



Evaluation Summary



International
Labour
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Combating exploitative child labour through education with additional study – Final Evaluation

Quick Facts

Countries:	<i>Togo</i>
Final Evaluation:	<i>08/2013</i>
Evaluation Mode:	<i>Independent</i>
Administrative Office:	<i>ILO/IPEC</i>
Technical Office:	<i>ILO/IPEC</i>
Evaluation Manager:	<i>ILO/IPEC-DED</i>
Evaluation Consultant:	<i>Louise Witherite</i>
Project Code:	<i>TOG/07/01/USA</i>
Donor(s) & Budget:	<i>USDOL (US\$ 5,000,000)</i>
Keywords:	<i>Child trafficking; Child labour; Forced labour</i>

Background & Context

Summary of the project purpose, logic and structure

The ILO's International Programme on the Elimination of Child Labour (IPEC) has been working with the Government of Togo (GoT) to fight child labour (CL) and child trafficking in the country for more than a decade. In 2007, the agency began a project funded by the United States Department of Labour (USDOL) in order to eliminate CL in Togo through its Office of Child Labour, Forced Labour, and Human Trafficking Bureau of International Affairs. The project, entitled, "Combating Exploitative Child Labour in Togo through Education," (CECLET) aimed to contribute to the elimination of the worst forms of child labour

(WFCL), especially child trafficking, by creating strong institutional, educational, and socio-economic bases. The Cooperative Agreement between ILO/IPEC and the US Department of Labour was signed in September 2007, awarding a grant in the amount of \$5,000,000 to be used over a period of four years. The original project end (EOP) was to be 30 September 2011, but the project encountered several start-up problems which delayed the activities. Operational activities only began in 2009 (or in 2010 for certain programmes). An extension was granted until 30 June 2012, which coincided with the end of the school year. In conformity with the project plan, a final independent evaluation of the project was conducted in May–June, 2012 as activities were winding down.

Purpose, scope and clients of the evaluation

The main purposes of the final evaluation are to:

- Determine if the project has achieved its stated objectives;
- How and why have the stated objectives been or have not been achieved (i.e. achievements and shortfalls in project implementation);
- Identify all of the relevant unintended changes at the levels of outcome and impact;
- Determine effectiveness and efficiency of the implementation of the project;
- Establish the relevance of the project implementation strategy and outcomes;
- Establish the level of sustainability attained;
- Provide recommendations regarding relevant stakeholders, building on the achievements of the project in supporting the National Action Plan (NAP) or other institutional frameworks at local

and national level toward the sustainability of the project outcomes;

- Identify lessons learned and potential good practices;
- Identify further documentation that should be pursued, especially regarding models of interventions developed that can be applied in the African region and beyond (i.e. Millennium Village experience).

Methodology of evaluation

The two-person Final Evaluation Team (FET), consisting of an international and national consultant, conducted an independent evaluation. The evaluation reviewed all of the activities that occurred during the four years of the project implementation. The methodology included a comprehensive document review, individual and group interviews with project staff, beneficiaries, and other stakeholders and field site visits throughout the country. Three separate debriefing workshops were held in Kara, Tsevie and Lomé to discuss preliminary findings with stakeholders and subsequently, the evaluation report was prepared. The evaluators met with stakeholders from different sectors and project sites not visited during and following the meetings.

Main Findings & Conclusions

The CECLET project has fulfilled its mission. Quantitative targets were largely met, and even often exceeded. The period of implementation of actual service activities proved to be too short, which most likely explains the fragility of the outputs, especially in terms of quality. The evaluation team noted with satisfaction that the project has done a good job, especially on the quantitative scale. Although the project did not start its activities according to the original schedule, the results achieved and the products delivered were consistent with the management/operation plan.

The FET is reasonably optimistic that the material outputs and the dynamics of advocacy, mobilization and interest which the project engendered among the target population will lead to short- or medium-term positive effects in the fight against CL. A follow-up programme approach should take into account education reforms and policies. Despite all efforts, CL is visible throughout the country. The fight against

exploitative CL is, and remains, a national concern and should be fully integrated into the implementation of the Poverty Reduction Strategy Paper (PRSP) and the politics of child protection.

The FET is concerned that while there are very good ideas behind the project activities, they are not addressed with the depth that would lead to the desired outcomes. To achieve the goal of eliminating CL, there must be strong foundations established in communities. With the ILO/IPEC's help, CECLET started a momentum in building awareness and providing many good opportunities to prevent CL. Projects are by definition time-bound activities with achievable outcomes. That the ILO/IPEC's strategy (and ability) extends beyond projects to the role of long-term accompaniment through its tripartite structure offers hope that the project will have some effect.

Recommendations

Main recommendations and follow up

ILO/IPEC programmes consist of all of the integral components needed to fight against CL. The FET's primary recommendation is that ILO/IPEC and USDOL should not abandon Togo at a time when there is a confluence of relevance and potential reform. The recommendations are intended to draw attention to the need to extend the project for at least one more year, to consolidate the impact of its integrated components. With each project, local committees have been trained and organized: children have been withdrawn from WFCL. There is momentum to keep going. The FET suggests that the project continue following the good practices while assuring that the quality of the inputs is optimum:

- (a) Intervention models: multi-sector, multi-thematic and multi-agency technical services of the state involved in implementing the project;
- (b) Methodical monitoring with appropriate tools which have been tested in the project;
- (c) Inter-community exchanges to refine the models identified.

The project strategy continues to be relevant. Eliminating WFCL and child trafficking in Togo cannot be achieved through one intervention or one programme: rather, it depends on the ability of the

government and its partners to mobilize the full extent of its capabilities in an integrated approach to the problem, combining direct interventions with long-term policy change, capacity building, awareness building, knowledge sharing, and resource mobilization.

As the project draws to a close, the government structures are perhaps too fragile, and the NGOs too autonomous and dependent on external funding, to continue CECLET's accomplishments. The project achievements could be consolidated and coordinated to correct weaknesses and create a favourable environment for durability and sustainability. Since the project ends on 30 June 2012, the following recommendations may be applied to other child protection and CL programmes in Togo or elsewhere as administered by ILO/IPEC:

R1 Provide institutional development to make national structures against child labour and trafficking more operational.

The ILO/IPEC, as an agency of the UN and international adviser to the GoT has a role to play to advocate for a more effective policy structure. As a signatory of Conventions 138 and 192, Togo must make policies to protect children from their involvement in the WFCL. The ILO/IPEC can advocate for models such as a separate secretariat, inter-ministerial commissions, or some other structure where this can be done expediently and pragmatically. A study for the project, "Consultation for the analysis of the institutional framework in the fight against Child Labour" provided useful insight on the possibilities for the CDN (National Steering Committee for the Fight against the Worst Forms of Child Labour) and other structures to become more effective. Institutional development in the form of organizational and strategic development training and institutional equipment would go a long way to building an effective and functional national structure (CDN).

The Decentralized Regional Commissions (CDR) should not be ignored or marginalized. Great work has already been done and continues to be done at the regional levels, with few resources. The CDRs are coordinated, motivated, and in touch with the reality of CL and trafficking, schools, health needs and services, markets and family impoverishment. Any national structure must not diminish the empowered

situation of the CDRs but rather see itself as a support structure to them.

R2 Materials which are distributed to beneficiaries should be local products as much as possible.

School bags do not need to be imported back packs. If uniforms are to be purchased, they should be manufactured locally. The project placed hundreds of girls into seamstress apprenticeships, who could be organized to make high quality school uniforms. School construction was very well done, but most of the specialized workers and most of the materials had come from Lomé. Materials were available in nearby towns, and skilled labourers resided in target villages.

R3 Bring support to the schools and not to individuals – except where extremely vulnerable children are identified.

Educators were of the opinion that school books would be better utilized if they were part of a school library, used and passed on year by year.

R4 Tighten educational programmes by addressing teaching quality, course offerings, curriculum development, and the educational environment.

The construction of schools, infirmaries and latrines by CECLET implementing agencies was a tremendous benefit to the delivery of education, whilst creating a welcoming learning environment. Straightforward education projects that offer at least three years of continuous support to schools, teachers, and child beneficiaries are more consistent with the ILO/IPEC strategic approach. The ILO/IPEC must continue to encourage the well-stated aspirations of the GoT's education policies.

R5 Implement practical, market-driven livelihood support activities

Families boost their household economy through income-generating activities (IGA). ILO/IPEC projects need staff or an action programme or service contract with experts in IGA, livelihood programming or microfinance to support the IAs.

IGA activities must fulfil certain conditions: in addition to being technically feasible, they must also be economically and financially profitable. Areas of

increasing family income are limitless with the proper inputs of technical support and creativity.

R6 Create explicit awareness-raising actions to establish a critical mass.

ILO/IPEC Awareness-raising campaigns should be adapted to the interests of the population. In a coherent communication strategy, some tried techniques should be joined by innovations (some of which were used very well in different Action Programmes of CECLET) such as home visits, carnival and theatre, and folklore events.

A Knowledge, Attitudes and Practice (KAP) exercise at the beginning of a project can help identify the most contextually-appropriate, strong single message that will prevent CL.

R7 Offer career orientation mechanisms.

Mechanisms of orientation for children help to make sound career decisions. The Ministry of Labour's cartographic study identifies potential employment niches that apprenticeships do not, in the words of the *Direction General du Travail*, "train people to be unemployed".

Important lessons learned

There are so many lessons to be gleaned from the implementation of CECLET that an analysis should be conducted in the country and by ILO/IPEC. Unfortunately, the project posed challenges that still must be pursued. For example, one lesson that the FET would have liked to pursue is: Given that there were delays, how best is a project implemented at an accelerated pace?

The project managed to reach its targets, and did not appear to have done so at a frantic pace. Community-development processes were followed by implementing agencies. However, the FET was concerned that the depth of the processes might not be durable, and that the quality, especially in the area of education and income generation, was compromised. Addressing quality factors such as school governance, improving teaching methodology and ancillary services, such as extension services, micro credit and agriculture, deepens the process to maintain children in school and out of WFCL.

Secondly, there is evidence that the project delays were related to misunderstanding among key stakeholders. Could the project have moved more quickly to respond to the problems? When should ILO/IPEC have moved on the diminishing windows of opportunity if it is seen not to have worked in the first place?

Among the major lessons learned:

- (1) Motivation is maintained sustainably if the project beneficiaries are aware of the direct or indirect impact of the actions taken: effective withdrawal of children from the WFCL, school integration or learning, improving yields in terms of income-generating activities.
- (2) The organization of exchange sessions arranged by implementing agencies between the members of the local CL committees empowers them, and nearby communities are more likely to keep meeting without incentives.
- (3) The project did not adequately anticipate that the demand for educational services is out of proportion to the national capacity to accept all students. The FET visited overcrowded classrooms with insufficient furnishings and overburdened teachers without decent wages or skills training. This issue deserves further reflection as it may cause discouragement or school drop-outs.