



Evaluation Summaries

Child labour component of ILO-Norway Framework Agreement

Quick Facts

Country: Azerbaijan, Ethiopia, Georgia, Ghana, Malawi, Mali, Moldova, Mongolia, Uganda, Zimbabwe

Date of Evaluation: April 2009

Mode of Evaluation: Independent final

Technical Area: Child Labour

Evaluation management: ACT/EMP

Evaluation team: Karstein Haarberg, David Gairdner

Project Start: July 2006

Project End: Nov 2009

Project code: INT/06/55/NOR

Donor: Norwegian Government (2,575, 047 US\$)

Keywords: Child labour, Social Dialogue, Gender equality, Declaration on Fundamental Principles and Rights

Background & Context

Summary of the project purpose, logic and structure

The projects were funded by the Norwegian Government as part of two consecutive *ILO-Norway Framework Agreements*, which were signed in December 2003 and July 2006 respectively. The first framework agreement covered two ILO priority areas, namely child labour and social dialogue. The second agreement was extended to cover gender equality, the Declaration on Fundamental Principles and Rights and policy coherence.

The objective of the *ILO-Norway Framework Agreements* was to support the Millennium Development Goals (MDGs) through tackling

child labour. The objective was linked to poverty reduction, achieving universal primary education and gender equality, combating HIV/AIDS, building environmental sustainability and developing a global partnership for development. The child labour component of the Framework Agreement is implemented in collaboration between the Bureau for Employers' Activities (ACT/EMP), the Bureau for Workers' Activities (ACTRAV) and the ILO's International Programme on the Elimination of Child Labour (IPEC) through individual and joint activities.

Purpose, scope and clients of the evaluation

This evaluation focused on the ACT/EMP component of the ILO-Norway Child Labour Framework Agreements. The purpose of the evaluation was to obtain a better understanding of the impact and results of the programme, assess the validity of the overall strategy and the approach to programming of the Norwegian funds by ACT/EMP, and to assess the processes of planning and implementation.

The evaluation was expected to a) increase knowledge of the impact of the programme and the effectiveness of the overall strategy, b) improve performance in the implementation of technical cooperation projects by ACT/EMP and c) increase recognition of the added value of social dialogue and tripartism in addressing child labour. The client of this evaluation is ACT/EMP.

Methodology of evaluation

The evaluation methodology triangulated three forms of data. The triangulation approach was used for two reasons: (i) verify and strengthen findings

and analysis to be methodological independent, and; (ii) utilize all existing knowledge in an optimal manner.

The methodology included the following activities:

- Document review.
- Field visit in Ghana and Moldova.
- Hard data collection: Interviews, questionnaire survey.
- Participatory data collection: participatory exercises with stakeholders.

Main findings and conclusions

The project is a success seen from the employer/ILO ACT/EMP perspective. The programme and its participants have managed to create a process of involvement. The programme has created capacity to handle child labour issues. It appears that particularly the effect of awareness raising rapidly generated actions at national and local level. The team is of the opinion that the level of awareness in the programme countries has reached a level of no-return. The training of national/local people as well as the dissemination of change agents has created an organisation locally that has significant capacity to handle child labour issues.

The programme has been a driver behind a reduction in the child labour in agriculture in the countries in the programme. Most of the progress was made in the formal sector, but also the informal sector is coming along. There are variations in success between the programme countries.

It has strengthened the tripartite capacity of the constituency and is promoting cooperation. There are more active employers in the national tripartite bodies on child labour. However, even though the progress regarding tripartite cooperation has been good, the evaluation team thinks that more can be achieved.

The evaluation team assess that the programme has achieved its project objectives satisfactorily. The beauty of this programme, as witnessed in the visits, is the outreach in the field.

The programme is an island of success in that it is isolated from other parts of the UN and the ILO system. The Employers' Organisations

comparative advantage is in the field and less so at the capital and government level, where other parts of the tripartism and ILO should utilise their synergies and support the Employers' Organisations. The ILO system appeared to be uncoordinated and not extracting possible synergies that collaboration may create. The team saw examples of other parts of the ILO system that were non-cooperative towards the Employers' Organisation in the programme. Even though an IPEC programme is in place in parallel with the ACT/EMP programme the review team is not satisfied with the collaboration. We found that IPEC did not fulfil a role as a partner supporting synergies between the two programmes. The ACTRAV part (trade unions) could be better involved, particularly in Moldova as the previous disagreement within the Moldovan trade unions now appears to be resolved by agreeing on supporting the National Federation of Employers in Agriculture and Food Industry (Moldova) programme.

The funding from Norwegian Ministry of Foreign Affairs is unpredictable. The delay in funding has created inefficiency in the programme, even though the programme staffs have managed to manoeuvre the programme safe of the most devastating effects.

Recommendations

Main recommendations and follow-up :

1. The Programme has met or exceeded its objectives, and should continue into its next phase. Expanding activities in several of the successful countries should be possible. Whether the programme should potentially be expanded to other countries is not assessed in this report. If expansion is considered, securing good ownership locally is a key success factor.
2. The more material the more outreach. Printing of material is a cost-effective way of increasing outreach; therefore printing of material should be a priority where there is demand. This regards both national needs as well as the material for global use like the good Guides for Employers on Eliminating Child Labour made by the programme manager in Geneva.

3. Monitoring and evaluation structures at the programme and project level should be strengthened, including with a focus on assessing outcomes. The ILO should provide the necessary technical support to national projects to ensure that this occurs.
4. At the beginning of the new programme phase, national-level projects should do a strategic assessment of their objectives and work plans, ensuring they consolidate accomplishments, adapt to changing conditions and identify the programmes new directions. The process should receive technical support from the ILO.
5. The planning process should include a requirement to develop sustainability strategies at the national level, to maintain project capacity within the Employer's Organizations. The strategies should focus on resource mobilisation at the national level.
6. Institutional cooperation should be strengthened within the ILO system, particularly between the programme and IPEC, to ensure that activities are mutually supportive and reinforcing, and avoid unnecessary duplication or competition. The responsibility is with the ILO management and not the programme management in ACT/EMP.
7. Norway should clear any arrears with the project, and make every effort to ensure that its future funding contributions arrive in a timely manner.
8. The ILO should ensure that new staff at the national level should receive adequate and timely training in financial management.