

Ex post evaluation – Burkina Faso

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Sector: Government and civil society (CRS Code 15160)
Project: Human rights/Combating child labour and child trafficking, Phase II, BMZ No. 2005 66 083*
Programme executing agency: Ecobank Burkina Faso SA



Ex post evaluation report: 2014

		Project (Planned)	Project (Actual)
Investment costs (total)	EUR million	2.10	2.10
Own contribution	EUR million	0.10	0.08
Funding	EUR million	2.00	2.02
of which BMZ budget funds	EUR million	2.10	2.02

*) Projects in 2014 random sample; EUR 0.2 million was provided from Phase III

Description: The FC programme was implemented as a cooperative programme with the 12-year TC project series "Human rights/Sexual health" in the area of "Sexual health and promoting human rights". The key FC measures were aimed at improving education opportunities (school meals, scholarships for attending school) and at income-generating measures for parents to finance their children attending school. The programme-executing agency is the Ecobank Burkina S.A, which established a separate body, the Fonds Enfants (Children's Fund), to implement the activities.

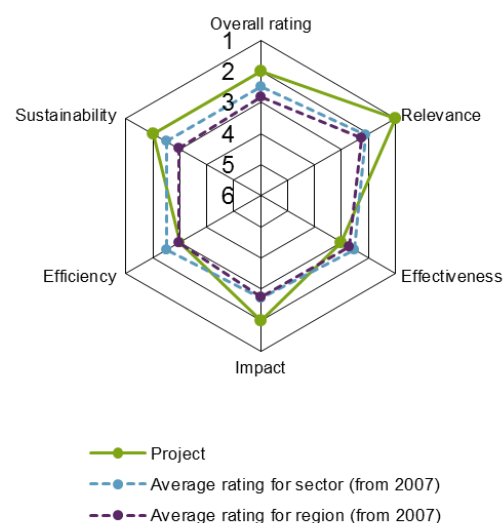
Objectives: The overarching objective of the programme was to ensure greater observance of the basic rights of children and young people, particularly with regard to child trafficking and the worst forms of child labour. The cooperative programme had four programme goals: (a) Better information provided to children and young people, their parents as well as key local people regarding the risks of child labour migration, the worst forms of child labour and the rights of children (b) Creating better development opportunities for potential victims of child trafficking and the worst forms of child labour in their rural environment (c) Institutional improvements, mostly at governmental and local level, as well as changes in public opinion regarding children's rights and the worst forms of child labour (d) Supporting measures and facilities to absorb and reintegrate victims of child trafficking and the worst forms of child labour.

Target group: The target group in the narrow sense was children and young people exposed to the potential risk of child trafficking and the worst forms of child labour, as well as their families in the east and south-west of the country.

Overall rating: 2

Rationale: -

Highlights: The project targeted the funding and support of children who are among the weakest members of Burkinabe society. The good results with the impacts and the encouraging sustainability outlook compensate for limitations with effectiveness and efficiency, thereby justifying a positive rating overall.



Rating according to DAC criteria

Overall rating: 2

The programme can be assessed as successful overall, taking into consideration the results achieved in all 5 of the DAC criteria (relevance, effectiveness, efficiency, overall impact and sustainability), despite some limitations with regard to effectiveness and efficiency. The assessment of sustainability took into account that the continuation of the programme is secured until 2017 with FC funds. The programme implementation unit, "Fonds Enfants" (Children's Fund) established by the programme-executing agency, Eco-bank Burkina S.A., has achieved important structural conditions to safeguard sustainability thanks to its consistent work with decentralised governmental institutions and the complementary nature of its activities with human rights policy and national social policy. These conditions were not adversely affected by the political unrest surrounding the resignation of the long-standing president. It is first and foremost this complementarity with national social policy that makes the project "state of the art": the government creates the legal framework and by expanding the school system promotes the rights of children to education across the country. A specialist institution like the Children's Fund focuses on some particularly disadvantaged target groups that are difficult for the state to reach. These activities are related to the global efforts against child labour, which are shaped particularly by the International Labor Organization (ILO) at a conceptual level. The results achieved as part of this complementary approach, the structural impacts and the high significance of the project as a model programme as well as the sustainability that is secured at least in the medium term are the key reasons for an altogether positive overall assessment.

Relevance

The FC project dealt with a key problem of Burkinabe society from today's perspective too. The widespread poverty and the inadequate level of education in rural regions pose a significant risk for the non-observance of children's rights, as codified in the 1989 UN Convention on Children's Rights. With activities to combat child trafficking and the worst forms of child labour, the project had the potential to contribute towards asserting children's rights and thereby asserting universal and inalienable human rights. The results chain assumed at the appraisal of ensuring a greater observance of children's rights as part of human rights by means of public relations work, studies on the current situation of child labour and particularly investment activities for better school and vocational education as well as micro credits underlying income-generating activities (outcome) is just as valid today. Even if the current institutional agreement of the different players involved in protecting children's rights (various secular and Christian non-governmental organisations, USAID, UNICEF, International Labor Office, Fonds Enfants, JICA, World Food Programme) can only be deemed inadequate, the document assessments and the discussions held on-site revealed very broad agreement between the development approaches to combating child labour. In their project approaches, all of the participants assume that measures to combat child trafficking and child labour should be embedded in comprehensive framework of social policy (development of school and healthcare systems, job creation) if they are to succeed. Such a situation applies in Burkina Faso, where the state is also currently devoting significant efforts to expanding the social security system. The project meets the political guidelines of German development cooperation policy, "Human rights in German development policy", from 2011. Since then, human rights including children's rights have been a guiding principle of German development policy. Based on the financial pledges for other sectors of German DC with Burkina Faso, however, the project is of secondary importance for both the German and the Burkinabe partners. The project is helping to achieve MDG 1 (right to appropriate living standards), MDG 2 (right to education) and MDG 8 (develop global partnership to fulfil human rights).

Relevance rating: 1

Effectiveness

Four programme objectives were defined at the time of the project appraisal (PA):

- (a) Better information provided to children and young people, their parents as well as key local people regarding the risks of child labour migration, the worst forms of child labour and the rights of children,

- (b) Creating better development opportunities for potential victims in their rural environment,
- (c) Institutional improvements, mostly at governmental and local level, as well as changes in public opinion regarding children's rights and the worst forms of child labour,
- (d) Supporting measures and facilities to absorb and reintegrate victims of child trafficking and the worst forms of child labour.

These objectives were consistent with the original intentions to implement the project as a joint FC and TC project. However, this evaluation chooses to only assess the FC components (b) and (d), which can ultimately be bundled into one goal of "improved development opportunities for potential victims in their rural environment". The activities identified at the project appraisal focus on achieving this goal.

The activities carried out by the executing agency as part of Phase II and financed from FC funds were consistent with the Final Report of the executing agency:

- Three activities to raise public awareness, especially in the programme regions
- Twenty three activities aimed at institutional support for regional and local administrations and opinion leaders (studies on the situation of children, workshops with social workers in the municipalities, evaluations of individual measures already carried out, etc.)
- Three infrastructure activities (water supply in two schools and construction of a boarding school for girls)
- Eleven income-generating activities for women and girls
- Sixteen activities to improve vocational training
- Twelve activities to improve the school situation (scholarships, school meal programmes).

One key challenge with evaluating the project is related to determining and statistically capturing the target group. The ILO has three (data) categories for child labour: economically active children, child labour and children in hazardous work. Children are considered to be economically active if they spend at least one hour of the day working during a reference week of seven days, with the exception of household chores and schoolwork. Child labour involves children less than 15 years of age who carry out an economic activity (for more than one hour per day), whereby such work is not considered to be hazardous. Hazardous work is any activity that has a detrimental impact on safety, physical or mental health as well as the moral development of the child. The risks also include the physical working conditions, working hours and working intensity, even if the work itself is not considered to be dangerous. According to these definitions, which are based on age limits that cannot be controlled in Burkina Faso for lack of a proper civil registry, the boundaries between economically active, child labour and hazardous work are very vague. Realistically, it is also barely possible to make a distinction between house chores, which are expected of children as their contribution towards the family's income, and other types of child labour. In view of these fluid overlaps it is unrealistic to be able to allocate children and young people clearly to a particular category and thus determine a target group. For example, when examining the indicators to calculate the target group figures it transpired that the initial values defined at the appraisal were not reliable for lack of meaningful statistics on child trafficking and child labour (e.g. large number of estimated figures) and therefore the defined starting point for the indicator targets (planned values) was barely comprehensible and not very realistic.

Accordingly, the target group was redefined as of the EPE. The target group of the project is all children (aged 6 to 14), especially girls, who live in particularly delicate circumstances in the programme regions. According to the most recent official statistics from 2009, income poverty (poverty line: FCFA 108,000, roughly EUR 165 per adult per year) in the programme regions amounts to 46 % (south-west) and 62% (east) and is therefore higher than the national average of 44%. Based on the national average of the share of children below the age of 15 in the total population (roughly 45%) we can assume that more than 0.6 million children (estimate in 2006 programme appraisal report: 0.2 million) are affected by child labour or exposed to the risk of child trafficking and the worst forms of child labour.

Some of the indicators were also redefined on the basis of the activities carried out by the programme-executing agency and its monitoring. The following indicators were used in agreement with the Children's Fund to assess the achievement of targets:

- (a) Increase in the number of children taken in by the state and returned to their home villages
- (b) Increase in the gross school enrolment rates (primary and secondary school) in the programme regions
- (c) Improvement in the situation of girls through scholarships for attending school, vocational training, boarding school accommodation and school meals
- (d) Number of women organised in cooperatives who have obtained access to microloans for income-generating measures.

The concentration of activities and the monitoring of school education and vocational training are an appropriate approach. This is construed against a backdrop of historical experiences and scientific studies which perceive school education to be a long-term investment in the future, also with respect to cultural change.

The monitoring system of the project-executing agency reveals the following results for the years 2007 to 2011 (cf. also appendix):

- (a) The number of children picked up by the state on migration routes (bus stations, lorry stations, car parks, etc.) and returned to their home villages has dropped sharply since 2007. The programme-executing agency, which itself has no right to carry out personal checks and pick up children, attributes this to the changed priorities of the state, over which it has no control or influence.
- (b) The (gross) enrolment rates in primary schools have improved markedly and converged on the national average, particularly in the south-west. The enrolment rate for secondary schools is higher than the average. Increases are also noticeable in the east, but compared to the south-west the rate is lower.
- (c) The number of those receiving scholarships for school, vocational training and boarding school accommodation was kept steady.
- (d) The number of women and women's cooperatives who were reliant on microloans to implement income-generating measures has fallen.

In light of the conceptual problem regarding an accurate definition of the target group, no appraisal or planned values were defined for the indicators. In absolute terms and taking into account the comparatively low level of funds employed under the tricky economic and cultural conditions, we rate the target achievement as satisfactory. The programme objective can be considered achieved. In this context it was considered that no broad impact was planned for the project, and for example more scholarships could have been awarded had the administrative expenses, especially consulting costs, been lower (see Efficiency).

Effectiveness rating: 3

Efficiency

In light of the low financial framework for the individual development activities and the barely measurable benefit at individual level, for example a scholarship holder in a primary school, quantitative, transparent cost-benefit considerations are not informative enough to be able to make a reliable judgement of the individual or economic efficiency of the entire project.

However, it should be noted that the administrative and operating costs of the programme, including the costs for the international consultant, are roughly 33 % higher than planned (planned figure: 26 %). Initially this still seems justifiable. For example, the seal of approval issued to German non-governmental organisations by the German Central Institute for Social Issues (DZI) permits advertising and administration expenses of up to 30 % according to its guidelines from 2011. However, costs can definitely be reduced and efficiency raised at the Children's Fund since there are overlaps between the tasks of Ecobank Burkina S.A., the auditor for the disposition fund and the international consultant to support the administrative and financial management of the fund.

There is an efficiency risk relating to matching the awarded scholarships for vocational training with the corresponding training opportunities in the mostly state-run institutions, which are poorly equipped with

training materials (tools and materials, machines, etc.). Pledging funds for vocational training scholarships is less efficient where the equipment level is inadequate.

Efficiency rating: 3

Impact

Based on the achievement of the programme objectives it is plausible that the project has made a contribution to attaining the overarching project objective of ensuring a greater observation of the basic rights of children and young people (children's rights), particularly with regard to child trafficking and the worst forms of child labour. Measuring the impacts at the level of the specific living conditions of individual children benefiting from the activities would incur significant administrative costs given the size of the programme area, the particular housing conditions, the often unclear family relationships and the constant, complex internal migration. In light of the low financial support awarded these costs can barely be justified.

No indicators or initial and planned values to measure the achievement of the overarching objective were defined, especially since the indicators for the overarching objective in the project appraisal report are no different to the indicators for the achievement of the programme objectives. For the ex-post evaluation it was deemed plausible that attaining the programme objective also helped to achieve the overarching objective.

In 2011 the programme-executing agency commissioned independent local experts to conduct some studies on the impacts and weaknesses of the programme for all current, relevant activities, which give some insight into the impacts achieved. These studies are based on recorded data, interviews and information from the beneficiaries. The most important results can be summarised as follows:

- **Scholarship programme – attending school:** The number of repeating pupils was lowered and the number moving up to the next class was raised.
- **Scholarship programme – vocational training:** There is a lack of effective structures at local and national level to support those completing courses at vocational training centres in setting up their own companies or with integrating into formal employment on a sustainable basis.
- **School meal programmes (cantine scolaire):** The school meal programmes offer a crucial incentive for attending school in a climate blighted by chronic food shortages. They contribute to steady school attendances and to a willingness to learn.
- **Income-generating activities:** Rearing small animals, production as well as the purchase and sale of agricultural products have helped to finance school fees and keep children in family environments in 75 % of all cases. Thanks to sufficient savings, roughly 30 % of all supported cooperatives have not had to draw any further loans to pursue their activities.

Using activities to identify children at risk and promote their school education, the programme-executing agency made a substantial contribution towards implementing the existing legal framework in Burkina Faso in practice for combating child trafficking and child labour. This strengthened the significance of the legal framework for the protection of children. The close cooperation between the executing agency and local administrative bodies, which play a prominent role in identifying the beneficiary children and implementing the FC-financed measures, supports the efforts of the Burkinabe government in decentralising and deconcentrating national structures. Since the Children's Fund cares about the fates of individual children too by awarding scholarships for attending school for example, it has achieved a certain level of visibility and thus contributed to the credibility of state-organised activities. All told this means the project generates positive and noticeable structural impacts.

Impact rating: 2

Sustainability

By pledging further FC funds (Phases III and IV), the activities can be continued until 2017. Based on experience gained by KfW with other similar programmes in Burkina Faso, which were and still are aimed at building sustainable structures (PATECORE, FICOD), further external support will be required through

2017 to safeguard sustainability if the standards achieved with school meals and scholarships and therefore the important visibility of the Children's Fund in society as an institution combating child trafficking and child labour are to be maintained and/or expanded. Since the Children's Fund, which is ultimately part of the social security system in Burkina Faso, has no opportunities to generate its own funds, it is reliant on fundraising and on pledges from external donors. This dependency on external financing is a constitutive feature of almost every social institution in Sub-Saharan Africa, regardless of their nature. No change is likely in Burkina Faso in the medium term because given the fact that economic growth is falling short of expectations (7 % p.a. instead of the originally assumed 10 % p.a.) and in light of the modest growth outlook coupled with the tight fiscal leeway associated with this, it cannot be assumed that substantial amounts will be made available from the Burkinabe side for direct activities against child labour and therefore against child trafficking as well as the worst forms of child labour. That said, according to the 17th IMF Review for the Extended Credit Facility dated February 2014, the Burkinabe government provided an additional sum of roughly EUR 12 million in 2013 for social services, including for households, children and orphans particularly affected by poverty. Given the focus of government spending policy on social matters and with the Children's Fund as a now recognised institution in the programme regions, the structural conditions for the long-term assertion of children's rights and therefore human rights are secured.

Sustainability rating: 2

Notes on the methods used to evaluate project success (project rating)

Projects (and programmes) are evaluated on a six-point scale, the criteria being **relevance, effectiveness, efficiency** and **overarching developmental impact**. The ratings are also used to arrive at a **final assessment** of a project's overall developmental efficacy. The scale is as follows:

Level 1	Very good result that clearly exceeds expectations
Level 2	Good result, fully in line with expectations and without any significant shortcomings
Level 3	Satisfactory result – project falls short of expectations but the positive results dominate
Level 4	Unsatisfactory result – significantly below expectations, with negative results dominating despite discernible positive results
Level 5	Clearly inadequate result – despite some positive partial results, the negative results clearly dominate
Level 6	The project has no impact or the situation has actually deteriorated

Ratings level 1-3 denote a positive assessment or successful project while ratings level 4-6 denote a negative assessment.

Sustainability is evaluated according to the following four-point scale:

Sustainability level 1 (very good sustainability): The developmental efficacy of the project (positive to date) is very likely to continue undiminished or even increase.

Sustainability level 2 (good sustainability): The developmental efficacy of the project (positive to date) is very likely to decline only minimally but remain positive overall. (This is what can normally be expected).

Sustainability level 3 (satisfactory sustainability): The developmental efficacy of the project (positive to date) is very likely to decline significantly but remain positive overall. This rating is also assigned if the sustainability of a project is considered inadequate up to the time of the ex post evaluation but is very likely to evolve positively so that the project will ultimately achieve positive developmental efficacy.

Sustainability level 4 (inadequate sustainability): The developmental efficacy of the project is inadequate up to the time of the ex post evaluation and is very unlikely to improve. This rating is also assigned if the sustainability that has been positively evaluated to date is very likely to deteriorate severely and no longer meet the level 3 criteria.

The **overall rating** on the six-point scale is compiled from a weighting of all five individual criteria as appropriate to the project in question. Ratings 1-3 of the overall rating denote a "successful" project while ratings 4-6 denote an "unsuccessful" project. It should be noted that a project can generally be considered developmentally "successful" only if the achievement of the project objective ("effectiveness"), the impact on the overall objective ("overarching developmental impact") and the sustainability are rated at least "satisfactory" (rating 3).