



Evaluation Summary



International
Labour
Office

Evaluation Office

Combating the Worst Forms of Child Labour through horizontal cooperation in South America

Final Evaluation

Quick Facts

Countries: Bolivia, Brasil, Ecuador & Paraguay

Final Evaluation: September 2013

Mode of Evaluation: Independent

Administrative Office: DWT/CO-South America

Technical Office: FPRW/IPEC

Evaluation Manager: Peter Wichmand

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Project Code: RLA/09/52/USA USD 6,750,000

Donor & Project Budget: USA

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gathered. This document constitutes a consolidation of these four reports. The study was executed by a **team of four people**, each one tasked with the completion of one country report.

Description of the project

The project has a sub-regional scope and has been executed by the International Programme for the Elimination of Child Labour (IPEC) of the International Labour Organisation (ILO). It has been financed by the United States Department of Labour (USDOL) with a budget of US\$ 6,750,000 and a planned duration of 48 months, beginning on the 01/10/09 through to its planned conclusion on the 30/09/13. The project incorporates **two distinct dimensions**: i) a horizontal dimension in which, by using the experience accumulated in these four countries and in co-ordination with the Brazilian Cooperation Agency (ABC, in the Portuguese initials), the project aims to share good practices in such a way that national capacities in combating the worst forms of child labour are strengthened and ii) a **second, vertical dimension**, of which the aim is to facilitate the implementation of National Plans of Action by each respective country. Both dimensions are **cross-cut by one common idea**: to give priority to groups of child labourers who suffer social exclusion due to discrimination by race and/or ethnicity. In the case of Brazil, this priority was the object of a focal readjustment towards 'young workers between 14 and 17 years old'. The project is structured into **four Immediate Objectives**, which are the following: i) knowledge and information, ii) institutional capacity building, iii) awareness and commitment and iv) direct action and models of intervention.

Executive Summary

(Extract from the full report)

Presentation of the evaluation study

This document represents **the final evaluation report** regarding the Project '*Combating the Worst Forms of Child Labour through Horizontal Cooperation in South America*' (thereafter, the project). The study was carried out **simultaneously in the four countries** that are part of the intervention: Brazil, Bolivia, Ecuador and Paraguay. It began on June 15th 2013 with the desk study phase, and this was in turn followed by the field work phase in July 1st-15th 2013. In each of the countries, this latter phase culminated with a National Workshop organised with the aim of presenting and discussing the preliminary results

Methodology applied in this Study

Generally, the methodology is constituted by 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 this project are based around the strengthening of capacities – something for which **qualitative approaches** are judged to be more adequate. 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 surveys**. The evaluation team *a priori* consider these to be tools that are easily applied, and which would allow for information to be obtained and analysed in relatively short amounts of time – a requirement for this project. It is important to note that the methodological approaches applied have been somewhat challenged by the need to **combine the individual analysis** of each country with the desire to obtain a picture of **the performance and impact of the operation in the region as a whole**. The main tool applied for this purpose has been **the matrix for the criteria and evaluation questions**. To develop this, a double-entry matrix was created in which every one of the criteria is broken down into information needs and indicators, along with the tools to be used for the information collection process. In this way, an effort is being made to capture and systematise all of the information that the evaluation team deems relevant within a single document.

Conclusions

In general, the project receives a **very favourable assessment**. This judgement applies both to the performance of the various actions developed in each respective country and to the contributions made at the broader regional level in developing and promoting policies to combat CL. No major asymmetries have been found in this regard. Below are some of the reasons that would justify such a statement:

1. The project is correctly articulated into two dimensions: one that is horizontal, and a second that is vertical, both of which are relevant and

appropriate for the realisation of the development objective of the project.

2. In each country the intervention connects with strong national dynamics, in some cases even coinciding with significant currents of large-scale change. In all cases, the project has managed to incorporate itself to these processes harmoniously, working in synergy with the efforts of the respective governments and other key actors in each country.
3. It has adopted a suitable design that brought together adequate components in a logical and coherent sequence: generating knowledge that, together with technical assistance and the experimentation with different models should generate dynamics of change within the plans and programmes of local actors. Some technical aspects relating fundamentally to the extensive definition of the activities and respective indicators or the provision of sources of verification show some room for improvement. The project team, however, managed to find sufficient leeway within of the original design to manoeuvre in such a fashion that adjustments were introduced without the loss of coherence with the overall objectives of the intervention.
4. The implementation strategy was clearly based on the leadership of local actors. The management was good given the inherent complexity of the political contexts (generally unstable) where the project's actions took place. Despite the delays experienced in the delivery of some products, the general performance of the project with regards to the goals and the compliance with deadlines was good.
5. Interesting dynamics have been created that have good prospects for continuation if/when a series of conditions regarding inter-institutional articulation and financing are met.
6. The entirety of the factors described act as elements that strengthen the sustainability of the project and contribute to the potential for 'scaling-up' of the models generated.

With regards to the **horizontal dimension**, there is a clear consensus among all actors consulted that this has been a positive and successful experience which might lead to effective changes in the dynamics of the fight against CL in each country. There are well-documented examples that would back this statement up. The project has developed

good practices for this mode of cooperation that render it an interesting experience with a solid potential for replication and expansion.

With regards to the **vertical dimension**, the project has helped each country to make progress with the design and implementation of their respective National Action Plans. The examples supporting this statement are diverse, many of which are mentioned in the main body of the report and further elaborated: generation of knowledge, provision of inputs for the improvement of policies, strengthening of structures and networks, strengthening and optimisation of the programmes, creation of spaces for dialogue and strengthening of inter-Institutional dialogue, changes of paradigm in the institutional culture, involvement of a wide spectrum of actors (in particular the business sector), generation of intervention models which recognise specific realities... are just some of the contributions that the project has made to the respective National Action Plans and which have already been referred to throughout this report.

Recommendations

For USDOL and the ILO technical teams in conjunction

- In relation to the design and formulation of a multi-country project, we recommend that the idea of a common design be maintained only to a certain extent; tentatively this would be to the level of the products. From there, the specific and detailed definitions of the activities should be an exercise carried out in each country. With regards to the indicators, a similar recommendation is made. In the construction of these it will be important to bear in mind as much as possible the specifics and context of each country.
- To introduce a data reporting table to systematise and compile a series of information relating to the indicator and its performance. It should also collect the references and information that would serve as a source of verification for the progress reported.
- A more regular application of the Strategic Planning Impact Framework Methodology, particularly for the monitoring activities, would help the parties to go over the sequence of action in order to identify the critical points
- The methodological proposal that has arisen from this project for the channelling of South-South Cooperation initiatives should be consolidated and

explored to its full potential. It is recommended to the two promoting agencies of this project (USDOL and ILO) that they continue to reflect on and analyse the inputs that this project has developed. In this regard, the contributions made by the governments of the region will play an equally key role, particularly the Government of Brazil, which via its cooperation agency (ABC) has developed a valuable know-how in the sector

For ILO

- Seeking some sort of follow up for the processes set in motion: the activities of the forums and commissions, the processes of curriculum reviews, the incorporation of the Mercury system to some of the institution's programmes, the replication and expansion of the AP. An effort should be made to explore any possibilities such that the project's actions are integrated within other programmes of the organisation that are already in progress.
- Nonetheless, it is considered that ILO has room for improvement in terms of its strategy regarding the management of the knowledge and information generated by the project. It is necessary to define more precise channels for the analysis and the dissemination of this information.
- It would necessary to make an assessment of the difficulties encountered by some of the implementing agencies of the Action Programmes with the application of the Mercury system.
- In the case of Brazil, it would be sensible to continue supporting the expansion of the CL Free Areas model as much as a systematic effort is made by local governments to effectively apply their policies for the elimination of CL. In addition, the model complements the realisation of the Agendas of Decent Work, so that it is important that ways are found to connect the South-South Cooperation paradigm to the efforts made by those states currently implementing Agendas of Decent Work and Plans for the Prevention and Elimination of CL

For the national and local actors

- The respective Commissions, Platforms and Forums should adopt measures to complete the relevant systematisation work and incorporate into their corresponding plans and programmes the lessons learnt or good practices. In the majority of cases, this effort is not considered to depend as much on financial factors as it does on the correct articulation and negotiation between local actors.

- The collaboration of the business sector has been widely recognised and appreciated in all instances. Its participation is important and merits emphasis for various reasons: firstly because of its role in the demand for child labour; secondly because of its potential to push forward training and apprenticeship programmes and thirdly because of its capacity to influence public policy.
- In addition, at such a stage now where a new phase is being initiated it would be justified to place a particular emphasis on the communication efforts, not simply as a means to increasing visibility but more importantly to ‘broaden the horizons’ and incorporate new actors into the process.
- The approach to gender must not be placed to one side; through the implementation of the action programmes, problems affecting girls in particular were identified which due to hidden character of the issue were not revealed by the initial diagnostics.

Lessons Learned

Regarding the horizontal dimension – South-South Cooperation

1. **A valid model:** This model of cooperation can be considered a valid means to encourage cooperation between the countries of the Region. However, in order to guarantee its effective application, a series of conditions must be met. Some of these are related to the principles through which this cooperation is articulated and others to the methodology to be applied.
2. **Applicable to topics that are in the common interest:** there are topics of common for which the formation of a South-South consortium (as opposed to more traditional models based on strict donor-receptor schemes) is particularly beneficial for the parties. The architecture of this consortium may vary according to the circumstances, oscillating between a model that is wholly ‘South-South’ in nature and one that is quadrangular, or ‘3+1’, whereby a specialized agency and a traditional donor are incorporated (as is the case here).
3. **Previous conditions:** These are factors that will help to create a bond of mutual trust between the parties involved:
 - Firstly, it is important to create a participatory structure that paves the way for a solid internal communication dynamic. The making of decisions regarding the topics in question, the programme of activities or any other issues that affect the implementation should be preceded by a dialogue between the parties involved.
 - The collaboration should be centred on the topics around which there exists a common interest as well as a wide consensus regarding its approach. Not all topics may be incorporated into a South-South cooperation dynamic.
 - There exists a body of knowledge (know-how) that may be transferred.
 - The channels used for the transferring of knowledge and experiences must be ‘two-way’.

4. Methodological aspects: there are some lessons to be learned that relate to the methodology:

- It is not possible to transfer models of intervention just by facilitating contacts between the parties. The meeting between the respective actors is a necessary condition but not a sufficient one.
- The meetings must be results-oriented. Hence the importance of creating an itinerary, so that these are genuinely effective and bring about change: previous planning activities implicating all sides, the inclusion of practical experiences in the exchanges, the creation of an action plan for the subsequent application of what has been learned, the provision of coaching, etc.

Regarding the vertical dimension: supporting the National Action Plans

5. The existence of policies and plans does not guarantee an effective application at the local level. In this respect, the effort to align and work in synergy with resources and capacities at different levels (National, State-Departmental, and Municipal) is considered a good strategic move by the project.
6. Involvement of local actors. The creation of structures with a wide base in terms of actors represented may be considered to be a marker for success of the actions undertaken. The intervention for the prevention and elimination of CL should be founded on institutional recognition and articulation, depending on the competence of each. In short, only a collective effort will allow for the goals specific to be met.
7. Integration of the cultural perspective. The cultural perspective is key for understanding the dynamics of the indigenous/afro-descendant villages, their awareness with regards to CL and the different ways to tackle it. (*Review Full report*)