work from the co-ordination team, including for example facilitating bilateral contact and multi-lateral contact.

    b. Developing work tools and platforms that will facilitate this work, specifically including:

        i. A good practices and success story template

        ii. And a global project website (with at least some parts available in the three project languages).

18. **Capacity Development:** To MTR findings have highlighted the scale of the capacity development challenge. To addressing this in an optimal manner, we would recommend:

    a. Each country develop a longer-term view on capacity development needs and a country-level plan (target groups, needs, size of target groups/beneficiaries, delivery options etc.). This would allow the co-ordination team to see where synergies and economies of scale or scope might be made, including if online or remote delivery could be used more

    b. Regarding delivery options, explore:

        i. Greater use of online training,

        ii. Greater use of train-the-trainer approaches

        iii. Where possible, avoid large-scale centralised training such as Turin, as it is likely that that country-based training can allow a greater number of beneficiaries to be reached, at less cost than using centralised training.

19. **Increasing TACKLE Visibility and Raising EC Visibility: We recommend that visibility of the project be increased through a dedicated website (as recommended above) and** a simple e-newsletter that can be used by the country staff to build visibility and interest in the project. Building on some suggestions from the Geneva co-ordination team, a simple newsletter or e-bulletin would also be valuable in communicating progress across the countries and sharing good practices and successes, and building a sense of common purpose across the countries. Organised efficiently, this activity would not require significant additional staff resources (which could be addressed under a wider staffing increase and internal budget re-allocation).

20. **TACKLE – Innovative and Conceptual Dimensions:** Some further recommendations are provided below <u>for ILO-IPEC</u> with regard to the innovative and conceptual dimensions of TACKLE, which do not appear to be monitored under the current project work programme and monitoring and reporting.

a. **Innovations and core conceptual tenets:** Related to the above comments on project reporting, we recommend a more pronounced work task area following the evolution of TACKLE as an innovative experiment, including for example:
   i. Development of work tools and outputs that can help country stakeholders
      1. e.g. A short conceptual paper on the importance of education to tackling child labour
   ii. Development of a small number of Key Performance Indicators (for example, possibly tracking where/if/how TACKLE as a concept delivers added value or synergies).

b. **Developing a longer-term framework for TACKLE's agenda:** Related to the above, we recommend that the EC and IPEC consider whether they envisage a long-term framework for development of TACKLE, and if yes what would that framework look like. This would involve answering a number of broad issues, including but not restricted to specifying how the EC and IPEC – and the MDGs child labour agenda in its own right- could benefit from a strategic development framework for TACKLE. Our view is that the EC for example stands to reap significant benefits from a long-term plan for a larger TACKLE initiative, and some examples of these benefits and synergies are outlined in a very summary manner below.

c. **TACKLE as a laboratory:** Including the country and regional aid programmes (e.g. EDF) and the global thematic programmes (e.g. Investing in People) the EC is investing hundreds of millions of Euro in areas related directly or indirect to child welfare, including child labour. Regarding global thematic programmes, much of this spend is taking place via global call for proposals, where Non State actors feature prominently. While many of the project funds are deliverable valuable results on the ground, there may be a systemic risk that not enough are working with sufficient experience, and focus and 'staying power' on the overall legal, policy and regulatory framework, and the significant and long-term investment. In this respect TACKLE is interesting, given the importance focus on building dialogue and capacity within government ministries and institutions, in particular the national Ministries of Education beyond traditional ILO relationships with Ministries of Labour. Looking systematically for complementarity between relevant local actions financed by the EC can help increase the impact of TACKLE's work, while EC-supported actions on the ground (through programmes such as Investing in People) should be able to be benefit from TACKLE's work (e.g. new or reinforced legislation, new national policy and increased government commitment) by having increased sustainability prospects.

d. **TACKLE as a laboratory for Innovative Direct Action Concepts:** Related to the above recommendation, the review wonders whether there is value in providing TACKLE with a more explicit remit to develop and test innovative direct service models. As mentioned in the report, one possible longer-term impact for TACKLE could be to design and test direct service APs, and then work with the EC, local governments and other partners to scale proven models. In this respect, the EC's range of support programmes could provide a very interesting platform on which to build on tested concepts, for example by proactively building programme concepts and partner consortia to seek EC funding under such programmes as ACP specific programmes such as EDP national and regional programmes and in particular global thematic programmes such as Investing in People.

6.2.2   COUNTRY – LEVEL RECOMMENDATIONS

Based on the country MTR reports, we set out here what we consider to be the most important recommendations from the individual country reports:

For Angola:

1. The TNC needs to make available from the different Results Areas budgets a translation budget to make possible and accessible to all stakeholders, partners and population in general the different documents related to TACKLE produced by ILO-IPEC either in English or in French. For all other international ILO documentation, we will suggest to contact ILO-IPEC Portugal through Geneva, and see what it is there already available in Portuguese regarding ILO- communications and other international documents needed for Angola to have as background documentation.
2. The TNC together with the ILO-IPEC HQ should develop a simplifier manual and provide training on ILO-IPEC procedures as well as implementation practices to governmental agencies/ ministries and NGOs in order to assure the good continuation of this programme and of future projects.
3. The TNC, the National steering committee, and the government must develop the needed capacity and commitment that will allow them to achieve the TACKLE targets.

For Fiji:

1. The TACKLE project needs to include in its activities the monitoring, inspection and prosecution actions existing in the country for Child Labour offences, and obtain the support and participation of the government in applying them.
2. The TACKLE project needs to include also in their activities the monitoring and enforcement practices on compulsory education given that the government is not enforcing them and that they are an important factor in the prevention of CL.
3. The TACKLE National Coordinator with the support of ILO-IPEC local office have to promote among the stakeholders the incorporation of CL outputs into the annual plans of the National Planning Office and the Government Ministries.
4. The TACKLE National Coordinator with the support of ILO-IPEC local office have to motivate the Stakeholders to play a more active role in the preparation or revision of the work plan, in order to develop ownership and take responsibility for timely delivery of results and sustainability of the project. As suggested in the country MTR, regular workshops to report and review project results, and build commitment could be useful, and also to build capacity on areas which affect them in the legislative review.
5. Specific elements such as the baseline research and the harmonisation of the CL related laws need to be completed in order to support the implementation of the target action, action programmes and awareness raising.

For Guyana

1. **Collate all the laws affecting children**, particularly to child labour, education, truancy, etc, in order to produce i) a brief outline of the residual areas requiring attention among these laws and ii) develop a manual for educative purposes.
2. Conduct and complete a **rapid appraisal** to ascertain which geographical areas are the greatest in need with child labour and/or at risk so as to focus and target pertinent interventions.
3. Continue the public education program to improve all social strata consciousness on child labour and increase the understanding on the importance of children's education.

For Jamaica

1. Capacity building is clearly needed by all stakeholders and partners, together with a strong ILO-IPEC support to achieve the goals of this project.
2. The MTR identify the need for the Ministry of Education to be supported through inter–ministerial intervention to ensure support from the administrative level and overcome expressed cynicism and scepticism.
3. From the MTR analysis, it is clear that the TNC needs to develop his/her management and motivational skills to achieve the expected results of the TACKLE project in the country. We strongly recommend regular support from the ILO local office, the regional office and HQ at all levels to make sure the project evolves accordingly to plan.

For Kenya:

1. To recruit two technical officers, one for Northern Sudan and another for Southern Sudan in order to accelerate the gains in TACKLE Kenya and secure the Kenya TNC full concentration on the country programme.
2. Several technical actions are needed in order to enhance the activities on the APs: including a) a tightening of the requirement for sustainability, b) establishing standard criteria for acceptance of proposals (Criteria could for example include degree of innovativeness, level of community participation, and linkages to government and local structures).
3. The Country MTR strongly recommends ascertain of the Ministry of Labour operations in order guide its focus on high-profiling and strengthening the child labour division as well as the creation of a budget line for this division and child labour structures at district level.
4. The TNC as well as the ILO-IPEC local office and regional office should support the National Steering Committee on Child Labour by documenting the NSC's strengths, weaknesses and operational model in order to obtain its sustainability.
5. Improve Monitoring and Evaluation across partners by implementing an effective monitoring framework and increasing funding for this component in each AP.
6. The TACKLE should lobby the Kenya Education Sector Support Programme II before is concluded in order to secure the activities already obtain and target different investment programmes including adult education, school feeding for poorer areas or pupil sections, and basic education.
7. Build capacity of the TACKLE implementing partners on documentation and lay strategies to promote documentation and dissemination in the remaining period.
8. Scale down on non-sustainable activities such as giving of uniforms and sanitary pads

For Madagascar:

1. The TACKLE APs should provide a link between the economy and the education in order to assure the future employability of the withdrawn children in a decent work frame.
2. The efforts on Fighting Against Child Labour initiated by TACKLE should be continued and expanded through lobbying on FACL multi-axis (economic, legal, sociological, education, etc.) and a reconsideration of the real issues on FACL in Madagascar (through a national debate, for example);
3. The National Action Plan (NAP) must be adjusted and/or updated according to the international guidelines proposed during the International Conference on fight against child labour.

4. The data on CL in Madagascar needs to be updated in order to provide an accurate guidance for the activities that fight against child labour.
5. The recommendations made under the framework of the analysis on the institutional effectiveness regarding the fight against child labour should be taken in to account and respect in order to ensure a better institutional framework, an improve national ownership on the FACL, and in the future to better lead to the efforts required.
6. A review on the achievements obtained by all projects and activities under the fight against child labour in Madagascar would be pertinent in order to clearly direct where the efforts should go in the future.

For Mali:

1. The TACKLE project team will need to hire a technical officer who will be in charge of the technical aspects of the Country project such as management, compliance with schedules and end partners' dilatory practices, which would allow the TNC to focus on public relations and advocacy and leverage some of her key strengths.
2. At the APs level, a greater focus is required on activities that have a core child labour and education dimension, as well as producing short-term results in additional to more medium-term impact on the fight against child labour. Also the Country MTR emphasizes the education in the broadest sense including the koranic schools, which have so far been left outside the programme[49].
3. The TACKLE country team needs to strengthen their management capacities so as to effectively apply the basic principles of managing for results (MFR) across the government structures, and civil society organisations with clear required task, expected results and related financial availability.

For Northern Sudan:

1. There is strongly needed a TACKLE National Officer or a Technical operator that would coordinate with guidance from the Regional Coordinator based in Kenya, the TACKLE project on country bases.
2. This TNC/TO should work towards assuring a common understanding of the Steering Committee and other partners on programmes projects and implementing activities. As well as in promoting a stronger involvement among the ministries on the technical dimension of the work on the bases of the excellent visibility platform that this involvement will provide them.
3. Priority should be given to the capacity building of the Steering committee members and government stakeholders as well as partners. A clear plan should be developed of the training implementation activities addressing key stakeholders members of the Steering committee and implementing partners' needs.
4. The TACKLE country project should focus on education as essential in the fight against child labour, and thus this have to be reflected on the work plan and assigned budget.
5. In the Country MTR emphasize should be given on the APs to preventing school drop up and then focus on recovering the children that have drop out.

For Papua New Guinea:

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[49] The reason for this is the need that TACKLE has to respect the equality of gender, nor to mention that koranic schools could be considered as a great barrier to formal education in that they are in competition to formal education.

1. The Project Advisory Committee needs to meet on regular basis and to review its membership were key relevant stakeholders representatives[50] need to be included and who would provide clear guidance and foster communication and coordination.
2. The current climate of change and interest on the issue of Child Rights and Child Protection is certainly conductive to the implementation of the project activities, but the reminding available time of 18 months would not be enough to successfully complete the programme, thus an extension on deadline for implementing the project is much needed.
3. Given that there is not an adequate, locally owned and cultural appropriate definition of Child Labour in the country, a workshop should be organised with relevant stakeholders to discuss this topic, using also the research outcome from the baseline study.

For Sierra Leone:

1. The TACKLE local team will benefit of a second person supporting the TNC on the day-to-day running of the office and preferably with financial/ budget management experience, in order to allow the TNC to concentrate on the main activities of the project.
2. The TNC must encourage and promote involvement and participation of the stakeholders in the decision making as well as to target grassroots organisations in the action implementation process.
3. The TACKLE work plan developed has raised some differences of opinions among the Steering Committee members over the sequencing and prioritisation of the activities, and hence there is an urgent need to speed up the national child labour survey in order to address these issues and to ensure that the work plan's coherence has been validated.

For Southern Sudan:

1. Like in the case of Northern Sudan, a TACKLE National Officer or a Technical Operator that would coordinate with guidance from the Regional Coordinator based in Kenya, the TACKLE project on country bases is highly needed.
2. Increase of the TACKLE budget given that the Sudan budget is over stretched between two locations.

For Zambia:

1. Under the Result 1 and 3, there are activities that need more time to be successfully concluded.
2. The social security schemes need to be assessed and capacity building programmes implemented to ensure the enhancement of social protection measures for OVC as well as guardians and /or parents of labouring children.
3. It should be included as post programme activity, a monitoring of the impact generated by the implemented activities after the project closure.
4. The TACKLE project should help to put in place capacity building interventions for structures (e.g. the DCLCs & CCLCs) at community and district level in order to assure continuity of the activities after the closure of the project.

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[50] Such as the National Project coordinator for People Against Child (Sexual) Exploitation (PACse) and Ms. Isabel Salatiel Director Lukautim Pikinini.

7 ANNEXES

PLEASE SEE SEPERATE FILES

I.   COUNTRY REVIEW REPORTS

ANGOLA

FIJI

GUYANA

JAMAICA

KENYA

MADAGASCAR

MALI

PAPUA NEW GUINEA

SIERRA LEONE

NORTHERN SUDAN

SOUTHERN SUDAN

ZAMBIA

II. TERMS OF REFERENCE

III. REVIEWS INSTRUMENT

IV. LIST OF DOCUMENTS CONSULTED

V. LIST OF INDIVIDUAL INTERVIEWED