



# Evaluation Summary



International  
Labour  
Office

Evaluation Unit

## *Haiti: Protecting children from child labour during the early recovery phase - Final Evaluation*

*(Original report is available in French)*

### Quick Facts

**Countries:** *Haiti*

**Final Evaluation:** *April 2014*

**Mode of Evaluation:** *Independent*

**ILO Office Administrative Office:** *DWT/CO San José*

**ILO Technical Backstopping Office:** *IPEC*

**Evaluation Manager:** *Alexia Deleligné*

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**Project Code:** *HAI/10/02/USA*

**Donor & Project Budget:** *US Department of Labour, US\$ one million*

**Keywords:** *Child labour, Economic reconstruction*

### Executive Summary extracted from the full report

IPEC has been working in Haiti to eliminate child labour since 1999 with the assistance of the Canadian, United States, and Brazilian governments. The most recent previous IPEC intervention has been in partnership with the Brazilian Agency for Cooperation (ABC) under the Support to the Partnership Programme, a south-south global effort working in 11 countries including Haiti. The remaining funding for the previous Haiti country project under this programme (\$295,130) was combined with a much larger contribution from the United States Department of State (\$990,099) following the earthquake in 2010 to create the current USDOS/ABC project now reaching its end. The

south-south efforts of this project remain closely linked to the global south-south effort that will continue worldwide until November 2015.

This USDOS/ABC project is a prime example of south-south cooperation in the effort to protect children from illegal or hazardous work, particularly the worst forms of child labour. It is also an example of triangular cooperation, combining a northern donor country with a horizontal relationship between two southern developing countries. This evaluation is of the USDOS funded project, although the two funding sources are not differentiated in project implementation.

The project was originally designed to protect children from being forced into work in the early recovery and reconstruction phases following the earthquake on January 12, 2010. Its overarching development objective is to contribute to the protection of children and adolescents from child labour during this early recovery period. It has three immediate objectives focused respectively on increasing the knowledge base and awareness of key actors on child labour, strengthening the institutional capacity of groups of key actors and promoting social dialogue among various stakeholders, and providing real work opportunities for adolescents in the reconstruction process.

Although the USDOS/ABC project was designed in Geneva shortly after the earthquake and ready for donor support by May 2010, it did not formally start until March 28, 2011, with implementation in Haiti further delayed until October 3, 2011. There was a further gap of five months between October

2, 2012 and March 2, 2013 to replace the Chief Technical Advisor (CTA), during which time little progress was made in advancing toward numerous project targets. The project is scheduled to end on February 28, 2014, after 35 months of existence, but only about 24 months of actual implementation.

This is an independent final evaluation of the USDOS/ABC project that examines a number of project aspects as required by ILO: appropriateness of design; effectiveness in achieving objectives, outputs and indicator targets; implementation efficiency; relevance of outcomes to initial problems; project impact; and the sustainability of achievements. Conclusions, lessons learned, good practices, and recommendations for future actions are drawn from the evaluation findings. The degree to which the project has contributed to the south-south cooperation model and to the formulation of a National Action Plan to eliminate child labour are also important issues for IPEC.

The methodology employed in this evaluation was to seek information on project history, processes, and achievements directly from existing documentation and a wide variety of respondents. The primary source of information on project objectives, activities, targets, and accomplishments are the nine Technical Progress Reports (TPRs) covering the period from October 2011 to December 2013. Further data collection and triangulation of TPR-reported results were based on direct semi-structured interviews with individuals or small groups. Small focus group discussions were held with vocational trainers, trainee beneficiaries, and community leaders. Interviews and focus group discussions covered a core set of questions but remained flexible to deepen investigation or pursue unforeseen lines of inquiry.

Data were collected on key evaluation questions during interviews and focus group discussions during five days of data collection in Port au Prince from January 27 to 31. Interviews were also held by Skype or telephone with key informants in Geneva, San Jose, Lima, and Washington, D.C. both before and following fieldwork in Haiti.

The major limitations of this methodology were the short time spent in country, inadequate time to interview beneficiaries of many earlier training activities, and lack of contact with most participants of the first year of project activities,

including the first CTA. According to the CTA in place during the evaluation, there had been no project hand-off between the two CTAs.

### **Principal accomplishments**

- A National Tripartite Committee has been formed, is meeting regularly as a committed group, and has recently broadened governmental membership.
- A vocational training activity for 65 adolescents 15-17 in construction has been piloted, proven, and is ready for replication.
- An entrepreneurial training activity for 30 adolescents has been piloted, proven, and can be replicated.
- The ILO SCREAM methodology in six fundamental schools has been piloted, proven, and can be replicated. Official inclusion into various curricula may occur in future.
- Major awareness-raising materials have been developed: Pedagogical Guide for Adolescent Training; Guide for Journalists, brochure on ending child labour for government, workers', employers' and civil society organizations; labour market opportunities for adolescents.
- Seven capacity-building trainings held with key actors and 306 beneficiaries.
- Significant distribution or use of pre-existing or developed materials and organization of activities for Week of the Child and World Day Against Child Labour in both June 2012 and June 2013.
- Effective collaboration (synergism) with other ILO projects and outside organizations in training, sensitization, information, and communication (ILO/Crisis project, UNICEF, and IOM).
- South-South collaboration with Brazil in this and the wider global partnership project, although not as extensive as originally expected, remains a solid model for future collaborative activities.

### **Principal challenges**

- Project was too ambitious in the design and projection of outcomes, activities and targets.
- Timing and sequencing of activities and outputs were too complex or not appropriate

for Haiti, especially in the environment following the earthquake.

- Number of management personnel (1 senior person only) was inadequate to the number of tasks involved.
- Lack of a Haitian outreach officer (NO-A), the equivalent of a deputy manager, with cultural knowledge and with contacts and in useful networks.
- Considerable slowness in launching the project and replacing the key senior manager on the ground, leading to a much reduced period of activity (24 months instead of 35).

### **Conclusions**

1. Project outputs, activities, and especially targets were overly ambitious for the Haitian social and political context, particularly following a devastating earthquake.
2. Delays in moving from design through donor funding support to initial staffing meant that a project designed for early recovery in Haiti arrived at a much later stage of reconstruction.
3. Bureaucratic delays, local political turmoil, and weak project leadership in Haiti during the first one and one-half years of operation in Haiti have meant that many activities and targets originally planned were not realized.
4. Under-estimated costs of local consultants in project design were a major factor in the failure to carry out successful assessment studies.
5. In spite of shortfalls and delays, the project has achieved a number of successes, particularly in its last year due to improved project leadership and greater stability of Haitian institutions and politics.
6. Despite having to reactivate a project without handover after five months of inactivity, the current CTA in Haiti has managed to provide leadership and dynamism leading to many current accomplishments.
7. Most important of overall project accomplishments have been the creation of a National Tripartite Committee with commitment and vision, an operational model for vocational training of adolescents, an

operational model for entrepreneurial training of adolescents, a piloted education model using the SCREAM methodology, development of several training guides, and delivery of a number of training sessions for key actors.

8. Many of these recent initiatives have involved leveraging resources with other ILO projects and United Nations organizations leading to achievements in awareness-raising in poor neighborhoods, vocational training and labour market assessment for adolescents, a pedagogical guide for training adolescents, study of the legal framework for child labour; training and a practical guide for journalists, and a major study on child domestic labour.
9. South-south and triangular cooperation (north-south and south-south) has established itself as a successful model in Haiti for use in other developing countries, but south-south involvement has not been as important as it was expected to be.
10. An opportunity was missed to renegotiate project targets during the long delay between project CTAs.
11. The IPEC project was able to mobilize other UN partners in collaborative activities seeking to protect children from child labour in a way much valued by the partners.

### **Recommendations**

1. In a future no-cost extension, project management should seek to reinforce its current accomplishments and ensure continuity of pilot activities now underway to serve as a bridge to a follow-on project in a near future.
2. If there is insufficient financing to ensure a bridging activity to a new project, an extension with cost can be envisioned to serve as linkage with a new project.
3. A follow-on project should be designed in ILO/IPEC Geneva for USDOS or other funder and should start within one year.
4. The pilot training of adolescents from 15-17 has been a great success and should be replicated and extended in any new project. A

component on job seeking and general life skills should be added.

particularly in a situation of need for rapid response for maximal effect.

5. The SCREAM methodology stimulates and educates students in the schools where it was introduced and merits replication in any new project.
6. The major focus placed by the USDOS/ABC project in 2013 on standing up and operationalizing the National Tripartite Committee after a year of inactivity following its creation in June 2012 will prove to be crucial to maintaining project momentum and must not be allowed to fall again into inactivity.
7. Although its major mission is to promote national implementation of ILO Conventions #138 (minimum age) and #182 (worst forms of child labour), the National Tripartite Committee can also serve as a focal point to gain the support of many other social and political actors to replicate successful initiatives of the USDOS/ABC project and further models to be borrowed from Brazil or other countries.
8. Continued collaboration with Brazil in the new project would be desirable, but it should be developed considerably more and involve direct visits to Haiti of Brazilian experts in policies and models of combat against child labour.
9. The new project would be designed to fit current social and political conditions in Haiti (updating this project).
10. Some rapid assessments with small samples on child labour in Haiti in various sectors should finally be carried out in a follow-on project.
11. In any extension of the current project, a CTA should be in place to effectively manage the project. As soon as possible, a Haitian outreach officer (NO-A) to back up the CTA should be named as well. This may require a one-year cost extension.
12. The long bureaucratic delays involved in this project should be examined by ILO, USDOS, and ABC to understand how to improve the timely delivery of project services,

[Lessons learned and good practices can be found in the full report.]