



# Evaluation Summary



International  
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## *Irish Aid Partnership 2014-15: OUTCOME 16 – CHILD LABOUR: Testing methodologies to support informal economy workers and small producers to combat hazardous child labour in their own sectors- Final Evaluation*

### Quick Facts

**Countries:** *Global, Benin, Ghana, India, Zambia*

**Final Evaluation:** September 2015

**Evaluation Mode:** *Independent*

**Administrative Office:**  
*GOVERNANCE/FUNDAMENTALS/IPEC and field offices*

**Technical Office:** *FUNDAMENTALS/IPEC*

**Evaluation Manager:** *Evaluation and Impact Assessment (EIA) unit of FUNDAMENTALS*

**Evaluation Consultant(s):** *International Evaluator: João de Azevedo (team-leader); National Evaluators: Stella Dzator (National Consultant/Ghana); Affo Daoudou Hamissou (National Consultant/Benin)*

**Project Code:** *GLO/13/57/IRL\_16*

**Donor(s) & Budget:** USD 798,913 USD

**Keywords:** Child Labour

### Background & Context

The activities of the Project now under evaluation were scheduled to start on 1<sup>st</sup> of January 2014 and expected to end by 31<sup>st</sup> December 2015, in Benin, Ghana, Zambia and India. The evaluation was conducted in the period August – September 2015, by a team of one international consultant and 2 national consultants. The evaluation also includes the

implementation of the project in Zambia and India. Although these two countries were not visited, their actors were involved mainly through interviews and review of project reports. The evaluation exercise took place as previewed by the ToR<sup>1</sup> and proposed in the Inception Note.

In each country, the organisation in charge for the project implementation prepared an Action Programme, in consultation with ILO/IPEC, ILO sub-regional experts and in consultation with the ILO Constituents. These Actions Programmes are coherent with the Country Development Objectives and with Phase II of the Countries' ILO/Irish Aid Outcome 16 Logical Frame, as presented in the Project Document. Similarly, the Action Programmes, although not formulated in a formal homogeneousness, reflect their organisational cultures and previous experiences.

The analysis of the results of all the project components as at the end of August 2015 shows that, despite the delays at the start of operations, the Implementing Agencies in Benin and Ghana are fully engaged to attain their objectives. The General Agricultural Workers' Union (GAWU) in Ghana and the Observatoire Intersyndical pour le Suivi de l'Application des Conventions de l'OIT sur le Travail des Enfants au Bénin (OBISACOTE) in Benin are surely and undoubtedly making notable efforts to test methodologies to support informal economy workers and small producers to combat hazardous child labour in their own sectors having in mind the potential capitalization and replication in other contexts. They are currently under pressure to produce results and working with visible enthusiasm, expressing proudly their gratitude for the ILO and Irish Aid's trust and the opportunity to deliver on their Action Programmes.

<sup>1</sup> The Terms of reference for the evaluation are in **Annex 1**.

## Main Findings & Conclusions

In the case of GAWU, a very positive development has been the massive adhesion to union membership of stakeholders, fishermen of the Inland Canoe Fishers Association (ICFA) and beyond, women working in the market and fish processing. This massive membership increase re-enforced GAWU's voice and representation, thus facilitating the general local awareness on child labour and the increasing outreach to other island communities along the Volta Lake. The traditional rulers (Chiefs) of the target community have adopted Torkor is Child Labour Free as the local flagship and have developed Community Rules and Regulations to maintain this stance. The same occurs in Dassa (Benin) where the project and the local Social Services have mounted visible sign boards in front of their quarries with the slogan: No more children in quarries, Adults at Work, Children at School.

Other evaluation elements suggest that important changes are occurring with union implementing agencies, which are seeds for the future with regards to the role of unions in combating child labour. The competencies they are currently showing and continue to acquire are opening new avenues and prospects for their organisations in especially effectively tackling child labour in the informal sector where the problem persists yet difficult to reach by labour inspectors and other law enforcement agencies. It is necessary however to wait until the end of the year, with the completion of planned activities, to better assess outcomes of the project on the elimination of child labour in Torkor.

The project design is adequate, giving room to national partners to elaborate their Action Programmes in coherence with the global and immediate objectives. The project (and the Action Programmes) are relevant to the ILO P&B for Outcome 16, supporting the Global product and the Countries' Programme Outcomes (CPO), as it is effectively contributing to innovative approaches to tackle child labour in informal settings of the economy in the selected countries. Stakeholders identify with the project, and Ministries of Labour – especially in Ghana and Benin, showed significant expectations from the project outcomes.

The project is considered very relevant by all parties and this is clearly demonstrated during the evaluation interviews and workshops (in Ghana and Benin). Key stakeholders articulated the importance of the project in consolidating prior IPEC projects in their respective countries and to tackle key priority sectors with regards to the exploitation of children in the worst forms of child labour. Moreover, it is worth noting that local government authorities have kept child labour on their agenda, energising local Child Protection/Labour Committees and mitigating the weakness of interventions, under- budgeted and understaffed public services. It has been observed by

the evaluation mission that the project has an important role to motivate and stimulate local officers and elected members of local assemblies to action.

The project and the Actions Programmes are coherent with the Decent Work Country Programmes (DWCP) and Agendas. All the activities were designed through extensive consultations with stakeholders in coherence with their efforts to end the exploitation of children in the worst forms of child labour, including hazardous work in their communities. Nevertheless, the approaches in delivering some of the project activities do not seem pragmatic, e.g. the OSH and cooperative management trainings. The provision of equipment to cooperatives is also at risk giving the delays in the provision of the equipment, trainings in the use and actual use of the equipment before project closure in December, 2015 (see following sustainability analysis).

It is imperative to note that the evaluation took place in August 2015, when the implementation of the Action Programme in Ghana started in March 2015 and in November 2014 in the case of Benin with those of Zambia and India starting much later. It is impossible therefore to fully assess the effectiveness of the project interventions at this point, giving that critical activities are still under implementation, thus some significant outputs are not yet available to evaluate. It can however be acknowledged that at least the outputs currently in the process to be achieved in Ghana and Benin are positive and are in line with the ILO's strategy for eliminating child labour and the desired project outcome. More so, though the actions are taking place in circumscribed and limited territories, they have undoubtedly a strong symbolic value and are instrumental for a strong learning process for the implementing unions and learning for scale up to other areas in similar situations. Less efficient is the long duration for the preparation of the Action Programmes, thus inducing delays in their approval and start of activities. This issue is evident with regards to Ghana and Benin, where the duration of Action Programmes has been reduced to 10 and 14 months respectively, thus decreasing efficiency of the overall project. Another consideration on efficiency is in connection with ILO's weak project coordination in connection with this specific project and the slow pace in providing support during the critical period in project start-up.

The more sustainable effect of the project seems to be the current learning processes by the Unions concerning changes occurring in their union culture, sensitivity, values and capabilities to fight child labour in informal settings of their societies. This probably includes their capacities to undercover hidden hazardous child labour in their daily work. A certain positive impact can be observed on a rather massive adhesion to the project and on a very good trust relationship between the implementing unions and their partners in the communities, which is an emerging good practice. But it is necessary to consider that the evaluation

took place when critical activities are still on-going and it is honestly not possible to assess for instance the sustainability of the use and maintenance of equipment either distributed or in the process to be delivered by the project: the safety/speed boat, monitors, the fish processing tools, the oil processing plants, the moto-tricycles with trailer... Some of this equipment have either just been delivered to the beneficiary groups (July-August) – or are being delivered during the month of September or due in the following months.

Social dialogue (at district and municipal levels) is still to be improved and further institutionalised; this dialogue and a closer collaboration among all parties is a pre-condition for sustainability of the expected outcomes beyond the project's lifespan.

The report includes a synthesis table of the project activities performed during year 2015- August 2015

### Recommendations, Good Practices and Lessons Learned

*Recommendation 1:* As a reasonable consequence of evaluation findings, coinciding with recommendations of the multi-stakeholders' consultation processes conducted in Accra and Cotonou, it seems fairly advisable that the actual project should be extended for another 12 months. This will increase the capacity of the union partners to better complete their activities, to phase-out their on-going interventions and, moreover, to consolidate the results without improvisation and rush. This extension of 12 months could be funded with a more reduced budget, as no more equipment will be needed. It should be essentially devoted to better complete the Action Programmes – for all the 5 objectives/components of the project and to consolidate the management of the cooperatives that are currently being created. More time seems also necessary for the partner unions to better stimulate and engage other local partners in monitoring the activities, through a learning process, thus reinforcing the unions' leadership on the field of child labour. This suggested extension will also most probably facilitate the processes of reflection on lessons learned, and will surely help to better refine and synthesize the models of intervention.

*Recommendation 2:* It is recommended that IPEC assigns a full time coordinator in Geneva to ensure that there will be no more delays to take action at central level management, and that all the necessary support will be timely and punctual for the remaining 4 months of the project and in case of project extension.

*Recommendation 3:* The involvement of the ILO Cooperatives Unit (COOP) in the assessment of the suitability of the trainings and support to new cooperatives by the project is also recommended.

*Recommendation 4:* Concerning the long hesitations and re-formulations of Actions Programmes, ILO could

provide, in the future, an online assistance to applicants during the timeframe of one month, when they are developing their Action Programmes.

*Recommendation 5:* It is recommended that FPRW/IPEC conducts a reflexion on the need to rationalise at local level the number of committees, some of them established under former IPEC projects, mostly often composed of the same persons/officers. It is necessary to recognise that local authorities are critically under budgeted and understaffed and consequently the multiplicity of committees could duplicate and jeopardize efforts with the consequence of efficient use of limited resources.

*Recommendation 6:* Cooperatives are enterprises composed by volunteer members that decided to associate and work together with clear economic (and sometimes also social) objectives, investing in the enterprise and sharing risks and benefits. Traditionally, unions are not experienced on cooperative issues, with rare exceptions, and therefore GAWU and OBISACOTE seem to need further technical support and guidance. As a consequence, and respecting the principles of learning-by-doing, GAWU and OBISACOTE are recommended to make use of the volunteer support of members of other cooperative enterprises and organisations existing in their countries to visit and discuss cooperative issues in a concrete floor.

*Recommendation 7:* It is recommended to implementing unions to be more proactive with local authorities in the context of their Action Programmes, by inventing the forms to participate in local assemblies and bringing women and men from the supported cooperatives and groups to directly inform the elected members of local assemblies and local government officers. They can be supported to better communicate what they are doing to address child labour, and lobby for the creation of a budget line for combatting child labour at local levels.

*Recommendation 8:* With regards to the ILO country level partners, it is recommended that client-oriented methodologies are adopted by Unions implementing the Action Programmes with regards to training of the cooperatives in collaboration with the local government and other key partners.

The current status of the project implementation does not yet allow the framing of *good practices* based on acceptable criteria, given that critical activities are still on-going. However, some elements may be defined as emerging good practices and could be confirmed as good practices – or suggested models of intervention in similar contexts in the future. Some important aspects of massive sensitization of the community on child labour issues can be fund, e.g. in GAWU's experience in Torkor, but important aspects and activities related to sustainability of changes are still to be confirmed. The same can be said of OBISACOTE experience, by improving the women's income as a necessary way to eliminate hazardous child

work – but the improvement of their income still needs to be verified.

Nevertheless, emerging good practices could be considered in the following areas:

- Declaration of child labour free zones by traditional rulers which are re-enforced with Community Rules and Regulations developed and in force by the leadership of chiefs in close consultation with its subjects (Benin and Ghana)
- Scale-up of social mobilisation activities to island communities by the Community Child Protection Committees (CCPC) in Torkor, including the use of the Chief Fisherman to reach out to other colleague fishers and other communities along the Volta Lake and the community cohesion among traditional leaders, GAWU local union, CCPCs, women groups, local navy and Fisheries Commission could be also an emerging good practice (in Ghana), as illustrated in Chapter 5.
- Taking social dialogue to the grass root and broadening of union activities in the informal sector which is complex, unregulated and out of the reach of labour inspectors and other enforcement agencies (Ghana and Benin).

The Ghana component of the project merits more exploration as a promising *model of intervention* capable of eliminating child labour – although recognising the issue of insufficient implementation time and too early to allow more theoretical conclusions. But some clear aspects of Torkor experience appear already as confluent to a draft of a convincing model of intervention.

Some *lessons learnt* can come from Ghana and Benin's experiences; some of which could be important for the future of similar actions:

- Over reliance on fish stocks create economic challenges for fishing communities, fishers and processors, which can result in the engagement of children to reduce operational cost. The dimensions of stock depletion are considered as an economic and social challenge for the future of the communities.
- The Occupational Safety and Health (OSH) tools for cocoa or other sectors cannot be applied automatically in the fishing context and the need for specific OSH materials and tools in fishing to achieve better results
- Limited project duration does not allow enough time to appropriately deliver project activities in a consequential manner to achieve greater outcome
- Even though the Project is a community-based project, there should be connection through the district to national level policy for proper mainstreaming and continuity