



# MULTI-PROJECT INTERIM EVALUATION:

Strengthening Capacity of Governments to Address Child Labor and/or Forced Labor, and Violations of Acceptable Conditions of Work in Sub-Saharan Africa (CAPSA)

All Hands in Kenya: Advancing Labour Standards through Cooperative Action (AHK)

Evaluation Contractor: Integra Government Services International LLC (Integra)

## Project Overview:

**CAPSA**, funded by ILAB - Office of Child Labor, Forced Labor, and Human Trafficking (OCFT), and **AHK**, funded by ILAB - Office of Trade and Labor Affairs (OTLA), are companion projects implemented in East Africa, and together, focus on increasing capacity to address child labor, forced labor, and violations of acceptable conditions of work, while increasing compliance with international labor standards (ILS) and acceptable conditions of work (ACW). The projects began a year apart from one another and are both currently set to end in December 2024. Specific results for each project, focus geographics, and basic project data appear in the charts, maps, and table.

[Click HERE to view the CAPSA Evaluation Report](#)

[Click HERE to view the AHK Evaluation Report](#)

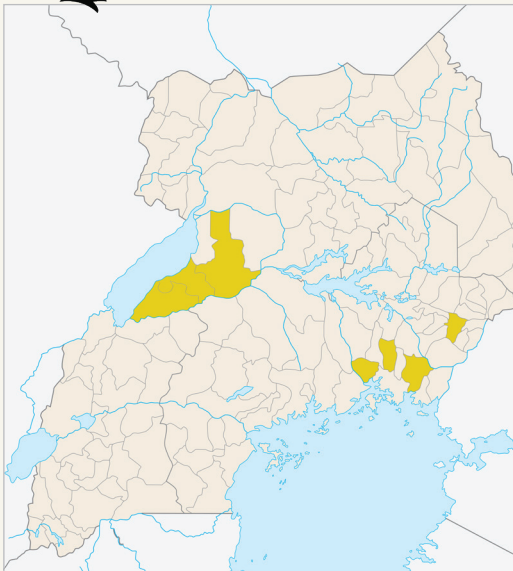


## Project Cover-



### Uganda Districts

**CAPSA:** Bugiri, Hoima, Iganga, Jinja, Kikuube, Masindi, Mbale



### Kenyan Counties



#### AHK:

**Tea sector:** Bomet, Kericho, Kiambu, Kirinyaga, Kisii, Meru, Murangaa, Nandi, Nyamira, Nyeri



**Textile sector:** Kilifi, Machakos, Mombasa, Nairobi



**CAPSA:** Bungoma, Kajiado, Kwale, Marsabit, Nairobi

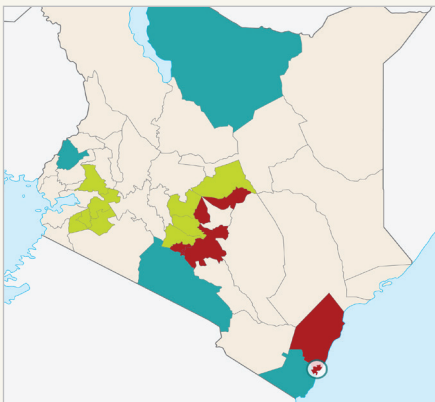


Photo Credit: CAPSA project

## Implementer:

International Labour Organization (ILO)

## Period of Performance:

**CAPSA:** December 2019 – December 2024

**AHK:** December 2020 – December 2024

## Funding:

**CAPSA:** \$5,250,000

**AHK:** \$3,000,000

## Evaluation Period Coverage:

**CAPSA:** FY2020 – FY 2023

**AHK:** FY2021 – FY2023

## Evaluation Fieldwork Dates:

**CAPSA and AHK:**

March 20, 2023 – April 11, 2023

## Key Partners:

**CAPSA and AHK:**

- Ministry of Labor and Social Protection (Kenya)
- Federation of Kenya Employers (FKE)
- Central Organization of Trade Unions (Kenya)

**CAPSA:**

- Ministry of Gender, Labour, and Social Development (MGLSD) (Uganda)
- National Organization of Trade Unions (Uganda)
- East African Community

# CAPSA High-Level Results and Performance Summary of Achievements

## CAPSA GOAL

Strengthen the capacity of the government of Kenya, Uganda, and East African Community to address child labor, forced labor, human trafficking and violations of acceptable conditions of work (ACW).

### Long-Term Outcome 1

The government improves enforcement of the legal framework and/or policies pertaining to child labor and/or forced labor and ACW violations.



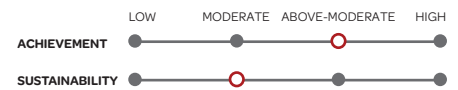
### Long-Term Outcome 2

Improved assistance services for victims of child labor and/or forced labor.



### Long-Term Outcome 3

Strengthened partnerships to accelerate progress in addressing child labor and/or forced labor and ACW violations.



**“The program targets a number of key stakeholders and has conducted training on due diligence for police and judicial systems. They are now identifying CL [child labor] hot spots and creating action plans to address these issues and internally displaced people.”**

– NGO SERVICE PROVIDER STAKEHOLDER INFORMANT, CAPSA



## CAPSA Evaluation Results

### Relevance and Coherence

1. The CAPSA design and theory of change are relevant to most stakeholders’ needs. The project has addressed gaps in national and local policy and stakeholder-defined capacity gaps across government, employers, and civil society.
2. The project has successfully used multisectoral convening to engage stakeholders in assessment, policy review, tool development, and training. However, some partners report a lack of consistent communication follow-up.

### Effectiveness

3. CAPSA has contributed to amending national and local laws based on in-depth gap analyses, including revisions to the Ugandan Children’s Act and Child Policy, and Kenya’s child protection policies and national decent work framework.
4. CAPSA has contributed to revising Kenya’s Trafficking in Persons (TIP) victims services and care standards and the ability of providers in Kenya and Uganda to make referrals.
5. Project-led convening of the tripartite partners included government departments, employers’ organization and workers’ organizations in the tea and textile sectors increased the local partners’ awareness and understanding of child labor and commitment for working together.

### Efficiency

6. Local partners, ILO and ILAB staff reported that CAPSA was efficient in use of allocated resources and reporting procedures. The project leverages support from other donor partners.
7. CAPSA has a functional monitoring and evaluation (M&E) system with some with some clear and relevant indicators but lacks consistent indicator and reporting quality and participatory M&E approaches.
8. Administrative and operational functions were hampered by delays attributed to both internal and external factors. Stakeholders reported that project activities were delayed and did not adhere to its workplan.

### Sustainability

9. The project has not systematically embedded institutional capacity development activities in governing structures that would increase the likelihood of longer-term sustainability.
10. While stakeholders report there is political will to reduce child labor, forced labor, and ACW violations, CAPSA does not have a formal sustainability plan and has not sufficiently prioritized advocacy to convert political will into funding allocations.

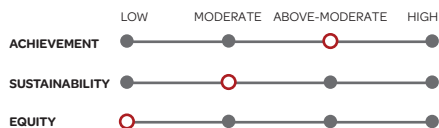
# AHK High-Level Results and Performance Summary of Achievements through March 2023

## AHK GOAL

Improve compliance with international labor standards (ILS) and acceptable conditions of work (ACW) in Kenya within the tea and textile sectors.

### Long-Term Outcome 1

Increased government effectiveness in improving compliance with ILS and ACW.



### Long-Term Outcome 2

Increased employers' actions to improve compliance with ILS and ACW.



### Long-Term Outcome 3

Increased engagement of CSOs with government and employers to improve compliance with ILS and ACW.



**"We now have a committee in place, and it has made the members come together. If not for this project, the committee would not be functional. It has enhanced collaboration and partnerships."**

– NGO SERVICE PROVIDER STAKEHOLDER INFORMANT, AHK

## AHK Evaluation Results

### Relevance and Coherence

1. AHK is aligned with government goals and relevant to the needs of most stakeholders. The project has applied assessments, used a project advisory committee (PAC), and validation approaches to ensure ongoing relevance.
2. Addressing gender and equality issues was not explicitly included in the design of AHK although the project considered gender and equity in its baseline assessments. Investigative journalism exposed widespread sexual harassment and other abuses of workers in the tea sector, which is a catalyst for AHK to be more proactive in preventing and responding to working conditions.
3. Effective engagement with local partners is taking place with government departments, employers' organization, and workers' organizations but the exchanges are not systematic nor always substantive according to stakeholders.

### Effectiveness

4. AHK has made moderate progress in facilitating government support for improving ILS/ACW compliance through drafting alternative dispute resolution rules, supporting a minimum wage increase, developing an inspection toolkit, and launching an electronic case management system that has the potential to increase efficiency and transparency of how disputes are handled.
5. AHK has made limited progress in increasing employers' commitments to complying with ILS and ACW.
6. The project needs to prioritize workers' organizations, reach more workers, and strengthen workers' awareness of their rights, especially as there is an environment where workers fear losing their jobs or other forms of retribution if they speak up.

### Efficiency

7. The project has some useful indicators, but it lacks the ability to monitor early and mid-term data for decision-making and does not have strong participatory adaptive management and learning practices.
8. Implementation has been hampered by slow administrative and technical processes. Stakeholders reported particularly slow development of technical assessments and the Project Monitoring Plan (PMP), noting AHK requires long lead times to accomplish activities.

### Sustainability

9. AHK is far from reaching sustainability, with an ineffective approach to monitoring and advancing progress towards sustainability. The AHK sustainability plan contains useful and comprehensive analysis but does not hone in on steps needed to overcome the highest priority risks to sustainability. Key initiatives like the ECMS and compliance management plans risk not being sustainable.

# Evaluation Team Recommendations

## To CAPSA and AHK Project Teams

- 1** Accelerate direct engagement with the private sector and workers and explore practical ways to include workers' voices in planning and monitoring.
- 2** Accelerate support to Kenya to adopt [ILO Convention No. 190 \(C190\)](#) on Eliminating Violence and Harassment in the World of Work and adopt laws and policies to meet its requirements.
- 3** Conduct stakeholder-led budget advocacy with national ministries to allocate funding for service delivery, awareness-raising, inspection and enforcement, and capacity development to support sustainability.
- 4** Increase local partner engagement in sustainability plans and M&E processes and revamp and simplify sustainability plans for practicality and brevity.

## To ILO Geneva/HQ

- 5** Streamline and codify ILO project administrative processes to make interactions among local partners more transparent and timelier.
- 6** Strengthen assessment and M&E tools and templates and ensure future ILO projects include indicators that monitor early stages of projects.

## To ILAB

- 7** Plan related projects so their intervention logic connects more formally across projects and to a larger ILAB regional/country strategy, including gender and equity outcomes.
- 8** Provide new projects with a step-by-step guide and simplified reporting templates to improve consistency and quality across projects.

## To Government

- 9** Increase financial and human resource allocations at local levels to ensure adequate coverage across sectors; inform employers of routine compliance and enforcement activities, integrate new tools such as the Enterprise Content Management Systems (ECMS) to increase efficiency.

