



Evaluation Summary



International
Labour
Office

Evaluation
Office

West Africa Cocoa and Commercial Agriculture Project to combat hazardous and exploitative child labour (WACAP) Final Evaluation

Quick Facts

Countries:	<i>Cameroon, Cote d'Ivoire, Ghana, Guinea, and Nigeria</i>
Final Evaluation:	<i>04/2006</i>
Evaluation Mode:	<i>Independent</i>
Administrative Office:	<i>IPEC</i>
Technical Office:	<i>IPEC</i>
Evaluation Manager:	<i>IPEC/DED</i>
Evaluation Consultant:	<i>Stanley Asangalisah</i>
Project Code:	<i>RAF/03/06/ICT and RAF/02/50/USA</i>
Donor(s) & Budget:	<i>US DOL (US\$ 1,000,000)</i>
Keywords:	<i>Child Labour</i>

Excerpt from the Executive Summary

1. Background Information

The final evaluation exercise (carried out from 3rd to 20th April, 2006 and encompassing desk research, two (2) field visits and participation in three (3) workshops), sought to assess the results and effects of the West Africa Cocoa/Commercial Agriculture Programme to Combat Hazardous and Exploitative Child Labour (WACAP), funded by the United States Department of Labor (USDOL) and the Cocoa Global Issues Group (Cocoa-GIG), and

implemented by the ILO through its International Programme on the Elimination of Child Labour (IPEC) in five (5) project countries, namely: Cameroon, Cote d'Ivoire, Ghana, Guinea and Nigeria.

2. Findings:

Project Design and Implementation

- The regional design of the project was a useful platform for the sharing of experiences, approaches and ideas within the WACAP-community and with other projects.
- The project document was comprehensive in describing the overall sub-regional project and rightly identified, among other things, increased income of rural families; extended capacity and relevant education systems; regional initiatives to combat child trafficking; child labour legislative framework and enforcement systems, as some of the pre-requisites for the achievement and consolidation of the results of WACAP.
- WACAP was programmed to go through a pilot phase from September 2002 to October 2005 with Abidjan as Regional Head Office. But due to the political crisis that erupted in that country, the Head office had to be shifted to Accra resulting in considerable delays in project implementation.
- The effective start of WACAP was in July 2003 in Ghana and a little later in the other project countries. And the effective end of the project was April 2006 (i.e. 33 months).

WACAP has therefore clearly failed to travel its full duration of 37 months. It is pardonable that the project started late due to unforeseen circumstances, but then what explains the inability to last its full duration? This question is particularly relevant in the light of the fact that some, if not most, of the action programme implementers realized that extra time was needed to complete their work (reference here is being made to the many addenda to the action programmes).

- WACAP implementation was done with a lot of concern and commitment on the part of the project managers and implementers without exception, and its interventions were received with much interest and enthusiasm by the beneficiary communities, families and children, a lot more of whom had lined-up to be rescued by WACAP.

Achievement of Project Objectives

By dint of hard work and tenacity of purpose on the part of its managers and implementers, WACAP succeeded remarkably in achieving all its objectives:

- It is commendable that capacity-building training programmes were conducted in all the project countries to the benefit of public and private sector partners at the national, district and community levels. Notable among them is the enhanced capacity of officers at the national and district levels to manage the Child Labour Monitoring Systems established in all the project countries.
- In all the project countries, awareness at the national and community levels about the harmful effects of child labour is very high—thanks to WACAP’s determined awareness raising campaigns. This is manifest in the fact that the governments of all the 5 project countries are at various stages of preparing national programmes to combat hazardous and exploitative child labour. Ghana took the lead in preparing a 5- year national programme to eradicate child labour in all the 67 cocoa farming districts in the country.

Many WACAP-communities have adopted self-help initiatives (levying themselves, etc.) to help protect their children from child labour.

- Probably the key achievement of WACAP was the identification and withdrawal of children involved in hazardous child labour, and mainstreaming them into formal school and vocational training programmes. Available data reveals that 6,223 withdrawn children were put into formal education systems, whilst 3,457 went in for vocational training programmes (see Table 1, page 20). Additionally, more than 1,000 families were given assistance to engage in income generating activities as a means of protecting them against the root cause of child labour—poverty.

- Child Labour Monitoring Systems (CLMS) were established in Ghana, Cameroon, Guinea, Nigeria and Cote d’Ivoire under the purview of the respective Ministries responsible for labour and employment in the various countries, to collect, collate, and analyze data on children involved in, or at risk of entering, child labour as well as monitor the progress of those withdrawn. CLMS is not only useful for monitoring the child labour situation, but would also provide important statistical data for development planning purposes in the project countries.

- Community members, farmers, teachers and government officials all received tailored training programmes on child labour issues. These training programmes coupled with the various field research activities carried out during the project have resulted in the creation of a broad knowledge-base on the prevalence and nature of child labour in the cocoa and commercial agricultural sectors in West Africa. But it is not immediately visible that “...a viable information dissemination system” has come into being as envisioned in the project document.

Intended and Actual Outputs

- The quantifiable output targets of WACAP have been achieved in all instances. The project targeted to withdraw and/or prevent 9,700

children from child labour. The actual number achieved was 11,722, registering an achievement rate of 120.8%. Also, the targeted number of families to be supported to enhance their income generating capabilities was achieved nearly 4-fold (see page 22 for details).

Conclusions

- Country level project documents should have been prepared, guided by the overall regional project document, to focus on the peculiarities of the individual countries. This would have made the project managers' and implementers' work a lot easier.
- The development objective of the project was clearly and concisely formulated. But some of the immediate objectives were heavily worded making them difficult to understand and to place equal importance on their multiple constituent parts.
- Significant time and material resources would be saved if the reporting requirements/formats are revised and made simpler.
- The preparation and approval requirements of action programmes took an average of 4 months to complete, resulting in considerable loss of implementation time.
- The evaluation would have benefited from holding national evaluation workshops in each project country so that the evaluator could interact with a wider range of WACAP stakeholders in the project-countries.
- The Accra and Abidjan National Workshops were one-day events at which adequate time was provided for the formal opening sessions characterized by speeches and very limited time given to the presentations, interactions, and experience sharing. In attendance at the Abidjan workshop were direct beneficiaries of WACAP, one of whom gave an insightful testimony of the usefulness of the literacy classes organized under the project.
- The Turin Workshop, which was a stakeholders' meeting on experience review and post-project plan of action, had more or less ample time for its content and was conducted professionally, save that there was the unfortunate arrangement whereby the workshop was formally closed a day before the independent evaluator had the opportunity to share impressions and seek further clarifications. Some participants' reaction to the evaluator's work was, understandably, lacking interest and co-operation because they had been categorically informed the previous day that WACAP was not likely of continuing into a second phase.
- During the second half of the penultimate day of the Turin workshop, participants split up into the component groups of the ILO tripartite structure and came up with very encouraging statements of commitment to continue the fight against child labour. But what was not clear is whether those statements were binding on themselves as individuals or on the governments, employers' associations and workers' unions they represented at the workshop.
- WACAP was relevant, effective and efficient in helping fight the problem of hazardous child labour and in delivering its results to the target group. And the project is sustainable in terms of the awareness created, the capacities built and the readiness of WACAP stakeholders to continue the fight against hazardous child labour. But in terms of the 6,223 children remaining in school, WACAP cannot be said to be sustainable. There should have been an exit strategy to hand over the withdrawn children to well established institutions/organizations to see them through basic education at least.
- Time and material resource constraints notwithstanding, WACAP achieved its set targets and objectives remarkably well—thanks to the dedicated work of the project managers and implementers. WACAP has, in fact, attained a higher level of objectives achievement than most projects and that certainly deserves very high commendation.

- Total project funds divided by the number of direct beneficiaries gives an average cost of US\$467 per beneficiary over the project duration. That gives a daily cost of roughly 43 cents per direct beneficiary—implying WACAP was very economical.

7. In the event that WACAP fails to go into a second phase, an ex-post evaluation should be conducted 3 to 5 years after the end of the project to measure the real impact of WACAP on the beneficiary communities, and draw further lessons for future project planning.

3. Recommendations

1. In future, adequate provision should be made for the independent evaluator to do field work in a representative sample of the project communities.

2. It is ILO/IPEC policy that each project country is given strictly one project vehicle. But in the situation where the regional head office shares one vehicle with the office of the national co-ordinator, there are bound to be mobility constraints. This policy should be carefully examined in future project planning.

3. To reduce the impact of the mobility problem on project implementation, future projects should make possession of or access to suitable vehicles a priority criterion for selecting implementing agencies, particularly NGOs.

4. The approval requirements and structures, and the reporting formats of the ILO should be simplified to save time and material resources for greater project results. The budgeting and disbursement procedures should also be simplified so that project funds are released early enough to beat inflation and other phenomena in weak economies.

5. With the structures and capacities built by the pilot phase in place, a second phase would produce a lot more direct beneficiaries and at the same time consolidate the results of the first phase.

6. In the event that there is no phase-II funding for WACAP, the implementers and partners of the project could team up to develop the concept of their action programmes into project proposals for funding by other donor agencies operating in their countries.