

Draft 5 Evaluation Report

Project RAF/10/55/USA
Supporting actions to meet the 2015 targets to eliminate the worst forms of child labour in Lusophone countries in Africa through knowledge, awareness raising and South-South cooperation



COLOPHON

The first draft of the evaluation report was delivered on December 15, 2012.

It has been an honour to have the opportunity to evaluate a project contributing to the eradication of child labour. Oranjeconsult has previously carried out evaluations in the Portuguese speaking countries in Africa (PALOP) and in Brazil and hopes that this experience helped to understand the project, establish whether it fulfilled its purpose, and explore some lessons for the future.

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Finally, the consultant thanks all the participants in the Sub-regional Tripartite Meeting on Child Labour that took place in Africa for their willingness to be interviewed and their contributions to the recommendations in this evaluation.

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LIST OF ABBREVIATIONS

ABC	Agência Brasileira de Cooperação (ABC–Brazilian Cooperation Agency)
C138	ILO Minimum Age Convention
C182	ILO’s Worst Forms of Child Labour Convention
CL	Child Labour
CPLP	Community of Portuguese-Speaking Countries
DWCP	Decent Work Country Programmes
ECOAR	Supporting Children’s Rights through Education, the Arts and the Media – programme
EIA	Evaluation and Impact Assessment section of ILO/IPEC (was DED)
FAO	United Nations Food and Agriculture Organization
HQ	Headquarters
ICCA	Instituto Cabo-verdiano da Criança e do Adolescente
ILO	International Labour Organization
IPEC	International Programme on the Elimination of Child Labour
INAC	Instituto Nacional da Criança (Angola)
NAP	National Action Plan
NGO	Non-governmental Organization
PALOP	Portuguese-Speaking Countries in Africa
PRSP	Poverty Reduction Strategy Paper
SCREAM	Supporting Children’s Rights through Education, the Arts and the Media – programme
TACKLE	Tackling. child labour through education
The conference	Sub-regional Tripartite Conference on Child Labour in Portuguese Speaking Countries in the first week of December 2012, São Tomé e Príncipe.
ToR	Terms of Reference
UN	United Nations
UNICEF	United Nations Children’s Fund
USDOL	United States Department of Labour
WDAFL	World Day against Child Labour
WFCL	Worst Forms of Child Labour

1. Executive Summary

The project has a lengthy title: *"Supporting actions to meet the 2015 targets to eliminate the worst forms of child labour in Lusophone countries in Africa through knowledge, awareness raising and South-South cooperation"*. It is supported by the US Department Labor (USDOL), with \$ 500,000. The key users are representatives of PALOP countries for the elimination of child labour, the so-called "focal points". The project runs simultaneously with other international initiatives promoting campaigns against child labour since 2006, such as the regional ILO project in Dakar with support of the Spanish Development Cooperation, the SCREAM project for teachers (also an ILO initiative), the Community of Portuguese Speaking Countries' (CPLP) support to training and communication materials, the TACKLE project (financed through the EU) and capacity building organized by Brazilian organizations. The Brazilian Agency for Development Cooperation (ABC) finances a parallel project with the same stakeholders.

The project can easily be differentiated, though, because of its support to facilitators and activities that are planned and implemented in the countries by Tripartite Committees on child labour and supported through national institutes for children; and for its invitation for common PALOP meetings, to learn from each other and prepare together for the 3rd Global Meeting on Child Labour to be held in Brazil in October 2013. The project's strategy is explicitly focused on policy developments linked to the 3rd Global Meeting on Child Labour to be held in Brazil in 2013. National Action Plans have to be developed, revised or strengthened in the five PALOP countries; and National Tripartite Committees or other consultation mechanisms are expected to be active in addressing Child Labour issues through policy and in national legislation.

The evaluation process had two phases: the first was a desk study combined with interviews with the consultative committee of the project, the donor of the project USDOL and the and the Brazilian Development Cooperation Agency. The second phase was the participation in a broad project meeting, the Sub-regional Tripartite Conference on Child Labour in Portuguese Speaking Countries in São Tomé e Príncipe, combined with interviews with the main users of the project and key stakeholders in the PALOP countries. On the third day, the provisional conclusions of the evaluation were also presented in the plenary to the participants in the conference, asking for comments and recommendations in five working groups.

The evaluation report consists of three parts. The first is mainly descriptive (chapters 3, 4 and 5); its purpose is to understand the project. The second part is the technical analysis of the project's performance according to the well-known evaluation criteria: relevance, effectiveness, efficiency and sustainability (chapter 6). The third is a summary of lessons learnt, innovations found, conclusions and recommendations (chapters 7 and 8). The methodology is explained in chapter 2.

The project has a complex background. It is based on the decisions of governments in 5 PALOP countries to elaborate National Action Plans with social partners (employers and workers). The necessary conditions were identified in a meeting in October 2010 in Maputo: knowledge, sensitization and support for public action. In chapter 3 it is explained how it developed in the middle of a confluence of different streams of change: the declaration of Fortaleza in 2005, where PALOP countries decided to unite for the elimination of Child Labour; the ratification of ILO conventions 138 and 192; the Africa programme of the ILO International Programme on the Elimination of Child Labour (IPEC); the The Hague Global Child Labour Conference in 2010 to be followed by the Brazil Global Conference in 2013; the Child Labour Programme of the CPLP; and the Brazilian social movement *Caravana Catavento*. It builds on the government commitments in the five PALOP countries to work with social partners (employers' and workers' representatives) on National Action Plans. The needs of the countries were established in a meeting in October 2010 in Maputo: knowledge, awareness and support.

The approach of the project is basically to continue and intensify (international) networking, intensify horizontal knowledge-sharing through a capacity building programme inspired on Brazilian expertise and to inspire each other with concrete examples of innovative approaches. The consultant had to dissect that from the project implementation, as it was not well explained in the project description, nor in the project reports. In chapter 4 and in the conclusions (28), (29) and (30) it is argued that the project design was not satisfactory. Improvements are recommended (R3 and R9).

In contrast with the design, project implementation was well executed. The actual actions that took place in the framework of the project were logically connected and led to the intended change (25), (26). Implementation happened simultaneously at the international, country and sub-regional levels, based on a

strategy of networking, horizontal capacity building and visibility actions. The strategy is explained and analysed as adequate for complex social problems in chapter 5.1. As a consequence, key stakeholders have been able to achieve quite some expected progress in their countries on the following aspects:

- ~ National studies on child labour
- ~ Strategic documents to influence national policies
- ~ Meetings between governments, labour unions and employers associations
- ~ Specialized Institutes for prevention and elimination of child labour created
- ~ Participation of social partners in capacity building events
- ~ Establishment of focal points for child labour in the countries

Some expected steps in this process have not been completed yet:

- ~ Finalise the Lists of the Worst Forms of Child Labour
- ~ Dissemination of legislation on child labour

The conclusion (27) states that the expected process was realized up to over 80%, and it is explained in chapter 5.4 how this was measured and validated. It is recommended in R4 to write down and systematize the projects' intelligent methodology (needs analysis + strategy) as a valuable learning opportunity.

So far on the descriptive part and the comments on the project design. The analysis of evaluative criteria can be found in chapter 6. The conclusions are the following:

Relevance: the consultants' doubts on relevance have amply been shared with the participants in the conference. Most stakeholders have strongly declared that the project is relevant to them (21). The consultant voiced a concern however, on whether the vested institutional interests in this project wouldn't squeeze the interest of the working children themselves too much (22). After reflection in working groups, the participants concluded that governments will indeed take very long before consensus is reached on National Action Plans. They recommended to prepare the launch of immediate pilot actions (with labour inspection) and visibility actions (with civil society and schools) at the municipal and district levels, R13.

Effectiveness: there is a slight logical confusion on the level of outputs to be realized by the project. The logical framework defines the development of National Action Plans as final objective and at the same time as component. The installation of Tripartite Committees is a final objective but also an indicator. Changes in legislation area component, but also an objective. The consultant found a common ground in the definition of the project (= the title): to *support the key stakeholders in the countries, increasing their knowledge, raising their awareness and cementing a South-South cooperation on eliminating child labour in its worst forms*. It suggests that "support" is the objective, and knowledge, awareness and South-South cooperation are components (see chapter 6.2).

The conclusion from the interviews and from the participatory observation at the conference is that the project was highly effective in reaching a higher level of awareness and self-confidence on possibilities for action, in sharing relevant knowledge and in cementing South-South cooperation of the Lusophone countries. On the issue of knowledge, a lot has been learnt, but some work still remains to be done on legislation and inspection (19). The improved capacity of constituents and key stakeholders to understand their role is proven as well by the changes in the countries, as we saw before (27). National Action Plans have not been developed however, and Tripartite Committees are in place, but they did not propose changes to the existing legislation yet (20).

The assessment of the efficiency of the project has been indirect, since the consultant did not have the opportunity to go with the staff of the project through all the activities and proceedings. The general impression is quite positive (17), and the distribution of resources is in line with the activities realized (18).

The expectations on sustainability (15) and (16) are good. The strong role played by the CPLP, the inputs and interests of Brazil, the upcoming Global International Meeting on Child Labour and the positive response of employers are signs that the activities to eliminate child labour will continue. At the same time it is important to notice that the project work is not finished yet. Support is still needed to finish the Lists of the Worst Forms of Child Labour, which is key to further expansion of activities in legislation and labour inspection (23). An extension of the project in this direction is recommended: R5, R8, R11.

The last part of the report is on lessons learnt and innovations. Seven lessons learnt, (7) to (13), have been identified. Two will be mentioned here. One is that, for governments to move, the input of civil society is needed. The awareness of the participants in the project on this fact has been greatly stimulated (12). The second lesson worth mentioning, is that National Action Plans require elaborate processes in which many

ministries are involved, and that those plans compete with other issues such as general children's rights or general social budgeting. It is not likely that such processes will be concluded on short notice in any of the countries(13). It is recommended to focus attention on training of labour inspectors: R13.

The innovations are encouraging: all kinds of potential conflicts and complications have been avoided and solved during the two years of the Trilateral and South-South Cooperation(1), the cooperation in a language community and the tripartite cooperation between government and social partners. The method of networking, horizontal learning and visibility actions is innovative (2). New practices shared between the countries were: an observatory on child labour, the Caravana do Catavento and the public commitment rituals around it, the transformation of a film into street theatre, and the involvement of children's parliaments (6).

2. Methodology of the evaluation

An inception report has been made to describe the methodology of the evaluation. In this chapter the methodology explained in the inception report is summarised; followed by a report on the actual evaluation activities. Finally, a few constraints and limitations encountered are outlined.

2.1 Proposed methodology

The evaluation follows the Terms of Reference¹ made available to the consultant. It focuses on the support provided by the International Labour Organisation to the Lusophone countries in Africa for the elimination of the worst forms of child labour through knowledge, awareness raising and South-South cooperation. The timeline of the project is determined by the need to have governments and social partners prepared for the 3rd World Conference on Child Labour, to take place in October of 2013 in Brasilia, Brazil.

Two targets chosen by the project as guidelines are: (1) to have National Action Plans² (NAPs) in place before the abovementioned conference, and (2) to have National Tripartite Committees (or similar consultation mechanisms) addressing child labour issues in national policies and legislation. The scope of the evaluation does not include an assessment of the possible impact of these objectives on the actual elimination of child labour in all or individual countries; it focuses mainly on the support to the targets facilitated through the ILO International Programme on the Elimination of Child Labour (IPEC) in 2011 and 2012, with the financial support of the US Department of Labour.

The evaluation is based on the project document written for USDOL, which differs from the project document adopted by the ABC, despite the fact that the project was originally agreed upon by both financing organisations. One group of questions in the evaluation³ is related to the assessment of the project design, due to this particular trilateral history. An important aspect is the multiplicity of organisations that are actively involved in the design and implementation, as stakeholders, partners or beneficiaries. It is worthwhile to mention that the Community of Portuguese Speaking Countries (CPLP), that unites all Portuguese speaking countries in the world, has been actively engaged since 2006 in promoting the eradication of child labour in its member states, in cooperation with the ILO.

In the introductory teleconference with the Evaluation and Impact Assessment (EIA) section of the ILO it was understood that the project faced special challenges. The need to reach countries that do not necessarily have large programmes, but require appropriate technical advice and knowledge on their level calls for a joint knowledge-sharing and awareness raising strategy in a regional group of countries⁴, to strengthen the interconnection for countries to support each other (the South-South approach). The project is an example of such a strategy and the evaluation should contribute to assessing its validity. Another challenge faced by this project has been to conquer sufficient strategic handling space to put child labour higher on the agenda of the PALOP countries. The tight, packed interventions, stringent reporting requirements and elaborate processes to liberate funding instalments seemed to be a hindrance for this process, and more flexibility would be needed. The evaluation aims to find out if the project made a difference in this respect.

The consultant understood that answers should be found for questions such as:

- ~ Did the project reach the right stakeholders regarding commitment, competencies and absorption of support?
- ~ Was the project perceived as an enabling environment by governments, employers, workers' unions and other civil society initiatives to combat child labour?
- ~ Was the connection between international conventions, national sector policies and the commitment of social partners strengthened?

¹ ILO/IPEC, Terms of Reference for Independent Final Evaluation "Supporting Actions to Meet the 2015 Targets to Eliminate the Worst Forms of Child Labour in Lusophone Countries in Africa through Knowledge, Awareness Raising and South-South cooperation", 14 November 2012.

² In this case, National Action Plans are to be understood as a common agreement of the government on specific commitments of different sector Ministries impacting on child labour, such as Labour, Education, Social Policies, Justice, Tourism, External Affairs, Economic Development, etc.

³ In the Terms of Reference, a list of 56 questions is added to the text, to guide the consultant.

⁴ In the case of the PALOP countries the knowledge sharing is especially on the basis of the same language.

- ~ Was it possible to align the project with other complementary projects in the participating countries?
- ~ Did the project identify specific capacities and constraints correctly, and handle the differences between participants (at the level of commitment and competencies) adequately to facilitate the learning process?
- ~ Was the project able to adapt sufficiently to the particular situation of the partners in the course of action in order to maintain and strengthen their commitment?
- ~ Were the information, knowledge and learning facilitated by the project appropriate to the needs of the stakeholders?
- ~ Did the flexibility of the project contribute to the effectiveness and efficiency of the activities?

Because of the complexity of the project, its stakeholders and its challenges, the evaluation approach had to be simple. It was proposed to start with a desk study in which the project documents would be reviewed to generate a clear summarized description of its history, design, the stakeholders and its implementation reports. From there on, participatory observation was chosen as a fact-finding instrument on the relevance, effectiveness, efficiency and sustainability⁵ of the project. The Sub-regional Conference of Portuguese Speaking Countries on the Issue of Child Labour, was due to happen in São Tomé in December 2012, and was therefore chosen for this purpose. The conference was planned to be tripartite, involving governments, employers' and workers' representatives.

At the same event it would be possible to conduct interviews with the respective PALOP governments. It was agreed that an evaluation workshop would be conducted on the third day of the conference, to present the results of the interviews and desk study and provoke reflection on some of the findings. To round up the approach, telephone interviews were scheduled with donors and the consultative committee of the project, based in Geneva, who were relative outsiders.

The project document, the ToR and the implementation reports were only available in English. It was agreed that the ILO would translate the ToR into Portuguese and that the consultant would deliver the report in both English and in Portuguese.

2.2 Implementation of the methodology

During the first (home based) phase of the project, the consultant made a draft inception report which was delivered to the Evaluation Department of the ILO. Comments from the department followed immediately and after some adaptations the final report was accepted. The list of questions from the ToR was turned into an interview format, the project document was analysed and the reports were reviewed. An interview with the USDOL was scheduled and took place successfully. However, the interviews scheduled with three members of the Consultative Committee of the project did not succeed during this phase, but later on one respondent answered our questions by email, and another one was interviewed at the conference itself.

In the second phase, the consultant participated in the conference from 3 to 6 December 2012 (4 days) in São Tomé e Príncipe. Seventeen interviews were conducted then, starting with open questions and using questions from the interview formats. The consultant led a workshop on 5 December, starting with a slide presentation on the most current findings. Nearly all the conference participants attended the workshop and 5 discussion groups were formed after the presentation to work out lessons learnt and recommendations, from the perspective of governments, labour unions, employers, civil society and ILO-Brazil. The first 12 slides were presented by the consultant in the plenary, the others were added after the discussion in the groups and their presentations.⁶

The third phase consisted in elaborating the report in English and gathering missing information from the ILO office, from the focal point in Guinea-Bissau⁷ and from the Consultative Committee as well as making the same report in Portuguese.

2.3 Problems encountered and solutions found

The evaluation had a slow start, but went smoothly thereafter. The main problems encountered include: (1) it was very difficult to bring the 56 questions attached to the ToR down to a reasonable interview format; (2) it

⁵ ORANJECONSULT follows the OECD definitions of evaluation criteria.

⁶ See Annex II for the interview format, Annex III for the complete list of interviews and Annex IV for the slide presentation with the contributions from the conference participants.

⁷ There was no delegation from Guinea-Bissau at the conference because the country currently has no government.

was difficult to get a concise picture on the flow of the project from the reports and the teleconferences with the coordinator; (3) it was difficult to understand the role of each stakeholder; (4) it was complicated to arrange interviews during the conference, as the participants were very diligent and did not have much time to share with the consultant; the list of activities from the logical framework was too extensive to be used for interviews and it did not relate clearly to specific actors.

The first and second problem were solved with the sheer persistence of the consultant and some extra hours of work. The third was greatly facilitated by the fact that all stakeholders were present and could explain the dynamics of their cooperation in the project. The fourth problem was solved by organising very short interviews during breaks, with only a few questions. In the evaluation workshop at the conference, the list of 8 indicators was used to benchmark the progress of each country. This proved to be quite motivating and led to discussion on how to interpret the quality of the achievements. A choice was made to use the in-depth interview format only with the four government representatives, three ILO focal points, and the representatives of CPLP and ABC respectively.

3. History and baseline of the project

3.1 The stakeholders

The current project is a confluence of three organisational streams that have shown interest in child labour since 2005, when the ILO was invited to a PALOP Meeting on Child Labour in Fortaleza, Brazil.

The first stream is the continuous work of the special structure within the ILO, the International Programme on the Elimination of Child Labour. The programme's work is grounded in the ILO Minimum Age Convention (No. 138) and ILO Worst Forms of Child Labour Convention (No. 182), and their accompanying recommendations, which constitute its authoritative international normative framework. The 2010 ILO Global Action Plan provides a clear direction for IPEC's continuing work to support the efforts of Member States and social partners to eliminate child labour. To facilitate implementation of the 2010 Global Action Plan, IPEC placed emphasis on their Africa strategy initiating capacity building programmes in Portuguese.

The other stream is the Hague Global Child Labour Conference of May 2010, with the participation of 500 representatives from 97 countries. Showcasing the fact that child labour and other development issues are inextricably linked, government representatives within the ministries of labour, but also education, finance, planning, development and agriculture attended this conference. Representatives from employers' and workers' organizations, international, regional and non-governmental organizations and academia also participated. The conference adopted a Roadmap for Achieving the Elimination of the Worst Forms of Child Labour by 2016, calling the community and civil society into action, spelling out that governments have primary responsibility for eliminating child labour, with priority given to its worst forms. The UN General Assembly Resolution on the Rights of the Child of 18 November 2010 endorsed the outcome of The Hague Conference, including the Roadmap. The government of Brazil decided that it would host a follow-up Global Conference in 2013 to measure progress in the implementation of the Roadmap.⁸ The Brazilian Development Cooperation Agency (ABC) is donor of a project with the same stakeholders, in which Brazilian experts contribute to their capacity building.

Alongside government involvement in the Global Conference in 2013, civil society in Brazil is engaged in a campaign to encourage government activities against child labour at the provincial and municipal levels, the so-called *Caravana Catavento*⁹. It was planned to hand the Pinwheel over in June 2012 from the state Bahia in Brazil to Luanda in Africa, from where it would be spread to other Lusophone countries. The ceremony was eventually postponed to be handed over to the President of São Tomé e Príncipe during the conference in December.

Adding to the involvement of ILO and Brazil, the Community of Portuguese speaking Countries (CPLP)¹⁰ declared in their biennial international meeting of Governments in Guinea-Bissau in 2006, that they would (1) ratify ILO conventions 182 and 138 together; (2) organize trainings in Portuguese; (3) participate in the World Day Against Child Labour with common campaigns in Portuguese; and (4) use common concepts for statistics on child labour. As public administration structures in most member countries are very similar, coordinated action in Portuguese could be developed and governments could be persuaded to participate in the international agenda. A tripartite meeting in Lisbon (which included government, employers and workers) followed in 2006. A declaration was adopted to join efforts to prevent and eradicate child labour. A Common Action Plan (2006-2010) was presented, recommending National Action Plans in each country and the setting up of National Tripartite Commissions for combating child labour and sharing good practices among CPLP countries. In October 2010 the Common Action Plan initiated by CPLP was revised during a Tripartite Training Session with Focal Points¹¹ on Child Labour in Maputo.

The US department of Labor has financed activities of ILO/IPEC in the past and allocated a grant of US\$ 500,000 for this project, with the aim to share the knowledge and good practices on how to eliminate child labour

⁸ Adapted from the ILO/IPEC publication "Action against child labour 2010-2011, Progress and future priorities", 2012.

⁹ The Pinwheel March is characterized by public events where children offer the Pinwheel to the authorities as a symbol of their concern.

¹⁰ The PALOP countries have been coordinating common activities since 1979, but until recently they had not created a separate governance structure. Meanwhile the CPLP (Community of Portuguese Speaking Countries) was officially constituted in 1996, with Timor-Leste joining in 2002.

¹¹ Focal point is the name for the officer appointed by his/her government to communicate with ILO on child labour issues.

generated and aggregated around the world as widely and adequately as possible. They recognize that the experience of Brazil is an example to be followed in the elimination of child labour and they believe that National Action Plans can be very effective to coordinate government efforts. The project is seen as innovative and it could generate alternative approaches that would work faster, more sustainably and with less resources. The networking approach of the Community of Portuguese Speaking Countries offers a sustainable channel for long term commitment.

3.2 Baseline situation in the countries

In this section the situation in each of the countries is summarized from the project description. A quick background of the country, specific information on legislation regarding child labour and a short overview of activities prior to the project are described as well.

3.2.1 *Cape Verde*

On the Cape Verde islands, the population is estimated at 500,000 inhabitants, and the islands are marked by a high emigration rate due to scarce resources; two-thirds of the population lives abroad. Cape Verde experienced an accelerated economic and social development in the last decade.

The baseline assessment mentions in the project description that 13.6 % of children aged 10 to 14 are working, generally as street vendors and car washers. Commercial sexual exploitation of children happens in towns on the islands. The school enrolment rate is high for primary education as school is mandatory. Child labour during the age of compulsory schooling is prohibited. Labour law sets the minimum age for employment at 15, and 18 for hazardous or night work. The 2004 Penal Code unified legislation on child trafficking and child abuse in the workplace, prohibiting child sexual exploitation. The government has developed awareness campaigns on child labour in its worst forms together with workers' and employers' organisations and civil society.

A broad action programme on child labour was launched in Cape Verde as a result of regional ILO cooperation between Senegal, Cape Verde, Mali and Guinea-Bissau in 2009. A National Strategic Plan aimed at disseminating the existing legal framework was launched in June 2009. The process of ratifying Convention 138 was started. Cape Verde has an Institute for the Child and Adolescent that adopted the project to finalise and implement the Statute for the Child and Adolescent and improve the national Data Collection System. Support was asked to strengthen the legal framework.

For Cape Verde, the project is needed to (1) update, revise and strengthen the National Action Plan; (2) support the mainstreaming of child labour concerns into existing national policy frameworks; and (3) facilitate the role of Cape Verde in supporting the capacity of countries that have not yet formulated a National Action Plan.

3.2.2 *Angola*

Angola is a large and rich country with 18 million inhabitants. At the start of the project, however, it was marked by the effects of recovery after the civil war that displaced many, disrupted market activity, prevented investment in education and health and destroyed infrastructure in most of the provinces. The estimates for child labour at the start of the project indicate that 25% of children, both boys and girls, aged 5 to 14 are working, while the estimate school enrolment is only 47%. On top of that, 30% of girls under 18 have already given birth.

Angola ratified the two main international conventions on child labour: C138 and C182. Child labour is also mentioned in the General Labour Act. The national legislation excludes family work, informal work and occasional work from the concept of labour, which strongly affects the statistics on child labour. IPEC visited Angola in 2007 and a Memorandum of Understanding was signed to train teachers in the SCREAM approach (Supporting Children's Rights through Education, the Arts and the Media). 40 teachers were trained, and children received awards for their art work. A pilot study on child labour was conducted by the ILO in 2008. The TACKLE¹² project was introduced in 2009, with financial support from the EU. Article 8, prohibiting the employment of school-age children, was included in the new constitution.

The project is needed to (1) concentrate efforts on developing a National Action Plan and to (2) coordinate different public activities and policies for combating child labour.

¹² Tackling child labour through education.

3.2.3 *Mozambique*

An important characteristic of Mozambique, with a population of 18 million, is the contrast between the poor rural areas and the rapidly developing cities along the extensive coast line. The war that followed independence in 1975 has led to a strong democratization process with two major opposing parties. National Poverty Reduction Strategic Plans (PRSPs) have been developed with Ministries from all sectors¹³. Education is mandatory, enrolment rates for primary education are 62% for boys and somewhat lower for girls. Children work without payment in commercial plantations in rural areas; in the cities they work in family farms, domestic labour or the urban informal sector, which remains largely unregulated. Labour law prohibits employment before the age of 15. There is no other specific legislation on child labour.

At the start of the project the Organisation of Workers in Mozambique had already participated with the Ministry of Education in the SCREAM project. Mozambique ratified ILO Conventions 138 and 182. Subsequently, a desk review was carried out in preparation for the Lisbon Child Labour Conference in 2006. The Minister of Labour launched the Strategy for Employment and Vocational Skills Training 2006-2015 and showed interest in collaborating with Brazil and the ILO for the elimination of child labour. The National Action Plan was being developed and the establishment of an official list of Worst Forms of Child Labour (WFCL) was being discussed.

The project is needed to (1) develop institutional arrangements such as a Child Labour Unit; (2) conduct institutional, legal and policy assessment studies; (3) strengthen the capacity of tripartite partners and other stakeholders in the country; (4) disseminate lists of worst forms of child labour (hazardous occupations); (5) mainstream child labour issues into relevant policies; and (6) improve the National Action Plan.

3.2.4 *Guinea-Bissau*

Guinea-Bissau is considered a low income country with constant political instability. The population is estimated at 1.5 million. Guinea-Bissau is a source country for children trafficked to other West African countries for begging, slavery in agriculture or commercial sexual exploitation, often through the marabous and through Senegal and Guinea-Conakri. It is estimated that 200 children are trafficked each month. Only 5.1% of children between the ages of 5 and 14 are engaged in formal work, but 65.4% are considered to be currently working outside their own household for more than 4 hours a day.

Guinea-Bissau has ratified both ILO Conventions 138 and 182 and signed the Declaration and Action Plan together with other CPLP countries. It has signed the Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography. The legal minimum age for employment is 14. The country reports that Worst Forms of Labour are not the main concern Guinea-Bissau. There is a strong commitment of the armed forces and police to cooperate with civil society organisations. The Ministers of Labour and of Family hosted a meeting of a Tripartite Committee that decided that there is interest in improving the regulatory framework, namely the Constitution and the Labour, Penal and Civil Codes.

The challenge for the future is developing a National Action Plan.

3.2.5 *São Tomé e Príncipe*

São Tomé e Príncipe is composed of two main islands and four small islands in the Gulf of Guinea with less than 200,000 inhabitants. The economy depends on the production of cacao for export. The president launched a child registration programme in June of 2003, which aimed at reaching all of the islands' children, as it was shown in 2001 that 30% were still unregistered. The legal system at the start of the project interpreted the rights of children as being the concern of the family. The rights of the child are however mentioned in the constitution and there are other protective laws in place, such as the law on family, law on nationality, law on labour, the civil penal code and the law on legal assistance to minors.

The project intends to (1) develop institutional arrangements such as a Child Labour Unit; (2) conduct institutional, legal and policy assessment studies; (3) strengthen the capacity of tripartite partners and other stakeholders in the country; (4) prepare and disseminate lists of worst forms of child labour (hazardous occupations); (5) mainstream child labour issues into relevant policies; and (6) strengthen the national action plan.

¹³ Plano de Acção para Redução da Pobreza Absoluta, PARPA II: 2006-2009.

3.3 Conclusion on the background

The project is a confluence of various international meetings aiming at eliminating (the worst forms of) child labour in the Lusophone African countries. In all the countries some awareness building initiatives, trainings and studies had been conducted in years previous. Focal points on Child Labour and the involvement of employers and workers' organisations are in place in all countries. ILO conventions 138 and 182 have been adopted or are in the process of being adopted. The role played by civil society seems to be either minimal or is disconnected from government action at this stage.

A critical note on the baseline figures is that they were presented in 2010 by the governments without an analysis on the causes and consequences of child labour in their country and without an analysis of the most urgent areas to intervene effectively. Through the interviews it became clear that this first step, to even acknowledge child labour in the country, has been taken slowly and reluctantly, considering that the decision to ratify the conventions was taken by the governments in 2006 already¹⁴.

¹⁴ The studies done by UNICEF on the situation of children in the participating countries between 2007 and 2009 have been the only official source of information for most of the countries.

4. Project design

In this section the project design is described, in order to find answers to a few specific questions that arise from the Terms of Reference for this evaluation. Even if the project design is reasonably logical and coherent in itself, it lacks coherence with the problem-analysis and approach used for implementation. The evaluation is not very optimistic regarding the project design, therefore the actual practical proceedings in the implementation of the project are to be assessed separately, in order to be able to acknowledge the true value of the project.

4.1 Logic and coherence

Questions on logic and coherence include: (1) Were the linkages between inputs, activities, outputs and objectives clear and logical? (2) Was the project design logical and coherent? (3) Were the objectives of the project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)?

The project's logic is found in the logical framework. Basically, the project aims at having (1) National Action Plans established in each country and (2) Tripartite Committees functioning in each country.

To establish *National Action Plans*, both the development, revision and strengthening of the plans themselves as the capacity of constituents and key stakeholders to do so are mentioned as valid outputs. The indicators to assess progress are the number of studies/publications of the project, the lists for Worst Forms of Child Labour researched, strategic documents issued by government institutions, the number of Tripartite meetings and the number of institutional arrangements on child labour in each country. This is remarkable since all of these indicators can be reached without an Action Plan being drafted.

To form *Tripartite Committees* (government, employers, workers) both capacity building and improvements in national legislation are seen as valid outputs. The indicators to assess progress are the level of participation of social partners and government officials in the training sessions, the establishment of child labour focal points, and the dissemination of studies on national legislation. Again, it is difficult to see how the desired functioning and capacity building of the Tripartite Committees is measured with these indicators.

A list of 18 different activities to contribute to the outputs is presented in the framework. The activities do not follow the same logic as the indicators and their connection to the objectives of the project is a bit loose. Neither the way in which these activities complement each other and the joint approach of USDOL/Brazil nor their function in the context of South-South exchanges are explained in the project design. They look rather like a battery of things to be done.

The answer to the questions above is that there many details in this description, but it remains difficult to understand the relationship between them and what is expected will happen in each country and between countries to (1) effectively draft or update National Action Plans to eradicate child labour and (2) establish Tripartite Committees that will propose changes in the laws and work on awareness campaigns. Despite the description of various stakeholders, it remains undefined who is actually going to draft the Action Plan in each country as apparently it is not the Tripartite Committee itself. The question on the allocated resources cannot be answered, as the project description does not show any prior allocation of the budget to activities or specific staff.

4.2 Implementation and monitoring

Questions on implementation are: (1) Was it explained how the activities of the project would be implemented and articulated with the beneficiaries? (2) Was the management structure and level of project staffing for the activities described? (3) Was the timeframe for project implementation and the sequencing of project activities logical and realistic?

In the project description there is a chapter on target groups and partners. Target groups are defined as "recipients" of technical assistance, training, information and support. Two kinds of recipients are mentioned: (1) those within the country who are responsible for educational and child protection policies; and (2) employers' and workers' organisations. Two kinds of partners are identified: Brazilian partners and PALOP partners. An extensive list of institutional partners is explicitly mentioned per country, but their co-responsibility in the project is not explained. There is no indication of specific Memoranda of Understanding to

ground any commitment to the project. The difference between recipients, partners and target groups is fluid, as partners can be both recipients and implementing actors in coordinating activities or complementing the projects' resources.

The ILO/IPEC headquarters in Geneva are held responsible for the management of the project. The management will require close cooperation with the ILO office in Brasilia to involve Brazilian partners in the implementation of the projects' activities and to articulate with the USDOL/ABC project. The task division between both projects in terms of implementation is not explained in the management set up. The ILO office in Lisbon will be responsible for the projects' activities in the context of the CPLP. It is explained that regional ILO offices will share in the coordination (Yaoundé, Lusaka, Maputo, Pretoria and Dakar), and that ILO offices in the PALOP countries will be established, but there is no explanation on how this will be implemented.

Staff is assigned to the project from ILO's own resources, with the exception of particular local, unspecified, technical advisory services paid by the project. The description does not calculate the staff input needed for the project and resources allocated for that purpose.

Planning and monitoring: the project provides a project implementation timeline, following ILO/USDOL requirements. A planning calendar is enclosed and a monitoring plan is foreseen, as well as four progress reports, four financial reports, a mid-term review and an evaluation. Apart from the calendar, the monitoring would have to cover a list of 18 *activities* for each of the 5 *countries* with a minimum of 4 *stakeholders*¹⁵ (18x5x4=360 activities), a list of 8 *indicators* and a list of 6 *priorities* from the planning meetings and other ILO criteria.

Answering the questions on implementation, the impression is that the projects' management relies a great deal on the ILO network to activate the partners in the project to deliver the activities agreed upon. This might be a strength, allowing flexibility to adapt to arising needs and opportunities, but it can also be a weakness if the commitment and role of other partners is not strongly and clearly established. The impression is that the issue of staffing was not really decided upon at the beginning of the project. As for the monitoring, the ILO/USDOL systems are seemingly applied without taking into consideration who the main actors are and their roles in the project and without allowing any simplification in the reporting.

4.3 External factors and assumptions

The questions on external factors are: (1) How well did the programme design take into account national and sub-regional efforts already underway to address child labour? (2) Does the project design fit within and complement existing or previous initiatives (by any organisation) to combat child labour? (3) To what extent have key external factors been identified and assumptions formulated in the project document? (4) Was the contribution of external institutional partnerships considered in project achievements?

In the project description the need for social dialogue mechanisms with external partners to further develop existing national policies related to child labour is duly explained. It is argued that training and capacity building activities would be provided mainly by the Brazilian Sub-commission of International Affairs of the National Commission on Child Labour and by the Brazilian Forum for the Prevention and Elimination of Child Labour. The experience of the *National Commission* in Brazil with conditional cash transfer policies such as the *Bolsa Família* is presented as an example of effective government influence. The *Forum* is seen as an example of Tripartite consultation between government, employers and workers.

The project description is based on the planning meeting with the "users" of the project in Brasilia (May 2010) and the CPLP meeting in Maputo (October 2010). According to the project description, the meetings brought together representatives of Ministries of Labour, Education and Social Affairs, trade unions and employers' organisations. It was agreed that the project would (1) provide and develop documentation on consultation mechanisms, key institutions, mandates and relevant policies; (2) assess the needs of each country and coordinate a plan containing individual country strategies, as well as collective strategies around a common political framework; (3) consider best practices from Brazil as a way forward; (4) develop a strategy to strengthen South-South cooperation; (4) cooperate with the PALOP-wide awareness-raising campaign (the Pinwheel March); (5) organize regular meetings with constituents to validate the findings generated by the project; (6) develop training and capacity building on Tripartite cooperation.

¹⁵ Two government ministries and two social partners.

The main external assumption is that child labour will remain on the political agenda of each of the five countries for the next years and that official commitment of government representatives will be tangible. It is assumed that the participating countries will remain politically stable and that the Portuguese speaking political unity will maintain its interest on child labour. Internally, the assumption is that consultation mechanisms at the national level will be interested in mainstreaming child labour issues into their policies. It is also assumed that key actors, such as employers or trade unions, will agree to and coordinate their actions on combating child labour and work together with the government.

Two other external factors are mentioned in the project description under “sustainability”. The horizon of the next Global Conference on Child Labour in 2013, and the global development goal to eliminate the worst forms of Child Labour (WFCL) in Africa by 2015. Both events can stimulate PALOP countries to speed up their policies.

The answer to the first question phrased at the beginning of this section is that the project design *did* acknowledge the history and needs of the participants, including governments, employers and workers. At the same time it can be observed that their proposals are not reflected in the activities established in the logical framework. No independent problem analysis was presented in the project description and no logical reasoning was developed to describe the possible impact of the proposed activities and cooperation on the actual situation of the children and on the best approach for each country, given their internal political dynamics or their position in international developments.

As for the assumptions, the political instability in Guinea-Bissau and São Tomé e Príncipe is of course a moving reason for a slow-down of PALOP cooperation on child labour, as government officers cannot travel or express their views in the name of their government. It becomes clear as well that the project description does not offer a mitigation plan on how to deal with those situations. The limitations and strengths of the social partners are not highlighted either, and the conditions on their participation are not made explicit in the project description. For cooperation with other institutions, such as civil society, churches and other UN agencies, no assumptions were voiced at all.

4.4 Sustainability

The question on sustainability is: (1) Has the strategy for sustainability of project results been defined clearly at the design stage of the project?

Issues of sustainability are systematically explained in the project description. The project will pursue the commitment of key governmental institutions and social partners in order to ensure the continuation of the benefits after the project’s closure. The project will develop sustainable consultation mechanisms between countries. In this project, the interconnection of the Portuguese speaking countries is already strongly rooted in other common activities. The project looks for long term impact through the generation of relevant knowledge in each country, and this knowledge will be made accessible to media and NGOs as well as to governments and social partners.

The answer to the question is a plain yes, the strategy for sustainability has been considered and realistically described.

4.5 South-South and Triangular Cooperation

Questions on the approach are: (1) How have the concepts of South-South and Triangular cooperation been integrated in the design of the project? (2) Were the expectations of the roles, capacity and commitment of stakeholders realistic and likely to be achieved? (3) Have gender issues been clearly taken into account in the project design, its components and outcomes? (4) Were the different components of the project clearly and realistically complementing each other?

The chapter on methodology in the project description highlights in paragraph 102 the importance of South-South cooperation and Triangular cooperation, defining them as “stronger cooperation between all development partners including South-South to facilitate scaling up of poverty reduction efforts through the exchange of ideas, the transfer of resources and the strengthening of capacity”. The text shows how South-South cooperation follows from its own history: the initiative taken in 2006 by the Portuguese speaking countries on joint activities on the elimination of child labour; the launch, in December of 2007, of a South-South initiative to cooperate in projects and activities on the elimination of child labour by Brazil and the ILO; the joint initiative between USDOL and Brazil to sponsor a study tour by Angolan and Mozambican officers to Brazil; an agreement between the ILO and Brazil amended in 2010 with the modality of “Implementation of a

Partnership Programme on the Promotion of South-South Cooperation”, based on the dissemination and replication of good practices and lessons learnt and adapted to local needs and realities.

The Trilateral¹⁶ Cooperation with Brazil is introduced as a model of South-South cooperation, and defined as “a kind of partnership where three institutional actors or three groups of actors are involved: donors, technical assistance providers and recipients”. This definition is a bit fluid, given that Brazil is not the technical assistance provider but a co-donor; technical assistance is supplied by the ILO, with support from both donors. Apparently, things are different than the description suggests. The project activities mentioned in paragraph 122 are presented as complementary in the joint approach initiated between USDOL and Brazil:

- Create a platform for open discussion between Brazil and African countries
- Foster the exchange of experiences and good practices
- Stimulate horizontal cooperation between the countries in the fields of education and combating child labour
- Stimulate research, data collection and the exchange of material
- Support technical cooperation with UN agencies
- Mobilise technical and financial resources for projects and activities agreed

The methodological aspects of South-South cooperation and Trilateral cooperation, for example how this approach is the result of a reflexion on what happened before and on what was needed to achieve the result, is taken for granted from history and thus not explained. The only reference to methodology found is the sentence: “considering the very different economic, social and political levels of the five PALOP countries”.

Despite the undoubted value of South-South, PALOP and Trilateral cooperation, the answer to the questions above has to be sincere: a methodological reflection is missing. This conclusion is reached by noting that the difficulties countries face to eliminate child labour (which could have been analysed on the ground and in the preparatory meetings and consultations) are not reflected upon in the project description and no conclusions of baseline studies are mentioned in this regard. The concepts of South-South cooperation and Trilateral cooperation are introduced in the project description as a historical process, without an explanation on how they provide an answer to these difficulties and why they are a better option than other approaches. Brazil is mentioned to have excellent experiences with good practices to eradicate child labour. However valuable this may be, in the project description it is taken for granted as a solution to whatever challenges the other countries may face. Expectations on the different roles of participants are not explained, except for a general reference to the leading role of Brazil in training and capacity building.

The lack of gender analysis, let alone a gender approach, is also notable. The application of gender analysis would have been beneficial in this case, because it would have forced the description to be specific on the needs of *all* target groups and beneficiaries and on the organisational requirements for effectiveness of the planned interventions.

4.6 Conclusions on the project design

The project design looks relatively logical and coherent at first sight, but the indicators and activities are not the same and they are only indirectly connected to the objectives. Analysing this lack of precision, the explanation could be that there has been no methodological reflection on the baseline information (or on the absence of such information). And this, again, could be explained by a general deficit in reliable figures in PALOP countries.

It should be taken into account, however, that the decision to eradicate child labour was taken in 2006 already. The history of this project indicates that moments of systematic reflection have existed. Furthermore, even without perfect statistics the facts on (worst kinds of) child labour are quite visible and known in the participating countries. Another possible explanation is that the problem analysis and approach are hidden in the project description because governments are reluctant to acknowledge and write down the problems in their country. If that is true, it follows that the ILO/IPEC, that drafted the project description, has been careful to avoid government sensitivities by not challenging them. The chapter on sustainability would support this hypothesis, as due attention is given to the capacity and willingness of governments to integrate the project to their own structures. In other words, if change has to be urged from the government itself, the government needs to be convinced first of the importance of the changes.

¹⁶ In this report, the word Trilateral refers to international cooperation, while the word Tripartite refers to cooperation between governments and social partners.

External factors are acknowledged in the project description, with the exception of the role to be played by social partners and civil society, but no mitigation strategies are explained. Again, the reason for that omission could be that the ILO/IPEC is bound to wait and slow its pace each time that the authorities are oblivious.

South-South cooperation and Trilateral cooperation with Brazil are introduced as an antithesis to this reluctance. Dissemination of good practices and horizontal capacity building seem to be designed to push governments forward.

This dialectic design has consequences for the monitoring, presented as a detailed system with a logic of its own, and grounded in the institutional policies of the ILO and the donors. The question arises whether it is functional to monitor activities that are indirectly related to the change to be induced. If the beneficiaries and partners of the project are trusted to be the key actors themselves, responsible for progress, should they not monitor the flow and results of the work consciously? And even if they do not monitor all of it, would it not be logical to use a system that could quickly be understood by the users, highlighting major meaningful changes, in their own language?

As a consequence of the hidden or missing problem analysis and a hectic monitoring system, the implementation strategy of the project, as understood from the project description, would result in the mechanical production of numerous unconnected activities following a complex variety of inputs. Even if all these activities were to succeed and were well reported, the heart of the intended change would not be captured by them.

5. Project implementation: strategy, activities and monitoring

It will be argued in this chapter that the assessment of the actual strategy as applied in practice is a completely different message, based on 3 extensive reports to USDOL, on interviews with a variety of stakeholders and participatory observation during the conference. As expected, the reports are quite complex and repetitive. At the same time, the implementation strategy is consistent, brilliant and intelligent once properly understood. For that reason the strategy is described here separately from the reporting.

Questions for the project implementation are: (1) What has been the methodology guiding the projects activities? (2) Which planned activities were (not) implemented? (3) How relevant were the programme indicators? (4) How was the project monitoring done?

5.1 Networking and capacity building strategies

In the project report the methodology is explained with the following phrase: *“promoting intense capacity building of national constituents and enhancing the dialogue between local partners”*¹⁷.

The needs analysis on which this approach is grounded is understood by all the partners in the process and re-appears in all their public speeches and interviews. The Portuguese speaking countries wish to belong to the international community and follow its standards, but they do not feel comfortable following up documents in English or participating in the “Northern” style of communication which is predominantly technical and detached (analytical). The political context of the PCLP allows them to share a more honest record of their strengths and weaknesses with each other and feel comfortable to induce changes using personal connections and a more convincing “warm” kind of mutual persuasion. Not only must the purpose be socially acceptable, also the way leading to it, must allow sufficient room for cordiality¹⁸. For that reason, oral communication prevails over written information transfer¹⁹. A second element is that the rather static and elaborate structure of public administration common to those countries is not really adequate to take initiatives and induce change, it is mainly designed for administration and control. Anything new has to wait until consensus is reached, more so when there are no extra resources allocated. Therefore, a double strategy for dialogue between local partners is paramount: sufficient support has to be gathered to interest the highest levels through personal contacts, while at the same time all the administrative procedures have to be in place to ensure that moves can be made without risks for the system and with full consensus of the whole government.

The activities of the project fit entirely into this analysis. The project has been activated to organise missions to the countries, meetings with the permanent missions in Geneva, diplomacy between Brazil and Angola in organising joint campaigning, and lobby at international ILO meetings with the delegates from Portuguese speaking countries. In short, what is called “networking” in English and “diálogo” in Portuguese. The sub-regional meetings, whether they are called “planning” or “capacity building” or “conference”, are, of course, networking as well.

An advanced method of capacity building has been added to the networking component by the Brazilians. The pedagogical approach applied by ILO Brazil is multi-stakeholder horizontal learning through shared sense-making of pioneering experiences, adapting them to the analysis of the different situations that the stakeholders face²⁰. The learning process witnessed by the consultant in the conference was an example of this method and it was highly appreciated by the participants. Its effectiveness can be better understood if the modern concept of “wicked problems” is introduced.²¹ Wicked social problems are characterised by (1) multi-sector implications; (2) a tendency to be reproduced through the short term behaviour of people; (3) invoking blaming and shaming; (4) not being easily planned nor “solved” by external interventions; (5) being overcome by pioneering action and change from within, learning, risk taking, small wins and commitment of exemplary

¹⁷ Project report October 2012, page 13.

¹⁸ The ILO officer in Brazil explains the word “cordial” as “coming from the heart”.

¹⁹ Documents are not so influential, convictions are influenced through meaningful presence in meetings.

²⁰ The Brazilian pedagogical tradition is based on the research and methodology of Paulo Freire and on subsequent experience with learning in social movements for land reform, the political education of street children, combating corruption and poverty mitigation experiments.

²¹ A. Stoppelenburg, H. Vermaak, Understanding Wicked Problems at the Dutch Ministry of Foreign Affairs, Journal of Management Inquiry, 2009; Weick, K.E. (1984), Small Wins: Redefining the Scale of Social Problems: American Psychology, 39(1), p.40-49 and Rittel H.W.J. & M.M.Webber (1973), Dilemmas in a general theory of planning, Policy Sciences, 4, p. 155-169.

leaders. Child labour is an example of such a social problem and the Brazilian capacity building approach is an appropriate response to it.

Capacity building and networking carry the inherent risk of losing focus. To prevent this, the strategy provided concrete and feasible activities to improve visibility of the common cause in the participating countries. The *Caravana Catavento* is an example of this aspect of the methodology. One can observe that the active participation and achievement of small but visible results breaks resistance and enhances the cooperation and also the capacity of the actors to extend the networking to important actors in their country.

Capacity building and networking are linked to concrete and feasible activities of visibility for the common cause in the countries involved. It can be observed that the active participation and achievement of small but visible results enhances the cooperation and also the capacity of the actors to extend networking towards important actors in their country. The articulation between concrete activities, networking and capacity building has contributed to clarify where the capacity of the five countries needed strengthening. It is remarkable that weaknesses were not exactly found in the lack of *knowledge* on child labour activities, but rather in the institutional situation in the countries. Understanding and handling the institutional dynamics seemed to *be the main capacity needed*, and there is no “one size fits all” approach that could tackle this issue. For example, in Angola, competition between Ministries hindered agreement on drafting a National Action Plan. In Mozambique the government was not encouraged to make separate action plans as alignment with PARPA II and with the National Action Plan for the Child was a first priority. In Cape Verde National Action Plans were set back as followers of another valuable priority: having a Statute on the Child. In Guinea-Bissau the military coup of April 2012 interrupted the process.

In sum, the methodology applied is a well-grounded systematically applied combination of networking, capacity building and concrete visibility actions. Based on the interviews and participatory observation, the consultant’s conclusion is that the activities of the project have all been inspired by this methodology that should be appreciated as well informed and well prepared social engineering.

5.2 Management and monitoring

As explained in the previous section, the methodology for this project is based on networking, capacity building and concrete visibility actions, implemented at three levels: through international networking with the technical assistance of the appropriate ILO offices; through the development and management of a horizontal capacity building process; and through financial support for concrete activities in the countries.

5.2.1 International networking

While this evaluation does not seek to analyse the complex procedures in international organisations, it is pertinent to note that those structures, like any government structure, do not produce results independently. They need passionate people with an urge to motivate others and who go beyond some of the boundaries of the system to get results and innovate.

In the case of this project, local contact points for ILO/IPEC were nominated alongside regional coordinators; their function was to forge links with UNDP and UNICEF for practical issues, with tripartite committees to assist them. The coordination with CPLP was carefully maintained through ILO Lisbon; the organisers of the Global Conference of 2013 were invited to participate through ILO Brazil, which had a strong capacity building role, and was able to invite and promote a powerful civil society campaign; USDOL and ABC acted as funders in the same process (although through different projects) and despite their different systems they were persuaded to accept an open planning with different timings; embassies in Geneva were invited to support the project and do some occasional troubleshooting. Even the final evaluation was partly combined with a sub-regional conference. Networking worked so well that all organisations visited the presidential office of the host country in December 2012, bringing along the 75 participants who walked in joyfully carrying coloured pinwheels.

The project coordinator had audiences with some ministers in the PALOP countries regarding the importance of the project: with the Minister of Labour from Angola in June 2011, the Minister of Youth, Employment and Human Resources Development from Cape Verde in December 2011 and April 2012; the Minister of Health and Social Affairs of São Tomé e Príncipe in March, August and December 2012; and the Minister of Labour from Mozambique, in June 2011 at a side event of the Mozambican Embassy in Geneva.

On several occasions teleconferences were held with high delegates at the embassies of Brazil, Cape Verde and Mozambique in Geneva. They were asked to form a consultative committee to support and solve possible

problems in the cooperation among participating countries. The committee was also asked for advice when an agreement between Brazil and Angola was suddenly cancelled by the latter.

Furthermore, during an ILO meeting in Geneva in November of 2011, the project coordinator lobbied actively with the Labour Ministry delegates from PALOP countries to include child labour in their agenda.

5.2.2 *Coordinating a horizontal capacity building process*

Concrete activities are necessary to coordinate the confluence of initiatives that result in capacity building; however, it was not clear how the project management has been designed or financed. For that reason, it cannot be evaluated, but the consultant considers that an overview is vital to get insight in the process that leads to results and to answer questions on efficiency. Below is the list of activities:

Field visits:

- ~ May 2011: Angola, first PALOP workshop on Child Labour.
- ~ December 2011: Cape Verde, for capacity building preparations.
- ~ March 2012: São Tomé e Príncipe, for the kick-off of the comparative study.
- ~ April 2012: Cape Verde, training seminar.
- ~ August 2012: São Tomé e Príncipe, 1st seminar on Child Labour and preparations for conference.
- ~ October 2012: Guinea-Bissau, planned field visit cancelled for security reasons.
- ~ November 2012: Mozambique visit by ILO's Child Labour Specialist, based in South Africa.

Sub-regional meetings:

- ~ May 2011: Angola, first PALOP workshop on child labour.
- ~ April 2012: Cape Verde, capacity building seminar with key stakeholders.
- ~ December 2012: São Tomé e Príncipe, capacity building and preparation meeting for the Summit on Child Labour.

Consolidated studies

- ~ March 2011 to December 2012: Comparative study on legislation in five PALOP countries. The coordination involves employing consultants, mainstreaming their work, validation and editing, publishing and dissemination activities.

Methodology

- ~ December 2011: Preparation of the capacity building process in Brazil.
- ~ 2012: video-conferences in 2012 with ILO in Brazil, Dakar, Lisbon.
- ~ 2012: telephone conferences with Lusaka and Maputo.

Allocation of resources

- ~ The resources for the project implementation were USD 380.000,-.²²
- ~ 50% of the Project's resources were spent on the three sub-regional meetings in Angola (2011), Cape Verde (April 2012) and São Tomé e Príncipe (December 2012). This includes the field visits, the tickets of participants, hotel and catering, local preparation and logistics.
- ~ 32% of the resources were spent for knowledge building: the Comparative study, the Internet Portal and a Documentary in Portuguese, which includes national and international consultants and experts.
- ~ 18% was spent on supporting national tripartite meetings in the five countries.

Financial administration

- ~ An intern was placed for 6 months to assist with the financial administration.

Reports to ILO and the donors presented in:

- ~ April 2011.
- ~ October 2011.
- ~ October 2012.

Communication and archive

²² From the original USD 500,000 - 24% was used for handling costs, evaluation and auditing.

- ~ Documentary.
- ~ Shared space on CIARIS where the project documents are kept available for all the members. 12 to 12 Portal (www.12to12.org) created, to be re-launched before the end of the year.

5.2.3 Summary on management and monitoring

Questions on project coordination are: (1) What is the added value of the support given by the team and the ILO offices? (2) How has the programme been monitored? (3) Is it feasible to coordinate the project from outside the region?

It has to be noted from start that the project doesn't include provisions or agreements for coordinating or monitoring staff, which makes it futile to discuss the issue. But it is important to be aware of the fact that no complex institutionalized project can function without coordination.

The added value of the support given by the ILO is, however that international networking was necessary for the methodology of the project and that ILO acted like a very committed family everywhere in the world on behalf of this project. The Lusophone community was the second firm pillar to enable fluid communication and the horizontal capacity building process. The third was the consultative committee. All cooperated to achieve more than required.

The programme was monitored through field visits; meetings with all the stakeholders; organization of consolidated studies; preparation of the shared capacity building meetings; allocation of resources to local activities; reporting and financial administration; communication and Archive. The monitoring of the horizontal capacity building process was adequate, involving good experts, paying attention to inputs of the key stakeholders and setting high standards for the organisation of logistics.

On the question of "coordination outside the region" one can observe that the PALOP countries are no region, they are a language community. The coordination has been within that community.

5.3 Activities on country level

The reported activities may have been induced by the project, but they are grounded and implemented in the countries themselves by the key stakeholders. It was planned to distribute a written survey to get results on the list of planned activities (18 activities, distributed in 4 components, to be realised in 5 countries). During the conference it became clear that participants would not all understand the concepts in the same way and they would have to explain their own interpretation. Besides, some activities were the responsibility of the project management, others were the responsibility of the government, and still others could be the responsibility of focal points, social partners or civil society. To avoid confusion, the list of planned activities was still used as background to the in-depth interviews with government representatives, and the respondents were simply asked which interventions they attributed to the project, what was realised and what remained to be done. This method ensured the description below would be as close as possible to reality.

5.3.1 Activities in Cape Verde

In Cape Verde the *Instituto Cabo-verdiano da Criança e do Adolescente* (ICCA) is responsible for all child related policies. It is assigned as focal point for the elimination of child labour and responds to various ministries.

ICCA has been working since 2009 (together with Guinea-Bissau, Senegal and others) in the Regional ILO Project for Prevention and Elimination of Child Labour. The regional project prepared the ground for the current project. The added value of the current *project* has been: (1) to provide a sharper and internationally harmonized definition on child labour in Portuguese ; (2) to unite the efforts by CPLP, ILO, regional programme and knowledge sharing with Brazil in one network; (3) to sensitise governments at the highest level on the urgency to make a National Action Plan and adopt the list of Worst Forms of Child Labour; (4) to allow knowledge-sharing with all Portuguese speaking countries; (5) to gain experience in the methodology of social change with all the complex layers.

The confluence of both projects produced the following *activities*:

- ~ The adoption of ILO convention 138 in February 2011.
- ~ The installation of a National Board for Prevention and Eradication of Worst Forms of Child Labour, with the participation of civil society (Child Labour Unit).
- ~ Training of the ICCA staff in child labour elimination policies.

- ~ The installation of a Children's/Juvenile parliament: informal child labour will be the subject for their next meeting in June next year.
- ~ The preparation and hosting of the PALOP capacity building meeting in April 2011.
- ~ The "Praia Declaration" in December 2011, in which employers in Cape Verde signed a pact to be actively involved in the eradication of child labour from the country.

Some concrete products are: the realization of a national survey on child labour; a telephone service for children to denounce violence and child labour; a workshop with journalists on child labour; a manual on child labour for secondary schools; a street theatre piece based on the film "Vida Maria".

Challenges to be met before the 3rd Global Conference are the National Action Plan and the list of Worst Forms of Child Labour. The NAP has to wait for the adoption of the Statutes for the Child (already in parliament, to be approved in December). The WFCL list is drafted, but is awaiting an update based on a national survey on child labour.

5.3.2 Activities in Angola

The ILO representative in the government (called "focal point") began receiving support and assistance from April 2011 onwards, when the *project* nominated a local ILO antenna²³ in the TACKLE offices in Luanda. Through this structure, a parallel meeting could be mobilised alongside the CPLP meeting of Ministers of Labour in May 2011, to insist on the importance to eradicate child labour and to obtain media attention for it. The tripartite sub-committee for the elimination of child labour was formed in November 2011. A local consultant was appointed to cooperate with the PALOP Comparative Study on Child Labour.

Other *activities* realised through the project in 2011 and 2012 were:

- ~ The list of Worst Forms of Child Labour in Angola is issued and officially published, but it needs to be renewed as the social partners did not participate in the drafting, which is an ILO requirement.
- ~ 8 pages on Child Labour mentioning the ILO concepts were included in the first Angolan study on the wellbeing of the population IBEP in August 2011.
- ~ A Sector Strategy for Children's Rights in Angola has been presented by the National Institute for Children (INAC), with the publication of a list 11 urgent government commitments for children; at number 8 is the commitment to eliminate child labour. INAC reports to the National Commission for the Child, composed by the Ministries of Labour, Education and Health. The Ministries of Justice and Foreign Affairs can be called to participate when issues touch their area.
- ~ The issue of child labour on the informal market and in the rural sector was discussed in the Tripartite Committee on Child Labour.
- ~ The labour union UNTA organised a seminar on child labour among their members, inviting representatives of employers on the closing day of the meeting, to sign a commitment to put an end to child labour.
- ~ Civil society was involved in the activities through the planned welcoming of the *Caravana Catavento* from Brazil in June 2012, on the World Day Against Child Labour. However, at the very last moment this event was postponed by the authorities, to avoid interference with government elections.

Three *challenges* remain: (1) INAC and the Tripartite Committee are waiting for the sector policies on children's rights to be mainstreamed by the sector ministries in their policies before a National Plan to Eliminate Child Labour can be issued; (2) criteria to identify and describe child labour have to be refined by the Tripartite Committee and INAC to include the informal/international sector, for example Chinese construction companies; the informal market; and family child labour in the rural sector. Based on those criteria labour law will be amended; (3) Angola will host the *Caravana Catavento* next June.

5.3.3 Activities in Mozambique

In 2010 the ILO planning meeting for the *project* was held in Mozambique, hosting all the focal points on child labour from the PCLP and the representatives of employers and workers. The government is not developing a separate National Action Plan on Child Labour, as it chose to integrate the issue of child labour into the definition of Decent Work, which has been negotiated with all parties in the PARPA-II global planning

²³ Formally, the ILO contact is the regional ILO office in Yaoundé. The local ILO contact person is also called "focal point", but as they do not belong to the local government, they are called "antenna" in this report to avoid confusion.

instrument. Decent work already excludes child labour. The government also resisted the proposal for a comparative study in the beginning, but through conversations with the consultative committee of the project they were persuaded of its usefulness as a harmonization instrument.

Since then, the following *activities* have been realised:

- ~ A focal point was appointed within the Ministry of Labour, with sufficient staff to work out strategies.
- ~ The Ministry designated a budget line to train officers for fact finding on child labour, following the indications of the ILO and supported by the National Institute of Statistics. The idea is to establish a permanent national observatory on child labour, an integrated database with an open page for consults on the government website.
- ~ The project financed a consultant for research on the ILO comparative study on legislation on child labour in the PALOP countries. The results were validated on November 20, 2012 in the presence of the Ministries of Labour, Agriculture, Justice, Interior and the Child Network, as well as representatives from employers and workers.
- ~ Meetings between NGOs and the Ministry were held to officially receive the *Caravana Catavento* coming from Angola in August 2012. The Ministry of Education was ready to allow speeches with ILO materials in schools, and a television programme on child trafficking was being prepared. Unfortunately, the event had to be postponed for reasons outside the control of Mozambique. The *Caravana* will now be received in the first months of 2013, with the participation of various ministries and the social partners.

Priorities for Mozambique are: (1) the training of labour inspectors, (2) continued data collection, (3) effective enactment of the norms on decent labour and (4) extension of the project to provincial and district level.

5.3.4 *Activities in Guinea-Bissau*

Combating child labour in Guinea-Bissau is coordinated by the Ministry of Labour and the Ministry of Family, together with the social partners and civil society organizations working in this field. The most notable progress to date were the approval of the law to combat trafficking of human beings (women and children), launching the survey on child labour and the establishment of a National Committee to Combat Child Labour.

Other activities in 2011 and 2012 were:

- ~ Training: (1) techniques and procedures for preparation and submission of the report on the status of implementation of the Conventions 132 and 183, (2) new and modern forms of trafficking of children.
- ~ Actions to raise awareness about child labour nationwide.
- ~ Exploratory Mission to Mali to study the development of the National Plan of Action; preliminary study with a view to drawing up the plan.

The project CPLP not had much impact, because this merely give courses. In addition to strengthening the capacity of staff, it is necessary to build robust and stable structures of active policies to prevent and combat child labour.

Challenges for the future are: (1) the completion of the drafting of the National Plan of Action, (2) the completion of the survey on child labour, (3) the preparation of the list of the Worst Forms of Child Labour, (3) strengthening institutional capacity of institutions working in this field, (4) public awareness, (5) the adoption of training policy for labour inspectors.

5.3.5 *Activities in São Tomé e Príncipe*

São Tomé e Príncipe accepted to host the conference, which was opened and closed by the Ministry of Health, despite the fact that the government had just fallen. All conference attendants, around 75 people, were invited to the Presidential Palace to meet the President at the occasion of the handing over of Pinwheel of the *Caravana Catavento*. Throughout the conference, there was a massive and continuous presence of representatives from the government, from employers and from workers, around 30 people. All logistical details were very well organized. A film showing interviews with children on the island on their situation as workers was presented. This indicates that São Tomé e Príncipe, contacted for the first time directly by the ILO/IPEC in March 2012, is highly interested in the *project*.

Concrete *action* was taken since:

- ~ An ILO contact person was nominated.

- ~ The existing study on child labour elaborated by UNICEF in 2007, was made public in the event and subsequently disseminated.
- ~ Child labour was officially acknowledged to exist in the country and has been included in national discussions and in the governmental agenda.
- ~ A tripartite commission is in the process of being installed, the partners are already identified and sitting together to discuss measures to be taken.
- ~ A breakthrough three-day national seminar on child labour was held in August 2012, where the role of the government, the development of a National Action Plan, the establishment of a Tripartite Committee and the elaboration of the WFCL list was proposed.
- ~ The ILO proposal for a comparative study was discussed in the seminar to identify the official national legal instruments for a committee to advise the government on measures against child labour.

The main challenges are to (1) identify the legal instruments to combat child labour; (2) make the list of Worst forms of Child Labour; (3) align the sector Ministries, for example: Education, Justice, Social Assistance, Transport, Foreign Affairs, to consider their role in combating child labour through a National Action Plan; (4) strengthen the commitment of social partners (employers and workers) to take initiatives creating alternatives for child labour; (5) unite and mobilise civil society through the *Caravana Catavento*.

5.3.6 Summary

A realistic picture of the activities has been established in this section, following the dynamics in different countries. The overview presented above answers the question of *which activities were (not) implemented*, but it seeks to go further than that and show that these activities are a grounded process. While the diversity of activities is interesting in itself, it is most exciting because activities actually answer the challenges summarized in the baseline (chapter 3.2). All of them include actions by responsible authorities, the establishment of special commissions, some kind of fact finding and some kind of public event(s), all of them directly related to eliminating child labour in the specific situation of each country, which is still unfinished and needs support. Tripartite agreements on the Worst Forms of Child Labour are not yet signed however, and government engagement in National Action Plans to Eliminate Child Labour is still competing with other priorities in all the countries.

5.4 Indicators

The eight indicators mentioned in the project description were used and presented to the plenary of the conference to measure the progress in the countries. Some of the goals were already met before the project started and the process continued during the period of the project. After the presentation, some corrections were made in the plenary and the summarized assessment (in the table below) was validated.

Indicator 1: National studies on Child Labour

Most countries have published some studies before or during the project, most of them done by UNICEF or Save the Children. These studies give sufficient information on child labour, but for the purpose of the project they should be updated or validated to match the concepts and statistical criteria of the ILO.

Indicator 2: Lists of the Worst Forms of Child Labour

Most countries have published such lists before, but they are not validated by the Tripartite Committees, as the ILO requires. Therefore the countries feel the need to update them and discuss them with employers and workers' organisations.

Indicator 3: Strategic Documents published to influence government policies

Cape Verde reports the "Praia Declaration" and the "Estatuto da Criança" as strategic documents. Angola reports the "Estratégia Nacional de Proteção Integral da Criança" and "Onze (11) compromissos assumidos pelo Governo, Nações Unidas e parceiros" as strategic documents. Mozambique reports their input into the PARPA II process as strategic documents. São Tomé e Príncipe does not have such strategic documents.

Indicator 4: Meetings between government, employers and workers' organisations on child labour

In all countries the Tripartite dialogue is intense and fruitful. In some countries employers take innovative initiatives of their own, like in São Tomé e Príncipe and Cape Verde. In others, labour unions are active and outspoken, as is the case in Angola and Mozambique.

Indicator 5: Institutes created to combat child labour

Along with the *Instituto Cabo-verdiano da Criança e do Adolescente*, responsible for all government policy on children and youth, the government of Cape Verde has installed a National Board for the Prevention and Eradication of Worst Forms of Child Labour, with the mandate of a consultative committee. In Angola, INAC has a broader assignment than only child labour, but for each of the 11 commitments they can set up a committee. In the case of child labour, the tripartite committee attached to the Ministry of Labour fulfils that function. In Mozambique a National Board on Children Rights has been established and the officer at the Ministry of Labour has a separate budget assigned for actions against child labour. São Tomé e Príncipe is about to nominate a special National Board to eliminate child labour.

Indicator 6: Participation of social partners in training sessions

The participation of social partners has been very solid in all the trainings and seminars in all countries. They are always there and they participate actively in the discussion. In Cape Verde, employers have signed a commitment to end child labour. In Angola, labour unions have organized a seminar among their constituents.

Indicator 7: Establishment of focal points for child labour

In all countries the CPLP and the governments agreed on officers that would have authority as focal points on the issue of child labour, and who would participate in any CPLP meeting with Ministries of Labour. The ILO also has a contact person in each country, despite the fact that there is no ILO office in any of the countries. The person is placed in another international organisations, such as TACKLE (EU) in Angola or UNDP in São Tomé e Príncipe.

Indicator 8: Legislation on child labour disseminated for identification, inspection and social awareness

Cape Verde is close to accomplishing this indicator, through the upcoming publication of the *Estatuto da Criança*; no separate publication on child labour legislation has been disseminated yet however. Angola has the 11 commitments, but they are not specific on legislation and persecution of violations. Mozambique is preparing training for labour inspectors on child labour in which the legislation is disseminated. São Tomé e Príncipe plans to start with dissemination as soon as the comparative study is published.

INDICATORS (v = concluded; ± = halfway or almost concluded; x = not started)	Angol a	STP	Moz	CaVe	Gu Bi
Establishment of focal points for child labour in the countries	v	v	v	v	v
Meetings between governments and social partners held	v	v	v	v	v
National studies on child labour published	v	v	v	v	±
Participation of social partners in capacity building events	v+	v	v	v+	v
Strategic documents to influence national policies issued.	v	±	v	v	v-
Specialized Institutes created for the elimination of child labour	v	±	±	v	v
Dissemination of legislation on child labour	x	x	±	v-	v-
Lists of the Worst Forms of Child Labour adopted.	±	±	±	±	x
LEVEL OF IMPLEMENTATION	6,7/8	5,5/8	6,5/8	7,5/8	6/8

The answer to the question above is that these indicators proved to be a simple, reliable and understandable instrument to measure progress and even provided benchmarking between the countries, even if some of these outcomes were already realized before the project started. The question remains, however, whether they indicate the probability of a National Action Plan to be drafted and implemented, remains.

5.5 Conclusions on project implementation

The methodology applied for project implementation is a well-grounded and systematically applied combination of networking, capacity building and concrete visibility actions. This methodology is well informed and well prepared social engineering, appropriate for problems that are deeply rooted in society and linked to other issues.

The support given by the project coordinator and the ILO offices has been essential for the project to succeed in two main respects: the international ILO network helped solve a good number of constraints and strengthened initiatives and communication within the countries as well as among them. The coordinator was

able to create conditions favourable to a shared horizontal capacity building process without imposing a top-down scheme. The project enabled and stimulated the concrete activities in the countries creating the awareness of one united language community at work to eliminate child labour.

A great variety of activities have been implemented by country authorities in a systematic process, with stable results directly related to eliminating child labour in the specific situation of each country. Tripartite committees have been involved in those activities. Special units or boards for child labour have been established. Nevertheless, agreements on the Worst Forms of Child Labour have not yet been signed and government engagement in National Action Plans to Eliminate Child Labour is still competing with other priorities in all the countries.

The indicators of the project could be used as a simple, reliable and understandable instrument to measure progress and even act as a benchmark between the countries.

6. Findings

The preliminary findings were presented to 50 representatives of governments, labour unions, and employers from all participating countries, except Guinea-Bissau, during a workshop on December 5 2012.

In order to comment on the findings, 5 groups were formed:

- ~ A group of governments, including CPLP representatives.
- ~ A group of labour union representatives.
- ~ A group of employers' representatives.
- ~ A group of civil society representatives.
- ~ The Brazilian delegation (programme management, ABC, *Caravana Catavento* and preparations for the upcoming global conference).

Their comments have been integrated in the sections below and in the chapter on lessons learnt.²⁴

6.1 On relevance

The eradication of child labour is of immeasurable importance to many stakeholders. The first and most basic stakeholders are, of course, the working children in Portuguese-speaking countries. It is not the purpose of this report to analyse their interests and the impact of the project on their situation, but they are the ultimate and decisive stakeholders and should be kept in mind continuously. During the presentation of the findings at the congress, it was highlighted that so many stakeholders want to see their own interests served by the project that it leads to wondering whether the working children are still in the picture, or if they benefit from all these plans and committees.

The project is focused on two objectives: (1) National Action Plans as the main strategy for the elimination of child labour; and (2) Tripartite Committees as the main strategy for the prevention of child labour. The key stakeholders for these objectives are *government institutions* that will develop and sign National Action Plans and the actors that integrate the *Tripartite Committees* in each country: the representatives of the Ministry of Labour, workers and employers. The ILO, as the initiator and manager of the project, is also a stakeholder, and so are agencies like USDOL and the Brazilian Cooperation (ABC) in their role as donors. Another special stakeholder is the Community of Portuguese Speaking Countries (CPLP), which guarantees cross-country learning and mobilisation.

Others who play a very important part in the process of elimination of child labour, but are more indirectly related to the project are:

- ~ The Ministers of Labour in CPLP countries and their appointed CPLP focal points for the programme of elimination of child labour that participate in international ILO meetings.
- ~ Brazilian organisations with experience in combating child labour, such as the tripartite committee CONAETI and its South-South sub-commission; the Ministry of Social Development and Hunger Combat (MSD); and the Brazilian National Forum for the Prevention and Eradication of Child Labour (FNPETI).
- ~ The ILO regional offices involved in Lusaka (managing Mozambique); in Dakar (managing Cape Verde and Guinea-Bissau); and in Yaoundé (managing Angola and São Tomé).
- ~ In some countries, NGOs, international organisations, churches or other civil society actors that participate in the tripartite or quadripartite committees.

6.1.1 Governments and CPLP

For governments, the relevance of this particular project was underlined in two interviews with the consultative committee, a group of government representatives *not* directly involved in the project. They are high officers working at the embassies of Cape Verde, Mozambique and Brazil in Geneva, who agreed to monitor the project from a distance. They argue that the project is relevant for the following reasons:

- ~ It holds governments responsible for child labour and is a wake-up call.

²⁴ The presentation, including feedback from the groups, can be found in Annex IV.

- ~ It helps expose hidden child labour without confronting governments; this enables governments to admit it and take action against it.
- ~ It provides clear instructions for governments to follow: ratify ILO conventions 182 and 138; formalise the list of Worst Forms of Child Labour; present a National Action Plan; and activate labour inspection.
- ~ It mobilises social partners through joint capacity building activities with government officers, strengthening the government's position.
- ~ It provides a space for social dialogue within the country on an issue that is of clear common interest.
- ~ It supports government action through positive public awareness campaigns with the support of social partners and civil society.

The issue of relevance was discussed with government representatives during the in-depth interviews, as well as in their reaction to the presentation of the consultant. They agreed that the project is relevant, but they proposed to counterbalance the long term preoccupation with government procedures and legislation with some more immediate action to involve children themselves in promoting the elimination of child labour. The example of Cape Verde was inspiring in this respect²⁵. They proposed a telephone service to denounce child labour and to promote educational campaigns in the schools. In countries where school enrolment is not yet sufficient, such as Angola and São Tomé e Príncipe, the most effective measure seems to be enlarging the availability of quality education and to serving meals in the schools. In São Tomé e Príncipe a further step is getting children to avoid having to perform a double shift: working in the morning and going to school in the afternoon, or vice versa. Additional measures needed are which allow social care for women-headed families that cannot survive without the work of children and (2) cross country regulations to control international employers who disrespect the law or even illegal traffickers that use child labour.

For CPLP the project is relevant because it adds resources to their own campaign on child labour, launched in 2006 and effectively working since 2010. The fact that two projects are running simultaneously with the same key stakeholders could be a reason for conflicting interests, but the impression so far is that common interests dominate. The card of "conjugação" (confluence) is played whenever possible, to the satisfaction of all governments involved. Meanwhile, the CPLP shows added value in representing common recommendations in international organisations, motivating the Ministers of Labour, producing background material in Portuguese and offering training in the application of government procedures and the use of government instruments.

6.1.2 Employers

Nationally organized employers involved in the project seem to be the strongest allies for eradicating child labour. The project is relevant for them because the competition on the labour market will be fairer if government regulations are clear and enforced. They participated vigorously in the meeting, coming up with all kinds of suggestions and proposals. On the issue of relevance, they brought recommendations for the Associations of Entrepreneurs to increase the relevance of the project through direct activities:

- ~ Increase the general social responsibility of enterprises focusing on children and youth.
- ~ Create, adopt and promote a declaration against child labour to be signed by entrepreneurs and exhibited in the installations of their workplaces.
- ~ Stimulate public-private initiatives promoting learning-working agreements in enterprises with the aim of providing safe and useful job-preparation for youth.
- ~ Participate and collaborate with the assigned institutions to draft, adopt and disseminate labour regulations.
- ~ Organise and participate in events of the campaigns against child labour.

6.1.3 Labour unions

As expected, labour unions are convinced that the project is relevant especially for employers and governments. Yet most of them understand that it is their role to advocate specific measures. During the conference it was explained that a key role for labour unions would be to educate their members on the destructive effect of child labour for the economy of the family and community, since lower and middle class citizen are the ones who use the products of child labour the most. The project is relevant for them to make this mind shift. They proposed the following to keep the children in the picture:

²⁵ Remember that Cape Verde participated in another, perhaps more practical, regional ILO project as well.

- ~ Put pressure on their governments to approve National Action Plans, and monitor their implementation.
- ~ Organise seminars and training for members on child labour.
- ~ Include child labour in the presentations they give in schools and communities.
- ~ Distribute leaflets on child labour in their meetings.
- ~ Organise movie and theatre sessions on child labour in the communities.

6.1.4 Civil society

Civil society is not a key stakeholder in this project. At the conference, São Tomé e Príncipe groups were quite present however, and they expressed their disappointment at the lack of articulation between them and the governments on this issue. The Brazilian delegation introduced a strong plea to work with civil society, showing the good practice of the National Forum for the Prevention and Eradication of Child Labour (FNPETI), especially with the campaign *Caravana Catavento*²⁶. The representatives of Civil Society proposed to increase the relevance of the project by:

- ~ Valuing the work of NGOs and churches regarding child labour, as NGOs have provisions to assist this group in effectively quitting forced and dangerous labour situations.
- ~ Provide capacity building for NGOs, to link them with national and international developments enhancing the quality of their work.
- ~ Open space for NGOs and social organisations to play the role of advocates for children that are in a difficult situation without support from the government.
- ~ And, of course, receive the *Caravana Catavento* as a beautiful and powerful social mobiliser.

6.1.5 Brazilian stakeholders and the ILO

For the Brazilian stakeholders, all represented at the conference, the project is a priority for many reasons. In the first place, it is part of the preparations for the 3rd Global Conference on Child Labour in 2013 in Brasilia. Secondly, Brazilian development cooperation has invested in the project and this investment is a try-out for its Triangular Cooperation Policy (combining co-funding with capacity building by Brazilian government officers). Thirdly, civil society in Brazil is interested in extending their campaign to other countries. Finally, ILO-Brazil is interested in influencing the ILO with the knowledge and methodologies developed in Brazil.

It was thought a real risk that many interests would dominate in the management and guidance of the project, yet most of the conference participants when asked about this risk replied that they would wholeheartedly accept their dominance in exchange for the many interesting things that they could learn from them.

To increase the relevance of the project, Brazilian delegation proposed, along with the ILO:

- ~ Shared capacity building for local consultants on statistics using ILO standards in official documents and studies.
- ~ Shared capacity building (ToT) of trainers of labour inspectors.
- ~ Shared capacity building (ToT) of trainers for teachers in the ECOAR method.
- ~ Capacity building of journalists and production of media materials with involvement of CPLP.

6.1.6 Conclusions on relevance

The questions on relevance are: (1) Did the programme respond to the real needs of the participating countries? (2) Did the project reach the right stakeholders regarding commitment, competencies, position and absorption of support? (3) Was the project perceived as an enabling environment by governments, employers, workers unions and other civil society initiatives to combat child labour? (4) Did the strategy address the different needs and roles, constraints, access to resources of the participating countries? (5) Were there any emerging trends that the project responded to in order to increase its relevance?

The project has been continuously in touch with the needs of the participating countries and adapted its activities to these needs. Especially countries with relatively weak governments experience the project as a means of support that can enhance their position, rather than putting them in awkward situations.

²⁶ The dynamics of the *Caravana* were explained in the conference by a provincial delegate. The audience understood the relevance of the objectives: (1) organize public events to denounce the facts; (2) demand protection for working children; (3) propose assistance for families who cannot cope without child labour.

The stakeholders were much more diverse than only governments. It was clear from the start that governments would not and could not act alone on a problem so encrusted in all levels of society and the culture of these countries and in the conditions of poverty. Gradually, the need to involve civil society became stronger, which was anticipated by the project management and handled accordingly in the set-up of the last conference.

Due to the use of Portuguese as working language and a Lusophone style of communication, the participants in the project felt at ease expressing themselves and discussing contentious matters. The proposed steps and the meetings were considered an enabling environment.

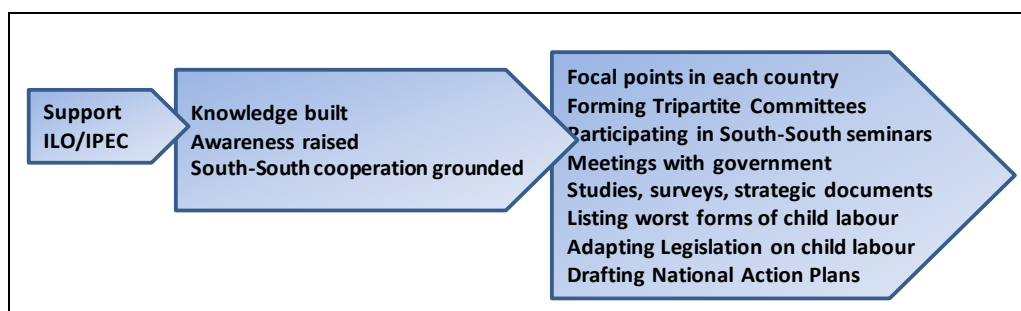
The management allowed for a variety of interventions to be reported as part of the project, increasing the awareness of ownership in the countries at the institutional level. The sum of these interventions is a well prepared institutional environment in each country.

Persistence on the objectives of the project, to make National Action Plans and to draft Lists of Worst Forms of Child Labour, is still needed as these are instruments to that involve the highest government levels. It builds on the institutional preparations done so far, and the mobilization of social support through public visibility is also needed for a last push. The upcoming Global Conference will speed up the process and the active involvement of the CPLP government in the project, skilfully facilitated through the diplomacy of ILO Portugal, will certainly make a difference at the highest level.

6.2 On effectiveness

The effectiveness of a project is defined here as the extent to which the objectives were achieved. To avoid confusion of logical levels, we can recall first what has been achieved *in the countries*, according to the indicators defined by the project. We've seen these results in Chapter 5. The table presented was validated by the participants at the conference. Most respondents could not discern what was the exact project that caused these results, as it was their *own* process. Despite their good performance, the desired National Action Plans were not developed. It is possible however that they will be approved before to April 2013 (the closing date for the donor ABC), or before to October 2013, when the government delegations at the highest level have to submit their action plans at the Global Conference on Child Labour in Brasilia, possibly together as the CPLP.

For evaluation purposes, the effectiveness should be evaluated on another logical level however, of the *project's* objectives. The objectives presented in the logical framework, especially the development of National Action Plans, are placed in more than one logical level. Technically the "immediate objectives" are not within the scope of influence of the project, and can therefore not be assessed as the projects effectiveness. The consultant found other main objectives formulated in the title: "*support countries through knowledge, awareness and South-South cooperation*". If one were allowed to redesign the project, the logic levels could be understood as follows:



The results mentioned in the second level in this drawing can logically be assessed as a direct result of the activities of the project.

6.2.1 Output 1: South-South cooperation cemented

South-South cooperation was strongly cemented in the three capacity building meetings with the PALOP countries, Brazil and the CPLP. The meetings were clearly perceived as an enabling environment by governments, employers, workers unions and other civil society initiatives to combat child labour. The cooperation between various stakeholders was enthusiast and forthcoming. It was reported that they felt deeply understood and that they could overcome defences on admitting the existence of child labour. The

country representatives report also on the confidence that the countries, however small, will not be left alone after the conference. Time and again the participants of the conference repeated that they are “a family”. The cross country meeting of employers was also mentioned as an important stimulus to continue their commitment to the cause. It can be concluded that the project was successful in forging and grounding Lusophone knowledge sharing and coordination.

6.2.2 Output 2: Awareness raised

Question: (1) Did the project reach the right stakeholders regarding commitment, competencies, absorption of support? (2) Was the project able to adapt sufficiently to the specific situation of the partners in the course of actions in order to keep and strengthen their commitment?

The Tripartite Committees have been formed in each country. They were the ones who come to the sub regional capacity building meetings, and they were always complete according to the trilateral requirements. In some cases an extra person was invited from a governments institute for children or from another ministry. The ILO contact persons were also present for each country. Civil society appeared en masse from the country where the conference was held, and participated freely and actively. The Tripartite Committees are stable and committed. The reports on their functioning are very positive. Their enthusiasm at the conference and their joint dedication to the elimination of Child Labour was heartening.

There are sufficient indications that the capacity of the participants in the project to understand their role has increased. One can observe how government representatives respect the special institutions created for combating child labour. They show up at meetings, attend international conferences, participate actively in discussions, communicate with their respective ministers and succeed in convincing them to go to public meetings on child labour. They are also interested in innovations proposed and communicate with colleagues from other ministries to find synergies. Moreover, they are able to explain why things are complicated in public administration. Some of them have taken a leading role and have become active networkers themselves, for example in Mozambique. Others rely on the information and guidance of the ILO contact person in their country or on their specialized institute for children’s issues, and ask them for assistance.

During the evaluation workshop participants commented on their own learning process as well. The governments noted that: *“the exchange of experiences means a strong support to us. We want to be united as Portuguese- speaking African countries, with the support of Portugal and Brazil. The application of international labour norms is essential to our countries, especially the 138 and 182 Conventions. We have to do this in dialogue, and civil society has to be included in the dialogue as well.”*

The representatives of the employers surprised the audience by changing their distant attitude to government issues into true commitment and enthusiasm. There are examples of their alignment with government initiatives in Cape Verde and in São Tomé e Príncipe; Mozambique and Angola could follow this example. They commented: *“our awareness has been raised that child labour is unacceptable; we will certainly comply with the rules for employment of the young; the exchange with experiences with other countries helps us to keep up our standards of social responsibility.”*

It was observed how representatives of the workers began understanding their own contribution to the process, and a few of them have taken a leading role, for example in Angola. They commented: *“Child labour is a multi-sector problem. We have to support our governments to eradicate child labour. It is important that children and young people discuss about it themselves. The Caravana Catavento motivates the social partners to become active. Measures to assist the poorest are needed, as this is at the root of child labour.”*

As for the second question, the project gradually introduced the actions of civil society as an important element to strengthen government actions. This was highly appreciated. We can observe that the knowledge sharing method used gave sufficient possibilities for all the partners to gain or give knowledge. Specific experiences of employers were shared. Specific experiences of Labour Unions were missing a bit.

6.2.3 Output 3 Knowledge increased

Questions: (1) Was the connection between the international conventions, the national sector policies and the commitment of social partners strengthened? (2) Did the project identify the particular capacities and constraints correctly, and handle the differences between the participants (in level of commitment, and in competencies) adequately in terms of facilitating the learning process? (3) Was the information, knowledge and learning facilitated by the project appropriate to the needs felt by the stakeholders?

The access to materials in the Portuguese language and the learning from Brazilian experiences and inspiration from innovations in other African countries was reported to be highly effective for the activities of the key stakeholders in the countries, and it promises to be even more effective in the efforts to extend legislation to other fields, such as family work in rural areas, informal work and exploration of children by international agents.

In the interviews all respondents observed time and again that it is very rewarding to learn from colleagues in other countries who are in the same position, and that the concepts explained by the ILO on why child labour is reproducing the chain of poverty has been a decisive eye-opener. They also explain that they would not be able to produce reliable and updated figures without the help of ILO experts.

An additional comment is that the methodology of knowledge transfer was through sharing good practices and commenting/applying in the own situation. It was not for training or instruction on tools and instruments. The participants were highly satisfied with that approach, that was interesting for all levels; they showed this also with their continuous and intense participation. It was recommended however that a cross-country training of trainers for specific issues could be necessary in the future, and CPLP has done it before.

6.2.4 Conclusions on effectiveness

The project has been effective in reaching a higher level of awareness on possibilities for action and self-confidence, in sharing relevant knowledge and in cementing South-South cooperation of the Lusophone countries. Going back to the logical framework, we can now also assess the extent of realization of its objectives:

OBJECTIVES	
Immediate objectives	Components
By the end of the project, National Action Plans (NAP) will be developed, revised or strengthened in the five PALOP countries.	Improved capacity of constituents and key stakeholders to understand their role in national efforts to combat child labour.
	National Action Plans developed, revised or strengthened in the five PALOP countries.
By the end of the project National Tripartite Committees or other consultation mechanisms will be active in addressing Child Labour issue in policy and in national legislation.	Increased capacity of selected government institutions and social partners to advocate for prevention of child labour at the national level.
	Strengthened provisions for child labour prevention within existing national legislation.

The following components have been realized:

- ~ Improved capacity of constituents and key stakeholders to understand their role in national efforts to combat child labour.
- ~ Increased capacity of selected government institutions and social partners to advocate for prevention of child labour at the national level.
- ~ National Tripartite Committees are formed, but they didn't propose changes yet in the national legislation.

The National Action Plans were not developed, revised and strengthened however. Asking on the reason why it didn't happen, there were various comments:

- ~ There are too many Ministries who have to go through the process before a National Plan can be drafted
- ~ We have only one National Plan (for Children) in which all these elements are integrated, why go to all the trouble again, competing with other objectives?
- ~ It is already in the legislation, no National Plan is needed; to change the legislation, no Plan is needed either.
- ~ The problem lies in family work in rural areas, in the informal sector and with child trafficking – and the Ministry of Labour has no right to take initiatives in those areas, so the Tripartite Committees are lamed.
- ~ A Plan is not attractive or visible, what is more urgently needed is better *enactment* of the existing laws, training and instructions for inspectors, the installation of sufficient schools to keep children from work, and the awareness building on the level of provinces and districts/municipalities.

- ~ It is a cultural thing: a Plan will not work out as long as poor people believe that they have no alternative other than sending their children help to get an income.

6.3 On efficiency

Questions on efficiency are: (1) Was the coordination efficient? (2) were the resources mainly used for designed purposes? did the project profit from some cost sharing in the cooperation with other organisations?

Theoretically the project cannot be efficiently managed and efficiency cannot be measured because there are no staff assigned to manage and coordinate the project.

In practice, however, the ILO did provide Portuguese-speaking staff at the Head Office, at ILO Brazil and in the PALOP countries. Without field staff from the project on the ground, the ILO premises in the participating countries have been used, in alignment with ILO strategies and country programmes on Decent Work. The coordination was done by one Portuguese speaking staff at headquarters, assisted for half a year by a young Portuguese speaking intern. From the description of the management activities in chapter 5, it can be concluded that the coordination activities were focused only on the key processes of project implementation. Local activities were not coordinated from headquarters. Instead, it became clear in the interviews with ILO contact persons and the focal points for child labour in the countries, that the contact persons assisted them effectively in an efficient, local setting, without extra costs.

The resources of the project were used for three sub-regional networking and capacity building meetings (50%); for the comparative study, a documentary and an internet portal (32%) as well as for local activities of the Tripartite Committees (18%). As the project description did not allocate resources to activities, a comparison with prior intentions cannot be made here.

The networking strategy showed some additional efficiency advantages in the sense of sharing resources. In Angola, the project could use the help of the EU financed TACKLE initiative to solve communication problems with Brazil. In Cape Verde and Guinea-Bissau the project worked in cooperation with others financed with Spanish cooperation. In Mozambique, the project established a network with UNICEF and in São Tomé with the UNDP. CPLP played a major role in providing Portuguese translations of materials at no extra costs. Care was taken not to become involved in the bureaucracies of international organisations, but to rely on local networks.

During the conference the consultant observed a high level of efficiency:

- ~ No time was wasted in procedures or logistical problems.
- ~ During the whole process one could observe the hard work (over hours) of all people responsible for the project, distributing papers on time, assisting with slide presentations, taking minutes.
- ~ The participants were continuously in the conference room and actively participating in all the sessions.
- ~ There was no money or time wasted on extra provisions: the participants had to pay their own expenses and there was no dispute over this.

A certain lack of respect was observed for the minutes. The minutes were quite incomplete, and when they were read loud no one seemed to listen. Apparently, the value of having a written track record of the project is not very well appreciated.

6.4 On sustainability

Questions on sustainability are: (1) Will horizontal capacity building continue after the project is finished? (2) Is the online portal sustainable? (3) How can the gains of the project be extended beyond its life time? (4) Are Tripartite Committees and National Action Plans sustainable mechanisms? (5) Are key stakeholders prepared to generate sufficient resources for the future?

The horizontal capacity building is guaranteed through the continuing and growing stream of activities of the Lusophone community aided by the CPLP. This has been explicitly affirmed in the interview with the CPLP delegate and ILO Portugal. It has also been asserted by the country representatives at the CPLP presentation in the conference.

The online portal is ready but has not been launched; for the time being, the project has a space in CIARIS. The portal will be the only way to share important documents, photographs, audio-visuals, news clippings and other publications easily. The management of this portal in the future has yet to be organized.

The consultative committee gave a complete answer to this question. The first guarantee for extension is, of course, the application of lessons learnt so far; this is already substantive. The development and approval of a National Plan for Prevention and Elimination of Child Labour needs further support, as well as the finalization of the Lists of Worst Forms of Child Labour, the public campaigns and visibility actions and the capacity building of the Labour Inspection and other inspectors who come across situations of child labour. In other words, the work is not finished and it will not get sufficient momentum to break through without some technical and international backing.

The Tripartite Committees seem to be sustainable because they are rooted in existing social structures. Their mutual cooperation is very positive and rewarding in all the countries: participants appreciate the added value of the other parties. The NAPs do not exist yet; the impression is that such NAPs would be sustainable once they are installed. Meanwhile, the time needed to install them could take very long, as argued in 6.2.2. Too long for the children to wait.

The government of Mozambique has allocated a budget in the Ministry of Labour for combating child labour. In Cape Verde there are resources allocated for various actions, among them for the National Board on Prevention and Elimination of Child Labour and the National Survey on Child Labour. A global update of the legislation has been laid down in the *Estatuto da Criança e do Adolescente*, to be approved in parliament. In other countries there are no budgetary provisions in place.

The participants in the conference proposed some other actions for fundraising:

- ~ NGOs and governments should release, together directly with national and international foundations, the necessary funds for concrete activities to eliminate child labour. Civil society should organize fundraising activities like sponsorship linked to cultural and sport activities. The government should create a trust fund to help children that are affected by child labour and actively seek international support for this fund.
- ~ The governments should allocate part of the taxes charged on hazardous enterprises towards activities to eliminate child labour. The government could also charge the offenders on the prohibition to employ children and use the money for activities to eliminate child labour. The governments should include a provision in commercial law that allows a fiscal advantage to enterprises engaged in activities to eliminate child labour.

The CPLP should look for resources in private-public partnership with the CPLP confederation of employers.

7. Lessons learnt and innovation

7.1 Seven lessons learnt

In this chapter the seven most important lessons learnt are expounded. The input for this chapter comes from a recollection of lessons mentioned before in this report and a special teleconference on this subject with the project coordinator.

The first lesson considers the concept of the project; to organise and mobilise the energy of Portuguese speaking countries for the elimination of child labour. This has been an inspiring idea and the support of USDOL to realise it was immensely appreciated by all the stakeholders, since it helped them overcome all sorts of organizational constraints and allowed them to obtain remarkable results in common-learning and policy making. The policies in Portuguese speaking countries rely not only on the same language, statistical frameworks and the same structures of public administration. They also cherish the same basic norms and values on social communication and ways to induce social change. *“It is difficult to avoid blaming and shaming defences when you work country per country. If you put them together, they will be encouraged to acknowledge the gravity of child labour in their country. And they learn how to insist to their own government structure on getting things done.”*²⁷ The involvement of Timor Leste (for the first time on the last conference) was also commented as an important step forward.

The second lesson is that the formulation/design of the project did not align very well with the concept of the project. The mechanisms of South-South cooperation, a Triangular agreement, a language community, the policy influencing purpose, and the networking, capacity building, visibility methodology were not grasped in the usual framework of project descriptions and project reports. Rather than stricter compliance to the rules of project formulation, this lesson shows that a more transparent and open project formulation style in which the logic of social change on solving intricate problems is key. Therefore, the role of stakeholders as change agents needs to be given due attention. It is possible, and the project as formulated by ABC is an example on how this can be done.

The third lesson is that the appointment of facilitating agents in the countries was fundamental to get things done, and it did not involve high costs. Especially in countries like Angola, Mozambique and São Tomé e Príncipe, where no former projects on child labour had been carried out, the agents succeeded in mobilising the right people and even supporting them with advice at the right moment. This lesson is also a warning to the Brazilian groups involved in the project. They should give a lot of space and support to local facilitators, and avoid forming a block together as “those who know”, because there are many local conditions and situations that they do not know. Budget is needed for local facilitation and local meetings.

The former point illustrates that flexibility to use pocket money to grasp opportunities as they arise rather than paying for things that are already covered by other international projects or not moving anyway, is a positive experience. This requires, of course, a great deal of trust in the coordination of the project, but this trust pays off. This is possibly the most cost-effective way of dealing with policy and advocacy-gearred projects that depend on external circumstances and on political momentum to be effective. A very encouraging message is that in some countries, like Mozambique and Cape Verde, the government has already allocated a budget for the elimination of child labour. This is, ultimately, the best way to make the project sustainable.

The fifth lesson is that the role of the international headquarters in lobbying for this project at the highest government levels of CPLP and Ministries of Labour is essential. Normally, the position of the key stakeholders in the countries is not high enough or not firm enough to influence policies immediately; they present the issues but need receptiveness at higher levels. And the highest level is certainly better mobilised through their common interest in the CPLP. The impact of South-South cooperation does not come only from learning from each other’s experiences, it also involves some benchmarking and common political perspective.

Lesson number six refers to the involvement of civil society, alongside social partners. It was seen that it is necessary to increase the relevance of the project for the final beneficiaries, the working children. Government meetings, documents and laws are not sufficient to incite social change, and many social actors continue to reproduce the problem of child labour outside the reach of the governments. Children are put to work by their

²⁷ Interviews with CPLP officers.

own families, are employed illegally by international groups that are difficult to catch, there is child trafficking and there is informal labour on the markets. A broad social movement will help and efforts of civil society to join forces with governments as well as the public commitment of progressive entrepreneurs and forward looking labour union leaders should be welcome.

And the last important lesson is that the lists of Worst Forms of Child Labour and the National Action Plans are not a final reflection of the changes needed – and they will still take a lot of time to be concluded. It *has* to trickle down soon to the practical level of labour inspection at the level of municipalities or districts to actually set children free. In engineering projects there are always things that have to be finished before other things can start, they form a so called critical path. But in social change constraints a critical path can be overcome by small wins or pilots, which success will eventually reciprocate on the constraint, giving it a pull (instead of a push). That is why training of trainers for labour inspectors and horizontal capacity building on the level of inspection policies would be a necessary next step in this project, even when National Action Plans are not yet fully developed.

7.2 Innovations

7.2.1 *Trilateral cooperation between USDOL and ABC*

The questions on trilateral cooperation are: (1) Did the partnership between ILO, USDOL and ABC contribute to the impact of the project? (2) What are the implications of the experience of the USDOL-funded elements being combined with the programming of the ABC-funded elements? (3) In which areas has the South-South modality specifically contributed to outcomes of the project?

The consultant evaluated only the USDOL project. The trilateral cooperation, theoretically, starts in the project funded by ABC, which has the same project title but a different project description. In practice, however, inputs from both donors have been complementary in the development of the project, especially in the capacity building part, for example through the input of civil society. In this way, the project is an experiment with fluid boundaries and important advantages, of which the most important is the combination of resources for the process of constituting Tripartite Committees and producing National Action Plans with resources for South-South capacity building and involvement of civil society, all of them part of one strategy.

The implications are not yet clear. What the consultant could observe however, is a difference in working style. It is not in the evaluator's capacity to judge what the best approach is. The only recommendation here is that both donors should extend and deepen their dialogue on alternative or best ways to finance these kind of projects together, harvesting the strengths from both sides.

The project is perhaps not the right example of applying the South-South modality. What has actually been applied is a Common Language modality. The impressive technical and motivating advantages of this modality has been explained in lessons learnt nr. 1. From the perspective of South-South a few things were observed that could be improved: a predominantly Brazilian style of capacity building in the conference (aimed at strengthening commitment but not fine tuning on the actual constraints); and South-South exchange actually not being encouraged, as the working groups were composed of delegations *per country*.

7.2.2 *Good practices*

The questions on good practices are: (1) Which good practices and strategies could inform future multi-country child labour elimination projects? (2) Which emerging trends should the project respond to in order to increase the relevance and impact? (3) Did the project coordinate and collaborate with child-focused interventions supported by other organizations?

Some interesting good practices were listed, in collaboration with congress participants, that could be applied in other countries and used in future projects:

- ~ The networking, capacity building and visibility approach of the project (see chapter 5.1).
- ~ Learning in dialogue, reflecting upon best practices in other countries (see chapter 5.1).
- ~ Having a facilitator in each country to assist the government officer and the Tripartite Committee in their work (see chapter 5.2.2).
- ~ The confluence of many different stakeholders in the implementation of the project (see chapter 6.1).

There were other best practices developed in the countries and shared in the horizontal capacity building meetings:

- ~ The Brazilian movement *Caravana/Marcha Catavento*.
- ~ Commitment ritual in the meetings, for example accepting the pinwheel in hands publicly.
- ~ Adding civil society to the Tripartite Committees (STP).
- ~ An observatory or data base on child labour (Mozambique).
- ~ Theatre play for street theatre inspired on the Vida Maria film (Cape Verde).
- ~ The installation and use of a Children's Parliament (Cape Verde).

The question on emerging trends has been answered in chapter 6.1, while discussing the relevance of the project. The priorities to be prepared for are the training of labour inspectors and the upcoming Global Conference on Child Labour.

The project used all opportunities to work together with partners and to collaborate with other ongoing projects, as was explained in chapter 3.1.

8. Conclusions and recommendations

Finally, in this chapter the main conclusions and recommendations are laid down. The intention is to be concise and sharp and not to repeat in detail what has been explained in former chapters. Therefore, reference to the chapters is included. The conclusions are presented in reverse order to the table of contents

8.1 Conclusions

Innovations (reference: chapter 7.2)

- (1) The Trilateral Cooperation in this project is an experiment with two donors supporting related projects. Through this confluence it became possible to combine support to the process of constituting Tripartite Committees and producing National Action Plans in African countries with support for horizontal capacity building and involvement of civil society. The combination was interesting and produced good results. The project is perhaps not a useful example of applying the South-South modality. What has actually been applied is a Common Language modality (reference 3.1).
- (2) The methodology of the project has been innovative. It combined networking, horizontal capacity building and social visibility to encourage social change for an intricate problem (reference: chapter 5.1).
- (3) Project coordination was an efficient mix of different actors. There was a central coordination point at the ILO headquarters, ILO offices in Brazil and local ILO facilitators in the countries. The regional ILO offices contributed to the process, but could not fulfil a coordinating role because of language and distance constraints (reference: 5.2.2).
- (4) The confluence of different stakeholders in the implementation contributed to the relevance and effectiveness of the project (reference: 6.1)
- (5) The conference allowed the introduction of the civil society mobilisation initiative *Caravana Catavento* from Brazil, which was greatly appreciated by stakeholders for its good practical results and its applicability in the other countries.
- (6) The participating countries exchanged some practical innovative awareness raising instruments: (1) Commitment rituals in the meetings, for example accepting the pinwheel in hands publicly (Brazil); (2) adding civil society to the Tripartite Committees (STP); (3) the idea of an observatory or data base on child labour (Mozambique); (4) stimulating theatre plays for street theatre inspired on the *Vida Maria* film (Cape Verde); (5) setting up a Children's parliament (Cape Verde) (reference 7.2)

Lessons learnt (reference: chapter 7.1)

- (7) The multi-country design of the project has been effective in attracting policy-making actors in countries with the same language and to break down defences on disclosing the situation of child labour in their country. Government representatives were given a mandate, but not all were leading. The local facilitators and the meeting with colleagues from other countries contributed to a greater understanding of the issue and of the mechanisms to increase handling space in their country.
- (8) The traditional project format, based on the description on discrete activities, was not very helpful to describe a policy influencing project on many levels with an open-ended learning processes. Being explicit on the needs analysis and the applied methodology could bring important improvement.
- (9) The appointment of facilitating agents in the countries in a centrally coordinated project contributed to the effective functioning of the Tripartite Committees and to the efficient organisation of the sub-regional meetings.
- (10) Flexibility in budget allocation has been a condition conducive to efficiency.
- (11) International lobby and networking, combined with the local preparations of policy development, proved to be essential to get sufficient leverage. The embassies of Mozambique, Cape Verde and Brazil in Geneva and the Community of Portuguese-Speaking Countries in Portugal have been an important source of support for the project.
- (12) The involvement of civil society and social partners is necessary to increase the relevance of the project for the final beneficiaries, the working children.
- (13) Policy development on child labour is still too slow to show results. The process can be accelerated directly at the practical level through pilot programmes and at the municipality or district level through outreach and the implementation of labour inspection policies.

Sustainability (reference 6.4)

- (14) The expected sustainability of this project is satisfactory.
- (15) Arguments for the affirmation are (1) that horizontal capacity building is guaranteed through the continuing and growing stream of activities within the Lusophone community, through the CPLP; (2) the online portal assuring the availability of the project gains after the project ends; (3) the commitment to apply the lessons learnt so far; (4) the mandate of the Tripartite Committees and their effective functioning so far. (5) the allocation of government budget for the elimination of child labour in Mozambique (6) the installation of a consultative committee on child labour in Cape Verde.
- (16) The project is not yet completed. Further support is still needed for the completion of the Lists of Worst Forms of Child Labour and the development and approval of a National Plan for Prevention and Elimination of Child Labour, as part of part of the project's objectives.

Efficiency (reference: 6.3)

- (17) The efficiency of the project has been high.
- (18) The coordination activities were focused only on the key processes in the project implementation. Local activities were coordinated by low cost local facilitators. The available resources were used for global capacity building meetings (50%); for a comparative study, documentary and an internet portal (32%); and for local activities of the Tripartite Committees (18%). Sharing of resources was done with the EU financed TACKLE projects, the projects financed through Spanish cooperation, the UNICEF and UNDP offices, and with CPLP. During the conference the consultant observed a high level of efficiency.

A point of attention in efficiency is the track record of the Project. The reports from conferences and from meetings are not complete and not easy to find and to access.

Effectiveness (reference 6.2)

- (19) The project achieved the following objectives: a stable South-South learning community formed; awareness raised among government representatives and social partners in all countries; access opened to specific knowledge on international and national conventions, agreements and data on child labour.
- (20) The project has been highly effective on the mobilisation of government and social actors and stakeholders; it has been less effective on the development of National Action Plans (NAP) and in adapting national legislation to combat the Worst Forms of Child Labour.

Relevance (reference 6.1)

- (21) The relevance of the project is high for all its stakeholders: ILO, CPLP, ABC, USDOL, the Forum (*Caravana Catavento*, Brazil), the Preparatory Committee for the 3rd Global Conference on Child Labour, the Tripartite Committees in the countries and the institutes for child policies ICCA (Cape Verde) and INAC (Angola). The project answered to the needs of the participating countries.
- (22) There is a risk that the high stakes for so many organisations leads to a loss of relevance for the end beneficiaries, the working children, if all attention rests on policy development and legislation, which will still take a long time to conclude.
- (23) Currently, the drafting of the Lists of Worst Forms of Child Labour is still very relevant, especially for the development of a labour inspection policy. However, to persist on one of the objectives of the project, the development of a National Action Plan, may be relevant to some countries, but not to all.

Project implementation (reference: 5)

- (24) The project implementation happened simultaneously at the international, country and sub-regional levels.
- (25) The ILO offices and the project coordinator facilitated, through networking at the international level, the involvement of the CPLP and the awareness of the projects' objectives of Ministers of Labour in the participating countries, which in turn enabled the appointment and mandate of local focal points and the installation of the Tripartite Committees. Some constraints in project implementation were solved by the installation of a consultative committee in Geneva.
- (26) The project coordinator and ILO in Brazil designed the capacity building strategies for the sub-regional meetings.
- (27) A great variety of results have been realized by the projects' actors in the relevant countries, such as
 - ~ National studies on child labour.

- ~ Strategic documents to influence national policies.
- ~ Meetings between governments, labour unions and employers associations.
- ~ Specialized Institutes created for the prevention and elimination of child labour.
- ~ Participation of social partners in capacity building events .
- ~ Establishment of focal points for child labour in the countries.

Some planned results on country level have not been completed yet:

- ~ Finalization of the Lists of the Worst Forms of Child Labour.
- ~ Dissemination of legislation on child labour.

Project design (reference: 4)

(28) The project design was inadequate for this kind of project.

(29) The logical framework looks relatively logical and coherent at first sight, but there were too many different indicators and activities introduced that are loosely related to the objectives. A concise explanation of the problem/needs and the approach as a logical answer to that were missing (reference: 4.1). The planning is not logically related to the actual implementation of the project; the task division based on mutual responsibilities of the many stakeholders is missing. Project reports are quite dense, detailed and difficult to comprehend (reference: 4.2). The external factors are acknowledged in the project description, but mitigation measures are missing (reference: 4.3) . There is a fair description of sustainability (reference 4.4). A methodological explanation of Trilateral Cooperation and South-South capacity building are missing (reference 4.5).

(30) The description of gender analysis and a gender approach are missing. The gender distribution in the Tripartite Committees is balanced and gender disaggregated data collection has been presented.

8.2 Recommendations

The consultant has described the purpose, activities and implementation of the project in such a way, that a common understanding can emerge and from this common understanding recommendations for the future will be formulated. Despite this being a final evaluation, the consultant will pretend (and believes) that a continuation of the work is possible and that recommendations can be used to make it stronger in order to reach its final destination, the elimination of Child Labour in the Lusophone countries.

Recommendations for ILO/IPEC and ILO/EIA

R1. The main strength of the project has been the solidarity of all ILO offices involved and their ability to work together, communicate and be flexible when their services are (no longer) required. It is recommended to cherish this attitude and continue along this line: it is efficient, effective and it generates energy.

R.2 Another strength in policy development has been the ILO principle that imposes cooperation between governments and social partners. The project shows that the involvement of civil society has an added value that should be considered in the continuation of the project.

R.3 The weak point in the project has been the project description. Other formats could be developed to prepare financial requests and planning for projects that are policy-oriented. The format used by Brazil could be an inspiration. In the common format, three things could be improved in the presentations: a clear problem analysis; a creative methodology to reach results in difficult circumstances; assigning project activities to actors in order to come forward with a realistic work plan with reasonable staffing.

R.5 The consultant recommends introducing user-friendly monitoring instruments, like a simplified list of concrete indicators, to be used not only by the donor, but by the other stakeholders in the cooperation as well.

R.6 It is recommended as well to intensify the cooperation with CPLP as a language community for horizontal learning, especially in training of public officers for inspection and data collection. Their capacity is complementary to the competencies of Brazil.

Recommendations for USDOL

R5. The flexibility in how to spend resources benefited the efficiency of the project. It is recommended to continue on this line, whenever policy projects are concerned. However, the handling costs for the project are high, and would justify a guarantee that sufficient coordinating staff with clear job descriptions is made available for this contribution to go through.

R6. The trilateral cooperation with Brazil is an experiment that brings many advantages, especially for their mobilising capacity and social change methodology. A close dialogue on the modalities and responsibilities between the partners is recommended to monitor this experience and mitigate some risks (explained in the suggestions to ABC below).

R7. The project has not yet been completed; support is still needed to push for Lists of Worst Forms of Child Labour before the next Global Conference on Child Labour in 2013. It is recommended to look for possibilities to extend the project until its completion, possibly combining it with new challenges: (1) the updating of labour regulations to include the exploitation of children in informal labour, family labour, prostitution and trafficking and (2) the training of labour inspectors, with assistance of the CPLP.

R8. The weak point in the project has been the project description. Other formats could be developed to prepare financial requests and planning for projects that are policy-oriented. The consultant recommends a user-friendly monitoring instrument, like a simplified list of concrete indicators, to be used not only by the donor, but by other stakeholders in the cooperation as well.

Recommendations for the Project Coordinator

R.9 Use the time left in the project to publish the Comparative Study and support the fast approval of the Lists of Worst Forms of Child Labour.

R10. Draw a request for an extension of the project, adapting it to the lessons learnt and including the update of labour legislation and training of labour inspection as activities to be supported.

R11. Share the costs and management of training with CPLP

Recommendations for countries

R12. Governments should look for support and resources to get the List of Worst Forms of Child Labour approved, public visibility campaigns facilitated, data collection improved and training given to Labour Inspectors.

R13. It is recommended that the Tripartite Committees in the countries discuss the possibility of adding civil society to their group and to schedule advocacy meetings with other relevant sector ministries.

R14. To run the movement of the Caravana Catavento that came from Brazil to Africa, resources have to be found for expenses connected to the initiative, such as meetings with young people and public events. The consultant recommends the representatives from the countries to start fundraising, according to the ideas proposed during the conference:

- ~ National and international foundations.
- ~ Sponsorship linked to cultural and sport activities.
- ~ A trust fund with international support (from private sources or labour unions).
- ~ Resources of private-public partnerships of employers' associations who are members of the CPLP confederation.

Suggestions for ABC and ILO Brazil

It is outside the scope of the evaluation to issue recommendations for ABC and ILO Brazil. However, some suggestions will be given, since their contribution to the project is vital.

Firstly, the advantages of trilateral cooperation with USDOL are huge. Strengths can be combined and weaknesses overcome. A close dialogue on the modalities and responsibilities between the partners is recommended to monitor this experience and make it the beginning of closer cooperation.

The long experience of Brazilian partners with methods of learning in social change has been an unmistakable strength in this project. It has impacted motivation and social change processes in situation of complex, intricate social problems. It would be a solid gain to formalise and explain this methodology, specifying in which situations it is applicable.

It should be noted that a weakness in the Brazilian contribution in this project was the tendency to grow an aggregation of roles in a closed circle of people. This entailed the risk that the Brazilians would become too dominant and that they would disregard the contributions of the Portuguese and African actors. It is

recommended to organise a moment of true reflection with partners from other countries, analysing their needs and constraints, to look for ways to address their problems and to enhance their role in the process.

The project is not completed; support is still needed to push for Lists of Worst Forms of Child Labour before the next Global Conference on Child Labour in 2013. It would be important to look for possibilities to extend the project until its completion, possibly combining it with new challenges: (1) the updating of labour regulations to include the exploration of children in informal labour, family labour, prostitution and trafficking and (2) the training of labour inspectors, with assistance of the CPLP.

Annexes

ANNEX I – References

ANNEX II – Interview Format

ANNEX III – List of interviews

ANNEX IV – Slide presentation

ANNEX V – List of planned activities

ANNEX VI – Terms of Reference

ANNEX I - References

Not ready, will be delivered in the final draft.

ANNEX II - Interview format

AVALIAÇÃO FINAL DO PROJETO IPEC/PALOP, FICHAS PARA AS ENTREVISTAS I

Este questionário é anónimo. Para melhor compreensão, por favor preencha alguns dados pessoais:

- País
- Representa o governo, os empregadores, os trabalhadores, ONG's ou organismo internacional?
- Esteve envolvido no desenho do projeto?
- Esteve envolvido na implementação do projeto? Dê um exemplo, por favour

Qual é a sua percepção do projeto?

- Forte
- Poderia ser melhor

Dê um exemplo, por favour:

Na sua opinião, explique de que forma o projeto contribuiu para o combate ao trabalho infantil no seu país (estratégia).

- Em seu país, qual seria a maneira mais efetiva de se integrar a questão do trabalho infantil nas políticas e na legislação nacionais?
- A seu ver, qual foi a estratégia/abordagem aplicada pelo projeto em questão?

Por favor, marque abaixo as opções com as quais estiver de acordo:

- A entrada do projeto acelerou o processo
- A entrada do projeto complicou o processo
- O projeto ajudou a focalizar mais as actividades já em curso no país
- O projeto dispersou as actividades já preparadas
- O projeto introduziu novas ideias e actividades
- O projeto repetiu o que já se fazia
- O projeto capacitou os responsáveis no país
- O projeto concorreu com as actividades dos responsáveis no país.

Indicadores

Quais produtos facilitados pelo projeto foram os mais decisivos no caso do seu país? Favor marcar os 3 mais importantes.

- Estudos nacionais sobre trabalho infantil
- Listas das piores formas de trabalho infantil
- Documentos que possam incidir sobre políticas nacionais
- Reuniões entre governo, empregadores e trabalhadores sobre trabalho infantil
- Instituições criadas para combater trabalho infantil no seu país
- Participação de parceiros sociais em seminários de capacitação
- Estabelecimento de pontos focais de trabalho infantil
- Estudos sobre legislação adequada disseminada
- Outros, por exemplo:

Como avalia a cooperação (partilha de experiências) entre os PALOP para a efetividade do projeto?

- Pertinência: dê uma nota entre 1 (fraco) e 10 (excelente)
- Realização: dê uma nota entre 1 (fraco) e 10 (excelente)
- Pontos a melhorar, por favour, dê um exemplo.

Como avalia a cooperação com o Brasil?

A cooperação com o Brasil apresenta alguma valor agregado? Marque:

- Linguagem própria e apropriada em Português
- Cooperação nas campanhas públicas de sensibilização
- Conhecimento de estratégias de advocacia e prevenção
- Métodos de capacitação

- Outros, por exemplo

Como avalia o apoio da OIT?

Na sua opinião, as suas atividades e o trabalho dos interlocutores do projeto em sua instituição apoiadas pelas unidades da OIT?

- OIT internacional/Genebra
- OIT Portugal
- OIT no seu país (se houver)

Poderia dar um exemplo onde este apoio foi decisivo?

Pode-se estabelecer o que o projeto realizou em concreto?

Veja, abaixo, a lista de atividades planeadas pelo projeto no começo de 2011. Quais se realizaram segundo a sua informação? Basta indicar com um "x" as atividades que julga terem sido realizadas. Não há necessidade de explicar.

1. Capacitação para elaboração de Planos Nacionais de Ação (PNA) contra o Trabalho Infantil

- Mapear os mecanismos de consulta tripartidos existentes em cada país
- Identificar as principais instituições governamentais que lidam, ou deveriam lidar com o trabalho infantil; e mapear os mandatos, orçamento, estrutura e papel nas atuais políticas/planos de desenvolvimento nacional/regional em cada país
- Realizar estudos ou análises documentais sobre os esforços para integrar o trabalho infantil nas políticas relevantes em cada país com base em outros semelhantes realizados no Brasil, e um estudo comparativo sobre a aplicação das convenções, recomendações e legislações nacionais dos cinco países para identificar e trabalhar para resolver qualquer lacunas jurídica relacionadas ao trabalho infantil.
- Organizar eventos nacionais para divulgar as análises documentais/ estudos e avaliar as maneiras de avançar ligando com as políticas de desenvolvimento existentes ou PNA.
- Organizar uma reunião tripartida com os cinco países com as contrapartes brasileiras para discutir os papéis dos constituintes em cada país para atingir a meta de 2015, para erradicar o trabalho infantil nas suas piores formas.

2. Elaboração dos Planos Nacionais de Ação

- Analisar e rever os papéis e as responsabilidades dos stakeholders nacionais para a implementação efetiva do Plano de Ação Nacional e /ou DERP.
- Realizar reuniões regulares com os constituintes para acompanhar os resultados e os compromissos estabelecidos nas reuniões nacionais e sub-regional.
- Elaborar e redigir Planos de Ação Nacionais para combater as piores formas de trabalho infantil e desenvolver uma estrutura para a sua implementação ou para prestar assistência técnica aos constituintes nacionais para atualizar o Plano de Ação Nacional com a colaboração de instituições chaves brasileiras.
- Fornecer orientações para a integração do trabalho infantil nas políticas nacionais relevantes.
- Facilitar a coordenação interinstitucional na implementação do Plano de Ação Nacional e / ou DERP e melhorar o papel do Ministro do Trabalho no contexto nacional
- Desenvolver dispositivos institucionais (como o Comissão Nacional e / ou Unidade de Trabalho Infantil), conforme adequado com a assessoria do FNPETI e/ou CONAETI do Brasil.

3. Capacitação dos parceiros sociais em protagonismo contra e prevenção do trabalho infantil

- Fornecer formação aos representantes de governo e das organizações dos trabalhadores e das organizações dos empregadores e os principais stakeholders em cada um dos PALOP sobre a aplicação das leis, tendo em consideração as experiências brasileiras (inspeção do trabalho, as instituições relevantes de monitoria como recurso nas formações).
- Envolver as organizações nacionais dos trabalhadores e dos empregadores no diálogo e advocacia sobre o trabalho infantil no país e dentro dos PALOP, trazendo os parceiros sociais brasileiros ativos.
- Estabelecer um mecanismo especial de divulgação baseado na internet para as instituições dos cinco países compartilharem as suas práticas dentro do Portal da Comunidade 12to12.

4. Legal provisions for child labour prevention

- Providenciar suporte técnico para a elaboração ou a revisão da lista das ocupações perigosas para as crianças com base na experiência brasileira e em colaboração com as instituições-chave do Brasil.
- Realizar estudos ou análises documentais sobre os esforços para integrar o trabalho infantil nas políticas relevantes em cada país com base em outros semelhantes realizados no Brasil, e um estudo comparativo sobre a aplicação das convenções, recomendações e legislações nacionais dos cinco países para identificar e trabalhar para resolver qualquer lacunas jurídica relacionadas ao trabalho infantil.
- Promover a discussão e divulgação da análise documental comparativa com a participação de importantes instituições nacionais como o Parlamento
- Apoiar a capacidade dos constituintes para elaborar os relatórios sobre as Convenções da OIT n.º 138 e 182

ANNEX III - List of interviews

<i>Stakeholder</i>	<i>Country</i>	<i>Function</i>	<i>Interview done with</i>	<i>Date</i>
Civil Society	São Tomé	Assembleia Nacional, consultora de estudo UNICEF, iniciativa ARCAR	Elsa Pinto e Balbina Trindade	121204
Consultative Ctee	Mozambique	Labour & Social Affairs Officer Embassy HE	Juvenal Arcanjo Dengo	121203
Consultative Ctee	Cape Verde	Embassy HE	Alcides Barros (by e mail)	121207
Countries/gov	Angola	Chefe do Dep de Regulamento do Trabalho	Sebastião Eduardo Neves	121202
Countries/gov	Cape Verde	Diretor do ICCA	Jairson Gomes	121204
Countries/gov	Mozambique	Ministério do Trabalho	Nordestina Felicidade e Sitole	121205
Countries/gov	São Tomé	Focal Point ILO/IPEC in São Tomé	Lurdes Viegas Pires dos Rodrigues	121206
Countries/gov	Guinea-Bissau	Labour office	Florentino Dias	121214
CPSC	Portugal	Cooperation Director	Manuel Lapão	121203
Donor / USDOL	USA		Mary Francis Margareth Howard	121127
Donor/ABC	Brazil	ABC representative	Cecilia Prado	121202 121207
Employers	Cabo Verde	Sotavento Commercial Association (ACS).	Dinasteia Curado	121202
Employers	São Tomé	The Chamber of Commerce, Industry, Agriculture and Services (CCIA)	Ester Tomé Will	121205
External	São Tomé	Departamento de Pequenos Projetos	Isilda Pinto	121206
ILO	Guinea-Bissau	ILO specialist CL Dakar	Vera Perdigão	121214
ILO HQ	Switzerland	Evaluation Department	Peter Winchmand	121123
ILO/IPEC	Angola		Gaspar Estevão	121202
ILO/IPEC	Portugal	Focal Point for Child Labour	Sofia Oliveira	121202
ILO/IPEC	International	Project coordinator	Pedro Americo Furtado de Oliveira	121128 121211
ILO/IPEC/Civil Society	Brazil	Representative OIT and representative of the Brazilian National Forum for the Prevention and Eradication of Child Labour	Renato Mendes	121204
Workers others	Angola	The National Union for the Angolan Workers (UNTA)	Maria Luisa Alexandre Silva	121204
Workers São Tomé	São Tomé	National Workers' Organisation of São Tome and Príncipe	Emilia Rodrigues	121203

ANNEX IV Slide Presentation

(see separate PDF file)

ANNEX V – List of planned activities

ACTIVITIES OF THE PROJECT	
Capacity building on National Action Plans	
Activities planned to improve the capacity of constituents and key stakeholders to draft National Action Plans:	
	Map out existing tripartite consultation mechanisms in each country.
	Identify key government institutions dealing with children's affairs and indicate mandates, structure, budget and role in existing national/regional development policies and plans in each country.
	Conduct research, studies or desk reviews on efforts to mainstream child labour into relevant policies.
	Organise national events to disseminate studies and evaluate ways forward in linking with existing development policies or NAP.
	Organise a five country tripartite meeting with Brazilian counterparts to discuss constituent's roles in each country in achieving the 2015 goal of ending child labour in its worst forms.
Development of National Action Plans	
Activities planned to support the drafting of the National Action Plans:	
	Review and revise the roles and responsibilities of national stakeholders for the effective implementation of the National Action Plan and/or PRSPs.
	Hold regular meetings with constituents to follow up on outcomes and commitments established in the national and sub-regional meetings.
	Prepare or update and disseminate national lists of hazardous occupations for children.
	Elaborate and draft National Action Plans to combat the worst forms of child labour and develop frameworks for their implementation or provide technical assistance to national constituents to update the National Action Plan.
	Provide guidance for mainstreaming child labour into relevant national policies.
	Facilitate inter institutional coordination in the implementation of the National Action Plan and/or PRSPs and improve the role of the Minister of Labour within the national context.
	Develop institutional arrangements (such as the National Steering Committee and/or Child Labour Unit) as appropriate.
Capacity building of social partners on advocacy and prevention	
Activities planned to train social partners (including government) to address national policies and legislation:	
	Provide training to representatives of government and workers' and employer organisations and key stakeholders in the PALOP countries on the application of laws, taking into consideration the Brazilian experience with labour inspection and monitoring.
	Engage national workers' and employer organisations in dialogue and advocacy on child labour in the country.
Offering legal provisions for child labour prevention	
Activities planned to share knowledge and define what needs to be legislated	
	Provide technical support to the development or revision of the list of hazardous occupations for children.
	Develop a comparative study on the application of the Conventions, Recommendations and national legislation of the five countries to identify and work to address any legal gaps related to child labour.
	Foster discussion and dissemination of the comparative studies with the participation of key national institutions such as Parliaments.

	Support constituent's capacity to elaborate reports on ILO Conventions No. 138 and 182.
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ANNEX VI - Terms of Reference
(see separate PDF file)
