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International Labour Office

IPEC Evaluation

Emergency response to Child Labour in selected Tsunami affected areas in Sri Lanka.

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This document has not been professionally edited.

NOTE ON THE EVALUATION PROCESS AND REPORT

This independent evaluation was managed by ILO-IPEC's Design, Evaluation and Documentation Section (DED) following a consultative and participatory approach. DED has ensured that all major stakeholders were consulted and informed throughout the evaluation and that the evaluation was carried out to highest degree of credibility and independence and in line with established evaluation standards.

The evaluation was carried out a team of external consultants[1]. The field mission took place in October 2006. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

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TABLE OF CONTENTS

Acronyms v
Executive Summary 6
1. INTRODUCTION 9
1.1 Legal Framework & Policy Environment 9
1.2 Institutional Framework 9
1.3 Project Background 9
1.4 Strategic Approach 10
1.5 Key Implementing Partners 10
1.6 Methodology & Scope 11
2. PROJECT DESIGN 12
2.1 Project Validity 12
2.2 Logical Framework 13
2.3 External Logic 14
2.4 Gender Focus 15
3. EFFECTIVENESS 16
3.1 Key Partners 16
3.2 Intervention Model 16
3.3 Action Programs 17
3.4 Services for Children & Families 18
3.5 Policy & Institutional Capacity 21
3.6 Post-tsunami child vulnerability 22
3.7 Implementation & Challenges 23
4. EFFICIENCY 25
4.1 Country Context 25
4.2 Coordination of Efforts 25
4.3 Time Efficiency 25
4.4 Project Flexibility 25
4.5 Efficient Use of Resources 26
4.6 CL Monitoring 26
5. RELEVANCE 28
5.1 Preventive Strategies 28
6. SUSTAINABILITY 30
7. FINDINGS: 32

8. CONCLUSIONS 33
9. RECOMMENDATIONS: 34
10. LESSONS LEARNED: 38
11. GOOD PRACTICES/REPLICATION 39
ANNEXES 40
APPENDIX A 40
List of People Interviewed/Consulted 40
APPENDIX B: TERMS OF REFERENCE 42
ANNEX 1: Map of Sri Lanka 54
APPENDIX C 58
ILO-IPEC Tsunami Project Mid-Term Evaluation Stakeholder Workshop – prepared by the workshop rappatueur 58
APPENDIX D 69
Outputs and activities 69
APPENDIX E 73
Reference List 73

Acronyms

CL	Child Labor
CPO	Child Probation Officer
CUE	Catch up Education
DCPC	District Child Protection Committee
DOL	Department of Labor
DPCC	Department of Probation and Child Care
DS	District Secretary
EFA	Education for All
GOSL	Government of Sri Lanka
IPEC	International Program on the Elimination of Child Labor
KV	Kinnya Vision
MOE	Ministry of Education
MOEL/MOL	Ministry of Labor Relations and Foreign Employment
MOH	Ministry of Health
MOSW	Ministry of Women Empowerment and Social Welfare
MCDWE	Ministry of Child Development & Women's Empowerment
NCPA	National Child Protection Authority
NFE	Non Formal Education
NIE	National Institute of Education
NSC	National Steering Committee
NWC	National Workers Congress
NWG	National Working Group
PAC	Project Advisory Committee
SAC	School Attendance Committee
UNFPA	United Nations
UNICEF	United Nations Children's Fund
USDOL	United States Department of Labor
WFCL	Worst Forms of Child Labor

Executive Summary

The Emergency Response to Child Labor in Selected Tsunami Affected Areas in Sri Lanka (The Project) has been designed to respond to both existing and emerging post-tsunami child labor (CL) issues in support of the country's recovery, rehabilitation and development process. The project has adopted a dual strategy in its approach in addressing CL issues: (1.) Creating an enabling environment through policy work; and (2) targeted interventions to prevent/reduce CL. All direct intervention programs are naturally aligned with and support the government's efforts at implementing ILO Convention 138 and Convention 182 to prevent children from entering the worst forms of CL and those who are at risk of dropping out.

Sri Lanka has a relatively advanced legislative framework, and key policy measures are in place that supports ILO/IPEC projects including the present Post-Tsunami Response Project. ILO has made significant contributions towards the development of legislation and policy relating to child labor, (CL) through advisory, technical and programmatic input. The project is also supported by solid institutional structures that focus on work relating to childcare and child protection issues. This has provided a strong, supportive environment for the post-tsunami response project, in order to deal with existing and emerging CL challenges.

Project objectives including those of action programs, appear to be designed to reinforce and complement each other at various levels. Work relating to policy and capacity building for instance contributes towards prevention of child labor in the medium to long-term. On the other hand, direct action programs are a means to translate key policy measures into practical, concrete interventions at local/community level. This dual strategy in the overall approach of IPEC in other projects, have been further emphasized to meet the emergency needs of affected children vulnerable to exploitation during and in the aftermath of disaster. The effectiveness of this approach in the context of IPEC is more visible in terms of its preventive and protective role. The project's emphasis on educational interventions indicates the recognition that it is central to prevent and reduce WFCL, particularly during major disasters and increased vulnerabilities.

The project has given priority to education as an important and effective preventive strategy to eliminate CL, in particular the worst forms, in order to address the objective of eliminating CL post-tsunami, in support of national policy. Project programs therefore address education in non-formal environments, particularly through remedial programs for children whose education was affected by the tsunami as well as those who had dropped out before the tsunami. The programs have evolved into extending educational services beyond the post-tsunami emergency context, to those who are more vulnerable and at risk of exploitative CL in the current context.

Important factors that have contributed to the overall effectiveness in achieving project goals so far are closely linked to the following:

i. A dual strategy focusing on creating enabling environments combined with targeted interventions;
ii. The project's primary model of intervention through Community Centers newly established through the project or further strengthened and/or extended. The basic modality of direct action programs involve an area-based integrated approach emphasizing the laying of groundwork by creating an enabling environment and establishment of institutional structures that can be sustained at local/district levels, to reach affected children, parents and their families. The CC serves as the main frame within which education interventions as well as non-educational interventions take place;
iii. The project's selection of key implementing partners for direct interventions, with strong national and/or local community networks and a solid track record in community development;

iv. The projects integrated a holistic approach in addressing CL issues, concentrating on prevention efforts at local community and village levels has been adopted in its action programs. The multi-prong strategy to deal with CL integrates education, livelihood opportunities, social mobilization and health services in program activities.

Implementing challenges have been faced on the ground which includes those beyond the control of project management. The overall country's security/conflict situation, political events and state bureaucracy generated delays clearly present obstacles for creating enabling environments and ensuring sustainability. The conflict's impact has been felt significantly more in the eastern district. Although the project location in the district has not had a direct impact of armed conflict so far, it has experienced the indirect fallout and has to absorb the periodic influx of IDP movements into the area. The region continues to be highly unstable with escalating armed violence.

The effectiveness of the project's action programs in terms of progress and potential achievements should be considered within the broader context of the country's social-economic climate, cultural specificities, political environment in a 'conflict in transition' phase and the post-tsunami disaster. The project could benefit from a better understanding of implementing challenges it has faced, and could continue to face in the future. In light of the recent, rapid escalations of armed violence and conflict[2], an acknowledgement of the current situation is important. Conflict conditions that have gone beyond a mere security situation may require an adjustment in project strategy that acknowledges the current conditions, provides clear guidelines and strengthens overall program monitoring. These are important considerations for the continuation of programs in high risk areas for the remainder of this project.

State implementing partners have faced delays at the start of action programs (APs) due to national elections, change of governments leading to the bi-furcation and/or creation of new ministries and portfolios. Re-structuring of government agencies, appointment of relevant officers within partner agencies, has caused delays in the start of APs. Bureaucratic procedure has also slowed down the process of initiating and carrying out AP activities. Additionally, poor infrastructure, lack of transportation and distances has created difficulties for beneficiary access to program activities in certain locations.

An optimally efficient and effective response to a major disaster, in order to achieve results and meet project objectives, is closely linked to the overall country context and implementing challenges outside project management control. The effects of these challenges can be minimized to some extent through the use of appropriate strategies. In order to address CL, the project has primarily focused on preventive measures. This is easier to achieve and more cost-effective in combating the problem of child labor in the long-term.

The likelihood of project sustainability will be determined by political instability, government changes, reorganization and restructuring of state implementing partner institutions/agencies and the escalation of armed conflict. However, the existence of the following factors indicate a strong likelihood for program sustainability: a) political commitment through a solid legislative and policy background, IPECs prior work and its ongoing, supportive policy work with government institutions; b) The selection of key partners who have shown the ability to sustain prior IPEC projects and are now linking up with these projects/agencies to carry out present program activities. c) The integration and cooperation of multiple actors within the community who play a significant role in CL preventive activities ensure continuity after project end; d) Partner contributions towards programs, provide a sense of ownership of the project, and generate a vested interest in the overall success of program activities, essential for the continuity of benefits for the community.

[2] Since the review began the cease fire agreement which was in place has disintegrated and the violence and armed conflict has escalated rapidly in a matter of a few months. The review noted unstable conditions previously, but has highlighted the situation in the final draft as it could have serious implications for the remainder of program activities in high risk areas.

The present Tsunami Response Project as in all IPEC programs in general, emphasizes an integrated, holistic approach in addressing the issue of CL prevention. The IPEC project has been most effective in meeting the immediate needs of affected children through interventions that focus on reducing and preventing CL. IPEC's adaptation of its role in meeting the demands of an emergency should be considered in the context of a medium-term emergency response within the broader aim of addressing longer-term CL issues. Despite challenges, the project has achieved its overall objectives to a large extent in creating an enabling environment through policy work, legal change and achievement of its targeted intervention goals to prevent and reduce CL. Programs show a positive outcome through a range of services offered to children and the community at this stage of the project.

Based on the observations and findings this evaluation has made recommendations that can serve to facilitate, improve and support the qualitative progress and effectiveness of project objectives for the remainder of the project's duration as follows:

Recommendations:

Expand & Strengthen Monitoring Mechanisms stronger program monitoring mechanisms are required in a country where the overall security in general is deteriorating and regional instability in program locations is increasing;

- **Strengthen Existing District/Local Level Institutions** strengthening and expanding DCPCs/DCDCs in all districts where the project's program activities are implemented, will create stronger DCDCs and encourage the cooperation among district authorities dealing with CL issues;
- **Establish and Strengthen Inter-Agency Links** dealing with post-disaster emergencies, as a jointly coordinated effort among agencies would be more appropriate in the context of ILO/IPEC in responding to emergencies;
- **Factor in Additional Time for Overcoming Procedural Delays** in Project Implementation into the overall project duration period;
- **Develop and Maintain A Comprehensive Database** as a Central Knowledgebase on child specific information and CL issues;
- **Development and Support for Local, Contextual Specific Adjustments** through Educational Interventions in the Formal or alternatively, Non-Formal Education Sector;
- **Strengthen Mechanisms and Develop Indicators** to Track Institutional Capacity Building Progress;
- **Additional Incentives and Support for Capacity Strengthening** and Building Programs;
- **Minimize the Impact of Cultural Practices**/Attitudes and Maximize Child/Beneficiary Participation'
- **Increase Program Emphasis on Youth**, in particular the 14-18 age group through Educational Interventions;
- **Increase Support and Facilitate Accessibility** to participate in Program Activities;
- **Expand and Strengthen Community-Based/Community Driven** Child Labor Monitoring Bodies;
- **Stronger Emphasis on Publicity and Dissemination** of CL Issues Within Program Activities;
- **Additional Support** for the Continuity of Remedial Classes through alternative means.

1. INTRODUCTION

1.1 Legal Framework & Policy Environment

Sri Lanka has a relatively advanced legislative framework, with key policy measures in place that supports ILO/IPEC projects including the present Post-Tsunami Response Project. ILO has played a major role in the development of the legislation and policy work in terms of technical support, financial input and advisory capacity. Most importantly, Sri Lanka as a member country has ratified inter alia the eight core ILO Conventions, the two most significant for this project being: ILO Convention No. 138 Minimum Age for Entry into Employment (1973) and Convention No. 182 Worst Forms of Child Labor (1999). Sri Lanka has also ratified the UN Convention on the Rights of the Child (1989). Of particular relevance to this project are the recent legal amendments to empower the Ministry of Labor to give effect to the list determining Hazardous Forms of Child Labor passed by parliament.[3]

Significant policy advancement in this area has been in the development of a National Policy for Decent Work in which Sri Lanka recognizes that the elimination of child labor is integral to the objective of ensuring rights at the work place. It is supported by a National Plan of Action which aims at converting policy into action. Additionally, the Youth Employment Policy which is integrally linked to the elimination of child labour, has recently been finalized and the policy is to be presented in parliament. All of these factors indicate the existing acknowledgement of CL as a national problem as well as a National commitment to address the issues.

1.2 Institutional Framework

The project is supported by a solid institutional structure, both government and non-government, which are working on issues relating to children and child labor. ILO/IPEC partnerships and alliances with these institutions in prior projects and continuing partnerships encourage networking and synergies to support program activities, which is an essential part of the present project. Some of the institutions significant in this project which contribute towards the overall prevention, withdrawal, protection and reintegration of children, through its activities are:

The Women and Children's Affairs Division in the MOL; The Ministry of Education (MOE); The National Institute of Education (NIE) and Non-Formal Education Department under the MOE; The National Child Protection Authority (NCPA); The Department of Probation and Child Care (DPCC) at national and provincial levels, under the Ministry of Women's Empowerment & Social Welfare; The District Child Protection Committee (DCPC[4]), The Police Women & Children's Bureau; Center for National Operations[5]; The National Workers Congress (NWC) also a project partner, is the umbrella trade union which has branch networks in 14 districts; Don Bosco a catholic establishment and the NGO Kinnya Vision.

1.3 Project Background

The Emergency Response to Child Labor in Selected Tsunami Affected Areas in Sri Lanka (The Project) is a three year project, designed to respond to both existing and emerging post-tsunami child labor issues in support of the country's recovery, rehabilitation and development process. The project acknowledges the emergence of new vulnerable groups and increased vulnerability of children in particular, as a result of the tsunami disaster which occurred on December 26, 2004. It takes into account that disaster exacerbates poverty and vulnerability and the likelihood of an increasing demand for child labor. Issues that needed immediate attention in the post-

[3] Passed in July 2006, ILO provided significant input through the technical committee for HFCL

[4] DCPCs have undergone some structural changes recently and are now known as District Child Development Committees (DCDCs)

[5] CNO was established soon after the tsunami, this agency has been restructured the present agency in place to deal with post-tsunami work is RADA Reconstruction & Development Agency, which is also expected to undergo structural changes in the near future.

tsunami phase were: (i) loss of family support, (ii) loss of education, (iii) high risk behavior due to excessive traumatization and (iv) a significant increase in child labor.

The project has aimed at mainstreaming child labor dimensions within relief and recovery efforts at national, international and local levels. It has outlined its targeted beneficiaries as working children, (girls and boys) in the pre-tsunami phase, who are continuing to work post-tsunami, tsunami affected children who are at risk of engaging in child labor and their families. Indirect beneficiaries of programs are the siblings of targeted children, families and surrounding communities in which project/program activities are taking place.

The project has been implemented in two Tsunami affected districts. The District of Trincomalee in the Eastern Province and the District of Galle in the Southern Province. Kinnya, Koggala and Ahungalle are the main project locations however, program activities under the project covers other affected Divisional Secretary (DS) Divisions (administrative divisions under the district administration) through its outreach programs, within the district of Trincomalee and also within the Southern Province. The selection criteria for these provinces were: the magnitude of the devastation due to the tsunami, lack of programs aimed directly at the elimination of child labor, low school enrolment and literacy rates, low socio-economic development indicators and the lack of support mechanisms for the working children.

Within the broader development objective of this project, which aims at contributing to the elimination of child labor in Sri Lanka, the project supports the Sri Lankan government in tackling issues of child labor in post recovery and reconstruction efforts through policy and programs. The immediate objectives to be achieved by the end of this project are stated as follows:

- *The capacity of relevant government, media, international relief and reconstruction organizations, and NGO institutions (district and central level) will have been strengthened, enabling staff and community members to integrate child labor issues into post-tsunami reconstruction policies and monitor the child labor situation in the post-Tsunami environment*

- *Flexible and speedy response will have been provided through Community Centers to Tsunami affected children and their parents/guardians in selected affected districts.*

1.4 Strategic Approach

The project has adopted a two strong strategic approach to address child labor (CL) issues:

(i) to create an enabling environment through policy work, and support of policy-makers with guidance and advice, for the integration of child labor concerns in the country's overall emergency response;
(ii) targeted interventions to prevent and reduce child labor through a range of services.

1.5 Key Implementing Partners

The five implementing partners in this project reflect the tripartite structure (government/workers/employers) of ILO/IPEC projects. Close interaction and consultations among constituents, partners & stakeholders reveal its importance for addressing and preventing Worst Forms of Child Labor (WFCL) in keeping with Convention No. 182. Project implementing partners are: (i) The Ministry of Labor Relations and Foreign Employment (MOL); (ii) The National Child Protection Authority (NCPA); (iii) National Workers Congress (NWC); (iv) Kinnya Vision; (v) Don Bosco. Components of the project's program are implemented through five separate Action Programs (APs) supported by various service providing activities.

1.6 Methodology & Scope

Within the allocated time frame beginning October 6th through November 5th[6] including five days of field visits, this evaluation assesses the extent to which the project's immediate objectives have been achieved so far, and can be achieved through its action programs and project activities for the remainder of the project. The assessment also includes the effect of the programs at different beneficiary levels to date. In addition, it reviews the different strategies of the project, models of intervention, notes good practices and recommendations for replication in the future implementation of IPEC project activities.

The evaluation process involved a desk review of key project documents and other relevant ILO/IPEC material relating to national/international legal frameworks and policy on labor, specifically child labor focused issues; field visits to two primary project sites in the East and Southern districts; group discussions and informal interviews with project beneficiaries, implementing partners and consultations with project staff and management. (See Appendix A – "List of people interviewed/consulted"; and Appendix B – "Evaluation Agenda")

To a large extent, the escalation of armed conflict in general and in the eastern region more specifically, did influence and limit both project site selection and time spent in the field. Field visits to the Eastern District were conducted in a fairly tense environment due to the prevailing security conditions, heightened military presence and security checks. Two explosions/attacks followed in the areas en route to project sites both in the east as well as the south. The explosions occurred the day after leaving the field during this evaluation. Limitations in project budgetary resources for the MTR appears to have resulted in the inability to take appropriate security measures in terms of travel[7] for example, to cover the entire duration of the field visits.

A stakeholder workshop was held before this draft report was submitted, in which the ILO/IPEC constituents, key stakeholders, and implementing partners including project management participated as a part of the evaluation process. The main purpose was to present some of the potential findings as points for discussion and explore solutions/possibilities as future options for overcoming implementation challenges. The feedback and contributions of partners in the discussion of preliminary findings is a vital part of the process of identifying possible approaches for the future direction of the project and program activities. In keeping with ILO/IPEC's participatory approach and tripartite structure, the workshop was conducted in an informal, relaxed environment in which the stakeholders, community members, NGOs, government officials, project management and staff expressed their views/opinions on issues of concern to them and suggested recommendations for consideration. (See Appendix C – "ILO/IPEC Workshop Report")

[6] The initially allocated time frame of 2 months for the completion of this evaluation has since been extended for the incorporation of comments and finalization of the evaluation report.

[7] A MOSS compliant vehicle was available from a point before entering Trincomalee District, for the Kinnya field visit only. The explosions occurred before the "transfer" point at which the vehicle was provided. The attack in Galle District was another unexpected situation, these are inevitable occurrences which are now inevitable and should be factored in for any future work in the field, given the changing ground environment due to the escalating armed conflict.

2. PROJECT DESIGN

2.1 Project Validity

The project design outlines two immediate objectives, which correspond to two types of interventions, direct interventions and institutional capacity development (ID) support interventions. The emphasis on creating an enabling environment through policy work and capacity building, aims at preventing CL on a medium to long-term basis. Combined with the practical application of policy through simultaneous, direct interventions, the project intends to provide the necessary supportive environment and complementarity at various levels, for the achievement of its immediate project objectives. (See section 2.2 Logical Framework, Para 5 for further discussion)

Both immediate objectives identify its targeted beneficiaries, expected achievements and outline action programs that follow. Baseline surveys have been carried out in the post-disaster context to identify vulnerable beneficiary groups. It does not appear that any consistent approach through assessment formats geared towards emergencies/disasters was used for a systematic assessment of vulnerability needs. However, in the context of providing speedy responses to post-tsunami survivors, an initial, quick mapping/survey of those most vulnerable were identified and targeted for direct intervention services. While appropriate in the post-tsunami emergency response context, the project is currently strengthening outreach services and utilizing implementing partner networks through their institutional referral system, to target beneficiaries who may have been excluded initially. Social workers/mobilizers are also being utilized to conduct interviews and group discussions to identify beneficiaries in the different APs. This is important for the project in achieving its targeted objectives and progress in the context of medium term responses for the remainder of the project.

The broad reach and scope of immediate objective one (targeting relevant international relief and reconstruction organizations, government, media and NGO institutions at national and district levels for capacity strengthening at project end) given its non-tangible nature may not lend itself easily to quantifiable impact assessments at project end. This could also be a challenge to achieve within the stated time frame, particularly in post-disaster environments where institutional capacity has been further weakened and factors beyond the control of project management cause delays. Although ID interventions focus on institutions and cover a broad spectrum of entities at central and district levels, corresponding action programs are more specific in identifying targeted numbers of beneficiary groups. APs with MOL and NCPA for example experienced delays in getting started however, they are currently carrying out program activities and project progress is indicated.

A review of the project's key outputs and supporting activities for the achievement of its capacity strengthening objective shows that progress has been made in some areas i.e. awareness raising/training at district levels as reflected in DOL activities, joint and complementary programming activities, (implementing partners/UN agencies, networking alliances) development of training modules etc., while other activities still need to get off the ground. Discussions and negotiations with central government/administrative authorities, lobbying efforts on legislation and advisory work on effective CL responses to disaster are slow moving (see section on implementation & challenges for details) but currently ongoing. Significant progress however has been made in policy work as a result of project input, indicated by the government's development and formulation of CL specific policies and adaptation of the legal framework to address WFCL. On the whole, activities that support the achievement of immediate objective one, capacity strengthening indicates a slower pace in progress than objective two. Creating an enabling environment for the prevention of CL is a longer term response, therefore significant achievements and project impact could be better assessed during the remainder of the project.

Achievements of objective two would be more amenable to quantifiable results in terms of measurable and realistic targets that focus on a particular group, the affected children and families/guardians within a specific area. Direct interventions have provided tangible, specific and disaggregated information of its beneficiaries i.e. the targeted number of girls and boys and age groups and the appropriate program activity per group. For example NWC targets a total of 1375 children as direct beneficiaries. Of these 775 are girls and 600 boys. 200 children (100 boys, 100 girls) are targeted for withdrawal and 1175 for prevention. Four categories of working children are targeted for education services through the preventive strategy emphasized in the project, which includes vocational training for the 14-18 age group.

Overall the design of the project and its objectives appear to be valid. The project's objectives including those of action programs are designed to reinforce and complement each other at various levels. Work relating to policy and capacity building for instance is a contribution towards prevention of child labor in the medium to long-term. On the other hand, direct action programs are a means to translate key policy measures into practical, concrete interventions at local/community level. The dual strategy in the overall approach of IPEC in other projects, have been further emphasized to meet the emergency needs of affected children vulnerable to exploitation during and in the aftermath of disaster. The effectiveness of this approach in the context of IPEC is more visible in terms of its preventive and protective role.

2.2 Logical Framework

Project indicators for achievement of the capacity strengthening objective are relevant in that it provides certain quantifiable information which can be used as a means to assess the general trends and direction towards achieving the objective. However, indicators focus primarily on numerical achievements. This may indicate achievement of targeted figures, but does not necessarily track qualitative and sustainable achievements. The intangible nature of objective 'capacity building' as a final achievement is a challenge in itself. Tracking its progression is even tougher, More emphasis on indicators that track qualitative progress of this objective for the remainder of the project, would be more helpful in determining a significant impact of programs, by project end. Means of verification linked to indicators in the project are relevant but are primarily from secondary/implementing agency sources. It might be useful to supplement this with primary means of verification in relation to some of the indicators in order to better ascertain progress in achievement.

For example, in connection with the ID objective the project document states that the indicator on the number of programs addressing CL situations of tsunami affected children is verifiable via DCDC sources. This could be additionally supported by an assessment or quick survey conducted by project monitoring to ensure the validity and reliability of indicators to assess progressive achievements. Numerical indicators for direct interventions noted are clear, quantifiable and lends itself to quick progress measurement. It should be cautioned here, that numerical indicators are necessary but insufficient in capturing qualitative progress and as indicators of qualitative achievement, therefore the ability to measure longer-term impact of programs is problematic. Supplementing means of verification of all indicators with project monitoring support will further strengthen the reliability of assessing project achievement progress. Indicators are useful but can be more effective as a monitoring tool when used together with additional means of verification, particularly in progress tracking of institutional capacity building. Project monitoring support could be further strengthened for the remainder of the project.

The logical flow of action programs is indicated through the links between project component, sub-component activities and outputs necessary to meet the immediate objectives of the main project. Each of the five action programs of this project correspond and contribute toward achieving the immediate objectives of the project. And as indicated in project documents, the immediate objectives of action programs correspond to at least two or three main project outputs. As an example, NWCs immediate objective "flexible and speedy response to be provided by CCs to tsunami affected children/parents" correspond to the following project outputs: "establishment and capacity enhancement of CCs;" "CCs to operate

preventive/rehabilitative services to tsunami affected children;" and "follow up referral system based on local community resources in place.." (See Appendix D – "Outputs and Activities, referenced in Project Documents")

The project has noted resource inputs from three primary sources. Key donor funds, technical and administrative support from ILO/IPEC and national contributions "in kind" from government institutions and national implementing partners supports the activities outlined in the project. Input is in the form of human and material resources and implementing partners have committed approximately 10% of their total action plan resources. Partner contributions are an indication of the will and commitment of national partners towards project objective achievements. Additionally, this contributes toward a sense of ownership of the project, as well as support for program activities in meeting project objectives. This is also an indication of the likelihood of the continuity of program activities and benefits to the communities.

On the whole, project inputs in support of the outlined activities to produce the expected outputs, are closely inter-linked and appear to follow a clear direction in support of the main project's immediate and strategic objectives. To achieve its capacity strengthening objective for example, 5 outputs targeting central, provincial, local government bodies, government agencies and key institutional partners have been targeted. Several activities linked with these entities have been initiated in order to achieve each output, ultimately aimed at strengthening capacity and a national strategy of tackling CL issues in post-recovery rehabilitation programs and policy. Project components and sub-components through its action programs, aim at contributing to the broader development objective of eliminating child labor. The likelihood of achieving the project's immediate objectives is strong provided the outlined assumptions noted below hold true.

The project design outlines assumptions/external factors that are linked to immediate objectives, as positive conditions which allow the achievement of project objectives. If these conditions change it could impact on project implementation and achievement of its immediate objectives. The following assumptions *"Access of national and international partners to Tsunami affected regions; Access to tsunami affected areas remains open; Schools re-opened and in session , Non-Formal and Bridge courses back in session"* have changed during the course of project implementation as a result of the deteriorating security situation and outbreak of armed violence in parts of the country.

Although action program output in Kinnya located in the conflict affected Eastern Province has not been directly affected so far, the stability of the region remains uncertain. Increased monitoring during project implementation can provide support for appropriate strategies if the situation requires. This could prevent or minimize external factors from having a major, negative effect on project progress and achievement of project objectives or alternatively, affecting the overall quality of the project's achievements.

2.3 External Logic

The Strategic Program Impact Framework (SPIF) process used for planning project interventions reveal an integrated, multi-sectoral approach in meeting its strategic objective in supporting the government to deal with CL in post recovery and reconstruction efforts. The SPIF for this project has been approached within the parameters of the tsunami's impact on the child labor situation in the country but is designed to respond to both existing and emerging CL issues. The project supports the laying of groundwork for a gradual mainstreaming of CL into national reconstruction and recovery policy planning, through its "upstream downstream" policy and program interventions. In order to achieve its broad and far reaching goal, the project has supported the forging of alliances with key partners with established community networks, encouraged and established links and synergies with prior and existing projects and interventions by IPEC, IPEC constituents, other organizations, donors and governments.

The comparative advantage of IPEC projects has been the formation of key partnerships with trade unions and organizations that have a history of community development work and strong community ties. This provides strong support towards the speedy achievement of its immediate objectives. In addition, the strategic alliances and influence results in the multiplier effect by increasing its outreach scope, broadening the beneficiary base and facilitating quick and efficient provision of various services to children and their families, which is value added to project achievements particularly in the context of major disasters.

2.4 Gender Focus

Priority has been given to gender issues in project design which is reflected in the integration of gender considerations within project documents. The project has stated its intention to comply with the ILO equal opportunity policy and equal treatment of men and women at all implementation levels. It further states that integration of gender will be one of the most important principles in project management and implementation, and aims at providing training to partners and project personnel to familiarize them with ILO policies related to gender mainstreaming. The project has also indicated cultural sensitivity in that it acknowledges that cultural attitudes and perceptions are likely to have unavoidable repercussions on child labor-related issues in Sri Lanka, where the female children are less likely to be sent to school, and hence more vulnerable to CL. A focus and emphasis on gender as an important aspect of the overall project's design and implementation process is an important step in the positive direction of mainstreaming gender issues across sectors as opposed to a separate treatment of gender, as a stand alone program.

The project has emphasized the significance of eliminating gender-based differences in access to assets and resources in order to create an enabling environment that offers opportunities for children to develop their potential. In recognition of this, program activities have given priority to economic empowerment of women's programs, livelihood skills training and awareness raising, targeting women/mothers of affected children. Specific gender supportive programs acknowledge the link between economic upliftment of mothers and the likelihood of preventing/reducing the vulnerability for CL.

A review of APs show that the project is having a significant impact on targeted, tsunami affected women/mothers (beneficiaries) in particular, by contributing towards the economic empowerment and strengthening of these women. Discussions with beneficiary women/mothers revealed that their present ability to earn and supplement family income has given them the independence and space to think about the importance of education, sending their children to school and be able to afford it, as opposed to their previous dependency status and focus on survival. There is a clear indication that this is contributing towards a gradual increase in the awareness of CL issues. The emphasis on women is an effective approach in laying a solid foundation for promoting education and prevention of CL.

Project targets for educational and non-educational services for children reveal an increased number in the ratio of girls to boys within the total targeted number of beneficiaries. This indicates that proactive measures have been taken to address issues such as potential gender imbalances as a result of cultural practices and attitudes. Additionally, it is acknowledging that cultural attitudes and perceptions change over time and requires a longer-term, preventive strategy. The project has attempted to mainstream gender by incorporating it within its overall preventive approach through action programs that focus on and prioritize education programs, awareness raising activities, and empowerment programs. This review finds that such measures have been effective and appropriate at this point of the project, as interventions aimed at achieving long-term sustainable results.

3. EFFECTIVENESS

The effectiveness of the project in terms of achieving its immediate objectives and the extent of the effects of the project on target groups thus far, should be considered in the context of the country's broader social-economic climate, cultural specificities, turbulent political environment in 'a conflict in transition' phase and the post-tsunami disaster. This provides a better understanding of some of the challenges presented in the course of project implementation. It can also help to identify the need for appropriate adjustments in strategy in the future implementation of program activities, if necessary, in a rapidly changing country environment and ground scenario.

3.1 Key Partners

The project's selection of key implementing partners for direct interventions, with strong national and/or local community networks and a solid track record in community development, has contributed to the successful implementation of AP activities so far. Partner networks and alliances have prepared the ground and taken the necessary steps to ensure successful progress of ongoing activities. Key partnerships in this project are an important contribution towards the success of future program activities.

3.2 Intervention Model

The project's primary model of intervention is through the use of multi-purpose Community Centers, (CCs) newly established through the project or further strengthened and/or extended. The basic modality of direct action programs have involved an area-based integrated approach emphasizing the laying of groundwork by creating an enabling environment and the establishment of institutional structures that can be sustained at local/district levels, to reach affected children, parents and their families. The CC serves as the main frame within which education as well as non-educational interventions takes place. Three of the implementing partners are successfully utilizing this approach to carry out multiple service activities.

The project has assisted NWC to strengthen and expand its existing Community Center and the 'Daru Setha Program' which provides educational support through NFE and remedial learning to children who have dropped out of school and are likely to drop out. This CC based in Koggala, is a multi-purpose center which includes in their remedial education programs art, play therapy, skills development programs for children in the 14-18 age group and family members, livelihood development programs including business development services and worker education programs. It is centrally located therefore accessible to affected communities and is also in close proximity to the Free Trade Zone. Its beneficiaries are from both formal and informal sectors. As a result of the ILO/IPEC project, the center functions as a key entity for processing a high volume of CL abuse and violation complaints from community members. Additionally, The NWC is also undertaking a Housing Reconstruction Programme for tsunami-affected members, which include the families of Darusetha children.

Kinnya Vision has established a new Center in the East, through which, multiple services i.e. Vocational Training (VT), Adult Skills Training, (for men and women), children's recreational/play therapy activities and Remedial Programs are both carried out and coordinated. Don Bosco's recently implemented program in the South is also working through a CC, and has at this stage activated awareness raising and extensive remedial programs. The programs show tremendous potential for mobilizing the community through the principle of holistic interventions, integrating education, livelihoods skills and awareness raising among others. Overall, the review finds that multi-purpose Community Centers have been very effective as a means to provide multiple services through a range of preventive and rehabilitative activities to children and different levels of beneficiaries in the community.

3.3 Action Programs

Project activities are implemented through five separate Action Programs (APs) that carry out activities in support of each AP's immediate objectives. Components of the action programs with MOL and NCPA focus closely on institutional capacity strengthening primarily through policy work. Its policy oriented approach has been translated into program support for capacity building through awareness raising and protection activities. The project provides guidance, advice and support to policy makers/key partners for example, NCPA and MOL, to integrate CL concerns into the overall national emergency response.

The three action programs with Kinnya Vision, National Workers Congress[8] and Don Bosco, have implement targeted interventions to reduce and prevent CL by providing a multiple range of services through Community Centers (CC) as the main hub of activity. Multi-purpose Community Centers established by KV, NWC and Don Bosco provide ample evidence including the potential for further expansion. (See details noted in section 3.2 intervention models) The project's contribution towards strengthening of local capacity to respond to CL issues show significant progress, particularly through the strategic approach used in the implementation of program activities such as, the establishment of partnerships and close links with local organizations and community networks and building on prior existing alliances. Moreover, providing district-wide training, workshops and lectures for partners/community, i.e. Department of Labor implementation of the Cascading Training Program, provides avenues and tools to increase significant awareness of CL issues among a broad range of beneficiaries and members of the community at different levels.

The emphasis on CL awareness raising conducted through the project's action program activities also attempt to mobilize key decision makers at central and district levels. Direct interventions have carried out several activities in this area, and have made significant progress in mobilizing the community through field visits by project staff, volunteers (KV) and social workers. They have utilized group discussions and distribution of materials/posters as dissemination tools, as a part of their awareness raising activities to prepare the ground prior to introducing the concept of CL.

Some action programs have devoted extensive time and utilized innovative models to network in diverse communities, introduce CL issues, the project and its activities. For example. Don Bosco a Catholic Institution in the South has established an alliance with the local religious leader/Buddhist clergy and works closely together to reach out to a primarily Buddhist community, as the concept of CL was new in the area. Kinnya Vision implemented a separately funded mini program utilizing six social workers and its volunteer base to raise awareness and mobilize society, in a conservative community in the Trincomalee District, prior to the implementation of the main AP.

The effectiveness of awareness raising activities however, is closely linked to its combination with micro-credit, livelihood recovery assistance programs, and vocational skills training introduced either through the program or linked with other donor funded programs. Don Bosco's program strategy in the south acknowledges that the problem of trafficking needs to be addressed through a holistic approach, therefore, concentrates on prevention efforts at village and local community levels. They have adopted a multi-prong approach in dealing with CL, by integrating education, livelihood opportunities, social mobilization and health services in program activities.

ID programs have also initiated the sensitization and mobilization of the public and community leaders on the need to prevent, protect and rehabilitate children in, and at risk of getting into CL situations. These program activities are still at an early phase due to delays in AP implementation, to determine any significant achievements or impact at district level. Based on discussions with Department of Labor (DOL) officials and field visit observations, the initiation of the Department of Labor's awareness programs for community leaders/local administrative

[8] NWC also supports capacity building at district levels.

personnel conducted by core trainers, [9]selected from ten districts, show great potential for promoting CL awareness in communities. Travel and transportation difficulties were noted for most people, including labor department officers to participate in such events. Some form of incentive was suggested, which should be provided to encourage and increase participant attendance.

On the whole, the concept of CL, the vulnerabilities of children in working environments and the importance of education and providing them opportunities to do so, must be understood and addressed in the context of local cultural and socio-economic realities. Conceptual changes, attitudes and behavior patterns take time and program interventions have acknowledged this. Action Programs have approached the introduction of CL concepts through various awareness raising activities. The notion that prevailing CL issues is a reflection of society and social conditions, and that the responsibility for improving conditions for children is the shared responsibility of family, community and society at large should be further emphasized. Media use is an effective tool for publicity and awareness raising. Caution should be exercised however, in the tendency to use it as a sensationalization of issues instead of a sensitive handling of prevailing and potential CL issues, in the best interest of children and their welfare.

Overall the Action Programs are relevant in terms of approaching its development and strategic objectives through the combination of Institutional Development and Direct Action Programs. Programs have been effective in meeting their targeted figures at this stage of the project. ID programs have made progress in terms of impact at policy level, but progress in some activities in support of capacity strengthening have been moving slowly. While APs reveal good design and relevancy, operational capacity is important and is a potential issue for successful program implementation. External factors could have an impact on the success of program interventions in the remainder of the project. (Discussed in section 3.7 Implementation Challenges)

3.4 Services for Children & Families

The project targets a total of 2,750 children below 18 years of age, (1,550 girls and 1,200 boys) for withdrawal[10] and prevention[11] from exploitative and/or hazardous work,[12] primarily through the provision of educational and non-educational services. Out of this total figure, the project breakdown of targeted services for children indicates that 400 (200 girls and 200 boys) have been targeted for withdrawal from work and 2,350 (1,350 girls and 1,000 boys) will be prevented from engaging in child labor in the two districts of Galle and Trincomalee. The project goal is that at least 2,400 children from the total number of targeted beneficiaries will be recipients of educational and/or training services. This clearly indicates the project's emphasis on CL prevention and preventive mechanisms, particularly its recognition of educational interventions as central for addressing and reducing WFCL longer-term.

Educational services for the under 18 age group particularly primary school age children include: non-formal or basic literary education (targeting 4 00 girls and 350 boys); vocational, pre-vocational or skills training (targeting 14-18 age group); and referral to the formal education system *or* to non-formal education, vocational, pre-vocational or skills training programs implemented by Government, private institutions, NGOs and other organizations (Targeting 700 girls 550 boys). The Project and its AP activities have provided disaggregated information

[9] The TOT of 24 core staff, 19 of these are labor officers, has been successfully completed, the cascading training/awareness raising program is now underway.

[10] "Withdrawal' refers to those children that are found to be working and will no longer work as a result of the intervention. This category also includes those children that are engaged in exploitative/hazardous work and as a result of the project will work shorter hours under safer conditions." (see definitions – project document)

[11] "Prevention' measures will target children that are either a) siblings of (ex-) working children that are not yet working or b) those children not yet working but considered to be at high-risk of engaging in exploitative work. In order to be considered as "prevented", these children will benefit directly from the project intervention. A "high risk" situation refers to a set of conditions or circumstances (family environment or situation, vicinity of economic activities prone to employ children, etc.) under which the child lives or to which it is exposed. Children at high risk of engaging in exploitative/hazardous work could also include children who are net yet in school as well as those currently in schools but at high risk of dropping out." (project document definitions)

[12] **Exploitative and/or hazardous work** refers to the conditions under which the child works and the safety, health, and environmental hazards to which the child is exposed as well as the duration of work. Any type of work that prevents a child from obtaining an education (attending school regularly) is also considered exploitative work.

regarding the targeted beneficiary children, by gender and age, and specific programs according to age groups within a specified location.

The beneficiaries, children and their parents/guardians are receiving a number of services via CCs established in the three project locations.[13] The most effective services at this point are remedial and VT services. (A total of 110 children are receiving VT training project end targets are 400). Psycho-social activities are also ongoing. Although intended linkages with and support from other agencies[14] for technical expertise is still underway, implementing partners have provided and are utilizing available, local resources to meet these needs. For example KV has initiated recreational art and play therapy activities within the CCs; Don Bosco is utilizing their strong religious support and alliances to provide counseling and guidance to the children in their program locations. (Current total is 260 psycho-social beneficiaries, of which NWC has 60 and KV 200 - project end target is 350[15])

A number children have received and are receiving remedial education to encourage them to remain in school thereby prevent them from dropping out and being at risk of engaging in CL. The high demand for remedial education and CC services provided to tsunami affected children was observed in the field visits and through discussions with the children. For example in Kinnya alone the current total of children in remedial programs is 732 (426 boys; 306 girls[16]) the project target indicated for formal/NFE is 756. Although the East location has felt the impact of conflict in the area and resulting IDP influx, they have been successful in meeting their targeted figures, even exceeding the number of vulnerable children targeted for remedial services at mid-stage of the project. Don Bosco is providing 530 children with remedial educational services, 25 of these are from tsunami shelter camps.

The high demand and popularity of Remedial Educational Programs as revealed through discussions with beneficiary children as well as teachers and project staff, emphasized the need for further support and a continuation of these programs beyond the duration of this project. Typical beneficiaries of Remedial Education Programs are from non-affluent/tsunami affected families. In order to continue this program beyond the lifetime of the ILO/IPEC project, it has been suggested that affluent members of the community and their children be encouraged to participate and benefit from such programs. The likelihood of their support for the continuation of such programs will be high. Furthermore, in the spirit of social cooperation and corporate responsibility it has also been suggested that private enterprises/NGOs can and should be tapped into in support of program continuity.

In the southern locations, children above age 14 years who wish to be employed are being supported with market-driven vocational training courses to be placed in jobs and apprenticeship programs. Social workers and mobilizers of the NWC regularly undertake focus group discussions in the IDP camps which help identify vulnerable children as well as interventions necessary to assist families. VT services in the South through the NWC AP are particularly strong, and provide follow up employment placement services and/or are placed in apprenticeship programs with potential employers. This is largely due to the implementing partner/trade union's solid employer networks at local and national levels, as well as a relative economic vibrancy and high demand levels for skilled labor in the area.

In the eastern location, the VT programs are also ongoing, popular and functioning very effectively. There are indications that recipients of VT services in the KV program may need follow up/placement services in the next phase after completion of training, should the need arise. Discussions with local program management and VT program trainees indicated a need for employment assistance to beneficiaries, for example, those receiving computer skills training. It should be noted that Kinnya has been severely devastated by the tsunami and has been affected by the conflict over the years, which has taken a toll on its infrastructure,

[13] Koggala and Ahungale in Galle District, Kinnya in Trincomalee District.
[14] UNICEF, UNFPA, WHO
[15] As per the TPR for period March – August 31, 2006.
[16] Information received from the KV through their database.

institutional capacity and local economy. Accordingly, the link between training and employment placement should be strengthened, and additional support for assistance with employment opportunities appears to be a welcome and necessary step for program beneficiaries in this location.

Discussions with implementing partners indicated their concern in connection with a special need to focus on the 14-18 age group in the area of educational interventions. Vocational Training is an important intervention, but the need for additional support and encouragement to steer this age group in educational pursuits was emphasized. The vulnerability of this particular group is further revealed in the general application of ILO C 138 where Sri Lanka has ratified the minimum age to enter the job market at 14[17] years, in the context of local socio-economic conditions. ILO C 182 fills this legal void by protecting the 14-18 year olds eligible to work, from WFCL. Eligibility for trade union membership however, is restricted to age 18, which excludes this age group from union protection and benefits.

This reveals that a large number of working youth within the 14-18 age bracket are left vulnerable to various forms of exploitation. If demographic patterns reveal a potential work force consisting of youth, more so if they are largely unemployed and/or underemployed, the likelihood of increasing social problems contributing to political unrest is high. VT programs in general target the 14-18 age group for specific employment opportunities and placement. While the responsibility of VT programs to ensure gainful employment of their beneficiaries is critical, the emphasis on education over employment should be addressed as a social responsibility. The need for interventions to strengthen the family unit, in order to encourage parental support for children's' educational pursuits, in addition to specifically targeted educational programs for the 14-18 age group, has been raised as an area for further follow up.

Psycho-social counseling services are also facilitated in all Centers through trained staff and social workers. Although specialized, technical services through links with UN Agencies have not yet been implemented, the project's implementing partners are using recreational/sports, art and play therapy and other local resources to provide counseling services. In the AP with Don Bosco in the south, psycho-social support/counseling, advice on cultural values, ethical conduct etc. are provided by religious institutions, primarily through the local community Buddhist Temple priests.

Parents/guardians and families of the affected children have been simultaneously targeted for separate services to provide economic support and recovery particularly in post-tsunami periods to reduce dependency on their working children, and/or reduce the risk of children entering the workforce. APs are focusing on economic empowerment programs by conducting income generation activities, adult skills training programs, linking up with existing micro-credit schemes and women's empowerment programs.[18] (110 parents/guardians have been placed in empowerment programs - project end targets are 500[19]) These activities combined with CL awareness raising, are effective means of preventing/reducing vulnerability of children at risk of CL.

Direct intervention APs discussed in this section have shown overall progress and success in terms of meeting their targeted figures at this stage. Each of these 3 APs has shown their strength based on location specific approach, key partners and networking strategies. The AP with Don Bosco which was recently implemented also shows potential for success, based on its strategic approach, emphasis on establishing a solid foundation prior to implementation and key

[17]

[18] The Samagi Movement implemented by the NWC in Beruwela is such a Women's Empowerment Program. It has provided the women in the tsunami-affected fishing communities whose children are recipients of NWC's CCenter services, with training in various food processing/marketing techniques and has initiated a production center. Income generation activities include dried fish packaging for sale, catering services, supplying consumption goods for multi-day fishing trips etc. These activities are supported by a separate INGO/NWC effort but links up with the ILO/IPEC project as a part of the integrated approach to addressing CL issues. KV through adult skill training programs is providing, sewing, food processing and packaging training to develop entrepreneurship skills/economic empowerment of women, in a largely conservative community.

[19] Per TPR period March – August 31, 2006

alliances. Overall, APs with the 2 state implementing partners have shown progress in terms of impact on the policy environment at national level. Its capacity strengthening component and activities indicate somewhat slower progress, more so at district levels, which has much to do with nature of program objectives as well as factors beyond the control of project management. AP specific issues and challenges encountered and likely to be encountered in the remainder of the project are discussed under the section on Implementation Challenges.

3.5 Policy & Institutional Capacity

The projects effect on the policy environment and relevant institutional capacity strengthening is reflected at two levels, national and district levels. A National Working Group in the form of a Project Advisory Committee (PAC) on disaster and child labor has been established. It is an inter-sectoral, inter-ministerial body reflecting the tripartite structure, which includes membership from the National Steering Committee (NSC). The role of the NSC although not direct, has provided indirect support, most importantly by providing a supportive policy framework for this project, through the National Policy on Decent Work and National Plan of Action. The NSC also functions in a dual capacity in that it considers/deliberates on CL issues brought to its attention through the national working group, in the policy formulation process.

The PAC serves as the two-way, 'upstream/downstream' link, which feeds directly into the policy arena through the NSC by bringing all CL issues to the attention of the NSC. The PAC also functions in a technical advisory capacity on CL issues, serves as a knowledge sharing forum and approves all APs of the project. The Action Program with the MOL for the Tsunami Response Project, is able to generate policy proposals/recommendations that factor in CL issues through the National Consultant working on the project. As a project advisory body the PAC has tremendous potential, it could however have more impact on programs with regularized monthly meetings interspaced with knowledge sharing workshops.

The project also contributes towards the educational policy framework particularly in support of the National Policy on EFA, by working closely with the MOE to prioritize education as a means to address CL. ILO/IPEC has provided support and training to the MOE to increase enrolment and retention rates of tsunami affected children. Policy reviews and consultations are conducted with the MOE, and specific attention has been given to the Department of NFE to include working and potential working children in their 'open and bridge schools'/other distance learning programs. Through an advisory role, the project is effective in emphasizing the importance as well as the existence of linkages between child labor, school attendance and retention in emergencies. However, from a direct intervention standpoint in the context of ILO/IPEC, an emergency response to increase enrolment and retention rates of tsunami affected children could be carried out more effectively by establishing/strengthening inter-agency links, as a jointly coordinated effort. More appropriate in this context is to ensure that mechanisms are in place to prevent drop out cases in emergencies and/or link up with other programs/agencies to enforce these measures. The strengthening of SACs or an equivalent localized monitoring body might be a move in this direction.

The project's influencing role at district level is indicated through its support of strong government/donor partnerships and linkages at provincial and district levels. AP activities encourage close working relations with DCDCs which function under the District Administration Body. The involvement of the DCDCs has provided an opportunity to integrate CL issues into appropriate sectoral policies at district levels, through an inter-sectoral platform. The link with DCDCs was observed through NWC working relations with the institution. As a member of the DCDC's forum at district level NWC works closely with DCDC in Galle in promoting the agenda of CL issues which will support the creation of a supportive policy environment at district levels.

The DCDC role is strong in some areas i.e. Galle compared to the Trincomalee district, and appears to be gradually increasing its activities in other areas. A strengthened presence of DCDCs in all areas is necessary and important to enable the project to contribute to the integration and emphasis on CL issues in the local rehabilitation and recovery plans.

Discussions at the stakeholder workshop[20](refer to Annex C – "Workshop Report") on this issue were encouraging and provided some constructive feedback. The possibility for NWC to play an active role in support of the DCDC in the East was suggested, which could provide significant support for project activities in this region. The NCPA representative pledged their support including the Ministry's (MCDWE whose jurisdiction NCPA come under) cooperation in strengthening DCDCs in all districts, in order to give priority to CL issues and facilitate IPEC project efforts at eliminating CL.

3.6 Post-tsunami child vulnerability

In the post-tsunami context evidence of increased child vulnerability to trafficking was highlighted through media sources and agencies working on the ground. Although the phenomenon of CL has been in existence before the tsunami, the emerging increase was noted by government authorities as a 'post-disaster family strategy.' For example, field observations and discussions with implementing partners and staff reveal the dependency on child labor in agricultural and fishing communities. During periods of disaster, and in the post-tsunami period for instance, the loss of livelihoods, heightened economic vulnerability and increased poverty, inevitably resulted in the dependency on children to supplement/contribute towards family income. This was evident particularly among seriously affected fishing communities in the projects targeted locations.

Maritime work is considered WFCL but has prevailed even prior to the tsunami among the 6-14 age groups who tend to work with the fishing communities/families after school.[21] Discussions with the mothers of such children, who are current beneficiaries of economic empowerment programs of ILO/IPEC project interventions, indicated that they are now in a better position to support the family and encourage their children towards educational pursuits. Prior to the tsunami they were all providing support for the family fishing enterprise activities.

The mandate and role of the NCPA is to prevent child abuse, protect and rehabilitate and monitor such cases of abuse. As an implementing partner in this project the NCPA is aiming at preventing the trafficking of tsunami affected orphans into exploitative employment. For example, post-tsunami susceptibility of children to get into Child Sex Tourism (CST) remained high and the NCPA played an important preventive and protective role in which ILO/IPEC has provided support through a CST project in a collaborative effort with UNICEF. The agency has documented increased post-tsunami vulnerability of children. While there was no direct indication of a drastic increase in post-tsunami trafficking, some cases were highlighted in the media. Discussions with NCPA staff also emphasized increased post-tsunami vulnerabilities to trafficking and the need to strengthen their monitoring capacity for increased follow up on reintegrated, tsunami orphaned children. NCPA's tsunami unit has collected data from 18 districts and recorded 5470 child victims in their database. These figures are not all CL cases, however they are high risk cases, vulnerable to exploitative forms of labor.

In the East, post-tsunami vulnerability has recently been further aggravated by the recent IDP influx into schools in the area. School buildings were temporarily converted into IDP camps resulting in the closure of schools and interruption of classes for several months. Classes resumed after the IDPs left. In situations where schools are not functional and education is interrupted children are vulnerable to CL. Cultural perceptions also kick in during periods of heightened poverty as was revealed in field visits. A tsunami affected family with 11 children, had their 16 year old (oldest) daughter to look after the ten other younger siblings. Three of their children in the 5-14 age group are attending the remedial programs and the parents are beneficiaries of skills training programs. As cultural perceptions change overtime, the solution in the interim might be the provision of day-care services combined with ongoing awareness raising activities.

[20] The Stakeholder Workshop was held on October 31, 2006 as a part of the Mid-Term Evaluation exercise. The DCPCs are the district level bodies of the NCPA.
[21] Discussions with the National Fisheries & Maritime Workers Congress Members.

3.7 Implementation & Challenges

An important observation on the ground in terms of implementing difficulties was the lack of infrastructure more severe in some areas than others, i.e. in Kinnya, and poor or non-existent public transportation for children to attend remedial classes or other programs. Teachers expressed concern that distance was a problem which excludes a lot of tsunami affected children from remedial programs. Accessibility, travel and transportation are common problems in most remote areas of the country, Kinnya and Ahungalle were two project areas where difficulties were noted. Since conflict and the tsunami have added to infrastructural damage, it is important to facilitate and ensure that project services can be accessed or are accessible to the beneficiaries. If the expansion of outreach services in order to meet beneficiary accessibility needs is not a practical option due to weak capacity in remote areas, it may necessitate exploring alternate solutions.

Unexpected delays were experienced in the construction of the CC in Kinnya due to the lack of coordination and agreement between different governmental agencies involved in the distribution of state land for post-tsunami recovery activities. The IPEC project team has provided strong support to the partner Kinniya Vision to facilitate the process and overcome these problems. The closing of the Trincomalee field office does not appear to have had a significant negative impact on program activities. The field officer from the ILO/Batticoloa office has been visiting the KV project site and has conducted training on CL issues and education in March. In addition, KV staff noted that close and constant communication from the Colombo office provides essential guidance and support. As security issues from April 2006 have been a concern and travel has been restricted to the area it might be useful to consider options to monitor progress of activities, which presently show tremendous potential.

Significant challenges faced at implementation levels beyond the control of project management have been the overall country's security/conflict situation, political events and state bureaucracy generated delays. The conflict's impact has been felt particularly in the Eastern district, where the conflict was not in the AP area but the influx of IDPs from other areas resulted in their occupation of schools in the vicinity, including those where remedial classes were conducted. The last group of IDPs left one week before this evaluation's field visit to a school, in which these classes were held. Alternate arrangements were made but the unstable conditions caused erratic attendance and interruption of classes. Teachers noted that constant interruptions result in children losing interest in classes. Teachers also requested increased assistance to sustain the interest of the children in the form of books both for writing and reading, picture/posters, pencils etc.

In some instances, beneficiaries in Kinnya District selected for VT programs could not travel to different locations due to prevailing security conditions. KV is now successfully conducting VT programs in the main Community Center premises. It is likely that there will be a need to expand the Center to accommodate additional beneficiaries. Overall the review finds that there has not been a negative impact on the output so far, in fact the numbers in remedial classes remain high. It should be cautioned here that although the numbers remain high, the likelihood of the quality of remedial services provided might be affected due to limited and or scarce material, human and other resource facilities in times of crisis.

State implementing partners have faced delays at the start of APs due to national elections, change of governments leading to the bi-furcation and/or creation of new ministries and portfolios. Resulting re-structuring of Government agencies, appointment of relevant officers within partner agencies, has meant some delays in the start of APs.[22] Local elections have resulted in the postponement of capacity building training and workshops for partners at district levels.[23] Bureaucratic procedure and circuitous routes are typical characteristics of processes

[22] In the case of MOL and NCPA APs.
[23] Experienced by NWC in the course of conducting district level partner training

within which the authorization and release of finances take place. This has slowed down the process of initiating and carrying out AP activities.[24]

In spite of such challenges project activities have commenced, and as observed in the field, significant progress has been made in completing key activities. Although the above noted factors are not within the control of project management they are important considerations for future action, should any strategic planning and change in approach be required in the course of the projects duration. This issue was raised and discussed at the workshop, and the suggestion was made to consider building in additional time to the project duration period, to include a 'preparation phase.' Overall, external factors within project management control that can be addressed have been raised and recommendations for change have been suggested for the remainder of the project. (See recommendations)

In light of the escalating conflict since this review began, the review notes that the conflict has impacted on districts differently. At the time of field visits an indirect impact on actual program output was revealed in the East. Security conditions in the country have since deteriorated in general, and more specifically, the conflict situation in the East has escalated rapidly. As this project was designed to address CL issues in the aftermath of the tsunami, in the context of a cease fire and ongoing peace negotiations, the project's design does not address the implications of armed conflict nor outline a strategy or approach to monitor the impact of conflict on program implementation. Since the likelihood that operational capacity will be affected remains high, the monitoring framework will need to include indicators to assess potential risks/vulnerabilities and monitor direct impact on program progress. While the situation pose challenges for the project, impact on program progress and implementation could be minimized by strengthened monitoring and making timely adjustments during the remainder of the project in high risk areas.

[24] MOL AP – a change of government, appointment of a New Labor Commissioner and delays in the appointment of a national consultant were experienced. However the TOT program has been finalized and training materials/translations have been completed and the awareness raising and cascading training by core trainers are now ongoing.

4. EFFICIENCY

In assessing efficiency of project performance, the review looks at the most efficient utilization of available resources to achieve its objectives thus far.

4.1 Country Context

An optimally efficient and effective response to a major disaster by achieving results and meeting project objectives is closely linked to the overall country context, stability and implementing challenges outside project management control. The effects of these challenges can be minimized to some extent through the use of appropriate strategies.

4.2 Coordination of Efforts

The efficiency of utilizing and mobilizing available resources, both human and material when implementing program activities require a close coordination of efforts and networking among stakeholders and partners, at national and district levels. Forming key implementing partnerships, forging strategic alliances generating new synergies and linking up with ongoing, similar programs, has been the strength of the project, and so far has contributed to the successful implementation of project activities to a large extent. This has also enabled the project to minimize some of the challenges of responding to emergencies, to access and provide services to a wider reach of beneficiaries, from diverse communities across a broad, geographic area.

4.3 Time Efficiency

Inconsistencies in the state's implementation of policies in the immediate post-tsunami phase, restructuring of government agencies, bureaucratic procedures have caused delays in implementing timely project/program activities. Children attending a remedial program which began post-tsunami could not continue as the government buffer zone policy in effect at the time, required that they were relocated to distant areas, where they faced transportation difficulties. The project addressed this by reallocating budgetary funds within the individual action program, to cover travel costs of the children.

The issue of time efficiency and delays were also noted with state implementing partners, in the authorization and release of finances and submission of reports. Funds that technically come within the financial regulations of government institutions have to follow cumbersome procedures resulting in delays. Department of Labor officials however have been able to meet program objectives and appear to be making effective progress in carrying out program activities according to workplans. The workplans are an efficient means of tracking targeted activities, program expenditures, program outputs and measuring indicators and useful as a monitoring tool for the project. APs reflect detailed documentation of workplans which indicates an emphasis on managing time resources. It is suggested that a consistent format be used for the workplans in all action programs to create coherency in the system.

4.4 Project Flexibility

Flexibility within the project to re-allocate funds when justifiable conditions exist, is an efficient utilization of resources and effective in meeting project objectives. The project indicates the request for reallocation of line-item budgets within action programs, into other activities when there appears to be a duplication of efforts/activities, which are being conducted by other agencies/organizations. Unexpected events such as the security issue in the East and resulting influx of IDPs into the KV project location created a humanitarian crisis which required an immediate response. The re-allocation of unspent funds was authorized by the donor and procedures to meet the emergency humanitarian assistance were followed.

4.5 Efficient Use of Resources

The project selection of its key partners for direct implementation has contributed significantly to the efficient use of human resources. Through their established networks and ability to access and mobilize volunteers both through the project as well non-project links established pre-tsunami, they have generated synergies with multiple organizations and community leaders. This has enabled the Project to strengthen their outreach services for purposes of collecting data on CL, to provide direct and referral services as well as broaden the scope of their services, through these resources.

IPEC through this project has also emphasized the cooperation with other development aid/donor agencies including the UN family. Inter-linking implementing partners with other agency programs have generated important synergies and provided support for IPEC project program activities. These are examples of effective and efficient ways of responding to a disaster of such magnitude in order to address CL issues.[25] Some intended linkages with UN agencies have been slow in progress, in terms of their response particularly in connection with the psycho-social component of the project. It is expected that there will be more active coordination and progress in the future, to provide the needed support for implementing partners and further strengthen this component.

4.6 CL Monitoring

The project has supported the establishment of databases in its APs which serve to compile and maintain information relating to children and CL issues in the area. A comprehensive database is an effective monitoring tool which can be developed further and linked up to a central database. Discussions in the field and current progress report indicates that mechanisms/process in place to monitor CL situations at district level are not fully functional. Databases are not functioning in all AP locations since some programs were implemented recently as in the case of Don Bosco. In the east, KV has established an effective database system for beneficiary tracking. In the south, NWC noted that technical assistance and progress in setting up their database has been slow. NWC maintains their own records on affected children and beneficiaries. Field visits also noted that NCPA has set up a database which compiles information on tsunami affected children which can be developed as a beneficiary tracking and monitoring tool. The significance and effectiveness of a database system as a monitoring mechanism for the project as a whole needs to be addressed and support in this area for implementing partners requires attention.

Project activities towards the development and operationalization of a district-owned, nationally linked integrated CL monitoring system are still in its pilot phase.[26]
Support towards the establishment of a centralized body of information would be an important contribution made by this project, both in terms of an operational and monitoring tool, as well as contributing towards the development of a knowledge base on affected children in general.

NWC has established a monitoring mechanism through a CLMU which constitutes members from various key local institutions including the DCDC, and meet on a monthly basis. Field observations noted the effective functioning of this body, by identifying CL cases, planning and taking effective steps to withdraw and rehabilitate the identified CL/or vulnerable cases through an integrated, inter-sectoral effort. Representatives of local government, community organizations, health, education and labor sectors, law enforcement and social workers were present and participated in a recent CLMU meeting. The participant/members function within the broader support framework of NWC through their CC. An integrated monitoring system which has encouraged local ownership by the communities will enable its sustainability after

[25] IPEC provided catalytic support in linking up NWC with a US NGO, 'REVIVE' which is providing skills training and micro-credit facilities for VT beneficiaries of IPEC's tsunami project in support of their livelihood post-tsunami. In Trincomalee, US based 'Children's Development Fund' is providing grant support to catch up education, tutoring and computer literacy classes as well as health camps for those targeted through IPEC action program.
[26] TPR of September 2006 notes that the "feasibility of the system is being assessed through piloting a DBMR model amongst partners including NCPA and MOL."

project completion. This is a model which should be extremely effective as the project progresses and could be replicated in other project locations.

The coordination of multiple efforts, efficient utilization of time, project flexibility, efficient use of resources and the development of monitoring mechanisms including a local CL monitoring body, has contributed to the overall efficiency in achieving project objectives. The review notes the project's primary focus on preventative measures in order to address CL is easier to achieve and more cost-efficient in combating the problem of child labor in the long-term.

5. RELEVANCE

The relevance of the project is determined by the ability of its interventions to contribute to post-tsunami CL programs, in support of Conventions 138 and 182 in particular, especially by preventing tsunami affected children from WFCL. This project has focused on the emergency needs of tsunami affected children, who have suffered the loss of family support, loss of educational opportunities, are traumatized by the disaster therefore, highly vulnerable to abuse and exploitation. In such situations they face a high risk of engaging in child labor, most often exploitative, hazardous forms of labor. Since disaster further aggravated existing poverty conditions particularly among the affected low-income communities, these families of poor communities tend to increasingly rely on their children to supplement the family income. The project's action program activities identified the needs of the affected communities and children through field visits by social workers, discussions and interviews with children and their families.

5.1 Preventive Strategies

In addressing the objective of eliminating CL post-tsunami, in support of national policy, the project has given priority to education as an important and effective preventive strategy to eliminate CL, in particular the worst forms. Project programs therefore address education in non-formal environments, particularly through remedial programs for children whose education was affected by the tsunami as well as those who had dropped out before. The programs have evolved into extending educational services beyond the post-tsunami emergency context, to those who are more vulnerable and at risk of exploitative CL in the current context. All of the direct intervention programs including the NCPA program to protect and prevent trafficking of tsunami affected children are naturally aligned with and support the government's efforts at implementing ILO Conventions 182 and 138, to prevent children from entering the worst forms of CL and those at risk of dropping out.

In the aftermath of the tsunami, attention by many donors were on the immediate need for getting children back to school focusing primarily on the formal education sector. The IPEC project link was to be through the SACs, whose role is to monitor non-school attendance and get children back to school, within the framework of UNICEF supported back to school and catch up education programs. The SACs were to include CL cases and children at risk and IPEC aimed at utilizing SACs for the benefit of tsunami affected children. However the role of SACs has been weak and non-functional in some areas, therefore this linkage has not yet progressed. UNICEF is working on strengthening and reactivating these institutions.

To 'contribute to the elimination of CL in the process of post-tsunami recovery and reconstruction efforts' does not conceptually lend itself to a reconciliation with an emergency response . One reason being that CL is not caused by the emergency but is an existing phenomena further aggravated by disaster and elimination of CL is a long-term process. This project has clearly acknowledged the diverse causes and dynamics that give rise to and exacerbate CL including disaster. Accordingly, the project supports a wide range of program activities aimed at meeting the different needs of children, their families and the community which reflects ILO's integrated, holistic approach to CL issues.

In situations that call for emergency responses to CL issues the project's objectives and goals will be better achieved through a close coordination and collaboration with other agencies by providing emergency support to existing programs and strengthening protection agencies, while focusing on preventive strategies that address medium to long-term needs of children and their families. The strategy of following a parallel provision of services and linking up with agencies working on immediate needs, comes closest to meeting emergency needs in the context of IPEC, as well as addressing existing and continuous needs of children. The Project also

supports and sustains an enabling environment to prevent CL by informing and empowering the family and community.

The ILO/IPEC focus on children who may drop out and are 'at risk,' and on potential NFE beneficiaries, addresses the medium and long-term need for keeping children in school. By utilizing an integrated, area-based approach, programs reveal a more holistic approach to the issue of CL prevention focusing on longer-term solutions. The IPEC Project has been more relevant and effective therefore, in meeting the immediate needs of affected children through interventions that focus on reducing and preventing CL.

6. SUSTAINABILITY

What would ultimately determine sustainability or have a significant impact on continuity in the Sri Lanka context, is clearly its political instability, government changes resulting in reorganizations both external and internal, and restructuring of key state implementing partners, amidst an escalating conflict in the background. This can affect the level of commitments of implementing partners and beneficiaries as well as donors. On a positive note however, strong factors in favor of the likelihood for project sustainability are also present. The presence of the following contributes towards the likelihood of sustainability:

(i) Prior institutional links & commitment – the project has the advantage and support of political commitment through a solid legislative and policy background. IPECs prior work and its ongoing, supportive policy work with government institutions and partners further assures a sustained interest and commitment to CL issues.

(ii) Implementing partners - key implementing partners with an established history of community work and strong community networks facilitates important linkages and alliances within the community. Integrating numerous community-based organizations, associations and leaders creates an awareness of CL related issues and an interest in continuing program activities within the communities. The project itself and in particular the APs have been designed with extensive stakeholder participation at field level by using the implementing partners themselves. The key partners have shown their ability to sustain prior IPEC projects and are now linking up with these earlier projects and other agencies to carry out present program activities. Strengthening these links further, and expanding community networks and alliances among and between implementing partners in the remainder of the project, will contribute towards sustaining community interest, provide additional support for local capacity strengthening, and ensure the continuity of program activities.

(iii) Integration & cooperation of multiple actors - NWC as a trade union has an impressive network of community alliances, which are all playing a role in carrying out the projects present activities. Don Bosco's link with the Buddhist clergy in the community, has assured support in a primarily Buddhist community in addressing CL issues through preventive measures, which requires the integration and cooperation of multiple actors within the community. The potential for success in efforts where the implementing partners mobilize their networks and existing institutional/government ties permits the extension of project activities into follow up and continuity into other available services. The NWC for example is linked up with the NFE department through a prior IPEC project but has now taken over the NFE centers on a cost sharing basis to assure its sustainability. Sustainability of the CC at Koggala and VT programs offered has been further strengthened through the participation of employers including factories within the Free Trade Zones. They have indicated that they would consider contributing towards the job placement of trainees.

(iv) Partner Contributions - contributions in terms of material and human resources are an indication of the will and commitment of national/local partners towards project objective achievements. For example, the NWC made a significant contribution by providing 2 years rent for the Koggala CC in addition to the 1st year rent provided by ILO/IPEC. Moreover, partner contributions contribute toward a sense of ownership of the project, through a vested interest that is generated in the success of the project, ensuring continuity of benefits for the community. The project's integrated, multi-sectoral approach requires the mobilization of multiple-partners and institutions to support the far-reaching activities necessary to meet stated objectives. Interventions including action program activities cover a wide range of inter-sectoral services at national, district and community level. The contribution of resources by committed partners is likely to create a vested interest which can assure to a large extent, the continuity of project activities beyond the life of this project.

(v) Strategy adjustments in conflict environments - a strategy that acknowledges the present armed violence, current conflict, security conditions and a clear policy for program interventions in high risk areas for the remainder of the project, will provide guidance for project management/program coordinators, and help mitigate any negative effects. Further strengthening and supporting its implementing partners and community networks, strengthening monitoring frameworks, closer coordination with other UN agencies for the remainder of the project could contribute towards the sustainability of programs in such an environment.

7. FINDINGS:

- A sound legal framework and policy environment exists in the country, indicating national acknowledgment of CL issues as a national problem and a national commitment to address the issues. Solid institutional structures both governmental and non-governmental, are in place, working on activities/programs relating to children and CL issues. A strong legislative, policy and institutional framework provides a supportive environment for the implementation of IPEC's post-tsunami project and program activities;

- The project's dual strategy a) the creation of an enabling environment and
  b) Targeted interventions, in addressing child labor issues by preventing and reducing CL within an overall emergency response, has enabled the project to reach out to a multiple range of actors, authorities and structures at multiple levels. This has generated productive synergies, a broad, supportive network, and interest essential to facilitate project progress;

- The comparative advantage of IPEC projects have been the formation of key partnerships with trade unions and organizations that have a history of community development work and strong national and/or local community networks. This has enabled the project to overcome some of the operational challenges on the ground and work towards the achievement of its targeted goals.

- The effectiveness of the post-tsunami is closely linked to its emphasis on an integrated, multi-sectoral, holistic approach to the elimination of CL. Education interventions combined with micro-credit, livelihood recovery assistance programs and vocational skills training either through the program or linked with other donor funded programs has contributed to a level of successful acceptance and support of program activities by the affected communities;

- The strategy of following a parallel provision of services i.e. income generation skills, vocational training to the families, awareness raising in the communities along with remedial education for potential drop outs, and NFE for children who have never been to school, meets both emergency needs as well as existing and continuous needs of children.

- The present Tsunami Response Project and IPEC programs in general, with its emphasis on an integrated, multi-sectoral, and a holistic approach to the elimination of CL in the immediate aftermath of a natural disaster, would be more effective if considered in the context of a medium-term emergency response with the broader aim of addressing longer-term issues;

- Overall, the project has been effective in meeting its immediate objectives as indicated through program outputs and achievement of targeted beneficiary figures, at this point of the project. Program implementation with state partners and progress in the capacity strengthening objective and its processes has been slow. Providing direct responses through CCs to tsunami affected children, families and community has had a significant impact on the different levels of beneficiaries, in the project locations. Significant progress has also been made in terms of mainstreaming CL issues at national policy level and through project impact on the legal framework.

8. CONCLUSIONS

The comparative advantage of IPEC in the Tsunami response is based on the opportunity it provides to focus on the larger perspective, which is to approach children and young people within the context of pre-existing and crisis-created poverty and the vulnerability of the entire population. By approaching the project within this larger context, the project is focusing on the long-term benefits which will prevent children from becoming vulnerable after a period of time. The contextual approach emphasized in this project is significant in that the solutions are long lasting therefore the potential for continuity of project effects is equally strong.

The project's objectives which have been designed to reinforce and complement each other at different levels indicate that the work relating to policy and capacity building is an ongoing effort and will contribute to the prevention of CL in the medium to long-term. Based on observations and the information at hand, projects interventions seem to have supported project beneficiaries to stay in school while simultaneously providing the parents with economically viable options and support to keep their children in school. This dual approach is effective in mobilizing community support for achieving the project's development objective. In addition, strategic alliances and its influence results in the multiplier effect, which lends itself towards the speedier achievement of immediate objectives.

The project has shown that existing poverty aggravated by disaster, is further compounded by a lack of relevant educational opportunities. This ultimately determines economic employment and are two crucial factors, contributing to child labor. The project has acknowledged this by implementing parallel provision of services to both children and their families by emphasizing an integrated, holistic approach in addressing the issue of CL prevention. The IPEC project has been most effective therefore, in meeting the immediate needs of affected children through interventions that focus on reducing and preventing CL. Based on the observation of the project, its programs and findings, recommendations for the remainder of the project are outlined as follows:

9. RECOMMENDATIONS:

- Expand and Strengthen Monitoring Mechanisms – the overall security conditions unfolding in the country in general and increasing instability due to escalating conflict in the region of at least one of its program locations may necessitate re-visiting the project's monitoring framework. Additional support for program activities and closer progress tracking is recommended. Years of direct conflict in some areas and natural disaster in all areas have weakened infrastructure and institutional capacity. Increased monitoring during project implementation through risk and vulnerability assessments combined with field visits can act as an 'early warning' system. This will identify potential or direct impact of security/conflict conditions on program activities, enable timely, appropriate adjustments in strategy and provide closer progress tracking for the remainder of the project. Regular field visits from project management for example is perceived as providing positive support and direction. It was further noted by field staff as providing encouragement and motivation on the ground. Consistent monitoring can prevent or minimize external factors from having a major negative impact on project progress and/or achievement of project objectives or alternatively, affecting the overall *quality* of program services and achievements.

- Strengthen District/Local Level Institutions - established institutional structures at local/district level such as the DCDCs should be further strengthened and expanded in all districts through the project, where program activities are implemented. Implementing partners and stakeholders have agreed to support this area and can be followed up over the remainder of the project. A stronger DCDC should also encourage the cooperation among district authorities in dealing with CL issues. Strengthening the presence of DCDCs particularly in the East will contribute to the integration and emphasis of CL issues in local rehabilitation and recovery plans. Additionally, it will support the project's institutional capacity building goal, reach out to a broader beneficiary base and ensure the sustainability of project benefits at local levels. Given the current escalation of conflict it will be essential to provide support/strengthen local institutions to minimize negative impacts on the progress of program activities.

- Establish and Strengthen Inter-Agency Links - dealing with post-disaster emergencies, as a jointly coordinated effort among agencies would be more appropriate in the context of ILO/IPEC in responding to emergencies. Developing and strengthening mechanisms already in place such as the SACs or supporting equivalent monitoring bodies would permit ILO/IPEC to respond to emergencies, and better serve its interests through the holistic, integrated approach in achieving its medium to longer-term objectives. The project can build on and expand its already established linkages in the remaining phase of the project.

- Factor in Additional Time to Overcome Procedural Delays in Project Implementation – the processes involved after a contract with the donor is signed, more so in the case of state implementing partners, are plagued with delays. Programs may take months to implement. It is recommended that both donor and implementing organization acknowledge the reality of such delays and factor in an additional three month preparation period into the total time duration for implementing APs. In the case of state implementing partners in particular, it is also suggested that a separate administrative fee for the accounts department should be incorporated within the budget, in order to expedite the processing of fund disbursement for program activities. This will enable faster implementation of project activities. These are options to consider for future interventions of ILO/IPEC.

- Develop a Comprehensive Database as a Central Knowledgebase - a comprehensive database can provide essential information on issues relating to children and CL to all

agencies working in this area. A comprehensive database is also an effective CL monitoring tool, and its significance should be given closer attention, assistance and followed up with implementing agencies. Project APs should develop and maintain databases on children and CL issues that compile child specific information in all locations in which program activities are implemented in. Not all databases are yet functioning in the AP locations, although some locations maintain comprehensive information particularly in the post-tsunami context. Information from different program locations can be linked up to a central database which can serve as a central knowledge-base on children and CL. With inter-agency collaboration, this could be expanded in the future as an inter-sectoral effort on child specific data. The initial steps taken through this project in establishing databases through some of its APs can be strengthened during the remainder of this project.

- Consider Development and Support for Contextual Specific Adjustments through Educational Interventions in the Formal or alternatively, Non-Formal Education Sector - the formal education system and curriculum established has typically evolved around urbanized societies with nine to five livelihoods. In agricultural, farming or fishing communities where livelihoods are seasonal, families often require the assistance of older children at the height of cultivation or fishing season for example. In order to accommodate such traditional practices and meet the educational needs of children, several discussions were brought up in the course of the evaluation indicating the importance of adapting to localized contexts. It was suggested that the school curriculum could be made flexible to accommodate the needs of local communities, by introducing a flexible schedule and education system appropriate for the local context. This will expand educational opportunities and increase school attendance and also serve to minimize the dropout rate among children. The project can build on the close working relations ILO/IPEC has established with the MOE to explore these options in terms of policy advise/work, in the course of its program activities. The role of the PAC could be instrumental in this regard.

- Strengthen Mechanisms and Develop Indicators to Track Institutional Capacity Building Progress - objectives such as institutional capacity building take time to achieve and face numerous implementation challenges. In order to track progress, make necessary, timely adjustments in program strategy, facilitate and ensure smooth progress in achieving project objectives, monitoring mechanisms should be strengthened. Indicators for tracking progress can be more effective as a monitoring tool when combined with additional means of verification, which can be built into the TPR. Numerical indicators that track capacity strengthening i.e. the "number of teachers trained" and/or the "number of local government officials trained" in CL issues can be supplemented by a quarterly assessment/self evaluation to determine beneficiary satisfaction/effectiveness and qualitative impact over time. Institutional ability to enroll in Formal/NFE programs could also include indicators to determine enrollment retention/sustainability and assess overall program impact.

- Additional Incentives and Support for Capacity Building Programs - support in terms of resource incentives should be considered for capacity building program activities. Participants in training programs including trainers/labor department officials may need support in terms of transportation, and/or compensation/allowance particularly for those from remote areas affected by both conflict and natural disaster. This may contribute towards an increase in time and commitment given towards the prioritization of Child Rights and CL issues in the community, and increase the general understanding and knowledge about such issues. Project management could consider these options for the remainder of the project.

- Minimize the Impact of Cultural Practices/Attitudes and Maximize Child/Beneficiary Participation - cultural attitudes and perceptions have unavoidable repercussions on child-labor related issues in Sri Lanka. Program activities can be more inclusive in

protecting and preventing all children vulnerable to CL, by building in measures such as provision of 'child-care services' in the community, either through CCs or other means combined with awareness raising programs. This can ensure that the oldest children of targeted families/community, often the girls, do not fall through the cracks and become excluded from program benefits, in order to enable parents and younger siblings to participate. Provision of these services through CCs should be considered for the remainder of the project.

- Increase Program Emphasis on Youth in Educational Interventions - Increased support for targeting the 14-18 age-group is a prevailing concern. Additional support for educational interventions in both formal and non-formal areas, further strengthening NFE programs specifically targeting this age group is recommended. The general need to enable these children to continue educational pursuits or alternatively, occupational trades have been raised as a major concern. The high degree of vulnerability (vulnerability increases after a natural/man-made disasters) among this age-group, has been attributed to be a primary cause of youth unrest and violence in both the North and South. Support for current NFE programs to include this age group should be considered for the remainder of this project.

- Increase Support and Facilitate Accessibility to Program Activities - travel and transportation difficulties experienced by children and community members in accessing and participating in program activities is a commonly raised problem. Incentives and support through specific budgetary allocations for travel, ensuring budgetary flexibility for re-allocation of transportation funds within program activities or, provision of alternate transportation arrangement in the case of children, are possible areas for consideration in order to encourage and increase beneficiary participation. Conditional Cash Transfers (CCT) has been raised as one option and needs to be considered as a solution in providing assistance and encouragement for those who have long commutes to schools under displaced circumstances. If this is not possible in the remainder of this project it should be considered in future interventions.

- Expand and Strengthen Child Labor Monitoring Bodies – an integrated monitoring system that comprises broad community representation, encourages community participation and ownership. Such mechanisms support inter-sectoral efforts in dealing with CL prevention/protection issues and are more likely to be sustained overtime. Local organizations similar to the CLMU as a community-based and community-driven model, comprising multi-sector membership, should be expanded in other project areas. CCs in other project locations can be encouraged to establish local monitoring bodies for the remainder of this project.

- Stronger Emphasis on Publicity and Dissemination of CL Issues within Program Activities – more emphasis should be given to program activities focusing on dissemination and publicity, as prevention of Child Labor requires attitudinal change usually brought about through widespread information and knowledge on the issue. Child labor is also a wider social responsibility, which calls for a collective response in order to address it. The burden of monitoring children and CL related issues should go beyond agency/NGO responsibility to one that is carried out across communities, within societies and sustained as a solution to combat CL in the long-term. Closer attention support and guidance can be given to the project's activities in support of its awareness raising output, particularly to media sensitization and mobilization of special groups i.e. parents, community, social/political groups, universities etc. in the remainder of the project.

- Additional Support for the Continuity of Remedial Classes – the continuity of Remedial Classes as an educational intervention model initially supported by ILO/IPEC project can be continued by NGOs as a private enterprise. Enlisting the support of parents and/or private sector companies that promote corporate social responsibility can provide

significant support. It can be directly sustained by the community, by mobilizing its affluent members and their children to participate in remedial programs. In such cases parents can be encouraged to support the remedial programs. These are avenues to be explored and encouraged in sustaining a program that has a very high demand in all project locations. Program activities can include and explore options for the remainder of this project.

10. LESSONS LEARNED:

- Inter-agency commitment and follow-up – is essential to emergency responses and delivery of services to children and communities in post-disaster contexts. Delays and/or lack of follow-up results in the inability to deliver specialized, technical services as in psycho-social counseling necessary in addressing post-disaster trauma in some areas.

- Events Beyond the Control of Project Management - delays in Action Programs due to such events, does not necessarily have to stall the entire project for long periods. Resourceful utilization/re-allocation of funds and/or staff resources and far-sighted planning by project management minimizes the cost of program delays

- Design & Budget Flexibility - the importance of the project design and donor flexibility in enabling the re-allocation of funds during times of emergencies is critical in responding to changing ground realities. In the case of the East and the crisis in Muttur, donor flexibility permitted the re-direction of part of the project funds to respond to the emergency in that particular project location. This increases a supportive environment for the project in general and its activities on the ground.

- Project Location Specific Requirements – different project locations may require differing program strategies and approaches depending on socio-cultural and other local specificities. Program activities may need to be adapted to meet the requirement of local specifics to enable the successful progress of programs. Kinnya division in the East approached its essentially conservative community by utilizing its base of volunteers to create awareness on child labor issues prior to the commencement of the main project. This was also partly done due to delays in project take off and implementation. In the southern Ahungala locality, close networks and alliances with the local religious clergy has established support for conducting program activities. Strategies in approach should not be uniformly applied in all situations.

11. GOOD PRACTICES/REPLICATION

(i) Community Centers as the primary intervention model is functioning as an effective means and main frame within which project services for affected children and parents take place. Community Centers are managed by the implementing partners, and are responsible for implementing a wide range of preventative and rehabilitative activities at the local level. Services provided through program activities, reach project beneficiary children, parents and families as well as the community at large. The community center intervention model can well be used to further expand services to families and reach out to communities

(ii) The formation of the alliance between Don Bosco, a Catholic establishment working in the South and the local Buddhist Clergy is an extremely positive contribution towards project progress. The community in the area is primarily Buddhist therefore the strategic alliance with the Buddhist clergy has enabled networking in a community where the concept of CL is new and has ensured a positive response to the program and its activities. This is a strategy that will facilitate the provision of project services to the beneficiaries, ensure sustainability to a large extent and can be replicated in other areas.

(iii) Kinnya Vision implemented a separately funded mini program utilizing six social workers and its approximately 300 strength volunteer base, to raise awareness and mobilize society, prior to the implementation of the main AP, which was experiencing delays. Preparing the ground by introducing the concept of CL and sensitizing the people in a conservative community in Trincomalee District in the Eastern Province, prior to implementing activities of the main action program, bode well for the project. It is an efficient use of time resources in situations of implementation delays beyond the control of project management, to be considered in future similar situations.

(iv) The gender sensitive approach to address CL issues in program activities is an effective practice. By targeting tsunami affected women, the project has aimed at the economic strengthening and empowerment of mothers which will contribute towards a gradual increase in awareness of CL issues. This will lay the foundation to promote education and prevent CL as a long-term effort. The project has also paid special attention to men to help them understand their crucial role, to ensure that the children left behind (lost their mothers) are protected and not left open to exploitative employment in absence of care and security. The project indicates that effort has been made to mainstream gender through a balanced approach.

(v) The special module used on male participation included in NWCs Child Labor Social Mobilizers training guide has been used under a previous IPEC program. Male inclusive programs that aim at preserving existing family structures, by not over-emphasizing empowerment of women only, maintains a balanced and realistic approach to ground situations, which could be replicated.

(vi) A Child Labor Monitoring Unit (CLMU), an integrated monitoring system has been established in the Galle District. This has encouraged local ownership by the communities, which will enable its sustainability after project completion. This is a model which is currently functioning well, and could prove to be an effective monitoring tool as the project progresses. This ILO/IPEC programme is also supporting Capacity Building of the partners within the CLMU network. The CLMU model, as a community-driven and owned model should be considered for replication.

ANNEXES

APPENDIX A

List of People Interviewed/Consulted

Project Partners/Stakeholders in Colombo

- US AID Representative - Economic Specialist
- Department of Labor, MOL National Consultant
- Department of Labor, MOL – Commissioner
- Project Advisory Committee (PAC) members
- Secretary of Labor, Ministry of Labor Relations
- NCPA - Project Coordinator
  Cyber Watch Coordinator
  Psycho-social Officer
  Database Officer
- NWC - Deputy Secretary General
  Program Coordinator
- ILO Country Director
- ILO/IPEC National Program Coordinator
- Project Coordinators & Management Officers

Interviews & Discussions in the Field:

- KINNYA VISION
  - Deputy Program Coordinator
  - Board members

- Kinnya Division Local Administration Officers:
  - Divisional Secretary (DS)
  - Probation Officer - Social Servics Department Kinnya

- BENEFICIARIES:
  - Children and teachers in 3 remedial education programs in Kinnya
  - Outreach partners and child participants of Outreach Center, Alenkerny
  - Participants of adult skills training programs
  - VT participants

- NWC Affiliated Associations:

  - Members National Fisheries & Maritime Workers Congress Beruwela
  - Outreach center program beneficiaries;
  - Member/beneficiary parents and children
  - Members of The Samagi Association Beruwela – wives of fishermen/program beneficiaries
  - Children/youth participants of VT programs, Koggala
  - Children/participants of Darusetha Program, Koggala
  - Parents of Children in Darusetha Programs, Koggala
  - Members of the CMLU, Koggala

- DON BOSCO –
  - Rev. Fr. Dixon Fernando

- Rev. Fr. Anthony Pinto
- Local Buddhist Clergy Priest
- Education Coordinator
- Teachers of Remedial Classes

- Department of Labor

- TOT participants – Moratuwa Program

APPENDIX B

INTERNATIONAL PROGRAM ON THE ELIMINATION OF CHILD LABOR

Final Draft Basis for Contract

September 2006

TERMS OF REFERENCE

FOR

Independent Mid-Term Evaluation
(October - November 2006)

Emergency response to child labor in selected tsunami affected areas in Sri Lanka

ILO Project Code:	**SRI/05/P50/USA**
TC Code :	**P27012317004**
Financing Agency:	**United States Department of Labor**
Type of Evaluation:	**Independent Evaluation**
Geographic Coverage:	**The district of Galle and Trincomalee**
Project start date:	**31 March 2005**
Project end date:	**31 March 2008**
Date of the Evaluation:	**October 2006**
Total Project Funds of Donor:	**US$ 562,408**

I. Background and Justifications

Project Background

In the early hours of Sunday 26 December 2004 a massive earthquake measuring 9.0 on the Richter scale struck the West Coast of northern Sumatra. The epicenter was some 30 kilometers under the seabed and 250 kilometers southwest of Banda Ache. The first quake was followed by aftershocks ranging from 6-7.3, themselves large enough to destroy thousands of lives and livelihoods. The quake triggered powerful tsunamis reaching ten meters n height, and these moved through neighboring pats of the Indian Ocean at over 500 kilometers an hour wrecking coastal areas in India, Indonesia, Sri Lanka, Thailand and Maldives, as well as in Myanmar Seychelles and Somalia.

According to the January 1st OCHA Situation Report 9 on the Southeast Asia Tsunami, within Sri Lanka approximately 30,000 people died, 12,482 were injured, more than 889,175 people were displaced and over 82,320 houses destroyed and most of the roads and bridges were not functional. The disaster predominantly affected poor communities where people lived on marginal land. Their livelihoods have been destroyed and they have been stripped of the few assets they possessed. The most affected areas of Sri Lanka are the coastal districts of Jaffna, Mullative, Trincomalee, Batticaloa, Ampara, Hambantota, Matara, and Galle.

Economic damage was estimated in billions of dollars, a low level of 5 billion and a high level of 15 billion US dollars. These estimates were based on destroyed or damaged housing stock and work places and factories. However, the losses due to the destruction of the functioning of the economy in this region are beyond any calculation. Government departments and agencies have been urgently dealing with the situation coupled with the serious welfare related issues that must be dealt with including increased poverty levels, food shortages, school drop outs, lack of access to health services and medicine, to name but a few.

Social and political actors have also been responding to the disaster situation. The initial relief and rescue phase was somewhat chaotic due to lack of disaster mitigation efforts and preparedness of the state agencies, municipalities and local communities. However, after the initial chaos, a gradual co-operation has been established between national state agencies, municipalities, community members, local and national and international organizations and NGOs. .

The three-year project was designed to respond to existing and emerging child labor issues and to address them to the extent possible in support of the country's Tsunami rehabilitation and development process. With the funding of US$562,408 from the United States Department of Labor, the project was commenced on March 31, 2005.

The project has been undertaken in two Tsunami-affected districts in Eastern and Southern Provinces (See Annex 1): Kinnya in the District of Trincomalee (Eastern Province) and Koggala in the District of Gall (Southern Province).

Through Kinnya and Koggala are the main project locations, project activities under the project cover all affected AGA Divisions (administrative divisions under the District administration) within the District of Galle and some of them under Trincomalee. The main criteria for the selection of these provinces were: the magnitude of the devastation due to the Tsunami, lack of programs aimed directly at the elimination of child labor, low school enrollment and literacy rates, low socio-economic development indicators and the lack of support mechanisms for the working children.

For an optimally effective and efficient response to a disaster of such scale, co-ordination of efforts both at national and district levels has been a priority. IPEC has cooperated actively with the development aid and donor community, and put special emphasis on cooperating with other

agencies in the UN family such as UNICEF, UNFPA, FAO, UNDP, WFP, WHO, ADB, as well as the World Bank.

Recent Security Situation in Sri Lanka and Its Impact to the Project

Sri Lanka has experienced a serious deterioration in its overall security situation practically precipitating the country to the brink of all out war. The fragile peace process reached a critical point with a breakdown in negotiations in April 2006. Increase in hostilities started in April, became acute in August and has not ceased since.

The escalation of hostilities between the Sri Lanka military and the LTTE in a number of locations, suicide bombings in Colombo, bomb blasts in other locations, increased terror activities by para military groups, daily killings including extra judicial killings and abductions has brought into question the continued validity of the conditions of the Cease Fire Agreement (CFA). Despite this "return to war", both parties claim to be committed to the CFA.

The increased military activity, in particular the aerial bombardments and multi barrel rocket shelling has created displacement of population on a massive scale. This has caused a grave humanitarian crisis with large numbers of persons, particularly Muslims and Tamils, moving away from areas of fighting and shelling. UNHCR estimate in August 2006 was over 200,000 IDPs mainly in the Trincomalee, Batticoloa and Jaffna districts. While Trincomalee district has been a focus of the escalation of hostilities, this reduced over the past week following the Government taking control of a critical location that controls the entry to the harbor. Kinniya division which was host to a large number of displaced during this conflict has now "returned" to normal with most IDPs being resettled in their home locations. The emergency period covered duration of 8 weeks, at which point the IPEC requested and received USDOL approval for a budget revision of a project component to enable the Implementing Agency in the East to also respond to urgent humanitarian needs.

Strategic Objective and Immediate Objectives of the Program

Project development was done through a mission to Sri Lanka by sub-regional and HQ staff working with the ILO and IPEC team in Sri Lanka. The diagram in Annex 2 shows the project's Strategic Program Impact Framework (SPIF).

Development Objective:
To contribute to the elimination of child labor in Sir Lanka.

Strategic Objective
"Support Sri Lankan government to tackle issues of child labor in post recovery and reconstruction efforts in policy and programs." - This strategic objective responds to the emergency situation of Tsunami-affected areas and also links to Development Objective of all IPEC's projects.

This strategic objective is consisted of two components: Enabling Environment and Targeted Interventions. Enabling Environment is a policy work in the form of guidance and advice and support to policymakers for the integration of child labor concerns in the country's overall emergency response. Targeted Interventions are to reduce and prevent child labor through a range of services.

Immediate Objectives (IOs)
The project has two Immediate Objectives (IOs) designed to reinforce and complement each other at different levels. In general terms, work relating to policy, and capacity building will contribute to the prevention of child labor in the medium to long term. Conversely, the direct actions constitute a means for translating important policy measures into concrete interventions at the local level. This is very much in the spirit of IPEC's overall approach during normal times

but with more emphasis on the emergency needs of affected children who are vulnerable to exploitation and of the needs of their parents.

Strategic Objective: Support Sri Lankan government to tackle issues of child labor in post recovery and reconstruction efforts in policy and programs.		
Component 1: Enabling Environment	**IO 1**	**The capacity of relevant government, media, international relief and reconstruction organizations, and NGO institutions (district and central level) will have been strengthened, enabling staff and community members to integrate child labor issues into post-Tsunami reconstruction policies and monitor the child labor situation in the post-Tsunami environment.**
Component 2: Targeted Interventions	**IO 2**	**Flexible and speedy response will have been provided through Community Centers to Tsunami affected children and their parents/guardians in selected disaster affected areas.**

In the case of the IO 1, IPEC's support is directed towards the development of child labor sensitive responses in emergency situations on the following five inter-related areas, which are implemented both at the national and district levels:

IO 1	**1. Policy and program support to planning units of target ministries on appropriate child labor responses in emergencies**
	2. Inter-sectoral co-ordination mechanisms for the integration of child labor issues into a variety of national and international rehabilitation and reconstruction programs
	3. Awareness raising campaign to mobilize key decision makers to address issues of child labor in emergency programs
	4. Support the Ministry of Education (MOE) to increase school enrolment and retention rates of Tsunami-affected children
	5. Support to key partners to undertake action against child labor in the selected Tsunami-affected areas.

IO 2 involves flexible and speedy response to the child labor situation in the selected disaster affected areas. This will be achieved through the following six direct actions, which are carried out simultaneously in an integrated manner at different levels with districts, villages or community organizations for synergy and timely delivery of services:

IO 2	**1. Community Centers (CCs) in selected areas established and capacity enhanced**
	2. CCs operate preventative and rehabilitative services to Tsunami-affected children
	3. A comprehensive Referral and Follow-up-System for children and their parents
	4. Mechanism and process to monitor the child labor situation at the district level
	5. Formal, non-formal and vocational education
	6. Support to enable families/guardians of working children and children at risk in the selected areas of project intervention to have access to local and national safety nets

Background to the Mid-Term Evaluation

The project document states that a mid-term evaluation will take place at the most appropriate time during the implementation as agreed upon by the partners, USDOL and ILO/IPEC and in accordance with the developed monitoring and evaluation plan. Based on the consultation among the key stakeholders, it was decided that an independent mid-term evaluation to be carried out around the halfway between the time the majority of Action Programs begin and the end-date of the project. The emergency situation in Sri Lanka is an evolving one and therefore the mid-term evaluation is a crucial exercise for refining the project strategy to ensure that IPEC's efforts are most strategically focused on the achievement of the goals set out for the second half of the project life.

Following the process stipulated in the project document, ILO/IPEC's Design, Evaluation and Documentation section (DED) in HQ will manage and coordinate the evaluation exercise.

II. Scope and Purpose

Scope

The scope of the evaluation includes all project activities to date including Action Programs. The evaluation should look at the project as a whole and address issues of project design, implementation, lessons learned, replicability and recommendations for future programs and any specific recommendations for the preparation of the IPEC's possible support to a national TBP in Sri Lanka.

Purpose

The purpose of the present evaluation should be to assess:

- *whether the objectives of the project were achieved by comparing the intended outputs with the actual outputs;*
- the overall impact of the project to date at different levels such as at policy level, beneficiaries level, community level and household level; and

It should also analyze strategies and models of intervention used, document lessons learned and potential good practices, and provide recommendations on how to integrate these into planning processes and implementation of future IPEC activities in Sri Lanka.

III. Suggested Aspects to be Addressed

The evaluation should address the overall ILO evaluation concerns such as **effectiveness, efficiency, relevance** and **sustainability** as defined in the *ILO Guidelines for the Preparation of Independent Evaluations of ILO Programs and Projects* and for gender concerns see: *ILO Guidelines for the Integration of Gender Issues into the Design, Monitoring and Evaluation of ILO Programs and Projects, January 1995*.

The followings are the broad suggested aspects that can be identified at this point for the evaluation to address. **Other aspects can be added as identified by the evaluation consultant in accordance with the given purpose and in consultation with DED**. The evaluation instrument prepared by the evaluation team will indicate further selected specific aspects to be addressed.

The evaluation will be conducted following UN evaluation standards and norms.

Project Design (Validity of Project)

- How logical and coherent is the project design? Given project resources, will the project be able to achieve its goals and targets?
- How relevant are project indicators and means of verification? Please assess the usefulness of the indicators for monitoring and measuring impact
- Are all the elements of the project design relevant to address a crisis response in the IPEC's context?
- Internal logic of the project (logical framework, links between inputs, activities, outputs and objectives), quality and usefulness of the selected indicators and means of verifications for program monitoring and evaluation, including relevant breakdowns by sex, age, etc

- External logic of the project (especially if the Strategic Program Impact Framework – SPIF - process was used for planning the intervention), links with other interventions, synergies and economies of scale created, etc.
- Whether the project / program document provided adequate guidance on how the intervention would address the relevant gender issues among the target groups
- Whether the beneficiaries were clearly identified at this phase of the project (sub-groups, age, socio-economic status etc. 'Poor' or 'Women' may be too broad of a category and must be broken down). Determine if more details are needed to better target interventions

Achievements of the Project (Effectiveness and Efficiency)

- How effective are action programs to date, and how are they contributing to the project meeting its immediate objectives?
- How effective is the project in raising awareness about child labor and in promoting social mobilization to address this issue?
- Has the project contributed to changes in the cultural perception of child labor among men, women, girls and boys?
- How has the capacity of the implementing agencies and other relevant partners to develop effective action against child labor been enhanced as a result of the project activities?
- Whether the quality of services being provided to the children are adequate and adapted to the context
- What challenges have been faced on the ground during implementation?
- What indicators augur well for 'good practices' with a view to replication with or without adaptation to other post-disaster situations?
- Determine the desired effects of the project on the policy environment and the capacity of relevant institutions (at local or national level) dealing with child labor issues triggered by the impact of the Tsunami.
- Identify unexpected effects on boys and girls, men are women, both in the target groups or in other sectors of the population
- To what extent are factors outside the control of project management affecting project implementation and attainment of the objectives/goal? In particular, how has the security situation and post-tsunami government capacity affected project implementation?
- Did the intervention reach the expected target population? Were specific groups of boys or girls, men or women, excluded from the benefits of the intervention?
- Were different strategies used for delivering project interventions to the different target groups? Were the strategies culturally and gender sensitive? (i.e. different times for training activities for working women versus non-working women, separating classrooms for girls and boys)?
- Examine the role and involvement of national steering or advisory committees
- Identify whether progress reports provided information on the participation rates of men and women in the program. If such data are not available, the evaluation should try to assess how many men and women have participated in the program and in what way
- Were specific models of intervention developed? Are there possibilities for replication? Under which circumstances?
- Assess development of partnerships, networking and collaboration schemes

- How closely is the project adhering to its work plan? Also assess the quality and the use of work plans and monitoring plans.
- Are financial and time resources being used efficiently in the collection of data and measurement of project indicators?
- What effects has the closing of the Trincomalee field office had on project implementation and oversight/monitoring of project activities?
- How efficient and effective has the process been of communication from the field office to the regional office, headquarters and the donor?
- How effectively are strategies for child labor monitoring being implemented? Is the CLMS likely to be sustainable?
- To what extent do project staff, implementing organizations, and other stakeholders have a clear and common understanding of definitions used by IPEC for identifying a child as prevented or withdrawn from child labor?
- Determine if there is evidence that the tsunami actually increased the incidence of child labor and child trafficking in project areas. If so, has the project adequately responded to the factors leading to this increase?
- Assess how the project has been cooperating with other development aid and donor community, particularly with other UN agencies.

Relevance of the Strategy

- How the interventions have contributed to child labor programs to support the implementation of C 182, especially to prevent the affected children by Tsunami entering into Worst Form of Child Labor.
- Does the strategy address the different needs and roles, constraints, access to resources and access to project services of women and men, boys and girls, in the target group? Have men and women, girls and boys, participated in the definition of their own needs? Do these needs still exist?
- Does the program address practical and strategic gender needs of boys and girls? Was gender equality adequately promoted in the strategy
- Is the strategy in line with the relevant Conventions of child labor?
- How does the strategy fit within national efforts (policies and programs) in tackling the devastating impact on the population, especially on children affected by the Tsunami?
- Were alternative strategies considered?
- How IPEC has faired as a medium term (if not short-term) emergency response agency – comment on the changing role of IPEC to meet the demands of an emergency response?

Sustainability of the Project

- How is the project preventing a culture of hand-outs which has already begun to set in the tsunami affected areas?
- How is the project linked to other relevant government run programs to ensure sustainability of action?
- How would the prolonging conflict situation (even after the ceasefire agreement) affect the sustainability of project activities?
- What is the learning so far and how the planned interventions need to be changed?

- How effective has the project been to date in promoting local and national ownership of the program and promoting long-term sustainability? Has the idea of a phase-out strategy for the project been clearly articulated and progress made toward this goal?
- Assess the degree of ownership of and participation in the project both institutionally and individually, considering boys and girls, women and men.
- What are the long-term prospects for local/national institutions (including governments) and the target groups to build on the achievement of the project once it ends?
- Assess the sustainability of the program, i.e. its longer-term impact after withdrawal of external support
- Which are the possibilities of replicating all or part of the project in a different location or at a bigger scale?
- Have child labor issues been mainstreamed into the policy environment and in relevant institutions, as a part of a national preparedness to minimize the impact of such disaster on children that may help prevent Worst Form of Child Labor?
- Identify whether actions have been taken to ensure the continued access of vulnerable groups to services and resources
- Examine whether social-cultural and gender aspects endanger the sustainability of the project and assess whether action has been taken to sensitize local institutions and target groups on these issues.

IV. Expected Outputs of the Evaluation

1) A desk review
2) An evaluation instrument prepared by the evaluation team prior to the field visits
3) Field visits to each of the project sites
4) Stakeholder workshops facilitated by the evaluation team in each of the project locations or one national level workshop as appropriate for the purpose of further information collection
5) Draft evaluation report including stakeholder workshop proceedings, findings from field visits by evaluation team, and all the annexes
6) Final Report including:
    - Cover Page including the proper project title and the project number
    - Table of Contents
    - Acronyms (All acronyms used for the first time in the report must be spelled out.)
    - Executive Summary including recommendations
    - Clearly identified findings
    - Clearly identified conclusions and recommendations
    - Lessons learned
    - Potential good practices and effective models of intervention.
    - Appropriate Annexes including the present TORs
    - Standard evaluation instrument matrix
7) A stakeholders' workshop at the end of the field visits where the consultants will present their major findings and recommendations and take part in a discussion about options for the future.

The total length of the report **should be a maximum of 30 pages for the main report, excluding annexes; additional annexes can provide background and details on specific components of the project evaluated.** The report should be sent as one complete document

and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.

All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided both in paper copy and in electronic version compatible for Microsoft WORD for Windows. Ownership of the data from the evaluation rests jointly with ILO/IPEC and the consultant. Use of the data for publication and other presentation can only be made with the agreement of ILO/IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

The final report will be circulated to key stakeholders (those participants present at the stakeholder evaluation workshop will be considered key stakeholders) for their review. Comments from stakeholders will be consolidated by the Design, Evaluation and Documentation Section (DED) of ILO/IPEC Geneva and provided to the team leader. In preparing the final report the team leader should consider these comments, incorporate as appropriate in the report and provide a brief note explaining why any comments might not have been incorporated.

V. Evaluation Methodology

The following is the proposed evaluation methodology. While the evaluation consultant can propose changes in the methodology, any such changes should be discussed with and approved by DED provided that the research and analysis suggests changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.

The evaluation consultant will be asked to use the **standard evaluation instruments** that ILO/IPEC has developed for documenting and analyzing achievements of the projects and contributions of the Action Programs to the project.

The evaluation will be carried out using a desk review and field visits to project sites in the district of Galle for consultations with project staff, project partners, beneficiaries and other key stakeholders and to hold a stakeholder workshop. Since UN security restrictions of Phase III has been applied to the district of Trincomalee, field visits can be allowed to the Kinniya town (the major project site) by an agreement with the relevant UN Security Officer, ILO Sri Lanka office, and the evaluation consultant. It can be proposed that the evaluation consultant to base in Habarana, one and a half hours drive away from Trincomalee, and undertakes day trips to the field site in a MOSS compliant UN vehicle, accompanied by ILO/IPEC staff if required so by UN Security Officer. If the evaluation consultant is agreeable, the field visit to the East can be undertaken in this manner pending UN Security Clearance.

Qualifications and Responsibilities of the Evaluation Consultant

Following the procedure set out in the project document, an external evaluation consultant who previously has not been involved in the project will be identified by ILO/IPEC.

The background of the evaluation consultant should include:

- Experience in the design, management and evaluation of development projects, in particular with local development projects.
- Relevant background in social and/or economic development
- Experience in evaluations in the UN system, preferably as team leader
- Relevant regional experience preferably prior working experience in Sri Lanka

- Experience in the area of children's and child labor issues and rights-based approaches in a normative framework are highly appreciated.
- Experience in the area of education and legal issues would also be appreciated
- Experience in the UN system or similar international development experience
- Familiarity with and knowledge of specific thematic areas
- Fluency in English. Local language skill is an asset.
- Experience facilitating workshops for evaluation findings

The evaluation consultant will have the final responsibility during the evaluation process and the outcomes of the evaluation, including the quality of the report and the compliance with deadlines.

The evaluation consultant will be responsible for undertaking a desk review of the project files and documents, undertake field visits to the project locations, facilitate the workshop and will be responsible for drafting the evaluation report. Upon feedback from stakeholders to the draft report, the evaluation consultant will further be responsible for finalizing the report incorporating any comments deemed appropriate.

The evaluation will be carried out with the technical support of DED and with the logistical support of the project office. DED will be responsible for consolidating the comments of stakeholders and submitting it to the evaluation consultant.

Timetable and Workshop schedule:

The total duration of the evaluation process including submission of the final report should be within one month from the end of the field mission.

The evaluation consultant (funded by the project funds through ILO) will be engaged for 25 days, which will include 9 days of in-country field visits. It is expected that during the process the evaluation consultant will be in contact as appropriate. The timetable is as follows.

Detailed Schedule and Duration

Evaluation will be undertaken in October - November 2006.

Phase	Responsible Person	Tasks	Dates
I	**The Evaluation Consultant**	▪ **Telephone briefing with IPEC DED** ▪ **Telephone briefing with USDOL** ▪ **Desk Review of project related documents** ▪ **Evaluation instrument based on desk review**	**October 6 (5 days)**
II	**The Evaluation Consultant with logistical support by project**	▪ **In-country briefing with ILO Sri Lanka and a labor officer from the US Embassy-Colombo** ▪ **Consultations with Project Management** ▪ **Consultations with project partners in Colombo**	**October 11 - 12 (2 days)**
		▪ **Field visits to project locations in Trincomalee** ▪ **Consultations with project partners, girls and boys, parents and other beneficiaries**	**October 13 - 15 (3 days)**
		▪ **Field visits to project locations in Galle** ▪ **Consultations with project partners, girls and boys, parents and other beneficiaries**	**October 16 – 18 (3 days)**
		▪ **A workshop in Colombo with key stakeholders from the project locations**	**** October 31**
III	**The Evaluation Consultant**	▪ **Draft report based on consultations from desk review, field visits, and the stakeholders' workshop.**	**November 1 – November 5 (5 days)**
IV	**DED**	▪ **Circulation of the draft report to key stakeholders** ▪ **Consolidate comments of key stakeholders and send to the evaluation consultant**	**November 6 - 20 (2 weeks)**
V	**The Evaluation Consultant**	▪ **Finalize the report including explanations on why comments were not included**	**November 30 (5 days)**

****** *Due to the official holidays of the ILO Sri Lanka office, Ramadan, and the holiday season no activity will take place during October 20 – 29. Stakeholders will be requested to travel on October 29-30.*

Desk Review Materials and Other Sources of Information

<Prepared by the Project Management>
- Project Document
- Technical Progress Reports (TPRs)
- Technical and Financial report of partner agencies
- Action Program Summary Outlines (APSOs)
- Project files
- National workshop proceedings or summaries
- Website of ILO/IPEC Sri Lanka
- Any other documents relevant to the project

<Prepared by DED>
- IPEC DED Guidelines and ILO Guidelines

Consultations with:

- Project management and staff

- USDOL (or a labor officer from the US Embassy-Colombo)
- Partner agencies
- Relevant Social Partners, Employers' and Workers' Groups
- Boys and Girls
- Community Members
- Parents of boys and girls
- Teachers, government representatives, legal authorities etc. as identified by the evaluation consultant

Final Report Submission Procedure

For an independent evaluation, the following procedure is used:

- The evaluation consultant will submit a draft report **directly to IPEC DED in Geneva** IPEC DED will forward a copy to **key stakeholders** for comments on factual issues and for clarifications
- **IPEC DED** will consolidate the comments and send these to the evaluation consultant by the date agreed between DED and the evaluation consultant or as soon as the comments are received from stakeholders.
- The final report is submitted by the evaluation consultant **directly to IPEC DED in Geneva** who will then officially forward it to stakeholders, including the donor (USDOL).

VI. Resources and Management

Resources:

The resources required for this evaluation are:

For the evaluation consultant:

- Fees for a national consultant for 25 work days
- Fees for local DSA in Sri Lanka

For the evaluation exercise as a whole:

- Fees for local travel in-country
- Stakeholder workshop expenditures
- Any other miscellaneous costs

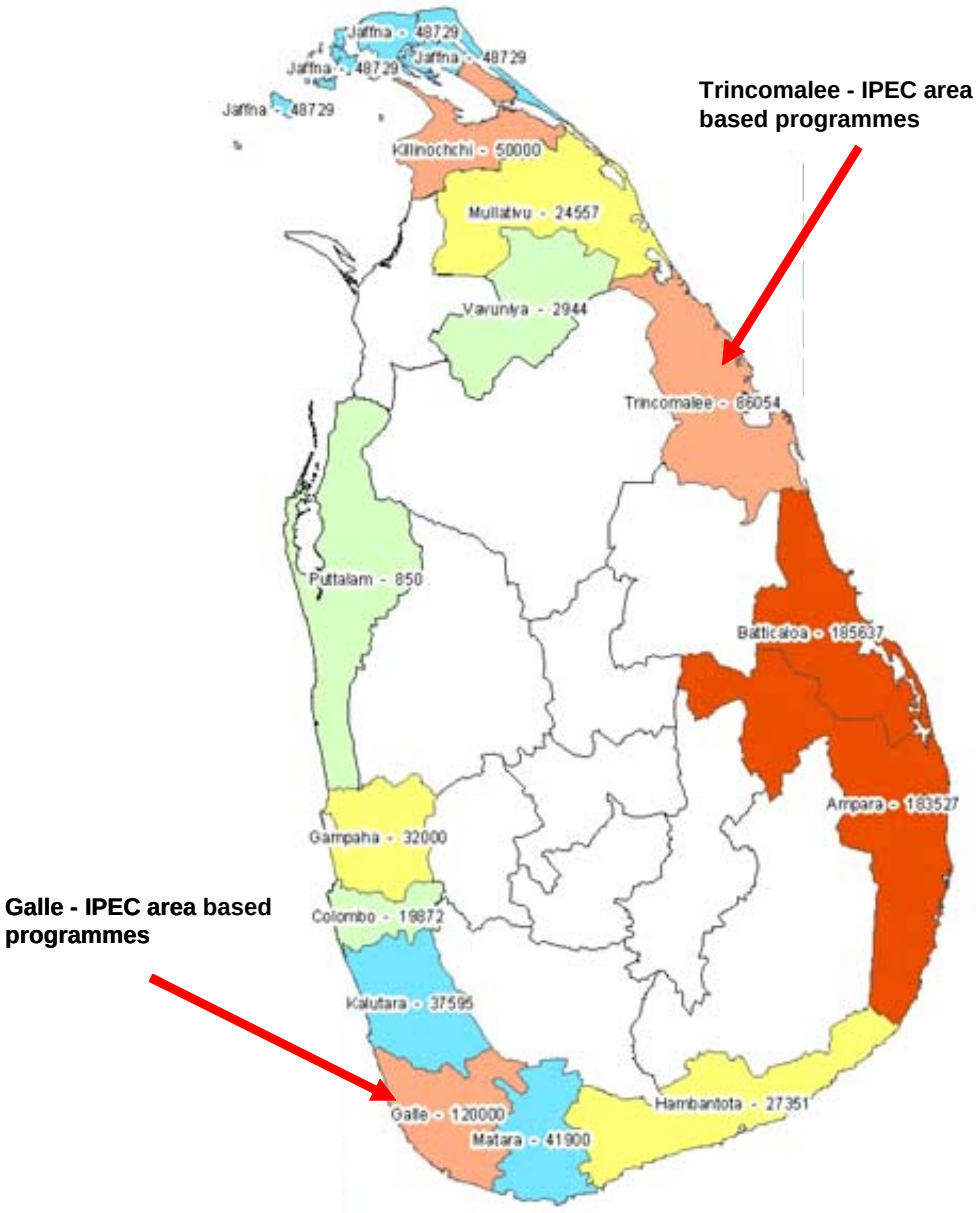
A separate budget is available for the ILO/IPEC funds.

Management:

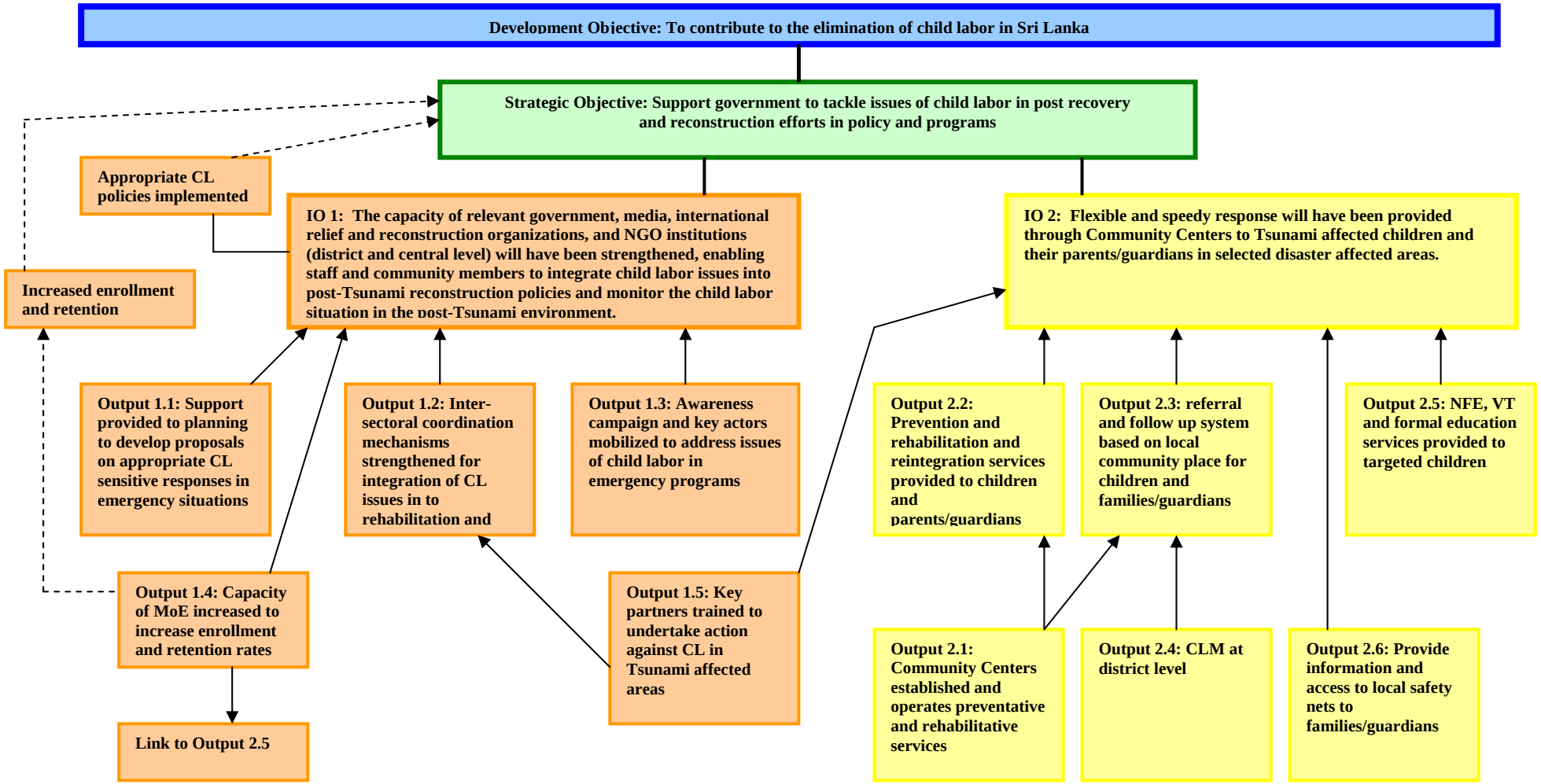
The evaluation consultant will report to and discuss any technical and methodological matters **directly with DED** should issues arise. IPEC project officials in Sri Lanka will provide administrative and logistical support during the evaluation mission.

ANNEXES

ANNEX 1: Map of Sri Lanka



Annex 2: Strategic Program Impact Framework (SPIF)



ILO-IPEC Tsunami Project Mid-Term Evaluation
Final Field Visit Schedule
October 2006
Agenda

Date	Time	Location/activity	Remarks
9th October	10:00 am – 12:30	ILO/IPEC Project Management and PAC Meeting	
11th October	09.00am	ILO Area Office – Meeting with Tine Staermose, Country Director ILO.	confirmed
	10.30 am	Secy. Labour	confirmed
	11.30 am – 2.00	USAID Ms. Mano Dharmadasa.	confirmed
	2.30 – 5 p.m.	Dept. of Labour team	confirmed
12th October	09.00-12.00noon	National Child Protection Authority	confirmed
	02.00-03.00pm	National Workers Congress, Dehiwella.	confirmed
	03.00-08.00pm	Travel to Habarana	
	08.00pm-	Night at Habarana Lodge/Village	
13th October	9.00 am- 11.00am	Meeting with DS	Visits to 3 remedial programs/discussions w/ children;\ Outreach center and beneficiary children Adult skills training/vocational training programs; KV program management and staff; Review CC database;
	11.00 am-11.30am	Discussion with P.O	
	11:30-12:30	Dept of Educ Officer	
	12.30pm -1.00pm	Lunch	
	1.00pm-5.00pm	Field visits Back to school children and parents	
14th October	9.00am-12.00am	Field Visits Remedial Education /Adults skill training /Vocational training progam centers	
	12.00am-1.00pm	Lunch	
	1.00pm-5.00pm	Alenkerny Outreach partner visit /Field visit Play therapy activity /visit community center and computer training	
	5.00pm – 6.00pm	Meeting with KV ILO-IPEC Project Staff and KV Board Members	
15th October	9:30 am	Return to Colombo	
16th October	09.00-01.00	Travel to Galle	
	01.00-02.00	Lunch (and check-in)	KOGGALA BEACH HOTEL, HABARADUWA TEL.0914385150 – MR LIYANAGE.
	02.00-03.00	Meeting with NWC project staff	Koggala confirmed
	03.00-04.00	Meeting with parents	Koggala confirmed
	04.00-06.00	Meeting with children/youth	Koggala confirmed
	06.00 -	Return to hotel	
17th October	09.30 -11.30	Meeting with NWC	Koggala confirmed

		Child Labour Monitoring Unit (CLMU) members	
	11.30-01.30	Travel To Ahungalle/Elpitiya	
	01.30-02.30	Lunch	
	02.30-03.30	Meeting with Don Bosco Project Staff	confirmed
	03.30-05.30	Meeting with youth	confirmed
18th October	09.00-11.00	Travel to Beruwella	
	11.00-01.00	Visit NWC Samagi movement/Women's empowerment programme	Beruwela confirmed
	01.00-02.00	Lunch	
	3.00- 5.30-	Visit Outreach Center – National Fisheries & Maritime Workers Congress	Beruwela
	6:00 -	return to Colombo	
	02.00-04.00	Visit to NWC Darusetha (Children's Drop-in Centre)	Beruwela confirmed
20th October	9:00am – 1:00pm	Dept of Labor TOT Program	Moratuwa confirmed

APPENDIX C

ILO-IPEC Tsunami Project Mid-Term Evaluation Stakeholder Workshop – prepared by Jennifer, Workshop Rappatueur

31st October 2006
Colombo

Introduction
ILO- A Forerunner in Proactive Intervention
Tine Staermose, Country Director, ILO

The mid-term evaluation of the ILO-IPEC Tsunami Project brought together different stakeholders, which included government representatives, NGOs and trade unions to a forum of discussion and swapping of viewpoints and experiences. The Country Director of the ILO, Tine Staermose stressed that the aim of the meeting was to discuss and bring together partner feedback on the findings of a mid-term evaluation on the progress of the project in selected areas of the country affected by the tsunami. When the tsunami struck the country two years ago plunging people into distress, organisations tried to get the drift of how best they could help the victims of the catastrophe. Realising the need of the hour the ILO-IPEC was able to swiftly reallocate funds from other countries from other planned activities to address the needs of the unanticipated disaster. A technical team was dispatched on a mission to formulate and design an intervention that would focus on child labour prevention in selected tsunami affected communities.

According to Ms. Staermose the essential consequence of the whole exercise for the ILO is the independency of IPEC evaluations. Incidentally the IPEC programme stands out within the ILO as having an evaluation unit which is very exacting and demanding of its officers; ensuring discipline through a rigorous process; with non-negotiable terms and non-interference from any strata of employees leading up to the project manager. Ms. Staermose pointed out that evaluations are not merely objective processes to assert whether results and outputs have actually come about in terms of the project document, training, setting up of centres, getting children back to school, etc; although these are very important aspects. Evaluation and in particular mid term evaluations are perceived as contributing towards establishing a knowledge base by identifying good practices to be used in action against child labour in that very same country like in Sri Lanka or some other country. The good practices that may come out of the mid-term evaluation may
emerge in publications and also may be considered by implementing partners in South America. The contributions and feedback of partners in discussing the preliminary findings of the project appraisal guided by the evaluator was stressed as vital in order to dissect the outcome for possible emerging approaches that can be fed into a model that other countries may take into account.

Outlining the responsibilities of an international organisation Ms. Staermose said that first and foremost it is important to be accountable to the country being served and to its people while also being accountable to the donor who provides funds for project implementation and in this regard thanked the government of the United States through its Department of Labour for supporting the ILO/IPEC Tsunami Project. The process of looking at what works and what does not work by the mid-term assessment is carried out in close collaboration with partners and thus the meeting to acquire feedback on the progress of the project; an exercise valued genuinely for its learning experience. The interactive meeting between donor and partners, the evaluator as the facilitator was an attempt at

identifying the challenges in implementing the project, which will be included in the final report based on project evaluation. Ms.Staermose hoped the evaluator will articulate the question of models and approaches in this particular programme, given the holistic approach of the ILO/IPEC programme, built in flexibles and used in an unusual context for the organisation i.e. the immediate aftermath of a natural disaster. Having worked both on the enabling environment and implementing activities for the communities, the question to be asked is did it work? Was it flexible enough? If it is yes, then why, if no, why not, if partly, how can we improve for the remainder of the project? Sri Lanka being a country plagued by both man-made and natural disasters, the ILO recognises the need to be able to fine-tune its programmes rapidly in order to assist in unexpected situations and this makes the learning points of the mid-term evaluation more pertinent and more relevant for the donor.

At the recently concluded Asian regional meeting held in Bussan in South Korea, the constituents of the ILO announced the next decade to be the 'decent work decade'. The first ten years in the life of a child in Sri Lanka and elsewhere makes the world of difference for that child; ten important normative years of a child's life is decisive in determining how that child fares in life; whether the child has a fundamental right to develop healthily free from exploitation; receives education and enjoys his/her childhood with play and learning. The Country Director reiterated the need to ensure that children in the tsunami affected areas can be relieved of the deep trauma and be supported to develop through education and skills training to grow to be young people who have opportunities to acquire decent work carried out in conditions of equity, security and human dignity.

Points for Discussion
Recommendations

Policy/Legislative Environment and Support

- The ILO is a technical agency; its technical input surpassing that of its financial input. The ILO therefore supports the process of developing legislation based on stakeholder consultations which culminated in the draft legislation included in the penal code to effectively eliminate the Worst Forms of Child Labour (WFCL) captured in total in convention No.182. This process went a tad beyond by including children in armed conflict, with the government insisting that compulsory recruitment cannot be permitted as articulated in Convention 182 and specified any type of recruitment was intolerable. That point was encapsulated in the Penal Code and passed in April 2006 (the Speaker's endorsement was received only in April) and has to stand the test of time; nevertheless provides for a launch pad or framework within which the implementation of Convention 182 can be implemented strongly than it has been done hitherto.

- There has been a progression of consultation on Hazardous Forms of Child Labour (HFCL) that went beyond the tripartite consultation process to include academia, NGOs and an expert on hazardous forms of child labour to consolidate and enlist all the findings of sub national consultations. It articulated 49 such hazardous forms of child labour, nine of which are conditional. This was adopted by the NLAC and the Minister of Labour was empowered to prescribe the 49 HFCL into the law, which has been done and endorsed by the Speaker as part of Sri Lanka's legislative framework.

- The National Child Protection Authority (NCPA) and the Centre for National Operations (CNO) developed a policy to which the ILO/IPEC provided its input resulting in the enactment of the Tsunami law and the ILO/IPEC project enabled the law to be made known and implemented through support from the DCPCs and Child Protection Coordination Committees where ILO played a part as it was one of the partners in the tsunami response.

- The change in the District Child Protection Committees (DCPC) to District Child Development Committees (DCDC); is another instance when the ILO along with UNICEF collaborated in reviewing the Terms of Reference and discussing with the stakeholders

primarily in the Galle district as it was to be the prototype initiated in the south. The management of the tsunami project was funded by US DOL, the project management was able to interact at the policy maker level i.e. people/ personnel to influence policy that would in turn influence child labour policy issues. For instance the project on Child Sex Tourism (CST) UNICEF funded and prepared through a multi-disciplinary consultation process to which ILO was invited. ILO participated actively because of post-tsunami susceptibility of children to get into CST more strongly.

- A framework for programme development in the education sector was another contribution that captured children in disaster situations; for instance non-formal education interventions to single out children who have dropped out of school with remedial classes and vocational training were all incorporated within this framework. The ILO is part of the Education and Vocational Training Coordination Committee that will bring in tertiary and technical education components into the ESPDF, which the government finds necessary in a post-tsunami context; although it had already been identified prior to the tsunami as a necessary input for a holistic education policy framework.

- Since 1956 with the introduction of the Child Labour enactment Act no 47, the Department of Labour has a history of prosecuting employers who employ children below the age of 12. Today the Department of Labour plays the role of advisor in imparting knowledge to employers and the general public that a child under 14 years of age is prohibited from engaging in any type of employment. The Department of Labour will always prosecute any party allegedly violating the law pertaining to the employment of children but is more aggressively involved in educating and supporting labour officers at the district level on the legislative framework surrounding child labour. The Department of Labour conducts an action programme where it coordinates with the police, the Police Women and Children's Bureau and Department of Probation and Childcare, travelling the country and educating the stakeholders, the general public on laws pertaining to child rights and child labour in the current context.

- The capacity building in this Tsunami Project has been entrusted to a national consultant; consisting of a core group of 24 trainers, 20 from the Department of Labour, with several Assistant Labour Commissioners, Senior Labour Officers and district level labour officers; there are four members representing the Sri Lanka Bureau of Foreign Employment, Department of Social Services and the Department of Probation and Childcare. They have to follow a 10 day training programme on the issue of child labour, with emphasis on education, as labour officers have not been made adequately aware on the issue of education and child labor in the past, the focus had been children in employment. The project has identified nearly 5000 children of school going age who are currently not attending school due to reasons following the tsunami; the officers have been specifically instructed to recruit professionals and experts to change the mindset of the targeted group of children in a bid to send them back to school; failing which, guide them to non-formal education institutions. If the children are unwilling to give up work, they must be encouraged to at least attend classes in the evening at identified centres. Since the training of the officers has been completed, 24 of them will be observed to determine how they will conduct the cascading training programmes with the relevant parties. The obstacles and issues of the training programmes are to be subsequently received from the core-group of trainers.

- A representative from Kinniya Vision in Trincomalee questioned the capacity of the Department of Labour to implement the above programme in remote and un-cleared areas in the district, being aware of the fact that the department is weighed down by a dearth in staff and allocation of resource. Trincomalee is a difficult district with a surfeit of problems arising from the war and the tsunami; the labour officers in the district are caught up in various issues, child labour being only one issue among a plethora of concerns related to labour rights. It was stressed that given sufficient resources, labour officers in remote areas will have the time and

commitment and wherewithal to expand to the grassroots to educate businessmen and potential exploiters on child rights and child labour.

- A child is deemed to be anybody below the age of 18, an accepted definition contained in the ILO and the United Nations Child Rights Convention. In referring to the world of work and the global standards set by the ILO and its constituents, entry into the world of work is 15 years globally; however pleading socio-economic and educational conditions Sri Lanka has ratified Convention 138 setting the minimum age at 14 (with an assurance to raise it and there is a discourse among the constituents to raise the age to 16). The objective of increasing the minimum age to enter the job market is based on the assertion that 16 is the age where a child sits for the Ordinary Level examination in school, thereby enabling the child to earn a basic qualification. The minimum age of 14 in the Sri Lankan law has left the child between the minimum age of 14- 18 unprotected and the ILO Convention 182 on Eliminating Worst Forms of Child Labour was brought in to protect the child who may work but shall not work if the conditions are hazardous. It was also observed the legal eligibility for a worker to join a trade union is 18 years and hence the child of 14 who takes up employment is left unprotected within a space of several years as he/she is not eligible to join a trade union that would stand up for worker rights.

Project Effectiveness/Efficiency

- The ILO/IPEC project anticipates the bolstering of capacity of institutions working in combating child labour. The Department of Labour being an important government stakeholder in the ILO/IPEC project is expected through its nearly 400 labour officers scattered across the country to play a prominent role by the partner agencies. However whether the Department of Labour could ensure adequate participation and contribution was questioned and thereby the achievement of a positive outcome in the near future was also a reservation. The Department of Labour is saddled with issues that overwhelm not just one sector but a plethora of issues that plague the labour market. It is the duty of the 24 core-group trainers to train the other labour officers around the country and monitor the district level labour officers, deputy commissioners and assistant commissioners. The officers will to a certain extent, build their capacity as far as knowledge and law enforcement is concerned.

- Sri Lanka has nearly 42 labour enactments in its statute books for officers to enact; out of which 16 are very important core labour legislations, which the labour officials are bound to enforce in their day to day work. It is in this midst that the officers will have to allocate their time to devote for awareness programmes and dissemination of knowledge on child labour. Despite the constraints of having to allot time to labour issues emerging in various sectors, the Division of Employment of Women and Children of the Department of Labour headed by a Commissioner of Labour, has allocated state funds to conduct educational programmes for the general public. They have already conducted 35 such programmes in the island.

- The effectiveness of fighting child labour in a post tsunami context with the challenges of getting the cooperation of the state depends on the individual representing particular government institutions that serve in the area of children and their rights. Partner agencies in the district of Galle claimed that they maintain a successful and productive relationship with an Assistant Commissioner of Labour by the name of Thilak Deshapriya, who has been working with child labour units of the NWC and other organisations prior to the tsunami; post tsunami cooperation has helped the NWC to set up two committees and are in the process of setting up another in Ambalangoda. The success of a programme therefore depended a great deal on the support and commitment of the particular officer representing the government in a particular district.

- Child labour is often addressed in terms of enacting sufficient laws to combat the threat and take action against alleged perpetrators. However what is not often spoken of are the

contributing factors that may lead children to take up employment over education. Therefore it was deemed that the family plays a primary part in ensuring whether a child attends school or is driven to employment. For instance the law supposedly protects all children up to 14 years but beyond that what happens to a particular child remains a question. In Sri Lanka primary education which consists of the Ordinary Level (O/L) examination is taken care of but only a few pursue Advanced Level classes and enter university, which means that following the 10th grade the child who drops out of school is not targeted, exposing the child to various dangers including early employment; in short the child's security is thereafter endangered. Hence the need to strengthen the family unit to enable the child to continue in education; the primary cause of youth unrest in the north and south was attributed to the fact that children beyond the age of 14 are left vulnerable and therefore it was recommended to look beyond the age of 14 by proposing appropriate interventions for those who dropout of school at the age of 14.

- The National Workers Congress (NWC) being a trade union and one of the few to be involved in the informal employment sector had the distinct advantage to use the trade union network to intervene in the informal sector that was gravely affected by the tsunami (The NWC has been working with the fishing community, the migrant worker community and domestic workers). The ILO/IPEC programme has helped in bringing all groups together with a common purpose wherever interventions of the ILO/IPEC project was linked and complemented with the assistance received from other projects. The ILO/IPEC project provided an introduction to USAID which funded a strong livelihood recovery project, which enabled NWC to take care of the children through the ILO/IPEC project and subsequently were able to revive the livelihoods of families of affected children through the livelihood recovery project.

- Following the tsunami there was an assessment of damage to the members and their families, in terms of life, property and cash flow. Subsequently the NWC looked at ways in which their economic situation and children's education could be uplifted. While as a trade union the NWC contributed its available resources, the ILO/IPEC project helped identify other organisations working in the area of children, for instance, the Department of Labour, Ministry of Social Services, Department of Probation and Childcare and NGOs, encouraged dialogue, and was successful in bringing them together as a committee (CLMU). The relationship that the NWC had with the above organisations was strengthened and reinforced following the tsunami; a monthly meeting with the involvement of the police as well as officials of the Department of Labour and organisations working with children helps in disseminating information that each organisation has and sometimes solutions are found at such meetings. There is a good reciprocal relationship among organizations present in helping out children in situations of employment. Any information gathered is forwarded to the District Children's Committees managed by the Department of Probation and Childcare. Children who are not part of NWC programmes have the opportunity to be involved following the formation of the committee as information of children in the district is shared with officers representing all areas in the district. Children thus directed to the NWC are trained at its vocational training centre and provided with job opportunities.

- Trincomalee is a district plagued by the war and the people have been severely affected. People living in the coastal areas are unable to engage in fishing and as a result their children are also unable to go to school due to the loss of livelihood. In addition, they were devastated by the tsunami as well. Therefore the ILO/IPEC project was used to facilitate the reinforcement of peoples' livelihoods in Kinniya. The people were introduced to cement block making as an economic activity, while women and mothers staying at home were linked to the community centres and trained in trades that they could engage in from their homes. While providing remedial education it was also deemed important to uplift the economic base of the parents.

- The district of Trincomalee experienced colossal devastation following the tsunami; and when the donor entered the location it was evident that awareness on child labour concerns was

absent. Trincomalee as a project site proved to be a very diverse location for a uniform strategy to be applied like in the other project area. Therefore the awareness raising programmes on child labour issues was conducted for the staff of Kinniya Vision and community. Kinniya Vision incidentally has had contact with Community Based Organisations (CBO) and requested independent funds to conduct an awareness programme among the CBOs prior to the launch of the major project. It used its base of volunteers to create awareness on child labour issues prior to the commencement of the main project; envisaging delays in project take off and implementation.

- Since child labour is a countrywide phenomenon networking with all agencies working on the subject is vital if the campaign is to reach right down to the grassroots. Social mobilisers can be used in the exercise of awareness programmes. It is important to train the grassroots in raising awareness in child labour; carry out rescue and rehabilitation, coordinate with a person in the Colombo office to initiate such operations and send children for rehabilitation and back to school. Providing counselling for children before they are sent back to the community may be an area that needs intervention. It was pointed out that the officials of the Department of Labour and the police based in Colombo are effective. However, in the regions, police officers who are of a lower rank maintain close relations with businessmen in the area, which becomes a barrier when taking action against exploitation of children in employment. While Conventions 138 and 182 are relevant to the ILO/IPEC project, Conventions 87 and 98 and four other conventions are also of significance to a project that is addressing the problem of child labour and decent work and would be significant if added to the project.

- The need to protect the child of 16-18 years, who does not pursue schooling, was broached. Don Bosco conducts psychosocial intervention for children up to 14 years of age and stressed the need to explore what can be done for the child following the O/L examination. What does a child of 16-18 do up to A/L and beyond?

- The economic status of the family has a direct bearing on a child's educational prospects; children are often very smart and intelligent but family problems stifle the chances of mental development, hence they need extra help in case they are sidelined in school and the community. Don Bosco has identified about 15 such children and has forwarded them for counselling. If these children had been overlooked and allowed to be marginalised they may grow up with low self esteem, an inferiority complex with the lack of education and job opportunities resulting in a bleak future. Children should be an integral part of any programme that targets the social and economic strengthening of parents. Children also need instruction in religion while being prompted to pursue education, only then will a child grow up to be considerate of others, appropriate values and behaviour.

- The psychosocial factor is yet to be developed by Kinniya Vision and Don Bosco in conducting their programmes. Nevertheless these agencies have developed their own methods of psychosocial intervention by introducing play therapy, art therapy and sports recreational therapy. The relationship between two religions in working among youth and children as evident in Don Bosco in itself is a good practice and fulfils the psychosocial void. Using indigenous means of psychosocial support was deemed important.

- Daru Setha is a programme aimed at ensuring the wellbeing of the child. The NWC conducts an outreach programme in Beruwala; 90% of the children in the Daru Setha programme in Beruwala were affected by the tsunami; helping the children alone was inadequate without uplifting the status of the parents as they had lost their livelihoods with the tsunami. Parents cannot send children to school when unemployed. If the parents are made economically strong the children will not drift from school. The aim was to strengthen the entire family. As a solution parents were given loans and equipment and women trained to manufacture fish based products. Child members under the age of 14 and the eldest in a family were sent for

vocational training; the aim of which was to ensure improved opportunity for education for Daru Setha children and prevent them from going for employment.

Challenges

- Bureaucracy and procedures delay the implementation of action programmes. Elections are politicised hence the delay in implementing; pushes programme activities backwards. Hence the need to deal with it to speed up the process so that implementation will be faster.

- The presence of red tape when government institutions take up action programmes was a point for discussion. The great number of procedural delays, coverage and sanctioning at various stages are big drawbacks in implementation. Signing a contract with a donor does not ensure smooth sailing. The process is fraught with obstacles and procedural issues like financial constraints which result in delays. Incidentally donor money does not come directly to the government institution but through the Treasury. These procedures may take months to complete; however there are more obstacles once the money reaches the relevant department as circulars will prevent the implementing authority from taking a free hand in spending the money. For instance hiring a prominent lecturer is governed by rules and regulations, with the public administration rules barring excessive payments to outside consultants. Therefore it was stressed that both the donor and the implementing organisation must acknowledge that there are delays and following the signing of an agreement leave a margin of at least three months to get it off the ground. In addition it was suggested that the donors and implementers set aside an administrative fee for those who handle the financial allocation so that the process of getting the money is expedited (Independent bodies and authorities have the liberty to expedite a project but in the case of a government ministry or department various procedures have to be followed).

- Lack of cooperation from district authorities especially in sharing information may hamper the project's progress. For instance it was pointed out that in the aftermath of the tsunami attempts by some organisations to gather information on children affected by the disaster was met with a lack of cooperation from government officers in those areas. Subsequently through the ILO/IPEC project and the inclusion in the DCDCs things have improved. The important point is to sensitise district level administrators on the fact that organisations whether public or private are all working in the same direction and sharing information would help in speeding up relief work.

- How can the spirit of cooperation and sensitivity be instilled in government officials? With the tsunami the government took the approach right from the top to embrace everything and that created confusion and duplication in programmes which resulted in donors deciding to go their own way instead of being the facilitator. The government must allow organisations to come in and work. It has been the culture of government servants to grab everything and not encourage civil society to participate in anything.

- The challenge has been to find a collective solution to the problem of child labour. Organisations have their own agendas and project objectives that need to be fulfilled. Therefore the need to create a network of all organisations in a bid to share information. The NWC identified the needs of individual organisation and organised a programme at personality enhancement. The purpose of the programme was not to sensitise them on child labour and related issues which they already possessed. Emphasis was on networking, an effort which brings out the benefits of exchanging services. The challenge of networking was accomplished by meeting each and every organisation individually and identifying the benefits of teaming up. This saw many groups in the communities that had scattered once funding had ceased coming forward again. The answers to the vital question of what happens to children affiliated to a particular project once an organisation ends its activities in the area were addressed through such a collective exercise.

- An action programme organised by the NCPA and co-funded by UNICEF has been organised to address child labour with special emphasis on the issue of children employed between the ages of 14-18 and the upholding of their rights; a residential workshop of 40 partners including the NWC and CWC was held. Trade union representation in addition to tsunami partners was considered imperative as the subject of child protection overlooks the child employed between the ages 14-18; their right to education and health is often in focus but their labour rights are neglected. The ILO has been insistent on including the above aspect in the action programme.

- The success of DCDCs was attributed to the type of leadership that steers the campaign to ensure the protection of child rights and combat child labour. The DCDCs in the districts of Galle and Jaffna are supposedly functioning successfully. The DCDCs have three main partners i.e. the NCPA, the Department of Probation and Childcare and the Children's Secretariat; the district being the jurisdiction of operation. The above agencies are under the Ministry of Child Development and Women's Empowerment. The performance of DCDCs is a combination of highly successful committees and those who are 'run of the mill,' where committees that have been nominated but have not taken off.

- The Ministry of Child Development and Women's Empowerment envisages that DCDCs will function in all districts and as a first move decided to obtain cabinet approval to intervene in areas that need focus; the ministry has finalised a checklist of who should qualify to be members, chairman, and secretaries in DCDCs and all government officers in a district working on child related issues have to be members, with provisions for NGOs and the clergy to be members as well. It is through this provision that tripartite members i.e. employers and trade unions obtain membership of DCDCs. The approach is positive in that it is not only the state that should be responsible in taking care and protecting the child but also the duty of NGOs and civil society members. The ministry is keen to ensure that DCDCs be implemented in all districts in a bid to address rights issues, ensure the fulfilment of development, protection and participatory rights as enshrined in the CRC. The Ministry of Child Development and Women's Empowerment was launched to ensure the committees function well in all districts and there is adequate allocation of funds. It has been just three months since the new concept of DCDC was launched and reaping benefits would be in the long term; but the old DCPCs that functioned successfully continue to operate efficiently under the new ministry. Problems are unique to each district and the ministry hopes to develop and collect good practices, develop a work plan through a brain storming session to arrive at a consensus to protect the children of the country.

- Solutions that could be proposed to the ILO or donors on how to help get over bureaucratic constraints? Can something be done at the stage of designing a project? When a programme is planned for a period of 18 months, the working period consists of 18 months; however it was suggested an additional month be set aside to do the ground work. The delays pointed out that government delays are beyond the control of the implementing agencies. It was admitted that there is a lack of coordination among the various ministries and departments to expedite the release of money. It was also pointed out that there should be a political commitment to sensitise the bureaucracy to spend the money for the project, without stinting on project expenses, which results in having to be accountable to the donor for unspent money. Justification of expenditures to both donor as well as government auditor has created a paradoxical situation, where the donor expects all monies to be expended on the project while the government is insisting that the money be spent carefully and appropriately.

- A representative from the Ministry of Child Development and Women's Empowerment pointed out that the ministry being relatively new and small and since only a few institutions attached to it, there are few hurdles at present. However, work gets unbearable at times when there is a need to meet deadlines and submit a report on a project by a certain date with

unspent money still remaining in the kitty, forcing everyone to think about how to spend and what to spend it for and whether it is really worth spending, and how it could be justified with the budget line, etc. The principal point is to make room for the money to flow into the ministries and departments. To be tripartite all agencies have to work with the government, time lapses do occur therefore a grace period must be given. At the stage of project designing extra time could be allotted to do the ground work especially in getting funds transferred.

- Bureaucracy being one cog in the wheel, the work at grassroots is disrupted by the political mayhem that has engulfed the country. As a result the project offices cannot send women into the field, which forces the parties to take these points into consideration apart from the state bureaucracy that, hamper the project's progress.

- The partner must keep the donor informed when there are problems in the field. For instance when the Muttur crisis erupted in the east of the country the IPEC/donor was able to redirect part of the project funds to respond to that particular emergency situation. There should be flexibility on the part of the donor to be proactive in responding to changing ground realities.

Cultural perceptions/practices can be changed with education/awareness raising; a long term process. Disaster situations and heightened poverty encourages cultural perceptions to the forefront.

- In a family of 11 children, the eldest child, a girl of 16 has to take care of the younger siblings while three other siblings attend remedial lessons. She is vulnerable and in a certain form of employment. How does one deal with a situation of this kind? Among the agricultural community in Ahungalle where seasonal work means children do not go to school because they sow seeds in the rainy season. How do we address this scenario in the context of a child's right to education and child labour? Do we provide day care services? Should we have a flexible education system where it is timed with such seasonal cultivation? The children are expected to take part in the exercise of sowing seeds; making it a problem for the school authorities. In today's system of education the process of continuous assessment requires the presence and participation of the child. The children who are forced to stay away from school due to cultivation, have missed a great part of school work upon return; automatically exposing the child to be marginalised by the teachers who have a timetable to follow and hence will not go through a lesson again for the benefit of absentees. The child gets disgruntled of studying. Inevitably at the end of the exercise of sowing seeds at least 10% to 15% of the children end up dropouts, quite often leaving home in the morning claiming to attend school but wander off somewhere.

- It was revealed that children are drawn to such activities or almost forced into helping their parents in economic activities due to a breakdown in the families' economic situation. For instance in Beruwala children sell fish on the beach during a good harvest; but organisations cannot forcefully stop them from engaging in economic activity away from school without offering an alternative means of livelihood. As a remedial measure organisation have successfully combined ILO/IPEC project in the districts of Galle, Matara, Hambantota and Kalutara following the tsunami to livelihood facilitation programmes which helped in uplifting the parents economic conditions by granting them loans and equipment for economic activities. (the Beruwala Samagi Women's Society and parents of the Daru Setha programme have been trained in engaging in various economic activities without getting the children involved like making fish related products and groceries). The experience was worthwhile as it enabled parents to become independent. While the ILO/IPEC project targeted the children and their education, other organisations intervened in fortifying the economic conditions of the parents. The above is an instance where organisational projects serving different needs of the people were successfully combined.

- A mushroom cultivation project was launched for those who were unable to go fishing during rough seas, accordingly if the school curriculum could be made flexible to accommodate the

needs of the local communities, the dropout rate could be minimised. Introducing a flexible education system by incorporating changes within a localised context to meet the needs of the local community, may fulfil the requirements of many.

Relevancy

- The ILO/IPEC programme was introduced as a novel and stimulating experience. The fact is that most organisations working in the communities had not been concerned and not adequately informed on work related to child rights and children in employment. Following the entry and work of ILO/IPEC in the post-tsunami context, many grassroots organisations have been made aware of the importance of the rights of children and issues pertaining to children's protection. On the whole the commitment towards the programme was considered important in mobilising people at the grassroots; hence programmes that are implemented solely from Colombo have their shortcomings. Field visits from responsible and high-ranking staff from the Colombo office was viewed as a positive step in systematically directing the project adding the much needed motivation and vigour.

- Remedial classes are important and necessary because there is a notion that those who pursue higher education have upward mobility; but those who opt out of higher education and pursue other areas like technical training, etc. necessarily need to know English and mathematics, etc. to climb the ladder of success. Nevertheless just as much as aspects that appeal to the corporate sector is developed and emphasised, the need to inculcate values based on religion was emphasized as it was regarded important. An individual is taught the means of earning money but he/she must also be taught and guided on ways of spending that money. Therefore it was proposed that remedial classes must go hand in hand with infusing aspects that help in the overall growth and development of the human being. Hence it has to be a long term exercise; because ensuring the sustainability of the family, the child and the youth must necessarily be a long term undertaking.

- The project advocates a medium and long term process with a holistic approach; but in addressing an emergency situation a holistic approach may not be appropriate as it has to serve the need of the hour. ILO/IPEC programmes though have always taken a holistic approach even to address an immediate issue. The interventions may change next year; the programme will continue as it is; support services will be essential and linking the current programme with future programmes in terms of economic empowerment must be done with a medium-term to long-term approach.

- The most effective means of continuing a programme is to strengthen it at the grassroots. Strengthening involves keeping children focused so that they will go back to school and also sustain them in school. For instance giving children the opportunity to meet and socialise by forming clubs similar to those in the plantation sector, initiate tuition classes for dropouts who are forced to stop schooling due to a lack of teachers, open computer centres where children can acquire computer literacy and even provide Internet facilities so that they have the opportunity to access information. Such initiatives have the potential of preventing youngsters who may be dropouts or potential dropouts from wandering in the streets and being exposed to vices. Access to information also facilitates youth to find new job opportunities rather than depending on traditional jobs confined to regions, which has been the case in the plantation sector.

- The issue of child labour could be a success only if there is wide dissemination and publicization. Society cannot remain complacent on the issue by merely handing it over to NGOs and government institutions; it calls for collective responsibility. With the tremendous responsibility and work load placed on government officers in monitoring issues related to children in districts, questions arise whether such monitoring is to continue in the long-term. It was proposed that a solution must be found to combat child labour issues in the long term.

Child labour is connected to attitudes. Children could learn positive attitudes about values and mores which can be inculcated through the system of education. This calls for changes in the education system that addresses the rights of all human beings. What the child learns today becomes a positive buttressing in the next generation. Unless organisations and society as a whole considers the issue of child labour in the long term, generations to come will still be grappling with the issue which only indicates that nothing constructive was done by earlier generations.

- Remedial classes, an outcome of the ILO/IPEC project have been and are beneficial to students as well as school teachers and principals. A pertinent question asked by the participants was the duration of the intervention. The crucial concern rested on succession; i.e. who would take over the sustenance of the programme following the project's tenure. Should the programme be handed over to the Department of Education? The Department of Education is regrettably stretched for resources, in terms shortages of teachers, making it impossible for organisations to hand it over to the department in the near future unless there is assurance of an allocation of more teachers. This leads to the fact that the organisations currently doing the programme have to continue the exercise; with a focus on increased capacity building and assistance in terms of income which can be used to support the remedial classes. However it was observed that the final responsibility must be in the hands of the government's Department of Education.

- What is the future of remedial classes? Remedial classes are not conducted by the government; it is solely a private sector undertaking. In deciding its future a two pronged approach was proposed. Firstly ILO/IPEC helps partners develop models, which can be sustained by the partners with other donors while IPEC continues its support for another phase, but gradually phasing out. Secondly an NGO can continue the programme by adopting a strategy for sustainability; for instance by encouraging the parents to buy into the programme, include not only the weak children in the community but the diligent ones as well; a combination of more affluent as well as the poor families thereby allowing the organisation to gradually become self funded.

- There are 41 Sri Lankan companies that have signed the United Nations Global Compact with an interest in pursuing and promoting Corporate Social Responsibility (CSR) programmes in the country. NGOs can also encourage such organisations that may have a presence in a particular district to buy into the programmes in order to sustain it (it was noted that the south of Sri Lanka has a number of private sector companies in operation and hence may be easier than the volatile eastern province).

Conclusion

The workshop was concluded with a vote of thanks delivered by the National Program Manager, Mrs. Shama Salgado. Mrs. Salgado acknowledged the tripartite constituents who are an integral part of ILO/IPEC although not a part of the tsunami project and thanked all those who shared their knowledge and experiences through their presence and participation at the workshop. She thanked all attendees, the evaluator and the IPEC team itself for working untiringly to coordinate the project in the midst of other work.

2.5 Outputs and activities

Table : Project Objectives, Outputs and Activities

Strategic Objective	Support government to tackle issues of child labour in post recovery and reconstruction efforts in policy and programmes	
Immediate Objectives	**Outputs**	**Main Activities**
1. **The capacity of relevant government, media, international relief and reconstruction organizations, and NGO institutions (district and central level) will have been strengthened, enabling staff and community members to integrate child labour issues into post-tsunami reconstruction policies and monitor the child labour situation in the post-Tsunami environment**	1.1. The planning units of target ministries are provided with policy and programme support to develop proposals on appropriate child labour sensitive responses in emergency situations	1.1.1 Form a National Working Group (NWG) as part of the NSC under the auspices of the MOL on "disaster and child labour" including representatives from central government, civil society organisations, and UN agencies as well as from concerned international organisations 1.1.2 Provide technical support to the NWG in analysing ongoing child labour trends, evolving needs and emerging issues concerning CL in the process of relief, rehabilitation and reconstruction 1.1.3 Contribute to the NWG`s efforts in reviewing, discussing, analysing and outlining recommendations on current government and donor relief and rehabilitation initiatives in the area of child labour 1.1.4 Provide advisory services to the NWG in the development of proposals on effective child labour responses to disaster
	1.2. Inter-sectoral co-ordination mechanisms further strengthened for the integration of child labour issues into a variety of rehabilitation and reconstruction programmes at the provincial and district levels	1.2.1 At the district level, provide policy support to the DCPCs in analysing ongoing child labour trends, evolving needs and emerging issues concerning CL in the process of relief, rehabilitation and reconstruction 1.2.2 Ensure effective partnerships, including sufficient co-ordination and communication, joint programming opportunities in complementary programme areas related to child labour 1.2.3 Work with UNHCR, UNFPA and UNICEF to devise and implement a strategy for preventing, monitoring, and responding rapidly to child labour in their relief efforts at the provincial, district and local levels

	1.3. An awareness raising campaign in place to mobilize key decision makers to address issues of child labour in emergency programmes	1.3.1 Identify gaps in the governments recovery and development plans with regard to child labour and sensitise decision makers to ensure that plans take into account the disaster's impact on the child labour situation in the country 1.3.2 Sensitise UN, national, and international NGO relief and reconstruction workers on issues of child labour in emergencies as a means to ensure that child labour issues are recognised and are an integral part of their relief and development efforts 1.3.3 Mobilise specific groups, including parents, community groups, social and political institution, universities in prevention of child labour in the disaster-affected areas 1.3.4 Sensitise media professionals on the impact of disasters on children and parents with a focus on the risks imposed on working children and children at risk of becoming child labourers as a result of the disaster
	1.4. Support and training to the MoE to increase enrolment and retention rates of Tsunami affected children	1.4.1 Conduct policy reviews and consultations with the MOE in order to determine the linkages between child labour, schools attendance and retention in emergencies 1.4.2 Strengthen the capacity of the Department of Non- formal Education through training for the inclusion of working and potential working children in their open and bridge schools as well as other distance learning programmes 1.4.3 In the target areas, train teachers in primary schools, Zonal Education Officers, and school principles on increasing school attendance and retention of Tsunami affected children 1.4.4 Establish school based child labour monitoring system in the selected schools in target areas to identify and prevent cases of drop outs
	1.5. Support and training to key partners to undertake action against child labour in the selected tsunami affected areas	1.5.1 Provide support and training to the DCPCs, NPO, and CPO in the selected areas on the establishment of effective co-ordination at different levels 1.5.2 Provide technical advice and refresher courses on child labour to employers' and workers focal points on how to tackle the emerging issue of child labour post Tsunami 1.5.3 Train and expand the capacity of School Attendance Committees and Child protection Committees, Catch-up Education teachers in the selected areas to equip them with the skills and facilities to combat child labour through education 1.5.4 Provide support to CPO and CRPOs and ensure close co-operation between them in tackling child labour issues in emergencies through strengthening referral mechanisms

Strategic Objective	Support government to tackle issues of child labour in post recovery and reconstruction efforts in policy and programmes	
Immediate Objectives	**Outputs**	**Main Activities**
2. Flexible and speedy response will have been provided through CC to Tsunami affected children and their parents / guardians in selected areas	2.1. Community Centres (CC) established and capacity enhanced in selected areas	2.1.1 Set up CC for preventative and rehabilitative services, recruit and train staff, teachers and volunteers on child labour and related issues and in particular in recognising signs of distress and steps to appropriately respond to this behaviour 2.1.2 Train the staff on initial psychosocial intervention methods suitable for adult and child disaster survivors, such as debriefing methods for adults and recreational and stress management activities for children (this activity will be closely linked to efforts in the area of psycho-social counselling by UNICEF, UNFPA and WHO) 2.1.3 Create methodological guidelines for the centre staff to identify (and collect baseline data) boys and girls and Tsunami affected children at risk of being engaged in child labour in select Tsunami affected areas. 2.1.4
	2.2. Community Centres operate preventative and rehabilitative services to Tsunami affected children	2.2.1 Design a comprehensive and effective out reach system in existing post-Tsunami relief camps and communities in order to identify Tsunami affected working and potential working children and their families who could be reached through this project 2.2.2 Provide children with counselling, educational support programmes, career counselling and the opportunities to engage in recreational activities. 2.2.3
	2.3. Follow up referral system based on local community resources in place for Tsunami affected children and their parents/guardians.	2.3.1 Identify and establish linkages with national and international initiatives, organisations and institutions and collect information on the scope of their programmes and services 2.3.2 Organize information collected (2.2.1) into an easily up-datable database and prepare informational booklets for local outreach workers, teachers, children and their parents on the existing support mechanisms/services available 2.3.3 Based on this (2.2.2), establish a referral and follow-up mechanism for provision of rehabilitative services and ensure that referrals are well co-ordinated and effective follow up takes place.

Immediate Objectives	Outputs	Main Activities
	2.4. Mechanism and process in place to monitor the child labour situation at the district level	2.4.1 Based on the identification of relevant institutions to be involved, develop and operationalize a district-owned, nationally linked integrated child labour monitoring system 2.4.2 Organize a training workshop for members of relevant institutions on CLMS, including the development of appropriate forms, databases and data analysis tools 2.4.3 Establish co-ordination between local level child labour monitoring, referral and follow up mechanism developed under targeted interventions 2.4.4 Conduct regular monitoring in the Tsunami affected programme area; update information on the extent of child labour; construct supplementary databases using information gathered from communities; and develop and maintain a tracking system for the target group
	2.5. Formal, non-formal and vocational education services provided to targeted children as appropriate	2.5.1 Support the psychosocial development of the children through social activities, music, theatre, computer courses, drawing and sports, etc (activity to be closely linked with UNICEF) 2.5.2 Based on the assessed needs, place children into non-formal education, recreational activities; catch up programmes; core study skills courses; and life skills training 2.5.3 Enrol and retain working Tsunami affected children in school and provide educational assistance to ensure their proper progression towards the completion of their compulsory primary education and their withdrawal from exploitative and hazardous work situations. 2.5.4 Enrol children between the ages of 14-18 in formal and non-formal skills training in order to enable them to find more attractive employment alternatives 2.5.5 Facilitate (self or paid) employment creation post skills training
	2.6. Provide support to enable Families/guardians of working children and children at risk in the selected areas of project intervention to have access to local and national safety nets	2.6.1 Awareness of families/guardian raised about the perils of child labour, particularly in relation to vulnerable times such as the present post-Tsunami period 2.6.2 Map existing employment creation opportunities, including business and enterprise structures, as well as employment and income generation schemes in targeted project areas 2.6.3 Consult local government agencies, NGOs and donor agencies affiliated with other socio-economic development projects on ways of including families of children in WFCL in existing income-generation activities 2.6.4 Facilitate access of targeted parents to economic empowerment programmes by instituting and expanding partnerships with ongoing poverty alleviation and skills training programmes, designing additional vocational skills components if required

APPENDIX E

Reference List

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"Emergency Response to Child Labor in Selected Tsunami Affected Areas in Sri Lanka"including: Output and Activities; Objectives, Indicators and Means of Verifications; Workplans; Technical Progress Reports; Project Revision Documents.

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(i) Ministry of Labor Relations – Enhancing the Capacity of MOLR to integrate Child Labor Issues into Post-tsunami Responses
(ii) National Workers' Congress – Preventing Trafficking of Tsunami Affected Children into Exploitative Employment
(iii) National Child Protection Authority (NCPA) – Strengthening the Capacity of the NCPA to Mobilize Tsunami Affected Communities in Sri Lanka to Prevent the Trafficking of Tsunami Affected Orphans into Exploitative Employment
(iv) Don Bosco – Preventing Child Trafficking for Labor Exploitation in

the Tsunami Affected AGA Divisions in the Galle\ District

(iv) Kinnya Vision – "Hope" Integrated Community Centers for the Protection and Reintegration of Children Affected by the Tsunami in the Trincomalee District.

ILO Website:

www.ilo.org/public/english/region/asro/newdelhi/ipec/reponses/srilanka/action.htm