



Evaluation Summary



International
Labour
Office

Evaluation
Office

A programme to reduce WFCL in tobacco-growing communities in Zambia (ARISE I) - Final Evaluation

Quick Facts

Countries: Zambia

Final Evaluation: Oct. 2015

Mode of Evaluation: Independent

Administrative Unit: IPEC

Technical Area: IPEC

Evaluation Manager: Ricardo Furman (IPEC)

Evaluation Team: Jose Maria Alvarez (international evaluator) & Stephen Chipala

Project TC Symbol : ZAM/12/55/JTI

Project Donor & Budget: Japan Tobacco International (US\$1,600,000)

Keywords: tobacco, agriculture, child labour

From the executive summary

1. Presentation of the evaluation exercise

This document represents the evaluation report of the “JTI-ILO ARISE Programme (Achieving Reduction of Child Labour in supporting Education) Zambia” (thereafter, the Project). The whole ARISE Programme is being implemented in three countries: Malawi, Brazil and Zambia. The evaluation has been carried out by a team of two members and it has been managed by the Evaluation and Impact Assessment unit (EIA) of International Labor Organization. Fundamental Principles and Rights at Work (ILO/FPRW/IPEC).

2. Description of the Project

The project is part of a wider strategy by Japanese Tobacco International (JTI) to contribute to

eliminating CL in its global supply chain. It is being implemented by the International Labour Organization (ILO) via its International Programme for the Elimination of Child Labour (IPEC) in mutual collaboration with Winrock International (WI). While each organization develops its own targeted actions, both organizations work towards the achievement of common ARISE objectives.

The Project has taken a holistic approach to involve the community in a common effort to prevent and eliminate CL. This is ensured through the so called “Three Pillars”: 1) improvements in education, monitoring of CL and awareness; 2) fostering economic empowerment for tobacco-growing communities; and 3) promoting an improved regulatory framework for the reduction of CL. These “Three Pillars” are being implemented at national and district level (Kaoma and Nkyema) in selected areas where a significant presence of farmers who supply tobacco for JTI and CL has been reported. The overall strategy is guided by the Child Labour Policy (CLP) and the National Action Plan (NAP) for the elimination of the Worst Forms of Child Labour (WFCL) in Zambia.

3. Methodology applied in this evaluation

The methodology is generally constituted made up of a judicious combination of quantitative and qualitative techniques. A particular emphasis is placed on the latter, given that the majority of the objectives and results pursued by the Program are based around the strengthening of capacities. This has resulted in the specific application of the following six tools: document reviews, semi-structured individual interviews, group discussions, focus groups, direct observation and questionnaires. It is important to note that the methodological approaches applied have been somewhat challenged by the fact that the Project is

part of a wider Programme where other actors are involved and therefore the attribution of effects and responsibilities are not always easy to establish.

4. Findings

Relevance: In terms of relevance the Project receives a very positive assessment. It has been verified that a series of diagnosis and participatory planning tools were applied which largely acted to favor a high level of coherence between the project actions and the needs of its beneficiaries and target groups. Furthermore, the identification of the Action Programs and the selection of geographical areas of implementation were preceded by a rapid assessment and a stakeholder mapping exercise. The selection of the target groups was carried out based on a set of coherent and realistic criteria. At the institutional level, the traditional partners representing the Tripartite Alliance have been involved, although it must be noted that the effective involvement of the Unions constituent has not reached the desired level.

Design: ILO protocols were applied, as already explained. In general, there is a high degree of consensus among the stakeholders around the quality of the diagnosis, the definition of outcomes and the analysis of alternatives. The evaluation has found that there is a consistent rationale that justifies the project options. Notwithstanding, a few critical issues emerge around the design of the economic pillar, in particular the Income Generating Activities (IGAs) which has been found to be a bit inconclusive about what actually should be done for income generation.

ILO has made a big effort to conduct the design process using a participative and inclusive approach. This decision deserves a positive judgement, however unfortunately the time component was not duly considered, leading to a significant delay in the start of the implementation phase. IPs have managed to pick up the pace of implementation during the last year but the delay has nonetheless represented a significant constraint for the whole implementation process. This issue also went on to affect the achievement of some of the results and their prospects of long-term sustainability. Since the ARISE experience is being managed and implemented under the format of a partnership and the organizations involved have different procedures and protocols, it seems important for these organizations to define and agree on a project timeframe that duly considers the time requirements for the different phases.

The evaluation is also of the opinion that there is a need to improve the set of indicators at the outcomes level. Given the very qualitative nature of some of the project most common outcomes (awareness, capacity building...), there is need to define some qualitative milestones to somehow assess the progress made. For some other outcomes, such as schools performance, employability of the trainees, family income, success of new business ventures, it should be possible to use numeric values. The selection of those indicators can be linked to the definition of a baseline, although in most cases the baseline value for those outcomes would be “zero” or any other qualitative description expressing a very low level. Despite this, the evaluation still believes that the Project Monitoring System (PMS) should include the definition of specific baseline values and the tools for their further update.

Implementation and delivery of products and services: During the last year, the Project has generally managed to catch up and deliver a long list of products and services. There are signs, however, that the quality of some of the products and services might have been affected because of the compressed time of execution (virtually just one year). It is believed that most of the activities (Silks Training, IGAs, CLMS, the establishment of functional Child Labour Free Zones) require a longer cycle to consolidate results and trigger durable effects. The performance of the Project in each of the three pillars is summarized ahead:

1. The Pillar on Education, Awareness and Monitoring has in all cases achieved a high degree of success. Assuming that the situation at the start of the Project could be described as “very low level of awareness” the evaluation has found two clear outcomes. (i) the change of mindset and the perception by most actors (institutions and individuals) of CL as a problem. (i) The second one has to do with the involvement and performance of the education sector. Figures provided by the Education District Offices show a notable increase in enrollment, retention and progression rates. Six CLMS have been set up, one in each community. However, it is not clear if the CCLCs are using the tools and procedures contemplated in the CLMS or just doing some informal monitoring. According the statements made by some of the CCLC members, the CLMS forms provided are no longer used and records are not being kept.

2. As for the Economic Pillar, the image obtained differs depending on the component under scrutiny. The Self Help Groups (SHG) have generated a very positive dynamic of self-reliance. 25 SHG have been set up, 13 of them performing satisfactorily according to the IPs reports. Their core activity is Savings and Loans, and although their economic impact is still very modest, their members highlight that the SHG have had a significant impact in the socio-cultural domain.

Concerning the Skills Training, 514 children and youth were identified for withdrawal from CL and targeted for skills and vocational training. It has been a highly valued activity, as it represents an opportunity to break through into new areas of the labour market. There are, however, some issues related to the rush to attain the training targets that might have ended up setting an inadequate environment for pedagogic and learning purposes. Unfortunately, the Income Generating Activities (IGAs) have not been very successful. No IGA was implemented involving Schools or CCLCs and those that targeted households did not yield very good results. The evaluation team believes that the livelihood activities have been designed assuming overly optimistic scenarios. It is believed that the format of this component was not very conducive to economic empowerment and as such it may be necessary to design a more robust package incorporating lessons learned from previous IPs' experiences.

3. With regards to the Regulatory Pillar, the project has been very effective in trickling down the CL national regulatory framework to the District level. It has been instrumental in the setup of the District Child Labor Committee (DCLC), a structure which in turn has played a pivotal role in bringing different actors together and enabling the environment at the district level. Another important role within this Pillar has been played by the Community Child Labour Committees (CCLC). Six CCLC have been set up, one in each community, and most of them showed a remarkable level of commitment and interest. Some issues have been raised, however, concerning the very demanding commitment which is required from the CCLC members and the feasibility of fulfilling this role on voluntary basis. It would be important to rethink what can realistically be expected from voluntary work and how this resource could be optimized. At national level, the Project has allowed ILO-IPEC to

continue its ongoing dialogue with the Government of the Republic of Zambia (GRZ) around CL issues.

Coordination: The coordination has been an issue at different levels: between ILO and WI but also between the ILO's IPs in charge of the community mobilization. Overall, the evaluation team has perceived a very good attitude towards dialogue from the different partners, but despite this there still lingered some coordination issues, particularly at ground level. The subject has emerged several times in different formats and shapes: overlapping, gaps, delays, communication problems, community key actors overwhelmed and confused. It is believed that in most cases it has mainly to do with the particular arrangement of having many organizations working in the same communities and in many cases targeting the same groups.

5. Recommendations - For the ARISE partners

- In the absence of an exit strategy it would be important to define and implement the key exit actions for the main components. There is need to anticipate the post-project scenarios and identify the steps that have to be taken to ensure a smooth transition towards a situation without project.
- A consolidation phase is deemed to be required. In connection with the above (RI) it is also anticipated that some sort of consolidation phase will be necessary. It is believed that some of the processes are still in an embryonic and fragile situation. The post-project follow up could also serve the purposes of continuing with a reflective practice around the ARISE experience.
- A protocol for the timeframe of the Project. This timeframe should realistically anticipate the time needed for each phase. The project duration should be calculated based on those needs. It doesn't seem reasonable that the implementation phase should only be allocated the time left over after the design phase, regardless if it is enough to complete the full cycle of activities plus the consolidation of their impacts.
- Revisit the implementation arrangements. There is a need to review the implementation arrangements between the main ARISE Partners (ILO and WI), as well as those referring to ILO and its specific IPs. The most viable alternative for the optimization of the partnership in any potential new phase would be to target different

communities, making arrangements to maintain a common core of activities around CL, in particular the committees and the monitoring. On another scale, the arrangement of three ILO partners working at community level has to be reviewed as well. The recommendation is to reconsider the role of the lead partner. If the lead partner ends up implementing side by side with the local partners, coordination issues are very likely to emerge.

For the ARISE partners and the IPs

- **Review the content and format of the IGAs component.** The Theory of Change of the economic pillar, particularly of the IGAs component, should go through a process of review and redefinition regarding the analysis of problems, outcomes and processes.
- **Review the rewarding mechanisms for engaging in voluntary work** ILO should reflect on issues such as the time and demands that can be reasonably required from people, the profile of those who can better perform in that position and possible rewards that can be used to raise motivation. The ideas that have been put forward go from support for an initial collective IGA to training opportunities with their corresponding certificates or any other incentive related to social recognition. Besides, there seems to be a need for an intense motivational and pedagogic effort in order to make people aware of the long term benefits of eliminating CL from their communities.
- **Improve the monitoring of outcomes..** In general, it is believed that this section has to be strengthened. The assessment of what has been accomplished at the outcome level would be much more accurate if a baseline value were available and periodical information on a number of variables had been regularly collected. Even when those variables can only be described using a qualitative description, it is advisable to design a kit with easy applicable tools which, in spite of its qualitative and limited nature, could help to provide an approximate value.

For JTI

- **Leaf Technicians involvement.** Another improvement in the monitoring system would be to articulate a bigger involvement of the JTI Leaf Technicians. If provided with a framework, this group could become an invaluable source of

information to identify changes and follow up on the behavioral milestones.

For the IPs

- **Reinforce quality control of the community based skills training.** The evaluation has found signs that the ongoing courses might be taking place under conditions which are perhaps not the most suitable for learning purposes. With this in mind, it would be important to strengthen the follow up system through periodical visits, verifications of the contents and techniques used and intermediate /final evaluations with trainers and trainees.

For the ILO its constituents

- **Focus on generating a model.** There is a high degree of consensus on the role of ILO-ARISE as an initiative generating models and not necessarily an instrument of direct elimination. In this sense, the Action Programs (APSOs) implemented at District level are important means to test the model and show how progress can be made. The main effort against CL, then, is fundamentally via the propagation of the model developed rather than via the expansion of the APSOS themselves.
- **Mobilize constituents.** In this line, it is believed that the ARISE experience represents an opportunity for ILO and its constituents to reengage with some of the issues that, despite being recognized as part of the national instruments (the NAP and the CLP), are developing at a very slow pace. Some respondents underlined that the process of reforms at country level has come to a point of stagnation and needs to be boosted. It is believed that ILO-ARISE experience has served to rediscover topics and ideas that could help in boosting the constituent's programmes. The inter-ministry coordination and the mainstreaming of CL in their respective departments, the harmonization of legislation and the revitalization of the NSC as the main mechanism of dialogue around the CL issues are some of the areas that, according to those consulted, the GRZ needs to push forward. In the same line, the Federation of Employers has obtained new inputs on how companies can rid the supply chains of illegal or socially undesirable practices. Finally, concerning the Unions, there is a general consensus among stakeholders that this constituent needs to regroup its resources and develop a more ambitious CL program.