

**Efforts of Prevention and Elimination of the Worst Forms  
of Child Labour: The Case of Woreda 8, Addis Ketema**

**Sub-city, Addis Ababa**

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of Masters in Social Work (MSW)**

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## **Declaration**

I Wosenyesh Berhanu declare that the paper entitled “Efforts of Prevention and Elimination of the Worst Forms of Child Labour: the Case of Woreda 8 Addis Ketema Sub-city, Addis Ababa” is an original work and to the best of my knowledge it has not been submitted as a degree or masters paper at any time in Addis Ababa University, school of social work. And all works of the other authors or researchers used in the working of the paper are properly cited.

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## **Acronyms**

CSA	Central Statistics Agency
CSO	Civil Society Organization
CRC	Child Right Convention
FDRE	Federal Democratic Republic of Ethiopia
EHRC	Ethiopian Human Rights Commission
FSCE	Forum on Sustainable Child Empowerment
ILO	International Labour Organization
IPEC	International Programm for Elimination of Child Labour
MoLSA	Ministry of Labour and Social Affairs
MoWCA	Ministry of Women and Children Affairs
NGOs	Non-Governmental Organizations
NPA	National Plan of Action
OLSA	Office of Labour and Social Affairs
OWCA	Office of Women and children Affairs
UNCRC	United Nations Child Rights Convention
ACRWC	African Charter on the Rights and Welfare of the Child
WFCL	Worst Forms of Child Labour
WVE	World Vision Ethiopia

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## **I. Abstract**

This paper is aimed at assessing the overall efforts made with regard to prevention and elimination of worst forms of child labour in Ethiopia by analyzing the implementation process of the National plan of action. The implementation process model is used as a conceptual framework to assess the existing factors likely to contribute to the realization of the NPA objective, applying an intrinsic case study approach in qualitative research design document reviews and key informant interviews were used as data sources. The findings suggest that even though there exists a political will and actions are being taken accordingly, children in Ethiopia are still engaging in WFCL facing health related problems, exposed to physical and psychological harms some lacking legal protection. Therefore it is up to social workers and all those working for children to inform policy makers of factors influencing the implementation process and for policy makers to take remedial actions to insure that all children are protected from the practices of worst forms of child labour.

**Key words:** Worst forms of child labour, Implementation process analysis

## **Chapter One: Introduction**

This chapter will be focused on presenting the background of the study, why the need and the significance there is to the study. The major research questions that will be answered through the research, the limitations and justifications of the study and finally the conceptual framework that served as my guiding tool to conduct this research are also presented in detail in this section.

### **1.1 Background**

“The prevalence of child labour both in the formal and informal sector continues to be a concerning issue and gross violation of child right to life, survival and full development. The rapid growth in Sub-Saharan Africa’s urban population has contributed to growth in urban poverty and higher incidence of child labour including its worst forms” (IPEC, 2007 p.4) which ultimately led to violation of children’s rights including denial access to basic education and other basic social services(WVE,2013).

Poverty is claimed to be the main pushing factor and the cause and consequence of child labour (IPEC, 2004) poverty and child labour form a vicious circle where by both child labour and poverty can be mentioned as cause for and consequence to, forming an inter-generational pattern ( WVE, 2016). This cycle can be explained as poverty being the cause of child labour and child labour in turn perpetuating poverty and so on. This pattern has proven to be evident by “affecting the economic growth of countries where child labour is rampant in which it led to the thinking that the returns of investment in ending child labour are incalculable” (WVE,2016 p.3).

“Children that are free from the burden of child labour are able to fully realize their rights to education, leisure, and healthy development, in turn providing the essential foundation for broader social and economic development, poverty eradication, and human rights” (ILO, 2017 p.14)

Children in Ethiopia are found to be engaged in child labour including the worst forms of child labour(CSA,2015) enslaved to their employers with no bargaining power, exposed to several harms to their personal growth and development that are manifested in the form of long working hours, inadequate food, clothing, personal hygiene, being denied access to basic education or forced to combine work and schooling that affects their overall performance in schooling which ultimately results in drop out (WVE,2013), use of dangerous tools or chemicals that lead to physical harms and exposure to sexual abuse and exploitation leading to sexually transmitted health related problems including HIV/AIDS (justice society, 2016)

In order to protect children from these exploitation's and abuses the multiple factors contributing to child labour need to be addressed adequately through an integrated and holistic response from all concerned bodies; the government, non-governmental organizations, family and society at large.

The Ethiopian government has taken several legal and policy measures that are intended to address the problem adequately. The measures include the ratification of international and regional instruments that are designed to protect children's rights, undertake the necessary legal reforms in accordance with accepted international standards, design policies and strategies to increase accessibility of social services so as to bring social justice to the poor and vulnerable including children.

There are also several joint actions undertaken by the government and NGOs together with communities in the form of programs that aim at reducing vulnerability at an individual and community level.

These programs take many forms in accordance with their objectives, of these several initiatives the Ministry of Labour and Social Affairs which is vested with the responsibility to supervise

and enforce the proper implementation of the labour law has adopted and implemented successive National Plan of Actions on the prevention and elimination of the worst forms of child labour. The NPA is planned to be implemented for ten successive years in three phases. The 1<sup>st</sup> phase of the NPA was implemented from (2013- 2015), the 2<sup>nd</sup> phase (2016-2019) which is now under implementation and the 3<sup>rd</sup> phase which is expected to follow up to the second NPA which will be designed to cover the remaining three years.

The objective of this document is to eliminate the worst forms of child labour from Ethiopia by the year 2023. Even though availability of policies and tools like plan of actions to put them to the ground is a step forward towards action all responses provided to citizens either by government or NGOs should be thoroughly analyzed as to their relevance and the fruits there to the community in question because they will remain a paper document unless interpreted in to practice. With this in mind it is important to review and ensure that the NPA document is designed according to the needs of those groups which it is trying to address.

Analysis and advocacy are intertwined with the practice of social work as they allow social workers to analyze measures of interventions taken by the government or NGOs so as to “advocate for those that benefit the clients the profession advocates for” (McPhail, 2003 p.40).

The purpose of this paper is therefore to assess the overall efforts made in Ethiopia in the elimination and prevention works of WFCL with particular emphasis on the NPA implementation process in relation to the guiding principles of the NPA with the existing socio-economic environment applying the implementation process analysis model.

## **1.2 Statement of the problem**

Although studies have been conducted on the factors leading to child labour, workplace hazards, psychological and physical violence faced by working children both in the formal and informal

sectors including the government's action of intervention to tackle the problem there are gaps within the literature with regard to pointing out challenges and factors influencing upon the implementation process of policy and related documents that revolve around works of prevention and elimination of child labour.

Even though the government of Ethiopia and NGOs had been providing response to child labour by taking several measures and these undertakings have been acknowledged by researches the effectiveness or otherwise of the implementation process of this undertakings and factors contributing to that fact has never been reviewed.

The NPA on prevention & elimination of WFCL which is now on its second phase of implementation has never been analyzed of its ongoing implementation process that can shade light to the overall efforts made in tackling the WFCL in Ethiopia.

Lack of researches in implementation process analysis has led to a knowledge gap as to whether there exists a suitable environment for turning policy documents in to practice and if Ethiopian children in exploitative labour have benefited from the existence of the policy document.

According to Goggin, assessing implementation is important for informing on-going decision making and exploring the extent of achievement of targets as well as how things can be done differently in more effective and impactful ways.

The research aims at addressing this knowledge gap by assessing the efforts and challenges if any in the process of implementing the national plan of action and then makes insightful recommendations to policy makers on the way forward to the efforts made by the country on the works of elimination and prevention of WFCL in Ethiopia.

### **1.3 Objectives of the study**

The general objective is to assess the overall efforts made with regard to WFCL prevention and elimination in Ethiopia by analyzing the implementation process of the National Plan of Action on the prevention and elimination of WFCL.

#### **Specific Objectives**

- To identify major tools of prevention and elimination of child labour.
- To identify factors contributing to the elimination and prevention of child labour in the country.
- To identify challenges hindering the implementation process of elimination and prevention of WFCL.
- To identify whether the available remedies address the issues of all children without discrimination.
- To come up with possible and appropriate policy implications that could help in accelerating the pace on the work of prevention & elimination of WFCL undertaken by the country.

#### **1.4 Research questions**

- What are the efforts made by government to tackle the problem of worst forms of child labour in Ethiopia?
- What does the implementation process of the NPA imply towards the realization of the objective to eliminate the WFCL from Ethiopia by the year 2023?
- What are the challenges in implementing the NPA?

- Are the issues of all children engaged in WFCL covered by the NPA without discrimination?
- What contributions had the NPA made towards ensuring children rights granted in international instruments, national laws and policies?

### **1.5 Significance of the study**

“Social work is a practice-based profession and an academic discipline that promotes social change and development, social cohesion, and the empowerment and liberation of people. Principles of social justice, human rights, collective responsibility and respect for diversities are central to social work... (IFSW, 2014)” with this at heart social workers are expected to ask and further analyze existing social policies of their capacity to grant social justice and full-fledged human right. In addition to bringing forward evidence based results of unjust practices or policies/ programs that are in contradiction to the professions principles.

This study aims at assessing challenges if any in the efforts exerted on the prevention and elimination of child labour in Ethiopia with particular reference to the NPA on prevention & elimination of WFCL. Even though an ambitious objective is set to be achieved by this policy document i.e elimination of the WFCL from Ethiopia by the year 2023; how far the government and other stakeholders did took action to implement the NPA and achieve this objective remains a question.

Specially MoLSA being authorized to oversee the formal sector conducts regular regulatory inspections through its labour inspectors on the formal sector as to whether employers are complying with conditions laid on the labour proclamation but, the fact remains that the WFCL are observed mostly in the unregulated informal sectors (CSA, 2015).

This fact begs the question of remedies available to children working in the informal sector, children living and working on the street and children working on their own account that seems to be overlooked by the regulatory system and the intervention plan of the government.

Therefore as a social worker that promotes for social justice and development with human rights at the center it is important to examine the NPA document as to whether it has extended to the needs of the child in accordance with the international instruments.

It is also necessary to look in to the ongoing engagement of the fight against child labour at the country level and analyze whether they fully allow addressing the existing social problem.

Finally, it's worthwhile answering whether the services available at different levels are equally accessible to vulnerable children without discrimination.

This paper will add to the existing stock of knowledge and literature on child labour and inform policy makers of possible improvements to their action towards granting all children an exploitation and abuse free Ethiopia.

### **1.6. Delimitation and justification of the research**

An implementation process analysis requires a wide range aspect research constituting of all implementing agencies to the NPA document but due to time constraint and resource limitation of the researcher this research is limited to selected Federal agencies and their corresponding agencies in Addis Ababa city administration with particular focus on Addis Ketema sub-city Woreda 8 Administration, NGOs, CSOs and working children.

Addis Ketema Sub-city, Woreda 8 Administration was selected as a suited area for research because it is a place where 'Awtobus tera' a local name for bus station is located and it is geographically one of the major destination areas of trafficked and migrating children to Addis Ababa. Consequently this is the area where children residing are most susceptible to child labour

exploitation and where we observe many children being engaged in child labour compared to other places in Addis Ababa.

### **1.7 Limitation of the research**

The greatest limitation of the research was the fact that of the share of number of children engaged in the WFCL only the number of children engaged in hazardous working conditions were known whereas other worst forms of child labour are invisible from the general public and hidden in nature thereby unknown as a result it was difficult to access numeric supplementary data to the findings, lack of comprehensive report has also ended up in creating difficulty for the researcher to identify, compare and point out progresses mentioned by implementing agencies.

### **1.8. Conceptual framework**

Undertaking analysis requires an all-inclusive research along with a framework in order to fully understand the detailed purposes and the outcomes of the NPA document issued and being implemented. Miles and Huberman (1994) defined; conceptual framework as a guideline or road map that illustrates us with how and what to look for in a given subject matter so that we can be focused on key elements or issues. Conceptual framework allows us to be systematic and organized in our search for what is going on and why; the underlying factors contributing to the current situation, their overall relationship and the consequences of this relationship.

A great deal of public policy analysis models are applied in different researches related to policies that help us study the overall cycle of policy starting from the stage of problem identification, policy formulation and adoption, the follow-up implementation process and evaluation (Onur Kulaç,2017)from variety of models that could be applied to conduct this research a model of policy implementation process by Donald S. Van Meter and Carl E. Van

Horn will be used to systematically analyze the implementation process of the NPA on WFCL in Ethiopia.

“The model focuses on six variables that shape the linkage between policy and performance; the policy standard and objectives, policy resource, inter-organizational communication and enforcement activities, the characteristics of implementing agencies, economic, social and political conditions, and the disposition of implementers” (Van Meter & Van Horn, 1975 p,462).

These six components have the power to impact the overall implementation process either positively or negatively in one way or another. So it is possible to apply these components as predetermining elements to the undergoing implementation process of the NPA on WFCL so as to point out what is working and what’s not working in the performance process and whether the end results intended by the policy makers will be in reach given the circumstances.

This model served as a guide to the researcher to analyze the implementation process of the NPA and identify the existing factors that are likely to contribute to the realization of the policy objective.

## **Chapter Two: Literature Review**

In this chapter literature reviewed that are related to the research topic are presented.

Accordingly concepts related to child labour, the legal and policy frameworks in relation to measures taken by the government towards the prevention and elimination of child labour in Ethiopia, furthermore what is meant by implementation analysis is thoroughly discussed in this section.

### **2.1 Concepts related to child labour**

**2.1.1 Who is a child?** The Convention on the Rights of the Child defines child as “every human being below the age of eighteen years” but the age of majority can be attained earlier pursuant to the domestic laws of states parties to the Convention. Accordingly, the Ethiopian family law seems to provide for the same age range by stating that "minor is any person who has not attained the age of eighteen' (Art.213) noting this article we can say that childhood will end at the age of 18 as minors will attain majority at this age. Based on this definition the Ethiopian child population is estimated to be at 52% constituting more than half of the total population (CSA, 2015) making it a higher segment of population which call for a special attention and protection from the Ethiopian government.

### **2.1.2 Children working in the informal sector**

The ILO (2003), define the informal sector as “a group of production unit comprised of unincorporated enterprises owned by households, own account enterprises and employers’ typically small and non-registered enterprises constituting of all remunerative works that are not registered, regulated or protected by the existing legal or regulatory frameworks”(pp.2-3).We can understand the meaning of formal sector being all forms of activities that don’t fall within the

scope of this definition whereas the labour proclamation 377/03 supplements this understanding by providing recognition to registered legal entities (Article 2(2)).

Therefore workers working in the informal sector are not recognized by the law neither are they liable to pay income taxes nor rip the benefit of social security schemes like other employees whilst lacking legal protection and remedies in relation to their work.

The labour proclamation recognizes that there is an employment relationship where “a person agrees directly or indirectly to perform work for and under the authority of an employer for a definite or indefinite period or piece work in return for wage” (Art.4, 377/03) and defines employer and employee in accordance with this provision. The proclamation has overlooked the fact that there exists employment relations lacking the element of consent particularly on the part of working children in the informal sector when in fact “huge proportion of the poor including children are forced to engage in the “informal sector” that is often found to be hazardous to the worker” (ILO, 2004 p.17) due to this circumstance working children in the informal sector are denied from being provided legal protection and to work in decent working environment that is regulated by government enforcement bodies.

### **2.1.3 Child labour**

Child labour internationally is often defined as work that is harmful to their physical and mental development, it refers to work that is mentally, physically, socially or morally dangerous and harmful to children, and interferes with their schooling; by depriving them of the opportunity to attend school, obliging them to leave school prematurely or, requiring them to attempt to combine school attendance with excessively long and heavy work. (IPEC, 2004 p.4)

Whereas the national definition made available by the government of Ethiopia claims that child labour is existent where children aged 5-17 are engaged in hazardous work. In addition children

aged 5-13 years are engaged in economic activities and not attending school or not working as unpaid family workers nor self-employed (CSA, 2015 p.64)

This national definition is different from the internationally accepted definition in which it has not acknowledged the fact that working children rights are violated and some of them may even be experiencing exploitative child labour even if they are allowed to attend school or they are working in their own account.

#### **2.1.4 Worst forms of child labour**

Although the concept of child labour constitutes children that are engaged in hazardous work conditions it didn't capture fully all forms of labour exploitation faced by children and that is why the ILO came up with explanation as to what form of child labour extends to the worst forms and must be intolerable by governments. Accordingly the definition in addition to hazardous work added that; all forms of slavery or practices similar to slavery, such as the sale and trafficking of children, and serfdom and forced or compulsory labour, including forced or compulsory recruitment of children for use in armed conflict, the use, procuring or offering of a child for prostitution, for the production of pornography or for pornographic performances, the use, procuring or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in the relevant international treaties shall be deemed to be the worst forms of child labour and can be distinguished as worst forms of activities "by definition" or "by condition". Worst forms of activities "by condition" i.e hazardous work, need to be determined on a national level and sometimes can be altered by improving the working environment or the condition of work whereas worst forms "by definition" are often illegal and also unacceptable whose status cannot be altered no matter what is done.(IPEC, 2004 p.15)

## **2.2 Incidence of Child Labour**

### **2.2.1 Global situation of child labour**

Child labour and trafficking are most certainly global challenges faced by countries all around the world (WVE, 2013) even though child labour is evidenced most in countries with lower economic status it will be wrong to conclude that the problem doesn't exist elsewhere. "Figures show us that 56 percent of child labourers live in middle income countries while an additional 2 million live in high income countries" (ILO, 2017 p. 5).

"According to the ILO global estimate on child labour, a total of 152 million children are in child labour while 73 million children are engaged in hazardous work that directly endangers their health, safety, and moral development in regional distribution Africa ranks highest with boys being at high risk of child labour than girls and rural than urban areas"(ILO, 2017 pp.11-12).

Child trafficking for purpose of exploitation is also rampant, trafficking is highly associated with forced labour as children are often forced to work, or put into captive labour by employers after transactions has been made with the child traffickers (IPEC, 2004). A study indicates that in the year 2011 only, the IOM has provided assistance to survivors of trafficking out of which around forty percent were minors (IOM, 2012 as Cited in WVE).

Looking in to the trends of reports of the ILO, throughout the years child labour is on the decrease globally while we still need to exert more effort in to tackling the problem of child labour and exploitation as significant number of children are still involved in child labour worse in hazardous working conditions being denied of their human right and dignity and robbed of their childhood. From the global trends we can conclude that the intervention that has been undergoing at all levels has resulted in this achievement which shows us at least that we are on the right track towards creating a child labour free world.

### **2.2.2 The Situation of Child Labour in Ethiopia**

“It is a well-recognized historic and cultural fact that children helped parents and family by working in the farm, market and around their home as soon as they are able to understand simple commands” (Bequele & Boyden, 1988 as cited in Daniel p. 3) accordingly children in Ethiopia have had contributed to the economy and socialization in Ethiopia. This socialization process is still going on in all parts of the country.

Taking in to account that child laborers age ranges from 5-17 the Ethiopian child population with in this age range is estimated to be 37,332,738 accounting for 42.6% of the national population, of whom male were 52.3% and female 47.7% (CSA, 2015).

The most recently made available data that shows the current situation of child labour in Ethiopia is the Ethiopian national child labour survey conducted in the year 2015. In addition researches conducted on this topic have allowed us to make inferences as to the practical existence of the worst forms of child labour in Ethiopia and the need to quickly respond to the problem.

Trafficking is one of the worst forms of child labour and it also serves as a stepping stone towards child labour exploitation including forced labour. It is a complex phenomenon that is often driven or influenced by social, economic, cultural and other factors (Gabriel T.[n.d]) a large number of women and children suffer from different types of inhuman abuses and exploitation's as a result of trafficking within Ethiopia (WVE, 2013) and these human rights violation are growing in number.

According to Ghetnet, 2010 trafficking in children for the purposes of exploitative labour and prostitution as well as the sale of children are reportedly on the increase. As a result, large numbers of children are forced into tedious and hazardous activities for long hours under dangerous working conditions including illicit activities like the sell of drugs and committing crimes.

An indicator of the extent of trafficking in women and children is the large number of trafficking victims among those living in prostitution in Addis Ababa (IOM, [n.d]). “Young girls, some as young as 11 years, are found recruited to work in brothels, where they are sought by customers who believe them to be free of sexually transmitted infections girls are also exploited in prostitution at hotels, bars, rural truck stops, and in resort towns” (Ghetnet, 2010 p. 52) this reality is complemented by a study conducted by FSCE, 2015 which indicates that there is a growing emergence of child sex tourism in Ethiopia.

Child domestic is one of the most common forms of child labour and considered a form of modern slavery (UNICEF,1999), in addition the fact that the working environment is invisible and working children are highly exposed to sexual and labour exploitation makes domestic work one of the WFCL (ILO, Recommendation, 190).

Domestic work is the traditional domain of the girl child in Ethiopia but trafficking of a child for purpose of labour exploitation has changed this situation to be a danger to the wellbeing of the girl child. Child domestics are victims of WFCL as their work exposes them to exploitation, verbal, physical and sexual abuses. Many of the children’s activities undertaken in the household violate basic provisions of the conventions on the rights of the child, which Ethiopia has ratified (Abiy, 2002).

According to WVE, 2013 study child trafficking is a major component of the weaving industry in urban centers such as Addis Ababa, Arbaminch and Wolaytasodo, also many children in the study area who were found engaged in weaving, farming and fishing sectors were working in hazardous working conditions for the sake of earning money.

Having observed from the above studies that child labour and trafficking do exist in large numbers we can continue to reference the CSA child labour survey report of 2015 to further enlighten ourselves of the incidence of child labour in Ethiopia.

To date, the available comprehensive data on child labour are the national survey reports produced by the CSA in the year 2001 and then 2015. These two surveys were not without limitations and reservations were reflected from MoLSA on findings of the survey due to differences arising from the concept of child labour. This conceptual difference is also reflected in the 2015 survey report whereby two separate reports of the survey are presented as the findings of the survey, one based on the international definition of child labour and the other on national definition.

According to the report 51% of the children aged 5-17 are engaged in economic activity of which according to international standards about 42.7% of the children are engaged in child labour where as per the national standards the prevalence of child labour among children aged 5-17 is 24.2% with boys relatively more involved than girls (29.1% vs 18.9%).

Large numbers in economic activity are recorded in the Amhara region (64%) and Oromia (54.4%). Most of the working children 89.4% are engaged in the agricultural, forestry and fishing sector with a more important presence of the youngest children.

Child labour in Ethiopia is predominantly a rural phenomenon characterized by the larger proportion of working rural children than their urban counterparts 48.8% and 14.7% respectively. Children living in rural Ethiopia were found to involve in work quite often and regularly mainly due to the prevailing life style in the country. Children in rural areas, for instance, are expected to look after cattle, fetch firewood and water, and work on agricultural fields that are rarely practiced in urban Ethiopia (Eshetu & Tizita, [n.d])

Children in urban areas are engaged in works of construction and manufacturing of clothes and other woven items, shoes, and textiles (Ghetnet, 2010) as well as engage in labour activities in the informal sector including shoe shining, selling lottery tickets, selling food items, assisting taxi drivers and prostitution (Save the children Denmark, 2004 as cited in Ghetnet).

Children engaged in hazardous work account for 23.3% (28% for boys vs 18.2% girls) the highest prevalence identified in Afar (31.3%) followed by Amhara (30.4%) regions.

In total 66.2 % of children in hazardous work are involved in hazardous working conditions such as night work, working in unhealthy environment or using dangerous equipment at work. (CSA, 2015) therefore it is possible to alter the hazard by promoting for decent working conditions.

Children who are complementing school and work spent lesser time at work than those who are not attending school, accordingly the average weekly working hour is around 31.8 hours per week where children attending school worked for about 28 hours and those who were only working 37.6 hours per week (CSA, 2015).

Education is vital for development and that's why Ethiopia has been striving hard to implement the education for all policy through successive education programs but the implementation were not without setbacks and one of the setbacks was the engagement of children in child labour. It is obvious that children engaged in labour will not be able to attend school or where they attend schooling their performance is highly affected due to the extra pressure. Accordingly the NCLS, 2015 shows that for all age groups children who do not work and live in rural areas have significantly higher school attendance than their working counterparts while the school attendance gap between non-working and working is sever in the 14-17 age group at 91.2% vs 64.8% whereas in the urban setting working females present lower school attendance rate than their male peers (67.4% vs 73.8%).

Country wide children in hazardous work have the lowest school attendance rates (50.4%) compared to children in child labour (57%), working children (59. 6%) and non-working children (63.1%) so it is fair to say that non-working children were more likely to attend school than those who are engaged in work or child labour.

Although the minimum age to employment is set to be at the age of 14 under the Ethiopian law (Proclamation No.377/03), there are many Ethiopian children under the legal age that are engaged in economic activities and worst forms of child labour. “Children are forced to work up to 18 hours a day without getting adequate food, with very low or no wage at all, being denied access to education or required to combine both schooling and work” there by failing and dropping out due to helplessness, the children are exposed to either physical or psychological abuse or sometimes worse sexual abuse and are isolated from the society (WVE, 2013).

### **2.3 Push and Pull factors to Child Labour**

List of reasons can be mentioned as factors forcing children to engage in the worst forms of child labour. These factors are mainly manifested in economic and social forms (IPEC, 2004). The economic aspect constitutes of extreme poverty, unemployment, underemployment and lack of social security, demand for cheap labour, natural and human made calamities and disintegration of family (WVE, 2013).

Whereas “societal attitudes, cultural values and expectations, viewing children’s work as a natural and “right” way to introduce a child to the roles and responsibilities linked to being a member of a family and to growing up” (IPEC, 2004) form the social aspect of the problem.

In Ethiopia, an increased engagement of Ethiopian children in labour activities is attributed to the “high poverty level prevalent in most parts of the country specially in rural areas where access to basic social services is severely limited” (Ghetnet, 2010 p.23) The global distribution of child labour assures us that “child labour is a reflection of the country’s economic status, the poorer the country the higher the prevalence of child labour” (Daniel , 2008 p. 8) The problem of unemployment and underemployment influencing highly the economic status of the family has also pushed for ample incidences to the involvement of children in to child labour.

Children's involvement in work may be understood as an important mechanism through which children are integrated in to their community, facilitating their transition in to adulthood, as well as acquisition of skill and knowledge that ensure basic survival (Morrow & Boyden, 2015 p.1).

The prevalence of this societal thinking has directed children to be responsible and responsive to this thought at early age at the same time pushing Ethiopian children to be engaged in labour worse the WFCL.

High demand for child labour on the part of employers also has a determining effect in the incidence of child labour in Ethiopia because, employers are willing to involve in migrating or even trafficking children (ILO, 2007).

Distorted information about their destination place is another pulling factor to child labour.

“Children are told about their destination place as being heaven compared to their place of origin. The information is brought by brokers, family members and peers who once has got trafficked and worked elsewhere” (WVE, 2013).

Peer pressure tends to have significant influence on children because the evils are not spoken out loud by the children rather the positives, “the influence is also known by brokers that they tend to use children who have experienced work as solicitors of other children in their village back home” (WVE,2013) the distorted information is not only what they communicate to the children but also what they fail to communicate to them “children come back to their hometown for holidays with new clothes, shoes, bag, cell phone and of course with some money” (WVE, 2013) which will result in misinformed decision on the part of the children. In addition brokers taking advantage of families' financial status and the children's desire for better life, give them an empty promise which will pull children to engage in child labour.

## **2.4 International and national initiatives to tackle child labour**

The first step to taking action against any social problem is recognizing that it is in fact a social problem that needs to be addressed. Afterwards guiding directions to address the problem may be forwarded by policy makers in the form of legislation, policy and national plan of actions.

In Ethiopia the provision of social services, education, health and other basic services to vulnerable children by INGOs, private and voluntary social welfare agencies dates back to the 1960's (Save the children, 2011) however initiatives towards the practice of wider child protection were flourished from the side of the government and NGOs following the adoption of international child rights instruments in Ethiopia.

After the adoption of the instruments the government has amended its laws, formulated various policies and programs that deal directly with the issue of children and established structures that help in implementation of the existing policies and programs, whereas INGOs and NGOs took part in providing health care, education and other social services, to vulnerable children and their families, help in strengthening the capacity of the law enforcement organ to properly enforce the national legislations alongside creating awareness among the public about the ills of child labour and the needs of community engagement towards tackling the problem (IPEC,2004). These initiatives and associated efforts have had positive impacts in the lives of Ethiopian children. There is no doubt that each child protected or rescued from the practice of exploitative child labour, child trafficking and reintegrated to family or otherwise rehabilitated is benefited towards the betterment of their lives (Save the children,2011). Of course the practices and experiences don't fall short of challenges and some pitfalls, there are children who require immediate intervention but couldn't receive the services due to scarce resources where there may arise questions as to the quality of the service deliveries that are undergoing (MoWCA, 2017).

Children due to their dependency, physical and mental incapacity are categorized as one of the vulnerable groups that need special safeguard and care, including appropriate policy and legal





The FDRE National Children's Policy is enacted in April, 2017. The policy appreciating the intensity and diversity of challenges that Ethiopian children are facing currently is designed as such to provide a holistic response with regard to the rights of the child in Ethiopia underpinning the UNCRC pillars. WFCL deprives children of their potential to develop mentally and physically as well as depriving them of their human dignity, health and wellbeing (ILO, 2004 p.14) accordingly one of the major policy issues to be addressed is protection of children from any form of sexual, physical and psychological abuse, exploitation of labour and trafficking (MoWCA, 2017).

This policy issue is to be addressed through the following activities; "creating an enabling environment to prevent and control WFCL, expanding and strengthening environments conducive for child victims to get appropriate rehabilitation services; expanding and strengthening child-friendly tribunals/courts, creating a favorable working environment for young workers so that they get protected from labour exploitation and hazardous working conditions" (MoWCA, 2017 p.21). These activities will allow in providing a holistic responses by providing full-fledged protection to the right and welfare of all Ethiopian children that they undergo full personality development and become ethical and responsible citizens. The policy has brought together all international and national policy responses on the rights and welfare of the child in one and provided implementers with a comprehensive guide on how to address the issue of child labour from prevention up to rehabilitation of victims of the WFCL.

The NPA on the WFCL (2013-2023) is designed and adopted as an instrument to bring down the policy and legal measures taken by the Ethiopian government to prevent and eliminate child labour in to action. The action plan is designed to be implemented through three phases. The NPA that was implemented from the year (2013-2015) constitutes the first phase of action taken by the government of Ethiopia to prevent and eliminate the WFCL while the second phase (NPA

2016-2020) is now under implementation and the remaining three years will be covered by the third phase of action.

The main objective of the NPA is to eliminate the WFCL from Ethiopia by the year 2023 we can see that the plan has set an ambitious objective to achieve within ten years. The guiding principles of the NPA being best interest of the child and survival and development the NPA aims at providing a healthy developmental environment to children whilst their interest is given due consideration throughout the implementation process. It lays out three strategies for the implementation process; the first strategy is prevention while protection, rehabilitation and reintegration form the second and third strategies consecutively.

The NPA is focused on intervention through; community awareness, conducting researches and developing evidence based programs, reducing vulnerability, strengthening the law enforcement, strengthening the structural arrangement and capacity building, increase access to education and training, creating decent working condition and improve living through reintegration. These interventions will help in minimizing major factors like deep-rooted poverty, family separation, misconception about urban cities, harmful traditional practices, lack of access to quality education and societal attitudes that push children in to child labour (WVE, 2013).

The NPA is designed to addresses issues of all children who are engaged in WFCL specially those children that are illegally trafficked, those engaged in sexual exploitation, drug trafficking, hazardous types of works, works that are performed more than the legally stipulated working hours (long hours of work) either in the formal or informal sectors and domestic workers. In this regard it has tried to address the legislation gap we have raised on the labour proclamation earlier but lack of legal backing may have its own influence on the implementation process.

The NPA has contributed to bringing together efforts of governmental and non-governmental actors including civil societies, Employers and Employees Federations with the aim to make a

concerted effort to successfully implement actions against child labour and grant a WFCL free Ethiopia to all Ethiopian Children.

### **2.5 Implementation Process Analysis**

We have observed that the Ethiopian government has made commitments towards elimination and prevention of child labour through legal and policy instruments but this commitment should be complemented by proper implementation in order to bring about the aspired changes. As certain actions or inactions following the issuance of policy instruments are necessary to bring about the end result. "Implementation is what develops between the establishment of an apparent intention on the part of government to do something or to stop doing something, and the ultimate impact in the world of action" (O'Toole, 2000 p. 266). So implementation is vital to transform the NPA document into something of practical value and at the same time achieve the desired objective of bringing to an end the practice of WFCL.

For Van Horn and Van Meter "implementation encompasses actions taken by public and private individuals (groups) that are directed towards achieving objectives set forth in prior decisions the action could be a one-time effort to transform decisions into operational terms or it could be a continuing effort to achieve the large and small mandated social change" (p.447).

Implementation joined the working vocabulary of policy analysts in the early 1970s when ambitious, sweeping federal reform efforts cast implementation problems in bold relief and implementation of policy was found to be cross sectional involving actors government and communities, federal (macro level) to local officials (micro level) that revealed complexity, intractability and inevitability. (McLaughlin, 1987 p. 15)

Analysis is seeking to understand why a particular policy document was developed at a particular time and the effects intended or otherwise, of that document, Khorsandi (2014) while

"Implementation research help us develop systematic knowledge regarding what emerges, or is

induced, as actors deal with a policy problem” ( O'Toole,2000 p. 274). In the process we come to identify existing factors that will help us determine beforehand what is/will work or hinder the realization of the policy objective which will in turn lead to advocacy.

Policy makers and researchers believed that policies were decided upon national level and implemented at lower levels as intended by the legislators (Tabin & Perriard, 2016 as cited in Wilde) but this has been proved to be erroneous due to the fact that failure to properly carry out decisions was inevitable even though policy makers make the decision with the utmost attention. This is due to the fact that implementation is a process and progressive by nature that is highly influenced by factors prevailing in the environment it occurs (Copeland, 1995) several factors in the environment may have a direct and surmount impact on the NPAs capability of solving the problem of WFCL in Ethiopia. Though policy decisions have significant roles in transforming societies lives in to more equitable and just ones implementers tend to fall behind or lack the capacity to properly implement them (Gabel, 2016). The failure in implementation is not limited to implementers' lack of capacity or willingness to implement but also the environment in which implementation is carried out can impact the implementation process. According to O'Toole, 2000 researchers should study implementation process because implementation failures have remained a challenge to all “We assume that things will be done and the desired social impact will be observed in accordance with the intention of the policy makers but most of the time this fails to be true” (Dye, 1972 p. 291) Thus implementers and policy makers need research analysis that informs them of the gap and the challenges underlying the implementation process. Implementation process analysis is vital to provide valid knowledge on what factors are influencing the implementation either positively or negatively so as to guide practice for positive social change.

## **Chapter Three: Research Methodology**

In this chapter the research design, the study setting and the data collection tools used to conduct the research will be presented. The selection criteria used for the research together with its justification will be discussed. Apart from the methods followed to collect the source data this chapter will explain how the collected data was analyzed.

### **3.1 Research Methods:**

Qualitative research makes important and distinctive contributions to policy and practice (Shaw, 2008) as this research is aimed at providing additional knowledge on one of the policy documents with regard to children in the WFCL in Ethiopia I have preferred to apply a qualitative research method to conduct the research. Qualitative research method is also principally chosen because the prevalence of worst forms of child labour in Ethiopia is unknown “Even though unacceptable forms of exploitation of children at work exist persistently they are particularly difficult to research due to their hidden, illegal or criminal nature” (Abiy, 2002 p.4) thereby making it difficult to conduct analysis using quantitative method.

Two principal uses of case study are to obtain the descriptions and interpretations of others (Stake, 1995) of the variety of approaches in qualitative research a case study approach is found suitable to undertake the implementation process analysis. Case study “involves the study of an issue explored through one or more cases within a bounded system” (Creswell, 2007 p. 73) particularly, intrinsic case study “helps to better understand a particular case instead of dealing with representatives of cases or similar cases” (Allyn & Bacon, 2001 p.230).

Accordingly, of all interventions undertaken with regard to children engage in WFCL in Ethiopia this research is focused on conducting an intrinsic case study on the implementation process of the NPA on WFCL and results are presented.

### **3.2 Source of data**

To gather pertinent data and information on child labour including its worst forms and analyze the implementation process of the NPA on WFCL the following techniques were applied.

#### **3.2.1 Document review**

Literature related to child labour, national, regional and international instruments and policies related to child rights and child labour including the NPA on WFCL document, researches on child labour and available reports, literature related to policy and policy implementation process were also reviewed so as to collect necessary information that helped me go through with this research and served as a secondary data.

#### **3.2.2 Key Informant Interviews**

Semi structured interviews to government agencies, children rescued from the WFCL and stakeholders were prepared first in English language and then translated in to the Amharic language. The interview was conducted with respondents drawn from Governmental & Non-governmental organizations. Experts from MoLSA, MoWCA, MoE (at the Federal and city administration levels), EHRC, Federal Supreme Court (Child justice project), Addis Ababa Police Commission, Addis Ketema sub- city Police, Addis Ketema sub-city Office of Labour & Social Affairs, Office of Women and Children Affairs and Woreda 8 administration OLSA & OWCA were key informants from part of the government whereas experts from NGOs, Civic Society Organizations and children rescued from WFCL served also as source of data.

Doing so helped the researcher to understand how the problem of child labour is expressed by the children themselves, how the NPA document is being implemented what difficulties exist in the process of implementation that allowed me to express the opinions, beliefs and knowledge about the problem and the policy under implementation which is expected to alleviate the problem after the implementation process.

The means to gather information from key informants is designed in a way that it's important to first develop some questions as an interview guide and then probe as interview progress. There were also instances where the policy document in which the questions revolves around was unknown by the respondents, where faced with this situation I have tried to explain the intentions of the policy document and the responsibilities thereto of the implementing agencies to gather information on how the practice is undergoing in relation to the policy document. These methods were applied throughout the interview process.

### **3.3 Sampling technique**

According to Palys (2008) researchers sampling techniques must be linked directly to the research objectives. This research's objective is to undertake a policy implementation process analysis and to provide answers related to this query the study must focus on agencies or stakeholders who took part in the making process and have stake at implementing the policy document. Therefore purposive sampling technique that allows for flexibility to strategically choose who is important to the research, how and where the research should be conducted in order to accomplish the intended result of the research will be used.

Among the various purposive sampling methods stakeholder sampling method is to be applied. This sampling strategy "involves identifying who the major stakeholders are, who are involved in designing, giving, receiving or administering a program and who might otherwise be affected by it" (Palys, p.697) and this sampling method is found to be appropriate to undertake this research for the mere fact that the data should be gathered from organizations that took part in the development of the NPA and those that are vested with the responsibility of implementing the NPA and those that are impacted positively or negatively by the implementation process. Key informants selection were made based on the fact that the interviewees had actually participated in the formulation of the NPA on WFCL in discussion or are taking part in the

implementation process and those who are the beneficiaries of the policy document. In depth interview was used which helped explain a wide range of topics.

At the same time it was important to listen firsthand the views of child victims who have survived the worst forms of child labour to have a deeper understanding of the problem so an interview was conducted with 10 children aged 12-15 who were living in a temporary safe home and willing to conduct the interview.

### **3.4 Sample size**

The research is focused on analyzing the implementation process of the NPA on WFCL so at the federal level I tried to limit my focus on those who participated in the development of the NPA and after receiving their list from MoLSA the main stakeholder of the NPA, I used all 8(5 government organizations, 2 CSOs and 1 NGO) as my sample population but as information's were to become redundant along the government hierarchical structure I decided to narrow down my sample population to major stakeholders of the NPA accordingly 4 government organizations at the city administration level, 3 sector offices in Addis Ketema sub city at the sub city level and 2 sector offices and 1 NGO operating in Woreda 8 administration at the Woreda level were used as my sample population. Whereas out of 22 children withdrawn from the WFCL who were residing in a temporary safe home awaiting reunification and reintegration 10 (7 boys and 3 girls) who were traced from Woreda 8 administration served as my sample respondents.

### **3.5. Data Analysis**

In qualitative research the “researcher makes various informed evaluations and decisions about the study and the data throughout the research” (Allyn & Bacon, 2001 p.36). This evaluations and decisions must be made very carefully so that the study outcome is not influenced by the biasness of the researcher. The outcomes of the research must be presented in a way that reflects the reality and not the perspectives of the researcher about the findings.

“Validity has long been a key issue in debates over the legitimacy of qualitative research; if qualitative studies cannot consistently produce valid results, then policies, programs, or predictions based on these studies cannot be relied on” (Maxwell, 1992 p.279). So it is vital for the researcher to present valid findings so that they can serve as reliable evidence bases to formulate policies, programs and undertake other interventions as well.

As qualitative research is interpretive, “the main task is to explicate the way people in particular setting come to understand, account for, take actions, and otherwise manage, their day –to-day situations”(Miles & Huberman, 1994 P.7).

The data collected in the study is qualitative by its nature hence, the data obtained through key informant interviews and document review was first coded and categorized under pertinent themes in preparation for analysis the pertinent themes corresponding directly to the research questions.

After categorizing the data, the respondents’ opinions or views were weighed in terms of the frequency of respondents endorsing it so that the views of the majority are presented as the findings of the research some of the information’s obtained through KII are personal experiences and are presented as such that reflect the respondents views on the subject matter.

### **3.6 Trustworthiness**

In order to keep the trust worthiness of the data I have tried to set aside whatever knowledge and information I had on the subject matter prior to the research undertaking so that the data collected could be free from personal bias during analysis and interpretation. Furthermore verification and reliability of sources were tried to be secured thorough posing different questions as possible. A great precaution was also undertaken while translating the interview in to English as it was conducted in the Amharic language, this caution was also extended up to the reporting process.

### **3.7 Ethical Consideration**

In social work research it's important to be sensitive to ethical concerns and take steps accordingly. So I first obtained an ethical clearance letter from Addis Ababa University so that I can clearly communicate the validity of the aim of the study and that it's purely undertaken to fulfill an academic requirement and there's no other ulterior motive.

During contacting the respective agencies and survivor children the researcher has communicated without ambiguity the variety of information needed from each samplerespondent and informed consent was obtained from all study participants by reading them a written informed consent form, prior to starting of the interview. All the study participants are assured that the data will be anonymous, names or any personal identifiers would not be recorded, and the data will be used only for research purpose. So I have tried to establish strict confidentiality by keeping names and other identifiers from being disclosed.

Participants were provided with the chance to ask for clarity in any aspect in relation to the research and fully granted to refuse or stop the interview at any moment they want.

In particular with the case of children since they are disadvantaged by factors of age and social status which promotes them to less power (Morrow and Richards, 1996 as cited in Kostenius) which will lead to difficulty in securing free participation and autonomy I have tried to balance the problem. Accordingly after seeking consent from the charity organization to conduct the interview with survivor children an extra caution was undertaken to ensure that the children participation were fully agreed to and understood by the children by making them feel at ease and extend their autonomy up-to refusal to participate and rest assured that there will not be any consequences in relation to the refusal of participation.

## Chapter Four: Findings and Discussion

In this chapter the findings of the research together with the discussion are presented. The findings of the research with regard to impacts of child labour, the NPA making process and implementation process analysis based on the six components, standard and objectives, NPA resource, inter-organizational communication and enforcement activities, characteristics of the implementing agencies, economic, social and political conditions and the disposition of implementers will be presented in detail. Social workers role in the fight against WFCL together with the implications of the research to social work are included in this part.

### 4.1 Impacts of child labour

#### 4.1.1 Psychological and physical violence's

Child labourers are vulnerable and exposed to one or more type of abuse during their engagement in work. Violence in the form of physical abuse, verbal abuse, maltreatment and neglect were the most common raised types of violence against working children in the interviews.

These abusive practices are exercised mainly by employers and their family members or supervisors where children are in employment relationship where as children working on their account face violence and abuse from older children, peers and customers. This was witnessed by testimonies of child labourers who were rescued from labour.

*“it is difficult for us to escape violence as we are always in contact with the employer and have nowhere else to go” (child interview June, 2018)*

*“I was bullied by other older children when I try to compete to sell my items; I am frightened that they would chase and beat me so I always worry about how to do my job without confrontation” (child interview June, 2018).*

Working children face physical abuse in the form of corporal punishment from simple to severe this often happens when children refuse to undertake a certain given task or fails to perform it within the given time frame (Addisu, 2008) the abuse is manifested through hitting, beating, slapping, whipping and sometimes punishments that result in bodily harm.

“The main reason behind this punitive measure could be to make children more obedient, to realize the continuation of their benefits at the expense of the children and to instill fear in children so that they could keep them” (Addisu, 2008 p.82)

*“...escaping this horrifying experience is not an option for us because we don't know where to go from there and seek protection as we are not from around here... we only sooth ourselves through crying”* (Child Interview June, 2018)

Physical abuse is often accompanied by verbal abuse in fact it is a preliminary act towards physical abuse. Verbal abuse constitute the act of insulting, shouting and cursing which will lead the child to be fearful of everything, afraid to express his/her ideas and diminish self-confidence. Abusive terms might be used to terrify children even when minor mistakes are made;

*“Sometimes my employer will start nagging me and shouting for no reason at all, even when I have done nothing wrong I am the target even when my employer is angry with something else... sometimes they punish us by denying us food”* (Child Interview June, 2018)

According to a key informant maltreatment and neglect in child labourers case is mostly related to food deprivation and neglecting their physical and health related needs which they deem is too pricey to attend to. In most cases children will be provided food once a day and they may be forced to have an indecent food that we can hardly call it is feeding.

Apart from these purposive violence's perpetrated on children denial to access education, psychological violence which may or may not be purposive on the part of employers is presented

by some of the child labourers; they described that the fact that they can't attend school like their peers hurts them so much and they feel hopeless about their future life. One child mentioned that he is afraid that he will not succeed in escaping the poverty cycle. Of the 10 respondents 7 didn't attend school at all while 1 mentioned that she dropped out because it was difficult to attend to both responsibilities at a time.

#### **4.1.2 Physical and health related hazards**

According to key informants child labour is accompanied by both physical and health related hazards that will affect greatly the full development of children resulting in long term health problem like respiratory problems, cancer or HIV/AIDS, back pains or bodily injury.

Children often face physical hazards due to the nature of the work they perform or due to the nature of their working environment. Physical injuries may be caused due to the children's exposure to sharp tools, machinery or due to carrying of heavy loads, according to the NCLS (2015) almost 21.5% of the female children in hazardous work were carrying heavy loads or handling unsafe equipment while it was registered to be at 17.5% for boys. Of the 10 respondents 8 of them have described that they used to carry heavy loads, use sharp tools or both while engaged at work.

*“ I worked for my employer for over two years I used to work in ‘Shemena’ (traditional weaving) where I used to work leaning forward for long hours that left me with heavy back and neck pain. My hands also hurt which is annoying to me most of the time” (Child Interview May, 2018)*

Whereas health related problems occur due to the children's exposure to chemicals, pesticides or other dangerous fumes and animal bites in their working environment (University of Gonder, 2013). In addition children particularly the girl child is exposed to sexually transmitted diseases mostly due to the nature of the work they perform (Justice society, 2016) According to the

NCLS (2015) report children in unhealthy work environment was registered at 63.3% for boys and 36.9% for girls, in terms of age group 5-11 years were more exposed to unhealthy work environment in which 82.5% within this age group were found in unhealthy work environment. Of the ten respondents five of them mentioned that they were exposed to chemicals and fumes in their work place.

Having seen the impacts of child labour and understanding the problem as a major social problem we now will focus on examining the government's effort to respond to the problem and the significance there is to the development and implementation of the NPA on WFCL by conducting an implementation process analysis.

#### **4.2 The NPA making process**

Agenda is defined as “the list of subjects or problems which governmental officials, and people outside of government closely associated with those officials, are paying some serious attention at any given time” (Meseret, 2015 p.37) this agenda will then be translated in to a working document through the making process. Likewise the NPA document has undergone the following initiation and formulation process.

##### **4.2.1 The NPA initiation**

Policies have significant role in protecting the most vulnerable segment of society and provide remedy to those who cannot stand up for themselves. Therefore it is vital for governments and NGOs to turn policy documents in to action oriented activities via developing plan of actions. Ethiopia ratified the ILO convention No.182 on the elimination of worst forms of child labour in the year 2003. Through ratification the country has bound itself to implement fully the protection of child rights laid down under that particular convention.

The convention requires state parties under Article 6(1) to “design and implement programmes of action to eliminate as a priority the WFCL” according to key informant this commitment is

one of the reasons that pushed the government of Ethiopia to step up and start taking legal and administrative actions including the formulation and implementation of the successive NPAs on WFCL.

The other reason that has pushed government to take action is the fact that child labour poses a threat to the countries development now and in the near future as poverty and child labour form vicious circle “Ethiopia is one of the world’s fastest growing economies, experiencing close to 11% annual growth for the past decade. With this strong impetus, the government of Ethiopia aims to reach lower middle-income country status by 2025 and has created a strategic development strategy to achieve this goal” (Bosch, 2015). It has also become a growing consensus among governments that without establishing child labour free society the issue of sustainable development will be far from attainment. UN Sustainable development goal No. 8 calls for decent work and economic growth by stating that people should be provided with decent working condition where they can be paid enough to support themselves and their family while working simultaneously to eradicate forced labour, slavery and human trafficking (UNDP, 2015). This goal promotes for the right of the child to be free from any type of exploitative labour while advocating for preventive measures to child labour by promoting decent working conditions including good paying jobs.

The Ethiopian government has taken several actions towards providing response to the problem of child labour so that the country could sustain its development and child rights are upheld; but the NPA making process was initially initiated by policy makers to respond to the government’s commitment to the international community according to Taylor (1997) government are more likely to respond to global and wider social movement and this fact was affirmed through an interview with one of the key informants.

#### **4.2.2 The NPA formulation**

The stage of formulation is a critical stage because it is a period of time when sense of ownership to the document will be established. In other words planning activities without consulting the implementers will create difficulty in the implementation process as the plan needs to be tailored to the organizations structural and financial arrangements as well as available resources.

Therefore a good NPA development process requires broad based dialogue to capture all existing ingredients necessary for the achievement of the objective of the NPA and finally result in successful implementation.

These dialogues in our case can be undertaken at the Federal level between MoLSA and sectoral ministries, social partners (employers' organization and trade unions) and civil societies whereas at the regional level the ministry will open dialogue with its regional branches, regional social partners and regional civil societies and finally dialogue sessions should be made available at the local level with the front line workers, communities, children and NGOs active at the local level. Key informant interview revealed that at the initial stage of the development process, stakeholder identification was conducted; the identification process followed a framework of assessing who the key actors'are and their importance in the implementation process of the NPA.

Accordingly government agencies, NGOs, CSOs were communicated to take part in the development process. It was also pointed out that the regional bureaus took part in the discussions undertaken at the federal level so it is fair to say that dialogue at the federal level included some of the regional level stakeholders.

The first draft of the NPA underwent two rounds of dialogue sessions. It is also clearly stated in the NPA document that the development underwent the steps of reviewing the implementation of the previous NPA (2013-2015) and the second growth and transformation plan of Ethiopia were

made, references were also made to other countries experiences so as to incorporate ideas before finalization (MoLSA, 2016).

According to the key informant the two rounds of discussion sessions were important to take inputs for the plan even though there was limited participation from the part of stakeholders and full engagement was not secured. This gap in the drafting stage was tried to be salvaged by disseminating the draft document to all who have stake and it helped to secure some valuable inputs, the second GTP plan has also allowed incorporating inputs to the NPA. Even though the above mentioned actions had helped to complete the plan formulation the process has resulted in some constraints to the implementation process like the NPA did not capture fully the existing problem of worst forms of child labour and most efficient and effective ways of combating the problem did not originate from the implementers or local level actors as there were no platforms for dialogue at the local level nor were there any mechanisms set up to gather inputs from the operational levels that could have helped greatly in identifying what works best and why in a given situation.

According to Harcourt, 2016 top- down planning, though well-meaning may fail to take into account the realities of the situation it is addressing and the failures can stem from ignorance of the community or ignorance of the lives of those at whom the plan is aimed at. Taking in to account the above mentioned setbacks we can gather that in the formulation process of the NPA there were gaps in setting goals and priorities, best options for the achievement of the NPA objectives, “cost benefit analysis and the negative and positive externalities that are associated with each alternatives” (Hai, nd, p.3) were somehow overlooked.

So we can infer that at the formulation stage the NPA has fallen short on designing mechanisms to minimize the impacts of the challenges that already exist in and out of the system that are being faced by local level implementers in the process of fighting against child labour.

### **4.3 The implementation process**

#### **4.3.1 NPA standard and objectives**

According to Van Horn and Van Meter, “standards and objectives elaborate on the overall goals of policy decision” (p. 465). In any NPA document it is important to review the intention and clearly understand what is being communicated to us by policy makers. In order to do that it’s wise to go through the document itself and identify what intentions of the government are being communicated and determine the do’s or do not’s of the document. So NPA documents need to be printed out in large numbers and made accessible to all those who need to access it to move forward with implementation. In this case the researcher has come across the fact that the NPA documents were not accessed by all implementers and this complete lack of access were evident where awareness of the NPA document becomes less through the hierarchical structure specially at the lower level (Woreda) which is the lowest operational level in Addis Ababa city administration, the implementers claim that they have never seen or heard of the NPA document so there is a clear knowledge gap within the implementers about the NPA standards and objectives and the overall goal.

Apart from the general realm of the NPA document standards and objectives enable us to understand the way forward to implementation. Standards where they exist will allow us determine whether the set out objectives are fully or partially realized. We can have clear idea as to what to measure where we have clear indicators of measurement through the established standards (Van Horn & Van Meter, 1975). Looking in to the NPA we can say that most activities are accompanied by clear indicators but there are some difficulties in placing accurate measurements as some activities are left without indicators. This gap of clearly stated indicators will create a problem in measuring accomplishment and also knowing whether we are on the right track or not while performing.

The lack of indicators will also have impact on the overall implementation process and create difficulty in measuring the accomplishment of the set out objective, the elimination of the worst forms of child labour from Ethiopia by the year 2023.

#### **4.3.2 Economic, social and political conditions**

“The supports, incentives and constraints that influence implementer’s capacity and implementer’s motivation reside in the broader system” (McLaughlin, 1987 p.171) dominant economic, social and political situations of a country have a greater tendency to impact upon the implementation process and performance of implementer's. Accordingly the prevailing Ethiopian economic, social and political conditions in relation to child labour as they exist are as follows; the economic and social factors; poverty, unemployment, lack of access to basic social services, harmful traditional practices and societal attitudes that push children towards child labour are existent in Ethiopia (CSA,2015). Accordingly out of the 10 child interviewees 90% mentioned that they were forced to engage in child labour due to one or more pushing factors of the aforementioned manifestations.

NCLS report shows that the main reasons provided by children for their engagement in work was 62.7% to help their family business/ household enterprise because families can’t afford to hire people of working age, 28% to supplement their family income and 3.1% were working to learn skills (CSA, 2015 p.52 ).

*“we often face difficulty when we decide to withdraw a child from his/her working place as they either lie about their age to stay there or they just beg us not to take action due to the hardship of their family living conditions. We are challenged with the child situation if we decide to withdraw him/her and the very limited options we have as there are few rehabilitation centers and available social services to these children. so we mostly opt to negotiate with the employer for better working*

*conditions, age appropriate work and may be alternative education opportunity for the child, it doesn't end with a win often but we try” (KII, June 2018)*

According to key informant the economic and social conditions that are currently undergoing has played a significant role in limiting the states effort in the prevention and elimination works of WFCL. He added that the economic status of Ethiopian families being the pushing factor forcing children to engage in work it's difficult to realize their immediate withdrawal unless the existing situation can be changed for the better together with the countries capacity to alleviate the problem. Whereas the social environment is enabling the use of children for labour and the social attitude towards children working and earning income has become acceptable in some parts of the country as there are limited knowledge to the importance and the returns of basic education. A study finding suggesting that the “social acceptance prevailing among the society that children's engaging in work rather than engaging in school activity rewards them in the future life”(WVE, 2013) shows that child labour is not only a problem anchored in economic factors but also social factors.

According to key informants the wide spread belief of families that children are economic assets of the family and they can be disposed to undertake responsibility has been long a pushing factor for children to engage in exploitative labour. The use of children for labour including WFCL has become increasingly acceptable situation among the Ethiopian society and we can observe this acceptance from the “significant participation of peers, tour guides, Bajaj drivers, owners and representatives of pubs, night clubs, day parties as well as *Khat* and *shisha* houses/ in facilitating child sex tourism” (FSCE, 2015 p. 45).

According to a key informant considering children working as a normal situation is being observed in the Ethiopian society, the element of surprise that should exist in comparison to the gross violation of child right is nonexistent and the use of the girl child for baby sitting in urban

areas is on the grow. The work of the girl child in home setting is not limited to baby sitting and she is expected to perform other household chores that are considered mostly as exploitative.

It is also mentioned by key informants that some families tend to encourage engagement of children in work so that they could gain and develop skill for their future life and that the returns of formal education are lesser than the returns of engagement of children in work at early age.

The government of Ethiopia has politically committed itself in the FDRE constitution that policies shall aim to provide social justice as the country resources permit through the promotion of access to public health and education, clean water, housing, food and social security (Article 90) the signing of international bills with regard to children also shows that there is a political will from the part of government to protect children from exploitation and abuse that provides a fertile ground for the implementation of the NPA on WFCL. From the observed commitment under article 90 we can understand that the government has appreciated the existence of limited resources and the need to allocate budget accordingly.

Whereas child labour exploitation are prohibited by adopting international bills and amending national laws there are some gaps limiting the implementation. The labour proclamation No.377/03 in addition to excluding those children engaged in the informal sector it excludes domestic workers from the scope of application by stating that the proclamation should not be applicable to employments arising out of “contracts of personal service for nonprofit making purposes”. This has been a long concern for international organizations like the UN and the ILO as it puts children at high risk of violation of rights including sexual exploitation (UNCRC, 2015) in particular the girl child. These agencies have been urging the government of Ethiopia to take legal reforms and provide protection to children in these circumstances (UNCRC, 2015). From this mentioned legislation gaps and as a consequence the enforcement gaps we can gather that

the government “efforts to address child labour are not rigorous and lack the legal and policy backing to sufficiently target sectors with a high incidence of child labour.

As a result “Ethiopian children continue to engage and suffer in the worst forms of child labour, particularly in the agriculture and domestic service” (United States Department of Labour, 2012 p.6). Therefore even when there is a strong political commitment from the side of the government it is most likely for the legislation gaps and the scarce resources to have impact on the intervention plan as well as the follow-up implementation.

Thus factors mainly the economic, social and political environment existent within Ethiopia has highly influenced the motivation and hindered the capacity of implementers to take action by restraining them of accessing remedies thereby limit the effectiveness of the implementation process of the NPA.

#### **4.3.3 NPA resources**

Resources are funds or budget that will help facilitate the performance of a designed activity (Van Horn & Van Meter, 1975) developing a good NPA without allocating the necessary resource to translate it into work will be as good as having no plan of action at all because without resources it is difficult to smoothly run a planned activity and achieve the required policy outcomes.

According to key informants and looking into the NPA document the whereabouts of the resource allocations that are needed to undertake the planned activities are unclear there are no budget allocations that can be referenced to facilitate implementation.

Even though the NPA had to furnish available resources that will help in the implementation process the resources available to undertake each activities listed down in the NPA are not put clearly and there are no budgets allocated as such. As mentioned by key informants and reaffirmed from the document funds or otherwise that will be helpful for the implementation are

nonexistent so the researcher asked further whether there are any resources available that help undertake the major activities listed down under the NPA and whether is it enough to accomplish the assigned responsibilities.

The respondents to the interview answered that even though the activities listed down are being implemented the implementation is not as such targeted on victims of worst forms of child labour and the issue of these children is mainstreamed within other activities. The activities are mashed together with other activities. So they are not focused rather part of a general undertaking which is likely to lessen the impact and expected outcome of the undertakings.

According to key informants "even though this has helped not to ignore the issue of prevention and elimination of the worst forms of child labour and help in some way to implement the planned activities in the NPA it didn't result in providing a holistic response to the children in need of protection as it was planned by the NPA."

"The lack of separate budget allocation has led to a constraint in financing activities thereby affecting performance and the overall coordination process which has highly influenced the implementation process" (KII May, 2018) because with the available resources it was difficult to thoroughly communicate the NPA document to all implementers and secure the required coordinated effort in the works of elimination and prevention of the WFCL from all.

This problem also extends to limiting the main actor of implementation MoLSA, from coordinating activities undertaken by organizations working for and with children engaged in child labour and then the follow-ups to the implementation process.

#### **4.3.4 The disposition of implementers**

Implementation is impossible if participation of implementers is limited in the implementation process or responses don't meet the actual expectation of the policy makers and the intention of the NPA. In our case implementer's willingness and ability to carry out the NPA is dependent up

on three elements; their cognition (comprehension, understanding) of the NPA, the direction of their response toward it (acceptance, neutrality, rejection) and the intensity of that response (Van Meter & Van Horn, 1975 p.472) therefore it is highly likely for implementation to be influenced by the response of implementer's towards the NPA.

The undertaken interviews has revealed that the disposition of implementers towards the NPA on WFCL with regard to the three components i.e implementers cognition of the NPA is higher at the federal level but becomes lower through the administrative hierarchy and finally there exists non at the lower level (Woreda level).

Where there is cognition the direction of the response is acceptance and from the share of the respondents there were none found that has not accepted the interventions planed in the NPA in principle but when we come to the intensity of their response it is very limited due to several reasons. The basic reasons mentioned by key informants for their inadequate response were lack of budget, structural arrangements, lack of appropriate rehabilitation service available to children as well as according to a key informant MoLSAs lack of mandate to regulate the informal sector and lack of clearly assigned responsible organization to carry out the activities listed down on the NPA have impacted the implementation process.

In addition lack of clearly stated appropriate alternative strategy on how to address and provide response to the issue of children engaged in the WFCL in the informal sector has had their own share of influence in the implementation process.

#### **4.3.5 The characteristics of the implementing agencies**

Characteristics of implementing agencies, is another factor that may affect the implementation of the NPA. According to a key informant as Ethiopia follows a federal structure where regional governmental structures are autonomous and only answerable to their own regional house of parliament the federal government has no hierarchical control over the regional structures.

Therefore the fact that there is no power relationship between the federal government and regional government has restrained the federal structure in our case MoLSA from inducing pressure of enforcement of the NPA at the regional level including the lower governmental structures.

According to key informant the political commitment of the respective regions and city administrations has led to variation in performance of regional bureaus and this couldn't be salvaged by the intervention of the federal structure an instance to this case was pointed out in an activity of setting up a child labour prevention desk with in the organizational structure at the regional levels. Setting up the child labour desk at regional level could not be implemented in the implementation of the prior NPA until now when this happens to be possible at the Federal level and the desk has been operating for three years.

In this regard it has also come to the attention of the researcher that the child labour desk which was setup at the federal level and also reported to the international community (UNCRC, ILO and ACRWC) as a big success and step forward towards the fight against child labour was wiped out from the federal structure during the new study of job grading and evaluation of the government. According to key informant this action has caused problem in smoothly running the coordination of the overall activities undertaken by stakeholders and also to conduct follow-up, monitoring and evaluation of the implementation process.

The key informant further added that this action has led for child labour issue to be mainstreamed in labour inspection service which has lessen the intensity of the response and the coordination, monitoring and evaluation of the overall activities at the national level as compared to what was before, *“It has been a step backward for MoLSA and also the move against child labour.”*(KII interview, May 2018).

More over labour inspectors don't have the authority to check the working conditions of those working children in the informal sectors or where there exists no employment relationship in accordance with the stipulation of the proclamation. So these children are not privileged to the protection accorded in the labour proclamation and there is no directly assigned responsible organ that checks their working conditions and makes effort to guarantee their working rights.

It was also pointed out that apart from the above mentioned fact the human resource available in the implementing agencies is very limited which led to inadequate service provision.

The labour proclamation provides mandate to labour inspectors under Article 177 to ensure the appropriate overall enforcement of the labour proclamation, conduct researches and collect statistical data on working conditions related to work environment, awareness raising, take administrative measures including taking matters to court for the appropriate enforcement of the provisions of the labour proclamation. While they are also expected to additionally implement and coordinate activities related to elimination and prevention of WFCL.

These stretched responsibilities are laid on inspectors whereas the number of labour inspectors available to provide these diverse services is highly limited. According to key informant taking the figures at national level from the Federal to the lower structure i.e Kebele the number of inspectors available is not more than 320 which proves that most structures mainly at the lower level lack the necessary human resources to carry out the entrusted responsibilities that has resulted in minimal or no service provision at all.

According to key informants the very limited number of implementers is not the only problem faced by implementing agencies the very fact that there is a high turnover in particular in government agencies has resulted in fewer numbers of competent implementers who are well aware of their duties and responsibilities. These have challenged the agencies because their

investment in building the capacity of experts is being turned back to square one every time a trained expert leaves the job and a new one joins in.

As observed and confirmed by a key informant out of the ten Woredas in Addis Ketema sub city only five were staffed with labour inspection officers, it was also noted that most of them were new recruits including the labour inspection officer at Woreda 8 administration.

In relation to this the available human resources that are endowed with the responsibility of implementing and coordinating the NPA, particularly the labour inspectors are mainly derived from the disciplines of natural science or legal profession and there is no room for the involvement of social workers in the structural arrangement of the team. As child labour is a complex issue and needs a holistic response and social workers are multi-disciplinary actors' inclusion of social workers in the team would have been handy in transforming the lives of children. Social workers could have contributed through informing political leaders to make informed decisions and coordinate with clients, special interest organizations and NGOs to prevent and address the issue of WFCL in a holistic manner (Hutchinson & Oltedal, 2003). Due to these influencing factors the disposition of implementers in fighting against WFCL is highly affected and the problem of child labour continues to be persistent with unorganized effort and activities undertaken here and there by different actors that couldn't result in the aspired results.

#### **4.3.6 Inter-organizational communication and enforcement activities**

Communication may be one way or two ways; one way communication is a process of sending and receiving messages or transferring information from the sender to the receiver. Whereas in two ways communication the receiver of the information after interpreting the communicated message provides feedback according to his understanding to the sender of the message and vice versa.

The smooth transaction of information among the communicators allows for the proper transmission of an intended message which then will need to be interpreted in to practice. This works the same for an intended policy which will then be translated into practice. “Effective implementation requires that the NPA standards and objectives are understood by those responsible for their achievement so it’s vital for communications to implementers be as much as possible clear, unambiguous and consistent” (Van Meter & Van Horn 1975 p.466).

Therefore communication is an essential ingredient for effective implementation, through communication; orders of implementation are transmitted to appropriate personnel who then will act towards turning policy document in to practice (Makinde, 2005). So the effectiveness of the communication undertaking will have a great influence on the implementation process and the outcomes expected thereto.

Particularly during the first stage of implementation process awareness training can be an effective and useful dissemination tool to raise awareness on the NPA (O’Connell, 2014) according to key informants “an effective communication of the NPA document was not undertaken as the document should have been communicated well to all implementers.” only two rounds of awareness raising were provided at the federal level involving federal level actors and regional bureau of labour and social affairs and there were no follow-up evaluation meetings which could have helped to provide feedback to the policy maker and discuss on practical challenges, where as in the case of the Addis Ababa city administration apart from disseminating the NPA document in hard copy and conducting a one round awareness raising to implementers and sub city officers. Apart from this one time initiative there were no additional efforts or communication plans made for this purpose.

There were no communication efforts made on the NPA document at the sub city level (Addis Ketema sub city) and subsequently Woreda 8 administration. This interruption of communication

has caused a huge gap in the implementation process because it resulted in non-action of those who are responsible for the very implementation and coordination of the NPA document and the stakeholders that have the capacity to engage at the practice level to bring a positive change on the lives of children engaged in the worst forms of child labour.

According to key informant effective communication strategy that needs to be setup from the top down and vice versa for smooth running of operations is lacking and this communication gap has been a serious obstacle in the implementation process because the activities being carried out at the grass root level in which the beneficiaries are located are no different than ordinarily planned prior to the NPA on WFCL. And also the reporting system which helps examine the progress of prevention and elimination works and identify areas for intervention is lacking and where some reports are communicated they come with incomplete information which has caused difficulty in assessing the overall implementation process and progresses if any at the national level.

As discussed above the six components that have the capacity to influence up on the implementation process did also have their share of influence in the implementation process of the NPA on WFCL. There also exist linkage between the six components and where one component ceases to exist it will result in the lacking of or influencing upon the other components. In our case gaps in inter organization communication and NPA resources have highly affected the implementation process on their own whilst also influencing upon the other components that has resulted in hindering the implementation of the NPA.

Even though the commitment of the government to protect children from WFCL were evident through the national policies, legislations and the NPA on WFCL the limited NPA resources have affected the process of inter organizational communication and enforcement whereas the lack of inter-organization communication has resulted in lack of awareness and understanding of the NPA standards and objectives by the implementers which in turn resulted in absence of

disposition of implementers the other key element for successful implementation. In addition the social and economic factors persisting in the country have influenced on the implementation process of the NPA as a result the responses towards the implementation of the NPA document could not be rigorous enough to tackle the problem of the WFCL.

We have observed from the findings that the broader economic, social and political system along with the NPA resources has influenced up on the communication and enforcement, the disposition of implementers, the characteristics of implementing agencies and the standard and objectives of the NPA affecting the overall implementation process of the NPA and the effort of elimination of WFCL.

All in all this components has proven to us that implementation problems just don't happen but they happen through process where one failure brings in the other and so on. The six components when thoroughly examined can allow us to determine where exactly we are doing okay and the problem that needs to be addressed before time passes-by. They allow us to identify risk of implementation failures at earlier point in time so that we can work on solving the problems.

From the above mentioned findings of the research based on the six analysis components we can conclude that the implementation of the NPA on WFCL is highly affected by these factors and it is most likely that the objective to eliminate the WFCL from Ethiopia by the year 2023 will not be met. But this doesn't mean that positive outcomes could not be achieved if interventions to remedy the influencing factors are undertaken therefore even though it will be difficult to achieve the set out objectives in the remaining years it is possible to take remedial actions and exert an accelerated effort so that children could be rescued from the worst forms of child labour and protected not to be engaged in the WFCL. Implementation failure is not just a onetime event and blame cannot be pinned to some responsible organ or agency. It happens through process and is complex by nature so actions must be taken to identify challenges with in the

implementation process and exert effort to address these factors that are influencing the implementation process negatively. Therefore the next NPA should be designed in such a way that tackles the challenges observed in the now NPA implementation process and efforts should be made to reconcile the existing situation.

#### **4.4 Opportunities and Challenges in relation to the implementation of the NPA**

##### **4.4.1 Opportunities**

The findings from KIIs reveal that the existing opportunities in relation to the implementation process of the NPA are;

- the presence of well-established and comprehensive legal and policy instruments which lay down for fertile ground to implementation activities for the fight against child labour
- Increased access to education which contributes to lesser engagement of children in child labour
- the ever increasing pressure coming from the international community that children should not be engaged in any type of labour within the supply chain
- Increased engagement of community structures like Community care coalitions, Child right protection committees and 'idirs' in the effort of prevention of child labour among vulnerable children.

##### **4.4.2 Challenges**

The findings from interview with KIIs reveal that challenges related to the implementation process of the NPA are;

- Limited resources this is manifested in two major ways; one is in terms of few available human resource (experts) due to high turnover in the implementing agencies and the other is lack of competent experts in the implementing agencies

- Financial constraint as the budget is not set as a standalone budget and the activities undertaken are mainstreamed in other activities and even though some supports are availed by other sources like NGOs the financial support is not consistent and reliable.
- Child labour is a cross cutting issue that requires an involvement of multi-disciplined actors in a coordinated manner. The establishment of this coordination system has been long a challenge as multi sector actors are not putting too much emphasis on the matter.
- Poor level of commitment on the part of stakeholders in the implementation process of the NPA
- Lack of effective communication, inadequate, untimely and inconsistent reporting system
- Lack of a well-established structural arrangement that has the capacity to undertake and own responsibility to implement and coordinate activities related to elimination of child labour

Even though the challenges are described clearly and known by the implementing agencies the fact that there are no strategies planned to alleviate the problem and there are no evident movement towards making plans to solve the aforementioned challenges poses a great treat for the implementation process of the NPA on WFCL.

#### **4.5 Social workers role in the fight against worst forms of child labour**

Social work profession's commitment being upholding human rights, social justice (IFSW,2014) and standing up for the marginalized and vulnerable populations who can't stand up for themselves makes child labour an area seeking great attention from the professionals (Mishar, Nayar P. & Nayar U.,2018). Child labour in particular the worst form deprives children of their childhood, their physical, mental and overall development (WVE, 2016 p. 4)

Social workers must aspire to ensure that every Ethiopian girl and boy has the opportunity to develop physically and mentally to her or his full potential by fighting the unjust practice of child

labour through advocating for the abolishment of all forms of work that highly jeopardizes children's right to education and full development. "Advocacy is a process for change and for learning in our case it stimulates respect for children right and promotes participation in the planning and challenging of the system that impact upon their lives" (UCAN, 2005 as cited in Darlymple & Boylan, p.4). Through the challenge process social workers will be able to confront unjust policies and practices along with the policy makers so that corrective measures could be taken which will ultimately result in promoting child wellbeing and social justice providing for a well-established system that can avail full protection to child rights as laid under international and national laws without any reservation.

When social workers fail to recognize that they have power to influence policy they may inadvertently reinforce dysfunctional policies or overlook to use the opportunity to make positive social change (Powell, Garrow & Woodford,( n.d.)) social workers should act as a bridge in the policy making process by facilitating the bottom up approach to policy making they should take part in the development of programs and policies that will be designed to alleviate problems of children engaged in the worst forms of child labour and make sure that the designed policies take in to consideration of the underlying causes of the problem duly by providing insightful propositions that reflect the reality on the ground this could be accompanied by research's conducted on the subject matter or the live experiences of experts working at the grass-root level and dealing with the problem day after day. This action will help in bringing in to the table of the policy makers the real experience on the ground; the existing challenges that we should work on minimizing and address through strategies and the available opportunities we should strive to maximize and build upon the potential.

Also ensure that the possible strategies laid out are equally responsive to all children with no discrimination, in such a way that they are designed being inclusive of all vulnerable children

and issues and concerns of all children are fully addressed. Nondiscrimination one of the CRC pillars and principle of social work should be advocated for specially the lack of legal protection and available remedies to children engaged in the informal sector should be an area of concern and an aspect for intervention of social workers.

The fight against child labour will take on a long journey because it is a highly complex problem founded in the deep rooted poverty of the country which is also reflected in the form of attitudinal acceptance from the part of the society. So, social workers will need to focus on shaping the attitude of the society by raising awareness on the problem, the existing and long term consequences of child labour for the children involved, for their families and society as a whole.

They should bring in together multidisciplinary actors with an effort to combat child labour like employers, trade unions, faith based institutions, community organizations and NGOs to work for the fight against child labour in a holistic manner and provide response to children in WFCL and those at risk of engaging in child labour.

Last but not least they should strive to ensure that the underlying ethical principles in the service provision are well attended-to while making sure that the services provided are in line with the needs of the children and the services provided to clients are responsive in every aspect of their situation.

To strengthen the efforts of elimination and prevention of the WFCL from Ethiopia social workers should advocate, involve in practice and inform policy making. After all “social work discipline is, in equal parts a research area, a teaching subject and a field of practice”

(Hutchinson & Oltedla, 2003, P.3).

## **Chapter Five: Conclusion, Social work implications and Recommendations**

### **5.1 Conclusion**

Child labour is one of the challenges faced by many countries mostly developing countries like Ethiopia. It highly threatens sustainable development by impacting negatively the children themselves, the family, society and the country at large. It also poses a high threat against the all rounded development of children and the wellbeing of the next generation.

Therefore ending child labour would be instrumental in achieving greater inclusive economic growth by granting full access to quality education to all children and work on building human capital and increasing access to youth workers to access decent jobs that are free from exploitation so that they can become productive citizens.

As is evident from earlier discussions related to the magnitude and complexities of the problem of child labour various approaches to curb the problem have been undertaken by the international community as well as the national level. The ratification of international child rights instruments and amended national laws and implementation of the NPA on WFCL has resulted in some progresses that have contributed to the fight against child labour in Ethiopia.

Poverty as well as poor access to education and societal attitudes has been long identified as the causes pushing children to child labour including the worst forms of child labour. The problem of child labour is complex and removal of all children involved in child labour requires a huge amount of financial and human resources so the countries strategies to combating the problem have recently been limited to curbing the worst forms of child labour. Through this process the formulation and implementation of the NPA on WFCL has helped to raise the communities' awareness about the impacts of child labour and the need for their involvement in the fight

against child labour. Consequently in some areas the implementation process has been community inclusive in which it allowed for successful interventions to be made led by the community themselves.

It is also evidenced that failures in policy outcomes are mentioned to be implementation problems but the influencing factors related to the non-implementation particularly elements that can highly affect the implementation process and the outcome are not known or well attended to by policy makers and implementers which causes for the failure to happen again and again in several implementation processes. Unless these factors are given due attention by policy makers' and implementers at designing and implementing of policy and related documents failures in implementation will be inevitable as is the case with NPA on WFCL.

So social workers really need to work on advocating and participate in interventions that are basically focused on poverty alleviation, education and health services while also making sure that social work ethical principles are well attended to in the making and implementation of policy documents by pushing for equitable allocation of resources and social services along with providing evidence based insights for proper enforcement of legislation and policies that go hand in hand in the fight against child labour including the worst forms of child labour.

## **5.2 Social Work Implications**

### **5.2.1 Implication for policy and implementation**

Although the country has ratified international and regional instruments and made efforts to solve the problem of child labour through the making of national legal and policy documents, formulation and implementation of the NPA on WFCL, children in Ethiopia are still engaging in the WFCL. This should be an area of concern to policy makers, social workers and implementers and to work on identifying what is missing in the interventions so that practical interventions and intention of policies can be aligned together in future endeavors to fight the WFCL.

This study implies that there is lack of inter organizational communication and the existence and content of the NPA remain unknown by potential practitioners which led to knowledge gap of implementers and beneficiaries as to what they are expected to perform. Thus for effective implementation it is important for all concerned to be fully aware of existing policies, strategies including the NPA.

### **5.2.2 Implication for social work education**

The study has revealed to us that even where there are sufficient enough legal documents and policies along the way in to practicality there are some groups left out or marginalized with or without intent and discrimination are observed. So, it is for social work education to reflect up on the practical reality along with the policy principles and the underlying ethical principles of social work so that social workers could be alert to injustices when and if they exist, starting from policy making up to every operation level.

The study shows us that child labour is a multi-faceted problem that requires a holistic response therefore it's vital for social work education to be focused on teaching learners multidimensional

perspectives on how to analyze, understand and make intervention towards solving a social problem in a holistic manner.

Societal attitude towards child labour was also found to be a factor leading to the continued engagement in child labour, so it's for social work education to produce professionals that can be a voice to the voiceless and can mobilize community based interventions by empowering the society and children to stand together alongside the fight against child labour.

### **5.2.3 Implication for research**

This study was limited to assessing the efforts of prevention and elimination of worst forms of child labour by analyzing the implementation process of the NPA on WFCL but there are wide ranges of interventions that need to be addressed through research including policy analysis because it will be instrumental for the move against elimination of child labour in Ethiopia.

Studies should also be made with regard to children engaged in child labour from the strength perspective because there are potential strengths underlying within the children that can help to change their lives for the better.

Research on the required interventions and details on how to address the issues of children engaged in the informal sector should be made because there are no practical guidelines on how they can be afforded protection from the WFCL.

The study has revealed to us that policy should not be a one-time decision and needs to be constantly reviewed. So conducting analysis research on policies and implementation process is instrumental to make informed, evidence based decisions that can cope with the changing dynamics of the socio economic and political environment.

### **5.2.4 Implication for practice**

I have already tried to forward practice implications to social worker's under section 4.5 but still I would like to once again stress my points on the following; one of the major roles of the social

workers is an advocacy role so social workers should advocate and be power to the powerless. They should actively involve in informing policy through research, policy making, implementation, and evaluation so that the issues of human rights and social justice could be given due consideration at each step of intervention.

The study has indicated that societal attitude contributes to the engagement of children in child labour so, social workers as agents to social change should intervene as educators in the community and empower children, family and society to say no to the practice of child labour.

They should bring in together multiple actors to ensure that the multifaceted problem of WFCL receives a holistic response that it deserves.

As the study suggests child labor is highly associated with poverty and aggravated by the lack of skill and capacity of institutions and communities to respond to the problem adequately so, is also important for social workers to work on mobilizing the community and promote for asset based community development programs to dry the problem from the source and use the strength of the community as an asset to curb the problem.

### **5.3 Recommendation**

- In any project undertaking resources without a doubt are indispensable so structural arrangements suitable for proper implementation should be set up starting from federal to regional up to local levels and establishing child labour prevention unit or a special child labour inspection unit at all levels would be very helpful for the implementation and coordination process. Plans should also be designed with proper budget alongside them.
- Well-equipped and knowledgeable experts including social workers that are alert to the changing nature of child labour particularly the WFCL should be assigned to carry out the responsibilities of fighting child labour
- Political commitment and willingness to put WFCL to an end should be practical and officials including responsible bodies should step up to their responsibility with regard to strengthening the law enforcement and policy implementations. All stakeholders must cooperate for effective understanding of the current situation and work together to address the deeply complex issue.
- Responsive special program that can rescue children from WFCL should be designed taking in to account the existing limitations and ways to minimize the impacts of the limitations
- In the long run make the necessary legal reforms that will be inclusive of all children engaged in child labour so that children in the informal sector could be provided with legal protection and design strategies in the policy document that can address the needs of these children
- Develop an effective communication plan that will help in disseminating policy documents to all concerned bodies and avail smooth transaction of information so that

every stakeholder could possess common understanding, ways to transact plans and reports from top down and vice versa should be designed.

- Education is basic for all so establish an education system that is flexible and more inclusive that is tailored to meeting the needs of working children. Also allow children / youth workers/ access technical and vocational skills training
- One of the concerns raised by implementers hindering them to provide social services and take action was inaccessibility of rehabilitation centers so government should focus on increasing the number of rehabilitation centers.
- WFCL are wide spread in the informal sector so policies should be designed addressing fully the issues of children engaged in the informal sector because unless the possible strategies for implementation are clearly stated and responsibilities are shared the plan will remain paper document
- The role of employers in preventing child labour is vital so designing ways to increase the engagement of employers in the fight against child labour with in their supply chain thereby help them promote their competitiveness in the global market.

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## **Appendix I: Interview guide questions**

### **Questionnaire to Ministry of Labour and Social Affairs**

The National Plan of Action on WFCL is adopted and now under implementation; with this in mind and as a leading agency to the enforcement I would like to discuss on the implementation process with you

#### **Introductory questions**

- What is WFCL? What are the types of violence faced by children engaged in child labour in Ethiopia?
- How was the NPA developed and who contributed to its development?
- What is the ultimate purpose?
- Who is responsible for the policy implementation in your Ministry?

#### **Main Questions**

- To what extent were the implementing agencies communicated about the policy?
- Do you have Policy Communications Plans?
- Who is responsible for this communication across government, stakeholders and the general public?
- Do you think that the NPAs objectives are fully understood by implementing bodies?
- How do you rate the intensity of their response towards implementing the NPA?
- How is the budget planned for implementing the National Action Plan? How is the implementation process being financed?

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- How is the policy being implemented? At Federal and Regional to the lower level of administration? What are the expectations?
- How do stakeholders make input into the policy implementation?
- Who leads stakeholder engagement processes?
- What kind of institutional arrangements are set up for the implementation of the policy/ Federal to regional/local government?
- What are the challenges faced in implementing the policy?
- How did you address these challenges? What are your strategies to push for effective implementation of the NPA?
- What are the prospects for the realization of the Objective?
- Do you think elimination of WFCL from Ethiopia by the year 2016 E.C will be in reach with the existing progress? What are the indicators?
- What processes/structures/tools do you have in place to ensure that policy decisions are implemented (e. g monitoring/evaluation framework)? How do you evaluate the progress?
- Do you have partnerships with other institutions (universities, NGOs etc) to provide or exchange research?
- WFCL are mostly observed in the unregulated informal sectors, the ministry being mandated on the formal sector how is it planned to address those engaged in the WFCL in the informal sector?

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- How are children in the informal sector engaged in WFCL identified? What are the services available to these children?
- Do you think issues of children in the informal sector are fully addressed? Are they equally benefiting from the NPA implementation?
- What has been achieved to date? (number of identified and rehabilitated children if any, prevention works or otherwise)
- What are some of the remaining challenges that need to be addressed to effectively reduce or abolish WFCL?
- What are possible strategic entry points at the national and local levels to move forward with prevention and elimination?

Is there anything left that you would like to address?

**Thank you for your time**

## **APPENDIX II: Interview guide questions**

### **Questionnaire to stakeholders**

The National Plan of Action on WFCL is adopted and now under implementation; with this in mind and as a responsible agency to the enforcement I would like to discuss on the implementation process with you

- What is WFCL? What are the types of violence faced by children engaged in child labour in Ethiopia?
- What do you think are the underlying causes of child labour in Ethiopia?
- What are the concerns of your organization over the presence of Worst Forms of Child Labour?
- How was the NPA communicated to stakeholders? How do you rate the communication level?
- What were/are your organizations roles and responsibilities, specifically, in i) formulating and/or ii) implementing the National Action Plan on the WFCL?
- Are there any coordination bodies to address the implementation of the National Action Plan? If any, how effective is the coordination
- Do you think the current Government's response is sufficient to address the WFCL in Ethiopia?
- To what extent do you think the Government's policy responses and the National Action Plan addresses the root causes of WFCL that you mentioned earlier?

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- How do you rate the intensity of response of your organization with regard to the NPA?
- How is the budget planned for implementing the National Action Plan?
- What are the challenges in the implementation process at organization level? In general?
- What are the strategies to push for effective implementation of WFCL?
- What has been achieved to date? What are some of the remaining challenges that need to be addressed to effectively reduce and abolish WFCL from Ethiopia?
- What are possible strategic entry points at the national and local levels to move forward with prevention and elimination of WFCL?
- What resources or support would you find useful for enforcing existing policies on WFCL?
- Do you think elimination of WFCL from Ethiopia by the year 2016 E.C will be in reach with the existing progress? What are the indicators?
- Is there anything left that you would like to address?

**Thank you for your time**

### **APPENDIX III: Interview guide**

#### **Questionnaire for child survivors of the worst forms of child labour**

**Name (optional)** .....

Age ..... Sex.....

1. Can you tell me where you are from?
2. Tell me about your family (your parents, how they earn their living and your siblings)?
3. When did you move to Addis Ababa (if the child is from outside locality)?
4. Why and how did you come to Addis Ababa?
5. How long have you been working?
6. Were you allowed to attend school while working?
7. If not what were the reasons?
8. Did you like your working environment?(Any particulars)
9. Have you experienced any health related issues due to your working conditions?
10. Were you exposed to dangerous working environment (using sharp tools, chemicals, fumes, carrying heavy loads...)
11. Have you experienced any type of abuse in your working environment?
12. If yes who take part in the abuse activity?
13. Why weren't you able to escape the situation?

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14. What would you like to say to those who are involved in providing social services and the government)

15. What do you feel about your situation now? What would you like to change about your life?

16. Anything you would like to add?

Thank you for your time

## **APPENDIX IV: CONSENT FORM**

### **Respondent Participation Consent**

My name is Wosenyelesh Berhanu and I am a MSW student at Addis Ababa University conducting research for the fulfillment of the requirement to the award of master's degree. So you are kindly requested to participate in a research paper entitled "Efforts of Prevention and Elimination of the Worst Forms of Child Labour: the Case of Woreda 8 Addis Ketema Sub-city, Addis Ababa". The purpose of this research is to find out how the NPA on WFCL is being implemented and the challenges and prospects in the prevention and elimination of worst forms of child labour. For this purpose you will be asked questions regarding child labour, the implementation process of the NPA on WFCL, the challenges and prospects that exist. The answers to be given by you and your identity will not be disclosed to any party. The data collected will be strictly used for research purpose and no harm will occur due to your participation as a respondent. The research outcome that may be possible through this questionnaire is believed to contribute to the objective of elimination of the worst forms of child labour in Ethiopia. If you decide to participate in this project, please understand that your individual privacy will be maintained in all published or written work resulting from the study. You may also refuse to answer or stop the interview any time you feel discomfort.

If everything is clear and there are no ambiguities can we proceed with the interview?

Yes ..... No..... Signature.....

## **APPENDIX V. CONSENT FORM**

### **Child Respondent Participation Consent**

My name is Wosenyelesh Berhanu and I am a MSW student at Addis Ababa University conducting research for the fulfillment of the requirement to the award of master's degree. So you are kindly requested to participate in a research paper entitled "Efforts of Prevention and Elimination of the Worst Forms of Child Labour: the Case of Woreda 8 Addis Ketema Sub-city, Addis Ababa". The purpose of this research is to find out how the NPA on WFCL is being implemented and the challenges and prospects in the prevention and elimination of worst forms of child labour. For this purpose you will be asked about yourself, your family conditions, your education, work and related experiences. Your participation will enable me to identify the magnitude of child labour and also what actions should be taken to eliminate child labour in the country. Your participation in this study is voluntary and be aware that there will be no payments made in return for your participation in the study. The answers to be given by you and your identity will not be disclosed to any party. The data collected will be strictly used for research purpose and no harm will occur due to your participation as a respondent. The research outcome that may be possible through this questionnaire is believed to contribute to the objective of elimination of the worst forms of child labour in Ethiopia. If you decide to participate in this project, please understand that your individual privacy will be maintained in all published or written work resulting from the study. You may also refuse to answer or stop the interview any time you feel discomfort.

If everything is clear and there are no ambiguities can we proceed with the interview?

Yes ..... No..... Signature.....