



International Programme on the Elimination of Child Labour (IPEC)



International
Labour
Office

IPEC Evaluation

Combating Hazardous Child Labour in Tobacco Farming in Urambo (UTSP) Urambo District, TANZANIA

**URT/03/P09/ECT
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An independent final evaluation by an external consultant

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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 by an external consultant¹. The field mission took place in February 2007. 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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LIST OF ABBREVIATIONS AND ACRONYMS

AFREDA	Action for Development Assistance
AP	Action Programme
ATTT	Association of Tanzania Tobacco Traders
CBO	Community Based Organization
CLMS	Child Labour Monitoring System
COMAGRI	Combating Child Labour in Commercial Agriculture
CTA	Chief Technical Advisor
DC	District Commissioner
DCLC	District Child Labour Coordinator
DED	District Executive Director
DED	Design, Evaluation and Documentation Section of IPEC
DO	Desk Officer
ECLT	Eliminating Child Labour in Tobacco-growing
IA	Implementing Agency
IGA	Income Generating Activities
ILO	International Labour Organization
IPEC	International Programme on the Elimination of Child Labour
ITGA	International Tobacco Growers Association
LGCDG	Local Government Capital Development Grant
NGO	Non-governmental Organization
PAC	Project Advisory Committee
PADEP	Participatory Agricultural Development and Empowerment Project
PO	Project/Programme Officer
PSC	Project Steering Committee
RUDECT	Rural Development and Environmental Conservation Trust
TASAF	Tanzania Social Action Fund
TBP	Time-Bound Programme
TOR	Terms of Reference
TPAWU	Tanzania Plantation and Agricultural Workers Union
UTSP	Urambo Tobacco Sector Project
WACAP	West Africa Cocoa/Commercial Agriculture Programme to Combat Hazardous and Exploitative Child Labour

EXECUTIVE SUMMARY

Based on the information and data made available to the evaluator by the project managers, collaborators, beneficiaries and stakeholders, and within the limits of human error, the following is a summary of the evaluator's assessment of the results, achievements and impact of the Urambo Tobacco Sector Project (UTSP). It should be noted that the findings are based on project reports and stakeholders' interviews and limited field visits in Urambo. The evaluation team was not able to independently verify all of the project's reported achievements due to limited time for field visits.

I. Background Information

The final evaluation exercise (carried out from 7th to 20th February, 2007 and involving desk research, field investigations in more than 50% of the project communities, and participation in a final evaluation and programming workshop in Tabora, Tanzania), was designed to measure the results and achievements of the project and assess its impact on the target villages in Urambo District. The project was funded by the Eliminating Child Labour in Tobacco-growing Foundation (ECLT Foundation), and executed by the International Labour Office (ILO) through its International Programme on the Elimination of Child Labour (IPEC).

II. Findings/Observations:

Based on the intensive desk research, extensive field interactions with project managers, implementers and collaborators in Dar Es Salaam, Tabora, and Urambo, and the community meetings and focus group discussions with project beneficiaries in 5 (out of the 9) project Wards, namely:

- Itundu Ward (Itundu, Kasisi, Wema, Mpigwa, Kitete)
- Muungano Ward (Muungano, Kalemela A, Kalemela B)
- Imalamakoye Ward (Imalamakoye, Nsenda, Itebulanda)
- Songambele Ward (Songambele, Igunguli, Jionee-Nwenyewe, Uyogo)
- Kaliua Ward (East Kaliua, West Kaliua, Kasungu, Ulindwanoni),

The independent evaluator made the following findings:

i) Project Environment

The project environment in its entity is a difficult rural setting characterized by:

- Poor roads network, which becomes worse during the raining season
- Very weak communication infrastructure with no internet connectivity at all
- Unreliable power supply
- Poor transportation services

ii) Project Design

The vertical logic of the project design is evident in the vertical linkages between activities, outputs and objectives. However, the indicators do not contain specific verifiable measurements such as how much, how well, by when and where project objectives have been reached. In ILO/IPEC these specifications and exact targets are to be set in the Project Monitoring Plan (PMP). The evaluator feels however that the indicators should include specific targets.

iii) Project Implementation

The implementation of UTSP had the benefit of the collaboration (or suffered the lack of collaboration) of the following institutions.

Collaboration with National TBP:

- The CTA of TBP Supervised the implementation of UTSP
- UTSP project officer co-ordinated the implementation of TBP in Urambo District.
- Both projects worked on prevention and withdrawal of children through education alternatives.
- Both concentrated on community mobilization and economic empowerment of vulnerable families.

This level of collaboration allowed for cross-fertilization of ideas and dovetailing of the activities of the 2 projects

Collaboration with the 2 main Tobacco Trading Companies, namely: Tanzania Leaf Tobacco Company Ltd, and Alliance One Tobacco Tanzania Ltd as well as their agency, Association of Tanzania Tobacco Traders (ATTT), was diverse and very encouraging (see page 23 for details) and should be strengthened in phase-II. There was however no formal agreement between the project and the traders with regard to their involvement in fighting child labour in tobacco growing and processing. It is therefore recommended that the necessary legal avenues be explored to foster a formal agreement in UTSP-II.

There was no collaboration whatsoever with Tanzania Tobacco Growers Co-operative Union, and the involvement of Tanzania Plantation and Agricultural Workers Union (TPAWU) was limited to only the following:

- TPAWU under COMAGRI identified vulnerable children and parents in Urambo District, and UTSP relied to some extent on their list for selection of beneficiaries.
- TPAWU representative participated in facts finding and proposal development for UTSP phase-II

Clearly, the Trade Unions were not actively involved in UTSP's implementation. Their active involvement in phase-II must be ensured, particularly in child labour monitoring activities.

iv) Implementation Challenges:

The following were some of the major challenges faced during project implementation

- Low capacity of some Implementing Agencies (IA) regarding Action Programmes (AP) preparation, technical and financial reporting.
- The majority of IAs had weak speaking, reading and writing proficiency in the English language—the project's official language.
- 60% of IAs did not have the requisite logistics such as computers and means of transport.
- The project vehicle (a second-hand Suzuki Escudo) was too small, too weak and completely inappropriate for the project terrain.
- High illiteracy level and rate of beneficiary communities.
- Delays in disbursement of funds.
- Serious understaffing or project field office.
- The high transfer rate of district political leaders, District Commissioners (DCs) District Executive Directors (DEDs), in Urambo District adversely affected the

smooth implementation of the project as the project officer had to debrief and re-strategize with 3 different DCs, 4 different DEDs and 4 different District Child Labour Co-ordinators (DCLC).

v) Administrative Procedures

On the administrative procedures and the steps involved in the approval of Action Programmes (APs) these are extensive and can take 3-5 months to complete.

- AP idea is agreed with Desk Officers in Dar, Nairobi and Geneva
- AP interventions are developed, and budgeted in collaboration with proposed implementing Agency
- Draft proposal is sent to Dar Es Salaam Desk Officer for comments.
- Budget is passed through ILO/IPEC Responsible Financial Officer
- Draft is then sent to Geneva Desk Officer for Clearance
- Cleared draft proposal is then sent to National Inter-sectorial Co-ordinating Committee for review and approval.
- Comments from above are incorporated and proposal finalized.
- Finalized proposal resubmitted to Geneva
- Contract Agreement is then prepared for IA to sign.
- For amounts not more than US\$20,000 ILO Area Officer could process the agreement/contract.
- If amount is more than US\$20,000, then Procurement Department in Geneva takes over the approval processes.
- If Agreement is ready for signing, ILO Area Office Finance and Administration Officer studies the agreement and its annexes and initiates request for Office Financial Clearance.
- At this stage, IA is requested to open appropriate Bank Account.
- Signatories to the contract are the ILO Area Direct and Representative of the IA.
- After signing the contract, the IA puts in a written request for advance payment.
- Advance payment is then processed and paid into IA account.

All of the above is clearly long winding and bureaucratic, and, according to stakeholders' reports, can take from 3 to 5 months to complete.

Administrative Procedure for travel authorization:

- Programme Officer (PO) agrees with Desk Officer (DO) in Geneva on need to travel
- PO completes Travel Authorization Forms
- Sends Forms to Line Manager, e.g. CTA TBP for signature
- Then Forms are forwarded to ILO Area Director for approval

This arrangement is comprehensive but can be constraining in times of need for urgent travel.

Reporting Procedure:

- Technical Progress Reports are written biannually
- PO prepares draft report
- Sends to DO in Dar, Nairobi, and CTA for comments
- Incorporates comments from above Officers
- Forwards 2nd draft to DO Geneva for comments
- Incorporates comments and sends final draft report back to Geneva
- DO in Geneva finalizes report and forwards it to Donors

This arrangement is good for ensuring good quality reports. But the typographical, lexical, grammatical, and content qualities of some of the reports the evaluator read did not suggest that the officers lined up in this arrangement did their part of quality control conscientiously.

vi) Mid-Term Evaluation

The mid-term evaluation was conducted in February 2006, when the project was left with less than one (1) year to completion. The evaluation team, however, made very relevant short term and long term recommendations, which I could not agree more with (see page 24 for details). The short term recommendation were hardly implemented in the remaining 1 year, or so, of project phase-1. **But, it is gratifying to notice that all the long term recommendations have been adhered to as project phase-II has already been approved based on a participatorily developed project proposal and a Project Advisory Committee is on the way to being institutionalized.** What is left to be done is that the relevant administrative, capacity building, results consolidating recommendations (classified as short term recommendations) of the mid-term evaluation are adopted and religiously adhered to in phase-II for better project results and impact.

vii) Project Achievements

In general, the project achieved its set objective quite well. The key quantitative achievement of UTSP is the withdrawal and integration of 822 children affected directly by hazardous child labour practices and mainstreaming them into the formal school system and vocational training institutions. Additionally, 430 adult members of vulnerable families were trained on income generating activities out of which 150 were assisted to start various income generating undertakings; and a total of 15 classroom blocks were built in 8 of the 9 project Wards. These figures are based on project reports and the evaluation team was not able to verify all of these figures due to limited time for field visits.

On the qualitative side, the project has helped raise awareness on the problem of child labour in Urambo District more than any other project that preceded it. **But a lot more needs to be done on building the capacities of key stakeholders in the fight against child labour in the district.**

viii) Project Relevance, Effectiveness, Efficiency and Sustainability

Relevance

It is the evaluator's carefully considered opinion that the UTSP was relevant in terms of helping solve the problem of child labour in the district as it succeeded remarkably in taking children from tobacco farms into the classroom, and parents are now clearly aware of the right of their children to education, and are mindful of the long-run adverse consequences of child labour on their children. But in terms of addressing the needs of the beneficiary communities, more work remains to be done (see page38).

Effectiveness

The effectiveness (or otherwise) of UTSP was tested from the standpoint of the extent to which the project has been able to achieve its set objectives and to reach out to the target beneficiaries. To the extent that the project succeeded in achieving its output targets and objectives, and on account of the fact that no side effects emanating from the project's work was observed in the beneficiary communities, UTSP was effective.

Efficiency

Efficiency is the quantity and quality of project outputs produced in relation to the inputs/resources spent to attain them. The evaluator found reasonable grounds to conclude that aggregate expenditure was reasonably justifiable in relation to the quantity and quality of results chalked by the project. On that score, UTSP was acceptably efficient.

Sustainability

The question of project sustainability is not critical at this stage as UTSP is slated to enter a second phase for the next 3 years starting from April 2007. Phase-II will work to consolidate the gains of the first phase and cover more ground. Nonetheless, sustainability issues in phase-I have been discussed in greater detail page 40.

iv) Project Impact

It is the evaluator's carefully considered opinion that UTSP has impacted favourably on the respect for children's rights, standard of living and primary school performance in the beneficiary communities (see pages 32 and 33 for details).

III Recommendations

1. ILO/IPEC, and the management of UTSP-II should closely familiarize themselves with the structure of the Tobacco Industry in Tanzania as a basis for appropriately effecting the involvement of industry stakeholders and for target lobbying purposes.

2. As much as possible, project outputs and objectively verifiable indicators should be quantitatively stated in the logical framework to avoid ambiguities and facilitate measurement of the attainment of project objectives during monitoring and evaluation.

3. UTSP-II should select and support model farmers in possibly all villages covered by the project to demonstrate the high returns on good agronomic practices including labour saving technologies. This will ultimately help reduce the demand for child labour and alleviate poverty in the long-run.

4. The poor nature of the road-network in Urambo District requires that a robust 4 Wheel Drive vehicle (e.g. hard-body pickup) is procured for project work. It could be second-hand but in good shape.

5. Irrespective of who pays their salaries (ILO, ECLT or other stakeholders), the project office in Urambo requires a minimum staff strength of 3 (1 project officer, 1 field assistant, and a driver) for effective project implementation.

6. UTSP-II should give more support to income generating activities (particularly women) and support the formation of savings and credit societies as a means of sustainably reducing poverty, the fundamental root cause of child labour.

7. In phase-II, implementing agencies should be selected taking into account their experience and knowledge of the terrain, manpower and logistics capacity, success/achievement rate in previous projects implemented, and their writing, reading and speaking proficiencies in the local language as well as the project's official language. To this end, a vetting mechanism should be developed in close collaboration with the Project Advisory Committee (PAC), which will be adequately represented during the vetting and selection of implementing agencies.

8. The high HIV/AIDS prevalence rate in Urambo District, the high incidence of orphans and the problem of child labour are inseparably and inextricably connected. It is therefore a matter of urgency that UTSP phase-II includes a special Action Programme designed to raise awareness about the HIV/AIDS pandemic in the district, preach safe sex, distribute condoms, support HIV/AIDS-caused orphans, etc. It would not be too difficult to get national and international NGOs interested in helping bear some of the cost of this special Action Programme.

9. UTSP-II exit strategy should be developed and incorporated in the project document aimed at handing over supported primary school pupils to identifiable organizations/institutions for continued support to the end of secondary/vocational education, upon the termination of project phase-II. These could include the District Administration using support packages from national initiatives on education, as well as child-centred national and international NGOs.

10. The evaluator understands that the ILO's practice in the costing of action programmes is to allow for a contingency of 5% to cater for changes due to inflation, exchange rate fluctuations, etc. But the evaluator strongly recommends that that provision be increased to at least 10%, considering the weak nature of the economies of the developing world, particularly African countries.

1. INTRODUCTION

1.1 Source of Authority

This final evaluation report was written, at the request and sponsorship of the International Labour Organization (ILO), by an independent evaluation consultant based in Accra. ILO External Collaboration Contract No P.250.081.59/16.003/009.

1.2 General Background of ILO/IPEC

The aim of the International Programme on the Elimination of Child Labour (IPEC)—a technical cooperation programme of the International Labour Organization (ILO)—is to progressively eliminate child labour by strengthening national capacities to address the problem and promote worldwide movement to combat it. The partner agencies of the ILO and IPEC in any given country are not just only the traditional tripartite group comprising the Ministry of Labour (representing government), Employers' and workers' organizations, but also include other public and private sector partners such as NGOs, professional associations, etc.

IPEC gives support to partner organizations to develop and/or implement measures aimed at preventing child labour, withdrawing children from hazardous labour and improving the non-exploitative working conditions of older children permitted by law to work. According to the Second ILO Global Report on child labour, 351.9 million children (that is nearly every 4th child) aged 5 to 17 years were engaged in economic activity worldwide in 2002. Of that number, child labourers were 245.5 million—accounting for 69.8%. The number of economically active children dropped by 9.8% to 317.4 million in 2004, with child labourers accounting for 217.7 million. Out of these numbers, massively 170.5 million and 126.3 million children were engaged in **hazardous work** in 2002 and 2004 respectively.

1.3 General Background of ECLT Foundation

The Eliminating Child Labour in Tobacco-growing Foundation was launched in Geneva in October 2001. The Foundation is a multi-stakeholder initiative within the tobacco sector that brings together the following groups:

- Trade Unions: the International Union of Food, Agriculture, Hotel, Restaurant, Catering, Tobacco and Allied Workers' Associations (IUF).
- Tobacco farmers' associations: the International Tobacco Growers Association (ITGA).
- Multinational Tobacco Processing Companies: Alliance One, Tribac Leaf Ltd., Universal Leaf.
- Multinational tobacco manufacturing companies, namely: Altadis, British American Tobacco, Gallaher, Imperial Tobacco, Japan Tobacco, Philip Morris International, Philip Morris USA, and Scandinavian Tobacco.
- The ILO/IPEC as advisor to the Foundation Board.

The objective of the ECLT Foundation is to contribute to the elimination of the engagement of child labour in tobacco production. To achieve this laudable objective, the Foundation has developed a strategy within the legal framework of ILO Conventions 138 and 182, which (strategy) focuses on two complimentary approaches, namely:

Carrying out field independent research activities to provide a detailed profile of child labour i.e. quantitative and qualitative benchmark data on child labour, particularly in tobacco growing, processing, and cigarette manufacturing countries.

1.4 General Background of the Urambo Tobacco Project

It is estimated that 80 million African children (i.e. 1 in every 3 children) aged 5 to 14 years are economically active. The overwhelming majority of these children are engaged in the agricultural sector as the economies of African countries largely depend on agriculture.

Urambo District is the leading tobacco farming district in Tanzania, accounting for between 40 and 45% of the total volume of tobacco produced in the country, which, in turn, is the third largest producer of tobacco in Africa—after Malawi and Zimbabwe. The importance of tobacco production in the Tanzanian economy consists in the fact that it was, on the average, the third most important foreign exchange earner among the country's ten top-export commodities in the last ten years.

The Urambo Tobacco Sector Project to combat hazardous and exploitative child labour in tobacco farming was initiated following reports that large numbers of children were being hazardedly used in tobacco farming. An ILO-IPEC sponsored rapid assessment study conducted in 2001 confirmed that the majority of children after completing primary school were absorbed in different informal sector activities including tobacco farming, particularly in the rural areas. The rapid assessment survey also revealed that there were significant inflows of children from other districts into the Urambo District for engagement in tobacco farming. Another ILO-IPEC sponsored study in the same year, but independent of the rapid assessment survey, concluded that the neighbouring Kigoma Region was a source from where Rwandan refugee children were trafficked to Urambo for engagement in tobacco farming.

Following all these anecdotal claims and empirical evidence, the Eliminating Child Labour in Tobacco-growing Foundation (ECLT Foundation) stepped in to fund the Urambo Tobacco Sector Project as a complementary action to the efforts of the National Time Bound Programme (TBP) and COMAGRI in the District. Thus, the Urambo Tobacco Sector Project was launched in January 2004, zeroing in on the Urambo as an administrative 'District' and a tobacco growing "Region".

UTSP consisted of 2 main component parts, namely:

- Social Protection Services to at-risk and engaged children; and
- Capacity Building of local communities to sustainably tackle child labour.

Social protection and capacity building intervention were carried out in all the nine (9) Wards of the District covered by the project with children under the age of 18 and engaged in hazardous child labour as well as their parents as direct beneficiaries. The indirect beneficiaries of the project were the local communities including parents, children and siblings of working children who did not participate in the project but benefited from the enhanced level of awareness created. Representatives of partner agencies, including officers

of the district administration, local media, trade unions, NGOs, and CBOs, were the direct recipients of the project.

UTSP was funded by the Eliminating Child Labour in Tobacco-growing Foundation to the tune of US\$557,729 for a first phase of three (3) years. ILO-IPEC the executing agency contributed logistics and technical support valued at US\$139,432.

1.5 Mid-Term Evaluation

A mid-term evaluation exercise was conducted in February 2006. It comprised desk research and field work. The mid-term evaluation report made very relevant recommendations, which have been captured in chapter 4.3 below.

1.6 Final Evaluation.

UTSP traveled to the end of its first phase at the end of March 2007, and in line with laid down procedures and practice in the ILO, and also in accordance with the project document endorsed by the donor, a final/terminal evaluation had to be carried out by an independent evaluator.

The field component of the final evaluation exercise started with interactions with ILO officials in Dar Es Salaam for a couple of hours in the afternoon of 7th February and the morning of 8th February 2007. The evaluator traveled to the Tabora Region and to Urambo District on the 8th February for the main field work, which lasted until the 19th February when the evaluator presented his preliminary findings at an evaluation workshop in Tabora attended by representatives of ILO/IPEC from Geneva and Dar Es Salaam as well as the ECLT Foundation; key players in the tobacco industry in Tanzania; representatives of the implementing agencies; Regional, District and Ward Authority representatives; and, significantly, four (4) direct beneficiaries of UTSP. Due to budgetary and time constraints, the evaluation team was not able to independently verify all of the reported achievements and relied on information from project management and from key stakeholder interviews as well as from project related documents.

The Evaluation Report

The evaluation report comprises 7 sections. Section-1 is the Introduction in which brief backgrounds of ILO/IPEC, ECLT, and UTSP are given. The second section spells out the evaluation scope and methodology. Section-3 reviews the design and formulation of UTSP, whilst the fourth section examines project implementation related issues. Achievement of project objectives is discussed in Section-5, and lessons learnt and good practices are presented in section-6. The penultimate section assesses overall project performance, and the last section holds the evaluator's conclusions and recommendations.

This report has been designed to be concise and straight to the point, spelling out the evaluator's impressions, views and judgment with supporting information/data from real project cases as reported on in various reports, at the evaluation workshop, or observed on the field. To give them a context, the evaluator's observations/impressions, conclusions and recommendations are revealed under the headings they belong and are in italic or bold characters.

2. EVALUATION SCOPE AND METHODOLOGY

2.1 Evaluation Scope and Purpose

Scope

According to the Terms of Reference (TOR), “The scope of the present evaluation includes all project activities to date including Action Programmes. The evaluation should look at **the project as a whole** and address issues of project design, implementation, lessons learned, replicability and recommendations for the future of this project with specific recommendations for project management”.

The evaluator’s reaction to the scope of work is that the issues of project design, implementation, lessons learnt, replicability and recommendations for future programmes have been exhaustively investigated and the findings/conclusions discussed in the evaluation report. The Action Programmes have also been closely examined, but it was impracticable to study and report on all the individual project activities in any meaningful detail.

Purpose

The purpose of the evaluation is to:

- Assess and document the achievements of the project in terms of whether the objectives of the project were achieved by comparing the intended outputs with the actual outputs.
- Study the response and implementation of the recommendations of the March 2006 mid-term evaluation: how they have been taken into account and implemented by the project.
- Provide inputs and suggestion for the detailed planning programming process for Phase II in accordance with project document for Phase II.

“In general the evaluation should assess the overall impact of the project at different levels such as at policy level, organizational (partner) level, beneficiaries level, community level and household level. The evaluation should try to assess the effectiveness of the project operation/implementation and management both at the implementing agency level and at IPEC level. It should analyze strategies and models of intervention used, document lessons learned and potential good practices, and provide recommendations on how to **integrate these into the planning process of phase II** of the project”. The evaluation exercise was very much guided by the elaborate purpose wholly quoted above, and also by a host of questions raised under “Suggested Aspects to be Addressed” in the Terms of Reference. However, the aspect of the purpose which has to do with “...the detailed planning programming process for Phase II in accordance with project document for Phase II” is clearly outside the scope of the final evaluation of phase-I. The full text of the TOR is attached as **Appendix I**.

2.2 Evaluation Methodology

The evaluation methodology consisted of:

- Desk Research
- Field Visits to 5 out of the 9 Wards covered by the project in Urambo District
- Participation in a final evaluation workshop in Tabora.

Desk Research

The desk research aspect of the evaluation was aimed at acquainting the evaluator with as much information on the project as possible by studying documents and reports such as the Project Document, Mid-term Evaluation Report as well as various progress reports written by the project management and implementers.

The main problem in carrying out this all-important component of the evaluation was that the documents and reports of the project were made available to the evaluator rather very late resulting in a lot of strain and pressure on the evaluator. The electronic copies were, in fact, sent to the evaluator on the day he was due to fly to Tanzania.

Field Visits

As mentioned earlier, the evaluator visited five (5) of the nine (9) Wards covered by the project in the District, namely:

- Itundu Ward comprising: Itundu, Kasisi, Wema, Mpigwa, and Kitete villages
- Muungano Ward comprising: Muungano, Kalemela A, and Kalemela B.
- Imalamakoye Ward comprising: Imalamakoye, Nsenda, and Itebulanda
- Songambebe Ward comprising: Songambebe, Igunguli, Jionee-Nwenyewe, and Uyogo.
- Kaliua Ward comprising: East Kaliua, West Kaliua, Kasungu, and Ulindwanoni.

The evaluator's determination to cover more ground on the field was hampered by the very bad roads network, which was made worse by the rains, and the sheer remoteness of some of the project villages.

In addition to the project villages, the Urambo Folk Development Centre, and the Urambo Seed Farm of Tanzania Leaf Tobacco Company Ltd were also visited. In Tabora, the evaluator visited the National Head Office of the Association of Tanzania Tobacco Traders (ATTT) and got closely acquainted with the involvement of that important tobacco traders' agency in the project.

Final Evaluation and Programming Workshop

At the final evaluation workshop, the evaluator presented his reaction to the terms of reference, preliminary findings, impressions and conclusions reached. The Power Point presentation comprised four (4) main sections, namely:

- Evaluator's explanation of which aspects from the Terms of Reference were selected for the evaluation exercise
- Structure of the Tobacco Industry in Tanzania.
- General and Preliminary Findings.
- Project Impact on School Performance.

The issues raised in the presentation generated very lively discussions, questions, comments and contributions from participants.

During the first day of the programming component of the Tabora stakeholders' workshop, the evaluator presented seven (7) recommendations for consideration in the programming of the second phase of the project. This also generated very active discussions, questions and comments from the stakeholders.

2.3 Evaluation Limitations

The main organizational and technical limitations of the evaluation were the following:

- The project document and other relevant documents and reports were made available to the evaluator very late resulting in a lot of strain on the evaluator and his inability to plan evaluation tools ahead of the field visits.
- The independent evaluator did not understand a word in Swahili, and most of the stakeholders, particularly the beneficiary communities and some implementing agencies hardly spoke or understood English. Under the circumstances the evaluation heavily depended on translations and interpretations from third parties.
- The poor roads network, weak communication services and defective power supply system in Urambo District all militated against the smooth execution of the evaluation exercise. For example, the evaluator could not access the internet while in Urambo to benefit from information sheared by evaluation stakeholders, and also the last three (3) nights and two (2) days of the exercise witnessed total and complete failure in power supply in the entire Urambo District.
- Due to limited field time, the evaluator could not verify some of the project results reported on by the managers and implementing agencies. The findings of this evaluation are therefore based mainly on the project reports. Thus not all findings were verified independently by the evaluator.

The above limitations notwithstanding, the independent evaluator is satisfied that useful findings and objective conclusions have been reached.

3.0 PROJECT DESIGN AND FORMULATION

3.1 Project Design

In reviewing the project design, the evaluator looked closely at:

- Prevailing pre-UTSP information on child labour in the Urambo District.
- The inputs, activities, outputs, and objectives linkages in the logical framework of the project.
- The programme approach

Pre-UTSP Information on Child Labour

At the formulation stage, the project had the benefit of knowing the approximate numbers of children engaged in child labour in the Urambo District and other areas. Two (2) independent studies commissioned by the ILO-IPEC to assess the child labour situation in Urambo District confirmed the existence of child labour on the tobacco farms in the district. The most common activities performed by children included preparing fields, making ridges, watering and weeding seedbeds, transplanting seedlings, removing suckers, harvesting tobacco leaves, and fetching firewood for leaf drying. The studies also indicated that children, particularly Rwandan refugees, were being trafficked from Kigoma to work on tobacco farms in Urambo District.

Logical Framework

The project document identifies the Development Objective of UTSP as being “to contribute to the progressive elimination of worst forms of child labour in commercial agriculture in Tanzania”. To achieve this goal, two (2) Immediate Objectives must be attained.

The achievement of Immediate Objective 1, namely: “By the end of the programme, 600 children will be withdrawn from worst forms of child labour in Urambo tobacco sector and provided with appropriate basic services” was depended on the attainment of four (4) outputs, which (outputs) in turn were to be produced by carrying out a number of activities to which resources (inputs) had been committed. Likewise, Immediate Objective 2: “By the end of the programme, the capacity of local communities and partners in Urambo tobacco sector to eliminate worst forms of child labour in tobacco farming will have been strengthened” was to be realized through the attainment of two (2) main outputs, and so on.

To measure the attainment of project outputs, the project document provided some indicators, and the means of verification of the attainment of the outputs were rightly identified as reports and records of the implementing agencies, et cetera.

The vertical logic of the project design is evident in the vertical linkages between activities, outputs and objectives. However, the indicators do not contain specific verifiable measurements such as how much, how well, by when and where project objectives have been reached. In ILO/IPEC these specifications and exact targets are to be set in the Project Monitoring Plan (PMP). The evaluator feels however that the indicators should include specific targets.

It is important to note that the indicators are objectively verifiable measurements of the extent to which project objectives have been achieved. Indicators are not just there for the sake of the logframe format, but define important performance standards to be reached by focusing on the critical features and characteristics of the project objectives. Objectively verifiable indicators, in fact, provide the basis for monitoring and evaluation. **Therefore, the evaluator feels that the indicators and the targets should be combined.**

Conclusion: On the basis of the foregoing, the evaluator concludes that the logical framework (or project planning matrix) is not technically good enough.

Recommendation: It is highly recommended that enough relevant data is collected before going on to prepare project documents, and it is useful that professionals from the project country are hired to assist in the preparation of project documents.

Programme Approach

The programme consisted of two (2) broad components, namely:

- i) Provision of social protection services to children at risk of entering hazardous child labour on tobacco farms and to those already engaged in it, including some support to the children's families to earn a better livelihood.
- ii) Capacity building of local communities to sustainably tackle child labour in tobacco farming in Urambo District.

The direct action social protection interventions were threefold. The first approach was the prevention of child labour through awareness raising and community mobilization, and the provision of at risk children and their parents with education and economic alternatives. The second form had to do with providing children already working on tobacco farms with social protection benefits such as health care and post vocational training support to start their own business, whilst those of them still interested in schooling but for one reason or the other could not be enrolled into the formal education system were registered for non-formal or transitional education classes.

The capacity building component, on the other hand, was meant to complement the efforts of COMAGRI, another ILO sub-regional project against child labour implemented in Urambo and three other districts in Tanzania. The capacity building activities centered around awareness raising of local communities and their leaders on the hazardous and negative implications of child labour; facilitation of the formation of Child Labour Committees to monitor, evaluate and prevent child labour in the project villages; and the training of parents on the formation and management of savings and credit co-operatives/societies.

Comment: the evaluator finds the project approach very apt and appropriate and is satisfied that boys and girls, fathers and mothers as well as their communities all benefited from the support packages and awareness raising interventions delivered by the project.

3.2 Formulation of Project Objectives

The objectives of the project are quoted here for the purpose of easy reference to their formulation.

Development Objective

The development objective of UTSP is “to contribute to the progressive elimination of worst forms of child labour in commercial agriculture in Tanzania.

Immediate Objectives

The immediate objectives of the project are two (2) as stated below:

- By the end of the programme, 600 children will be withdrawn from worst forms of child labour in Urambo tobacco sector and provided with appropriate education services.
- By the end of the programme, the capacity of local communities and partner agencies in Urambo tobacco sector to eliminate worst forms of child labour in tobacco sector will have been strengthened.

Comment: The development and immediate objectives of the project have been very clearly and concisely formulated.

Project Targets:

The output targets aimed at the realization of Immediate Objective 1 are quantitatively formulated as quoted below:

- At least 600 children under the age of 15 years at risk of entering worst forms of child labour on tobacco farms receive appropriate basic services.
- Enhanced social protection package distributed to 400 children under the age of 18 years withdrawn from tobacco farming (under COMAGRI Programme).
- To provide strategic services to 200 children who are at school but at risk to enter child labour in tobacco farms.
- At least 250 vulnerable adult family members (of children withdrawn or at risk) economically empowered.

Comment: The quantitative formulation of project outputs is ideal as no room is left for subjective interpretation and determination of the degree of output attainment. The third output would, however, have sounded better to the professional ear like this “200 children at risk to enter child labour in tobacco farms provided with strategic services”

The output targets for the achievement of Immediate Objective 2, on the other hand, were qualitatively formulated as quoted below, thus exposing them to subjective interpretation and determination of attainment.

- Communities and local administrative authorities sensitized and knowledgeable about the hazards and consequences of worst forms of child labour in tobacco farming and motivated to eliminate it.
- Enhance capacity of local partners and the implementing agencies to implement programme, prepare progress and financial reports.

Comment: How many and which communities are being referred to in the first output? How different are they from the 36 villages under ECLT support? Also, the local administrative authorities could and should have been named, e.g. District Administration, Ward and Village Council Members, etc.

4. PROJECT IMPLEMENTATION AND COMPLEMENTARY NATIONAL PROGRAMMES

4.1 Project Implementation

Project Environment

The project environment in its entity is a difficult rural setting characterized by:

- Poor Roads Network, which becomes worse during the raining season
- Very Weak Communication Infrastructure with no internet connectivity at all
- Unreliable Power Supply
- Poor Transportation Services

Implementation Approach

UTSP was implemented through a comprehensive programme involving the execution of five (5) action programmes in nine (9) Wards in the Urambo administrative district and tobacco producing region. Each of the five (5) implementing agencies handled one action programme in one or more Wards of the District.

Project Management

The day to day management of the project on the field was carried out single-handedly by one project officer based in Urambo town throughout the entire project life of three (3) years. At various times during the implementation of the project, different officers in ILO/IPEC Dar Es Salaam provided backstopping support to the management of the project. These included the CTA for TBP phase-I functioning as project co-ordinator, whilst officers of COMAGRI and TBP-I variously backstopped as finance officers until COMAGRI phased out in May 2005. Then from October 2006 until the end of the project, a project officer of ILO Dar Es Salaam handled finance and administration responsibilities for UTSP.

At the level of Geneva, a Desk Officer was responsible for UTSP from January 2004 to October 2006, when a new person took over as Desk Officer until the end of the first phase.

Comment: It is clear from the foregoing that apart from the Urambo based project officer who served as the driver, the administrator and the manager of the project on the ground, UTSP phase-I suffered considerably high management turnover with the concomitant retardation in project implementation velocity. This is probably partly the reason why the project end date had to be shifted twice.

Recommendation: Irrespective of who pays their salaries (ILO, ECLT or other stakeholders), the project office in Urambo requires a minimum staff strength of 3 (1 project officer, 1 field assistant, and a driver) for effective project implementation on the ground, and one (1) permanent desk officer based in Dar Es Salaam to handle the finance and administration responsibilities of the project.

Capacity and Commitment of Implementing Agencies

All the five (5) implementing agencies without exception undoubtedly exhibited very high level of commitment to the work of the project. But regrettably, some of them did not have the requisite personnel and logistical capacities to manage their responsibilities under the project. For example, three (3) of the implementing agencies simply did not have computers, and naturally lacked computer application proficiencies. These IAs sometimes had to rely on the other AIs, and most often on the UTSP project office in Urambo, for computer services. This arrangement brought undue pressure on the already poorly staffed ‘one-woman’ field office.

Some of the implementing agencies also had low capacities with regard to action programmes preparation as well as technical and financial reporting. This was most likely due to their weak speaking, reading and writing proficiencies in the English language.

Recommendation: In phase-II, implementing agencies should be selected as per ILO procedures, taking into account their experience and knowledge of the terrain, manpower and logistics capacity, success/achievement rate in previous projects implemented, and their writing, reading and speaking proficiencies in the local language and the project’s official language. To this end, a vetting mechanism should be developed in close collaboration with the project advisory committee, which will be adequately represented during the vetting and selection of implementing agencies.

Action Programmes

A total of 5 action programmes were carried out under the project as summarized in the synopsis table below.

Table 1: Action Programmes Implementation Synopsis

Action Programme Title and Name of Implementing Agency	No Children Withdrawn		No of Families Trained		No of Classrooms Built		Total Cost (US\$) & Duration
	Target	Actual	Target	Actual	Target	Actual	
Combating hazardous child labour in Tobacco farming in Urambo District (<i>Muungano Ward</i>) by HOPE Farming Group (NGO)	75	75 (Inc. 50 into Prim., 25 to Voc.)	50	50 (Inc. 32 women)	3	3	19,985 (10 months)
Withdrawal, Rehabilitation of 400 and Prevention of 800 Children Engaged in Hazardous Work in Tobacco Farming in Urambo District (<i>Vumilia, Kaliua, Ukondamoyo and Usinge Wards</i>) by RUDECT	400	360(Inc. 300 into Prim., 60 to Voc.)	200	200 (Inc. 95 women)	4	3	66,170 (24 months)
Combating hazardous child labour in Tobacco farming in Urambo District (<i>Itundu Ward</i>) by Tuleane	80	70 (Inc. 50 into Prim., 20 to Voc.)	30	30(Inc. 16 women)	3	3	19,991 (10 months)
Combating hazardous child labour in Tobacco farming in Urambo District (<i>Kapilula Ward</i>) by YADEC	75	62 (Inc. 50 into Prim., 12 to Voc.)	50	50(Inc. 28 women)	3	3	19,972 (10 months)
Withdrawal, Rehabilitation of 200 and Prevention of 700 Children Engaged in Hazardous Work in Tobacco Farming in Urambo District (<i>Songambeke and Imalamakoye wards</i>) by AFREDA	200	255(Inc. 225 into Prim., 30 to Voc.)	100	100(Inc. 56 Women)	3	3	50,985 (15 months)
Total	830	822	430	430	16	15	177,103

The overall picture is that the implemented action programmes achieved 99% of the set target of children to be withdrawn, 100% of the target number of vulnerable families trained on income generating activities, and managed to construct 15 out of the 16 (or 93.8%) classroom-blocks target. It must, however be noted that out of the total of 250 families targeted for Income Generating Activities (IGA) support, only 150 families actually got the support.

Going by the targets set in the implemented action programmes, the project has chalked a very encouraging rate of achievement of its outputs. But the question is whether these targets were really quite challenging. The evaluator's candid opinion is that RUDECT had a quite challenging target to withdraw 400 children from child labour in the Vumilia, Kaliua,

Ukondamoyo and Usinge Wards. AFREDA also had a fairly challenging task of 200 children in Somgambele and Imalamakoye Wards. The 2 implementing agencies could be said to have had an average target of 100 children per Ward. In that vein, the other 3 implementing agencies had less challenging targets of about 75 children per Ward. **On the vulnerable family targets, which averaged about 50 per Ward, the evaluator strongly opines that the numbers of vulnerable families targeted for support could, should, and ought to have been much higher.**

Still on support to vulnerable families, the evaluator has reached the conclusion that the income-generating-activity support package was unfairly unevenly distributed. While some beneficiaries laughed home with outright grants of Tshs 100,000 from AFREDA, others had to pair up to qualify for much smaller amounts as loans. A case in point is that 2 men from Kasisi village had to pair up for a loan of Tshs 42,000 to jointly acquire one sowing machine. This apparently friendly arrangement very quickly went sour as one of the 2 beneficiaries finished paying his part of the loan whilst the other clearly refused to pay. The obvious result was a dispute between the 2 men with regard to the use of the machine. It is hoped that UTSP phase-II will be sure to avoid such confusion-prone arrangements and distribute the income-generating-activity support package more evenly.

It came to the notice of the evaluator that four (4) more action programmes, worth a total of about US\$85,000 of direct cost, were approved in June 2006 for implementation but never got implemented until it got too late and they had to be cancelled. Whether it was the project officer not expediting action on preparing the contracts for signing or whether it was the poor communications network of the project environment, the evaluation was unable to determine the actual cause. However, it is encouraging to note that all those action programmes have been taken on board phase-II for implementation, thanks to the flexibility and magnanimity of the donor.

Reporting Requirements

The reporting system under the project was elaborate and strict. This is good for monitoring and evaluation purposes. At the beginning of their involvement in the project, all the implementing agencies were given basic training on the technical and financial reporting format/requirements of the ILO/IPEC. This training notwithstanding, some of the implementing agencies had difficulties writing their periodic reports.

Implementation Constraints

There is no doubt on the evaluator's mind that UTSP was implemented with a lot of enthusiasm and commitment at all levels, particularly at the level of the project field office and the implementing agencies. There were, however, some administrative/procedural, and logistical challenges during project implementation as discussed below.

Approval Administrative/Procedural Constraints

Information gathered during the field work suggests that direct action programmes took between three and five months to be approved. The evaluator's understanding is that the following are the steps involved in getting an action programme through from conceptualization to approval:

- The Action Programme (AP) idea is agreed with the Desk Officers in Dar, Nairobi and Geneva.

- AP interventions are developed, and budgeted in collaboration with proposed implementing Agency
- Draft proposal is sent to Dar Desk Officer for comments.
- Budget is passed through ILO/IPEC Responsible Financial Officer
- Draft is then sent to the Desk Officer in Geneva for Clearance
- Cleared draft proposal is then sent to National Inter-sectorial Co-ordinating Committee for review and approval.
- Comments from above are incorporated and proposal finalized.
- Finalized proposal is then resubmitted to Geneva
- Contract Agreement is then prepared for IA to sign.
- For amounts not more than US\$20,000 ILO Area Officer could process the agreement/contract.
- If amount is more than US\$20,000, then Procurement Department in Geneva takes over the approval processes.
- If Agreement is ready for signing, ILO Area Office Finance and Administration Officer studies the agreement and its annexes and initiates request for Office Financial Clearance.
- At this stage, IA is requested to open appropriate Bank Account.
- Signatories to the contract are the ILO Area Direct and Representative of the IA.
- After signing the contract, the IA puts in a written request for advance payment.
- Advance payment is then processed and paid into IA account.

Comment: *All of the above is clearly long winding and bureaucratic, and that explains why it could take up to 5 months, almost half of the year, to get an action programme working on the field. The processes and procedures at the procurement department in Geneva need to be cut short when dealing with projects and programmes, as they often have a lot to deliver over a limited life span of about 3 years.*

Budgetary Constraints

It has been observed that the action programmes had very tight budgets and often ran into difficulties during execution. The problem of budget constraints was cited by all the implementing agencies and the project officer. A case in point is that the action programme budgets had a provision of Tshs1,200,000 for the construction of one classroom block, but in reality it turned out to be more than twice more expensive. Such huge cost overruns naturally throw the entire action programme budget into disarray and plunge implementation into difficulties resulting in half-hearted tackling of key issues, such as withdrawal of identified children and support to vulnerable families.

Observation: *the evaluator understands that the ILO's practice is to add a contingency of 5% to cost to cater for changes due to inflation, exchange rate fluctuations, etc. But the evaluator thinks that that provision should be at least 10%, considering the weak nature of the economies of the developing world, particularly African countries.*

Logistical Constraints

The project had quite serious logistical problems. For two and a half years the project office had to rely on a very noisy 5 Horse Power generator for its power supply. The office had no access to telephone services, no internet connectivity in the whole district, and the project's official vehicle was simply inappropriate for its purpose.

Conclusion: *The logistical constraints were overwhelming, but the project was able to produce some respectable results. This probably was due partly to the project officer's hard working, dynamic, strong, affable and committed attitude towards the work. The implementing agencies also demonstrated remarkable hard work and commitment.*

4.2 Collaboration with Other Stakeholders

The implementation of UTSP collaborated in the following ways with other programmes and key stakeholders in the tobacco industry.

Collaboration with National TBP:

- The CTA of TBP Supervised the implementation of UTSP
- UTSP project officer co-ordinated the implementation of TBP in Urambo District.
- Both projects worked on prevention and withdrawal of children through education alternatives.
- Both concentrated on community mobilization and economic empowerment of vulnerable families.

This level of collaboration allowed for cross-fertilization of ideas and dovetailing of the activities of the 2 projects in so long as the roles are well defined.

Collaboration with the 2 main Tobacco Trading Companies, namely: Tanzania Leaf Tobacco Company Ltd, and Alliance One Tobacco Tanzania Ltd as well as their agency, Association of Tanzania Tobacco Traders (ATTT), was in the following ways:

- The traders and their agency ATTT keenly supported project implementation
- Both traders setup animal training centres and gave out trained oxen and farm implements to tobacco farmers on interest-free credit basis, as appropriate labour saving technology to help cut the demand for child labour.
- ATTT introduced YAMAOTEA chemical to inhibit sucker development in the tobacco plant and ultimately eliminate the practice of engaging child labour in the sucker-picking process of tobacco farming.
- The Traders in collaboration with the Tobacco Council are sponsoring awareness raising on child labour through radio programmes on Radio Free Africa to help create awareness on child labour.
- The Traders and ATTT are involved in monitoring child labour through their leaf technicians constantly on the field.
- ATTT produced and distributed awareness raising materials (leaflets, calendars)
- Traders increased support for education by providing desks and the construction of classrooms
- ATTT funded training of leaf technicians on CL issues.
- With the consent of the traders, the Tobacco Board of Tanzania inserted an anti-child labour clause in tobacco contracts between traders and growers.

This is very encouraging pro-activeness on the part of the tobacco trading companies, and they should be actively encouraged to do more in phase-II But up till now there is no formal agreement between the project and the traders with regard to their involvement in fighting child labour in tobacco growing and processing. It is therefore recommended that the necessary legal avenues be explored to foster a formal agreement with the traders in UTSP-II.

There was virtually no collaboration with Tanzania Tobacco Growers Co-operative Union. The Apex body of tobacco growers indicated that

- They were not involved in project planning
- They were actually acknowledged after they complained bitterly
- The project management did not involve them in project implementation in any way, and
- They were served with project reports only upon request

It must be noted, however, that at the project early stage ECLT did take the steps necessary to foster APEX involvement, but the interest from APEX was quite limited.

The involvement of Tanzania Plantation and Agricultural Workers Union (TPAWU) was limited to only the following:

- TPAWU under COMAGRI identified vulnerable children and parents in Urambo District, and UTSP relied to some extent on their list for the selection of beneficiaries.
- TPAWU's representative participated in the facts finding and proposal development for UTSP phase-II

It is clear from the above points that the Trade Unions were not actively involved in UTSP's implementation. Their active involvement in phase-II must be ensured, particularly in child labour monitoring activities. It is important to remember that the approval of the project by the ECLT Board was firmly based on the active involvement of the trade Unions.

TPAWU regional office in Tabora has a weak personnel and logistics capacity, and badly needs strengthening to be actively involved in phase-II

4.3 Mid-Term Evaluation

The mid-term evaluation was conducted in February 2006 and made the following short and long term recommendations.

Short Term Recommendations (i.e. for February to December 2006):

- Disbursements to IAs should be done faster
- Capacity building of IAs to plan, implement and monitor project activities is required
- Design simpler Work Plans and Monitoring Schedules (in Swahili)
- Encourage more community involvement in project work
- Give IAs only assignments they have the capacity to execute
- Assignments requiring special skills like conceptualization, social analysis and facilitation should be assigned by ILO to qualified entities.
- Give adequate training on basic entrepreneurship and business management to beneficiaries of income-generating-activity interventions
- Give more financial support to vulnerable households, particularly those requiring loans.
- Promote formation of more savings and credit societies for tobacco farmers and vulnerable households as reliable mechanism for sustainable poverty reduction
- Give more support to primary schools (classrooms, desks, teachers' houses) to cope with increasing school populations.
- Should consider assisting secondary school children as more and more vulnerable pupils are passing Standard-7 Exams.

- Give vocational training graduates requisite working tools to practice their acquired vocations
- Facilitate the acquisition of more labour saving technologies (animal traction, tractors, etc)

These were very good and relevant recommendations, but were hardly implemented in the remaining 1 year of project phase-I

Long Term Recommendations (i.e. beyond 2006):

- Project phase-II strongly recommended
- Participatory planning approach should be used in preparing phase-II.
- Phase-II management structure should include local communities, governance structures, and other stakeholders through the institutionalization of a Project Steering Committee (PSC)
- Reporting system should ensure feedback mechanisms to communities and local authorities in phase-II.
- Tackle child labour problem from demand side too in phase-II

The mid-term evaluation's long term recommendations were excellent, and it is gratifying to notice that they have all been adhered to as project phase-II has already been approved based on a participatorily developed project proposal and a Project Advisory Committee is on the way to being institutionalized. What is left to be done is that the relevant administrative, capacity building, results consolidating recommendations (classified as short term recommendations) of the mid-term evaluation are religiously adhered and adopted in phase-II.

4.3 Complementary National Programmes

At the national level, a number of programmes that impacted directly or indirectly on the child labour situation in the country were implemented during the period of UTSP-I. They include the following:

National Growth and Poverty Reduction Strategy 2005 to 2010

The National Growth and Poverty Reduction Strategy paper guides the social and economic development efforts of the country, and the problem of child labour has been recognized in the strategy paper by including it as an indicator for monitoring poverty. This opens up the opportunity for mainstreaming child labour elimination efforts into the development efforts of the country.

Education Sector Development Programme

Under the Education Sector Development Programme implemented from 2001 to 2006, school fees for primary schools have been abolished. The objectives of the programme are:

- To increase the enrolment of children of school going age into school.
- Improve the learning and teaching environment by constructing good quality classrooms and the provision of desks textbooks etc.
- Train and recruit highly qualified teachers

The Urambo Tobacco Sector Project's efforts to provide educational services dovetailed very well with the efforts of the Educational Sector Development Programme.

The Complementary Basic Education Programme

This programme is meant to provide the unfortunate children who missed out on formal education a chance to receive the basics of basic education. Some of the Complementary Basic Education Centres received support from the Time Bound Programme and also from UTSP.

Local Government Capital Development Grant (LGCDG)

This seeks to ensure poverty reduction and entrench good governance by creating a framework for the transfer of sector funding to the district level. The main criteria for the involvement of administrative districts are financial accountability and good governance, and the good news is that Urambo District was given a clean certificate of good governance, probity and financial accountability for the 2005/2006 financial year, and was thus granted a bonus of 20% top-up on its allocation of funds from central government.

Tanzania Social Action Fund (TASAF)

TASAF entered its second phase in 2006 and seeks to provide financial support for the implementation of community based demand driven projects. The target groups of TASAF are poor and vulnerable families, the disabled and orphans, all of whom are potential suppliers of child labour.

Under TASAF's operations participatory rural appraisals are conducted with the full participation of the people and village councils. UTSP and TASAF have collaborated in a number of ways.

The Participatory Agricultural Development and Empowerment Project (PADEP)

This project supports agro-based community initiatives. UTSP linked up with PADEP and, for example, facilitated a deal between Igagala village (a beneficiary of PADEP) and AFRICATIC (a dealer in farm machinery, implements and agro-processing machines), resulting in the acquisition of a sunflower extractor and two (2) medium capacity tractors by the village. This acquisition of a vegetable oil mill with the assistance of UTSP is a good example of the very much needed diversification of rural income avenues, away from the traditional primary agriculture sources including tobacco and maize cultivation.

Programme to Support Secondary School Education

The Secondary School Education support programme started in 2005 and gives support for infrastructural development in secondary schools at the Ward level, e.g. the construction of classrooms dormitory and teachers' quarters. The programme also gives scholarships to brilliant be need children.

The second phase of the project (i.e. UTSP-II) should seriously consider complementing the efforts of this national programme in Urambo District.

5. ACHIEVEMENT OF PROJECT OBJECTIVES

5.1 Immediate Objectives

The achievement of the objectives of UTSP was examined in the light of the extent to which the two (2) component parts of the project have been realized, as discussed below.

1. Provision of social protection services to children at risk of entering hazardous child labour on tobacco farms and to those already engaged in it, including some support to the children's families to earn a better livelihood.

The key achievement of UTSP is the withdrawal and integration of children affected directly by hazardous child labour practices and mainstreaming them into regular formal school system and vocational training institutions. Table 1 below presents available data on the sex distribution of children withdrawn and placed in formal education or vocational training establishments.

Table 2: Profile of Withdrawn Children by Gender and Placement

Education	Formal Education			Vocational Training			
Implementing Agency/Ward	Male	Female	Sub-total	Male	Female	Sub-total	Total
HOPE Farming Group(Mungano Ward)	30	20	50	15	10	25	75
RUDECT (Kaliua, Vumilia, Ukondamoyo & Usinge Wards)	159	141	300	40	20	60	360
Tuleane CBO (Itundu Ward)	33	17	50	10	10	20	70
YADEC NGO (Kapilula Ward)	30	20	50	7	5	12	62
AFREDA (Songambe and Imalamakoye Wards)	129	96	225	20	10	30	255
TOTAL	381	294	675	92	55	147	822

Source: UTSP Reports

The table above shows that a total of 822 children were withdrawn or prevented from exploitative child labour and placed in formal or vocational training institutions in the district. Also included in this objective is support to adult family members captured in the next table below.

Table 3: Sex Distribution of Income Generating Activity (IGA) Training Beneficiaries

Implementing Agency/Ward	Males Trained	Female Trained	Total Attained	Target Total	%-tage Achievement
HOPE Farming Group(Mungano Ward)	18	32	50	50	100
RUDECT (Kaliua, Vumilia, Ukondamoyo & Usinge Wards)	105	95	200	200	100
Tuleane CBO (Itundu Ward)	14	16	30	30	100
YADEC NGO (Kapilula Ward)	22	28	50	50	100
AFREDA (Songambebe and Imalamakoye Wards)	44	56	100	100	100
TOTAL	203	227	430	430	100%

Source: UTSP Records.

It is clear from the table that slightly more women than men benefited from the income generating activity training to vulnerable families. Women constituted 52.8%, but the evaluator believes that an even greater proportion of women, at least 60%, should benefit in phase-II as it has been proven that, generally, incomes made by women are more fairly distributed in favour of the vulnerable in the family (children and the aged) than those earned by men.

This point is further buttressed by the fact on the ground that in tobacco farming the women/wives single-handedly carry out the most tedious processes (namely: watering the seedbed for 2 months before the onset of the rains, fetching firewood for curing the tobacco, do more of the weeding than the men), and at the same time participate in nearly all the other processes. But when it comes to collecting the sales proceeds, the husbands are in charge. *The story further has it that when the tobacco farmers go to Urambo town for the family's tobacco money, they remain there for several days busily squandering their new "wealth" often with prostitutes who usually flood the town from all over the country during the tobacco buying period. This behaviour probably partly explains the high HIV/AIDS prevalence rate in the district. It is, in fact, an appalling social problem that should be addressed under the special action programme recommended to deal with HIV/AIDS education.*

2. The other component of the project is capacity building. This component had to do with raising awareness in the 36 project villages on the hazardous and negative implications of child labour; facilitation of the formation of Child Labour Committees to monitor, evaluate and prevent child labour in the project villages; and the training of parents on the formation and management of savings and credit co-operatives/societies.

All of that has been done with considerable success, save that the project did not manage to established a child labour monitoring system (CLMS) with the requisite capacity and logistics to collect, collate and analyze data on child labour, including general data on children in the

district. CLMS is useful not only for effective monitoring of child labour, but also for development planning purposes.

5.2 Intended and Actual Outputs

The intended and actual outputs of the five (5) action programmes have been captured in the table below under the names of the implementing agencies.

Table 4: Intended and Actual Outputs.

Implementing Agencies/ Action Programmes	Targeted Output			Actual Output			%-tage achievement (Child- ren)	%-tage achievement (Fami- lies)	%-tage achievement (Class- rooms)
	No. of Child- ren with- drawn	No. of Families to be trained	No of Class- rooms	No. of Children withdrawn from CL	No. of Families trained	No of Class- rooms			
HOPE Farming Group(<i>Mungano Ward</i>)	75	50	3	75	50	3	100	100	100
RUDECT (<i>Kaliua, Vumilia, Ukondamoyo & Usinge Wards</i>)	400	200	4	360	200	3	90	100	75
Tuleane CBO (<i>Itundu Ward</i>)	80	30	3	70	30	3	87.5	100	100
YADEC NGO (<i>Kapilula Ward</i>)	75	50	3	62	50	3	82.7	100	100
AFREDA (<i>Songambebe & Imalamakoye Wards</i>)	200	100	3	255	100	3	127.5	100	100
TOTAL	830	430	16	822	430	15	99	100	93.8

Source: UTSP Records

Table 4 above clearly shows that output targets on number of children to be withdrawn and prevented from child labour was 99% achieved at the overall project level. However, individual implementing agencies slightly missed their set targets, some made the target on the dot, and AFREDA stood out among the IAs with 127.5% achievement of the target number of children to be withdrawn from child labour. Remarkably, all the implementing agencies achieved 100% of the target number of vulnerable families to be supported. While this is a commendable feat, it also points to the fact that there is an overwhelming number of vulnerable families waiting to be assisted. Also, all the earmarked classrooms were constructed, except one in Usinge Ward, the construction of which had to be abandoned by RUDECT due to lack of co-operation from the natives stemming from political expediency.

5.3 Project Impact on Communities

The impact of UTSP on its beneficiary communities was assessed on the basis of the following parameters:

- Adherence to children's rights
- Standard of living, and
- School performance

Adherence to Children's Rights

One of the components of the awareness raising, sensitization and training on child labour issues conducted by the implementing agencies in the district was the thorough education of

people on the basic rights of children to food, shelter, health care and education. They were made to understand that engaging children on the farm to the detriment of their education and health (be they own children or otherwise) was a criminal offense punishable by fining, imprisonment or both under the laws of the country.

The Trading companies gave practical support to the law by spreading the message through their leaf technicians that any farmer(s) using child labour on their farms would not have their tobacco bought by the companies. All these warnings and education went down well with the natives of the project communities, and today, **the right of children to education is very much respected in the district.**

Standard of Living

Measuring the exact impact of UTSP on the standard of living of the beneficiary communities would require more time and more detailed studies than the scope of the present work would allow. However, from interactions with beneficiaries and the stories related on the field, the evaluator's prima-facie impression is that there has been a change for the better in the standard of living of the direct beneficiaries of the project.

Impact on School Performance

To measure the possible impact of the project on school performance, the evaluator collected data on school performance over the past 6 years from randomly selected project villages and Wards, and the tables so constructed are pointing to interesting trends in school performance as presented below.

Table 5a: Songambe Primary School (Songambe Ward)

Year	No. of Candidates			No. Passed			No. Failed		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
2000	19	4	23	10	2	12	9	2	11
2001	16	4	20	4	1	5	12	3	15
2002	14	4	18	4	-	4	10	4	14
2003	18	6	24	12	-	12	6	6	12
2004	16	6	22	6	4	10	10	2	12
2005	18	10	28	15	8	23	3	2	5
2006	14	5	19	14	5	19	-	-	-

Source: Head Teacher's Records

The least numbers of failures in this project community school were recorded in 2005 and 2006, i.e. 17.85% and 0% respectively.

Table 5b: Itundu Primary School (Itundu Ward)

Year	No. of Candidates			No. Passed			No. Failed		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
2001	26	14	40	6	4	10	20	10	30
2002	12	8	20	4	3	7	8	5	13
2003	25	13	38	8	7	15	17	6	23
2004	17	13	30	10	6	16	7	7	14
2005	17	17	34	10	6	16	0	1	1
2006	21	9	30	21	9	30	-	-	-

Source: Head Teacher's Records

The least numbers of failures in this project community school were recorded in 2005 and 2006, i.e.2.94% and 0% respectively.

Table 5c :All 4 Primary Schools in Kaliua Ward

Year	No. of Candidates			No. Passed			No. Failed		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
2000	81	98	179	53	45	98	28	53	81
2001	65	109	174	49	47	96	16	62	78
2002	98	131	229	67	30	97	31	101	132
2003	114	91	205	40	35	75	74	56	130
2004	87	100	187	56	42	98	31	58	89
2005	106	93	199	89	84	173	17	9	26
2006	115	62	177	110	53	163	5	9	14

Source: Ward Education Director's Records

The least numbers of failures in these project Ward schools were recorded in 2005 and 2006, i.e.13.06% and 7.91% respectively.

Table 5d: Primary School Performance in Urambo District (2001 to 2006)

Year	No. of Candidates			No. Passed			No. Failed		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
2001	1582	1514	3096	458	271	629	1124	1243	2467
2002	1437	1555	2992	439	215	644	998	1340	2348
2003	1769	1599	3368	657	414	1091	1112	1185	2277
2004	1614	1575	3189	784	470	1254	830	1105	1935
2005	1817	1606	3423	1345	847	2192	472	759	1231
2006	2260	1837	4097	1822	1154	2976	438	683	1121

Source: District Education Director's Records

The least numbers of failures in the entire Urambo District were recorded in 2005 and 2006, i.e.35.96% and 27.36% respectively.

The 5 tables above show a general trend of improved school performance in the last two years in Urambo District, and this could be partly attributable to the recent government policy of free and compulsory primary education, coupled with concerted efforts to improve

educational infrastructure at the primary and secondary school levels in the country. But, clearly, the percentage failures in the randomly selected UTSP community schools are by far smaller than those recorded at the district level, implying that the project community schools are, on the average, turning out more passes, which go to help improve the overall district performance (and not vice versa). Now, there has to be another explanation, other than the government's educational policy, for the better and improved performance of the project community schools.

The evaluator cannot help but attribute it to the strenuous efforts the implementing agencies and other project operatives made to withdraw children from the fields and place them in the classrooms, and made sure they remained there over the last 4 years. Not to mention the scholastic materials given to them as encouragement to go to school, the support their families received to generate more income and take better care of them in school, the construction of new classroom blocks, etc. Therefore, UTSP positively impacted on school performance in its communities as shown in the tables above.

6. LESSONS LEARNT

6.1 Lessons Learnt

From interactions with stakeholders on the field, the evaluator concluded that vital lessons have been learnt, including the following.

- The fight against child labour involves the involvement of all—donors, ILO/IPEC, government, civil society, users and suppliers of child labour, including the children themselves.
- There is the need to introduce some incentive packages/basic allowances for village child labour committee members.
- Realistic budgets, factoring in inflation, etc. should be developed for action programmes.
- There is the absolute need to extend support beyond primary school.
- There is the undeniable need to adequately staff and equip the project field officer in Urambo.
- There is the urgent need to streamline the administrative processes and procedures in IPEC for quicker decision making and approval of actions on the field.
- HIV/AIDS prevalence rate is too high in Urambo District and must be confronted head on in phase-II. It is probably one of the most potent causal factors of poverty and ultimately child labour in the district.
- The vocational training centres, particularly the Urambo Folk Development Centre, need to be adequately equipped to absorb and train more children on viable vocations.
- The high illiteracy rate in the project communities was a major obstacle to carrying out training programmes.
- National poverty reduction and education centred initiatives very well complemented the efforts of the project.
- The participation of village council members and other local authorities in the sensitization of people on child labour was very useful.
- The construction of classroom blocks with the full involvement of the communities engendered a sense of ownership and involvement among community members.
- More support to income generating activities is the key to the sustainable reduction of poverty, the causal factor of child labour.
- More support to women beneficiaries yields higher dividends in terms of the trickle down effect to vulnerable members of the family and the community at large.
- There is the need to involve the beneficiary children in deciding what support they would get.

7. OVERALL PROJECT PERFORMANCE

The analysis in this Section looks beyond the implementation factors examined in Section 4.0 above and focuses on the degree of attainment of project results, the effects and impacts of the project so as to be able to reach objective conclusions on the relevance, effectiveness, efficiency, and sustainability of the project.

7.1 Project Relevance

The relevance of UTSP was examined in the light of the following two (2) fundamental questions:

- Did UTSP contribute towards resolving the problem of hazardous and abusive/exploitative child labour on tobacco farms in Urambo District?
- Was UTSP able to address the needs of the target communities?

It is the evaluator's carefully considered opinion that the answer to the first question is YES! UTSP succeeded remarkably in taking children from tobacco farms into the classroom, and parents are now clearly aware of the right of their children to education, and are mindful of the long-run adverse consequences of child labour on their children.

On the other hand, the needs of the project communities as observed by the evaluator are three-fold. The fundamental need of the target communities is the need to help them out of their poverty situation by helping them increase farm productivity through the use appropriate labour saving technologies and good agronomic practices. There is also the need to help the project communities fight the **high HIV/AIDS prevalence rate, which stands at 13% in the Urambo District as compared to the regional rate (Tabora Region) of 7.2%**. This prevalence rate was recorded at the district hospital in Urambo in 2006. Now, it is important to note that the hospital's figures are based only on the reported cases at the hospital, implying that the real prevalence rate could be much higher. The seriousness of the HIV/AIDS pandemic in the project communities was evident in the disturbingly overwhelming numbers of double orphans (both parents dead) observed by the evaluator.

The third thing is the need to support the children, particularly orphans, at the secondary school level. The following recommendations have therefore been designed to help address these identified needs and render UTSP-II more relevant.

Recommendations:

- *UTSP-II should select and support model farmers in possibly every village covered by the project to demonstrate good agronomic practices including the acquisition and application of labour saving technologies. A case in point is the model farmer supported by Tanzania Leaf Tobacco Company to cultivated 0.63 hectares each of maize, pigeon peas and tobacco under sound agronomic practices. For the 2005/2006 season, the model farmer made a net income (after deducting all input costs) of Tshs1,410,938, roughly equivalent to US\$1,130, which works out to a net income per day of US\$3.1—thus placing the model farmer comfortably above the poverty line of US\$1 per day. Evidence abound on the ground that farmers with analogous farm sizes and applying traditional farming methods will be lucky to earn one-tenth of the net income made by the model farmer cited.*

- *The high HIV/AIDS prevalence rate in Urambo District, the high incidence of orphans and the problem of child labour are inseparably and inextricably connected. It is therefore a matter of urgency that UTSP phase-II includes a special Action Programme designed to raise awareness about the HIV/AIDS pandemic in the district, preach safe sex, distribute condoms, support HIV/AIDS-caused orphans, etc. It would not be too difficult to get national and international NGOs interested in helping bear some of the cost of this special Action Programme.*
- *UTSP-II should seriously consider extending support to needy children at the secondary school level. Primary education up to Standard-7 is free and compulsory in Tanzania, whilst secondary education is fees paying, and that is where the problem is for the vulnerable families.*

7.2 Project Effectiveness

The effectiveness (or otherwise) of UTSP was tested from the standpoint of the extent to which the project has been able to achieve its set objectives and to reach out to the target beneficiaries. A critical question is whether the project succeeded in changing the situation of the beneficiary communities for the better. The evaluator paid particular attention to finding out whether there were any instances whereby UTSP created any cultural, social or economic problems in its bid to combat child labour in tobacco farming. Apparently, there were no side effects/problems created by the project in its communities.

On that score, and to the extent that the project succeeded in achieving its output targets and objectives, save in the case of the 16 classrooms target, UTSP was passably effective.

7.3 Project Efficiency

Efficiency is the quantity and quality of project outputs produced in relation to the inputs/resources spent to attain them. Therefore, evidence of the economical or extravagant application of resources was of critical concern in the evaluation exercise. However, unit cost auditing was beyond the scope of the evaluator's work. Under the circumstances, the evaluator's judgment on the economical, or otherwise, use of project resources was based mainly on the experiences related by implementing agencies and on the evaluator's own encounter with the costing processes under the project.

At the end of it all, the evaluator found reasonable grounds to conclude that aggregate expenditure was reasonably justifiable in relation to the quantity and quality of results chalked by the project. On that score, UTSP was acceptably efficient.

7.4 Project Sustainability

The question of project sustainability is not very critical as UTSP entered a second phase for the next 3 years starting from April 2007. Phase-II will work to consolidate the gains of the first phase and cover more ground. Of particular concern, phase-II should work to ensure that the children withdrawn from child labour and enrolled in school during phase-I remain in school. This should be done alongside the identification and withdrawal of more children.

However, examining the question of project sustainability purely on the basis of the work done under phase-I, the first thing that comes to mind is the direct involvement of communities and local authorities in the work of the project. Their involvement is expected to create a sense of ownership of the project results, resulting in a sense of willingness and commitment to continue the work of the project when it comes to an end. But a lot more work remains to be done to build the capacities of these local structures to continue from where the project leaves off. Of particular importance is the need to develop and establish a Child Labour Monitoring System (CLMS), and build the capacities required at the village and district levels to operate the system. The issue of CLMS should therefore be of critical concern in UTSP-II.

Yet another project sustainability avenue, which characterized UTSP-I was the well established engagement and involvement of the tobacco trading companies and other stakeholders in the tobacco industry of Tanzania. The collaboration with industry stakeholders must not only be continued, but also formalized during UTSP-II.

As at the end of UTSP-I, child labour issues could not be said to have been well integrated in the development agenda and budgets of the district administration. UTSP-II has to work assiduously with local authorities to include child labour elimination activities in the district's development plan, particularly within the context of MKUKUTA, aimed to achieve a reduction in rural poverty.

8.0 FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

To give the findings/observations, conclusions and recommendations a context, they were first made under the appropriate chapters and sub-chapters of the report before being summarized here.

8.1 Findings and Conclusions

Based on the intensive desk research, extensive field interactions with project managers, implementers and collaborators in Dar Es Salaam, Tabora, and Urambo, and also on the community meetings and focus group discussions with project beneficiaries in 5 (out of the 9) project Wards, namely:

- Itundu Ward (Itundu, Kasisi, Wema, Mpigwa, Kitete)
- Muungano Ward (Muungano, Kalemela A, Kalemela B)
- Imalamakoye Ward (Imalamakoye, Nsenda, Itebulanda)
- Songambele Ward (Songambele, Igunguli, Jionee-Nwenyewe, Uyogo)
- Kaliua Ward (East Kaliua, West Kaliua, Kasungu, Ulindwanoni),

The independent evaluator made the following findings:

1. Project Environment

The project environment is a difficult rural setting characterized by:

- Poor Roads Network, which becomes worse during the raining season
- Very Weak Communication Infrastructure with no internet connectivity at all
- Unreliable Power Supply
- Poor Transportation Services

2. Project Design

The vertical logic of the project design is evident in the vertical linkages between activities, outputs and objectives. However, **the indicators were not very well formulated**. The indicators are objectively verifiable measurements of the extent to which project objectives have been achieved. **Therefore, it is not enough to say ‘number of this, number of that’ for indicators.**

3. Project Implementation

The implementation of UTSP had the benefit of the collaboration (or suffered the lack of collaboration) of the following institutions.

Collaboration with National TBP:

- The CTA of TBP Supervised the implementation of UTSP
- UTSP project officer co-ordinated the implementation of TBP in Urambo District.
- Both projects worked on prevention and withdrawal of children through education alternatives.
- Both concentrated on community mobilization and economic empowerment of vulnerable families.

This level of collaboration allowed for cross-fertilization of ideas and dovetailing of the activities of the 2 projects

Collaboration with the 2 main Tobacco Trading Companies, namely: Tanzania Leaf Tobacco Company Ltd, and Alliance One Tobacco Tanzania Ltd as well as their agency called Association of Tanzania Tobacco Traders (ATTT), was in the following ways:

- Both traders and their agency ATTT keenly supported project implementation
- Both traders setup animal training centres and gave out trained oxen and farm implements to tobacco farmers on interest-free credit basis, as appropriate labour saving technology to help cut the demand for child labour.
- ATTT introduced YAMAOTEA chemical to inhibit sucker development in the tobacco plant and ultimately eliminate the practice of engaging child labour in the sucker-picking process of tobacco farming.
- The Traders in collaboration with the Tobacco Council are sponsoring awareness raising on child labour through radio programmes on Radio Free Africa to help create awareness on child labour.
- The Traders and ATTT are involved in monitoring child labour through their leaf technicians constantly on the field.
- ATTT produced and distributed awareness raising materials (leaflets, calendars)
- Traders increased support for education by providing desks and the construction of classrooms
- ATTT funded training of leaf technicians on CL issues.
- With the consent of the traders, the Tobacco Board of Tanzania inserted an anti-child labour clause in tobacco contracts between traders and growers.

This is very encouraging pro-activeness on the part of the tobacco trading companies, and they should be actively encouraged to do more in phase-II.

But up till now there is no formal agreement between the project and the traders with regard to their involvement in fighting child labour in tobacco growing and processing. It is therefore recommended that the necessary legal avenues be explored to foster a formal agreement with the traders in UTSP-II.

There was no collaboration with Tanzania Tobacco Growers Co-operative Union as they

- were not involved in project planning
- were actually acknowledged after they complained bitterly
- were not involved in project implementation, and
- were served with project reports only upon request

It must be mentioned, however, that these points were refuted by key stakeholders, arguing that from the beginning ECLT made the effort to involve the co-operative union, but they did not show much interest.

The involvement of Tanzania Plantation and Agricultural Workers Union (TPAWU) was limited to only the following:

- TPAWU under COMAGRI identified vulnerable children and parents in Urambo District, and UTSP relied to some extent on their list for the selection of beneficiaries.
- TPAWU's representative participated in the facts finding and proposal development for UTSP phase-II

It is clear from the above points that the Trade Unions were not actively involved in UTSP's implementation. Their active involvement in phase-II must be ensured, particularly in child labour monitoring activities. Remember, the approval of the project by the ECLT Board was strongly based on the active involvement of the trade Unions.

TPAWU regional office in Tabora has a weak personnel and logistics capacity, and badly needs strengthening to be actively involved in phase-II

4. Implementation Challenges:

The following were some of the major challenges faced in project implementation

- Low capacity of some Implementing Agencies (IA) regarding Action Programmes (AP) preparation, technical and financial reporting.
- The majority of IAs had weak speaking, reading and writing proficiency in the English language—the project’s official language.
- 60% of IAs did not have the requisite logistics such as computers and means of transport.
- The project vehicle (a second-hand Suzuki Escudo) was too small, too weak and completely inappropriate for the project terrain.
- High illiteracy level and rate of beneficiary communities hampered the smooth implementation of action programmes.
- Delays in disbursement of funds
- Serious understaffing of project field office.
- The high transfer rate of district political leaders, District Commissioners (DCs) District Executive Directors (DEDs), in Urambo District adversely affected the smooth implementation of the project as the project officer had to debrief and re-strategize with 3 different DCs, 4 different DEDs and 4 different District Child Labour Co-ordinators (DCLC).

5. Administrative Procedures

The administrative procedures and steps involved in the approval of Action Programmes (APs) are as follows:

- AP idea is agreed with Desk Officers in Dar, Nairobi and Geneva
- AP interventions are developed, and budgeted in collaboration with proposed implementing Agency
- Draft proposal is sent to Dar Es Salaam Desk Officer for comments.
- Budget is passed through ILO/IPEC Responsible Financial Officer
- Draft is then sent to Geneva Desk Officer for Clearance
- Cleared draft proposal is then sent to National Inter-sectorial Co-ordinating Committee for review and approval.
- Comments from above are incorporated and proposal finalized.
- Finalized proposal resubmitted to Geneva
- Contract Agreement is then prepared for IA to sign.
- For amounts not more than US\$20,000 ILO Area Officer could process the agreement/contract.
- If amount is more than US\$20,000, then Procurement Department in Geneva takes over the approval processes.
- If Agreement is ready for signing, ILO Area Office Finance and Administration Officer studies the agreement and its annexes and initiates request for Office Financial Clearance.
- At this stage, IA is requested to open appropriate Bank Account.
- Signatories to the contract are the ILO Area Direct and Representative of the IA.
- After signing the contract, the IA puts in a written request for advance payment.
- Advance payment is then processed and paid into IA account.

All of the above is clearly long winding and bureaucratic, and can take from 3 to 5 months to complete.

Administrative Procedure for travel authorization:

- Programme Officer (PO) agrees with Desk Officer (DO) in Geneva on need to travel
- PO completes Travel Authorization Forms
- Sends Forms to Line Manager, e.g. CTA TBP for signature
- Then Forms are forwarded to ILO Area Director for approval

This arrangement is comprehensive but can be constraining in times of need for urgent travel.

Reporting Procedure:

- Technical Progress Reports are written biannually
- PO prepares draft report
- Sends to DO in Dar, Nairobi, and CTA for comments
- Incorporates comments from above Officers
- Forwards 2nd draft to DO Geneva for comments
- Incorporates comments and sends final draft report back to Geneva
- DO in Geneva finalizes report and forwards it to Donors

In principle, this arrangement is good for ensuring good quality reports. But the typographical, lexical, grammatical, and content qualities of some of the reports the evaluator read did not suggest that the officers lined up in this arrangement did their part conscientiously.

6. Mid-Term Evaluation

The mid-term evaluation was conducted in February 2006 and made the following short and long term recommendations.

Short Term Recommendations (i.e. for February to December 2006):

- Disbursements to IAs should be done faster
- Capacity building of IAs to plan, implement and monitor project activities is required
- Design simpler Work Plans and Monitoring Schedules (in Swahili)
- Encourage more community involvement in project work
- Give IAs only assignments they have the capacity to execute
- Assignments requiring special skills like conceptualization, social analysis and facilitation should be assigned by ILO to qualified entities.
- Give adequate training on basic entrepreneurship and business management to beneficiaries of income-generating-activity interventions
- Give more financial support to vulnerable households, particularly those requiring loans.
- Promote formation of more savings and credit societies for tobacco farmers and vulnerable households as reliable mechanism for sustainable poverty reduction
- Give more support to primary schools (classrooms, desks, teachers' houses) to cope with increasing school populations.
- Should consider assisting secondary school children as more and more vulnerable pupils are passing their Standard-7 examinations.
- Give vocational training graduates requisite working tools to practice their acquired vocations

- Facilitate the acquisition of more labour saving technologies (animal traction, tractors, etc)

These were very good and relevant recommendations, but were hardly implemented in the remaining 1 year of project phase-I

Long Term Recommendations (i.e. beyond 2006):

- Project phase-II strongly recommended
- Participatory planning approach should be used in preparing phase-II.
- Phase-II management structure should include local communities, governance structures, and other stakeholders through the institutionalization of a Project Steering Committee (PSC)
- Reporting system should ensure feedback mechanisms to communities and local authorities in phase-II.
- Tackle child labour problem from demand side too in phase-II

The mid-term evaluation's long term recommendations were excellent, and it is gratifying to notice that they have all been adhered to as project phase-II has already been approved based on a participatorily developed project proposal, and a Project Advisory Committee is on the way to being institutionalized. What is left to be done is that the relevant administrative, capacity building, results consolidating recommendations (classified as short term recommendations) of the mid-term evaluation are adopted and religiously adhered to in phase-II.

7. Achievement of Project Objectives

Time and material resource constraints notwithstanding, UTSP achieved its set targets and objectives quite well, thanks to the dedicated work and resilience of the project officer and the implementing agencies. Save in the case of the 16 classrooms target out of which 15 were built, USTP achieved all its set targets.

8. Project Relevance, Effectiveness, Efficiency and Sustainability

UTSP was relevant, effective and efficient in helping solve the problem of hazardous and exploitative child labour on tobacco farms in Urambo District. But the project needed to more seriously tackle the problems of low productivity of the farmers, high HIV/AIDS prevalence, and vulnerable children's need for support at the secondary school level.

Project sustainability, on the other hand, is a question to be posed later as UTSP has been extended for a second phase of 3 years, and phase-II must work hard to further strengthen the capacities of local authorities involved in the project and formalize the involvement of industry stakeholders.

9. Per capita Cost

The total number of UTSP direct beneficiaries, including children and adults is 1,252 (i.e. 822 withdrawn children and 430 trained adults) over the 3-year period. The total project funds/resources of US\$697,161 (i.e. from both the donor and ILO/IPEC) divided by the number of direct beneficiaries gives an average cost of US\$556.8 per beneficiary over the entire project life. That works out to a daily cost of roughly 51 cents per direct beneficiary. Given that about US\$85,000 was earmarked for the approved but not implemented 4 action programmes (which funds have been brought forward to phase-II), the daily direct beneficiary per capita cost would come down to as low as 45 cents, which compares favourably with the WACAP project implemented in 5 West African countries from 2003 to 2006 with a per

capita cost of 43 cents per day. A comparison to the WACAP project is made here as they are similar projects in the sense that they both had to do with eliminating child labour from agriculture in Africa and both were executed by ILO/IPEC.

8.2 Recommendations

1. ILO/IPEC, and the management of UTSP-II should closely familiarize themselves with the structure of the Tobacco Industry in Tanzania as a basis for appropriately effecting the involvement of industry stakeholders and for lobbying purposes.

2. As much as possible, project outputs and objectively verifiable indicators should be quantitatively stated in the logical framework to avoid ambiguities and facilitate measurement of the attainment of project objectives during monitoring and evaluation.

3. UTSP-II should select and support model farmers in possibly all villages covered by the project to demonstrate good agronomic practices including labour saving technologies. This will ultimately help reduce the demand for child labour and alleviate poverty in the long-run.

4. The poor nature of the road-network in Urambo District requires that a robust 4 Wheel Drive vehicle (e.g. hard-body pickup) is procured for project work. It could be second-hand but in good shape.

5. Irrespective of who pays their salaries (ILO, ECLT or other stakeholders), the project office in Urambo requires a minimum staff strength of 3 (1 project officer, 1 field assistant, and a driver) for effective project implementation. The project also requires one permanent Desk Officer based in Dar Es Salaam to handle finance and administration matters.

6. UTSP-II should give more support to income generating activities and the formation of savings and credit societies as a means of sustainably reducing poverty, the fundamental root cause of child labour. Proportionately more support should be given to women/mothers than men/fathers as their earnings, in general, benefit children more.

7. In phase-II, implementing agencies should be selected in accordance with ILO's criteria, taking into account their experience and knowledge of the terrain, manpower and logistics capacity, success/achievement rate in previous projects implemented, and their writing, reading and speaking proficiencies in the local language as well as the project's official language. To this end, a vetting mechanism should be developed in close collaboration with the project advisory committee, which will be adequately represented during the vetting and selection of implementing agencies.

8. The high HIV/AIDS prevalence rate in Urambo District, the high incidence of orphans and the problem of child labour are inseparably and inextricably connected. It is therefore a matter of urgency that UTSP phase-II includes a special Action Programme designed to raise awareness about the HIV/AIDS pandemic in the district, preach safe sex, distribute condoms, support HIV/AIDS-caused orphans, etc. It would not be too difficult to get national and international NGOs interested in helping bear some of the cost of this special Action Programme.

9. UTSP-II exit strategy should be developed and incorporated in the project document aimed at handing over supported primary school pupils to identifiable organizations/institutions for continued support to the end of secondary/vocational education, upon the termination of project phase-II. These could include the District Administration using support packages from national initiatives on education, as well as child-centred national and international NGOs.

10. The evaluator understands that the ILO's practice in the costing of action programmes is to allow for a contingency of 5% to cater for changes due to inflation, exchange rate fluctuations, etc. But the evaluator strongly recommends that that provision be increased to at least 10%, considering the weak nature of the economies of the developing world, particularly African countries.

ANNEXES

ANNEX I: Success Stories

Some of the success stories emanating from the implementation of UTSP include the following:

- A beneficiary's father died when she was very little and her mother remarried so she came under the care of a step father who did not love her. She could no longer cope with the difficulties she was facing and had to abandon school at age 10, when she was in primary Standard-4 to work for a living. When UTSP started working, she was identified and reintegrated into school with scholastic material including school uniform, pair of shoes, pens and pencils. But her step father continued to be so much unkind to her that she had to escape from Itundu, her village, to work as a house-help in Urambo town for the meager pay of Tshs 4,000 (roughly US\$3.3) per month. The village child labour committee members soon detected that she was not in school and mounted a search and rescue mission, which traced her to the house she was being kept and exploited as a house-help. She was promptly taken back to school and placed under the care of the village child labour committee. Happily now, she is doing very well in Standard-7 (places 7th or 8th out of 76 pupils in her class) and has the avowed ambition to become a nurse. "If not the efforts of this project I could have already been married. I would like to become a nurse"— the now 16 year-old young lady intimated.
- Still in Itundu Ward, the project financed the construction of a classroom block in Itundu village with the villagers contributing burnt bricks, sand and unskilled labour. They appealed for more funds from the project to construct teachers' quarters but were turned down as the project did not have any free funds available. It then dawned on the villagers that they could raise some funds through voluntary community contributions (*harambee*). This gave birth to the spirit of *harambee* in the entire Itundu Ward. Now they have almost finished constructing the teachers' quarters, and are poised to *harambee* finance other development projects in the Ward including the construction of two (2) dormitory blocks for the Ward secondary school. Encouraged by the efforts of the people, the current Minister of Education and Vocational Training (and wife of the Speaker of the Tanzanian Parliament) donated Tshs 3,600,000 towards the purchase of 40 desks for the new classroom, and to help finance the construction of the teachers' quarters.
- A 16 year old was made to join the village based vocational training center at Vumilia village. She had been staying with her grand mother as an orphan and the going was so hard for them she had no options but to work on tobacco farms as a child labourer. After the vocational training she was granted a loan of Tshs 80,000 by the Moravian Church to acquire a tailoring machine. Now she is a practicing seamstress and is able to provide her basic needs and those of her family, i.e. 2 siblings attending primary school and her grandmother. She has almost finished paying her loan and is looking forward to the formation of a savings and credit society in her village, from which she hopes to get more support and expand her business.

- “My dream to own goats as source of income would have remained a mirage if not for the support of the project”: said 87 year-old— grandfather/guardian of his orphan Standard-4 grandson pupil in Jionee Mwenyewe primary school. His grandson was at the verge of entering child labour, when the project intervened and supported his grandpa to acquire 8 goats with some seed capital. Thank goodness, the goats multiplied so rapidly the old man is now 25 goats rich, after selling some to provide for their needs.
- “My life has improved, now I have my own tailoring machine from which I get income. I used part of the money given me to pay my daughter’s school fees in the secondary school,” says a 45 years old widow. She is a proud and forward looking account holder in the Kumekucha Credit and Saving Society
- The Tobacco Industry in Tanzania supports the efforts to eliminate child labour in tobacco farming— key stakeholders formed a steering committee to assist in awareness raising of tobacco growers in the country. The steering committee is composed of the Tanzania Tobacco Board (representing Government), the Association of Tanzania Tobacco Growers, and the Western Zone Tobacco Growers Cooperative Union. The UTSP programme officer usually is invited as subject matter specialist during radio recordings. The industry funds radio programmes on the Mwanza based Radio Free Africa to raise the awareness of tobacco growers on the harmful effects of hazardous and exploitative child labour in tobacco farming.
- The two (2) main tobacco traders in Tanzania, Alliance One Tobacco Tanzania Ltd. and Tanzania Leaf Tobacco Company Ltd. have joined the crusade against child labour by introducing and promoting the use of animal power as appropriate labour saving technology on tobacco farms. The animals (oxen) are bought and trained by the companies and given, together with implements, to the farmers on interest free credit basis. The companies through their agency, ATTT, also introduced the YAMAOTEA chemical to inhibit sucker development in the tobacco plant and ultimately eliminate the practice of engaging child labour in the sucker-picking process of tobacco farming.
- Last but not the least, the Member of Parliament for Urambo East Constituency and Speaker of the Tanzanian Parliament for the second year running has thrown his weight behind the efforts to keep children, particularly orphans, in school and not on the fields. In December 2006, the Speaker made a personal donation of Tshs 418,000 (roughly UD\$335) to each of the 12 Wards in Urambo District (i.e. a total of about Tshs5,000,000) to finance the education of at least two (2) orphans in each Ward for two (2) academic years. This is very much heart warming, and, who knows, the Tanzanian Minister for Defense, also a native of Urambo District, might come up with his own approach to helping solve the problem sooner or later.

ANNEX 2: List of Action Programmes

URAMBO TOBACCO SECTOR PROJECT - (URT.03.P09.ECT) ACTION PROGRAMMES FOR 2004-2006

SN	Name of Action Programme	Name of Implementing agency and wards covered	# of classrooms supported	# of children withdrawn	# of vulnerable households	Value of AP (US\$)
1.	Combating hazardous child labour in Tobacco farming in Urambo District (Muungano Ward)	HOPE Farming Group (NGO) <i>Muungano wards</i>	3 classrooms	75 (30 girls) target Achieved - 50 (20 girls) primary schools - 25 (10 girls) vocational training on tailoring, carpentry and masonry	Support 50 (32 women) to initiate income generating activities e.g. use of animal power	19,985
2.	Withdrawal, Rehabilitation of 400 and Prevention of 800 Children Engaged in Hazardous Work in Tobacco Farming in Urambo District	The Rural Development and Environmental Conservation Trust (RUDECT) <i>Vumilia, Kaliua, Ukondamoyo and Usinge wards</i>	3 classrooms Vumilia, Kaliua, Ukondamoyo	300 (141 girls reintegrated to primary education 60 children supported to get vocational training skills at Caritas training centre, Vumilia and Kaliua village based workshop	200 (95 women) vulnerable families supported	66,170
3.	Combating hazardous child labour in Tobacco farming in Urambo District	Tuleane Community based	3 classrooms Mpigwa,	50 (17 girls) reintegrated	30 (16 women) supported	19,991

	(Itundu Ward)	organization <i>Itundu ward</i>	Wema and Itundu	to primary education - 20 (10 girls) supported vocational training		
4.	Combating hazardous child labour in Tobacco farming in Urambo District (Kapilula Ward)	YADEC (NGO) <i>Kapilula ward</i>	3 classrooms Kapilula, Ulasa A and Urasa B	- 50 (20 girls) reintegrate d to primary education - 12 (5 girls) supported to get vocational training on tailoring, masonry and carpentry	50 (28 women supported)	19,972
5.	Withdrawal, Rehabilitation of 200 and Prevention of 700 Children Engaged in Hazardous Work in Tobacco Farming in Urambo District.	AFREDA (NGO) <i>Songambeke and Imalamakoye wards</i>	3 classrooms 2 Igunguli and Itebulanda	- 225 (96 girls) reintegrate d to primary education - 30 (10 girls) supported to get vocational training in tailoring, carpentry and masonry	100 (56 women) supported	50,985
TOTAL			15	822	430	177,103

ANNEX 3: Stakeholders Contacted

S/no	Full Name	Gender	Institution	Designation
1.	Yohana Kasitila	Male	Central Government	Acting Urambo District Administrative Secretary
2.	Justin Molai	Male	Local Government, Urambo District Council	Urambo District Executive Director
3.	Jacob Lisuma	Male	Association of Tanzania Tobacco Traders	Social Responsibility Programme Coordinator
4.	Henk Faber	Male	Association of Tanzania Tobacco Traders	General Manager
5.	Julius Masongo	Male	Tanzania Tobacco Growers Cooperative Union (APEX ltd)	General Manager
6.	Annadomana Nyanga	Female	International Labour Organization/International Programme on the Elimination of Child Labour	Project Officer For ILO/IPEC_ Urambo Tobacco Sector Project Phase I
7.	Aloyse Masanja	Male	Rural Development and Environment Conservation Trust, Implementing Agency	Director, RUDECT
8.	Ahamad Makunga	Male	Youth Advisory and Development Council, Implementing Agency	Director, YADEC
9.	Paulo Olear	Male	Hope Farming Group, Implementing Agency	Coordinator, HOPE FARMING GROUP
10.	Sabala Lukonda	Male	Tuleane Group, Implementing Agency	Director, TULEANE GROUP
11.	Alfred Kalugendo	Male	Tuleane Group, Implementing Agency	Field Facilitator, Tuleane Group
12.	Sonja Molinari	Female	ECLT-Foundation	Project Manager
13.	Tite Habiyakare	Male	ILO-IPEC	Desk Officer
14.	Mr. Erasto Konga	Male	Local Government, Urambo District Council	District Agricultural and Livestock Development Officer
15.	John Ndimila	Male	Local Government,	District Child Labour

			Urambo District Council	Coordinator
16.	Elizabeth Kizinga	Female	Ministry of Community Development, Gender and Children Affairs	Principal, Urambo Folk Development Centre
17.	Nelly Udangu	Female	Local Government, Urambo District Council	District Community Development, Gender and Children Affairs Officer
18	Hamis S.R Kafiko	Male	Imalamakoye	Parent
19	John Mgagwa	Male	Imalamakoye	Parent
20	Jumanne Hamba	Male	Imalamakoye	Parent
21	Belenadeta Simon	Female	Nsenda	Parent
22	Amisa Lehani	Female	Nsenda	Parent
23	Astrida Ulaya	Female	Nsenda	Parent
24	Elias Petro	Male	Nsenda	Parent
25	Kalolina Matenzi	Female	Nsenda	Parent
26	Sala Abraham	Female	Nsenda	Parent
27	Rusia Ngasa	Female	Nsenda	Parent
28	Redemta Ndinandi	Female	Nsenda	Parent
29	Mwajabu Kwilasa	Female	Nsenda	Parent
30	Gelevasi Alloni	Male	Nsenda	Parent
31	Iddi Kagongoro	Male	Imalamakoye	Parent
32	Jonathan Kasalama	Male	Imalamakoye	Parent
33	Juma Mdaki	Male	Imalamakoye	Parent
34	Sada Mrisho	Female	Imalamakoye	Parent
35	Mwamini Shabani	Female	Imalamakoye	Parent
36	Mwasi Ally	Female	Imalamakoye	Parent
37	Alfred Madigi	Male	Imalamakoye	Parent
38	Kefasi Aroni	Male	Nsenda	Extension Officer
39	Milonge Mahenda	Male	Imalamakoye	Parent
40	Marieta Alfred	Female	Imalamakoye	Parent
41	Juliana John	Female	Imalamakoye	Parent
42	Rahaba Kalangu	Female	Imalamakoye	Interested to Join Credits and Saving Society of Juhudi
43	Magret Petro	Female	Imalamakoye	Parent
44	Adija Kabwili	Female	Imalamakoye	Interested to join Credit and saving Society
45	Elizabeth Macheмба	Female	Imalamakoye	Parent
46	Lucia Maliselo	Female	Imalamakoye	Parent
47	Zainabu Saidi Mibulo	Female	Imalamakoye	Parent
48	Masoud Shilangonga	Male	Local Council	Muungano Local Councilor
49	Musa R. Mbezi	Male	Local Council	Kalemela A Village

				Executive Officer
50	Hamadi Hasani	Male	Kaliua Village	Child, Carpentry
51	Jordan Ndimbo	Male	Kaliua Village	Trainer, village based workshop
52	Deogratias Ngombo	Male	Kaliua Village	Trainer village based workshop
53	Ashura Kayanda	Female	Kasisi Village	Parent
54	Rajabu Heri	Male	Kasisi village	Supported child, Itundu Secondary
55	Eva Joseph	Female	Kasisi village	Child
56	Ramadhani Mashaka Sholwa	Male	Kasisi Village	Supported child, Itundu Secondary
57	Rage Chacha	Male	Local Council	Councilor Itundu

ANNEX 4: Terms of Reference



**International Programme on the Elimination of Child Labour
ILO/IPEC**

**Final Version:
Basis for Contract
February 2007**

**Terms of Reference
For
Independent Final Evaluation
of
Combating Hazardous Child Labour in Tobacco Farming in Urambo**

ILO Project Code	URT/03/P09/ECT
ILO Project Number	P. 250.081.59.009
Countries	Tanzania
Duration	45 months
Starting Date	July 1, 2003
Ending Date	March 2007
Project Language	English
Executing Agency	ILO/IPEC
Financing Agency	ECLT
Donor contribution	US\$ 557,229

I. Background and Justification

1. The **International Programme on the Elimination of Child Labour** (IPEC) is a technical cooperation programme of the International Labour Organisation (ILO). The aim of IPEC is the progressive elimination of child labour, especially its worst forms. The political will and commitment of individual governments to address child labour - in cooperation with employers' and workers' organizations, non-governmental organizations and other relevant parties in society- is the basis for IPEC action. IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes strengthening national capacities to deal with this issue, legislation harmonization, improvement of the knowledge base, raising awareness on the negative consequences of child labour, promoting social mobilization against it, and implementing demonstrative direct action programmes (AP) to prevent children from child labour and remove child workers from hazardous work and provide them and their families with appropriate alternatives.

Child labour in Tanzania and tobacco sector in Urambo

2. Tanzania joined the fight against child labour in 1994 when it signed a Memorandum of Understanding with the ILO to implement programmes to fight child labour. The ILO's International Programme on the Elimination of Child Labour (IPEC) began implementation with German funding soon thereafter in 1995 with programmes that aimed at building national capacity to tackle the problem of child labour and at directly reaching out to those children trapped in child labour by providing them with educational alternatives among others. A broad spectrum of actors have been trained, sensitized and mobilized to take action to end child labour. Among these actors are teachers, labour inspectors, trade unionists, employers, community and district leaders, NGOs, journalists, academicians, and research institutions to name but a few. A national child labour survey has also been conducted with IPEC support (2001 - 2002), and intensive media campaigns in partnership with state and independent media houses have been mounted. Tanzania ratified ILO Convention No. 138 on minimum age for entry to employment in 1999. In June 2001, Tanzania further ratified ILO Convention No. 182 on the elimination of the worst forms of child labour.
3. A National Child Labour Elimination Policy has also been drafted to guide interventions for addressing child labour. The policy is in accordance with the two core ILO conventions on child labour and lays the framework for interventions aimed at the prevention and ultimate elimination of child labour. It provides guidance on a mechanism for mainstreaming child labour elimination issues into other social and economic development initiatives, and outlines strategies to promote the rights of children, to improve their access to educational opportunities, and to safe guard them from work-related injuries and other risks. The draft policy has been reviewed and adopted by the ILO-IPEC's social partners and is currently in the process of being submitted to cabinet for final adoption.
4. Finally, child labour has been recognized in the national Poverty Reduction Strategy Paper (PRSP) that is currently guiding all social and economic development efforts in the

country. Child labour is further included as an indicator for monitoring poverty under the PRSP. This recognition and inclusion opens up greater opportunities for mainstreaming child labour elimination efforts in a multitude of development efforts in Tanzania and therefore positively effective impact of interventions.

5. Specific action to eliminate child labour from the tobacco-farming sector is relatively recent in Tanzania. Over the past 5 years or so, experts have argued that a significant number of children are engaged in tobacco farming in the country. However little data existed on the nature and extent of child labour in tobacco farming until 2001 when an ILO-IPEC supported rapid assessment study on child labour in tobacco was released. The release of the rapid assessment finding in April 2001 at a “National Round Table Meeting” in preparation of the Time Bound Programme in Tanzania, prompted the nation to classify child labour in commercial agriculture, including tobacco, as one of the worst forms of child labour that needed to be urgently and effectively tackled within a 5 –10 year period. Soon thereafter, the Government launched the Time Bound Programme on the elimination of the worst forms of child labour (WFCL) and has been incorporated into the MKUKUTA. As part of the Time Bound Programme (TBP), Tanzania is currently striving towards the effective elimination of the WFCL in the following priority sectors – commercial agriculture (tea, tobacco, & coffee), mining, domestic service and prostitution. IPEC has begun implementation of its project of support to the national TBP in 2001. The IPEC project operates in 11 districts which includes the Urambo district. The IPEC project of support to the TBP is now in its second phase since 2005 and is expected to run until 2008.
6. Children in Tanzania can be found working as domestic labourers, in prostitution, mining and in commercial agriculture. According to unpublished results of the Labour Force Survey 2000/01 as many as 4.1 million children of school going age are not in school implying their engagement in child labour. Specifically, in the commercial agriculture sector, the Survey found that 82,850 children aged 5 to 17 years are economically active in the sector. The coffee, tea, and tobacco sectors tend to harbour child labour, often on a seasonal basis and for little pay. Districts in Iringa and Tabora regions are known for their heavy reliance on tobacco growing. Urambo² district in the Tabora region is particularly associated with tobacco farming.
7. According to Urambo district administration, there are 108 villages that are engaged in growing tobacco. A majority of the labour force is engaged in tobacco farming. Tobacco farming in Urambo is labour intensive and mainly done by small-scale farmers who are scattered in the rural areas. Various studies on child labour in the tobacco sector have confirmed the existence of child labour on tobacco farms in the Urambo district. The studies found that children working on tobacco farms are between seven and fifteen years old, and both boys and girls are engaged in tobacco farming with boys representing a slightly higher majority. Most children working on tobacco farms hail from families of 5 siblings or more implying a close relationship between family size and child labour. Furthermore other studies (ILO/IPEC funded study in 2001) confirmed the presence, particularly in the Kigoma region, of Rwandan refugee children who had been trafficked to go and work in the tobacco plantations in Urambo.

² Urambo is one of eleven districts in Tanzania implementing the national TBP with IPEC support financed by the United States Department of Labour (USDOL).

8. There are various hazards and risks involved with tobacco farming that are harmful to both adults and children, though children are affected more severely by these hazards due to their less developed physical and mental status. Often hazardous chemical pesticides are used, tools/implements are in poor condition causing accidents, and children are made to carry heavy loads of firewood, water for irrigating the seedbeds and tobacco leaves that affect their spinal cords. Snakebites and long workings hours with no adequate meals are also common with children working up to 14 hours a day seven days a week.

IPEC ECLT Project

9. ILO/IPEC began implementation of the sub-regional programme to Combat Hazardous Child Labour in Commercial Agriculture (COMAGRI) in 2001. The programme took place in Kenya, Malawi, Uganda and Zambia. In Tanzania the COMAGRI project covered the tea and tobacco sectors with a series of prevention and direct action based interventions. The COMAGRI project, due to financial constraints, was able to work in only 25 out of the 108 tobacco farming villages in Urambo. In response to the problem and higher potential for child labour in the tobacco sector in Urambo ILO/IPEC and Eliminating Child Labour in Tobacco-growing Foundation (ECLT) joined together to complement COMAGRI programme efforts.
10. The ECLT – IPEC project brought together an unique mix of stakeholders and actors which included the public and private sectors. The project was implemented following two broadly classified components:
 - Provision of **social services** to children at risk of entering hazardous child labour on tobacco farms and to those already engaged in it. This included support to the families of the children to earn a better livelihood.
 - **Capacity building** of local communities to sustainably tackle child labour in tobacco farming in Urambo district.

11. The project has three main objectives:

Development Objective: To contribute to the elimination of child labour in commercial agriculture in Tanzania

Immediate Objective One: By the end of the programme the incidence of child labour in the tobacco sector in the Urambo district will have been significantly reduced.

Immediate Objective Two: By the end of the programme, the capacity of communities and partner agencies in Urambo district to eliminate hazardous child labour in tobacco farming will have been strengthened.

12. Due to the continuing need of working in the Urambo district ECLT and IPEC have now designed and are ready to begin implementation of a second phase of the current project in April 2007. A programming workshop to plan for Phase II will take place immediately after the evaluation process.

Evaluation Background

13. As per IPEC procedures, a participatory consultation process on the nature and specific purposes of this evaluation was carried out. The present Terms of Reference is based on the outcome of this process and inputs received in the course of the consultative process.
14. A mid-term self evaluation took place in March 2006. The mid-term evaluation made several recommendations which the project was requested to follow up. The present final evaluation, as per IPEC procedures and as stipulated by the project document is an independent external evaluation.

II. Scope and Purpose

Scope

15. The scope of the present evaluation includes all project activities to date including Action Programmes. The evaluation should look at **the project as a whole** and address issues of project design, implementation, lessons learned, replicability and recommendations for the future of this project with specific recommendations for project management.

Purpose

16. The final evaluation should focus on:
 - Assess and document the achievements of the project in terms of whether the objectives of the project were achieved by comparing the intended outputs with the actual outputs.
 - The response and implementation of the recommendations of the March 2006 mid-term evaluation: how have been taken into account and implemented by the project.
 - Provide inputs and suggestion for the detailed planning programming process for Phase II in accordance with project document for Phase II.
17. In general the evaluation should assess the overall impact of the project at different levels such as at policy level, organizational (partner) level, beneficiaries level, community level and household level. The evaluation should try to assess the effectiveness of the project operation/implementation and management both at the implementing agency level and at IPEC level. It should analyze strategies and models of intervention used, document lessons learned and potential good practices, and provide recommendations on how to **integrate these into the planning process of phase II** of the project.

III. Suggested Aspects to be Addressed

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

Monitoring and Evaluation of ILO Programmes and Projects, January 1995. The following 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 team in accordance with the given purpose and in consultation with the Design, Evaluation and Documentation Section (DED) of IPEC. **The evaluation instrument prepared by the evaluation team will indicate further selected specific aspects to be addressed. The evaluation instrument should identify the priority aspects to be addressed in the evaluation.**

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

Design & Planning

- Assess whether the project design was logical and coherent and took into account the validity and practicality of institutional arrangements, roles, capacity and commitment of stakeholders.
- Analyse whether available information on the socio-economic, cultural and political situation was taken into consideration at the time of the design and whether these were taken into consideration and reflected in the design of the project.
- To what extent were external factors identified and assumptions identified at the time of design?
- Assess whether the problems and needs were adequately analysed and determine whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified taking gender issues into consideration.
- How well did the project design take into account local efforts already underway to address child labour in tobacco sector and existing capacity to address these issues?
- How well did the project plan for coordination and collaboration with other child-focused interventions supported by IPEC or other organizations.
- Examine the appropriateness of the indicators
- Are the linkages between inputs, activities, outputs and objectives clear and logical? Do the various Action Programmes designed under the project provide clear linkages and complement each other regarding the project strategies and project components of intervention? How were the geographic regions for AP implementation selected?

Achievements (Implementation and Effectiveness)

- Assess whether the project will be able to achieve the intended outputs and whether it will be able to achieve its objectives (example: will the expected number of beneficiaries be reached?).
- Assess the quality of research outputs including Rapid Assessments, if appropriate. Have reports been completed and finalized in a timely manner? Have the findings been disseminated to relevant stakeholders? How have the findings been used in the mini-programme/action programmes design process?
- Assess the effectiveness of the different action programmes implemented and their contribution to the immediate objectives of the project.
- Identify any lessons learned from the APs so far, what possibilities are there for effective replication of efforts?
- Which are the mechanisms in place for project monitoring? Assess the quality and use of work plans and monitoring plans.
- Identify the contributions of the local management structures working in Tanzania (National Steering Committee, Local Steering Committee). How are these structures

- (Ministry of Labour, Ministry of Education, trade unions, employers' organizations, etc.) participating in program implementation?
- How did factors outside of the control of the project affect project implementation and project objectives and how did the project deal with these external factors?
 - How successful have the projects been in mainstreaming the issue of child labour into ongoing efforts in areas such as education, employment promotion and poverty reduction? Provide concrete examples as appropriate.
 - How effective has the project been at building the capacity of national IPEC staff and implementing agencies' staff as well as capacity of government ministries and agency personnel to combat child labour? Provide concrete examples as appropriate.
 - Has the project made sufficient progress towards the establishment of community-based child labour committees?
 - How effective are the strategies for child labour monitoring being implemented? Is the CLMS likely to be sustainable?
 - How effective is the project's monitoring strategy for collecting regular and reliable data on the work and schooling status of target children? Is the strategy proving to be more or less effective in the Urambo district?
 - How is the project adapting to the changing political atmosphere? Is the project able to actively involve government partners in countries where the activities of NGOs and the international community are under increasing scrutiny?
 - Assess the level of coordination between the present project and the various interventions under the IPEC project of support to TBP Tanzania.
 - How effective is the project in leveraging resources (e.g. by collaborating with non-IPEC initiatives and programmes launched during its life)? What process is being undertaken by the project to identify and cooperate with other initiatives (such as PoS TBP Tanzania) and organizations?

Relevance of the Project

- Examine whether the project responded to the real needs of the beneficiaries
- Validity of the project approach and strategies and their potential to replicate
- Assess whether the problems and needs that gave rise to the project still exists or have changed
- Assess the appropriateness of the sectors/target groups and locations chosen to develop the project.
- Assess whether the project strategies fit in with national and local development plans of Tanzania

Sustainability

- Assess what contributions the project has made in strengthening the capacity and knowledge of national stakeholders and to encourage ownership of the project to partners
- Identify and assess the long-term possibility of local/national institutions (including governments) and the target groups to be able to replicate models tested under this project.
- Examine whether socio-cultural and gender aspects endanger the sustainability of the project and assess whether actions have been taken to sensitize local institutions and target groups on these issues
- Assess the project's focus on upstream policy work in terms of ensuring the sustainability of efforts

Special Concerns

- How has the project followed up and implemented the recommendations of the March 2006 mid-term evaluation, specifically on the recommendations below (please refer to the MTE report for a full list).
 - How have the disbursement procedures been adjusted to increase the efficiency and effectiveness?
 - Implementing agency capacity: this was indicated to be a very important bottle neck point. To what extent has the implementation capacity of the IA been improved?
 - Sustainability: insufficient participation of the communities in the management and administration of the project activities.
 - Income Generation Activities: what is the impact of the IGA on the vulnerable households, and on child labour?
 - Bridging classes. What have been done? With what results?
 - Trade Union involvement. Has this been increased? If not, why?

IV. Expected Outputs of the Evaluation

20. The expected outputs to be delivered by the evaluation team are:
 - An evaluation instrument prepared by the evaluator
 - Selected field visits to the project sites in Urambo and in Dar-Es-Salaam and telephone interviews with stakeholders in Geneva.
 - Facilitate a review/evaluation workshop (1 day) in either Urambo or Dar-Es-Salaam
 - Debrief stakeholders on the preliminary results of the evaluation on the first day of the programming workshop
 - Draft evaluation report including stakeholder workshop proceedings and findings from field visits by evaluator
 - Final Report including:
 - ✓ Executive Summary with key findings, conclusions and recommendations
 - ✓ Clearly identified findings and conclusions
 - ✓ **Recommendations**
 - ✓ **Lessons learned**
 - ✓ **Potential Good Practices**
 - ✓ Appropriate Annexes including present TORs
 - ✓ Standard evaluation instrument matrix
21. The total length of the report should be a maximum of 30 pages for 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.
22. 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

Word for Windows. Ownership of data from the evaluation rests jointly with ILO-IPEC and the consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO-IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

23. The final report will be circulated to key stakeholders (those participants present at 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 evaluator. In preparing the final report the evaluator should consider these comments, incorporate as appropriate and provide a brief note explaining why any comments might not have been incorporated.

V. Evaluation Methodology

24. The following is the proposed evaluation methodology. While the evaluator 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.
25. The evaluator 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 Programmes to the project. The evaluator may also use any other instruments that they see appropriate for this exercise.
26. The evaluation will be carried out using a desk review of appropriate material, including the project documents, progress reports, previous evaluation reports, outputs of the project and action programmes, results of any internal planning processes in the countries and relevant materials from secondary sources. At the end of the desk review period, it is expected that the evaluation consultant prepare a brief document indicating the methodological approach to the evaluation, the evaluation instrument, to be discussed and approved by DED prior to the commencement of the field mission.
27. The evaluation will be carried out using a desk review, telephone interviews with ECLT and ILO/IPEC responsible officials, field visits to Tanzania for consultations with project staff and project partners and other key stakeholders. A one day workshop and half day debriefing will be held at the end of the field visits in Tanzania.
28. The evaluator will interview ECLT representatives in Geneva, Switzerland, IPEC HQ officials, and ILO/IPEC regional persons through a conference call early in the evaluation process, preferably during the desk review phase.

Composition of the evaluation team

29. The evaluation team will consist of one evaluator that previously has not been involved in the project. The evaluator will have the final responsibility during the evaluation process

and the outcomes of the evaluation, including the quality of the report and compliance with deadlines.

30. The background of the evaluator should include:

- ✓ Relevant background in social and/or economic development
- ✓ Experience in the design, management and evaluation of development projects, in particular with policy level work, institution building and local development projects within the UN system.
- ✓ Relevant regional experience preferably prior working experience in the region
- ✓ Experience in the area of children's and child labour issues, agriculture and rights-based approaches in a normative framework are highly appreciated.
- ✓ Experience at policy level and in the area of education and legal issues would also be appreciated
- ✓ Familiarity with and knowledge of specific thematic areas on child labour and worst forms of child labour
- ✓ Fluency in English, knowledge of any of the local languages would be appreciated
- ✓ Experience facilitating workshops for evaluation findings

31. The evaluator will be responsible for:

- Undertaking a **desk review** of the project files and documents,
- Conduct a telephone briefing with IPEC DED, Geneva and hold telephone discussions with ECLT and ILO/IPEC HQ officers as appropriate
- Develop an evaluation instrument
- Undertake **field visits** to Urambo and Dar-Es-Salaam Tanzania for a 10 day period
- **Facilitate a one** day evaluation workshops in Urambo or Dar-Es-Salaam (to be decided)
- **Debrief** stakeholders on preliminary findings of the evaluation report on the first day of the planned planning meeting for phase II and facilitate a session on future recommendations for Phase II
- **Draft** the evaluation report
- **Finalize** the report with stakeholder comments

32. The evaluation will be carried out with the technical support of the IPEC-DED section and with the logistical support of the project office in Dar-Es-Salaam. DED will be responsible for consolidating the comments of stakeholders and submitting it to the team leader.

33. It is expected that the evaluator will work to the highest evaluation standards and codes of conduct and follow the **UN evaluation standards and norms**.

Timetable and Workshop Schedule

34. The total duration of the evaluation process including submission of the final report should be within two months from the end of the field mission.

35. The evaluator will be responsible for 23 days *of which 11 days will be in field visits and workshops in Tanzania.*

36. The tentative timetable is as follows:

Phases	Tasks	Dates
Desk Review	Desk review of relevant project documents and one day teleconference with IPEC-DED, IPEC, ECLT on 5 th Monday	February 3-5 3 days
Field Visits	Field visits in Tanzania	February 7 th (Travel day) February 8-17 12 days
Workshops	Conduct evaluation workshop and facilitate one session during the programming workshop (19 th and 20 th respectively)	February 19-20 2 days
Draft Report	Evaluator drafts evaluation report	February 22-28 7 days
Stakeholder comments	Draft report circulated by DED to key stakeholders for their comments to the draft evaluation report. DED consolidates the comments and forwards to evaluator	March Two weeks
Final report	Evaluator finalizes the evaluation report taking into consideration the consolidated comments	March 12-14 3 days

Sources of Information and Consultations/Meetings

Available at HQ and to be supplied by DED	<ul style="list-style-type: none"> Project document DED Guidelines and ILO guidelines
Available in project office and to be supplied by project management	<ul style="list-style-type: none"> Progress reports/Status reports Technical and financial report of partner agencies Other studies and research undertaken Action Programme Summary Outlines Project files Mission Reports from ECLT Mission Report IPEC

Consultations with:

- Project management and staff
- ILO/IPEC technical and backstopping officials at HQ and the regions as appropriate
- Partner agencies
- Boys and Girls that were withdrawn or prevented as a result of direct action APs undertaken Parents of girls and boys that were withdrawn or prevented
- Social partners Employers' and Workers' groups
- Community members
- Child labour monitors
- Government representatives, legal authorities etc as identified by evaluation team
- Telephone discussion with ECLT and ILO/IPEC officials

Final Report Submission Procedure

37. For independent evaluations, the following procedure is used:
- The **evaluator** will submit a draft report 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 **evaluator** by date agreed between DED and the evaluation team leader or as soon as the comments are received from stakeholders.
 - The final report is submitted to IPEC DED who will then officially forward it to stakeholders, including the donor.

VI. Resources and Management

Resources:

38. The resources required for this evaluation are:

For the evaluation team leader:

- Fees for a consultant for 27 work days
- Fees for travel from consultant's home to Urambo and Dar-Es-Salaam Tanzania in accordance with ILO regulations and policies
- Fees for local DSA per ILO regulations for Urambo and Dar-Es-Salaam (Total of 15 days)

For the evaluation exercise as a whole:

- Fees for local travel in-country in Tanzania
- Fees for a one day evaluation workshop
- Any other miscellaneous costs

A detailed budget is available separately.

Management:

39. The evaluation team will report to IPEC DED in headquarters and should discuss any technical and methodological matters with DED should issues arise. IPEC project officials and the ILO Office in Dar-Es-Salaam and Geneva will provide administrative and logistical support during the evaluation mission.