

Child Labour Component of ILO-Norway Framework Agreement

EVALUATION REPORT



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“Employers’ Organizations
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Regardless of the quality of the inputs and support received, the Evaluation Team is responsible for any omissions or errors in this report.

The opinions expressed are those of the Evaluation Team, and do not necessarily reflect those of the ILO.

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Acronyms

ACT/EMP	Bureau for Employers' Activities
ACTRAV	Bureau for Workers' Activities
CL	Child Labour
CoC	Code of Conduct
CSR	Corporate Social Responsibility
EO	Employers' Organisation
EU	European Union
FNPAIA	National Federation of Employers in Agriculture and Food Industry (Moldova)
GEA	Ghana Employer's Association
ILO	International Labour Organisation
IPEC	International Programme on the Elimination of Child Labour
MDG	Millennium Development Goals
MFA	Ministry of Foreign Affairs
NGO	Non-Governmental Organisation
NMFA	Norwegian Ministry of Foreign Affairs
OECD	Organisation for Economic Cooperation and Development
SME	Small and Medium Enterprises
UNDP	United Nation Development Programme
USD	United States Dollars
WFCL	Worst Forms of Child Labour

1 Executive Summary

This report is an evaluation of ILO Bureau for Employers' Activities (ACT/EMP) in two consecutive technical cooperation programmes on eliminating child labour, namely, "Capacity Building of Employers' Organizations on Child Labour" (2004-2005) and "Employers' Organizations Action against Child Labour" (2006-2007).

The overall objective of the ILO-Norway Framework Agreement is to support the Millennium Development Goals (MDGs) through tackling child labour in the context of poverty reduction, universal primary education, gender equality, combating HIV/AIDS, building environmental sustainability and developing a global partnership for development.

Findings

In the case of the two countries visited during the field study, the project met or exceeded its objectives. Evidence from the questionnaire suggests that similar results have been achieved with other national projects, although these were not verified by field missions.

The evaluation found clear evidence in Ghana and Moldova that the projects have contributed to:

- Increased awareness on child labour issues;
- Enhanced capacity within Employers' Organisations, and in the broader networks that they participate in;
- The increased involvement of Employers' Organisations in efforts to eliminate child labour, within their membership base, and in the broader national context;
- Establishing industry/sector level norms (Codes of Conduct and collective agreement language) and practices on child labour and to national policy development.

These results were achieved through effective project design and implementation strategy:

- Linking enlightened economic self-interest with the principles of corporate responsibility;
- Cost effective allocation of resources, focusing on productive activities; and
- Making effective use of combining ILO/Norwegian resources with national resources (financial and institutional capacity).

The project created outputs and processes that have made a significant contribution to national efforts to eliminate of child labour. In particular, concrete tools that are being used effectively by Partners, such as codes of conduct and collective agreement language on child labour. These had the broader potential of setting industry/sector-level standards. These accomplishments were supported by the production of effective education and advocacy material and

collaboration with Government and others on developing national policy framework.

Project outcomes appeared sustainable, as they have led to changes in attitudes, policy, standards and practices. However, project infrastructure at the national level is not yet sustainable. Employers' Organisations do not yet have the capacity to maintain staff and activities without the ILO/Norwegian contribution, both financial and technical. The evaluation found that associations generally have not developed sustainability strategies in this regard.

Recommendations

Build on the successes

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.

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.

Improvements

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.

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 programme new directions. The process should receive technical support from the ILO.

The planning process should include a requirement to develop sustainability strategies at the national level, to maintain project capacity within the Employers' Organisations. The strategies should focus on resource mobilisation at the national level.

Recommendation to partners outside the programme

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.

Norway should clear any arrears with the project, and make every effort to ensure that its future funding contributions arrive in a timely manner.

The ILO should ensure that new staff at the national level should receive adequate and timely training in financial management.

2 Introduction

This report is an evaluation of ILO Bureau for Employers' Activities (ACT/EMP) in two consecutive technical cooperation programmes on eliminating child labour; "Capacity Building of Employers' Organizations on Child Labour" (2004-2005) and "Employers' Organizations Action against Child Labour" (2006-2007).

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.

Activities on child labour under the Framework Agreement were also designed to contribute towards the ILO's Operational Objective 1a (for the 2006-7 Biennium) – Fundamental Principles and Rights at Work – where Outcome 1a.2 reads:

"Member States undertake targeted action against child labour in line with fundamental ILO Conventions on child labour, giving priority to the urgent elimination of the worst forms of child labour and provision of alternatives to boys and girls, as well as to their families"

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.

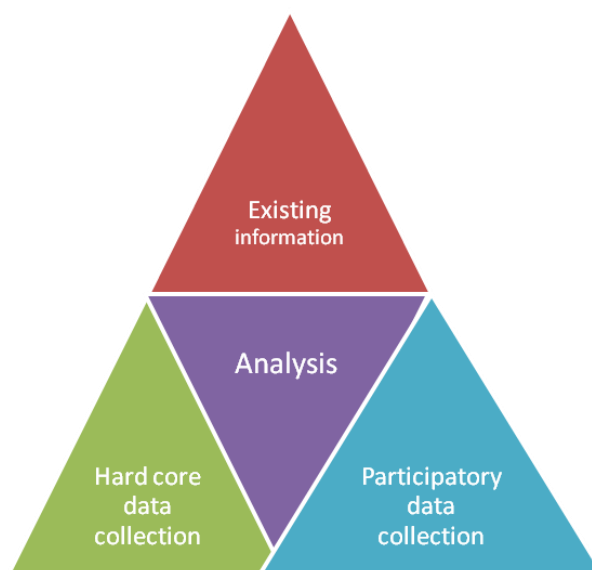
This evaluation focused on the ACT/EMP component of the ILO-Norway Child Labour Framework Agreements. The purpose of the evaluation was to obtain a better understanding of the impact and results of the programme, assess the validity of the overall strategy and the approach to programming of the Norwegian 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 *Terms of Reference* are attached in the Annex document to this report.

3 Methodology

3.1 Overall Design

The evaluation methodology triangulated three forms of data, as presented in Figure 1: Concept Model. 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.



- **Existing information:** A body of knowledge already existed in the programme documentation. The evaluation team reviewed the documentation and related material to develop initial findings on the programme context and performance, before the field visit occurs.
- **Hard data collection:** The evaluation team used several data gathering methods during the field study, including interviews conducted using a standardized guide and additional data collection. In addition, the team used a questionnaire survey to programme personnel in the countries. Thirteen responses were received to the 16 questionnaires sent out (approx. 80%), which was a good response rate.
- **Participatory data collection:** Believing that stakeholders themselves possess the knowledge, experience and ability to solve their problems is an accepted approach to organizational development. The evaluation included participatory component, utilizing the stakeholders' competence and unique insight to analysing their situation and possibilities. Scanteam believes that this also improves the ownership of the findings. Participatory exercises with local stakeholders, therefore, were undertaken during field visit to Moldova and Ghana.

- **Analysis:** At the core we have analytical skills, tools and methods available to analyze all these sources of knowledge in a way that benefit the evaluation. After the field visit and after the majority of responses from the programme stakeholders the analysis and the drafting of the report were done.

3.2 Definition of Key Evaluation Terms

The evaluation used OECD definitions, from the “Glossary of Key Terms in Evaluation and Results Based Management. Key terms are presented below, for the sake of clarity:

Relevance

“The extent to which the objectives of a development intervention are consistent with beneficiaries’ requirements, country needs, global priorities and partners and donors’ policies” The OECD notes that retrospectively, the question becomes as to whether the objectives of an intervention or its design are still appropriate given changed circumstances.

Efficiency

“A measure of how economically resources/inputs are converted to results.”

Effectiveness

“The extent to which development intervention’s objectives were achieved, or are expected to be achieved, taking into account their relative importance.”

Impact

“Positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.”

Sustainability

“The continuation of benefits from a development intervention after major development assistance has been completed. The probability of continues long-term benefits. The resilience to risk of the net benefit flows over time. “

4 Effectiveness

The development objective set in both project periods was: *“The project will contribute to the enhanced capacity and participation of employers’ organizations in national efforts aimed at the elimination of child labour, targeting specifically the worst forms of child labour in the commercial agricultural sectors in the first levels of the production chain.”*

4.1 Strong Partners Ownership

There was clear evidence that Partner organisations had strong ownership of the project. Ownership was demonstrated in:

- High and sustained levels of participation and commitment, and the gradual expansion of the project networks;
- Significant commitments by Partner resources being made into developing the project outputs, such as the Codes of Conduct;
- The voluntary integration of standards on child labour into the internal practices and procedures of Partners; and
- Outreach into their member organisations (in the case of Employers’ Organisations) and business (companies) and social (trade unions, other associations and NGOs) networks, again requiring a significant commitment of own resources.

The common theme emerging from across the across project explaining strong ownership was “enlightened self-interest”. Partners had a clearly articulated economic or organisational motivation for participating; child labour in the supply chain posed a risk to reputation and market access. In some cases, such as Ghana, Partners already had been subjected to international pressure or sanctions as the result of child labour being discovered in their supply chain, with a significant economic impact. Countries with aspirations for EU export and/or possible membership, such as Moldova, appeared particularly sensitive, as the elimination of child labour is a condition of market entry.

Partners perceived, therefore, that the project would provide them with a tangible benefit. The two projects funded by the *Child Labour Component of ILO-Norway Framework Agreement* offered a platform and concrete tools linking action on the elimination of child labour to:

- The economic self-interest of Partners, through: (i) avoiding international sanction, reputation damage or market loss, and/or; (ii) enhancing the corporate or national “brand” as being social responsible and free of child labour;
- A development agenda focused on strengthening economic performance by building human capital (moving children out of the labour market and into the education system, where they can acquire knowledge and skill that make them more economically productive in the future); and

- The concept of Corporate Social Responsibility (CSR), which was clearly articulated by Partners throughout. During the field studies, Partners appeared motivated by a larger sense of responsibility to national development efforts.

In Moldova, Partners put significant effort into developing a Code of Conduct in a process that generated broad discussion (see Box1). In Ghana, all of the Plantations originally involved in the project have sustained their participation. Additionally, three success stories emerged from the questionnaire survey:

“The project had direct participation of employers, which led to ownership of the most important output – a Child Labour Code of Conduct for Employers and genuine commitment of entrepreneurs to eliminate child labour, which was received after they could properly understand the issue of child labour. This success is due to the fact that employers could communicate better with like-minded employers and it was targeted from a “business perspective”.

“Whenever the awareness raising workshops among Employers were organised, the tripartite partners that is Workers and Government were always invited and involved.”

“The involvement of social partners and their active participation in the project related activities. Support of local authorities in the implementation of project activities in the project areas and their contribution to providing education- and health- related measures”.

Box 1: FNPAIA the Moldovan case

The National Federation of Employers in Agriculture and Food Industry (FNPAIA) is a young employers' organisation, established in order to give agricultural employers the possibility to participate in the social dialogue. The concept of founding of an agricultural employer's federation in Moldova was brought by the ILO ACT/EMP during a meeting of industry employers. The FNPAIA from Moldova is part of the Child Labour programme since February 2005.

Findings of a child labour survey conducted and presented to the public in 2004 by the National Women's Studies and Information Centre (NWSIC) were shocking and it was decided that child labour in agriculture needed to be urgently addressed. With support from the ILO ACT/EMP, the FNPAIA conducted a Rapid Assessment to determine the scope and scale of child labour in the horticulture sector, the consequences of such cases. The findings indicated multiple reasons, including poverty, poor quality of education provided in rural schools, ignorance of parents and children, poor employers' knowledge about labour legislation and related issues. Based on the findings FNPAIA developed a strategy to combat child labour, targeting employers, advocating compliance with national labour laws and international conventions on child protection. Employers needed to know more in this respect and this is where FNPAIA played a needed influential role. The FNPAIA organised training sessions for representatives of employers' organisations from different parts of the country, round tables and other awareness measures. These activities led to higher interest of employers' community to the issue of child labour. In December 2006 FNPAIA member-employers started making proposals to a document aimed at helping entrepreneurs avoid the incidence of child labour at their enterprises. Through an active participative process, the FNPAIA developed a "Code of Conduct for Employers on the Elimination of the Worst Forms of Child Labour in Agriculture" (CoC), which was adopted formally by the FNPAIA Council in December 2007. The Code stipulates a mechanism of monitoring, and this system is aimed at ensuring real outputs. There is also much belief that enforcement will be voluntarily undertaken by all members of FNPAIA taking into consideration that the CoC is their ownership, it is a document developed and suggested by entrepreneurs themselves, something that was confirmed in the evaluation field trip. During a special campaign organised by the FNPAIA, employers have had the possibility to measure to what extent their own proposals and contribution were incorporated into the text of the CoC. It was only after this campaign that the Council adopted the CoC officially.

After adopting the CoC, the FNPAIA verified how its members respect their obligations undertaken under the CoC. Before commencing the monitoring of employers' compliance with provisions of the CoC, the FNPAIA developed guiding rules which governed the organisational aspect and the practical operation of a Monitoring Team.

4.2 Enhanced Capacity and Participation of Employers' Organisations

An objective of the projects was "*Employers' organizations have strengthened their capacity to plan, implement, monitor and evaluate actions to combat child labour in liaison with their members and other relevant stakeholders.*"

There was clear evidence the projects have contributed to enhancing the capacity and participation of Employers' organisations in national efforts aimed at the elimination of child labour. Three elements of capacity observed across the project included creation and/or strengthening of:

- Outreach capacity within the employers' organisations. The project created a programme infrastructure within Employers' Organisations, including with staff, resources. Participating organisations had expanded capacity to advocate on behalf of child labour issues within their memberships and to plan, manage and implement activities;
- Specific methodology/tools and processes, to support project activities. These included: (i) the introduction of information on international standards into national debates, and; (ii) specific tools to support adoption of international standards into national law and practice, such as the production of Codes of Conduct, language for collective agreements or voluntary codes of conduct;
- Networks, internally within the membership base of Employers' Organisations and externally to other social partners; and
- The credibility and acceptance of Employers' organisations as stakeholders in efforts to eliminate child labour, and making a constructive

contribution to broader social development processes.

According to the questionnaire survey all of the respondents believed the project enhanced the capacity of Employers' organisations.

Table 1

Did the project enhance the capacity of your employers' organization, in national efforts aiming at the elimination of child labour?

Yes	13	100 %
No	0	0,00 %
Total	13	

In terms of strengthening organisational structures, all of the respondents to the survey clearly agreed that the objective above were reached.

Table 2

Did the project strengthen your organisation's capacity to plan, implement, monitor and evaluate actions to combat child labour in cooperation with your members and other relevant stakeholders?

Yes	13	100 %
No	0	0,00 %
Total	13	

Strengthened organisational capacity was mentioned also as positive achievement by several responded. Below are two examples:

"Employers became aware of Child Labour. Materials were developed. The image of the organisation improved as the activities were covered in the media. More new members joined"

"The capacity of ASK has been strengthened to combat child labour (better understanding of the problem, experts, trainers' team, means including manuals, handbooks, child labour informational desk, resources people at sites etc.)"

A further development objective was added to the second iteration of the project, the "Employers' Organizations Action against Child Labour" (2006-ongoing): *"The expected outcome is the increased involvement of employers and their organizations in the global fight against child labour."* On this objective, there was evidence of increased involvement, largely through a more active member base and growing networks associated with the project in its different national levels.

Table 3

Did the programme increase the involvement of employers and their organizations in the fight against child labour		
Yes	13	100 %
No	0	0,00 %
Total	13	

The field study noted that the capacity of organisations to plan and implement activities was good, starting from the Employers' Organisations and moving out to their participating members. For example, the Ghana Employer's Association (GEA) did not have a child labour programme capacity prior to joining the project. The field study observed that the project increased the GEA's capacity by:

- Establishing a project infrastructure in 2004, being operational in a timely manner and staffed by component personnel;
- Providing financial, substantive and technical support to operation of project infrastructure, including training for staff and materials;
- Meeting or exceeding the number of training activities planned in the project documents, although with some re-orientation of those activities to adjust for changes in the project environment. Partners interviewed stated that the quality of training events was high. Training and support was provided in an ongoing manner and project staff were accessible to provide technical support to Partners, as required;
- Expanding the GEA's network and sphere of contacts, within the GEA membership base and to other social partners (Government, trade unions, NGOs, Small-holder and Outgrower Associations and traditional authorities, among others);
- Strengthening the GEA's credibility as a stakeholder on child labour and broader social development issues. Several informants in Government and the labour movement stated that GEA/employer participation was critical to reducing child labour; and
- Contributing to the creation of supplemental capacities, as the participating companies developed their own on-site capacity to manage education and monitoring/verification activities.

In Moldova, the agriculture sector did not have child labour capacity prior to 2004. At that time only business issues were regarded as proper issues for Employers' Organisations. The field study in Moldova observed that FNPAIA had achieved (see box 1 for details):

- Introduction of child labour as an relevant business issue for the employers, combining traditional business objectives with development objectives and social issues;

- An increase level of knowledge about child labour in the agriculture sector resulting from activities, which appears to have resulted in real actions;
- Key contributions to establishing local committees working on child labour and expanding the network; and
- Employers country-wide that participating in the drafting of a Code of Conduct on Child Labour (CoC) for Moldova.

4.3 Creating Better Awareness

Both project documents (2004 and 2006) have similar immediate objectives, namely that by the end of the programme: *“Employers’ organizations and their members have acquired a better awareness and understanding of child labour and demonstrate a greater commitment toward its elimination.”*

There was clear evidence that the project contributed to creating and/or increasing awareness on child labour issues, with three specific characteristics:

- Awareness was first built in the Employers’ Organisations. Knowledge and awareness was then transferred and internalised into their membership base, and seen in changes to corporate culture, standards and procedures. These changes appeared real and sustainable;
- Awareness was externalised as a contribution into broader national debates on child labour, again with the focus on action; and
- Throughout the project, awareness was linked to concrete action on the reduction of child labour. The field study did not encounter significant evidence of awareness built and then lost through inaction, which indicate sustainability.

These statements are more substantiated in the following chapters of the report.

All of the respondents in the survey gave positive scoring of “Did the project give your organisation a better awareness and understanding of the characteristics and consequences of child labour, and increase the commitment of members toward its elimination?”.

Table 4

Did the project give your organisation a better awareness and understanding of the characteristics and consequences of child labour, and increase the commitment of members toward its elimination?

Yes	13	100 %
No	0	0,00 %
Total	13	

All company informants, both in Ghana and in Moldova, demonstrated a solid understanding of child labour issue, and both the negative (international market

pressure and reputation risk reduce profitability) and positive (education increases the country's human capital base over time, and will eventually raise the standard of living) case for eliminating child labour. In Ghana, the evaluation did not assess knowledge level outside of the company and association leadership, and at the community or membership levels. However, there was evidence that outreach extended beyond the scope of the project, to Outgrower associations, communities and traditional authorities. The project, therefore, had the effect of multiplying awareness beyond the original scope of activities.

In Moldova, awareness had an outreach beyond companies and employers at national level, due to national media attention. However, the impact of media coverage was not studied by the evaluation. Also, work done by local committees resulted in outreach beyond the Employers' Organisation. The committees had active membership from other parts of society, including from the schools and kindergartens. In this regard, the project brought together stakeholders from different sectors, and provided a platform for the sharing of information, coordination and action.

Education and outreach starting with awareness building appeared particularly important in Ghana and Moldova. In Ghana, most child labour is found in the informal rather than formal sectors. In the plantation system, efforts to eliminate child labour from the production chain mean reaching down to the Outgrowers. The informal sector is difficult to monitor, in part because child labour is hidden at the community and family levels. Informants stated that the greatest challenge to expanding activities from the formal to the informal sector appeared to be culture, as child labour often being a culturally accepted. Project stakeholders were increasingly learning to work through established cultural channels (community-level traditional authority and church, among others) to address the issue. The GEA was aware of these activities, which were often conducted by plantation owners themselves as independent initiatives.

In Moldova, as in most non-English speaking countries, there is only one word for labour and work. Work for children traditionally is regarded in positive terms, as imparts useful skills and ethics. However, participants understood that WFCL is not good for children. The project, therefore, had a cultural impact in helping define what kind of labour is "good" for children and what kind is damaging to their development. The employers had access to a broad range of society through local committees and network, through which the message could be shared.

4.4 Contributing to National Efforts to Eliminate Child Labour

"Employers' organizations contribute to national efforts to eliminate child labour"

There was evidence that the project was making an effective contribution towards national efforts aimed at eliminating child labour. Summarised from all information sources, it appeared that the project was seen by stakeholders as a credible source of knowledge and technical expertise on child labour issues. This

includes groups outside of the project but also working on child labour issues. The project made contributions towards three kinds of activities:

- Research, training activities and campaigns being sponsored by other organisations;
- Establishing industry-level standards, that reach beyond the scope of the project; and
- Government development of policy, legislation and standards; and
- Public debate through the media.

In Ghana, among other initiatives the field study observed the GEA:

- Responded to outside requests for information and support on a regular basis, including provided assistance to workshops and training events;
- Was a member of the Government's *National Strategy Committee on Child Labour*, and contributing with Government and others to develop a *National Action Plan on Child Labour*, as convened by the Ministry of Labour; and
- Integrated a large constituency base into its Steering Committee (GEA, Government, IPEC, Trade Union and others), which appeared to facilitate coordination and the flow of information between the project and other activities.

The project itself showed concrete outputs, sometimes creating standards that can be adapted for use at a much larger level. In this regard, the project has elements of being a pilot that could be scaled up with larger Government and industry support:

- Child labour clauses were included in collective agreements governing the five plantations (formal sector);
- A Code of Conduct regulating the commercial relationship between participating companies and Outgrowers was in place at all five plantations. The codes are operational. They effectively expand the scope of formal sector responsibility down into the informal sector, by sanctioning the purchase of product made with child labour. Outgrowers and small farmers confirm that the policy is in place, and being enforced by the companies;
- The legal frameworks were being extended to the cotton sector; and
- Companies and organisations outside of the project and the GEA have noted the standards created by the project, and use them.

Through these actions, the project contributed towards establishing broader child labour standards in the formal sector, and the principle of expanding responsibility down the supply chain into the informal sector where most child labour is located. In Moldova, FNPAIAs CoC used by companies associated with the Global Compact, only with slight adaptation to make it sector relevant. Suggestions for adapting success in agriculture to others sectors, such as construction and transport, was under discussion. The project, therefore, was playing an important role expanding discussion and standards in the private sector.

All respondents to the questionnaire survey believed that the project enabled their organisation to strengthen the efforts to eliminate child labour, see Table 5.

Table 5

Did the project enable your organisation to strengthen its contribution to efforts on the elimination of child labour?

Yes	13	100 %
No	0	0 %
Total	13	

5 Relevance

There was clear evidence that the project was relevant, in terms of identifying child labour as an issue of concern to stakeholders, targeting Employers' Organisations as a key stakeholder and addressing stakeholder demands for services. Employers are those that – in the formal sector – determine who the companies will hire for work and for the labours working conditions. As such, the approach of targeting Employer's Organizations to participate in child labour programmes appeared highly relevant.

From the perspective of the Employers' Organisations, addressing child labour issues was highly relevant. Companies and industries face a business/reputation risks when using child labour. This risk extends beyond the actions of a single company. If there is one instance of abuse, it can have a greater impact on a sector or even on international perceptions of a country. GEA informants in Ghana, for example, stated that problems encountered with child labour in the cocoa sector had an impact on all exports from Ghana, and international perceptions of Ghanaian industry.

Elsewhere, there was evidence that employers faced scrutiny that intensified during the programme period. Moldova was particularly affected, given its interest in accessing the EU market, which has strong child labour standards. In addition, it was clear that the producers saw the need for and the benefit of reduced child labour from a long-term perspective, as creating an educated and more productive work force enhances business opportunity. A better educated work force was seen as an indirect consequence of ending child labour.

That the project met needs is also confirmed in the questionnaire survey, see Table 6.

Table 6

To what extent have project results been useful in meeting the needs and priorities of the employers' organizations concerned and addressing the identified problems?

Yes	5	100 %
No	0	0 %
Total	13	

6 Future Strategy

The project will need to revise some aspects of its strategy for the next phase of operations. Revisions would focus on consolidating the achievements of the first two phases, as well as adapting for emerging needs.

Results from the questionnaire survey show that the majority of respondents believed that many of the initial needs and problems still exist, and that the current project strategy remains relevant (see Table 7). However, 25% of the respondents say “no” to this question, noting the need to update strategy.

Table 7

Do the initial needs and problems still exist and are they still relevant?		
2= Yes	9	75 %
3= No	3	25 %
Total	12	

Also when the respondents are asked if new needs have emerged and if the project has been able to address them, the majority says “yes”; while 25% said “no”, see Table 8.

Table 8

Have new and relevant needs emerged, and has the project been able to address them?		
Yes	9	75 %
No	3	25 %
Total	12	

Most new needs are related to expanding existing activities, opening new sectors to work with employers. However, they also related to lessons learned in the last years. Below is a selection of new needs expressed in the responses from the questionnaire survey:

“Additional advocacy materials needed- monitoring scheme needs further implementation”

“Establishment of Working Children Centre

Involvement of employers in the work of the relevant departments operating under local executive powers and acting in the spheres of children health, education etc.

Providing vocational training for working children at the expense of employers

Creation data bank on working children

Question of insurance of working children

Strengthening tripartite partnership “

Most respondents were satisfied with the project's contribution to strengthening the tripartism and all were more active in the national tripartism bodies on child labour.

Table 9

How well/satisfactory did the project manage to contribute to strengthening tripartite and joint worker-employer action against child labour by strengthening the capacity of the constituents and promoting cooperation and the formation of tripartite bodies as expressed in the joint Policy Document?

Very satisfactory	5	38,46 %
Satisfactory	7	53,85 %
Unsatisfactory	1	7,69 %
Very unsatisfactory	0	0,00 %
Total	13	

Also all responded that their organisation were more active in the national tripartite bodies on child labour, please see Table 10. We see this as an indication that this programme has strengthened the Employers' Organisations in fulfilling their role in the tripartite constituency.

Table 10

Is your organisation more active in the national tripartite bodies on child labour?

Yes	13	100 %
No	0	0 %
Total	13	

The field mission to Ghana noted that the project was completing a clearly defined phase. Activities with the original five plantations had made good progress, and results appeared sustainable. The GEA had reached the point where maintaining the current approach and level of investment with some or all of the plantations was unnecessary. Rather, there appeared to be an opportunity to develop a new form of relationship that would allow the original participating plantations to:

- Remain part of the project network within the GEA;
- Have access to member services, such as access to information and technical support and support with specialised re-fresher training on an annual basis; and
- Play a role in the expansion of the project to other locations and/or sectors, which some plantation representatives indicated they were willing to do.

At the same time, the GEA had done initial work to expand the project into the cotton sector, and was considering work in other sectors. Several new issues had also emerged. Among them:

- There was a growing understanding of the relationship between the formal and informal sectors, with most child labour now occurring in the latter. While progress has been made eliminating child labour from the plantations (formal sector), there was evidence that child labour continues to be used in the Outgrower system (informal sector) which is integrated into the overall plantation supply chain. As a result, child labour may still present in the production chain of a GEA member and is a business risk;
- For the GEA, responding might involve shifting focus from the plantations to looking downstream in the supply chain at Smallholder and Outgrower Associations;
- There was increasing demand for strengthening monitoring and verification schemes, with requests to the GEA focusing on training of Outgrower extension workers and reporting systems; and
- There was also increasing demand to place more emphasis on focus on advocacy, using lessons learned, project tools (codes of conduct and collective agreement language) and research to support initiatives planned by Government and others.

The project, therefore, had reached the point where a strategic decision on focus and resource allocation was required: (i) how to consolidate and support gains; (ii) whether to move into new sectors or to expand the current programme by working with new plantations, and; (iii) where to look at the relationship between the formal and informal sectors. Either option would require new baseline studies and investment in programme development.

The field mission to Moldova showed that stakeholders wanted to move forward. They wanted to update the CoC as well as making impact on other parts of society, such as schools, to make more impact on child labour. Even though the FNPAIA's work in Moldova already covered different sectors and social actors than employers and farmers, the evaluator felt that there was a determination to expand this as well. Particularly, there was a felt need for increased efforts towards (small) farmers that were not members and are difficult to reach. Also, vulnerable families were an often mentioned group that should be focused. Statistical information is also needed in Moldova and is in progress as child labour component will be part of a coming labour force survey. A recent signed DWCP for Moldova may improve the total child labour efforts, but as the DWCP is new it remains to prove its effectiveness in utilizing synergies.

7 Validity of Programme Design

The evaluation found the overall design of the project was robust, based on a clear rationale, programme strategy and an effective design of the management structure. The overall quality of project design, documentation and reporting was good. The documentation was strongest at the central level (ILO) and appeared to be weak in the case of some national programmes in terms of substance, reflecting capacity.

In general, project documents had clearly stated:

- Rationales, with national projects based on rapid assessments or other form of programme analysis. The programme documents explain reasoning behind the programme, the historic development and the strategic approach;
- Logical frameworks, with coherence between the statement of objectives, activities and resources; and
- Good project reporting, at the ILO level and good to acceptable reporting at the national levels.

The strength of the project design was a factor contributing to project success. In particular, the evaluation noted the manner in which the project built on existing networks, allowing for the value of the original Norwegian/ILO contribution to be multiplied. The exception was in the area of monitoring and evaluation, where weaknesses resulted from design problems, as well as limited resources and national level-experience.

The monitoring structure for the 2006-2007 projects was outlined in Chapters 3 and 6, and to a lesser extent Chapter 4 and 5, and does not function well. This becomes visible through the reporting; as the reporting from the countries is narrative. Reporting on measurable indicators is not consistent, nor is there other reporting that may measure progress on a programme level. This is, to certain extent expected when it comes to indicators like prevalence of child labour, which demands national data collection. What on the other hand should be possible to measure more consistently, are indicators like "Increased demand from members..."

As general observations:

- National reporting met the technical requirements of accountability. However, it tended to be narrative and output (activity) focused with no systematic effort to gather information on outcomes;
- Monitoring structures were of uneven quality and strength, and usually based on the observations of the national project officer;
- Project documentation often did not include clear indicators to monitor outcomes against; and
- There was a limited amount of empirical information on child labour for the projects to work with, reflecting a larger lack of data and information on child labour. This makes it difficult to establish baselines or develop the project's analytical framework.

The reporting does not follow budget lines. Generally when reporting are not following budget lines, it becomes harder to monitor if activities and progress follows the spending. Therefore it is preferred that reporting follows budget lines. It was, therefore, difficult to assess whether the project moved according to the planned budget. As the financial management system and constraints that ILO ACT/EMP has to deal with is complex, it may not be possible to let budget structure follow activities in such a structured way. However, even though the above mentioned factors are weaknesses, the evaluation observed that international programme staff, national programme staff and Partners do know where they are in terms of progress and budget, even when this knowledge are not accessible to outsiders in written form.

Particularly in the countries visited, the national Partners managed the programme well and had good control of finances and progress. As funding was late from the Norwegian side to the programme, a delay spread across the programme. In addition the transactions to partners had to be made through other organisations, for Moldova this was UNDP, which caused some difficulties in the logistic.

The Partners were satisfied with the technical quality of the project design, as Table 11 below indicates.

Table 11

Were you satisfied with the technical quality of the project's design?		
2= Yes	13	100 %
3= No	0	0 %
Total	13	

There were a few suggestions of improvement put forward by the respondents. The suggestions were about expanding the project, print more publications and training material. These suggestions were also mentioned during the field visits. The Project Manager's backing and support of the country activities was well recognised. All respondents assessed the quality of the technical and administrative guidance and support provided by ECT/EMP as adequate, see Table 12.

Table 12

Was the technical and administrative guidance and support provided by ACT/EMP headquarters adequate?		
Yes	13	100 %
No	0	0 %
Total	13	

Also, all respondents agreed that roles and responsibilities were clear (Table 13); that the various partners contributed to the project implementation as planned and that this contribution was effective (Table 14) as well as that the cooperation between the ILO, your organisation and the other stakeholders worked satisfactory (Table 15).

Table 13

Was there a clear understanding of the roles and responsibilities by all parties involved?

Yes	13	100 %
No	0	0 %
Total	13	

Table 14

Did the various partners contribute to project implementation as planned and was this contribution effective?

2= Yes	12	100 %
3= No	0	0 %
Total	12	

Table 15

Has the cooperation between the ILO, your organisation and the other stakeholders worked satisfactory?

Yes	13	100 %
No	0	0 %
Total	13	

8 Efficiency

8.1 Efficiency in Quantity and Quality

The design of the project is based on combining ILO/Norwegian resources with those available at the national level. The latter was not formally written into the project and, therefore, cannot be precisely accounted in terms of efficiency. However, there was clear evidence that stakeholders have committed significant own resources, at the national and local levels. Stakeholder contributions, which are often not covered with the project budget, significantly increased the project's overall efficiency, both in monetary terms and the quality of intervention. They expand the overall resources available to the project and deepen the commitment/ownership of stakeholders at the national level. As a result, the accomplishments of the projects appeared to exceed the work that could have been done with Norwegian and ILO funds alone.

The stakeholders in Moldova on own initiative drafted a CoC. During the field visit, the evaluation consultant several times met stakeholders that used the CoC, first of all because it was their product and therefore it was particularly useful for their own situation. Expanding awareness rising through distributing written material is, in the review team's opinion, an efficient way of using funds. In Moldova as well as in the questionnaire survey, more material for distribution was wanted.

8.2 Sharing Knowledge and Products

The CoC has been used by the UNDP Global Compact in Moldova and adapted to other sectors. The sharing of knowledge does have a positive efficiency value, which is not possible to measure. The evaluation team nevertheless wants to point to the likely fact that such a sharing of a product is likely to be radically less effective compared the original product/process. This is because the process is as important as the product itself, for the success of CoCs.

8.3 Financial Management

The Norwegian funding for the programme was USD 1 365 575 for eight countries during the first project period (2004-2005) and USD 1 114 204 for the nine countries participating in the second project period (2006-2007). On average, there was approximately USD 70 000 for per country each year, Geneva costs included. The project, therefore, has functioned with very limited resources, which must be taken into consideration when assessing the efficiency and effectiveness.

The evaluation team assessed the total allocations of funds across activities as efficient, and consistent with project objectives. Spending for the second period is distributed as the Figure 1 below shows. Approximately 40% of the total spending went to seminars and training, which is the biggest cost area. Following

in order of priority were expenditures on national expert/project officers and publications and international experts, all with about 11 to 13% each. Miscellaneous and administration costs are 8%.

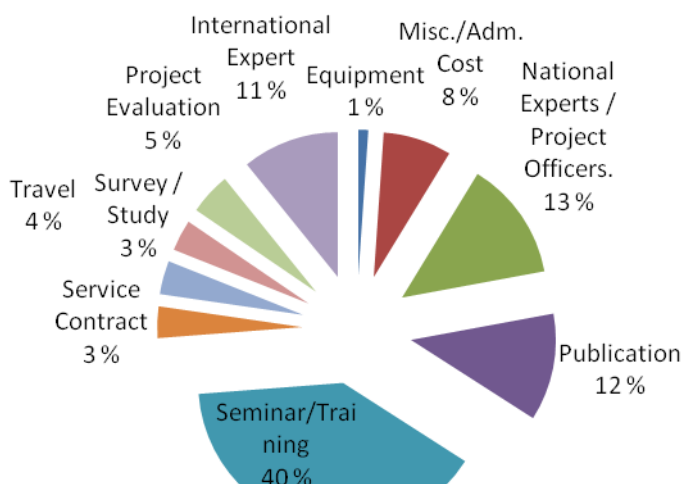


Figure 1: Global TC Spending by Budget Line

The spending in the programme countries are about 50% of the total budget. The exact figure is not easy to estimate, as the financial system in the first programme does not allow that. The oversight in the second programme was improved and, therefore, the evaluation did have better figures for this period. The allocation of funding, therefore, was reasonable. Administrative costs were modest and the largest share going to productive activities such as training, seminars and publications. The pattern of allocation was consistent with the project's objective to build capacity and awareness at the national level.

National-level financial reporting was assessed as satisfactory and improving.

The assessment was based on review of four financial country monitoring missions conducted by the ILO's financial staff. The missions did not reveal any misuse or mismanagement of funding, and assessed national-level systems as acceptable. There was evidence of action on recommendations where the missions uncovered areas for improvement.

Two factors deserve emphasis: (i) the ILO was not always providing prompt financial training when staff changes occurred at the country level; and (ii) transactions through other organisations like IPEC or mostly UNDP are vulnerable to extensive delays. The evaluation was aware of several occasions where national project activities suffered delays or transaction costs as the result of difficulties retrieving funds from the UNDP system. This added risk to the project and placed an unnecessary burden on Partners.

8.3.1 Norwegian MFA funding

A third funding agreement of this programme was signed in 2008. The continuation of funding is critical to establish programme success, at least on higher level objectives. It takes several years to progress from the lack of awareness of child labour issues that the partner countries initially had to the level of success that for example FNPAIA has obtained. We assess the continuation of funding to the programme as vital to progress to achieving more advanced goals and benefits.

Project funding from the Norwegian MFA arrived late on several occasions, with the accumulated delay for receipt of funding now reaching one year. The irregular flow of resources undermines predictability in project planning, and adds risk to implementation from the ILO down through to national Partners.

The delayed is caused by the complex process the programme support needs to go through before payments can be made. Norway and other likeminded countries entered into a programme support mode with ILO supporting their biannual programmes, instead of the previous project support mode. Supporting programmes gives efficiency gains in terms of better and more holistic programming, however increases complexity and time use in planning drastically.

The project has managed these delays by adjusting its spending levels and planning on the assumption that delays will occur. Funding from the first programme period lasted until well into 2008 when the second programme funding arrived. The second programme will last until at least March 2009, when the new programme funding is expected to arrive. As of January 2009 about 80% of the second programme funding has been spent. However, delays have created important transaction costs and planning and implementation distortions within the project, in addition to adding to the planning burden of ILO staff.

Delayed funding may generally have drastically negative consequences for programmes, in the experience of the evaluation team. Based on previous experience, some consequences may be:

- Delayed implementation of activities and projects;
- Irregularities or stops in programme progress;
- Inefficiencies in spending, as spending has to be adapted to the liquidity situation with large part of programme period without activity and rapid spending before project period ends,
- Activities also has to be shifted to fit the liquidity situation, like less activities that need longer term stability and more towards spending that can be decided, implemented and spent quickly; and
- Lack of predictability makes project planning unfeasible.

The project manager adapted spending patterns in anticipation/response to the delayed arrival of the Norwegian contribution. As a result, there appeared to be an acceptable level of predictability for funding at the project and country level. However, delays added to the management burden at the programme level, including disrupting the planning process. It appeared that some activities were

delayed and others modified, resulting in an overall negative impact on the programme and its implementation.

9 Impact and Sustainability

9.1 Gender

There was no baseline data and limited reporting data available to support a gender analysis of project outcomes. The questionnaire survey found that the benefits of the project accrued to both genders. More than 60% of respondents stated that benefits were enjoyed equally, see Table 6. Approximately 25% said that most benefits went to boys and approximately 15% said that mostly girls benefited.

Table 16

Did the benefits of the project gain both genders?		
a. Mostly men/boys benefited	3	23,08 %
b. Equally between the genders	8	61,54 %
c. Mostly women/girls benefited	2	15,38 %
Total	13	

9.2 Outcomes

As noted, there was no systematic assessment for outcomes, either at the programme or projects levels. Monitoring and evaluation systems tend to be weak, focusing narrative activity related information and outputs. Regardless, the evaluation noted the following summary of outcomes. These are generalised, and may have been experienced differently on a country basis.

In the case of the two countries visited during the field study, the project met or exceeded its objectives. The evaluation found clear evidence in Ghana and Moldova that the projects have contributed to increased:

- Awareness on child labour issues;
- Capacity within Employers' Organisations, and in the broader networks that they participate in;
- Involvement of Employers' Organisation in efforts to eliminate child labour, within their membership base, and in the broader national context; and have
- Contributed to establishing industry/sector level norms (Codes of Conduct and collective agreement language) and practices on child labour and to national policy development.

These results were achieved through effective project design and implementation strategy:

- Linking enlightened economic self-interest with the principles of corporate responsibility;

- Cost effective allocation of resources, focusing on productive activities; and
- Making effective use of combining ILO/Norwegian resources with national resources (financial and institutional capacity).

The project created outputs and processes that have made a significant contribution to national efforts to eliminate of child labour. In particular, concrete tools that are being used effectively by Partners, such as codes of conduct and collective agreement language on child labour. These had the broader potential of setting industry level standards. Also:

- The production of education and advocacy material; and
- Collaboration with Government and others on developing national policy framework.

All respondents to the questionnaire survey agreed that the project is having a significant and positive impact, both on strengthening employer's action and also leading to an actual reduction in child labour. Respondents agreed to that more employers are now concerned about child labour and approaching their Employers' Organisation for advice/assistance, as well as more employers taking concrete measures to combat child labour such as adopting policies and codes. Respondents also agreed to that their organisation is more active in the national tripartite bodies on child labour.

Also, all respondents agreed that their Employers' Organisation capacity to address the issue of child labour been strengthened, and there was increased awareness and understanding of child labour among employers. The evaluation observed that the level of awareness in the programme countries has reached a level of no-return, as mentioned in 4.1. There was also anecdotal and some empirical evidence that child labour has been reduced in the areas visited. We observed that others are engaged in efforts to reduce child labour, such as governments, bilateral and multilateral agencies, private companies and NGOs. However, because of the direct linkage between Employers' Organisations, employers and the use of child labour, particularly in the formal sector, there is reason to conclude that the programme was in a good position to have a direct outcome.

In the countries visited, the evaluation team observed there has likely been a reduction in child labour, within the scope of the projects' activities. Programme's objectives do not include reference to actually reducing child labour. In this regard, there was little data available to verify or quantify the size of a reduction. For example, in Ghana there is no empirical evidence that the incidence of child labour has declined as a result of the project, or other interventions. However, the majority of GEA, ILO and Government informants stated they believe the incidence of child labour is declining on the project sites, and within the broader GEA base. Informants stated child labour has been:

- Eliminated on plantation sites. From the 2004 baseline study this means the elimination of 50 positions. Progress appeared to have been achieved before or early into project implementation, and has been sustained;
- Reduced in the plantation service chain (service providers such as transport), which was outside of original scope of the project;
- Significantly reduced or elimination in Smallholder areas and reduced in Outgrower areas; and
- One academic informant stated that the incidence of Child Labour may have increased, as children migrate from regulated to unregulated sectors in the informal economy, and there is little progress on poverty reduction. This would reflect a broader trend outside of the project scope, which is not verifiable with data.

The plantation claims appear credible and verifiable, given international business pressure on the owners. Small-holder claims also appeared credible, as they are under the direct supervision of the plantations. Outgrower claims of significant reduction or elimination appeared less credible. There is no current data that is verifiable, and Outgrower association monitoring of the issue appears to be of uneven robustness. There are significant cultural issues around child labour, which would take time to resolve. In particular, there appeared to be some resistance from traditional leaders. Also, a survey at one plantation indicated that there was still child labour the Outgrower system (50 children out of 400 workers) and 36 percent of persons interviewed said they knew of someone who was using child labour. Regardless, there was evidence of action on the part of Outgrower Associations and plantation owners to reduce child labour in Outgrower operations.

In Moldova, a change in attitude and culture for child labour were reported by the stakeholders. Similar to Ghana, there were no statistical data to verify level or progress in eliminating child labour. Some statistics from the Labour Inspection in Moldova verified fewer cases with child labour. However, the consistent feedback from all in Moldova was a significant reduction in child labour in agriculture.

9.3 Sustainability

Important project achievements appeared sustainable, as these related to the introduction of national policy and corporate awareness, standards and practices on child labour. The sustainability of project structures themselves was less certain, given the reliance of many Employers' Organisations on project funding.

Ninety percent of questionnaire respondents answered that the programme results, achievements and benefits are sustainable.

Table 17

Are the programme results, achievements and benefits sustainable?		
Yes	11	92 %
No	1	8 %
Total	12	

44% of those who responded indicated that they could find other ways of funding child labour activities if ILO stopped funding. However, the majority did not see that they could find other ways of funding it.

Table 18

Could your organisation find ways to fund child labour activities, if funding from ILO stopped?

Yes	4	44 %
No	5	56 %
Total	9	

From the field study, the actual results of project interventions appeared sustainable. In Moldova the team assess that the benefits in terms of lower child labour in agriculture will be sustained but that progress will be reduced or stand still. In Ghana, sustainability has increased within member organisations. Three of the five plantations were able to manage activities with reduced support from the project. The Code of Conduct and collective agreement clauses on child labour were in place and being used, and were being considered by others outside of the project.

However, the sustainability of the project itself has not improved. After five years, the project could not be supported by GEA revenues, and will require continuing international support. GEA informants stated that membership fees and other sources of own revenues were not sufficient to support project costs, and that it was unlikely that new funds could be raised. If the ILO/Norwegian contribution was withdrawn, therefore, the project would likely cease operations, at least in its current form. There was not specific strategy to generate new revenues.

10 Conclusions and Recommendations

10.1 How Does the ILO ACT/EMP Child Labour Programme Change Peoples' Lives?

Having a bird's eye view on the programme, it could be interesting to look at how the programme has changed peoples' lives, which is the ultimate objective of all development interventions. We now move the focus away from the project documents formulations and for a short while focus on the beneficiaries and programme partners objectives. In the questionnaire we asked "What has been the most significant impact of the programme, in your opinion?" The responses show first of all a wide spectre of impacts. The impacts not only covers changes attitude and reduced child labour, but also that they are proud that employers had contributed, were important as well as a change in the view about their (employers and their organisation) role in society. A wide selection of responses is quoted below:

- *"Changing of attitudes to the issue of child labour, in the employers environment and in the society in general"*
- *"Making employers realize they had a role to play towards the elimination of Child Labour"*
- *"The change in attitude by farmers in the use of child labour"*
- *"In my opinion, the most significant impact of the project has been the contribution by corporate bodies in the project meet some needs of the community i.e. a school built for the community and staff of the community teaching in the school part time because of lack of teachers(!) towards the elimination of child labour and improving of education of children in the community. "*
- *"The issue of child labour was brought into the focus of the relevant government bodies and society on the whole. We could arouse public opinion on the problem."*
- *"The knowledge of employers on international law and national labour legislation, their social and legal responsibility has increased"*
- *"The significant impact of the project is its relevance, effectiveness and sustainability. It was a first project devoted to the child labour issue in the country. Also, for the first time, employers were involved in the social oriented question as child labour. "*

In Moldova where the agriculture sector is struggling for the moment, the employers were also proud of their achievement and rising status. The rising status has come through recognition in local as well as national media about what they have done.

10.1.1 What were the partners' successes?

Better performance should be built on past successes and strengths. While correcting weaknesses and solve problems is useful and necessary, the core of the coming successes lays within present strong sides found within present or past successes. We asked "What has been your biggest success regarding creating impact for beneficiaries" and below is a wide selection of the responses.

- *"Many, hence the biggest success is the genuine interest of employers to combat the WFCL"*
- *"Employers became aware that Child Labour was bad and hence started to appreciate the need to combat Child Labour"*
- *"Training of farmers on child labour and the development of the code of conduct on child labour"*
- *"Children who will have hitherto not been in school are now in school."*
- *"Removing number of children from the informal mining and engagement of them to the professional education "*
- *"The awareness of employers regarding their legal and ethical responsibilities has increased, and they became right. "*
- *"This is that I personally and [X (the EO)] managed to make employers and people understand what is the difference between "child labour" and "child work" and what responsibilities they have, business community, on national and international level especially in the processes ongoing in [X country] as we have ambitions to integrate in the European family and be adequate with the European standards."*
- *"Even though many respondents stated that reducing child labour is their biggest success, which is right at the core of the project objectives, others also showed pride of their Employers' Organisation, and is has contributed."*

We see the responses on the two last sections as indication that the programme has strengthened their organisation and established a stronger basis for progressing on social dialogue and other issues which require confident and committed Employers' Organisations.

The programme strengthened the Employers' Organisations organizationally, according to Table 1 earlier. Reasons for the strengthening were indicated in the achievement chapter. Key benefits have been increased self confidence, understanding the Employers' Organisations potential was larger than expected, realization that the Employers' Organisations also could and should contribute to social progress not only business issues, also more members was mentioned. Strengthening tripartism and joint worker-employer actions against child labour was also pointed out.

10.1.2 Why?

What were the success factors behind this successful programme? In order to strengthen our analysis of the achievements we asked what where the success factors, to let the stakeholders assess their own reason for success. This is also

important for future programme work as it is a useful background for programming. Below is a wide selection of responses:

- *“Proper understanding of the issue by employers, knowledge and tackling the issue from the business perspectives”*
- *“Working together with the Employers and their Association like in [X] we worked closely with the [...] Association”*
- *“Commitment and support from ILO/ACT/EMP, [X EO], the companies and all other key stakeholders”*
- *“The long term benefits of the elimination of child labour to both industry and the community were amply demonstrated, involvement of the community, the concretisation of the relationship of the community and industry through the project.”*
- *“- Cooperation and technical and financial supports from the donor and ILO/ACT/EMP Cooperation with key actors based on increased understanding“*
- *“Not only [X], but also other stakeholders including working children, parents, and local authorities also benefited from the project implementation”*
- *“Through the concrete steps taken by employers towards child labour, children were able to have a chance to be back to school, families financially and morally supported by employers also benefited by the project“*
- *“Our decisiveness, strong relations at places, analysis of regions (mentality of people, development level, characteristics of population, traditions and customs, communities and leaders of those communities, etc.)”*

Cooperation and mutual benefit are recurring in the responses. This fits also well with findings in the field.

10.2 Conclusion

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 team assesses the importance of the process of involvement to indicate strong ownership. The ownership has generated efficiency and effectiveness in the programme implementation.

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.

The programme has strengthened the tripartite capacity of the constituency and is promoting cooperation. More active employers in the national tripartite bodies on child labour. 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 field 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. Efforts to strengthened coordination and cooperation appear to be in progress at least in some countries. In Moldova a DWCP was established in December 2008, and may improve coordination and cooperation.

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 to agreeing on supporting the FNPAIA programme.

The funding from NMFA 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.

10.3 Recommendations

Below are a number of recommendations. Future strategy should build on present successes; therefore we have assigned the first section of recommendations on the successes. Improvements should also be made where weaknesses and possibilities for improvements arise; therefore we have assigned the second section to improvements. Also external factors and actors can be important for a programme to succeed and therefore we have allocated the third and last section of our recommendations to what partners outside the programme can do.

10.3.1 *Build on the successes*

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.

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.

10.3.2 Improvements

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.

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 programme new directions. The process should receive technical support from the ILO.

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.

10.3.3 Recommendation to partners outside the programme

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.

Norway should clear any arrears with the project, and make every effort to ensure that its future funding contributions arrive in a timely manner.

The ILO should ensure that new staff at the national level should receive adequate and timely training in financial management.

Annex

A separate Annex Document is enclosed as a separate file and document to this report.

The Annex document consists of:

- Terms of Reference
- Questionnaire responses (figures of all non-text responses)
- List of Informants
- Consulted documents
- Presentation from Moldova field visit
- Findings and Conclusions of the Ghana Field Mission

