International Programme on the Elimination of Child Labour (IPEC)

International
Labour
Office

IPEC Evaluation

Support to the development of National Action Plans (NAP) in Sub-Saharan Africa through policy support, research, knowledge building and advocacy, in particular through Understanding Children's Work (UCW)

RAF/08/06/ITA

An independent final evaluation by an external consultant

September 2011

This document has not been professionally edited.

NOTE ON THE EVALUATION PROCESS AND REPORT

This independent evaluation was managed by ILO-IPEC's Design, Evaluation and Documentation Section (DED) following a consultative and participatory approach. DED has ensured that all major stakeholders were consulted and informed throughout the evaluation and that the evaluation was carried out to highest degree of credibility and independence and in line with established evaluation standards.

The evaluation was carried out by an external consultant[1]. The field mission took place in September 2011. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

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Acronyms and abbreviations

AP	Action Programme
CL	Child Labour
CSA	Central Statistic Agency Ethiopia
CSO	Civil Society Organizations
DED	Design, Evaluation and Documentation Section of IPEC-ILO
DWCP	ILO Decent Work Country Programmes
EFA	Education for All (children)
EPA	External Payment Authorizations (to ILO)
EU	European Union
FAO	United Nations Food and Agriculture Organization
GTP	Growth Targeted Programme (national poverty reduction strategy Ethiopia)
ICLS	International Conference of Labour Statisticians
IPCLA	International Partnership for Cooperation on Child Labour in Agriculture
IPEC	International Programme on the Elimination of Child Labour
JP	Joint Programmes (between UN agencies)
MDG	Millennium Development Goals
MoARD	Ministry-of-Agriculture-and-Rural Development (Ethiopia)
MoE	Ethiopian Ministry of Education
MoLSA	Ethiopian Ministry for Labour and Social Affairs
MoWA	Ethiopian Ministry for Women's Affairs
MYSC	Ethiopian Ministry of Youth, Sport and Culture
NGO	Non-governmental Organization
OAU	Organization of African Unity
ODI	Overseas Development Institute UK
OVC	Orphans and Vulnerable Children
PASDED	Ethiopian Plan for Accelerated and Sustained Development to End Poverty
PRSP	Poverty Reduction Strategy (Paper) – national plan to reduce poverty
RBSA	Regular Budget Supplementary Account
UCW	Understanding Children's Work interagency work project
UNCT	United Nations Country Teams
UNDAF	United Nations Development Assistance Framework
UNICEF	United Nations Children's Fund
Woreda	Administrative division in Ethiopia (district level)
WFCL	Worst Forms of Child Labour

Executive Summary

Between October 2008 and August 2011, Italian funds (RAF/08/06/ITA) delivered through ILO-IPEC provided an opportunity for improving the knowledge base on child labour in Sub-Saharan Africa (in five countries), and for contributing to policies and action plans to address child labour in three countries (Ethiopia, DRC and Cameroon). Other activities were also supported through these project funds such as training for statisticians who collect child labour data in Zambia and analytical reports. The Italian funds were allocated to ILO-IPEC and via ILO to the Understanding Children's Work (UCW) Programme for such undertakings.

The project was designed with the assumption that: improved knowledge on child labour will inform policy makers for their national action planning on child labour (NAP); NAP implementation will flow downwards through a chain of delegation to the district levels; improved service delivery and awareness will ultimately, result in a reduction in children found in the worst forms of child labour; which can be measured through improved data collection systems. Thus the project design was logical to a certain extent, although there was less focus during delivery on the data collection systems and advocacy activities than other elements.

This evaluation documents the extent of project delivery against the immediate objectives and outputs, and comprised a desk review, face-to-face interviews in Geneva, Rome and Addis Ababa; telephone interviews in DRC and Cameroon, in addition to requesting written responses to a short questionnaire from these two countries.

The project was designed in Geneva and Rome. Field staff would have liked more input into project design and better communications regarding their role. The project filled an existing gap (targeted support for NAP formulation) that other ongoing interventions were not addressing in the three countries of focus. UCW undertook research and provided inter-agency reports on child labour, which were lacking in the five countries of UCW focus. Collaborative missions between UCW and ILO-IPEC took place to Cameroon and Rwanda, providing good practice on how ILO-IPEC and UCW can complement each others work in terms of research evidence and national policy support to child labour. UCW links with a broader range of national policy stakeholders, which is extremely relevant for broadening the responsibility for the child labour agenda and mainstreaming a response across other ministries. UCW and ILO country offices formed an effective team in Cameroon and Rwanda.

The project was managed from Geneva. No funds were available for a project coordinator and changes in the focal point for project coordination occurred during the project resulting in delays in project activity initiation. In early 2011 two additional ILO-IPEC staff in Geneva allocated a percentage of their time to project tasks in DRC. Their contribution helped considerably in moving activities forward. UCW had core funds, outside project funds, towards staff costs. This is reflected in their outputs. Existing in-country ILO programme staff provided admirable support and moved the activities forward with tripartite partners. In DRC, the ILO Africa Region child labour specialist provided considerable support.

Even with initial haphazard management arrangements, the project made considerable progress towards the first two immediate objectives, with project funds contributing to a strengthened knowledge base on child labour and contributing to an enhanced policy framework for developing policies and action plans. Whether there is enhanced national capacity for the collection, analysis and application of child labour data is impossible to measure, given the vague nature of the objective and the lack of indicators in the project summary document.

The inter-agency reports designed by UCW were appreciated by all interviewed, and other UCW activities such as the report prepared for the 2010 global Child Labour Conference were important, giving lasting outputs for a global audience.

Whilst in Ethiopia, a NAP had been drafted prior to the project support, the NAP process had not really begun in DRC and Cameroon. In Ethiopia, the project funded an Action Programme (AP) implemented by the Ministry of Labour and Social Affairs. This AP has resulted in a draft updated list of hazardous occupations for children; and a proposal to amend labour law in line with regional and international standards to raise the minimum age for work from 14 to 15 years. Building the capacity of the country's labour inspectorate for discharging their responsibilities with regard to child labour remains to be done. Tripartite partners in Ethiopia seem to be fully on board. Some partners complain they lack resources for implementing activities. Nevertheless, CETU appointed a new child labour expert in their social department and are implementing an action plan on child labour amongst their members.

In DRC, the project coordinated and collaborated well with many sections of IPEC including linking with the SCREAM programme to raise awareness on child labour; linking with staff involved in developing tools to assess hazardous work in Geneva; and linking to previous IPEC work in DRC on reintegrating children affected by conflict. In DRC, ownership for the NAP process was reported to exist amongst government staffs, who is overseeing the revision of draft reports on child labour, which have acted as a focus for discussion and have raised awareness on the child labour problem. The SCREAM Training of Trainers (ToT) included links to the NAP development and implementation process. ToT 'graduates' have developed concrete follow-up plans and are keen to sensitize the wider population. In September 2011, the network developed regulations and directives to formalise the SCREAM Network and a leaflet to promote it. This is a significant indicator of the desire to do something concrete about child labour in DRC. The SCREAM network in DRC now connects individuals and entities involved in child protection, the media and related projects. Nevertheless DRC presents many challenges for eventual NAP implementation.

Cameroon provided an example of how UCW and ILO-IPEC can complement each others work and collaborate effectively with good results. The NAP process in Cameroon is slow, but it is expected that the Ministry of Labour and Social Affairs will take the lead, although they claim they do not have adequate resources and wish to mobilize such resources to sustain and continue the NAP process.

Main conclusions and recommendations

The type of targeted donor support in this project was considered to be valid and effective by this evaluation, in particular because it tends to build national ownership on the child labour problem, which may be missing when full-scale project support is provided. However a catalyst is required to initiate activities, whether this is a national consultant with an office in the Ministry of Labour, or a country-based ILO officer who can allocate his/her time.

The overall approach taken in the project has potential for replication, provided comparative allocations were made for staff resources; there is a better timeframe for country policy support activities; field office had more input in project design; and there is more emphasis on advocacy activities and building national capacities. How ILO staff can encourage governments to address child labour through national planning processes, whilst at the same time ensuring the government is the key decision-maker, leads the process and controls the agenda should be more widely discussed amongst those working in this area. In this regard mentoring of staff who will be working in the child labour policy arena is one way forward. Working through joint UN programmes, 'surfing' child labour problems on other major agendas is also an important focus, although many ILO staff require capacity in 'how to' implement a mainstreaming strategy.

Funds for a percentage of a project coordinator's time should be carefully considered by donors and ILO-IPEC in similar future projects. Whether or not to fund a national facilitator or the percentage of a project coordinator's time through a project should be based on the actual NAP preparation/implementation stage in the country of focus, the level of expertise available in country, and particularly the commitment of the ministry of labour.

Various challenges were noted during the evaluation. Knowledge management in ILO-IPEC could be improved, with wider sharing of documents, reports and evaluations. A menu of possible support that can be provided by ILO-IPEC to support to NAPS should be prepared by IPEC. This would be extremely helpful for stakeholders who are not in regular contact with ILO or who are unfamiliar with IPEC.

IPEC/UCW could also strive to link with national research institutes. ILO-IPEC could prepare some simply guidelines on how to ensure child labour research results continues to link with policy, while also focusing on advocacy activities and networking with the wider population.

Many interviewed indicated that a district/ provincial level focus is required during NAP formulation to help ensure NAP implementation. This is mainly the responsibility of governments, but may require allocated funds to ensure district level capacity building activities are initiated. The implementation of measures towards child labour reduction requires acceptance by many actors at different levels. Social networks are important for policy diffusion and ultimate acceptance of child labour reduction measures. ILO advocacy and awareness raising were only noted in DRC for this project. ILO could work more closely with its partners in the Worldwide Movement against Child Labour in this regard.

Finally for policy support work, ILO-IPEC needs to rethink the types of indicators that will measure activities that support policy change. A mobile policy advisory team would be very welcome from the ILO field perspective (as described under Section 6.2 below). ILO-IPEC should consider moving forward with this initiative immediately.

1. Background and context of RAF/08/06/ITA

1. The aim of the ILO's International Programme on the Elimination of Child Labour (IPEC) is the progressive elimination of child labour, especially its worst forms (WFCL). ILO Convention 182 and ILO Convention 138 form the backdrop of IPEC's support to countries. The ILO-IPEC Global Action Plan endorsed by the ILO Governing Body in 2006 called on all member states to put appropriate time-bound measures in place (by the end of 2008) with a view to eliminating the WFCL by 2016.

2. A national child labour policy refers to a statement of a country's course or method of action in dealing with the problem of child labour, with the long-term purpose of reducing and eventually eliminating child labour. The specific actions designed to implement the policy constitute the national action plan (NAP). NAPs are usually designed with input from the government (normally the ministry of labour), trade unions and employers associations (a tripartite arrangement), as well as with input from other social actors (e.g. child rights oriented civil society organisations or NGOs working on child labour concerns).

3. ILO-IPEC support at the country level is based on a phased strategy, primarily working with governments, in cooperation with employers' and workers' organisations. IPEC also works with other stakeholders such as non-governmental organisations (NGOs) and research bodies. IPEC support to constitutions and partners in recent years focuses more and more on national planning frameworks or national programmes that are relevant for child labour reduction. IPEC's work is within the ILO framework for engagement at national level – Decent Work Country Programmes, which links to UN engagement to poverty reduction (through the UNDAF).

4. Over the years (and in line with the Paris Declaration on Aid Effectiveness), ILO and national partners have realised that the most critical element of responses to eliminate the worst forms of child labour in a given country, is that the government leads the process considerably more than in the previous decade, but with technical support from ILO. In parallel to governments leading the processes and in line with support provided through ILO, experiences from the implementation of Time-Bound Programmes[2] continue to highlight that: a solid knowledge base on the child labour problem is essential; actors need to be mobilised; and child labour must be accurately measured.

5. In essence, a certain degree of support is recognised by developing country partners as important to get institutions coherently planning national action to respond to child labour. A set of coordinated activities within a given budget and period of time, designed to achieve particular child labour elimination outcomes is often necessary to support national partners in their efforts to reduce the WFCL. Italian funds (RAF/08/06/ITA) delivered through ILO-IPEC provided an opportunity for such planned undertakings in three African countries (and to provide research support in another four). The Italian funds were allocated to ILO-IPEC and the Understanding Children's Work (UCW) Programme for such undertakings. The UCW programme is an inter-agency research cooperation initiative involving the ILO, UNICEF and the World Bank. UCW research activities are designed to help provide a common understanding of child labour and inform policies that impact upon the lives of child labourers in countries where child labour is rampant.

1.1 Project Description

6. The Italian funded project RAF/08/06/ITA began in October 2008 and is ending in August 2011. Three no-cost extensions were obtained: from April 2010 to December 2010; and from January 2011 to June 2011, and finally until August 2011.

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[2] A Time-Bound Programme (TBP) is the approach used to describe coordinated efforts to eliminate the Worst Forms of Child Labour

7. The project's goal was to contribute towards strengthening policy responses to child labour in the Sub-Saharan Africa region by increasing the knowledge base of child labour (CL) in selected countries, which (along with other activities) in turn should inform policy and support the development of national action plans (NAP) on child labour elimination. In parallel, the project aimed to strengthen national capacities for measuring the extent of child labour in order to be able to monitor progress in its reduction.

8. Originally envisaged to be an 18-month project, no-cost extensions allowed the project to continue for 36 months. The Italian government provided US$1,000,000 for this project: $403,000 was allocated for the research component implemented by the UCW programme; and $440,000 was allocated to support the development of NAPs channelled through ILO-IPEC headquarters (but with national ILO programme staff support and support from two African-based ILO child labour specialists). The balance of funds was for support costs and provisions for cost increases.

9. The key countries the project sought to support directly in their national planning on child labour elimination were the Federal Democratic Republic of Ethiopia (Ethiopia), Cameroon and the Democratic Republic of Congo (DRC). The UCW research component covered Rwanda, Mali, Senegal, Zambia and Cameroon, and a detailed global inter-agency report for the 2010 Global Child Labour Conference. Other UCW activities including technical reports and training of statisticians in Zambia.

10. Rather than ILO-IPEC providing full project support to the national development of *Time Bound Programme* approaches, this project provided targeted support at particular entry points in the three countries Ethiopia, Cameroon and DRC, and research collaboration for other sub-Saharan countries through UCW. The overall goal of the support was to contribute to the elimination of child labour through strengthening policy responses to child labour and advocacy in Sub-Saharan Africa.

1.2 Project Elements

11. The reasoning behind the project was that the development of National Action Plans (NAPs) would be supported through research based policy advice and targeted inputs.

12. The project had three immediate objectives:

- improving the information base on child labour and related issues;
- informing policies and action plans addressing child labour;
- strengthening national capacity in measuring and monitoring child labour.

13. The first objective was conceived to achieve a shared understanding of child labour, so that a common basis for action against it could be agreed. The second objective was expected to help ensure that research outputs are translated into national actions that would impact upon the lives of child labourers through the development of NAPs in Ethiopia, Cameroon and DRC. The third objective was to help promote systems for regular data collection, which could be used to guide policy and could be subsequently used to assess progress toward child labour elimination.

1.3 Administration of Project

14. The project was administered through ILO-IPEC headquarters in Geneva. All funds were disbursed through Geneva, with ILO-IPEC issuing external payment authorizations (EPAs) to UCW requests for project funds for various activities.

1.4 Organization of the work through the project

15. The project was implemented through and by ILO-IPEC, with UCW undertaking the research components in parallel and in consultation with ILO-IPEC. Targeted support included research

consolidation, support for moving the child labour policy process forward, support for organizing advocacy activities, targeted training and support to national statistics units. A Programme Officer in ILO-IPEC Geneva was designated with coordination responsibility for the project (focal point). No funding was allocated for project staff time in Geneva, although a few staff months were allocated in 2011.

16. For the research component of the project, UCW worked independently on research elements, but in close collaboration with ILO-IPEC. UCW deployed their existing staff directly to undertake their separate but linked project activities to enhance the knowledge base on child labour. Project funds to UCW contributed to core staff costs - UCW staff consolidated research themselves (rather than commissioning or overseeing research).

17. Project support for National Action Planning processes was provided by ILO-IPEC headquarters staff (mainly the aforementioned focal point in IPEC) and ILO programme staff in ILO offices in Yaoundé, Kinshasa and Addis Ababa. ILO country-based staff provided such support in addition to their day-to-day tasks, rather than receiving funds for a percentage of their time paid through the project. Two ILO child labour specialists for Africa also provided inputs and technical support. National consultants were recruited for short time periods during the timeframe of the project, to facilitate the process of national planning on child labour, or to undertake background research.

18. Additional technical support was provided from IPEC staff in Geneva, particularly during the latter period of the project. For example an IPEC officer who could support advocacy activities came on board in April 2011; and another officer who had previous worked on child labour in DRC backstopped the project from January 2011. Inputs were provided by IPEC specialists in hazardous work from time to time. IPEC-SIMPOC provided inputs in Ethiopia linking with the Central Statistics Agency, and also in Cameroon.

2. Purpose of evaluation

19. This final evaluation documents the extent of project delivery against the immediate objectives and expected outputs. The evaluation should provide all stakeholders with a summary of what worked well; what did not work so well and why; the major constraints to national planning on child labour in the context of the project support; and recommendations for future direction. As stated in the evaluation ToRs (see Annex 1), the main purposes are to:

- assess the usefulness of the approach and its components for Africa;

- examine the likelihood of the project achieving its objectives;

- investigate the constraints and factors affecting implementation;

- analyze the factors contributing to the projects achievements.

20. The evaluation will also attempt to identify good practices that could possibly be replicated.

21. Section 6.7 may help ILO-IPEC staff assess the potential of the targeted approaches used in the intervention for future IPEC support and its relevance elsewhere. The evaluation will seek to provide feedback on this selected support for NAPs to eliminate the worst forms of child labour, and how project stakeholders view such an approach in comparison to full country multi-year project support.

3. Evaluation methodology

22. The principles and approach adopted during the evaluation were in line with the norms for evaluation in the UN System; the ILO policy and strategic framework for evaluation;[3] and ILO-IPEC DED[4] briefing material on monitoring and evaluation. The methodological approach focused on the outputs of the project activities and tried to determine how the outputs led to impacts. Impacts must however be considered in terms of <u>contributions</u> to the elimination of child labour through strengthening policy responses and improved knowledge base. The evaluator is aware that policy change is a highly complex process, and is country-specific, shaped by multiple factors beyond donor project support, which include intricate political, cultural and economic factors.

23. It is difficult to accurately measure the attribution of research to influencing policy processes. The political context is an important often volatile factor, particularly in some of the countries that this project targeted. Research also requires advocacy, networking and media linkages to help affect change. Although new technological development are beginning to support approaches to surveying the impact of research (e.g. bibliometrics and network analysis), constraints in terms of time, budget and skills, limits the ability of this evaluation to evaluate UCW research impacts. Nevertheless, the evaluation approach focused on how child labour information (research and analysis with policy implications), and evidence-based arguments delivered through formal and informal meetings, helped to contribute to better policy responses to child labour. Thus, whether the attempts to close important information gaps on the extent of child labour contributed to an enhanced policy framework for action plans on child labour was examined through qualitative methods (interviews), along with other support provided through ILO towards the NAP processes. How such outputs complemented and linked with project support for establishing regular data collection and monitoring on child labour was also examined.

24. The approach outlined in the ILO-IPEC NAP guidelines proved useful for reviewing progress towards NAP development in the three countries.

The evaluation methodology comprised:

- A desk review of relevant project documentation and other relevant publications (see list in Annex 2)

- Preparation of ILO/IPEC standard evaluation instruments to document and analyze achievements of the project (Annex 3)

- Interviews - a list of all interviewed is outlined in Annex 4.

- Geneva visit for headquarters briefings. Interviews with relevant ILO-IPEC staff. A list of questions asked is included in Annex 5.

- Interviews with donor representatives in Ethiopia (see Annex 5).

- Open-ended questionnaire (based on interview questions in Annex 5) sent to Ministry of Labour representatives in Cameroon and DRC.

- Visit to UCW in Rome and interviews with staff from this collaborating partner (Annex 5).

- Field visit to Ethiopia - interviews with ILO staff and project partners including employers and workers groups and the central statistics office, (Annex 5).

- Telephone/skype interviews with stakeholders involved in the project in Cameroon and DRC; including ILO programme staff involved in both countries and 2 ILO child labour specialists (Annex 5).

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[3] UNEG 29 April 2005 and ILO GB 294th Session, Nov 2005
[4] Design, Evaluation and Documentation Section

- Stakeholder feedback sessions using conference calls to present and validate preliminary findings with IPEC staff in Geneva, face-to-face with ILO staff in Ethiopia, and by email with UCW.
- Draft evaluation report circulated to key project stakeholders for comments and validation.

Constraints and limitations

25. Only undertaking a field visit to Ethiopia and not meeting relevant stakeholders face-to-face in Cameroon and DRC meant that the evaluator did not examine project activities to the same extent across the three countries of focus. Telephone interviews were sometimes difficult because of French translation. There were initially delays in responses from DRC and Cameroon due to work schedules of staff in those countries.

4.   Key results table

26. Table 1 below presents the key results against the expect outputs. A more detailed table indicating results is outlined in Annex 3 (Table 2).

27. **Table 1**: Key results against expected outputs

<u>DEVELOPMENT OBJECTIVE Contribute to the elimination of child labour through strengthening policy responses to child labour in the Sub-Saharan Africa region</u>

Immediate Objective	ILO (IPEC & UCW) supported outputs	Outputs
Strengthened knowledge base on the child labour phenomenon and the various factors underlying it, for a common understanding of child labour and a common basis for action against it	Policy-oriented studies of child labour and the MDGs.	**DRC:** study completed on CL **UCW:** produced inter-agency report for the 2010 Hague Global Child Labour Conference "Joining Forces against Child Labour" – a key document at this conference **UCW:** A section analyzing the link between child labour and education is an integral part of 5 UCW interagency report produced under the project
	Policy-oriented studies of child involvement in worst forms of child labour	**UCW:** A section on WFCL is an integral part of 5 UCW interagency reports **Eth:** Hazardous list updated through tripartite & regional consultation on what constitutes WFCL. **Cam:** 4 background reports (on CL & youth employment; literature review including review of national initiatives & available literature on youth employment & child labour; draft interagency report; and draft NAP background report) prepared for feeding into NAP. **DRC:** First draft of study on the WFCL completed in April 2010, (to be finalized by Sept 2011)
	Inter-agency country reports	**UCW:** 5 Interagency reports prepared: (Senegal, Mali, Rwanda, Cameroon, Zambia)
	A child labour free area programme developed	Not initiated
Enhanced policy framework for developing and implementing policies and action plans on child labour.	National action plans for eliminating child labour developed for selected Sub-Saharan Africa countries (at least 3 countries)	**Eth:** AP to move forward with NAP process instigated with MoLSA. Hazardous list updated new draft ready for approval. NAP amended & ready to move to next stage Proposal to change minimum age form 14 to 15 years Project instigated a review of MoLSA's obligations *Proclamation no. 709/2011* passed on May 11 2011 to ratifiy tripartite consultation Convention 144 (1976) **DRC:** Conflict sensitive NAP zero draft to be completed by November

Immediate Objective	ILO (IPEC & UCW) supported outputs	Outputs
		2011 – RBSA funds have been mobilized to ensure NAP formulation by this date. The Ministry of Labour carried out a consultation on the NAP in Katanga (August 2011). **Cam:** A youth employment sensitive NAP has been initiated during a planning workshop in May 2011 & an outline Plan of Action prepared with activities agreed amongst key stakeholders. Ministry of Labour responsibility for preparing NAP formulation timeframe – timeframe to be completed by Sept 2011. Areas of focus include improved data collection, policy support for OVCs, national sensitization, including in universities & school curricula, basic school fees eliminated, labour inspection systems reviewed, links to other ILO-IPEC projects (LUTRENA/WACAP), monitoring system to be formulated, involving civil society in research & implementing actions, a national day against CL instituted and hazardous list updated. **UCW:** inputs and comments provided to Ministry of Public services and labour for the development of the Rwanda National Policy for the Elimination of Child Labour
	Child labour "mainstreamed" into PRSPs and other national development plans	**DRC:** Strategic planning workshop for the economic reintegration of conflict-affected children to inform NAP
	Reviews and impact assessments of polices relating to child labour reduction	Project provided some funds towards travel to knowledge sharing workshop in Nairobi for ILO staff in April 2011
	Develop strategy for the effective and timely dissemination of research outputs and tools and build a network to support political commitment to the National Action Plan	IPEC NAP guidelines sent to project stakeholders IPEC is developing 2 page briefing tool on NAPs for wider use **DRC:** seminar discussed research results from CL report **DRC:** SCREAM TOT took place in May 2011 which disseminated CL info and initiated a *SCREAM Network*, which has subsequently formalized itself. **Cam**: A background document (Feb 2011) lists key stakeholders in public, NGO & other sectors. 4 documents produced under the project discussed at May 11 workshop with network & will be assimilated in draft NAP (strengthening the arguments for the NAP)
	Develop training module for ILO officials, local and national partners on information dissemination and media relations	**DRC:** SCREAM (in particular conflict module) used for info dissemination on CL including media. Ambitious action plans by sector set up by SCREAM trainees. 31 people trained in SCREAM and a network with 31 members established SCREAM pack with CD & DRC specific presentations distributed to 31 ToT participants. More SCREAM ToT in the pipeline. **Eth:** a national ToT workshop for labour inspectors on child labour took place in July 2011. CETU carried out 2 ToT on child labour in August (Jimma & Dire Dawa)
	Regular systems of data collection and monitoring on child labour (CL monitoring system developed & pilot tested in selected countries)	**Eth:** CSA analytical report on the 2010 Urban Employment/Unemployment survey contains CL data (504 Statistical Bulletin). SIMPOC analytical report nearly completed.

Immediate Objective	ILO (IPEC & UCW) supported outputs	Outputs
Enhanced national capacity in the collection, analysis and application of child labour data, and establishment of systems for regular data collection to guide policy and assess progress.	Survey tools and methods for measuring worst forms of child labour	**UCW:** Paper published on building estimates using standard household survey instruments to measure child domestic workers **UCW:** A research tool to quantify begging children in Dakar was applied with street children in Cairo
	Replicable training modules on the collection, analysis and application of child labour data	**UCW:** Replicable training module developed **UCW:** I week training in Zambia with statistics office took place to help develop CL indicators (16 trainees, of which 11 from the CSO, 3 from the statistics office and 1 from the Ministry of Labour) **UCW/ITCILO** collaborative training took place in Turin annually

5.   Findings, conclusions and recommendations

5.1   Project design

Findings

28. The project was designed so that UCW's research would contribute towards strengthening policy responses to child labour in the Sub-Saharan Africa region by increasing the knowledge base on child labour in particular countries. Such evidence-based research should inform policy and support the development of national action plans (NAP) on child labour elimination (with ILO-IPEC inputs). Such a design is valid provided both partners (UCW & IPEC) are working collaboratively in the same country.

29. The UCW activities were in line with their interagency programme aims - to develop a shared understanding of child labour, and to help identify common policy approaches for addressing it (as outlined in their rolling programme workplans for 2010 and 2011). The UCW global research element (partly funded through the project) also took stock of the global child labour situation. The global inter-agency report (for the Hague 2010 child labour conference) defined a common platform for international efforts to combat child labour – filling an information-sharing gap among three international agencies in the area of child labour.

30. The project's original design filled an existing gap in services that other ongoing interventions were not addressing in Cameroon, Ethiopia or DRC – research and technical support for NAP formulation on child labour. It was difficult to find information on the reasons why the three countries DRC, Ethiopia and Cameroon were chosen for the project support focus. Staff at the Italian embassy in Ethiopia was unable to clarify the reason for this focus. Child labour statistics in sub-Saharan Africa indicate slower progress in reducing child labour than other regions; hence the region had been earmarked for support. According to UCW, DRC and Ethiopia were primarily the donors' choice and Cameroon was suggested as both UCW and IPEC were working there and an opportunity was provided to consolidate collaboration within the timeframe of the project. However, it is evident that all three countries required support for their NAP formulation process. Thus the countries of focus were relevant. However, placed together under the one project, regionally these countries did not, nor were they given opportunities to learn from one another. Indeed whether experiences in each country would be relevant to one of the other countries of project focus is doubtful. Each country presents quite different socio-economic and political characteristics, and has different factors affecting their efforts to address child labour.

31. The policy support aspect of the project was designed based on lessons learned from past IPEC interventions using a Time-Bound Approach in Africa. Such lessons indicated that national ownership of the NAP process is essential. The original Summary Project Document was for 18-

months. The project document did not stress however that it takes time to build national ownership, and different countries are at different stages regarding their commitment to eliminate the WFCL. Generally many interviewed during this evaluation stressed that more time should have been allocated in each country for a 'buy-in' phase, than assumed within a limited project timeframe (initially only 18 months).

32. The project design (for the policy support element) was efficient in that it did not cost much financially (US$140,000 per country) given the range of activities and the focus on three countries. In some ways the approach taken in the project was similar to NAP support provided to some countries through the US$ *Global Action Plan* (GAP) projects. These projects provide around $150,000 per country offering a menu of possible types of activities to contribute to the elimination of child labour. Whilst GAP projects have not yet been evaluated, anecdotal comments (from ILO-IPEC staff) would indicate that GAP support spawns national ownership. However it was also noted by an IPEC staff member supporting the GAP projects that national champions against child labour are important in the countries of focus for the GAP projects. National champions help to drive the process forward -a royal figure in Jordan was given as an example. In DRC a senior figure in the Ministère de l'Emploi, du travail et de la Prévoyance Sociale was an important driving force. Some of the media figures who attended the SCREAM workshop in DRC may prove to be important champions in the drive against child labour in the future, as they continue to receive background materials from ILO. Discussions with various individuals reveal that it might be worth nurturing music celebrities as ambassadors of change in countries where music is an important cultural medium, particularly amongst youth.

33. Because the project appeared to provide core funding for UCW, it was unclear whether UCW and ILO activities were initially conceived in isolation or were expected to be implemented in tandem. Either way, during the lifespan of the project collaboration between ILO and UCW increased considerably, which is an important achievement. For example research and policy support activities were able to converge in Cameroon, where activities between UCW, IPEC Geneva and ILO Yaoundé were well coordinated. In Cameroon the collaboration between UCW and ILO-IPEC helped to fill an existing research, policy and data collection gap.

34. The design focus was on the dissemination of research outputs, rather than on advocacy which would result in others taking actions. A parallel focus on building a solid communication strategy on child labour concerns was probably required in all countries, to help develop a clear understanding of what the NAP process was going to tackle. This would help to ensure wider alliances with many partners.

35. The project was designed in Geneva/Rome. The original proposed donor funding was reduced during the project negotiation phase (as the overall Italian aid budget was cut around this time). Some activities that could possibly have been supported through the project had to be subsequently eliminated from the project document as there would not be sufficient funding. For example the project design did not feature a strong focus on advocacy activities. Because there was insufficient funding for advocacy activities, ILO-IPEC made a decision to concentrate advocacy type activities in one country alone (DRC) to ensure impact. Advocacy activities thus take place in DRC through SCREAM Training of Trainers and subsequent follow-up, albeit in the last six months. However it is too early to document change as a result of advocacy. The formal establishment of the SCREAM Network is a promising practice.

36. In all three countries, the project policy focus strategy fitted with national education and anti-poverty efforts. For example:

   - In Ethiopia child labour elimination is part of the Decent Work Country Programme (DWCP). In Ethiopia the project built on a previous project on Decent Work (ETH/06/50M/NET), which had child labour as a cross-cutting issue and advanced the preparation of Ethiopia's NAP on child labour. During that project a multi-sectoral task

force had been established with the aim of developing the NAP. A draft NAP was ready by January 2010. The project provided the impetus to move this process further.

- Cameroon participated in the ILO-IPEC USDOL-funded West African regional project to combat child labour in the production of cocoa (WACAP which ended in 2006) as well as a multi-donor project against the trafficking of children in West and Central Africa (LUTRENA which ended June 2007). Both projects were said to have raised awareness on the issue of child labour, helping to improve the legal framework in Cameroon whilst also involving social partners. ILO-IPEC (SIMPOC) was already supporting the government to implement a national child labour survey, which would form the basis for the UCW interagency background study. The project through the steering committee set up for the UCW interagency report, helped to assess the coherence of different actors focused on children.

- DRC was emerging from conflict, with many war-affected children. A national committee on stopping child labour existed but was dormant. The issue of child labour (focused on child soldiers) is included in the Poverty Reduction Strategy (PRSP), but not elaborated upon in much detail. Child labour is included in criminal law, and laws dealing with violence against children, employment laws and the DWCP. In the mining sector, a good practice code for the protection of children exists. DRC participated in a sub-Regional Programme for the Reintegration of Child Soldiers and the Prevention of the Use of Children in Armed Conflict in Central Africa, where demobilization and reintegration programmes for children affected by conflict were implemented. In sum, it was evident that a national and specific policy to pull together various initiatives and tackle child labour in its worst forms was lacking in DRC. The project focus fitted with intentions in DRC.

Challenges:

- The link between objectives appeared relevant in terms of project design. However the project document did not provide detail on country linkages between UCW and ILO-IPEC.[5] Field staff (in Ethiopia, Cameroon and DRC) reported that the roles of the different parties, and how the different components of the project fitted together were unclear. From the field perspective (in comparison to a Geneva/Rome perspective), there was no interface with what UCW was doing and how it linked to what IPEC were doing in DRC and Ethiopia. Conversely the project document does not clearly indicate that UCW's work should link directly to the three countries of focus. The project design was thus ambiguous in this regard.

- Although the project design broadly appeared valid, because the project was designed in Geneva/Rome, the design did not take into account the particular needs, constraints, resources of each country. Individuals in DRC and Ethiopia raised this issue in interviews undertaken for the evaluation. For example ILO staff in Ethiopia reported that they did not feel ownership of the project as it had been designed without their inputs and arrived without prior consultation. It can be argued that the RAF/08/06/ITA SPROUT/PRODOC[6] was not too prescriptive and allowed for country level nuances to be incorporated into implementation activities. In fact, a more detailed project documentation was never prepared. As it stood, the funding came from Geneva without consultation with field staff. Field staff reported that they would appreciate input in future project formulations, so that they can incorporate and reflect political and socio-economic characteristics in project design. Had a more detailed project document been prepared, it may have allowed for country-level input in the project design.

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[5] Joint actvities mainly occurred for activities in Cameroon, where joint meetings were held on child labour and joint activities took place, along with sharing of information. Joint activities took place also in Rwanda, but policy support activities through Italian funds was not provided in Rwanda.
[6] Project document summary outline

- It was also reported that in the three countries of 'policy' focus (Ethiopia, Cameroon and DRC), that capacity of national stakeholders on child labour issues is weak. In Cameroon for instance, commitment from some branches of the government was not strong, although the Ministry of Labour reported that commitment is improving from a position of denial and a lack of awareness on why child labour is unacceptable in 2002 to endorsing and celebrating World Day against Child Labour in recent years.

- Provisions for strengthening national capacities could have been better resourced. Many interviewed (IPEC in Geneva, ILO staff supporting the project in-country and the questionnaire response from the DRC National Child Labour Committee) during the course of the evaluation stressed the necessity of further developing the capacity of the Ministry of Labour as well as other agencies or ministers, including strengthening institutions that could provide direct support to children. Government institutions and district agencies require training so that they can include in their responsibilities child labour concerns, or so that they can also provide support to children found in the worst forms of child labour. Thus although the policy support focus of the project was totally relevant and strategically important, there was limited focus on the different national capacities – and more buy-in capacity development time was required. Time schedules for the project were not in line with building national capacities.

- In Ethiopia the project did not link with other on-going national efforts on child labour outside tripartite arrangements. For example the Ethiopian Economic Policy Research Institute (EEPRI) and the economics department at Addis Ababa University have individuals who are undertaking research on child labour and staff who have outlined policy recommendations as a result of previous research; an International Study of Childhood Poverty – Young Lives- is taking place in Ethiopia linking *Save the Children* and Oxford University in the UK to Addis Ababa University. Linkages with national researchers may perhaps have been established if Addis Ababa field officers had inputs to the project design.

- Representatives from the Government of Ethiopia felt that the timeframe for country policy support activities were too short. The original project time frame of 18 months was not realistic (from October 2008 to March 2010). Policy changes tend to occur over long timeframes and require a lot of ground work to build up trust through advisory support, and discourses on new policy approaches.

- The majority of those interviewed in Geneva felt strongly that staff resources for project coordination should have been included in the budget. Support to policy processes requires a lot of time and maintenance to sustain progress. The project design (for the policy support element) did not take into account ILO institutional staffing arrangements.

Conclusions on project desing

- The project's original design did fill a gap – to provide support to national planning processes and improve the knowledge base on child labour. On the whole, the approach and strategies undertaken in this project were considered to be valid by many who were interviewed, with potential for replication, provided:
  o specific allocations were made for staff resources;
  o there was a better timeframe for country policy support activities;
  o field office had more input in project design; and
  o there is more emphasis on advocacy activities and building national capacities.

- Whilst the objectives of the project were clear, and the linkages between objectives and outputs were in theory logical and coherent, the time frame was unrealistic given the project management constraints. The inadequate timeframe for project implementation manifest itself through three requests for no-cost project extensions. Additionally:

- an inadequate focus and/or allocation of funds towards ILO-IPEC human resources hindered the speed at which activities could be initiated and sustained.
- more funds could have been earmarked for advocacy activities.
- Whilst the project design helped to build national ownership amongst key stakeholders, in reality such a process requires considerable and discrete ILO support, which takes commitment. In conclusion:
  - assumptions about the capacity of national stakeholders to take ownership may have been too high.

Recommendations

- ILO-IPEC & UCW should include field staff in the design of future projects or decentralise such projects. Field staff may be able to identify national champions to advocate for child labour elimination.

- ILO-IPEC & UCW should allow for a mapping exercise on national requirements prior to project formulation. Ensure that an assessment is made of national capacity to lead policy formulation and implementation on the WFCL.

- Ensure donors allow for the inclusion of funding for advocacy activities in parallel to policy support activities.

- ILO-IPEC should ensure there is clarity regarding staff time allocations, staff responsibilities and expectations, if designing a similar project.

- Project time frames should vary depending on the stage of 'buy-in' amongst key national actors regarding their commitments to eliminate the WFCL. Realistic time-frames must be set, particularly if national ownership of the child labour issue requires focus before implementation can take place.

- Donors should ensure future projects are not trying to undertake too much with little funds.

5.2 Effectiveness of management arrangements

Findings

37. The project was administered through ILO-IPEC. ILO-IPEC issued External Payment Authorizations (EPA) for UCW activities, and IPEC processed payments. UCW were free to initiate their own activities and manage their share of the budget. It was reported that administratively the processes of EPA procedures from UCW to ILO are bureautically cumbersome. ILO administrative procedures are perceived by many interviewed to be increasing in complexity. UCW's management arrangements –within ILO administrative policies- were reported by field staff in Cameroon and ILO staff in Geneva to be very efficient.

38. UCW were able to use the project funding towards paying for staff salaries, whereas ILO-IPEC did not have a budget allocation for a percentage of ILO-staff time for the project. Even though a designated project focal point was appointed at ILO-IPEC Geneva to coordinate the project (with no additional funding used), staff changes and rotations, meant that this individual changed during the course of the project. At one point there was a gap of six months with no designated focal point. The new focal point also supported many other projects and had other duties. Only a small percentage of his time remained for this project. ILO field staff also had to support the project on top of their existing tasks and project related work and had not been planned for in their workplans. Project design should more carefully consider ILO human resource elements.

39. UCW began working on inter-agency reports for their countries of focus early in the project lifespan. Although in DRC, a preliminary background study to support the NAP design, did begin early on, in all three countries of policy focus (Ethiopia, DRC and Cameroon) NAP related activities only really

commenced in January 2011 or later. Action Programmes (APs) with Ministries of Labour were supposed to be developed in all three countries. Due to administrative reasons (including the need to have a dedicated bank account to facilitate an AP), the project only succeed in developing an AP in Ethiopia. Initiating this process took considerable time administratively.

40. Given these project management issues (no ILO-IPEC staff member allocated an adequate percentage of time to the project), ILO still delivered quality outputs albeit initiated late in the project lifespan. The policy support work in DRC provided by ILO (child labour specialist, ILO-IPEC staff and ILO in-country staff) was commendable, particularly the efforts to link to previous child labour work on child soldiers, networking with other programmes, and the sustained interest after the SCREAM ToT with a formal network created.

41. Coordination amongst those supporting the project at ILO headquarters was reported to be good, particularly when additional headquarters support was made available. Without designated funds for someone to manage the project at ILO-IPEC Geneva level for more time, and without adequate funds initially to hire someone in the three countries to catalyse activities, project activities relating to the policy support objective were delayed. The project relied on the good will of ILO staff for in-country work. This staff already has full job descriptions. Although field staff took this extra role in their stride, they would have preferred to have had more advance notice for their own work planning processes.

42. National consultants were hired on short-term contracts in DRC, Ethiopia and Cameroon at various stages, to facilitate the NAP and undertake other research activities in country. The Ethiopian Employers Federation (EEF) reported that in Ethiopia they were happy to have a national consultant supporting the Ethiopian Project Advisory Committee (PAC) in handling the activities. EEF reported that the national consultant was necessary for ensuring tripartite involvement; for coordinating activities; and for reporting on progress. However EEF would also appreciate support for working on child labour amongst its own members. In DRC, an ILO staff member who had previously worked with IPEC was assigned to provide technical support. One of the African-region child labour specialists also provided support and mentoring (and to a certain degree initially in Ethiopia). Support provided to DRC by the child labour specialist was much appreciated by all. However there are only two child labour specialists covering at least forty countries in Africa, so it is difficult to secure their 'time'.

43. In Cameroon, although ILO field staff provided adequate support, no child labour specialists were available in the country offices. ILO field staff relied on technical backstopping from Geneva.

44. Technical backstopping from Geneva was reported to be adequate (particularly support from the project focal point), but given the short project time-frame, ILO staff in Addis would have liked quicker responses from Geneva for some technical aspects, as they did not have the luxury of waiting for responses. In this regard plans for a mobile policy response unit in Geneva will be much appreciated by all.

45. A mobile policy unit should include individuals who have interest in, a relevant background or experience in policy related work. They should not be chosen based on age and rank, but other key characteristics. For example individuals should have a particular attitude that is suitable for such work (non antagonistic manner, but hold resolute determination to get child labour initiatives implemented). Aptitude for identifying openings for policy implementation is of utmost importance. Individuals in such a mobile policy unit should be able to facilitate discursive dialogue with policy actors using an inside track evidence-led approach rather than seeking to influence policy through confrontation. Such individuals must be astute in dealing with policy stakeholders so that they help to frame debates, bring evidence to the table and ultimately ensure issues are on the political agenda, with clear implementation schedules. Good networking skills would be a key advantage as well as having foresight to identify openings that link child labour concerns with other pressing concerns with funding opportunities to get things moving. In essence such individuals should be able

'mainstream' child labour concerns, draw attention to issues that link with child labour, raise awareness, and use appropriate rhetoric to promote endorsement of international child labour commitments. The percentage of time individuals devote to such a mobile policy unit work would have to be worked out by ILO management. Mentoring junior staff is an important strategy as skills in policy related work stems from exposure and experience.

Conclusions on effectiveness of management arrangements

- Staff changes and heavy work loads in Geneva resulted in a gap in overall responsibility for the project in the first year, which also contributed to delays in actions being initiated.

- Project resources were not sufficient to provide an adequate percentage of funds towards a project coordinators time in Geneva (although a small percentage of one ILO-IPEC staff member's salary was provided for three months), nor national facilitators for lengthy periods in any of the three major countries of focus. In DRC, Ethiopia and Cameroon funds were used to hire national consultants for short periods.

- In supporting project activities, ILO in-country staff would have liked more involvement in planning.

- Due to the structure of the UCW programme, UCW were able to use project funds as a percentage contribution towards their staff time, and they worked directly on the research elements (funded through the project).

- Cooperation between ILO-IPEC and UCW increased during the project life span.

Recommendations

- In future projects of this nature, ILO management should organise more clearly responsibility for project management including an adequate percentage of time to be allocated for coordination and support (in either headquarters or country offices). Project activities should start much earlier - once funding is secured.

- Responses from some sections of IPEC in Geneva could be faster and communications between Geneva and field offices should improve. ILO-IPEC could set in place minimum time standards for replying to queries from the field. Very often ILO-IPEC staff are travelling etc.. Hence at the very least support staff could reply to say that the query will be dealt with and remind ILO-IPEC staff if the issue has not been dealt with.

- The different roles and responsibilities in IPEC headquarters and ILO field offices should be reviewed by ILO-IPEC management and further clarified.

5.3   Implementation and effectiveness of objectives

46. Table 1 (above) and Table 2 *(Evaluation Instrument)* in Annex 3 outline the planned outputs against known outputs and what was achieved. Because a project monitoring plan was not prepared at the beginning of the project, no indicators and targets existed against which to gauge results.

47. The project made considerable progress towards the first two immediate objectives – contributions towards a strengthened knowledge base on child labour and the various factors underlying it; and an enhanced policy framework for *developing* (rather than *implementing*) policies and action plans (in three countries). It cannot be confidently measured or determined whether the project reached the third immediate objective – which relates to an enhanced national capacity in the collection, analysis and application of child labour data, and establishment of systems for regular data collection to guide policy and assess progress. However, UCW and SIMPOC have developed training modules on collecting child labour data that can be widely used, and have published papers on building estimates using household survey instruments to measure child domestic workers.

48. Table 2 in Annex 3 attempts to distinguish between qualitative and quantitative outputs for each of these immediate objectives.

49. The outcomes from the project are difficult to determine. UCW does not have a framework for assessing the impact of its reports. In essence UCW are adopting an 'inside track' approach, working closely with decision makers, as opposed to an 'outside track' where policy change is sought through pressure and confrontation. UCW is focusing on change led by evidence, which is an important and necessary focus. Change by evidence may also benefit from a parallel focus on advocacy– involving public debates and meetings, television, newspapers, radio and other media, linking to children's rights and child protection campaigns, so interested stakeholders outside tripartite partners are aware of national planning processes and can begin to monitor change. Apart from in DRC there were no activities planned (nor noted) that had an emphasis on advocacy, networks and the media for influencing the NAP process.

50. At the national level, because many activities are in process or have just been implemented, it is too early to identify changes through NAP implementation. The outputs will not yet demonstrate how child labour has reduced because of ILO/UCW inputs. Boxes 1, 2 and 3 below summarize the achievements and challenges against each immediate objective. More details (by country) are provided in Annex 5.

Box 1: Objective 1 - improved knowledge base in selected targeted countries of sub-Saharan African region through improved project support.

UCW activities

- UCW delivered their outputs in a timely manner and produced a quantity of reports, innovating in each country report depending on the country-context. For example youth employment issues are highlighted in the draft Cameroon interagency report; other reports focus on costing child labour elimination.

- UCW country-level interagency reports on the child labour situation conducted in cooperation with counterparts were reported to have provided a common basis for National Action Planning against child labour. The UCW inter-agency reports were considered by many ILO staff interviewed (in Geneva and in-country) to be extremely important and useful (for example in Cameroon). Firstly, they present a joint endorsed inter-agency view on the situation of child labour in the country of focus (ILO UNICEF and World Bank) in dialogue with the government (as a steering committee for the report preparation and validation was set up in each country). Secondly, as an interagency programme, UCW links with the national representatives of UNICEF, ILO and World Bank, resulting also in links to their counterpart ministry partners. Additionally UCW work with the national statistics offices. Thus a wider range of ministries are reached beyond the Ministry of Labour. This allows for broader government endorsement of reports. Thirdly, if the governments logo is also included on the cover page of interagency reports (as was the case in Rwanda), there is greater government ownership and endorsement of the child labour problem.

- The UCW Inter-agency report for the Hague Global Child Labour Conference (2010) (*Joining Forces Against Child Labour*) provided four over-arching messages important for the lead-up to the 2016 target for child labour elimination. The Hague Report provided a common statement for three agencies (the World Bank, UNICEF and ILO). The Roadmap Strategy (the output of the Hague Global Child Labour Conference -to increase efforts to eliminate WFCL by 2016) adopted by more than 500 delegates from 97 countries clearly outlined the actions required by: governments; social partners; NGOs; and other civil society actors; and international and regional organizations. Although Part II of the Roadmap outlines how progress will be monitored, it was difficult to locate any reports published one year after the Hague Report that reviewed outcomes or progress since the Conference.

- Collaboration between ILO and UCW increased considerably and UCW have now linked their research activities with the IPEC Operations Unit (UCW were already linked with the Research and Policy Unit in IPEC).

- Staff interviewed in UCW in Rome, reported that from their perspective, the project was successful in raising awareness on the child labour problem in the countries they focused on, and on promoting social mobilization to address this issue. The evaluator is unable to confirm this assertion for these countries, except for Cameroon, where a representative from the Ministry of Labour and Social Security reported that they acquired lots of knowledge on child labour through the project and that the project was very effective in raising awareness on child labour. She further added that the study on policies and legislation *"was a booster to our awareness"*.

Improved knowledge base activities other than UCW inputs

- Although no new knowledge products were developed in Ethiopia, members of the Project Advisory Committee (PAC) in Ethiopia stressed that the knowledge base on child labour has increased amongst those involved in the project. The distinction between child work and child labour is now clearer, due to discussions of what constitutes child labour whilst updating the Ethiopian list of Hazardous work for children, and other tripartite discussion that took place during the project.

- In DRC a preliminary background study on child labour was undertaken early on by a national consultant, which was reviewed in a workshop and subsequently revised. Although the earlier drafts of this study were not exactly as requested, this preliminary background document provided a national focus for discussions amongst the National Steering Committee. The Ministry of Employment (representing the National Committee) confirmed that the national committee improved their knowledge base on child labour. This is evident by a sub-group of the Committee taking responsibility for overseeing the revision of different sections of the background study, implying ability to evaluate the child labour context; stronger ownership of the research process; and the child labour problem.

Box 2: Objective 2 – policy support in three countries

The NAPs are not yet being implemented in the three countries (DRC, Cameroon and Ethiopia). Once the project took off in the selected countries (albeit later than envisaged due to the reasons outlined in 6.2 above), the process of NAP formulating and the role of the project in supporting formulation was steady, given the circumstances and the countries of focus. Although the project had an uneven start (from ILO's point of view, rather than UCWs), the project has moved the NAP process forward in the countries of focus. Some of the achievements are outlined below:

Ethiopia: In Ethiopia the NAP is almost approved by parliament and nearly ready for implementation. Capacity for regional and district level government administrators is yet to be conducted. Tripartite partners (Ethiopian Employers Federation- EEF and Confederation of Trade Unions - CETU) are on board, although they require resources to implement activities. An updated hazardous list of work for children has been prepared and validated. This exercise was led by the Ministry of Labour and Social Affairs (MoLSA) with EEF and CETU, in collaboration with the Ministry of Education; Women, Children and Youth Affairs; Health; the Central Statistical Agency; and nine regional MoLSA Bureaus.

DRC: A strategy and plan for the finalization of the NAP has been agreed by the NAP Steering Committee and resources have been mobilized to continue the formulation process. The NAP should be presented to government for approval by November 2011. Awareness raising activities in DRC under the SCREAM training of training, included sessions on the NAP. This initiative meant that the rational for a national action plan has reached a wider audience (31 persons, from NGOs, the media and others concerned with child labour), which should help in the mobilization of support for the NAP. The SCREAM network is active and has recently formalized itself.

Cameroon: The UCW inter-agency report will be finalized by the end of the project. The development of this report has provided a forum for many child labour 'actors' from different government bodies and NGOs to come together and assess what is happening with regard to child labour, what needs to be done and set up a process for a NAP. The Ministry of Labour and Social Security is currently preparing a timeframe for the NAP preparation and a proposal for its five-year implementation.

Box 3: Objective 3 – Data collection systems on child labour

Regular systems of data collection and monitoring on Child Labour were not precisely developed in selected countries, although capacity to do so was part of UCW's engagement in the countries where they produced inter-agency reports. SIMPOC attempted to work with the Central Statistics Agency (CSA) in Addis Ababa to produce an analytical report on the 2010 Urban employment /unemployment survey. This work has not yet been completed. The delay was mainly to changes in personnel in the CSA in Addis Ababa, a previous budget issue that required clarification, and communication problems - the key person in the CSA was not available between January 2011 to May 2011. However a SIMPOC/CSA workshop is planned for the coming months to support data collection and analysis on child labour and how to set up child labour monitoring systems. A rural labour force survey is planned for 2012/13, so SIMPOC support may help to ensure that child labour will be included in this survey.

A training module on the collection, analysis and application of child labour data has been produced by UCW. Other methods and tools for measuring the worst forms of child labour are available. Many of these methods and tools produced require training on how to apply them. UCW organized training on child labour indicators for 16 persons in Zambia with project funds.

Conclusions on implementation and effectiveness of objectives

- It is difficult to measure precisely the extent of knowledge base increase in selected countries, but UCW produced many quality outputs.
  - Future focus could also be placed on the wider communication of research results.

- Advocacy related work is critical to ensure certain influential persons (outside government) understand and are on board with NAP implementation later down the line. The following concludes the evaluators view on the project advocacy activities:
  - Apart from the SCREAM training of trainers in DRC, advocacy activities did not feature highly in the project (due to inadequate funding for such activities and a lack of focus in the project design).
  - Raising awareness at this global level and awareness raising at the national level are two different things. Some global awareness raising activities may actually be preaching to those already 'converted' to the goal of eliminating child labour, whereby targeted awareness raising may be also required at the national level and amongst intermediaries who are expected to translate national child labour commitments down to the workplace or field level. A representative of the Ministry of Labour and Social Welfare in DRC highlighted this point, stressing that relatives, children, school authorities and other members of the public must be mobilized.
  - At the national policy formulation level, because of linking with national statistics agencies and ministries in the countries where UCW inter-agency reports were produced (Senegal, Mali, Rwanda, Cameroon, Zambia), UCW reported that awareness was raised through their research and capacity building. For example amongst 16 statisticians in Zambia.

- It must be stressed that short projects of this nature cannot realistically expect to achieve standard outputs – such as a high quality NAP. Measuring the influence of ILO projects to policy-related change is difficult, i.e. how to measure the impact of policy advice. Indeed policy change takes time – sometimes ten years or more from when the issue is

first put on the agenda, technical information is absorbed, policy documents prepared, put through parliament, enacted, implemented etc.. The following are the conclusions regarding the policy support elements of the project.

   o The policy support elements of the project were effective, given the allocated resources per country (US$140,000 per country); the lack of a coordinator who could allocate a significant percent of his time; and the lack of national staff dedicated to the project. The results obtain justify the costs incurred.

   o Having the NAP in place, or child labour add-ons in national legislation always takes time, with critical timing issues, which should be considered in projects, allowing for flexibility to match national processes.

* The third objective - to improve national capacity in measuring and monitoring child labour produced the least tangible results noted by the evaluator.

Recommendations

* Although this project could be considered a kind of pilot for ILO-UCW collaboration at an operational level, broader communications with field staff on such collaboration is required by ILO-IPEC, so that field staff are aware of opportunities and take advantage of the momentum such collaboration brings.

* There should be a broader understanding (amongst stakeholders and donors) that policy processes around child labour change takes time, are country specific, and not all countries will move at the same pace. Country nuances should be better reflected in expected outcomes. It takes time for technical information to be absorbed. Much depends on the national mood; pressure group campaigns; and legislative or administrative turnover and chance. UCW and IPEC could place more focus on how the different policy influencing approaches can work in tandem and balance each other. For example how evidence based advice to support policy also requires public campaigns, advocacy, communications and diffusion tactics merits attention.

* ILO must have staff ready to seize opportunities for providing policy support immediately when requests for such advice arrive. A mobile policy advisory or response unit in ILO-IPEC is a worthwhile initiative. ILO-IPEC should consider staffing issues and how to allocate staff time to different projects.

* ILO should consider how policy advice work can be measured, and develop policy change indicators rather than standard project planning indicators. The focus could be on measuring attitudinal change, procedural change (opening new spaces for dialogue on child labour by including tripartite partners) legislative change, and ultimately behavioural change (particularly at the implementation level).

* SIMPOC could liaise with the CSA in Ethiopia to ensure child labour is included in the forthcoming rural labour force survey planned for 2012/13.

5.4 Gender issues

51. ILO expects that gender equality needs are addressed in all development programmes and at all stages of the programming cycle. A four-pronged approach is expected - a gender analysis identifies inequalities between the sexes; gender-specific actions, targeting girls or women exclusively, men or boys exclusively, or boys, girls, women and men together with a view to redress existing gender inequalities and discrimination. A process of institutional change is in place so that procedures incorporate critical gender concerns into their planning and implementation; and that girls and women are given a voice to ensure that their interests and perspectives are taken into account in projects.

52. UCW reported that they always consider gender issues in their research. Evidence of this is clear in UCW's knowledge products, which highlight gender related differences and the consequences of these emanating from the raw data used for producing reports. Gender is thus considered crosscutting in all reports (for example interagency reports and the UCW Hague Report), with descriptive

tabulations of males and females as appropriate. Where gender-specific actions are required is also emphasized by UCW. For example the significance of household chores for girls is highlighted in reports.

53. The Project Advisory Committee in Ethiopia reported that they considered gender issues in terms of workplace hazards for girls and boys whilst debating the hazardous list of work for children. CETU in Ethiopia have prepared a proposal for gender sensitive awareness raising activities on child labour (for their members). Project partners were unaware of guidelines and other useful gender related materials available in ILO.

54. The project could probably have paid more attention to the numbers of males and females attending various capacity building activities and in meetings. For example only four women attended the SCREAM ToT in DRC (27 men).

Conclusions on gender issues

- Gender equality issues are increasingly being more automatically thought about in ILO projects; which is a welcome practice, but attention to gender issues can always improve.

Recommendations

- All involved (ILO-IPEC, UCW, field staff) should pay more attention to systematically giving a voice to women at the various fora/meetings organized through the project. Consistent reminders from those organizing events or meetings are often required for all project partners.

- Sharing of ILO-IPEC gender sensitive child labour materials more widely would be useful for partners.

5.5 Relevance of project

55. The project broadly fitted with development and anti-poverty efforts of the government in all countries of policy focus (objective 2). The issue of child labour was included in the last Poverty Reduction Strategy Paper in DRC[7] with a focus on child soldiers, but not elaborated upon much. The national legislation on education and legislation regarding gender-based violence does highlight child labour.

56. *The growth and Employment Strategy Paper (2010-2020)* for Cameroon[8] does not make reference to child labour, but it does highlight that meeting the Millennium Development Goals (MDG) are part of the government's goals by the year 2020. Tabatabai[9] and many others have highlighted how the persistence of child labour can undermine progress towards many of the MDG targets and indicators. The acknowledgement of child labour as a 'development' challenge is relatively new in Ethiopia, although the Constitution of Ethiopia (under Article 36) defines exploitative labour as work, which may be hazardous or harmful to education, health or well being of children. According to a 2009 study in Ethiopia[10], child labour is not yet recognized nationally as a major social problem contributing to poverty. However there are signs that the government is now increasingly recognizing child labour as a problem in terms of future human capacity and the potential impacts on trade.

57. The problem of addressing the worst forms of child labour and the need for technical support to implement commitments and obligations under Convention 182 existed in countries of focus, particularly because such countries are still at the NAP formulation rather than implementation stage.

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[7]http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/AFRICAEXT/CONGOEXTN/0,,menuPK:349 227~pagePK:141132~piPK:141123~theSitePK:349199,00.html
[8] http://www.imf.org/external/pubs/ft/scr/2010/cr10257.pdf
[9] Tabatabai, H. (2007) Child labour and the MDGs. Inclusãso Social, Brasília, v. 2, n. 1, p. 135-139, out. 2006
[10] PIN (2009) People in Need Ethiopia. A Study on the situation of Child Labour in Ethiopia: Review of Existing Studies and Brief Assessment. July 2009 Addis Ababa

This was the case in Ethiopia (confirmed by Steering Committee Members interviewed); DRC (confirmed by National Steering Committee's communication for this evaluation) and Cameroon (where the NAP formulation process is slow but collaboration between the different stakeholders appears to be holding up – but probably more donor funds are required).

58. In all three countries, tripartite partners were encouraged to take part in the project, in particular around NAP formulation. For the 'improved knowledge' element, a wide variety of partners were included particularly the central statistics offices. For the data collection systems objective, ILO-IPEC and UCW worked with the appropriate partners the central statistics agencies. Perhaps in the future provisions should be made to involve national research institutions in child labour data analysis. UCW reported that because they work under a tight budget, with a short donor driven timeframe, they unfortunately do not have resources or the time to work more with local national research institutes. UCW acknowledge that although national collaboration with research institutions requires a lot of effort and time, but may help to further ensure sustainability and ownership at the national level. Capacities are improving considerable in some national research institutes and universities and many opportunities for collaboration may exist, provided project timeframes and budgets allow for such collaborations.

59. In Ethiopia, financial support (in the form of an AP) was channelled through the Ministry of Labour and Social Affairs. The other social partners did not receive direct financial support (initially), although staff at ILO in Ethiopia indicated that these partners required such support to build capacity amongst their members and to carry out awareness raising on child labour. ILO staff interviewed in Ethiopia indicated that strategically it may have been important to also provide financial support to these social partners.

Conclusions on relevance of project

- Overall the project approach was valid as the problems and needs that gave rise to the project in each of the three policy focus countries still exist.
  - o The research element and policy support objectives fitted with the NAP process.
  - o The sectors and target groups were appropriate.

60. However, there was inadequate funding to address the constraints and resources of the tripartite partners (beyond the government).

Recommendation
• ILO-IPEC should give consideration to other tripartite partners who are keen to implement project activities, rather than focus exclusively on one partner (Ministry of Labour in the case of Ethiopia). Other partners are also lacking capacity and would welcome support.

5.6   Sustainability issues

61. The strategy for sustainability as outlined in the project document mainly stressed building capacity in child labour data collection and analysis, to establish on-going systems for monitoring data on child labour. In contrast and most strategically, the sustainability focus amongst project staff was on building national ownership. Building national ownership, commitment and mobilization for sustained action on reducing child labour is a long-term effort and cannot be rushed. It can however be concluded that the overall approach taken in the three countries of policy focus strove to build capacity in the government so that they will continue further work on child labour after the project closes. Likewise UCW activities for the knowledge base component worked deliberately and strategically with government ministries. Activities for the measuring and monitoring child labour data worked with national statistics agencies.

62. As mentioned ILO staff strove to ensure local ownership of the NAP process to ensure long-term sustainability. The long-term potential for continued action is high in Ethiopia, may face challenges

in DRC, because of political factors in many provinces and the scale of the child labour problem, and is unsure for Cameroon although when the UCW interagency report is finalized, what is required next will be clearer. In Ethiopia it can be difficult for agencies such as the ILO to ensure their advisory support is taken on board by the national government. However, it was reported by Ethiopian stakeholders, that once the government has committed itself to take on board the policy issue, (albeit difficult to obtain such commitment in the first place) they tend to see such commitment through.

63. All involved in the three countries wish to leverage more resources for NAP implementation. Resource constraints for NAP implementation are considerable. Representatives from Cameroon and DRC stressed the need to also work with implementing agencies, which have to ensure the NAP is enacted.

64. DRC NAP formulation activities are to be completed prior to the November 2011 elections. The next steps and a precise timetable has been defined and articulated by tripartite partners to ensure the process continues in both DRC and Ethiopia. In Cameroon, further donor funds will definitely be required to move the NAP process further.

65. In Ethiopia, it is expected that the NAP will begin to be implemented by the end of the project (verified by ILO staff, PAC members and Ministry of Labour). ILO staff in Addis Ababa, CETU and the EEF believe that MoLSA will move forward with implementing the NAP. This is due in part to the previous 'leg-work' completed on child labour through support to the ILO Decent Work Country Programme, but also perhaps because of other donors' interest in education and its links to child labour issues[11]. The issue is now on the policy agenda, with more and more stakeholders outside the government bringing child labour issues to the fore. EEF are concerned that children working in the hospitality and hotel sectors will affect business. The government is concerned about child labour in the export sector (coffee production). CETU is worried that child labourer will reduce standards for workers. MoLSA is also confident that the NAP will pass parliament. As a member of the project advisory committee (PAC) stated, child labour is now recognised as a vital problem in their country and the tripartite members are keen to move forward with reducing child labour. In Ethiopia, CETU are preparing to publish their internal policy on child labour and familiarize staff and CETU members on the issue. CETU have just begun to implement a project ($20,000) to work with their members to enhance their understanding of child labour, campaign on child labour, and integrate child labour into other policies.

Conclusions on sustainability of issues

66. The overall approach taken in the three countries of policy focus strove to build capacities so that further work on child labour will continue after the project closes. In summary:

- A strategy has been defined and planned for the completion of the NAP process in Ethiopia, Cameroon and DRC. These strategies have been developed collaborative by national stakeholders and ILO-IPEC.

- Child labour specialists are striving to encourage national ownership of the NAP process and ensuring that the NAP process is not a box ticking exercise.

- The expectation that the partners will continue to work on the NAP from September 2011 is high for Ethiopia and medium for DRC and Cameroon. It is important to highlight that the three countries still have weak institutional and technical capacities for working on children's issues.

- In terms of the knowledge base objectives, as mentioned in Section 6.5 it may be worthwhile to consider how to link with national research institutions to build capacity to

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[11] See for example http://www.unicef.org/emerg/ethiopia_44877.html

research child labour issues amongst local partners (through inviting them to meetings, sharing documents/research etc.). Post-graduate students are increasingly expressing interest in researching child labour in Ethiopia.

Recommendations

- ILO-IPEC in headquarters and ILO field staff should continue to follow-up on the NAP process with the three countries. Request that a short report be submitted to ILO-IPEC by the end of 2011, summarising the process of NAP formulation and progress from their perspective (for inclusion in good practice summaries).

- UCW should consider how to develop/build more long-term relations/linkages with national research institutes/universities to sustain research components.

5.7   Specific aspects reviewed

The project strategy

67. One of the key questions for ILO-IPEC is how to support the development of the NAP process in particular countries. A NAP attempts to link multiple programmes at different levels, because they deal with interrelated child labour issues. Another key question is the timing of ILO-IPEC support and how to encourage collaboration across government bodies and with tripartite partners. In the normal run of events, the policy making process takes time (e.g. decades), due to the necessity for legislative hearings, amendments and the need to abide by administrative regulations. Such procedures differ greatly from country to country and if policy making is seen as a continuous process the very concept of viewing national planning as something that has a beginning and end of finite duration (within a project timeframe) can be questioned. The Africa Region Tripartite Consultation on Child Labour tripartite partners stressed the need to move beyond viewing the elimination of child labour as a 'project' or 'programme'. If viewed as a project, there are issues around ownership and continuation of the project when funding ends. On the other hand, ILO-IPEC is constrained by project time-frames, which may not be in line with national planning time frames (as highlighted by MoLSA interviews in Ethiopia).

68. In terms of encouraging collaboration in the NAP process, much depends on national stakeholders and individuals involved in the policy process, as well as the institutional culture in terms of networking so child labour can be linked to other mandates (such as child welfare issues, child protection, education). Because of the compartmentalised nature of government structures, links are difficult to make and this process takes much effort. Nothing may be initiated unless somebody or some institution takes the lead and begins the process of planning for child labour elimination. In all three countries, there was initially a lack of personnel in ministries of labour who could assimilate child labour policy issue, and coordinate the process. In fact, during the latter lifespan of the project, DRC had (and continues to have) no Minister of Labour. A ministerial change in the ministry of labour (or the loss of a key nation 'champion') can cause loss of momentum (or opportunity), or even shelving of previous proposals (although this was not the case in DRC).

69. The policy focus of the RAF/08/06/IT project was highly valid within the context of recent international aid trends. Staff (particularly child labour specialists) involved in the implementing elements of the project certainly drew on lessons from past IPEC interventions in Africa, which indicated that national ownership of child labour initiatives is essential for action. Attempts were made by ILO/UCW staff to systematically step up efforts to use and strengthen country systems as a way of reinforcing country ownership. For example in Ethiopia, through the AP, MoLSA were able to review their own systems for labour monitoring with a view to strengthening and monitoring child labour. Facilitating national ownership throughout project implementation helped to ensure there would be a strategy for sustaining the NAP activities. In DRC a national consultant was hired for the research consolidation work.

70. The advantage of providing strategic support, rather than full project support, is that these country specific factors and processes can help to tailor the type of support supplied. However for this to occur, input from the field level for project formulation is required. Much also depends on the ability of ILO staff to network, create linkages as well as provide technical support whilst at the same time encourage appropriation of the child labour problem. ILO is trying to put an issue on the policy agenda based on side discussions, rather than blatantly stating what should be done regarding child labour. National government staff may not be on board with regard to the ideas behind international labour standards, even if it assumed they are, because their country has signed up to a Convention. All this takes time and a particular type of staff who are respectful and patient regarding national processes. In essence, ILO-IPEC are diffusing ideas, trying to ensure that outcomes are produced through government ownership, rather than stressing extensively ILO/UCW outputs to achieve such outcomes. With diffusion, governments receive ideas from a broad range of actors outside government structures – i.e. employers and workers organisations, the media, donors, other information sources. With ideas coming from many actors, the likelihood of the policy being implemented is higher than from top down policy change alone. Thus advocacy activities are always necessary. Networks, the media and others play a part in pressuring the government and social partners to do something, but it takes considerable time to nurture and develop relationships. In DRC media were invited to the sensitisations workshop (SCREAM in May 2011). Generally more advocacy type inputs may be required.

71. Policy support projects may not be measureable through typical project monitoring and evaluation systems. It is difficult to judge the contribution of one project alone to policy change. It is important to note that some of the project outcomes may be unobservable and unknowable to date. Particularly with regard to policy work, it is difficult to determine exactly how outputs influenced outcomes. At present ILO does not have a system in place for monitoring and evaluating policy influence. Evaluating the influence of ILO policy briefs and websites in national policy documents is time consuming.

72. Qualitative evaluation techniques are increasingly being used for measuring influencing factors and policy change. Such techniques and tools include focus group discussions, key informant interviews to probe influencing factors and identify the most significant change factors. Triangulation across sources, methods and tools is important when applying qualitative evaluation techniques. Jones 2011 (for ODI) presented five dimensions as suitable for measuring the impact of policy influence. Such dimensions include measuring attitudinal change, encouraging discursive commitments from states, securing procedural change, affecting policy content, and influencing behavioural change at different levels. Suggested resources for ILO to examine are included in the Box 4 below.

Box 4: Suggested resources for developing a system for monitoring and evaluating policy influence

- Heider, C. *Evaluating Policy: A Perspective from Multilateral Experience* Office of Evaluation, WFP and Vice-chair of the UNEG
  http://www.europeanevaluation.org/images/file/Conference/Past_Conference/2010_Prague/FullPapers/5_Heider_Caroline.pdf

- Reisman, J., A. Gienapp, et al. (2007). A guide to measuring advocacy and policy
  http://www.hfrp.org/evaluation/the-evaluation-exchange/issue-archive/advocacy-and-policy-change/a-guide-to-measuring-advocacy-and-policy

- Jones, H. (February 2011) *A guide to monitoring and evaluating policy influence* Background Note
  http://www.odi.org.uk/resources/download/5252.pdf

- Jones, N. and Villar, E. (2008) *Situating children in international development policy: challenges involved in successful evidence-informed policy influencing*. Evidence and Policy, Vol 4. No. 2. 2008
  http://www.odi.org.uk/resources/details.asp?id=2398&title=children-international-development-policy-challenges

- Weyrauch, V and Langou, G.D April 2011 *Sound expectations: from impact evalautions to policy change* International Initiative for Impact Evaluation (3IE) Working Paper 12

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73. Policy support work is delicate. ILO staff working in the policy arena is subtly trying to support governments to take the initiative and tackle the worst forms of child labour, whilst also playing down their role in influencing them. Such an approach helps to ensure government ownership of the child labour problem as demonstrated by the Ministry of Labour in Ethiopia reporting that the project did build ownership in MoLSA, because activities (in the AP) were implemented directly by MoLSA. The Ministry of Labour and Social Security in Cameroon reported that the participatory aspect of the project was significant, where views had to be incorporated before any issue was validated.

74. Beyond the immediate focus at the national policy level, but equally important are the administrative systems, structures and processes for government service delivery (and other partners). In this regard consultations with administrators at both at national and local government level are important. Funding in this project did not allow for adequate consultation in the provinces (except for in one province). The project did not have adequate emphasis to support capacity development at the district level. Many interviewed mentioned this level as critical. This level should be more broadly included in the NAP preparation process, by obtaining their buy-in at various stages, including during research phases. In Ethiopia, some validation took place in regions with regard to updating the hazardous list of child labour activities. However the Ministry of Labour has not yet focused on capacity building activities in their regional labour bureaus, (which was an objective in the AP). MoLSA are keen to undertake this task. MoLSA recommend that donors should be more flexible in how activities are implemented. Others interviewed in Ethiopia stressed information dissemination to the district level and awareness raising at the community level. In DRC district activities (presenting draft child labour reports for feedback) have taken place in Katanga province and Ituri district.

75. If certain conditions are in place, the approach used in this project could respond to flexible and changing environments and could be used with a regional perspective, responding to different countries in different ways at different times. Someone should continuously monitor and document the process and progress.

The strengths and weaknesses of ILO–IPEC to apply this strategy

76. ILO-IPEC staff have had many workshops and retreats reflecting upon their approach at the national level and are fully aware of many of the hurdles that must be overcome including knowledge of the country specific supply/demand reasons for child labour; and that there is no 'one-size-fits-all' answer.

77. The project could be considered effective, as it did not cost a significant amount from ILO-IPEC headquarters. However policy oriented projects require considerable 'maintenance' to sustain progress. There were mixed views (amongst those interviewed for this evaluation) regarding whether more funding for staff allocation would have been valid in this project or not. Having someone full time on the ground means that ownership issues may be diluted, unless a particular type of person is employed to support the government. Targeted inputs were reported to be more conducive to building ownership by child labour specialists in the field. However many others (in Geneva) pointed out that if staff in Geneva or ILO staff in country had a higher percentage of time to dedicate to the project, it may have been more helpful.

78. If 'irregular' and 'flexible' inputs are to be provided, the challenges in mobilizing ILO staff to provide inputs must be acknowledged. In terms of motivation to provide ad hoc inputs, it may be important to question how ILO staff are currently appraised – are they appraised on the particular projects or programmes they have responsibility for? Is additional support work reflected in staff performance appraisals?

79. Another issue for ILO and its partners is that staff requires capacity building in policy processes and mainstreaming approaches. Those ILO-staff working on NAPs (rather than on direct support projects), indicated that many ILO staff do not fully understand what IPEC is now trying to support in NAP formulation (a facilitative role, rather than leading the NAP process). It is important to discuss more widely how to (discretely) encourage governments to address child labour through national planning processes, whilst at the same time ensuring the government is the key decision-maker, leads the process and control the agenda.

80. The National Committee in DRC recommended that more integrated type projects are set up under the UN system. Child labour as an issue must first be prominent in the DWCP (see Box 5 below)[12]. NAPs must link to the UNDAF, aligning to the PRSP/national development plan and Sector Programmes, all in line with Paris Principles of Aid Effectiveness. In general there appears to be fewer staff who have experience of working within this policy environment. ILO may be falling behind other UN agencies in this regard. ILO staff may require briefings to develop a common understanding of how the ILO should be engaging with governments to promote national ownership e.g. knowledge on the principles behind the reforming aid agendas of the Paris Declaration on Aid Effectiveness; information sharing on how to work within public procurement systems; medium term expenditure reviews; joint programmes, joint strategy meetings etc.. ILO staff may also require capacity development for improving their lobbying, advocacy and networking skills as well as skills related to disseminating information nationally and regionally. These skills are different from those required to manage direct action projects. Mentoring of staff is one way to develop capacity. ILO-IPEC staff who is interested in working more on policy development could shadow staff with more experience (for example accompanying experienced staff on mission).

81. Another weaknesses identified during the evaluation was that knowledge management within ILO-IPEC and from ILO-IPEC outwards has shortcomings. Sharing of documents, evaluation recommendations, reports from review meetings etc. amongst staff could be improved considerably. For example many partners are not aware of the many excellent ILO publications on various aspects of child labour, nor how to easily access them.

82. A further constraint facing ILO-IPEC is that apart from two Child labour specialists in the African region, there is no policy or mainstreaming support backstopping team available in Geneva who can travel to provide support on demand. A few ILO-staff mentioned a forthcoming initiative to set up a mobile policy advisory team (see 6.2 above). This would be an ideal arrangement for support to similar projects in the future.

Links between research and policy process – good practice

83. The focus on solid research results (through UCW) was an opportunity that was capitalised upon in this project. Although the development of a NAP is suggested under Convention 182, different countries will have different reasons to place child labour on the agenda. A careful analysis of the specific context is required in each country – which is what UCW is helping to provide. When UCW work with ILO-IPEC, their research has an end focus – contribute to NAP formulation. Cameroon provided an example of UCW and ILO-IPEC collaboration with national partners and the most systematic build up to NAP formulation. Four preliminary reports in Cameroon, which have been reviewed and discussed with stakeholders helped to ensure that there is national –buy in and acceptance of child labour concerns and the probable links between child labour and youth employment.

84. Even though the project capitalized on UCW and ILO-IPEC collaboration in Cameroon and Rwanda, high quality credible research alone is not sufficient. Other factors are at play. External influences outside the country are important (trade issues or reporting requirements under Convention 182) and

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[12] The ILO DWCP guidelines were examined to determine whether child labour is highlighted in the guidelines - see Box 4 below.

can act as a catalyst for NAP formulation and implementation. Although solid inter-agency reports have been produced, it is important to question who the audience of such report is. There could perhaps be a stronger focus on the actual communication of research results more widely than to the government and tripartite partners. Also there can be an assumption that 'policy makers' will change their belief systems with evidence from research, without considering that some involved may have deeply held views on certain children's responsibility in society (such as gender roles with regard to certain tasks or age related biases for other tasks). High quality reliable information alone is not sufficient for policy formulation, diffusion and implementation. Advocacy activities are also necessary. Guidelines for bridging research and policy could be explored. For example ODI in the UK have developed 'tools' to ensure policy impact of research.[13]

85. Research results often require different 'research products' for different audiences. This should help to ensure that when the NAP is implemented, it is not considered top down, but is accepted from a bottom up perspective. The key message emanating from the research may have to be diffused and repackaged to have effect. Snappy narratives that carefully embody the research results message, may be important for district level administrators, including perhaps points that stress how addressing child labour helps other mandates (such as youth employment). Research results that highlight gaps at the community level that contribute to child labour, may be required for civil society organisations so that they can become advocates for child labour elimination.

Recommendations

- ILO-IPEC could list policy related skills required to support NAP processes and match ILO staff abilities to such skills. Some ILO-IPEC staff require further skills and capacity development on how ILO-IPEC is trying to promote national ownership for NAP formulation and subsequent implementation. Stronger efforts must be made regarding linking child labour initiatives to joint donor programmes.

- Research and facts help those lobbying for policy reforms. Better knowledge management is required within ILO-IPEC to ensure information is easily available to the public. From an outsiders perspective knowledge management in ILO is weak, with many of the excellent ILO and IPEC publications being 'lost' or going unnoticed due to inability to follow links. A menu of possible support that can be provided by ILO-IPEC to support to NAPS would be helpful for stakeholders who are not in regular contact with ILO or who are unfamiliar with IPEC. ILO-IPEC should develop a list of the possible types of support they can provide to countries that are formulating and subsequently implementing their NAP. A clear and simple ILO web site could list in simple language the tools available for different aspects of policy support work on child labour, with links to tools, and links to other valuable knowledge products already developed by IPEC.

- In order to improve the impact and reach of policy support work on child labour, IPEC should consider improving their communications strategy in order to define target user groups with key messages and support resources with effective communication channels. The IPEC website might be re-oriented to support such a strategy with simple measures such as presenting selected key reports front-and-center. Website visitors should not need to know about internal ILO structures, projects, and databases in order to obtain useful information. 'User testing' might help shift the emphasis to the end-users.[14]

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[13] See for example:
(i) Start, D. and Hovland, I. (2004). "Tools for policy impact: a handbook for researchers" ODI
(ii) Hovland, I (2007) Making a difference: M&E of Policy Research Working Paper 281 ODI, July 2007
(iii) Young, J. and Court, J. (2004) Bridging Research and Policy in International Development: An Analytical and Practical Framework." RAPID Briefing Paper **1**. http://www.odi.org.uk/resources/download/168.pdf
(iv) Bridging research and policy – annotated bibliography ODI
[14] Resources for Communications strategy:
   1. http://web.idrc.ca/uploads/user-S/11606746331Sheet01_CommStrategy.pdf

- UCW could explore tools for more effective linking research results to policy processes (for example those listed in the footnote on the previous page).

- ILO should consider carefully what support can be provided from the country offices, regional offices and what support can be provided from headquarters. In this regard it would be good to translate from the Roadmap what governments should be doing to eliminate the worst forms of child labour; what tripartite partners can do; and also what civil society organisations or NGOs could be doing in the fight against child labour to avoid role confusion and target different tools or knowledge support products for each.

Box 5: Child labour and the DWCP Guidelines

The DWCP, as the main delivery vehicle for ILO work is considered the entry point for more effective mainstreaming of child labour concerns (and other ILO crosscutting concerns) at the national level. The DWCP is supposed to align with national development frameworks, and respond to the needs identified by the government and social partners. For example in Ethiopia, child labour is part of one of 8 outcomes (under improving governance, social dialogue and compliance with International Labor Standards) in the DWCP (2009-2012). The DWCP stated that a National Actions Plan and guidelines on addressing the worst forms of child labour was to be developed and implemented in Ethiopia.[15]

Guidelines for *Developing and Implementing Decent Work Country Programmes*[16] were examined to determine whether they mention child labour. Twenty criteria for appraising DWCPs are used by ILO before approving the DWCP drafts. For example whether gender issues are addressed and mainstreamed and whether there has been an adequate gender disaggregated problem analysis are one of the twenty appraisal criteria. Child labour elimination is not specified in the ILO Guidelines for DWCPs. However, the Guidelines for developing DWCP give an example from the Indonesian DWCP related to progress on the reducing child labour, with sample targets. The Guidelines also stress how action in some areas, such as child labour and gender equality, require coherent policies and actions to achieve the intended outcome. For child labour the Guidelines stress that measures may relate to jobs for parents and the strengthening of labour inspectorates. [17]

Whilst guidelines can remind those involved in drafting programmes about specific issues, guidelines by themselves cannot ensure that attention is paid to child labour concerns. Other factors apart from the guidelines themselves are often at play. A broader question raised in the evaluation was whether ILO staff should strive to mainstream child labour in the DWCP or implement a stand-alone child labour policy project, which may last the same length of time as the DWCP. This is particularly the case when child labour is competing with many labour related priorities that need to be tackled in a given country (social protection, skills training, gender equality, Convention ratification, social dialogue, employment policies etc.). Another consideration is whether there is separate funding for child labour projects.

Indeed if the focus of child labour programmes is on integrated responses at the national level (i.e. that structures are in place such as better education facilities, or a more conducive environment for poverty reduction), there may be a perception that there are less resources available to remove children from exploitative or hazardous work in many sectors. Parallel to 'mainstreaming actions', projects and programmes to remove children from child labour should be implemented by the relevant authorities. Ensuring that partners are identified who can implement approaches to withdraw and rehabilitate

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2. NYT - create new meaning by grouping articles and resources that were previously filed away http://www.alistapart.com/articles/content-strategist-as-digital-curator/
3. Remote user testing: http://www.alistapart.com/articles/quick-and-dirty-remote-user-testing/

[15] The Cameroon DWCP has not yet been officially signed. The DWCP in DRC is currently being revised in terms of monitoring and evaluation indicators.

[16] http://www.ilo.org/public/english/bureau/program/dwcp/download/guidev2.pdf PROGRAM were responsible for the revision of the DWCP.

[17] http://www.ilo.org/public/english/bureau/program/dwcp/download/guidev2.pdf

specific groups of children from child labour is also important and is a consideration for government regardless of whether the DWCP has a focus on child labour or not.

6.   Summary: conclusions and recommendations

Summary of the conclusions from the evaluation

- The Italian funded project filled a gap – to provide support to national planning processes and improve the knowledge base on child labour. Overall the project approach was valid as the problems and needs that gave rise to the project in each of the three policy focus countries still exist.

- On the whole, the approach and strategies undertaken in this project were considered to be valid by many who were interviewed, with potential for replication, provided adequate personal arrangements with suitable workload allocations are considered; country specific time frames were put in place; and there are more field office inputs in project design. More emphasis on advocacy activities and building national capacities is required overall.

- Cooperation between ILO-IPEC and UCW was considered good practice and such collaborated deepened during the project life span. Although UCW produced many quality knowledge based outputs (Objective 1), more focus can also be placed on the wider communication of research results. Linking with national research institutes or national universities is important to build capacity to research child labour issues amongst local partners.

- With regard to Objective 2, collaborative strategies have been defined and planned for the completion of the NAP process in Ethiopia, Cameroon and DRC. The expectation that partners will continue to work on the NAP from September 2011 is high for Ethiopia and medium for DRC (although funding has been secured to complete the NAP formulation by November 2011) and medium for Cameroon. It is important to highlight that the three countries still have weak institutional and technical capacities for working on children's issues.

- Funding for advocacy related work, including for example, translating evidence-based information into 'easy to use' briefs to ensure attention by influential persons was lacking in this project. Nevertheless the follow-up from the SCREAM training of trainers in DRC is commendable, spanning further activities and a formalized SCREAM network.

- The third objective - to improve national capacity in measuring and monitoring child labour produced the least tangible results.

- Whilst it is stressed that short projects of this nature cannot realistically expect to achieve standard outputs – such as a high quality NAP - the policy support elements of the project were effective, given the allocated resources per country (US$140,000 per country). ILO should urgently consider how they can measure their influence into policy-related change, as the impact of their policy influencing work may go un-noticed by donors and others.

Summary of recommendations

Design

1. ILO-IPEC & UCW should include field staff in the design of similar projects

2. ILO-IPEC & UCW should allow for a mapping exercise on national requirements (and national ability to lead policy formulation) prior to project formulation. Project time frames may need to vary depending on the stage of 'buy-in' amongst key national actors. Because policy processes around child labour change takes time, are country specific, and

not all countries will move at the same pace, country nuances should be better reflected in expected outcomes.

3. Ensure donors allow for the inclusion of funding for advocacy activities in parallel to policy support activities. UCW and IPEC could place a better focus on how the different policy influencing approaches can work in tandem and balance each other. Evidence based advice to support policy also requires public campaigns, advocacy, communications and diffusion tactics. These areas merit attention.

Management

4. ILO-IPEC should ensure there is clarity regarding staff time allocations, staff responsibilities and expectations, if designing a similar project. Indeed the different roles and responsibilities in IPEC headquarters and ILO regional/field offices should be clarified. The *Roadmap* Outcome Document from the 2010 *Hague Global Child Labour Conference* 2010 defines broader stakeholder responsibilities and may be used to avoid role confusion.

5. Responses from some sections of IPEC in Geneva could be faster and communications between Geneva and field offices should improve. Set in place minimum time standards for replying to queries from the field.

Policy support

6. Continue to follow-up on the NAP process with the three countries. Request that a short report be submitted to ILO-IPEC on the status of the NAP process by the end of 2011

7. A mobile policy advisory or response unit in ILO-IPEC is an important strategy. A menu of support that can be provided by ILO-IPEC (for NAP process) should be developed. Carefully consider the profile of who should be part of such a unit. Map ILO staff's policy related abilities and build capacities in mainstreaming, networking and linking to joint donor programmes.

8. Consider (ILO) how policy advice work can be measured, and develop policy change indicators in lieu of standard project planning indicators.

9. In order to improve the impact and reach of policy support work on child labour, IPEC could improve their communications strategy in order to define target user groups with support resources.

Country partners

10. UCW/ILO-IPEC should consider how to develop/build more long-term relations/linkages with national research institutes/universities to sustain research components.

11. Ensure that all tripartite partners have relevant funding opportunities to implement child labour activities, rather than focus exclusively on one partner

12. Gender issues

13. Consistent reminders from those organizing events or meetings to pay more attention to systematically giving women a voice are required for all partners.

Knowledge management

14. Better knowledge management is required within ILO-IPEC to ensure information is easily available to the public. Many of the excellent publications are unknown outside

ILO/UCW. For example the dissemination of ILO-IPEC gender sensitive child labour materials more widely would be useful for partners.

15. A clear and simple ILO web site could list in plain language the tools available for different aspects of policy support work on child labour, with links to available tools and other knowledge products. 'User testing' for website visitors should help shift the emphasis to the end-users.

7. Lessons learnt

- Many interviewed in Ethiopia and DRC indicated that a district/ provincial level focus is required during NAP formulation to help ensure NAP implementation.

- Funds for a percentage of a project coordinator's time should be carefully considered in similar future projects. Whether or not to fund a national facilitator or the percentage of a project coordinator's time funded by the project should be based on the actual NAP preparation/implementation stage in the country of focus and the level of expertise available in country, particularly the commitment of the ministry of labour.

- It proved difficult to evaluate the impact of ILO policy advice and support. A key lesson is that standard project planning indicators do not tell the full story when attempting to measure policy support work. New ways of measuring and evaluating policy impact and policy support work have not yet been reviewed by ILO.

8. Potential good practices and effective models of intervention

86. UCW and ILO collaboration and joint field missions, whereby UCW and ILO together fed into NAP formulation is a good practice and could be replicated in other countries. Although UCW is a joint ILO-UNICEF-World Bank project, UCW's primarily focus is on research into children's work. UCW working directly with ILO-IPEC staff at the point where ILO-IPEC is supporting NAP formulation is good practice in terms of timing and coordination. On the one hand, UCW have an immediate focus for their research outputs; on the other hand, ILO-IPEC can use the UCW background studies to furnish evidence-based arguments in formal and informal meetings with tripartite partners. In addition UCW has linkages to government bodies beyond the ministry of labour, so in theory can bring other important governmental stakeholders and partners to the policy table, or at the very least obtain their endorsement of the child labour problem.

87. Employing a national facilitator with an office in the ministry of labour's office for a certain percentage of project implementation time worked well in Ethiopia, and is a practice that can be replicated elsewhere (and is already a common ILO-IPEC practice).

88. The formalisation of the SCREAM Network in DRC is an innovative practice and could potentially turn into a good practice depending on the effectiveness and impact of this Network in the future. Formalising the Network implies that advocacy activities are likely to continue in some way over the medium term.

Annexes

International Labour Organisation- International Programme on the Elimination of Child Labour
ILO/IPEC

DRAFT TERMS OF REFERENCE
Independent Final Evaluation

For ILO/IPEC Project:

Support to the development of National Action Plans (NAP) in Sub-Saharan Africa through policy support, research, knowledge building and advocacy, in particular through Understanding Children's Work (UCW)

Project number:	RAF/08/06/ITA
Project Title:	Support to the development of NAP in Sub-Saharan Africa through policy support, research, knowledge building and advocacy, in particular through UCW
Period covered:	October 2008 – 31 August 2011
Total budget:	US$ 1 000 000
Start date:	October 2008
End date:	31 August 2011
Implemented by:	ILO International Programme on the Elimination of Child Labour (IPEC) and the Understanding Children's Work (UCW) programme
Donor:	Government of Italy
Evaluation conducted by:	Una Murray, Independent Consultant
Submitted to:	Design, Evaluation and Documentation (DED) Section of the ILO Child Labour Programme
Evaluation manager:	Ricardo Furman ILO-IPEC
Date:	Sept 30th 2011

1. The aim of the International Programme on the Elimination of Child labour (IPEC) is the progressive elimination of child labour, especially its worst forms. The political will and commitment of individual governments to address child labour - in cooperation with employers' and workers' organizations, non-governmental organizations and other relevant parties in society- is the basis for IPEC action. IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes strengthening national capacities to deal with this issue, legislation harmonization, improvement of the knowledge base, raising awareness on the negative consequences of child labour, promoting social mobilization against it, and implementing demonstrative direct action programmes (AP) to prevent children from child labour and remove child workers from hazardous work and provide them and their families with appropriate alternatives.

2. The operational strategy of IPEC has over the years focus on providing support to national and local constituents and partners through their project and activities. Such support has to the extent possible been provided in context of national frameworks, institutions and process that have facilitated the building of capacities and mobilisation for further action. It has emphasized various degrees of a comprehensive approach, providing linkages between action and partners in sectors and areas of work relevant for child labour. Whenever possible specific national framework or programmes have provided such focus.

3. Starting in 2001, IPEC has promoted and the implementation of the "Time Bound Programme" approach as such national frameworks. A Time Bound Programme (TBP) is essentially a national strategic programme framework of tightly integrated and coordinated policies and initiatives at different levels to eliminate specified Worst Forms of Child Labour (WFCL) in a given country within a defined period of time. It is a nationally owned initiative that emphasizes the need to address the root causes of child labour, linking action against child labour to the national development effort, with particular emphasis on the economic and social policies to combat poverty and to promote universal basic education. The International Labour Organization (ILO), with the support of many development organizations and the financial and technical contribution of the United States' Department of Labor (USDOL) has elaborated this concept based on previous national and international experience. It has also established innovative technical cooperation modalities to support countries that have ratified the ILO's Worst Forms of Child Labour Convention, No. 182 of 1999 (C182) to implement comprehensive measures against WFCL.

4. The most critical element of a TBP is that it is implemented and led by the country itself. The countries commit to the development of a plan to eradicate or significantly diminish the worst forms of child labour in a defined period. This implies a commitment to mobilize and allocate national human and financial resources to combat the problem. IPEC has over the years implemented a number of country specific projects of support of multi-year duration and focusing both on policy and institutional support through enabling environment and direct support to communities, families and children through targeted interventions.

5. The experience with national TBPs has suggested a range of approaches to establish and implement national frameworks to provide the comprehensive approach, the linkages and the mechanisms for developing the knowledge, mobilising the actors, institutions and resources; and planning effective coherent national action as part of the broader national development. In line with broader development planning process. The experience also showed that the degree of support needed to get this process going in different countries can vary and that specific strategic initiatives can be identified as often key to the process, focusing on influencing key policies and processes.

6. The Global Action Plan (GAP), proposed in the 2006 Global Report on Child Labour and endorsed by the Governing Body at its November 2006 sitting, called on all ILO member States to put appropriate time-bound measures using National Action Plans (NAP), in place by 2008 with a view to eliminating the WFCL by 2016. The GAP 2006 identified such BNAPS as the framework and

process for further action and identified a range of areas of support that ILO and IPEC could work in. As a result IPEC started, based on the experience from projects of support to the TBP and other experiences, to focus on modalities that would allow for key strategic support to be provided to countries in selected parts of the NAP process. Global GAP projects have been implemented with components on providing support to BNAPS for policy analysis, key knowledge base elements, planning and mobilisation workshop, drafting of NAPS etc. Other global projects such as on research have included various country studies and initiatives to provide policy advice in the context of the NAP process.

7. In this approach IPEC provides technical assistances for specific entry points such as research, developing policy processes, training and so on. This new institutional framework has expected to increase opportunities for a more responsive supply from IPEC, avoiding structured package of services to specific countries.

8. The project to be evaluated is as such a regional variation on this approach as the project support policy frameworks and plans developed under the NAP in the Sub-Saharan African region. It follows from the GAP 2006 which stressed the need for "a special emphasis on Africa" by both the ILO and its international partners in the fight against child labour. In this regard, IPEC committed to devote a larger proportion of its efforts to Africa and has sought to strengthen activities in the region through the *Focus on Africa* programme. In support of the GAP, the ILO constituents in Africa adopted, at their Eleventh Africa Regional Meeting in Addis Ababa (April 2007), two inter-related child labour targets as part of the *Decent Work Agenda in Africa 2007 - 2015* (DWAA), namely, that "*All African States prepare by 2008 time-bound national action plans for the elimination of the worst forms of child labour by 2015*".[18] A concept paper outlining the child labour problem in Africa and some strategic options was prepared in 2007, and a number of projects initiated, particularly in support of the development of NAPs. This project is one of these projects.

9. The 2010 Global Report calls for a redoubling of efforts to ensure the realization of the 2016 GAP and 2015 DWAA targets. This call for accelerating action draws further support from the *Roadmap for achieving the elimination of the Worst Forms of Child Labour by 2016*, which was adopted at the 2010 Global Conference on Child Labour (The Hague, 10 – 11 May 2010). In its discussion of the follow-up to the 2010 Global Report and the *Roadmap* at its November 2010 session, the Governing Body reaffirmed the Organization's support for both the GAP and the special focus on Africa.

10. From the perspective of the ILO, the elimination of child labour is part of its work on standards and fundamental principles and rights at work. The fulfilment of these standards should guarantee decent work for all adults. In this sense, the ILO provides technical assistance to its three constituents: government, workers and employers. This tripartite structure is the key characteristic of ILO cooperation and it is within this framework that the activities developed by the Time-Bound Programme should be analyzed.

11. ILO Decent Work Country Programmes (DWCPs) have subsequently been developed and are being introduced in the ILO to provide a mechanism to outline agreed upon priorities between the ILO and the national constituent partners within a broader UN and International development context. For further information please see : http://www.ilo.org/public/english/decent.htm

12. The DWCP defines a corporate focus on priorities, operational strategies, as well as a resource and implementation plan that complements and supports partner plans for national decent work priorities. As such, DWCP are broader frameworks to which the individual ILO project is linked and contributes to. DWCP are beginning to be gradually introduced into various countries' planning and implementing frameworks.

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[18] *The Decent Work Agenda in Africa 2007 – 2015*. Conclusions of the Eleventh African Regional Meeting, Addis Ababa 24 – 27 April 2007, para. 25.

Programme Background

13. The project development objective is: "To contribute to the elimination of child labour through strengthening policy responses and advocacy to child labour in Sub-Saharan Africa"

14. The three immediate objectives are:

- <u>Improving the information base on child labour and related issues</u>: to provide a common understanding of child labour and a common basis for action against it, developing a child labour-free area programme in Africa, to be tested for further expansion to the continent

- <u>Informing policies and action plans addressing child labour</u>: to translate research outputs into actions that directly impact upon the lives of child labourers (i.e. National Action Plans)

- <u>Strengthening national capacity in measuring and monitoring child labour</u>: establishment of systems for regular data collection to guide policy and assess progress.

15. For outputs per objective please see Annex I.

16. The project has being designed as an intervention model that supports various countries with specific technical support in areas needed to reinforce local capacities to improve planning and implementation of CL NAPs.

17. The project is supporting regional private and public institutions and universities in promoting research, awareness raising and social mobilisation on child labour issues in Africa.

- It is linked with the Global Awareness Campaign (GAC) on CL. It brings these institutions to promote the fight against CL through the 12 to 12 Portal.

- It supports the launching in Ethiopia of a "Think Tank" network aimed at encouraging the involvement of key regional agencies in supporting NAP on CL. These agencies include The African Child Policy Forum, the UN Economic Commission for Africa, and the African Union (through its Committee of Experts on Children issues).

- It works closely with IPEC GAC partners at international level to achieve the above activities. Partners include the Rome-based Centre of Economics and International Studies (CEIS), Tor Vergata University

- It channels ILO-RBSA mechanisms for the preparation of a NAP on CL in Ethiopia.

18. The project has been designed as a multi-partner initiative, ensuring the broad ownership and ready operationalisation of research outputs. It is implemented by IPEC with the research assistance of UCW and ILO bilateral, regional and global partners.

19. The original duration of the project was 18 months, but due to multiple issues, a no cost-extension was approved up to 34 months.

Key highlights identified by project team (as per December 2010)

On knowledge base:

20. In DRC, a preliminary background study to support the designing process of the National Action Plan (NAP) against the worst forms of child labour has been finalized. Based on the background study, the Ministry in charge of Labour is drafting an action programme for the development of a NAP and a hazardous occupations framework (with the technical support of ILO Office in Kinshasa)

21. UCW country-level research activities (i.e. inter-agency reports on the child labour situation) conducted in cooperation with counterparts' centres. These reports have provided a common basis for National action Plans against child labour.

On policies and national capacity on child labour statistics

22. In Ethiopia, an Action Programme, leaded by MOLSA, aiming essentially at the prevention and elimination of child labour, especially its worst forms, entered in its implementation phase in August 2010.

23. In Cameroon, a Child Labour Survey provides baseline information for the development of the NAP.

24. UCW programme was actively involved on the preparation of an inter-agency report for the global conference on child labour in The Hague in May 2010.

Expected outputs and outcomes by June 2011

25. Action Programmes on implementation in Cameroon, DRC and Ethiopia

26. Partners' improvements capacity building activities in Cameroon, DRC and Ethiopia.

27. Finalization of the inter agency country reports in Rwanda and Cameroon

28. A revision of the Program Web site to make more visible the UCW program and the Italian Cooperation support.

Scope and purpose

Scope

29. The evaluation will cover all results and activities in those African countries that the project is active (and at UCW in relation to the project) since the start of the project until the moment of the evaluation. It will focus on the ILO/IPEC programme mentioned above, its achievements and its contribution to the various countries national efforts to achieve the elimination of WFCL.

30. The evaluation should look at the programme as a whole, including issues of initial project design, implementation, lessons learnt, follow-up in charge of stakeholders, and degree of replicability and scalability, regarding in particular future programmes

31. The contribution of IPEC to the NAPs covers specific entry points that could vary significantly among participant countries. In order to assess the degree to which this contribution has been made, the evaluation will have to take into account relevant factors and developments in the national processes.

32. The evaluation should cover expected (i.e. planned) and unexpected results in terms of non planned outputs and outcomes (i.e. side effects or externalities). Some of these unexpected changes could be as relevant as the ones planned. Therefore, the evaluation should reflect on them for learning purposes.

33. The analytical scope should include identifying levels of achievement of objectives and explaining how and why have been attained in such ways (and not in other alternative expected ways, if it would be the case).

Purposes

34. The main purposes of the evaluation are:

- Assess achievement and usefulness of the approach and its components (i.e. research, policy advice and awareness raising) for Africa and its potential for other regions

- Examine the likelihood of the programme in achieving its objectives

- Investigate on nature and magnitude of constraints, the factors affecting programme implementation and an analysis of factors contributing to the programme's success

- Identify potential good practices on tools and approaches to be used further in the region or globally.

Suggested aspect to address

35. The evaluation should be carried out in adherence with the ILO Evaluation Framework and Strategy, the ILO Guideline, the specific ILO-IPEC Guidelines and Notes, the UN System Evaluation Standards and Norms, and the OECD/DAC Evaluation Quality Standard.

36. The evaluation will address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency and sustainability to the extent possible as defined in the ILO Guidelines to Results-Based Evaluation: Principles, Rationale, Planning and Managing for Evaluations', Version 1, January 2010

37. For gender concerns the evaluator should review the ILO Guidelines "Considering Gender in Monitoring and Evaluation of ILO Programmes and Projects," 2007 (further information is also available at www.ilo.org/gender).

38. In line with results-based framework approach used by ILO-IPEC for identifying results at global, strategic and project level, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation concerns and the achievement of the Immediate Objectives of the project as stated in the Project document.

39. Annex I contains specific suggested aspects for the evaluation to address. Other aspects can be added as identified by the evaluation team in accordance with the given purpose and in consultation with ILO/IPEC Geneva's Design, Evaluation and Documentation Section (DED) and TECL. It is not expected that the evaluation address all of the questions detailed in the Annex; however the evaluation must address the general areas of focus. The evaluation instrument (summarised in the Inception report) should identify the general areas of focus listed here as well as other priority aspects to be addressed in the evaluation.

40. Below are the main categories that need to be addressed:

- Design

- Achievements (Implementation and Effectiveness) of Objectives

- Relevance of the project

- Sustainability

- Special Aspects to be Addressed

41. The expected outputs to be delivered by the evaluation team are:

   - A desk review of appropriate material

   - Preparation of an evaluation instrument, reflecting the combination of tools and detailed instruments needed to address the range of selected aspects. The instrument needs to make provision for the triangulation of data where possible (to be included in the Inception report)

   - Visits to IPEC HQ and UCW HQ in Rome

   - Country visit to Ethiopia (i.e. ILO Regional office)

   - Stakeholders feedback conference calls at the end of the field work

   - Draft evaluation report. The evaluation report should include and reflect on findings from the field work and stakeholder feedback conference calls

   - Final evaluation report including:
     o Executive Summary with key findings, conclusions, recommendations, lessons and good practices
     o Clearly identified findings
     o A table presenting the key results (i.e. figures and qualitative results) achieved per objective (expected and unexpected)
     o Clearly identified conclusions and recommendations
     o Lessons learnt
     o Potential good practices and effective models of intervention.
     o Appropriate Annexes including present TORs
     o Standard evaluation instrument matrix (adjusted version of the one included in the Inception report)

42. The total length of the report should be a maximum of 30 pages for the main report, excluding annexes; additional annexes can provide background and details on specific components of the project evaluated. The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.

43. All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided both in paper copy and in electronic version compatible for Word for Windows. Ownership of data from the evaluation rests jointly with ILO-IPEC and the consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO-IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

44. The final report will be circulated to key stakeholders for their review. Comments from stakeholders will be consolidated by the Design, Evaluation and Documentation Section (DED) of ILO/IPEC Geneva and provided to the evaluator. In preparing the final report the evaluator should consider these comments, incorporate as appropriate, and provide a brief note explaining why any comments might not have been incorporated.

Evaluation methodology

45. The following is the proposed evaluation methodology. While the evaluator can propose changes in the methodology, any such changes should be discussed with and approved by DED, provided that

the research and analysis suggest changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.

46. The evaluator will be asked to include as part of the specific evaluation instrument to be developed, the standard evaluation instruments that ILO/IPEC has developed for documenting and analyzing achievements of the projects and contributions of the projects to the programme (NAPs); summarized in the DED Inception report outline.

47. The evaluation will be carried out using a desk review of appropriate materials, including the project documents, progress reports, outputs of the programme and the NAPs, results of any internal planning process and relevant materials from secondary sources. At the end of the desk review period, it is expected that the evaluation consultant will prepare a brief document (i.e. inception report) indicating the methodological approach to the evaluation in the form of the evaluation instrument, to be discussed and approved by DED and provided to the Programme for input prior to the commencement of the field mission.

48. Interviews to the donor representatives and ILO/IPEC HQ and regional backstopping officials will be carried through face-to-face interviews or conference calls early in the evaluation process, preferably during the desk review phase.

49. The evaluator will undertake a country visit to Ethiopia as one of the focus country regarding implementation of key components and also being the ILO African regional bureau. The evaluator will conduct interviews with project partners and implementing agencies, beneficiaries (i.e. employers and workers groups) and other stakeholders (as appropriate).

50. In relation to all other countries with activities in the region, phone conversations will be organised by the evaluator. It will cover ILO, partners and key stakeholders for each country.

51. The stakeholder feedback will be organized by the evaluator under conference calls attended by IPEC staff, UCW staff, and key stakeholders (i.e. partners). These events will be an opportunity for the evaluator to gather further data, to present the preliminary findings, conclusions, recommendations, lessons and good practices and to obtain feedback. These calls will take place towards the end of the full cycle of visit to IPEC HQ, UCW and Ethiopia.

52. The evaluator will be responsible for drafting and finalizing the evaluation report, including feedback from stakeholders to the draft report

53. The evaluation will be carried out with the technical and administrative support of the IPEC-DED section. IPEC-DED will be also responsible for consolidating the comments of stakeholders and submitting them to the team leader.

54. It is expected that the evaluator will work to the highest evaluation standards and codes of conduct and follow the UN evaluation standards and norms.

55. The evaluator responsibilities and profile

Responsibilities	Profile
• Desk review of programme documents • Development of the evaluation instrument/ Inception report • Briefing with ILO/IPEC-DED • Telephone and face-to-face interviews with IPEC HQ and Africa officers (country and regional levels), key	• No prior involvement in the project. • Relevant background in social and/or economic development. • Experience in the design, management and evaluation of development and projects, in particular with policy level work, institutional building and local development projects. • Experience in evaluations in the UN system or other international context as team leader • Relevant regional experience • Experience in the area of children's and child labour issues

Responsibilities	Profile
stakeholders in all countries with project activities, donor and others • Visit IPEC HQ and UCW in Rome • Undertake a country visit in Ethiopia • Facilitate the feedback conference calls • Draft evaluation report • Finalize evaluation report	and rights-based approaches in a normative framework and operational dimension are highly appreciated. • Experience in the UN system or similar international development experience including preferably international and national development frameworks in particular PRSP and UNDAF. • Fluency in English is essential (and French as an extra asset) • Experience facilitating workshops for evaluation findings.

Evaluation Timetable and Schedule

56. The total duration of the evaluation process including submission of the final report should be within two months from the end of the field mission.

57. The evaluation consultant will be engaged for a total of 25 days; 113 days will be allocated for on field activities (i.e. data collection and interviews).

58. The timetable is as follows:

Phase	Responsible Person	Tasks	No of days
			TL
I	Evaluator	• Review of DED/IPEC briefing material • Desk Review of programme related documents	3
II	Evaluator	• In-country visit to IPEC-HQ-Geneva (3 days), UCW-Rome (2/3 days) and Ethiopia (2/3 days) • Phone interviews with CL Sub regional Specialists in Dakar and Pretoria • IPEC officers and key stakeholders to interview and discuss outcomes achieved: Cameroon, DRC, Rwanda and others TBD (phone interviews) • Interviews with programme staff and partners	13
III	Evaluator	• Share/validate preliminary findings through conferences calls with core countries involved (IPEC officers and key stakeholders): Cameroon, DRC, Ethiopia and UCW (Rome); and others TBD (i.e. Mali, Rwanda, Senegal and Zambia) to validate findings and complement data Note: This activity applies instead of a final stakeholders workshop (due to logistic limitations due to project coverage)	2
IV	Evaluator	• Draft report based on desk review, interviews and validated findings • Debriefing	5
V	DED	• Circulate draft report to key stakeholders • Consolidate comments of stakeholders and send to team leader	0
VI	Evaluator	• Finalize the report including explanations on why comments were not included	2
TOTAL			**25**

59. Summary schedule

1.1.1.1 Phase	1.1.1.2 Duration	1.1.1.3 Dates
I	**3 day**	9-15 May
II	**13 days**	16-28 May
III	**2 days**	30 May – 1 June
IV	**5 days**	2-6 June
V	**14 days**	7-27 June
VI	**2 days**	28-29 June

60. Sources of Information and Consultations/Meetings

Available at HQ and to be supplied by DED	• Project document • DED Guidelines and ILO guidelines
Available in project office and to be supplied by project management	• Progress reports/Status reports • Technical and financial reports of partner agencies • Other studies and research undertaken • Action Programme Summary Outlines • Project files • National workshop proceedings or summaries • National Action Plans

61. Consultations with:

- Project management and staff

- UCW project staff and steering committee members

- ILO/HQ and regional/country level backstopping officials

- Partner agencies

- Social partners Employers' and Workers' groups

- Government stakeholders (e.g. representatives from Department Labour, Social Development etc.)

- Policy makers

- Directorate General for Development Cooperation (DGCS) of the Italian Ministry of Foreign Affairs

- Italian Cooperation Office in Addis Ababa

- Italian Ambassador to Ethiopia

Final Report Submission Procedure

62. For independent evaluations, the following procedure is used:

- The evaluator will submit a draft report to **IPEC DED in Geneva**

- IPEC DED will forward a copy to **key stakeholders** for comments on factual issues and for clarifications

- **IPEC DED** will consolidate the comments and send these to the **evaluator** by date agreed between DED and the evaluator or as soon as the comments are received from stakeholders.

- The final report is submitted to IPEC DED who will then officially forward it to stakeholders, including the donor.

Resources and Management

Resources

63. The resources required for this evaluation are:

   - Fees for an international consultant for 25 work days

   - Fees for local DSA in Geneva, Rome and Addis Ababa (13 days)

   - Travel from consultant's home residence to Geneva, Rome, and Addis Ababa, in line with ILO regulations and rules

   A detailed budget is available separately.

Management

64. The evaluation team will report to IPEC DED in headquarters and should discuss any technical and methodological matters with DED, should issues arise. IPEC HQ will provide administrative and logistical support during the evaluation mission.

Annex B: List of documents / reports reviewed

Indicative list of documents reviewed

Project Documents and other documents

- SPROUT RAF/08/06/ITA December 2010

- RAF/08/06/ITA Progress Report December 2010

- RAF/08/06/ITA Progress Report March 2010

- NAP Guidelines (ILP-IPEC) Preparing National Child Labour Policies and Action Plans August 2010

- Child labour mainstreaming guidelines (draft) August 2010

- NAP briefs (drafts)

- ILO Decent Work Country Programmes, 2005

- IPEC Programme/Project Cycle (Design, Monitoring and Evaluation) briefing materials:

- DED Guidelines and Notes - Papers IV & V

- ILO Evaluation Policy and Strategic Framework

- UN System Evaluation and other multi-lateral notes for evaluation

Ethiopia

- Ethiopian Hazardous list update

- Draft NAP on the Elimination of the Worst Forms of Child Labour in Ethiopia (2010 – 2014)

- Action Programme Summary Outline (APSO) on Child Labour with MoLSA (Ethiopia)

- ILO-MOLSA Extension Project Agreement Revised work plan (April -June2011)

- Agreement between MoLSA and ILO for implementing Action Programme and AP document

Cameroon

- Programme (indicatif) de l'atelier de planification Yaoundé, du 24 au 26 Mai 2011

- June 14th 2011 Plan d'action national pour l'élimination du travail des enfants

- May 2011 Etude préparatoire à la formulation du plan d'action national pour l'élimination du travail des enfants au Cameroun

- Elaboration d'un plan d'action national pour l'élimination du travail des enfants au Cameroun Atelier de planification *Yaoundé, 24-26 Mai 2011 (concept note) et* Programme de l'atelier de planification

- Feb 2011 Revue des initiatives et la littérature disponible sur l'emploi des jeunes et la lutte contre le travail des enfants au Cameroun. Présentée par l'ONG /Association DELICE (Droits de l'Enfant :un Livre pour Chaque Enfant)

- Terms of Reference for National Consultant to prepare an analytical report and the first version of the NAP

- Terms of Reference for National Consultant to consolidate national policies and coordinate with UCW for the Cameroon inter-agency report on child labour

DRC

- ILO-UNICEF Appui du BIT aux agences partenaires de l'UNICEF en matière de réintégration économique d'enfants affectés par les conflits armés (Province du Nord Kivu, RDC, juin 2011) Note conceptuelle
- Conceptual framework for SCREAM ToT in Kinshasha, List of participants, Report form SCREAM ToT
- Young Frontiers report from SCREAM ToT and report of activities May 2011 (and Photo Report)
- Media presence and press cuttings from SCREAM workshop
- NAP planning framework (schedule and details) up to November 2011 for DRC
- Elaboration d'un plan d'action national pour l'élimination du travail des enfants en RDC Retraite du groupe de travail restreint Kisantu, 03-06 mai 2011
- "Time Bound Programme: Manual for Action Planning", 2003

UCW

- Child labour: trends challenges and policy responses. Joining forces against child labour May 2010. Interagency report prepared for the Global Hague Child Labour Conference 2010
- Looking forward: medium-term strategic framework for the UCW program
- Rome May 2009
- UCE PROGRAMME PROGRESS REPORTS for 2009 and 2010
- UCW Newsletters
- Various UCW Inter-agency reports
- Progress report

IPEC and Child Labour in General:

- Promoting gender equality in action against child labour in Asia: A practical guide
- IPU handbook for Parliamentarians Convention 182
- IPEC Implementation Reports 2002, 2004, 2006, 2008 and 2010:
- www.ilo.org/ipecinfo/product/viewProduct.do?productId=15735
- ILO Global Reports on Child Labour 2002, 2006, 2010
- Action against child labour, eds. Nelien Haspels and Michele Jankanish, ILO. 2000

Annex C: Evaluation instrument

Area of work	Planned outputs	Output achieved - quantitative	Output achieved - qualitative	Outcomes	Comments	Next steps	Comments by project manager
Extent to which knowledge base on CL in selected targeted countries of sub-Saharan African region improved through project support	Policy-oriented studies of child labour and the MDGs.	**DRC:** study completed on CL **UCW:** produced inter-agency report for the 2010 Hague Global Child Labour Conference "Joining Forces against Child Labour" – a key document at this conference **UCW:** A section analyzing the link between child labour and education is an integral part of 5 UCW interagency report produced under the project	**DRC:** Small working group from National CL Committee took responsibility for overseeing CL study revision, indicating ownership of the study **Eth:** Tripartite project advisory committee mentioned link between CL reduction & MDGs	**UCW:** Interagency Hague Report contributed evidence based knowledge to the 2010 Global CL Conference outcome – the Roadmap Strategy (to increase efforts to eliminate WFCL by 2016) adopted by acclamation by more than 500 delegates from 97 countries at the Global CL Conference 2010.	Note evaluation focus on the use of policy focused research on CL, rather than details of such research Evaluator did not locate a World Child Labour Report by the "Global Leaders against Child Labour Initiative". It was indicated in the RoadMap Part II that such a report would be published for World Day against Child Labour and would monitor progress in implementing the RoadMap.		
	Policy-oriented studies of child involvement in worst forms of child labour	**UCW:** A section on WFCL is an integral part of 5 UCW interagency reports **Eth:** Hazardous list updated through tripartite & regional consultation on what constitutes WFCL. **Cam:** 4 background reports (on CL & youth employment; literature review including review of national intiatives & available literature on youth	**UCW:** have provided ILO with links to other agencies (UNICEF & World Bank). Collaboration between IPEC & UCW increasing **Eth:** Tripartite agreement on what constitutes	**UCW:** Summary of studies included in UCW newsletters & distributed. UCW indicated that it is mainly academics and policy stakeholders who contact UCW for information	**UCW** are currently making use of a software tool to analyze website hits, which helps monitoring impact of their reports.		

Area of work	Planned outputs	Output achieved - quantitative	Output achieved - qualitative	Outcomes	Comments	Next steps	Comments by project manager
		employment & child labour; draft interagency report; and draft NAP background report) prepared for feeding into NAP. **DRC:** First draft of study on the WFCL completed in April 2010 (to be finalized in by the end of the project?)	hazardous CL **Cam:**Background reports currently being revised based on workshop feedback- June 2011				
	Inter-agency country reports	**UCW:** 5 Interagency reports prepared:(Senegal, Mali, Rwanda, Cameroon, Zambia) In May 2011 UCW first draft of the interagency report presented in **Cameroon** (with tripartite constituents, Ministry of Youth; Justice; Labour; Basic Education; Social affairs; the Statistical Office; NGOs; and Social Partners) In **Senegal**: interagency report officially launched at the Atelier National, 24 March 2010, Dakar In **Mali**: interagency report was made available to the 'Cellule nationale contre le travail des enfants' on WDACL, 12th June 2010 In **Rwanda**: inter-agency report was presented at the National employment stakeholders forum and child	**UCW** reports presented to and reached many partners.	**UCW** - Cameroon: Representative of the Statistical office and ILO collaborated with UCW in Rome on the revision of the interagency report, and validate the analytical sections of the report			

Area of work	Planned outputs	Output achieved - quantitative	Output achieved - qualitative	Outcomes	Comments	Next steps	Comments by project manager
		labour workshop, 27-28th June 2011, Kigali					
	A child labour free area programme developed	Not initiated					
Support provided through the project for policy frameworks for developing and implementing policies and action plans against CL in 3 countries	National action plans for eliminating child labour developed for selected Sub-Saharan Africa countries (at least 3 countries)	**Eth:** AP to move forward with NAP process instigated with MoLSA. Hazardous list updated new draft ready for approval. NAP amended & ready to move to next stage Proposal to change minimum age form 14 to 15 years Project instigated a review of MoLSA's obligations - *Proclamation no. 709/2011 on May 11 2011 to ratifiy tripartite consultation Convention 144 (1976)*	**Eth:** Strategic plan and timeframe for NAP implementation agreed by MoLSA & tripartite committee All reported that the tripartite advisory body worked well – intention to continue to use this platform.	**Eth:** Plan prepared for next steps by MoLSA. After ILC NAP will be presented to high level inter-ministerial meeting→ sent to council of ministries→ if accepted, NAP sent to house of people's representatives (for signature within 15 days) The project provided a floor for tripartite consultations on CL issues	Level of NAP development **Eth**: 4/5 Governments from Ethiopia & DRC have expressed their commitment to the NAP & written letters requesting extensions to follow through on the NAP formulation process		
		DRC: Conflict sensitive NAP zero draft prepared. (NAP preparation to be completed by November 2011, funds secured to do so).	**DRC:** Strategic plan and timeframe for NAP preparation agreed by M of Labour & tripartite committee in May 2011.	**DRC:** Level of ownership over NAP evident as NAP committee rather than IPEC staff overseeing zero draft. It was reported that DRC view the NAP as their NAP –	Level of NAP development **DRC:** 2/5 Linking with previous CL projects (post-conflict) and SCREAM ToT provided multiplier opportunities &		

Area of work	Planned outputs	Output achieved - quantitative	Output achieved - qualitative	Outcomes	Comments	Next steps	Comments by project manager
			Process should be finished by November 2011	ownership is strong	(probably) wider support for NAP implementation in DRC		
		Cam: The contents of a youth employment sensitive NAP has been agreed during planning workshop in May 2011 & an outline Plan of Action was prepared with activities agreed. Areas of focus include improved data collection, policy support for OVCs, national sensitization, including in universities & school curricula, basic school fees eliminated, labour inspection systems reviewed, links to other ILO-IPEC projects (LUTRENA/WACAP), monitoring system to be formulated, involving civil society in research & implementing actions, a national day against CL instituted and hazardous list updated.	**Cam:** Next steps towards NAP completion designed & agreed at workshop 24-26 May 2011		Level of NAP development **Cam: 2/5**		
		UCW: inputs and comments provided to Ministry of Public services and labour for the development of the **Rwanda** National Policy for the Elimination of Child Labour					

Area of work	Planned outputs	Output achieved - quantitative	Output achieved - qualitative	Outcomes	Comments	Next steps	Comments by project manager
	Child labour "mainstreamed" into PRSPs and other national development plans	**DRC:** Strategic planning workshop for the economic reintegration of conflict-affected children to inform NAP	**DRC:** Capacity building & mentoring activities underway for key agencies involved in post-conflict work – focus is on the economic reintegration of conflict-affected children	**Eth:** Government signalled that they wish to integrate the CL NAP into their national Growth and Transformation Plan (GTP)	**DRC:** CL & post-conflict issues (economic reintegration) are important in DRC, given that there are so many children affected by conflict		
	Reviews and impact assessments of polices relating to child labour reduction	The project provided some funds towards travel to knowledge sharing workshop in Nairobi for ILO staff in April 2011	ILO CL officers shared ideas & discussed policies & approaches relating to CL reduction **UCW:** a review of policies and programmes is an integral part of all 5 UCW inter-agency reports	Innovative strategy for child labour in Africa drafted, which will inform approaches used in future ILO NAP support work			
	Develop strategy for the effective and timely dissemination of research outputs and tools and build a network to support political commitment to the	IPEC NAP guidelines sent to project stakeholders IPEC drafted 2 page briefing tool on NAPs for wider use **DRC:** seminar discussed research results from CL report **DRC:** SCREAM TOT took	**DRC:** SCREAM network enthusiastic & ready to share build capacity & share research outputs in DRC. Follow-up		Sensitization activities did not have a large budget allocation		

Area of work	Planned outputs	Output achieved - quantitative	Output achieved - qualitative	Outcomes	Comments	Next steps	Comments by project manager
	National Action Plan	place in May 2011 which disseminated CL info and built a network. **Cam**: A background document (Feb 2011) lists key stakeholders in public, NGO & other sectors. 4 documents produced under the project discussed at May 11 workshop with network & will be assimilated in draft NAP (strengthening the arguments for the NAP)	already ongoing				
	Develop training module for ILO officials, local and national partners on information dissemination and media relations	**DRC:** SCREAM (in particular conflict module) used for info dissemination on CL including media. Ambitious action plans by sector set up by SCREAM trainees. 31 people trained in SCREAM and a network with 31 members established SCREAM pack with CD & DRC specific presentations distributed to 31 ToT participants	**DRC:** List of participants shared amongst workshop participants. Presence of 11 media. Youtube video explaining CL SCREAM[19] Framework for SCREAM follow up prepared – with innovative advocacy & awareness raising strategies. An ambitious action plan for the	**DRC:** journalists attended SCREAM workshop, media coverage. Following the SCREAM workshop, the Youth Division of the Red Cross is integrating SCREAM in their youth program for disaster awareness and prevention. Save the Children are integrating SCREAM in their awareness activities in Kinshasa through their Child			

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[19] http://www.youtube.com/watch?v=BXVTZHDghbI

Area of work	Planned outputs	Output achieved - quantitative	Output achieved - qualitative	Outcomes	Comments	Next steps	Comments by project manager
			implementation of SCREAM in DRC was developed. The SCREAM network has formalised itself.	Protection Education Programme. In this regard, all members of different groups present at the SCREAM workshop were invited to Save the Children follow-up meetings.			
Extent to which data collection systems on CL have improved in selected countries	Regular systems of data collection and monitoring on CL (CL monitoring system developed and pilot tested in selected countries)	**Eth:** CSA analytical report on the 2010 Urban Employment/Unemployment survey contains CL data (504 Statistical Bulletin). SIMPOC analytical report nearly completed.			Less information available regarding support towards data collection and how well it was received and utilised		
	Survey tools and methods for measuring worst forms of child labour	**UCW:** Paper published on building estimates using standard household survey instruments to measure child domestic workers **UCW:** A research tool to quantify begging children in Dakar was applied with street children in Cairo					
	Replicable training modules on the collection, analysis and application of child labour data	**UCW:** Replicable training module developed **UCW:** I week training in Zambia with statistics office took place to help develop CL indicators (16 trainees, of which 11 from the CSO, 3 from the statistics office and 1					

Area of work	Planned outputs	Output achieved - quantitative	Output achieved - qualitative	Outcomes	Comments	Next steps	Comments by project manager
		from the Ministry of Labour) **UCW/ITCILO** collaborative training took place in Turin annually					

Annex D: Background and details on specific components of the project evaluated

Ethiopia

In Ethiopia it was reported by the Project Advisory Committee, that the biggest impact of the project was that it brought people together from different agencies at the national level, and raised their awareness. ILO staff in Addis reported that the project was very useful for moving the NAP process forward in Ethiopia. The project provided a floor for tripartite consultations on child labour issues. Other achievements are outlined below:

- In Ethiopia, an Action Programme (AP) led by MoLSA has made much progress. All stakeholders reported that the tripartite advisory body (for the NAP process) worked well. MoLSA ratified ILO Convention 144 on tripartite consultation (May 11, 2011-Proclamation no. 709/2011). MoLSA reviewed its mandate and service delivery, identifying gaps regarding its capacity to address child labour.

- The updated hazardous list is considered quite an achievement (according to PAC members, MoLSA and ILO staff) although it has yet to be officially approved. The discussions on updating the hazardous list included a careful examination of the age and gender of who is undertaking the tasks. The previous hazardous list was from 1997. It was reported that with the new hazardous list, the labour inspectorate now have a broader mandate and can include the informal sector, when monitoring child labour. A national ToT for labour inspectors took place in July 2011.

- As a spin off to working on the Action Programme, the project also facilitated a process where MoLSA investigated their institutional arrangement (to follow through on child labour). The project also enabled MoLSA to upgrade specific laws, through an overall review of laws that link to child labour. This resulted in changing the minimum age for employment from 14 to 15 years. It is highly likely that this *Directive* and the tasks that are considered hazardous for children will be approved by September 2011. Some capacity building for labour inspectors took place which will strengthen their ability to enforce laws. Much more capacity building is still required, but MoLSA require measures and materials for such capacity activities.

- All members of the Ethiopian Project Advisory Committee (PAC) appreciated the structure and mode of working of this tripartite committee. Communication between CETU, MoLSA and EEF is reported to be good. For example MoLSA invited CETU to the June 12th ceremonies to delivery a message on child labour.

- The Confederation of Trade Unions (CETU) have appointed a child labour expert in their social department to raise awareness on child labour amongst CETU leaders and at the grassroots trade union level, focusing on how child labour can be included in collective agreements. CETU are ready to implement their workplace policy on child labour and have identified six regions whether they will give labour leaders training. CETU are beginning to implement a gender sensitive project proposal to undertake awareness raising tasks amongst their members which will help to implement their child labour policy. Two ToT took place in August 2011.

Challenge

- Certain activities planned under the Action Programme have not yet been undertaken such as district level capacity building elements.

- Coordination problem between the MoLSA and the Ministry of Women, Children and Youth affairs (MoWA) may be an issue. The child labour mandate is perceived to be shared in Ethiopia. Although MoLSA is leading on Child Labour issues, generally anything to do with children is seen to be MoWA's responsibility. Also MoWA have a

structure right down to the village level. However it was reported by ILO Addis Ababa that the new MoWA Minister was previously the deputy state minister at MoLSA so familiar with child labour issues and ILO's work. Coordination will still be difficult, but attempts are being made to improve coordination between these two ministries, who are both critical for NAP implementation. Labour inspectors must now take responsibility for CL according to the NAP.

The Democratic Republic of Congo (DRC)

In DRC, the project initially supported national efforts to gather together existing information to document the extent of child labour, producing a report that acted as a focus for discussion for the national steering committee and a basis for NAP planning.

Achievements

- A detailed plan for the development of the NAP and its launch has been elaborated for DRC. This plan includes consultations, review of NAP draft, validation and its submission to the council of ministers by November 2011.

- National level capacity was built in DRC (30+ members of the steering committee) as a result of the research report drafted by a national academic consultant. National capacity in overseeing child labour initiatives was also built with members of the steering committee taking on responsibility for overseeing the work of the consultant who supported the NAP preparation process.

- The project component on advocacy and raising awareness to promote the development and implementation of the NAPs got underway in DRC with a Training of Trainers (ToT) SCREAM[20] workshop. An Italian NGO *Young Frontiers* conducted the ToT. The evaluation from the SCREAM ToT was very positive, with an average score of 3.8 out of 4 given by participants. The workshop received media coverage. Newspaper articles, and video reportages on the training were produced and diffused through the national media. Six journalists attended the latter part of the course; one video reportage was shown on a national TV. Representatives of key ministers participated in the course and a high level representative from the ministry of labour visited during the course. Many activities devised during the time allocated for following up on the ToT linked to informing the media.

- The SCREAM activities raised the profile of child labour outside the National Steering Committee (some Committee members also attended the ToT– participants also included NGOs, trade unions, workers organisations, education specialists, media). The special module on child labour and armed conflict was very relevant in DRC. The ToT ensured that the group involved committed to an overall vision and action plan to move forward, network, and build further awareness.

- The success of the ToT is illustrated by the flurry of follow-up activities. For example the Youth Division of the Red Cross is integrating SCREAM in their disaster awareness and prevention youth programme. Save the Children are integrating SCREAM in their awareness activities in Kinshasa through their Child Protection Education Programme. All members of different groups present at the SCREAM workshop were invited to Save the Children follow-up meetings.

- The 31 professionals trained on the SCREAM methodology and are now capable of training others on SCREAM in DRC; A network involving ILO-IPEC Geneva, ILO-IPEC

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[20] SCREAM (Supporting Children Rights through Education, Arts and the Media) is an ILO/IPEC education and social mobilisation initiative that equips those involved with knowledge and skills to raise awareness on child labour and bring about change.

DRC, Young Frontiers (who facilitated the ToT), organizations based in DRC for continued experience sharing and work on SCREAM, supported by the ILO-IPEC was created.

- In DRC, the project collaborated with other child-focussed interventions in the country. Synergies were created with the Child Protection Working Group (CPWG) in DRC (of which ILO-IPEC is a member) in terms of how to strengthen the response to the worst forms of child labour in humanitarian settings. ILO resource materials on the WFCL in post conflict settings was shared with this group so that child labour could be integrated into Child Protection in Emergencies (CPIE). The focus is on building the capacity amongst CPWG to address the WFCL.

- Another spin-off from the project in DRC is the focus on the economic integration of children affected by conflict. In the East of DRC, post-training mentoring has been recognised as important for UN and other agency staff working with children affected by conflict. In collaboration with UNICEF, mentoring activities are underway in East DRC to build the capacity of various agencies. ILO-IPEC has a comparative advantage in the economic reintegration of children affected by conflict and is filling an existing gap in services that other interventions in the East of DRC are not addressing.

- DRC has mobilised parallel funding for the CL NAP process (Spanish funding).

Challenges

- The National Committee on child labour felt that they did not have communication regarding the amount of financial resources available through the project.

- The National Committee also felt the duration of the project was too short, and would particularly have like more workshop days, along with better communications from the national consultant working on the background documents. The national consultant did not 'consult' adequately with the National Committee.

- DRC as a vast country presents major challenges for policy diffusion and coordination at the provincial level, where legal mandates will be ignored. The different mandates of the different line ministries require clarity also. Considerable capacity building is required at many levels in DRC.

Cameroon

As mentioned, Cameroon provided an example of solid collaboration between the ILO and UCW and national partners. Synergies between ILO, UCW and the Ministry of Labour and other stakeholders worked effectively in Cameroon. For example ILO and UCW linked to the same national committee. Cameroon provided the most successful justification for ILO and UCW working together.

Achievements

- UCW and ILO collaborated efficiently in Cameroon, sharing consultants, organizing joint missions. UCW's research was much appreciated by ILO-IPEC as background for policy format, and on the other hand, UCW appreciated having a focus to ensure research is utilized and informs the NAPs. Coordination is exemplified by UCW and ILO-IPEC using the same national consultant to ensure continuity, and coordinating field visits.

- An interagency report with a focus on child labour and youth employment (led by UCW) will be validated by the end of the project. Data from the national survey was used for this report.

- Following a planning workshop in May 2011, the Ministry of Labour is developing a plan to outline the key areas that the NAP will cover, along with a timetable for moving ahead with the planning process.

Challenges

- There were many delay and difficulties working with the government – some interviewed that the ministry of labour may not be fully committed, nor have adequate staff, although a ministry representative stressed that the commitment is improving.

- Although it would have been considered advantageous for the NAP process, funding was not available to conduct regional workshops to advise on the NAP process. Time pressures also meant that this important activity could not take place.

Annex E: List of people consulted

ILO-IPEC Geneva

- Alexandre Soho Operations and Social Dialogue Section ILO-IPEC Geneva
- Jane Colombini Communications and Advocacy, ILO-IPEC Geneva
- Maria-Garbriella Lay Communications and Advocacy, SCREAM Coordinator ILO-IPEC Geneva
- Mary Read Programme and Planning Section ILO-IPEC Geneva
- Peter Wichmand Head of Evaluation and Impact Assessment Section ILO-IPEC Geneva
- Ricardo Furman Evaluation and Impact Assessment Section ILO-IPEC Geneva
- Simon Steyne Head of Section, Operations and Social Dialogue Section ILO-IPEC Geneva
- Constance Thomas ILO-IPEC Director
- Hakki Ozel Policy and Research Section SIMPOC ILO-IPEC Geneva
- Bijoy Raychaudhuri Policy and Research Section SIMPOC ILO-IPEC Geneva
- Frank Hagemann Head of Section Policy and Research Section
- Sophie de Coninck Policy and Research Section Child Soldiers

African Region Child Labour Specialist

- Yaw Ofosu

Understanding Children's Work (UCW) Rome

- Furio Rosati Programme Coordinator
- Gabriella Breglia Programme Officer
- Scott Lyon Research/Policy planning UCW
- Lorenzo Guarcello Research strategy and empirical analysis.

Ethiopia

- Adane Yenealem ILO National Consultant
- Kidist Chala ILO Addis Officer Officer in Charge
- Aida Awel ILO Assistant Programmer
- Solomon Demissie Yimer Director, Directorate of Harmonious Industrial relations. Ministry of Labour and Social Affairs, The Federal Democratic Republic of Ethiopia.
- Fekoudu Gabre Senior Expert MoLSA Social Dialogue and Labour Dispute
- Ato Tadessa - telephone interview Ethiopian Employers Federation
- Frehiwat Worku Vice President EEF Ethiopian Employers Federation
- Ato Fisehatsion – telephone interview Confederation of Ethiopian Trade Unions (CETU)
- Serkulem Shiferaw Confederation of Ethiopian Trade Union (CETU).
- Yasin Mossa Ethiopian Central Statistics Agency (CSA)

- Fabio Melloni Director of Development Cooperation – **Embassy of Italy** Addis Ababa

- Michele Boario Senior Economic Advisor. **Embassy of Italy**. Development Cooperation Office

DRC

- Roger Mavinga Nkambu ILO Programme Officer Chargé de programme, point focal travail des enfants et emploi des jeunes. ILO Kinshasa

- Henriette Tshimuanga Minchiabo Mutombo Directeur de cabinet (Secretaire Permenante CLCPT) Ministère de l'emploi, du travail et de la Prévoyance Sociale (completed a questionnaire)

Cameroon

- Oneke Enaw Ministry of Labour and Social Security Cameroon (also completed a questionnaire)

- Benoît Guiguet Spécialiste en normes internationales, ILO, Yaoundé

Annex F: Questions for different stakeholder groups

ILO IPEC staff

Design

- How was the project designed?

- Were lessons learned from past IPEC interventions in Africa used?

- How was available socio-economic information, the national context, and existing CL activities reflected in the design of the project? Extent were external factors and assumptions identified at the time of design?

- Do you think the project's design fill an existing gap in services that other ongoing interventions were not addressing?

- Why was the time frame for the project extended?

- How was the strategy for sustainability defined at the design stage?

Implementation- general

- To what extent were the objectives partially or fully achieved? (or will be achieved by June 30th)

- Were the expected outputs delivered in a timely manner, with the appropriate quantity and quality?

- What unexpected and multiplier effects are evident? What opportunities were identified and capitalised on? (e.g. opportunities to work with children associated with armed forces)

- How did factors outside of the control of the project affect project implementation and project objectives and how did the project deal with these external factors?

Knowledge base component

- How do various national stakeholders view the inter-agency country reports?

- Was there a high level of involvement of national counterparts inside & outside govt in country reports?

- How were policy oriented study results conveyed to policy makers?

- How well has the project coordinated and collaborated with other child-focussed research interventions? Were synergies and economies of scale created?

- Have the WFCL been identified in all 3 countries of focus (and in other sub-Saharan countries)?

- Is there an updated hazardous list?

- Were plans set in motion for a child labour free area programme?

NAP formulation

- How did the project support the process of formulation of NAPs? (through national steering committee?)

- What was the most significant change/impact that was provided through project support (for policy formulation)?

- How did Objective1 contribute Objective 2? i.e. did the research influence policy?

- What was the project strategy in terms of developing capacities for NAP? Do you think capacity of the implementing agencies & relevant partners has been enhanced? Any challenges?

- What changes in external factors influenced the policy framework objective?

- What views are there on the quality of NAPs (or NAP drafts)?

- If NAP is being implemented, how did the project play a role in NAP implementation (including mobilizing resources, policies, programmes, partners and activities to be part of it)?

- Have any policies been reviewed in terms of attention to CL reduction? If yes, by whom? If no, are there plans to do so? Has the project helped to mainstream child labour into ongoing efforts in areas such as education, employment promotion, poverty reduction?

Data collection and monitoring element (SIMPOC in particular)

- What has been the most significant aspect of project focus on this objective?

- Has the project mainstreamed the issue of child labour into ongoing national efforts in data collection in the countries of focus?

- What survey tools & methods for measuring WFCL were considered appropriate by relevant national authorities?

- Was a training module developed or adopted for collection & analysis of CL data

- What were the major challenges?

Awareness raising and networking questions

- How effective or successful was the project in raising awareness on CL and linking to other organisations to raise awareness? Was the project successful in terms of raising awareness on the child labour problem beyond project partners?

- How strong were linkages with related agencies and networks? Were synergies and economies of scale created?

Gender

- How were gender issues approached?

Project management staff

- How was the project managed?

- Were allocated resources in-line with results obtained?

- Did the results obtained justify the costs incurred?

- What mechanisms were in place for project monitoring? How effective were work plans and project monitoring plans?

All IPEC staff involved – questions about the overall approach?

- How valid was the project approach & strategies and what were the gaps?

- How appropriate were the sectors/target groups and countries chosen to develop the project.

- Do you think local ownership has been promoted?

- What is the potential for continuation after the project? E.g. funds to be allocated?

- Which are some of the factors that might impact on the likelihood of the NAP being taken further?

- Do you think the project strategy added value? Compared to other IPEC strategies for support to NAP development? (providing selected strategic support to NAPS rather than full scale TBP support). Are there advantages?

- Is the approach more flexible to a changing environment? Does it answer to complex environments?

- Could the approach be used with a regional perspective, responding to different countries in different ways at different times?

- What are the weaknesses and strengthens of ILO–IPEC to apply this strategy?

- What are the major lessons/ recommendations if IPEC were to consider scaling this process up?

ILO programme staff linked to the project and other UN staff involved (e.g. UNICEF)

General

- What was the most significant change/impact that was provided through project support?

- Did the project's design fill an existing gap in services that other ongoing interventions were not addressing?

- Do you think the project was successful in terms of raising awareness on the child labour problem beyond project partners? Strengthening capacity?

- How valid was the project approach? What are the weaknesses and strengthens of the approach and what recommendations would you make to IPEC.

Linkages with other initiatives

- How well has the project coordinated and collaborated with other child-focussed research interventions? Were synergies and economies of scale created?

- How did cooperation & linkages among related agencies and networks support the implementation of the project?

- How does the project strategy fit with national education and anti-poverty efforts, and interventions carried out by other organizations?

- How well has the project coordinated and collaborated with other child-focussed interventions supported by IPEC or other organisations in the region? Were synergies and economies of scale created?

Knowledge base

- How were policy oriented study results presented? How do various stakeholders view the inter-agency country reports and other reports?

Policies & mainstreaming CL

- Which are some of the factors that might impact on the likelihood of national action planning on CL?

- Has the project helped to mainstream child labour into ongoing efforts in areas such as education, employment promotion, and poverty reduction?

- Do you think local ownership been promoted?

Raising awareness

- How effective or successful was the project in raising awareness about child labour and in promoting social mobilization to address this issue?

Government staff in Cameroon, DRC and Ethiopia

- What was the most significant change/impact that was provided through project support?

- Overall, how did the project contribute to strengthening the capacity and knowledge of national stakeholders

- Were the expected outputs from ILO delivered in a timely manner, with the appropriate quantity and quality?

- Why was the time frame for the project extended**?**

- How were gender issues approached in the process? (NAP processes, studies)

Knowledge base

- To what extent is there a more common understanding of child labour concepts since the project?

- How were policy oriented study results (on WFCL, MDG linkages & inter-agency reports) conveyed to you? E.g. How do you view the inter-agency country reports? How were they packaged and presented

- Did the research focus of the project enhance work on NAPs i.e. did the research influence policy?

- Have the WFCL been identified in your country? Is there an updated hazardous list?

NAP process

- What is the structure for developing a NAP in your country?

- Was there considerable effort to meaningful involve stakeholders outside government?

- How did the project support the NAP process? - Was there adequate support through t he project to provide technical assistance to develop capacities to plan and implement the CL NAPs?

- Were Action Programmes implemented by the M of Labour? and if so, can you describe how they were implemented? Any challenges?

- To what extent were external factors and assumptions important? I.e. how did factors outside effect project activities?

- How would you rate the involvement of other national stakeholders outside government in the NAP process?

- How well did the steering committee coordinate and collaborate with other national child-focussed research interventions? Were synergies and economies of scale created?

- What views are there on the quality of NAPs (or NAP drafts)?

- If NAP is being implemented, did the project play a role in NAP implementation (including mobilizing resources, policies, programmes, partners and activities to be part of it)?

- Any plans set in motion for a child labour free area programme?

- Are any efforts underway to mainstream child labour into other policy documents? (e.g. education, employment promotion, agriculture, poverty reduction?) - Have any policies been reviewed in terms of attention to CL reduction? If yes, by whom? If no, are there plans to do so?

Capacity development

- What has been the most important training or capacity development initiative as a result of project activities?

Awareness raising

- How effective or successful was the project in raising awareness about child labour and how did this happen?

Data collection

- Has CL been mainstreamed into ongoing national efforts in data collection in your country?

- What survey tools & methods for measuring WFCL were considered appropriate?

Networking & synergies

- How did the levels of cooperation, team working, roles and linkages among related agencies and networks support work through the project?

- How well has the project coordinated and collaborated with other child-focussed interventions? Were synergies and economies of scale created?

General

- How valid was the project approach & strategies – what suggestions for improvement would you making?

- Do you think local ownership was promoted?

- What is the long-term potential for continuing after project funding? What are some of the factors that might impact on the likelihood of the NAP being taken further?

- What is the value-added of working with IPEC? Challenges encountered?

- Any recommendations (in relation to the project) for IPEC?

Members of national steering committee (tripartite partners)

- What was the most significant change/impact that was provided through project support?

- Overall, how did the project contribute to strengthening the capacity and knowledge of national stakeholders?

- Were the expected outputs from ILO delivered in a timely manner, with the appropriate quantity and quality?

- Why was the time frame for the project extended?

Knowledge base

- To what extent do you think the project improved the knowledge base on child labour concepts (aligned with the ILO Conventions about Child Labour?)

- How were policy oriented study results on WFCL, MDGs and inter-agency reports conveyed to you? How useful was the research

- Do you think the project linked adequately with other national research on CL?

NAP

- What is your opinion of project support in the process of NAP formulation? (through national steering committee?)

- What were the major factors affecting the NAP process?

- What views are there on the quality of NAPs (or NAP drafts)?

- If NAP is being implemented, how did the project play a role in NAP implementation (including mobilizing resources, policies, programmes, partners and activities to be part of it)?

- Do you think the project helped to mainstream child labour into other efforts (education, agriculture, employment promotion, poverty reduction)?

- Did the steering committee commission, focus or review any policies in terms of attention to CL reduction? If yes, by whom? If no, are there plans to do so?

Capacity development / training through the project

- Did you receive any training through the project? Is so describe? How would you rate it? What was the most significant aspect of capacity development? Or training?

Awareness raising

- Overall, how effective or successful was the project in raising awareness about child labour and in promoting social mobilization to address this issue? Was the project successful in terms of raising awareness on the child labour problem beyond project partners?

Data collection

- Do you think the project has mainstreamed the issue of child labour into ongoing national efforts in data collection?

General

- How valid do you think the IPEC project approach & strategies were?

- Do you think activities will continue after project funding ends?

- Which are some of the factors that might impact on the likelihood of the NAP being taken further?

- Any recommendations or feedback for similar projects?

- Do you think gender issues were approached during the project? (NAP processes, studies..)

National statistics agency Ethiopia and DRC

- What was the most significant change/impact that was provided through project support?

- Overall, how did the project contribute to strengthening the capacity and knowledge of your agency?

- Were the expected outputs from ILO delivered in a timely manner, with the appropriate quantity and quality?

Knowledge base

- To what extent do you think there is there a more common understanding of child labour concepts aligned with the ILO Conventions about Child Labour?

Data collection

- Did the project contribute to mainstreaming the issue of child labour into ongoing national efforts in data collection in the countries of focus?

- How were gender issues approached?

- What survey tools & methods for measuring WFCL did you considered the most appropriate?

- Was a training module developed or adopted for collection & analysis of CL data

- How valid was the project approach for working with your agency overall

- What is the potential to continue after the project finishes

UCW

General

- What do you think was the most significant change/impact as a result of the project activities?

- Were you involved in the project design? How do you view the design of the project? E.g. Do you think the project's design filled an existing gap in services that other ongoing interventions were not addressing?

- Were the objectives of the project clear, realistic and achieved within the established time schedule and with the allocated resources (including human resources)? Were the provisional 'outputs' realistic? Were the linkages between the objectives and outputs clear and logical?

- Why was the time frame for the project extended?

Project implementation

- Do you think the expected outputs were delivered in a timely manner, with the appropriate quantity and quality? What unexpected and multiplier effects have you noticed in various countries?

- To what extent were the research objectives partially or fully achieved?

- How did factors outside of the control of the project affect project implementation and project objectives and how did UCW deal with these external factors?

Knowledge base

- To what extent do you think stakeholders (now) have a common understanding of child labour concepts aligned with the ILO Conventions about Child Labour?

- How were policy oriented studies results presented or conveyed to policy makers? To other national stakeholders?

- How do think various national stakeholders view the inter-agency country reports?

- How well has the project coordinated and collaborated with other child-focussed research interventions? Were synergies and economies of scale created with national research institutes? Was there a high level of involvement of national counterparts inside & outside govt in country reports?

- How were gender issues approached in studies?

- Overall, how do you rate the project contribution to strengthening the knowledge of national stakeholders? What challenges were encountered?

- Do you think local ownership has been promoted? Do you think partner research organizations will continue to work and allocate funds on the topic after the project ends?

Link to policies

- How did Objective1 contribute to an enhanced policy framework? i.e. how did the research influence policy?

- Do you think the project helped to mainstream child labour into other sectors such as education, agriculture employment promotion, poverty reduction? How?

- Have any national policies been reviewed in terms of attention to CL reduction? If yes, by whom? If no, are there plans to do so?

- Were plans set in motion for a child labour free area programme?

Awareness raising

- Do you think the project successful in terms of raising awareness on the child labour problem? beyond project partners?

Data collection

- How do you view has the project in terms of the strategy to mainstream the issue of child labour into ongoing national efforts in data collection in the countries of focus?

- What survey tools & methods for measuring WFCL were considered appropriate by relevant national authorities?

Project management

- How do you rate the levels of cooperation, team working, roles and linkages among related agencies and networks?

- Were allocated resources in-line with results obtained? Did the results obtained justify the costs incurred?

- What mechanisms were in place for project monitoring the UCW component?

- What recommendations do you have on the overall project approach and strategy?