



Evaluation Summary



International
Labour
Office

Evaluation
Office

Supporting Actions to Meet the 2015 Targets to Eliminate the Worst Forms of Child Labour in Lusophone Countries in Africa – Final Evaluation

Quick Facts

Countries: *Angola, Cape Verde, Guinea Bissau, Mozambique and São Tome and Principe*

Final Evaluation: *12/2012*

Evaluation Mode: *Independent*

Administrative Office: *ILO/IPEC*

Technical Office: *ILO/IPEC*

Evaluation Manager: *ILO/IPEC-DED*

Project Code: *RAF/10/55/USA*

Donor(s) & Budget: *USDOL (US\$ 500,000)*

Keywords: *Child labour*

Background & Context

Summary of the project purpose, logic and structure

The project's title is: "*Supporting actions to meet the 2015 targets to eliminate the worst forms of child labour in Lusophone countries in Africa through knowledge, awareness raising and South-South cooperation*". It was implemented by the International Programme on the Elimination of Child Labour (IPEC) of the International Labour Organization (ILO). The project was financed by the US Department of Labour (USDOL), with USD500,000. The project duration was from 31 December 2010 to 31 December 2012. The key users were representatives of Portuguese-speaking

countries in Africa (PALOP) and their combat towards the elimination of child labour (ECL).

The project's development objective was to contribute to speed up the pace of the child labour (CL) eradication in Angola, Cape Verde, Guinea-Bissau, Mozambique and Sao Tome and Principe. The project has two Immediate Objectives (IO) and four outputs as shown in the table below:

<u>Immediate Objectives</u>	<u>Outputs</u>
1. By the end of the project, National Action Plans (NAP) will be developed, revised or strengthened in the five PALOP countries.	1.1: Improved capacity of constituents and key stakeholders of the five PALOP countries to understand their role in national efforts to combat child labour (CL).
	1.2: NAPs (including, where appropriate, robust CL sections of higher level planning instruments) developed, revised or strengthened in the five PALOP countries.
2. By the end of the project National Tripartite Committees or other consultation mechanisms will be active in addressing CL issue in policy and in national legislation.	2.1: Increased capacity of selected government institutions and social partners to advocate for prevention of CL at the national level.
	2.2: Strengthened provisions for CL prevention within existing national legislation.

Purpose, scope and clients of the evaluation

- Assess the extent to which the project has achieved its stated objectives at outcome and impact level and to identify the supporting factors and constraints that have led to this achievement or lack of achievement;
- Identify unintended changes, both positive and negative, in addition to the expected results;

- c. Identify the level of sustainability of the results of the project;
- d. Identify unintended positive and negative changes at outcome and impact levels;
- e. Determine the implementation effectiveness and efficiency of the project;
- f. Establish the relevance of the project implementation strategy;
- g. Identify lessons learned and potential good practices, especially regarding strategies that can be applied further;
- h. Provide recommendations to project stakeholders to support the completion or further development of initiatives supported by the project.

Methodology of evaluation

Facing the complexity of the project, its special features and budget limitations, it was proposed to start with a desk study in which the project documents would be reviewed to generate a clear consolidated description of its history, design, the stakeholders and its implementation. From there on, participatory observation was chosen as a fact-finding instrument on the relevance, effectiveness, efficiency and sustainability of the project. The Sub-Regional Conference of Portuguese-speaking Countries on the Issue of Child Labour, in Sao Tome in December 2012, was therefore chosen for this purpose. The conference was planned to be tripartite, involving governments, employers' and workers' representatives.

It was agreed that an evaluation workshop would be conducted on the third day of the conference, to present the results of the interviews and desk study and provoke reflection on some of the findings. To round up the approach, telephone interviews were scheduled with donors and the consultative committee of the project, based in Geneva, as relative outsiders to its direct implementation, but with a key role in its political acceptance.

Main Findings & Conclusions

Project design

1. The project design is a learning and multi-actor approach and an example of South-South learning. This reflects the real situation of the project and most of the project design is in line with this philosophy.
2. In the description of the baseline situation an analysis of the learning needs was missing.

3. The logical framework and the monitoring system were not sufficiently adapted to the methodology of learning programmes and multi-actor cooperation. This led to an excess of details on different logical levels in the reporting.

4. External factors and risks were duly acknowledged in the project description, mainly focused on government positions.

Project implementation

5. A very interesting methodology was developed in the project, consisting of three complementary entries: international articulation, horizontal learning and visibility actions. The project implementation occurred simultaneously at the international, country and sub-regional level.

6. The project management was adequate, providing a solid energy boost to the learning process within the countries and between the countries. It drew strong bounds between the international community in its interest in combating CL and the trilateral committees in the countries. It helped to canalize the Operational Document of the Community of Portuguese-Speaking Countries (CPLP) for the ECL.

7. The project was well monitored through field visits, planning meetings with all the stakeholders, evaluation of the shared capacity-building meetings, reporting and financial administration, communication and an archive.

8. The organization of the sub-regional capacity-building events was adequate, involving high quality experts, giving room to inputs of the key stakeholders and meeting high standards for the organization of logistics.

9. The coordination of the project has been outside the region, but within the language community. Having a coordinator at the heart of ILO in Geneva was the most effective choice for the essential international networking. At the same time, the presence of national facilitators was a key to induce horizontal learning and synergy between actors.

10. A great variety of activities has been implemented by authorities in each country in 2011 and 2012, related to eliminating CL. Tripartite Committees have been involved in those activities. Special national units such as committees and boards for CL have been established by some governments.

11. The indicators of the project proved to be simple, reliable and understandable instruments to measure progress and even provided benchmarking between the countries. According to these indicators, the countries achieved the following results:

- National studies on CL;
- Strategic documents to influence national policies;
- Meetings between governments, labour unions and employers' associations;
- Specialized institutes created for the prevention and ECL;
- Participation of social partners in capacity-building events;
- Establishment of focal points for CL in the countries.

12. Some of the planned results on country level have not yet been completed:

- Lists of WFCL exist in each country, but still need updating and ratification by social partners;
- The governments' engagement in drafting National Action Plans to Eliminate Child Labour is still competing with other priorities in all the countries;
- The dissemination of legislation on CL waits for the IPEC Comparative Study to be published.

13. It is difficult to directly attribute project activities to the progress made in the countries, due to the presence of other actors, but there is no doubt that the project *did* support the process through the Tripartite Committees and the evaluation identifies specific areas where it has specifically added value to the progress towards the overall goal in each country. The support most often reported to be relevant was: (i) the effective introduction of a clear *concept* on CL and how it reproduces poverty, (ii) offering the possibility for Tripartite Committees to meet each other for mutual support, and (iii) performing the comparative study on legislation in all countries.

Relevance

14. The relevance of the project is high for all its stakeholders: ILO, CPLP, Brazilian Cooperation Agency (ABC), USDOL, the Forum (*Caravana Catavento*, Brazil), the Preparatory Committee for the 3rd Global Conference on Child Labour, the Tripartite Committees in the countries and the institutes for child policies ICCA (Cape Verde) and INAC (Angola). The risk was acknowledged that the high stakes for so many organizations could lead to a loss

of relevance for the end beneficiaries, the working children, if all attention rests on policy development and legislation, which will still take a long time to conclude.

15. The project answered to the needs of the participating countries. It was communicated that the countries see the project as a means of support that will enhance their position, rather than an outside intervention that would put them in an awkward situation by its criticism. The management truly respected the ownership in the countries at the institutional level by allowing a variety of interventions from different actors to be reported as part of the project.

Effectiveness

16. Due to the use of Portuguese as the working language and a Lusophone style of communication, the participants in the project felt at ease expressing themselves and discussing contentious matters.

17. The project achieved the following: (a) a stable South-South learning community formed, (b) awareness raised among government representatives and social partners in all countries, and (c) access opened to specific knowledge on international and national conventions, agreements and data on CL.

18. The project has been highly effective on the mobilization of government and social actors and stakeholders to take action on CL issues: it has been less effective on the development of NAPs and in adapting national legislation to combat the WFCL.

Efficiency

19. The efficiency of the project has been high. This was especially observed during the conference.

20. The coordination activities were focused on the key processes in the project implementation. Local activities were coordinated by low-cost local facilitators.

21. The available resources were used for global capacity-building meetings (50 per cent), for a comparative study, documentary and an internet portal (32 per cent) and for local activities of the Tripartite Committees (18 per cent).

22. Sharing of resources was done with the EU-financed Tackling Child Labour through Education (TACKLE) projects, the projects financed through

Spanish cooperation, the UNICEF and UNDP offices, and with CPLP.

Sustainability

23. The sustainability of this project is satisfactory.

- Horizontal capacity building is guaranteed through the continuing and growing stream of activities within the Lusophone community through the CPLP heading at the next Summit in October 2013;
- The learning has gone beyond instructions on *how* to do things, but touched a deeper level of learning: to analyse real situations together with adequate concepts, and make adequate choices with social partners to solve complex problems through policy changes;
- The mandate of the Tripartite Committees and their effective functioning so far will guarantee continuation if they can find some minimal budget for their work;
- An online portal continues assuring the availability of information exchange.

24. The allocation of government budget for the ECL in Mozambique and the installation of a high-level consultative committee on CL in Cape Verde are gains for sustainability in those countries.

25. The project goals have not yet been completed. Further support is still needed for the completion of the lists of WFCL, the preparations for the Summit and, if feasible, the advancement of drafts for National Action Plans.

Recommendations

Most of the conclusions do not require a separate recommendation, since this is a final evaluation. For that reason, and considering that the lessons learned already suggest possible improvements, the recommendations to follow are of a more general nature.

Key recommendation

R.1: The most urgent and central recommendation for USDOL, ABC, IPEC, the PALOP countries and CPLP is to find ways to extend the operations of the project until the Summit on Child Labour in October 2013 and a bit beyond.

ILO/IPEC

R.2: An important strength of the project has been the solidarity of all ILO offices involved and their ability and willingness to work together, communicate and be flexible when their services are (no longer) required. It is recommended to cherish this attitude and continue along this line: it is efficient, effective and it generates energy.

R.3: Another strength in the development of the project has been the ILO principle that imposes cooperation between governments and social partners. It is recommended to uphold this principle. The project shows that the involvement of civil society has an added value that could be incorporated in a possible continuation of the project.

USDOL

R4: The flexibility in how to spend resources benefited the efficiency of the project. It is recommended to continue along this line whenever policy projects are concerned.

R5: The triangular cooperation with Brazil is an experiment that seems to bring many advantages, especially for their mobilizing capacity and social change methodology.

A continuation of a closer dialogue on the modalities and responsibilities between the partners is recommended to monitor this experience.

R6: The development of appropriate planning and monitoring instruments to guide multi-actor projects with an open-ended learning process is recommended.

The Tripartite Committees in the PALOP countries

R7: It is recommended to use the ideas for fundraising to eliminate CL, as proposed during the conference:

- National and international foundations;
- Sponsorship linked to cultural and sport activities;
- A trust fund with international support (from private sources or labour unions);
- Resources of private-public partnerships of employers' associations who are members of the CPLP confederation.