



International Programme on the Elimination of Child Labour (IPEC)



International  
Labour  
Office

# *IPEC Evaluation*

## **Country Programme to Combat Child Labour in Malawi**

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**An independent mid-term 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 a team of external consultants<sup>1</sup>. The field mission took place in July 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 COMMON ACRONYMS AND ABBREVIATIONS

AO	Area Office
AP(s)	Action Programme(s)
AYISE	Active Youth Initiative for Social Enhancement
CP Malawi	Country Programme to Combat Child Labour in Malawi
CTA	Chief Technical Advisor
DBMR	Direct Beneficiary Monitoring and Reporting
ECAM	Employers Consultative Forum of Malawi
IA	Implementing Agency
IGAs	Income Generation Opportunities
ILO-IPEC	International Labour Organization, International Programme on the Elimination of Child Labour
MCTU	Malawi Congress of Trade Unions
MoL	Ministry of Labour
MTE	Mid Term Evaluation
TANARD	Target National Relief and Development
TOR	Terms of Reference
TUM	Teachers Union of Malawi
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
USDOL	United States Department of Labour

## EXECUTIVE SUMMARY

The Government of Malawi (GM) ratified Convention 182 on the Worst Forms of Child Labour in 1999 and since has taken the issue of child labour as a priority. ILO/IPEC has been operational in Malawi since 2000 when it was chosen to be one of the 5 countries of a sub-regional project on the withdrawal and rehabilitation of children who were engaged in commercial agriculture (Comagri project), funded by the United States Department of Labor (USDOL). The Comagri project was able to facilitate the creation of local structures that have continued to be actively involved in dialogue with the community on issues of child labour as well as helping in the formation of the Child Labour Unit in the Ministry of Labour and Vocational Training as well as a National Steering Committee (NSC) on child labour. The Comagri project ended in April 2005.

The experiences of this project revealed the great need for support to working children to enable them to participate in education and vocational training as well as the need for ILO/IPEC, the GM and the social partners to consolidate the gains made by the Comagri project. Further support to the Government to develop a National Plan of Action to eliminate child labour and to embark on a time-bound programme were also seen to be important.

The present Country Programme in Malawi (CP Malawi), also funded by USDOL, was developed in consultation with governmental and nongovernmental organizations and the social partners in Malawi. The project follows ILO/IPEC Country Programme Approach. A policy briefing meeting was held with various government and international agencies as well as the social partners. This was followed by a strategic planning workshop that utilized the SPIF (Strategic Programme Impact Framework) methodology which identified the different areas of support and the strategies that could be used. In addition, consultations have been held with stakeholders at the district level and a common agreement was reached that child labour is a major issue, and that concerted effort were needed to combat it. The programme is based on national priorities and needs as outlined in the stakeholders' meeting.

With a budget of US\$2,100,000 running between September 2005 and September 2008, the CP Malawi had the development objective of contributing to the progressive elimination of child labour in Malawi. Two strategic objectives and five Immediate Objectives were planned as follows:

**Strategic Component A:** Promotion of an enabling social, political and legislative environment leading to effective action against child labour.

Immediate Objectives under Strategic Component A:

**Immediate Objective 1:** By the end of the project, the national legislation will be harmonized in view of the child labour conventions

**Immediate Objective 2:** By the end of the project the national capacity for enforcement will have been increased.

**Immediate Objective 3:** By the end of the project cultural values and attitudes in relation to child labour and education will be modified

**Immediate Objective 4:** By the end of the project the policy environment for dealing with child labour issues in the country is improved.

**Strategic Component B:** Effective direct action with girls, boys and families to prevent child labour and to withdraw and rehabilitate child labourers.

Immediate Objectives under Strategic Component B:

**Immediate Objective 5:** By the end of the project effective models of interventions for the withdrawal and prevention of boys and girls engaged in child labour in the agricultural sector and child domestic labour will have been developed and documented.

The MTE, on which this report is based, was undertaken with a view to learning the status of the CP Malawi especially in terms of understanding the programme performance, relevance, efficiency,

effectiveness and sustainability aspects. It also aimed at highlighting critical lessons and replicable practices.

The evaluation methodology entailed a triangulation of review of secondary sources as well as field visits in Malawi involving interviewing the CP Malawi and other key stakeholders such as national and local leadership as well as institutional heads/representatives, engagements with parents and communities of the target children, direct observation, photography and a validation seminar of the consulted stakeholders.

It was found that the CP Malawi is picking up after a slow start and is on the way to attaining its targets. Work on downstream is, however, achieving more than the upstream, the latter of which has potential for more strategic achievements. The Evaluator concludes that CP Malawi has been delayed as a result of communication difficulties, slow cooperation on the part of MoL and the overall challenging socio-cultural and political terrain of working on elimination of child labour.

The evaluation makes the following key recommendations:

1. Due to the lost time in 2005 and 2006 and in order to have time for final reports/winding up, it is advisable to extend CP Malawi by not less than 4 months. A longer extension will, however, call for added costs since the budget cannot support more than four extra months.
2. The CP team should, however, remain intact as it is capable. There will nonetheless be need for constant updating and strengthening of the staff with certain skills as opportunities arise, e.g. administration and finance, gender mainstreaming, effective communication and negotiation, etc. CP Malawi should be proactive in making requests for support in human resources capacity building.
3. There is need for CP Malawi to improve effective communication with IPEC Geneva and ILO AO in Lusaka particularly in terms of keeping the two offices updated on progress. The two offices should their part be providing positive feedback so as to encourage further and sustained communication from the project.
4. Given that Malawi still has no Child Labour Policy or a coherent child law, CP Malawi needs for focus heavily on influencing the MoL to start in earnest a process of developing a Child Labour Policy, which could be in draft form at the end of the programme. This should be done in tandem with the NPA and list of hazards, with the three articulating the future GM-led journey for the elimination of child labour in the country. Once this is done, IPEC could then consider supporting a TBP in Malawi. CP Malawi should proactively assist MoL in this.
5. The Child Labour Unit is yet to be gazetted but this is reportedly about to happen. CP Malawi needs to mobilize the MoL to speed up this process.
6. CP Malawi has not been able to have an AP with GM (MoL) arguably due to policy shifts from USDOL on justification for what funds are implemented by the government. In order to address this, CP Malawi should impress upon the MoL/Child Labour Unit to take a firmer control of planning and implementing the planned upstream activities. This will require more constant engagement of the CTA with the MoL leadership.
7. CP Malawi should increase mentoring and monitoring support to the APs together with GM staff for APs to deliver their targets and increase support for compliance with DBMR.
8. The project needs to streamline financial management huddles with UNDP through enhanced communication for mutual understanding of the procedures involved. This is already being planned but CP Malawi should become more proactive on this issue by demanding firmly and kindly. In the meantime, IPEC Geneva could begin considering a "Plan B", i.e. should UNDP financial management remain unchanged, Malawi could operate an imprest accounting system controlled from ILO AO in Lusaka with an IPEC account in Lilongwe.
9. It will be important to strengthen MoL's ownership of the NPA and Child Labour Policy formulation processes, including the development of the list of hazards: This may call for either encouraging the government to seek alternative direct financing so that the MoL can finalize the NPA and list of hazards or for CP Malawi to give more control to MoL who needs to enhance consultative dialogue especially on Child Labour Policy, list of hazards and the

Child Labour NPA. Another alternative would be to support 1-2 mini-programmes for upstream work with the MoL.

10. CP Malawi should invest in Information, Education and Communication (IEC) materials, which can be distributed throughout the country – this can include links with UNICEF’s stakeholder **Stop Child Abuse Campaign** since the costs are reasonable.
11. In order address the hurdles of logistics & school infrastructure, it will be important to proactively encourage APs in a sustainable manner to link/synergise with their other programs, capable/resource endowed GM departments/ministries, other donors for vehicles and other support, where possible.
12. The APs need proactive and sustainable encouragement to continue mobilizing the GM on school infrastructure and laws. ECAM, AYISE, Every Child and TUM are already doing this and should be given more sustained assistance.
13. CP Malawi needs to plan more deliberate opportunities for the APs to network, share experiences and synergise. This is already happening in a small way as exemplified for instance by ECAM linking with AYISE, but will need to be more deliberately planned by CP Malawi, tightened and sustained.
14. CP Malawi should assist MCTU to prepare/revise their proposal for an AP to work with affiliates on child labour. This has however to have timelines such that if by the end of the year MCTU has not responded, alternatives for reaching affiliates beyond TUM could be worked out using the existing APs under their Information, Education and Communication (IEC) strategies.
15. CP Malawi will need to sustain engagement with UNICEF, WPF and other actors with more influence in the GM to tighten the process of policy formulation and overall upstream work. The planned study on child trafficking that is to be funded between CP Malawi and UNICEF is another area of joint action that also requires jump-starting.
16. Some funds need to be expended on innovative initiatives, e.g. rapid assessment of business opportunities to support the IGAs component, post-harvest storage technologies to address food security particularly in the supply component of AYISE II, etc. The rapid business opportunities could have been done under Comagri but this did not happen. APs are expected to do this for their IGAs but CP Malawi may re-think these disjointed assessments and get a way of having a coherent and coordinated rapid assessment by an institution of excellence within Malawi using a common approach. This will actually enhance quality and consistency but it calls for inter-AP dialogue.
17. Innovations in APs should be proactively encouraged so as to enhance project sustainability for the elimination of child labour, e.g. having IGAs for selected viable CCLCs.

## 1.0. BACKGROUND

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 child labour and provide them and their families with appropriate alternatives.

In 1999, the Government of Malawi (GM) ratified Convention 182 on the Worst Forms of Child Labour and since has taken the issue of child labour as a priority. ILO/IPEC has been operational in Malawi since 2000 when it was chosen to be one of the 5 countries of a sub-regional project on the withdrawal and rehabilitation of children who were engaged in commercial agriculture (Comagri project), funded by the United States Department of Labour (USDOL). The Comagri project was able to facilitate the creation of local structures that have continued to be actively involved in dialogue with the community on issues of child labour as well as helping in the formation of the Child Labour Unit in the Ministry of Labour and Vocational Training as well as a National Steering Committee (NSC) on child labour. The Comagri project ended in April 2005.

Experiences of the Comagri project revealed the great need for support to working children to enable them to participate in education and vocational training as well as the need for ILO/IPEC, the GM and the social partners to consolidate the gains made by the Comagri project. Further support to the GM to develop a National Plan of Action to eliminate child labour and to embark on a time-bound programme were also seen to be important.

The present Country Programme to Combat Child Labour in Malawi (here-after referred to as CP Malawi), also funded by USDOL, was developed in consultation with governmental and nongovernmental organizations and the social partners in Malawi. The project follows ILO/IPEC Country Programme Approach. A policy briefing meeting was held with various government and international agencies as well as the social partners. This was followed by a strategic planning workshop that utilized the SPIF (Strategic Programme Impact Framework) methodology which identified the different areas of support and the strategies that could be used. In addition, consultations have been held with stakeholders at the district level and a common agreement was reached that child labour is a major issue, and that concerted effort were needed to combat it. The programme is based on national priorities and needs as outlined in the stakeholders' meeting.

With a budget of US\$2,100,000 running between September 2005 and September 2008, the CP Malawi had the development objective of contributing to the progressive elimination of child labour in Malawi. Two strategic objectives and five Immediate Objectives were planned as follows:

**Strategic Component A:** Promotion of an enabling social, political and legislative environment leading to effective action against child labour.

The following Immediate Objectives fall under Strategic Component A:

**Immediate Objective 1:** By the end of the project, the national legislation will be harmonized in view of the child labour conventions

**Immediate Objective 2:** By the end of the project the national capacity for enforcement will have been increased.

**Immediate Objective 3:** By the end of the project cultural values and attitudes in relation to child labour and education will be modified



**Immediate Objective 4:** By the end of the project the policy environment for dealing with child labour issues in the country is improved.

**Strategic Component B:** Effective direct action with girls, boys and families to prevent child labour and to withdraw and rehabilitate child labourers.

The following Immediate Objectives fall under Strategic Component B:

**Immediate Objective 5:** By the end of the project effective models of interventions for the withdrawal and prevention of boys and girls engaged in child labour in the agricultural sector and child domestic labour will have been developed and documented.

As part of IPEC's approach, a mid-term evaluation (MTE) is a useful **learning tool** and provides critically important recommendations for the subsequent and final phase of the programme.

## **2.0. PURPOSE OF THE MID-TERM EVALUATION**

The purpose of the mid-term evaluation is to review the ongoing progress and performance of the project (extent to which immediate objectives have been achieved and outputs delivered), to examine the likelihood of the project achieving its objectives and to examine the delivery of the project inputs/activities and an investigation on nature and magnitude of constraints, the factors affecting project implementation and an analysis of factors contributing to the project's success.

Specifically, and as per the TOR (Annex I), the evaluation addressed issues of project design, implementation, alternative strategies, any lessons learned, replicability and recommendations for the future strategy of the programme as it proceeds to the final part.

The MTE focuses on the relevance, efficiency, effectiveness and sustainability of the CP & APs and draws critical conclusions and recommendations.

## **3.0. EVALUATION APPROACH AND METHODOLOGY**

This section outlines the methodology of the MTE. Given the need to discuss findings and implications, this MTE report purposely avoids dealing heavily on methodological procedures and processes.

As can be discerned from the IPEC approach, the MTE is futuristic in that it focuses more on solutions than problems. Being an Independent Evaluation, the Evaluator approached the MTE from a framework of interacting with different stakeholders on the basis of which insights on the CP Malawi were unearthed and used to draw useful conclusions and recommendations.

Specifically, and as per the TOR, the methodology adopted entailed:

1. Review of secondary sources from DED and the CP Malawi.
2. In-depth discussions and interviews with the CP Malawi staff using the **standard evaluation instruments**, government officers at headquarters in Lilongwe and in the districts covered by the programme, stakeholders such as UNICEF and UNDP, the supported APs and their partners such as district officers of line ministries in DCLCs, local opinion and other leaders. The standard evaluation instruments appear as Annex II. The schedule of the field visits showing timings and coverage forms Annex III of this MTE report.
3. Interviews with beneficiaries, e.g. parents of the supported children.
4. Interactions with the supported children.
5. Direct observation of project components.
6. A stakeholder forum which consolidated the preliminary findings and recommendations.

A list of all the stakeholders contacted during the MTE is provided as Annex IV.

#### **4.0. THE CONTEXT OF ELIMINATION OF CHILD LABOUR IN MALAWI**

This section presents the conceptual framework of the MTE in form of analysis of the links between CP Malawi and the situation of child labour in Malawi, the legal and legislative context, prevailing interventions and the specific initiatives of IPEC. The conceptual framework is critically important for showing the journey through which the fight against child labour in Malawi has progressed and the forces that CP Malawi has had and will have to contend with as the project draws to its conclusion.

##### **4.1. Situation of child labour in Malawi**

Malawi is one of Sub-Saharan Africa's most densely populated countries. Lilongwe, Malawi's capital since 1971 has a population which exceeds 400,000. All government ministries and the Parliament are located in the capital. The country has an orphan population of 950,000 of whom 57 per cent is due to HIV and AIDS<sup>2</sup>. Child labour is one of the broadly cited effects of orphaning and it further accentuates the problems of child abuse and exploitation.

Although real GDP increased by an estimated 3.9% in 2004, from 4.3% in 2003 and 2.4% in 2002, poverty is quite evidenced by the low per capita income estimated at US\$ 596, the low Human Development Index (HDI) of 0.430<sup>3</sup> as well as intermittent droughts and famine. Child mortality stands at 103/1000 and children are affected by problems of malnutrition and high morbidity/disease incidence.

A number of studies done between 2000 and 2003 present child labour as a “national problem”.<sup>4</sup> According to the latest official Government of Malawi (GM) report on child labour<sup>5</sup>, CL is recognized as rampant especially in the agricultural sector and mainly in tobacco farms in the North and Central Regions. Although official GM reports appear to somehow downplay the extent of this phenomenon, it is intimated by informants that child labour is rampant both in commercial agriculture and subsistence farming and herding. Other forms of child labour that exist in the country include domestic child labour, herding, and child labour in the informal sector, commercial sex exploitation and child trafficking. Child labour especially in the domestic, urban informal sector, commercial sex exploitation of children and child trafficking are particularly underestimated, unreported and largely un-addressed.

The Child Labour Report revealed that there were about 3.8 million children in the 5-17 year age range in Malawi, representing 34% of the country's population. Out of these, 2.7 million attended school representing 72% of the 5-17 year age range. The study further observed that 3.2 million children worked within their family's houses and outside their homes in economic and non-economic activities some twelve months prior to the survey. This was about 80% of those in the 5-17 year age range. Furthermore, 1.5 million children or 38% in the same age range were economically active during the same period, and some 1.1 million or 29% were economically active a week prior to the survey. In summary, the study estimated that there were 1.4 million children engaged in child labour, representing 37% of the 5-17 age group and 47% of the working children. Although there are no exact

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<sup>2</sup> See for example Malawi UNCRC Report, 2006 and World Vision International (2007) Child Protection Assessment in the context of HIV & AIDS: An assessment conducted in Eastern & Southern Africa..

<sup>3</sup> UNDP (2005) Malawi Human Development Report *Reversing HIV/AIDS in Malawi*

<sup>4</sup> An elaborate summary appears in ECAM, 2005, *Child Labour in Commercial Agriculture: The Case of Malawi's Tea Industry*. Blantyre: ECAM.

<sup>5</sup> Malawi Government (2004) Malawi Child Labour 2004 Report. National Statistical Office, Ministry of Labour & Vocational Training & ILO.

figures, the number would be bigger were it to include children under 5 years and those over 17 years both of which are covered by the Malawi Constitution as ages of children<sup>6</sup>.

As a testimony to the ignored sub-sectors, the Malawi Demographic and Health Survey (MDHS)<sup>7</sup> conducted by the National Statistical Office (NSO) in 2000 showed that domestic child labour is quite substantial with families and relatives particularly employing children of 5-14 years in family enterprises and farms without pay<sup>8</sup>.

Borrowing heavily from ILO Convention 138, the Child Labour Report 2004 defined as child labour any economic or non-economic activity that was detrimental to the health, safety and education of a child or is likely to cause harm to the morals and would affect the normal development of the child. This definition is based on the operational definition of child labour in most official documents in Malawi, which is:

*Any activity that employs a child less than the age of 14 years [or] any activity that exploits a child, prevents a child from attending school, [and] negatively impacts on the health, social, cultural, psychological, moral, religious and related dimensions of the child's upbringing. The temporal aspects of child labour include working seven or more hours per week. Other forms of child labour include pornography and child prostitution, and other worst forms of hazardous work.*

Child labour is explained by such factors as poverty, ignorance, ease of child exploitation and orphaning due partly to the HIV pandemic. The GM report acknowledges that there is no specific law and policy on child labour but proceeds to recommend the need for such legislation. This is in-line with the objectives of the CP Malawi and is indeed one of the major struggles identified as dominating the operational landscape within the Child Labour Division of the Ministry of Labour. As will be noted later, action on child labour legislation as in other sector wide policies on children has been quite slow due probably to low prioritization of the children agenda in the country.

As data on child labour in Malawi is being understood, it is important to note the existence of low data gathering, analysis and management capacity within the GM. Box 1 shows some of the officially acknowledged issues.

### **Box 1: Key challenges in data collection in Malawi**

- Lack of capacity by some sectors at district level to utilize and interpret data on children.
- In some cases sectors update the data bank without necessarily undertaking enough research on what is precisely being implemented on the ground.
- Lack of participation by some sectors at district level in updating the data bank
- Some District Assemblies and Malawi Human Rights Commission do not have the human resources to facilitate effective coordination of programmes.
- Data collection is also difficult at district level due to lack of data collection tools.
- Inconsistent indicators developed by the various sectors dealing with children also affect the reliability of data collected.

*Source: UNCRC (2006:36)*

<sup>6</sup> The Malawi Constitution puts the age of a child at 16 year for the enjoyment of child rights but children aged 15-18 years deserve parental/guardian consent for marriages.

<sup>7</sup> Malawi Government, National Statistical Office (NSO), 2000, *Malawi Demographic and Health Survey*. Zomba: NSO.

<sup>8</sup> See also Chirwa, W.C, 2006 *Child Labour in Urban Areas of Malawi: A Rapid Assessment* ILO-IPEC Malawi

## 4.2. Legal and legislative environment

Malawi has ratified ILO Conventions 138 (Minimum Age) and 182 (Worst Forms of Child Labour) as evidenced by the Malawi Constitution as well as the Employment Act 2000 (sections 21-24). The latter has indeed largely outlawed WFCL or hazardous work.

Although different sources, including the Child Labour Report 2004 acknowledges the absence of a specific legislation on child labour, there are various identifiable instruments and processes guiding the fight against child labour in Malawi including, *inter alia*:

### Legislative instruments

- Malawi Constitution.
- The recently launched Malawi Growth and Development Strategy (GMDS, 2006/7-2010/11) under the theme of “social protection”.
- Employment Act (2000), which responds to ILO Convention 182 on WFCL.
- Children and Young Persons Act, currently under review.
- Wills and Inheritance Act, also under review.
- Adoption Act.
- Pending Bills with either Malawi Law Commission or Parliament, e.g. Gender Equality Bill, Deceased Estates (Wills, Inheritance and Protection) Bill, Marriage, Divorce and Family Relations Bill, Drug Trafficking Act, Education Act, National Registration Bill, Child (Care, Protection and Justice) Bill, among others. The latter is especially very useful in accelerating elimination of child labour as it consolidates all issues involved in enhancing implementation of the UNCRC thus improving child protection from child labour and other forms of abuses.

### Policy tools

- National Plan of Action (NPA) for OVCs, which has a National Steering Committee, a Technical Working Group and technical networks on Child Labour, Child Trafficking and Street Children. IPEC sits in the child labour network, which is hosted by MoL (Child labour Unit).
- National Youth Policy.
- National HIV/AIDS Policy and the National AIDS Commission.
- Education Policy.
- Early Childhood Development (ECD) Policy.
- UNCRC reporting, e.g. Malawi UNCRC 2006.

### Specific policy responses

- Free Primary Education (FPE) that assures all children of primary education.
- Incorporation of Life Skills in primary schools (classes 5, 6 and 8).
- School feeding programs.
- Guidelines for institutions of OVC care.
- Guidelines for education support to OVCs
- Malawi Police handle cases of child abuse in the Victim Support Unit.
- National Registration process which has begun with support from UNICEF.
- GM has in 2007/2008 financial year allocated Malawi Kwacha (MK)18 Million to the quasi-formal Child Labour Unit, which is sign of increasing GM commitment to the elimination of child labour.

Given the increasing publicity of child labour incidences from print and electronic media who continue to highlight negative aspects of the phenomenon and its high and invisible prevalence, key GM personalities including the President and the new Lady Minister for Labour, are increasingly mentioning the need for elimination of child labour in their respective speeches.

CP Malawi is aiming at influencing the foregoing legal and legislative environment as well as the related cultural context, which obviously has a direct link to child labour. So far, the MoL has not substantively taken advantage of CP Malawi to influence the legal and policy environment. However, this will reportedly be achieved through IEC (Information, Education and Communication) as well as direct mobilization and sensitization of GM administration and other key gatekeepers towards policy harmonization and formulation. The processes are continuing and it is hoped that positive changes in the desired direction will be realized. The MTE will make substantive comments on the emerging and/or expected results at a later section.

### 4.3. Interventions to eliminate child labour in Malawi

Interventions towards the elimination of child labour are quite nascent in Malawi compared with other countries. Three broad types of interventions can be discerned as follows:

- a) Various studies, e.g. different academic studies dating as early as 1993 (Chirwa, 1993 & 1994, Phoso, 1995 and Manyozo, 2003<sup>9</sup>), the Child Labour Survey of 2002 by the National Statistical Office and another study of 2003 on *Children in Commercial Sexual Exploitation and Street Kids* in selected towns, Centre for Social Research's (CSR at the University of Malawi) baseline study on child labour in Malawi with support from ILO/IPEC in 2003, *The Smoking Business, Tobacco Tenants in Malawi* (CRS, 000), and a 2004/5 study by the Employers' Consultative Association of Malawi (ECAM) funded by ILO on *Baseline Study Of Child Labour In The Tea Estates Of Thyolo And Mulanje Districts*. The National Statistical Office (NSO) has further done generic studies touching on child labour, e.g. the *Situation Analysis of Poverty* (1993), the *Integrated Household Survey* (1998), and the *Demographic and Health Survey* (2000). These studies have added to the knowledge base on child labour and continue to influence the work of the CP Malawi. The extent to which the studies are known by actors in the elimination of child labour process is another matter altogether.
- b) Policy and legislative interventions. These have been covered in the previous sub-section and it is clear that Malawi is home to numerous child labour policy<sup>10</sup> initiatives calling for harmonization and consolidation as well as enforcement. CP Malawi is indeed meant to contribute to these processes. While the MoL through its Child Labour Unit coordinates work on child labour, different policy aspects are scattered across the other ministries. However, the MoL is expected to work within the overall sector wide approach as spelt out in the NPA for OVCs.
- c) Different direct interventions under ILO-IPEC as discussed below, UNICEF/MoL's work on training community child protection workers to deal with child labour as part of a larger OVC problem, UNICEF's work with MoL on Code of Conduct on Child Labour, ECLT's project (on schools and education, water and sanitation, and food security and agro-forestry) as part of corporate social responsibility, ECAM's work of sensitizing employers on child labour, various NGOs such as Plan Malawi, Action Aid Malawi and World Vision Malawi sensitizing and lobbying to influence elimination of child labour and numerous community committees undertaking sensitization and *ad hoc* rescues.

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<sup>9</sup> See a complete review in Chirwa, W.C. (2004), *Working out of Poverty: Employment and Poverty Reduction in Malawi*. GOM/ILO; in FAFO and CSR, 2000, *the Smoking Business, Tobacco Tenants in Malawi*. FAFO: OSLO. See also F. Phoso, 1995, *Child Labour In Domestic Service And The Tea Estates: Case Of Blantyre And Thyolo Districts*, Masters' Degree Thesis, Department of Sociology, Chancellor College. See also P.L. Manyozo, 2003, *Forgotten Cornerstones: Child Labour On The Thyolo Tea Estates*, video documentary study funded by UNICEF.

<sup>10</sup> Prodoc (2005) Country Programme to Combat Child Labour in Malawi

The foregoing efforts remain largely uncoordinated, project-based and basically ill-planned in terms of focus on specific impacts bearing on the elimination of child labour. Most Malawians are still ignorant and un-responsive to child labour relate abuses. The legislation has hardly improved.

Accordingly, CP Malawi came in timely as a programme to give the MoL a firmer control of the child labour interventions. But the question remains whether or not the MoL has been ready to take up this challenge. At moment, although the MoL leadership and technical staff indicates willingness and readiness, the ministry's operations as pointed out at section 5.4 attest otherwise and CP Malawi is struggling with this challenge and process of getting the parent ministry to own the child labour programme.

One of the ways in which coordination of efforts for the elimination of child labour in the country can be enhanced would be through regular, concerted and proactive collaborative networking meetings convened under the auspices of the MoL. This is later provided as a key recommendation.

#### **4.4. ILO-IPEC interventions in Malawi**

IPEC started working with Malawi in 2000 with the Commercial Agriculture (Comagri) project that run between 2000 and 2005. Malawi was covered under Comagri together with Kenya, Tanzania, Zambia and Uganda.

Comagri was implemented in the four districts of Mchinji, Kasungu, Mzimba and Mangochi, as well as the city of Lilongwe. This first IPEC project in Malawi saw the formation of structures, including District Child Labour Committees (DCLCs) and Community Child Labour Committees (CCLCs), the Child Labour Unit in the Ministry of Labour and a National Steering Committee, among other strides such as specific prevention projects at the district level. The NSC is reported to have adopted a more sector-wide approach within the NPA for OVC. It is however notable that this NSC rarely meets compared with other structures within the NPA, i.e. Technical Working Groups and the Networks.

The project is reported in IPEC circles and within Malawi as a success particularly due to the able implementation by the MoL (Child Labour Unit) and the Social Welfare Offices (Ministry of Women and Child Development), Ministry of Labour and Ministry of Education within the covered districts. Civil society organizations (CSOs) reportedly performed poorly under Comagri.

Comagri successes saw the development of a Country Programme from a *Decent Work* approach that is central to ILO's operations. The CP Malawi is the subject of this MTE and has added three districts to her portfolio, i.e. Thyolo, Mulanje and Phalombe.

The purpose of the CP Malawi was to build on the successes of Comagri including the districts and actors/implementing agencies (IAs). The programme was indeed expected to create the ground for a time-bound programme (TBP), which is designed to run within a defined period of time targeted at specified sectors that employ children and is expected to reduce child labour with a specified percentage. TBPs require ownership and steering capability by the government, hence the high specification of upstream work in the design of CP Malawi. As noted later in this MTE report, there are doubts regarding whether this readiness for a TBP can at the moment be predicted and expected. Specific conditions on ownership of the CP Malawi by the MoL are thus proposed in this MTE report as prerequisites for IPEC before supporting a TBP in Malawi.

### **5.0. EVALUATION FINDINGS**

This section is a presentation of the MTE findings in-line with the questions raised in the TOR. Although the findings are presented alongside very specific action points so as not to lose sight of the

connections between findings and required follow up, the tangible and concrete recommendations are presented in the section at the end.

## **5.1. Overall findings**

The overall finding of the MTE is that CP Malawi was very slow in picking up the pieces and facilitating a coherent country effort for the elimination of child labour. This slow speed is explained by context factors outside the control of the CP Malawi, e.g. perceptions and expectations within the GM on CP Malawi, educational infrastructure difficulties within the target districts and overall political will to implement a Child Labour project. However, the CP Malawi has had the capacity to influence some of these factors through the project strategy but concentrated heavily on getting the upstream APs ready and started. The project will need support from IPEC Geneva and the ILO Area Office in Lusaka particularly with regard to influencing perceptions of what the project can fund within GM and what it cannot. Obviously effective communication is needed between the project and the two office.

In the following sub-sections, the MTE discusses specific aspects of CP Malawi highlighting the forces behind success or the lack of it and providing specific action points.

## **5.2. Programme design**

CP Malawi was designed using the SPIF (Strategic Programme Impact Framework), which focuses on responding to strategic issues in the elimination of child labour and enables a consultative process with key stakeholders in the country. SPIF went on very well especially with support from the CTA, who had been the Consultant for Malawi Country Programme Preparation Phase as well as the mentoring support from the Desk Officer in IPEC Geneva.

Although different stakeholders agree that the planning and design of CP Malawi was perfect, the Evaluator notes that this marked the beginning of the challenges of the project. Given the funding relation of IPEC with GM at the time of Comagri as well as the macro-environment of donor dependency, two challenges arose right from the onset of CP Malawi:

1. The wrong perception within Malawi that activities implemented by the GM would continuously be funded by ILO-IPEC. There are indications from nuances and anecdotal evidence that GM, like many other governments in Africa, feels she has no resources (funds) to address the problem of child labour. For the labour movement, this was viewed as a right since GM and the nation are members of the United Nations family. The movement has indeed consistently demanded a lion share of the CP Malawi resources/budget. Policy clarifications on the type of funding that can go to government later emanating from the programme financier (USDOL) have proved difficult for the CTA to communicate to both the GM and the labour movement (Malawi Congress of Trade Unions, MCTU). Although the communication was ably given by IPEC Geneva as well as CP Malawi, both the MoL and MCTU has “refused to understand”. According to the Evaluator the style in which this communication was done could have been better, e.g. consultations in Geneva by MoL officers indicate that it would have been more productive were IPEC staff to come to Malawi and communicate this to the stakeholders since it was a major policy shift and the nature of most African societies is for stakeholders to “believe” and trust the higher authorities as opposed to the immediate ones.
2. The consultation created the wrong impression that CP Malawi would be an ILO-IPEC project and not a GM project. This is obviously explained by the broader context of high expectations from donors and the subsequent dependency on donor funding for activities to be implemented. Coupled with the problem of not directly funding the GM (MoL) following the 2006 USDOL policy shift, the result has been a situation where CP Malawi is wrongly perceived as the implementer and the MoL has basically adopted a “hands-

free” stance of “wait and see”. This appears to have frustrated the CP Malawi team especially when the situation is compounded with certain unresolved issues from the Comagri experience.

Given the foregoing, the options for the CP Malawi team of the CTA, NPO and FAA has been to first concentrate on downstream action, which has to perform so as to deliver the project targets and then later concentrate on upstream action. Indeed all the downstream action programmes (APs) are also designed to handle upstream sub-components.

As mentioned earlier, there are two major components of the CP Malawi: upstream and downstream.

#### Strategic Component A (Upstream):

**Immediate Objective 1:** By the end of the project, the national legislation will be harmonized in view of the child labour conventions

**Immediate Objective 2:** By the end of the project the national capacity for enforcement will have been increased.

**Immediate Objective 3:** By the end of the project cultural values and attitudes in relation to child labour and education will be modified

**Immediate Objective 4:** By the end of the project the policy environment for dealing with child labour issues in the country is improved.

#### Strategic Component B (Downstream):

**Immediate objective 5:** Effective models of interventions for the withdrawal and prevention of boys and girls engaged in child labour in the agricultural sector and child domestic labour will have been developed and documented.

The Evaluator found that the high priority given to the upstream, as evidenced by the four objectives out of only one for downstream, is largely due to the need to prepare Malawi for a TBP as well as facilitate a conducive national environment for the elimination of child labour.

Based on these objectives, a total of seven (7) APs are:

- (i) Malawi Human Rights Youth Network (MHRYN) - Began in Feb. 2007,
- (ii) Target National Relief and Development (TANARD) – Feb. 2007,
- (iii) Active Youth Initiative for Social Enhancement (AYISE) I (demand side) – Feb. 2007,
- (iv) EveryChild – April 2007,
- (v) AYISE II (supply side) – June 2007,
- (vi) Teachers Union of Malawi (TUM) – June 2007, and
- (vii) Employers’ Consultative Association of Malawi (ECAM) – June 2007.

The first five APs address Component B of the CP while the last two focus on Component A. However, the downstream APs all have sub-components of upstream especially with regard to the mobilization and sensitization for influencing local perceptions and actions bearing on child labour as well as legislative change where possible.

It is thus clear that the CP focused on first designing programs for downstream as they take time to effectively deliver.

The APs are few but they carry sizeable portfolios and targets as shown in Table 1 below. This is strategic for CP Malawi given the time lost. The APs also constitute a manageable number for monitoring by the CP Malawi team.



**Table 1: Portfolios against targets of the CP Malawi APs**

<b>Implementing Agency</b>	<b>Amount committed (US\$)</b>	<b>Target (withdrawal)</b>	<b>Target (prevention)</b>
MHRYN	94,831.78	75 boys, 175 girls	100 boys, 200 boys
EveryChild	87,068.44	200 boys, 150 girls	250 boys, 200 girls
TANARD	187,999.34	550 boys, 450 girls	750 boys, 750 girls
AYISE I (Demand)	86,869.01	175 boys, 175 girls	200 boys, 200 girls
AYISE II (Supply)	120,919.93	50 may be reached	300 boys, 300 girls
TUM	26,589.04	Upstream	Upstream
ECAM	24,992.21	Upstream	Upstream
<b>Total</b>	<b>629,269.79</b>	<b>2,000</b>	<b>3,250</b>

*Source: CP Malawi, 20<sup>th</sup> July 2007*

The 7 APs are spread out in 8 districts of Malawi as follows: Lilongwe, Kasungu, Mchinji, Mzimba, Mangochi, Thyolo, Mulanje & Phalombe. TANARD's AP has been allocated half the targets (i.e. 1,000 withdrawals and 1,500 prevention) and it also covers two districts of Mchinji and Kasungu hence the heavy financial support. The same case applies for AYISE II, which covers three districts of Thyolo, Mulanje and Phalombe, in addition to addressing supply aspects of child labour. The three districts are the major sources of child labourers out-migrating towards the Central and North tobacco farms and urban centres hence CP Malawi has rightly decided to support preventive action, mainly in agriculture and small scale enterprises.

Most of the APs are covering commercial agriculture except MHRYN, which is urban based within Lilongwe and its environs and focuses on domestic child labour and repatriation of victims of child trafficking.

The APs are spread out in the 3 regions of Malawi (North, central and South). This design is coherent in that all the targets have been distributed to the 8 APs and that it gives CP Malawi a national outlook and coverage, which is quite bold given the long distances involved in the scattered design. Besides the two upstream APs, the other six APs are further designed to contribute to the upstream IOs through the IEC strategies of for instance influencing socio-cultural attitudes towards child labour and working with local policy actors.

The timings of the APs are also realistic and emanated from the IAs themselves, in addition to being within the project's time frame.

Table 1 shows that at the time of the MTE, all 8 CP Malawi impact districts have approved action programmes as planned in the design. In addition, CP Malawi project records indicate that a total of 88.7% of the resources on Budget Line (BL) 21 has been approved for APs, which is quite impressive. The challenge, however, is for CP Malawi to monitor implementation to ensure rightful expenditure and quality results.

A critical aspect of design is about the set objectives, outputs and activities as per the CP Malawi Prodoc. In view of the nascent stage of child labour activities at the institutional level in Malawi, the Evaluator finds that the project targets in the Logical Framework (logframe), especially for the upstream, are overloaded. Below are the indicators of ***Strategic Component A: Promotion of an enabling social, political and legislative environment leading to effective action against child labour*** at a glance.

*The national legislation will be harmonized in view of the child labour Conventions, The national capacity for enforcement will have been increased, Cultural values and attitudes in relation to child*

*labour and education will be modified, and The policy environment for dealing with child labour issues in the country is improved,*

Being a project of three years and given the limited preparation in only four districts via Comagri, it appears over-stretching to expect CP Malawi to substantially change the political/policy and socio-cultural landscape with regard to child labour in Malawi. The project seems to have been developed on the premise of success in Comagri in the four districts. But then it comes out with the intention of influencing national legislation yet this depends also on local government issues in the rest of over 20 districts.

Experience from countries such as Kenya, South Africa, Uganda and Mozambique shows that it has taken over ten years, focus on a number of areas and massive investments to record even some modest change.

As the project nears completion, it is imperative to pay closer attention to areas that will maximize impact, e.g. the preparation of an NPA, which should capture plans for achieving the rest of the upstream objective indicators. It could then be possible to state the indicators as two-fold as follows: (1) *the national policy environment is strengthened, and (2) there is a beginning of changes in socio-cultural attitudes towards child labour.*

Regarding the downstream, some of the indicators are also quite loaded, e.g.

*The learning environment in targeted rural and urban areas is improved and made more attractive for boys, girls and families; Quality, useful, marketable and sustainable vocational skills training offered to adolescents in targeted areas; Community based safety nets and mechanisms that support HIV/AIDS affected children and OVCs in general strengthened; Income generation alternatives for adults in agriculture, manufacturing and services, promoted; Child labour monitoring systems created in targeted areas.*

The indicators for the downstream face several problems, which do not appear to have been foreseen at the time of the CP design. CP Malawi was thus biting more than it would chew.

First, improving the learning environment is demanding in terms of resource needs and CP Malawi does not have those resources. This is the function of the Ministry of Education and the local authorities, which have the resources and power. The IAs kept asking if IPEC/CP Malawi could support school infrastructure, e.g. classroom construction, which attests to the fact that they have not yet understood that IPEC's policy is to mobilize public institutions to deliver these infrastructure but not to undertake infrastructural development. It is imperative for CP Malawi to accelerate awareness meetings and campaigns as well as proactively assist APs to link with the Ministry of Education so as to effectively communicate the scope of CP Malawi and also influence attitudes towards child labour and teachers' roles.

Second, establishing linkages with UNICEF and WFP assumes similarity in working areas/districts and priorities. As it has been found elsewhere during the ongoing UN Reform and donor HAC (Harmonization, Alignment and Coordination), most agencies operate in a parallel fashion with tight work plans. It takes substantial time for networking meetings and investment to change attitudes towards working together. CP Malawi could not have afforded this time given that most of project's time prior to the MTE has gone into supporting direct action AP preparation.

Third, having community safety nets in place is a struggle Malawi has been generally undergoing and given the hasty and non-consultative preparation of the NPA for OVCs and the subsequent problems of ownership and implementation, much of the so-called "community safety nets", e.g. the Community Child Protection Workers trained and supported by UNICEF have been least active and donor dependent. OVC is one of the issues requiring community support, e.g. the community workers trained through UNICEF funding were meant to act as a support/safety net for the OVCs. As long as

the GM does not proactively and seriously take up OVC issues by for instance sustaining the activities started by donors such as this OVC support structure, community safety nets will remain a rarity. CP Malawi is encouraged to replicate good practices from HIV and CL Programme as well as using Mainstreaming guidelines and Social Protection Study developed by the IPEC HIV Project.

Fourth, establishing marketable and sustainable vocational skills assumes there is an inventory of appropriate skills, yet a planned business opportunities survey under Comagri was reportedly not done/completed. The APs undertaking vocational skills and income generation, e.g. AYISE II, should be proactively encouraged by the project to undertake rapid surveys.

Fifth, having income generation in “manufacturing” for rural areas sounds difficult given the absence of proper business opportunities inventories for the eight districts. This output further makes assumptions that there are village banks in rural areas as those targeted by the project, which is not the case for Malawi. This became clear during implementation of the project and should lead to some flexibility in the output, e.g. being more modest on what business opportunities can be expected for the target beneficiaries.

In revisiting the design after the MTE, it is prudent for CP Malawi to speed up upstream through links with UNICEF, WFP and MASAF, among other strategic actors. Some of the critical areas of attention in upstream work include the NPA, a Draft National Child Labour Policy, the List of Hazardous Tasks and national campaign on child labour. In addition, the remaining 11% of BL21 should be allocated to these processes since the APs already have sizeable allocations for direct action and indirect upstream work. Effective communication with the MoL leadership will be essential in realizing this goal as well as linkages with the downstream activities bearing on policy, e.g. work with local government actors such as DCLCs, who can play a vital role in the national campaign.

### **5.3. Programme implementation**

In general, CP Malawi has taken off well albeit slowly at the beginning but it is on course as at the time of the MTE.

The beginning of the CP was mobilisation of physical and human resources (NPO & FAA) by the CTA, which took the first quarter and was done successfully

Regarding downstream work, CP Malawi successfully mobilized the potential Implementing Agencies (IAs) for them to buy in to the project and ensure competitiveness in awarding APs. This was achieved through a national CP Malawi launch in Lilongwe and a district launch in Kasungu. The latter had a DCLC that had sustained operations even after Comagri wound up.

For the entire year of 2006 up to February 2007, the preparation of APs took place with technical support from the CTA and her team. The AP preparation process has been painstakingly slow but by June 2007, all 7 APs were approved through the appropriate ILO-IPEC channels and procedures. It therefore took CP Malawi the better part of the programme period to have the APs ready and approved.

All the downstream APs are now implementing their activities well. They know the criteria of identifying beneficiaries and are beginning to document successes and good practices but it is still early to assess this documentation process.

In the meantime, very little of upstream work has been going on since concentration was on downstream set up. The only thing has been initiation of the NPA process with MoL where a Evaluator was recruited to take stock of the situation and provide the ground for the process, the list of hazards was drafted and consultations are going on, and the APs were trained on IEC strategy for them to undertake local mobilization and sensitization so as to influence local level cultural values and attitudes and policy. It is however reported that following the completion of AP preparation, CP

Malawi now has more time to concentrate on the upstream thus creating the potential for accelerating progress in this component.

The explanation for the delays in APs preparation is partly due to a restatement of USDOL policy in July 2006 which was perceived as a policy shift by national stakeholders regarding justification for direct financing to government. At this time, CP Malawi already had draft APs from the previous Comagri implementers such as Social Welfare Offices in the old and new districts. A perception of the policy shift meant that the CTA and her team had to go back to the drawing board to hold meetings to explain to, and convince, the government officers at MoL headquarters (Child Labour Unit) and within the districts to work with CSOs, in addition to mobilizing appropriate CSOs to take up the challenge of developing APs.

The Evaluator understands that the process could have been accelerated had there been more support from IPEC Geneva and the ILO AO in Lusaka. The impression is that CP Malawi appears to have been given inadequate support, mainly but as per procedures on email and telephone. The latter, although undertaken with convincing rationale, do not effective substitutes for direct face to face exchange through which CP Malawi's situation could have been better appreciated and the team on the ground more productively supported. On the other hand, there are reports that IPEC Geneva and the ILO AO in Lusaka feel they were not adequately informed of the progress and accordingly requested for assistance.

The ultimate finding is that effective communication for enhancing programme management has been weak and requires improvement if CP Malawi is to achieve its targets. Even if the CTA is ideally independent, a high-rank IPEC staff, experienced and capable, she and her team can do with better guidance from Lusaka and Geneva. Obviously the CP Malawi project should be proactive in notifying Geneva and Lusaka of any requests. On the other hand, Geneva and Lusaka should provide positive feedback on a continuous basis so as to encourage the project to communicate constantly.

#### **5.4. Key achievements of CP Malawi**

Based on interim figures from CP Malawi<sup>11</sup>, the downstream sub-component has achieved the following:

- (i) A total of 873 children withdrawn out of 2,000 targeted.
- (ii) A total of 958 children prevented out of 3,000 targeted.
- (iii) 50 children supported with vocational training and 64 repatriated to their origins
- (iv) Income Generation Activities (IGAs) are yet to begin since this is a later activity but some IAs have innovative IGAs on their own

According to the Evaluator, the delivery of the targets has started flowing in earnest since all the APs have been approved and are being implemented. There is then the question of whether the quality of services going to the children will be affected by this delay. In the considered opinion of the Evaluator, what will affect the quality of withdrawal, for instance is not the delay or the time the children return to school or the vocational training centres but the infrastructure and services offered. CP Malawi has limited control over these factors, but the team can keep on urging the IAs to mobilize GM and local authorities for infrastructural support to the schools and the vocational training centres as well as supporting teachers to accept and integrate the withdrawn children. The latter is already planned under the AP with TUM. Other efforts would involve CP Malawi linking up with the World Bank-supported Education programme, taking place with the MOE. CP Malawi has been encouraged to establish these linkages with relevant actors.

Table 2 shows the specific achievements for the downstream per each IA and the overall.

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<sup>11</sup> These figures will be confirmed in the September 2007 TPR.

**Table 2: Downstream achievements for the CP Malawi APs**

Implementing Agency	Withdrawal	Prevention	School	IGAs	Vocational training	Repatriation
MHRYN	181	120	120	0	50	55
EveryChild	n.a	n.a	n.a	n.a	n.a	n.a
TANARD	477	523	420	0	0	9
AYISE I	215	315	215	0	0	-
AYISE II	-	n.a	n.a	n.a	n.a	n.a
TUM	Upstream					
ECAM	Upstream					
<b>Total</b>	<b>873</b>	<b>958</b>	<b>755</b>	<b>n.a</b>	<b>50</b>	<b>64</b>

Source: CP Malawi, 20<sup>th</sup> July 2007

(n.a.) data not available (-) none

The Evaluator is confident that the project targets of 1,000 withdrawals and 1,500 prevention will on schedule by the September 2007 TPR and that the CP Malawi will at the end of the project duration deliver all the targets. However, it will be later recommended the need to consider a no-cost extension just to be sure and for purposes of having adequate time for report preparation and other winding up activities.

Mobilisation of the local structures for working with the IAs (DCLCs, CCLCs, PTAs, primary schools, Traditional Areas, CBOs & local leaders) has been undertaken and is progress in some areas. Some of these structures were already there following work with Comagri as well as other actors such as UNICEF. The Evaluator observed some activities being undertaken by some of the local structures, e.g. bee-keeping and goat rearing project initiated in Kasungu during Comagri. These projects continue to support withdrawn children and potential child labourers. Another observation was an innovation by the CCLC in Kasungu, where they started a tea shop for improve their revenue base for taking care of children. DCLCs and CCLCs are potential good practices.

The APs have been trained on the technical and financial aspects of IAs management, as well as Direct Beneficiary Monitoring and Reporting (DBMR), hence the reported progress. Data from the CP Malawi shows that there has been further training for magistrates, the Police, and others on enforcement, which is one of the planned activities. More training sessions have been planned as most of the APs enter an accelerated implementation phase. On DBMR, more training and follow up at the district level is needed for the DCLCs to support the IAs in direct service monitoring.

Despite staff capacity squeeze, the CP Malawi staff are doing quarterly monitoring of APs effectively. At the time of the MTE, only one quarterly monitoring had been due and was well undertaken with recording of strengths, areas of growth and action points. Indeed the MTE benefited from the results of this monitoring.

DCLCs have assisted CP Malawi with logistics, e.g. transport and technical support during implementation. In such areas as Kasungu, Thyolo, Mzimba and Lilongwe, the DCLCs have practically been the implementers as exemplified their readiness to support the IAs with vehicles, stationery and ideas at practically no cost. This is interesting since the cooperation is relatively weaker at the MoL headquarters. It was for instance found that accessing monthly progress reports from the DCLCs at the MoL is a challenge, yet those reports are as a matter of procedure submitted regularly and monthly by the District Labour Officers.

Upstream, the CP Malawi & GM have continued to sensitise on CL & WFCL and its dangers. It is reported that areas where this sensitization has taken place record higher awareness levels as opposed to the “green areas”. Although getting specific and tangible data on this alleged impact is difficult, cases were reported of how local residents have at times reported cases of children found engaging in child labour to the authorities and this has been attributed to knowledge and awareness acquired as a result of sensitization on child labour.

Change in policy of how funds can go to governments, reportedly demotivated the MoL mainly because the ministry had already developed an AP and felt disappointed to abandon the proposal. Despite this international policy angle, there appears to be internal lack of effective commitment on child labour within the MoL and ineffective communication of donor policy by CP Malawi and within the ranks in the GM. During the June 2007 International Labour Conference in Geneva, a recent meeting between the Malawi MoL and ILO-IPEC, minutes of which were availed to the Evaluator, tried to explain the donor policy and action areas were agreed but there is no evidence of follow up on the part of the MoL. However, interactions with the MoL during the MTE revealed that the process of working on the upstream issues is slowly resuming with the leadership (Permanent Secretary and Labour Commissioner) promising accelerated implementation with CP Malawi.

Despite all this, and as mentioned earlier, the GM addresses CL in the GMDS (2006/7-2010/11) under the theme of “social protection”, the Employment Act (2000), the NPA for OVCs (it has a Child Labour Network and another one on Child Trafficking), National Youth Policy, FPE, Life Skills in schools, school feeding programs, etc.

GM has indeed for the first time allocated MK18 Million (US\$128,571) in the 2007/8 budget to the Child Labour Unit, which is a sign of emerging commitment from the government. It will however be challenging how these funds are spent given the political dilemma currently taking place in Malawi where the budget had not been debated and approved by Parliament due to political squabbles between the GM and the Opposition.

Further achievements in the upstream appear to be promising since the CTA is now able to concentrate on mobilizing the MoL leadership and the Child Labour Unit technical officers towards the NPA, finalization of the list of hazards and possibly a Draft National Policy on Child Labour. UNICEF, which has more resources and goodwill at the MoL was at the MTE discussing with IPEC possibilities of jump-starting these issues of upstream work together within the stakeholder-driven **Stop Child Abuse Campaign**<sup>12</sup>.

The Child Labour Network (MoL as the secretariat), which is a structure within the Ministry of Social Welfare under the NPA for OVCs, has also been undertaking her activities as per a work plan that identifies the NPA, list of hazards and a Child Labour Policy as its priority. This is an opportunity for CP Malawi to accelerate performance through enhanced coordination with other actors in the Network, e.g. UNICEF and like-minded development partners. Given the acceptance of the NPA for OVCs, working from the Network could facilitate an entry point for CP Malawi to become a GM-owned delivery mechanism and process.

## 5.5. Relevance

Relevance refers to the extent to which an intervention addresses priorities and needs of a given population or locality.

As mentioned in the section on the context, which forms the conceptual framework of this report, CP Malawi is operating in an environment of rampant child labour incidences in virtually all sectors. The factors behind this situation include poverty, ignorance, poor policy regime (enactment and enforcement), cultural lag hence certain values and attitudes tend to render credence to child labour, and low capacity to address child labour issues.

According to the project document, the design of CP Malawi took into account these factors and hence concentrated heavily on the upstream. Indeed the field visits and observations confirmed that the intervention is relevant but also extremely necessary, urgent and timely.

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<sup>12</sup> This campaign includes a massive production of already designed messages on different aspects of child abuse, including child labour. IPEC was at the time of the MTE invited to the campaign.

Besides the reported rampant nature of child labour as indicated in the literature review earlier on in this report, the Evaluator observed many children vending foodstuffs and other goods, carrying such heavy loads as water containers, going to school only half-day thereby creating room for part time child labour, among other issues.

## 5.6. Efficiency

Efficiency is the extent to which an intervention's costs are justified given the outputs. It is therefore an input-output assessment. It establishes whether an intervention is wasteful.

CP is by no means wasteful. Although there have been delays in processing APs as well as upstream work, the programme has been running with reasonable costs. A budget of US\$2,100,000 matched against a target of 2,000 withdrawals and 3,000 prevention as well as upstream action with all the possible multiplier effects is indeed modest and quite justifiable. The quality of withdrawal/prevention, which this report cannot substantially comment on since the APs were still new at the time of the MTE, will be a better measure of efficiency.

In addition, much of implementation has been taking place using established structures of the GM and CSOs, e.g. DCLCs, Traditional Authorities, teachers, programme staff, etc. These officers have serviced the CP Malawi programme at virtually no cost. Government vehicles are actually fueled without support to wear and tear. Yet the project had reportedly not negotiated for GM contributions at the AP level.

Financial absorption is another possible measure of efficiency. CP Malawi has managed substantial funds absorption and commitment as shown in Table 3.

**Table 4: Financial absorption for CP Malawi**

Budget item	Percentage Absorbed
Sub-contracting (7 APs)	88.7
Office equipment	75.9
Training	57.7
Office rent	52.6
Operation & Maintenance	51.5
Sundries	45.9
Office travel	35.2
Security	11.8
Publications	0

*Source: CP Malawi, 20<sup>th</sup> July 2007*

The low expenditures on security is explained by the secure office block hence minimal costs. Office travel is also only picking up with more accelerated follow up. Publications are yet to be produced as they are much more needed during the forthcoming half of the project.

UNDP Lilongwe Office and the ILO Area Office in Lusaka process funds for CP Malawi operations. Efficiency has reportedly been hampered by delays occasioned by bureaucratic red tape at UNDP. Processing of requests take very long and the procedures appear not well understood by CP Malawi. From interactions with other stakeholders who have also dealt with UNDP, it seems that UNDP is handling a lot of business with limited staffing, in addition to failure to be clear on requirements for specific processes. On financial transactions, support from Lusaka is, however, reported as fantastic.

The problems with UNDP have at times caused substantial inconvenience to IAs and CP Malawi and it is imperative for the CTA to enhance mutual understanding with UNDP for faster processing of request. The Evaluator understands that this communication on finances is undergoing review with a

planned sensitization of the CP Malawi team by UNDP but the orientation has taken rather long and it is not getting faster. The option now is for the CP Malawi to seek assistance from UNDP through the ILO AO in Lusaka.

In the meantime, it is imperative for ILO AO to explore the possibility for an imprest accounting system for Malawi. Even if there is financial and administration decentralization within ILO/IPEC, consultations on this issue need to be initiated by the AO with IPEC Geneva.

### **5.7. Effectiveness**

Effectiveness is the estimation of the extent to which a project/programme's objectives are being achieved. As mentioned earlier, the objectives of CP Malawi are ambitious given the stage of child labour work in the country as well as the short time to implement as well as context factors such as school infrastructure.

At the moment the Evaluator is hesitant to comment on effectiveness since the APs have only begun. However, there are serious indicative challenges to the achievement of the objectives.

Direct Beneficiary Monitoring and Reporting (DBMR) has for instance just began being implemented hence one cannot for sure ascertain the quality of withdraws cited in the statistics since the data bases are only being set up. Further, substantial on spot checks could not have been undertaken during the short time of the MTE.

Quality of withdrawal and prevention as a key measure of effectiveness beyond the project targets is further likely to be affected by such external factors as school infrastructure and staffing, food security, sustainability of the CP Malawi support, quality and diversity of vocational skills and IGAs, among other forces. High quality withdrawal is for instance in doubt in a school with 5,000 pupils and 83 teachers and classrooms that only cater for ¼ of the pupils!

All said and done, the IAs are capable of delivering the targets with quality, hence the effectiveness at the downstream will be realized. Regarding upstream, effectiveness depends heavily on the how the links with Tripartite (MoL, ECAM and MCTU) is revamped with more positive outlook. CP Malawi will have to undertake intensive and strategic mobilization to achieve the four Immediate Objectives of the upstream

### **5.8. Synergies**

Synergies with other HIV projects have been realized in two of the APs (AYISE I & II as well as Every Child, where they have direct links to HIV issues. At AYISE, part of the IA's strategic focus is on HIV/AIDS and they indicate intention to synergize the AP internally. Every Child is working with Tipone HIV/AIDS CBO, which does Voluntary Counseling and Testing (VCT), Home Based Care (HBC) and orphan care and sits within the CCLC. Tipone has an impressive resource center.

CP Malawi intends to generally link the APs to the two ILO HIV projects in Malawi (Work Place & Transport). These links need to be seen beyond training to also infuse HIV issues and agenda in the elimination of child labour.

Among the APs, CP Malawi has attempted to link the IAs during preparatory and subsequent trainings but there is need for more deliberate linkages and synergies. ECAM tried this sort of planned collaboration around the MTE by inviting AYISE into their activities and it worked out quite well. Such initiatives need strengthening.

CP Malawi has also been planning to have synergies with other actors within the children sector but this has not been undertaken yet since focus was first on AP preparation. CP Malawi needs to



proactively work with the MoL and IAs/APs on establishing and/or maximizing existing linkages with other sectoral actors, including those working with UNICEF.

## 5.9. Sustainability

Sustainability is the extent to which an initiative (project or programme) and/or its impacts are able to continue into the future especially after donor funding. The status of an implementing agency as well as its endowment with human, financial and physical/material resources can be central mechanisms of measuring sustainability particularly when a project is just beginning.

CP Malawi, through the APs, has potential for medium-high sustainability potential since the IAs generally have strong human, financial and material resources bases and have been working on related issues in the past (Table 4). Indeed the MoL and MCTU concede that the CP is well underway but the evidence on what information supports their positive outlook is not clear.

**Table 4: Sustainability potential**

Implementing Agency	Sustainability potential
MHRYN	High
Every Child	High
TANARD	Medium
AYISE I	High
AYISE II	High
TUM	Low
ECAM	High
<b>Total</b>	<b>Medium</b>

*Source: CP Malawi, 20<sup>th</sup> July 2007*

High sustainability is explained by the use of existing structures such as DCLCs and CCLCs, investment in education of the children and income generation of the parents, the ability of the APs to mobilize additional resources from other donors, and the increasing awareness regarding the need to support the elimination of child labour. Virtually all the IAs have huge resource portfolios beyond the CP Malawi support.

At the institutional levels, the IAs are quite established with capable structures and personnel.

Regarding gender, there are factors such as boy preference in education which force girls to go to domestic and other forms of child labour, early and forced marriages for girls that disadvantages them with regard to schooling, negative cultural attitudes relating to the upbringing of girls, among others. The CP Malawi is challenged in addressing these gender issues.

Institutionally, two of the APs are headed by female personnel. This may have a positive outcome in the form of role modeling for girls but also having staff leaders who positively look at the specific problems facing girls.

Gender is further ensured in the issues handled (child labour in female-headed homes, focus on issues of boys and girls in domestic child labour, etc.) and in the disaggregation of the number of children reached within the DBMR.

Despite these aspects, it is still a challenge to be more deliberate on handling gender issues in child labour especially in terms of being responsive to strategic gender needs throughout the project cycle.

## **6.0. POTENTIAL GOOD PRACTICES AND MODELS FOR REPLICATION**

At this time of the MTE, the following six aspects can be identified as the potential good practices and models for replication:

### **6.1 Good practices at the CP Malawi level**

1. The decision for CP Malawi to have few and focused APs so as to concentrate support. This enables the project to concentrate on monitoring the APs during implementation and also manage with the modest project human resources.
2. The focus on supply side of child labour. The districts covered under AP AYISE II are the supply areas for tobacco plantations in the Central and Northern Regions. Addressing labour supply has potential of reducing child trafficking in the course of labour migration.

### **6.2. Good practices at the IAs level**

3. Incorporation of DCLCs in the planning, implementation, monitoring and evaluation of the APs. These are structures for entrenching the elimination of child labour in the agenda of the Malawi local structures and successes are already forthcoming in this regard.
4. The linkages of EveryChild with CBOs so as to have effective reach of the communities and also entrench the fight against child labour. CBOs have stronger local constituencies than district or national agencies hence can be an effective of child labour sensitization and mobilization.
5. Building on existing efforts, e.g. successes of IGAs in Kasungu. Undoubtedly this is likely to enhance continuity and sustainability since existing efforts have most likely survived certain challenges and are hence able to forge the future relatively more easily than new initiatives.
6. The plans by IAs to bridge between upstream and downstream at the grassroots, e.g. through their participation in IEC. Although this is hardly implemented as only IEC strategies have been developed, it has potential in that IEC is a strong information management and dissemination mechanism with the possible influence on socio-cultural and even legal dimensions of child labour.

## **7.0. CRITICAL LESSONS LEARNT**

The CP Malawi has learnt the following five critical lessons:

1. Given the challenges of working with the MoL and MCTU and the subsequent difficulties in getting things moving, CP Malawi has appreciated the inevitability of working with the tripartite if the war against child labour is to be won.
2. In view of the need to share experiences, maximize project impact and avoid duplication and confusion at the target districts, the need for planned synergies within APs has been realized and will be planned for in the second half of the project.
3. Given the difficulties of effective communication and its subsequent impact on the project's progress, the importance of frequent and effective communication with all stakeholders within a project at all levels are now clearer.
4. The experience with the MoL especially the limited cooperation reveals that in the course of efforts towards the elimination of child labour, failure or delays in mobilizing government as a key stakeholder can lead to failure of a project in totality.
5. Given the ability of the IAs to raise supplementary funding from elsewhere as well as develop synergies with other actors such as Ministry of Education, local government and donors, APs have learnt that they can still undertake mobilization work, e.g. for school infrastructure, as they perform their mainstream tasks.

## 8.0. IDENTIFIABLE CHALLENGES

From the evaluation analysis, several challenges can be identified as follows:

1. Despite ratifying the UNCRC, ACWRC, MDGs, ILO Conventions 138 and 182, Malawi still has no Child Labour Policy or a coherent child law. Internal commitment towards elimination of child labour is thus still limited.
2. The Child Labour Unit is yet to be gazetted but this is reportedly about to happen.
3. CP Malawi has not been able to have an AP with GM (MoL) due to policy shifts from Geneva/USDOL on direct funding to the state. This has caused suspicions and mistrust on CP Malawi from the MoL with the latter failing to support the programme.
4. Limited ownership of the NPA process by the MoL. Due to the misunderstandings the NPA process has until the MTE been viewed as an “IPEC NPA” but it is reported that this will now change as MoL engages more with CP Malawi.
5. An AP with MCTU has also not materialised but TUM is an affiliate of MCTU. MCTU has been demanding huge amounts of funds arguing that the labour movement requires massive support. CP Malawi’s efforts to communicate budget requirements under IPEC approach have not materialized.
6. The implementing APs are struggling to work out the local structures, in addition to levelling the high expectations of the communities. Some of the APs still need lots of support from the CP Malawi in this.
7. The logistical operations in the AP areas are quite difficult and depressing in some cases. Yet APs budgeted for bicycles and/or motorcycles. Policy at IPEC does not allow for vehicle support, hence the challenge to manage within the constraints. As children are withdrawn, they go into schools with discouraging infrastructure.
8. Withdrawn children run the risk of re-entry to child labour due to the school infrastructure and the subsequent shift learning system, which makes child labour an attraction and an option.
9. Financial management of CP Malawi by UNDP has been riddled with bureaucratic red tape to the detriment of certain operations.
10. Child labour awareness and acceptance is still low and a challenge in most of Malawi. There is a challenge of increasing outreach and coverage.

## 9.0. CONCLUSIONS

From the evaluation analysis, it is clear that the CP Malawi is picking up after a slow start. Work on downstream is, however, achieving more than the upstream, the latter of which has potential for more strategic achievements. The major conclusions of the evaluation are as follows:

- CP Malawi has managed to set the ground for downstream work but upstream activities are still challenging.
- The context of support from MoL is weak thus rendering the activities of CP Malawi highly challenging and with little progress at the beginning of the project.
- Effective communication with project actors within ILO-IPEC and GM is a major asset to project success and this will require improvement.
- Networking with other actors stand out as a major step towards dealing with the difficult context and hence achieving most of the IOs.
- Re-thinking of some of the outputs and objectives needs to be strategically done so that focus is placed on what is realistically achievable

## 10. KEY RECOMMENDATIONS

Based on the evaluation findings, the Evaluator makes the following key recommendations. Specific action points have been proposed in each section of the findings.

1. Due to the lost time in 2005 and 2006 and in order to have time for final reports/winding up, it is advisable to extend CP Malawi by not less than 4 months. A longer extension will, however, call for added costs since the budget cannot support more than four extra months.
2. The CP team should, however, remain intact as it is capable. There will nonetheless be need for constant updating and strengthening of the staff with certain skills as opportunities arise, e.g. administration and finance, gender mainstreaming, effective communication and negotiation, etc. CP Malawi should be proactive in making requests for support in human resources capacity building.
3. There is need for CP Malawi to improve effective communication with IPEC Geneva and ILO AO in Lusaka particularly in terms of keeping the two offices updated on progress. The two offices should their part be providing positive feedback so as to encourage further and sustained communication from the project.
4. Given that Malawi still has no Child Labour Policy or a coherent child law, CP Malawi needs for focus heavily on influencing the MoL to start in earnest a process of developing a Child Labour Policy, which could be in draft form at the end of the programme. This should done in tandem with the NPA and list of hazards, with the three articulating the future GM-led journey for the elimination of child labour in the country. Once this is done, IPEC could then consider supporting a TBP in Malawi. CP Malawi should proactively assist MoL in this.
5. The Child Labour Unit is yet to be gazetted but this is reportedly about to happen. CP Malawi needs to mobilize the MoL to speed up this process.
6. CP Malawi has not been able to have an AP with GM (MoL) arguably due to policy shifts from USDOL on justification for what funds are implemented by the government. In order to address this, CP Malawi should impress upon the MoL/Child Labour Unit to take a firmer control of planning and implementing the planned upstream activities. This will require more constant engagement of the CTA with the MoL leadership.
7. CP Malawi should increase mentoring and monitoring support to the APs together with GM staff for APs to deliver their targets and increase support for compliance with DBMR.
8. The project needs to streamline financial management huddles with UNDP through enhanced communication for mutual understanding of the procedures involved. This is already being planned but CP Malawi should become more proactive on this issue by demanding firmly and kindly. In the meantime, IPEC Geneva could begin considering a “Plan B”, i.e. should UNDP financial management remain unchanged, Malawi could operate an imprest accounting system controlled from ILO AO in Lusaka with an IPEC account in Lilongwe.
9. It will be important to strengthen MoL’s ownership of the NPA and Child Labour Policy formulation processes, including the development of the list of hazards: This may call for either encouraging the government to seek alternative direct financing so that the MoL can finalize the NPA and list of hazards or for CP Malawi to give more control to MoL who needs to enhance consultative dialogue especially on Child Labour Policy, list of hazards and the Child Labour NPA. Another alternative would be to support 1-2 mini-programmes for upstream work with the MoL.
10. CP Malawi should invest in Information, Education and Communication (IEC) materials, which can be distributed throughout the country – this can include links with UNICEF’s stakeholder **Stop Child Abuse Campaign** since the costs are reasonable.
11. In order address the hurdles of logistics & school infrastructure, it will be important to proactively encourage APs in a sustainable manner to link/synergise with their other

- programs, capable/resource endowed GM departments/ministries, other donors for vehicles and other support, where possible.
12. The APs need proactive and sustainable encouragement to continue mobilizing the GM on school infrastructure and laws. ECAM, AYISE, EveryChild and TUM are already doing this and should be given more sustained assistance.
  13. CP Malawi needs to plan more deliberate opportunities for the APs to network, share experiences and synergise. This is already happening in a small way as exemplified for instance by ECAM linking with AYISE, but will need to be more deliberately planned by CP Malawi, tightened and sustained.
  14. CP Malawi should assist MCTU to prepare/revise their proposal for an AP to work with affiliates on child labour. This has however to have timelines such that if by the end of the year MCTU has not responded, alternatives for reaching affiliates beyond TUM could be worked out using the existing APs under their Information, Education and Communication (IEC) strategies.
  15. CP Malawi will need to sustain engagement with UNICEF, WFP and other actors with more influence in the GM to tighten the process of policy formulation and overall upstream work. The planned study on child trafficking that is to be funded between CP Malawi and UNICEF is another area of joint action that also requires jump-starting.
  16. Some funds need to be expended on innovative initiatives, e.g. rapid assessment of business opportunities to support the IGAs component, post-harvest storage technologies to address food security particularly in the supply component of AYISE II, etc. The rapid business opportunities could have been done under Comagri but this did not happen. APs are expected to do this for their IGAs but CP Malawi may re-think these disjointed assessments and get a way of having a coherent and coordinated rapid assessment by an institution of excellence within Malawi using a common approach. This will actually enhance quality and consistency but it calls for inter-AP dialogue.
  17. Innovations in APs should be proactively encouraged so as to enhance project sustainability for the elimination of child labour, e.g. having IGAs for selected viable CCLCs.



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

**ANNEX I: TERMS OF REFERENCE  
For  
Independent Mid-term Evaluation  
Country Programme to Combat Child Labour in Malawi  
June 2007**

ILO Project Code	MLW/05/50/USA
ILO Project Number	P.250.10.134.050
ILO Iris Code	
Country	Malawi
Duration	36 Months
Starting Date	September 2005
Ending Date	September 2008
Project Locations	National level structures and selected districts
Project Language	English/
Executing Agency	ILO-IPEC
Financing Agency	US DOL
Donor contribution	USDOL:US\$ 2,100,000

## I. Background and Justification

1. 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.
2. The Government of Malawi ratified Convention 182 on the Worst Forms of Child Labour and since has taken the issue of child labour as a priority. ILO/IPEC has been operational in Malawi since 2000 when it was chosen to be one of the 5 countries of a sub-regional project on the withdrawal and rehabilitation of children who were engaged in commercial agriculture (Comagri project). The Comagri project was able to facilitate the creation of local structures that have continued to be actively involved in dialogue with the community on issues of child labour as well as helping in the formation of the Child Labour Unit in the Ministry of Labour and Vocational Training as well as a National Steering Committee (NSC) on child labour. The Comagri project ended in April 2005.
3. The experiences of this project revealed the great need for support to working children to enable them to participate in education and vocational training as well as the need for ILO/IPEC, the Government of Malawi and the social partners to consolidate the gains made by the Comagri project. Further support to the Government to develop a National Plan of Action to eliminate child labour and to embark on a time-bound programme were also seen to be important.
4. The present country programme was developed in consultation with governmental and nongovernmental organizations and the social partners in Malawi. The project follows ILO/IPEC Country Programme Approach (annex 1 of the present document). A policy briefing meeting was held with various government and international agencies as well as the social partners. This was followed by a strategic planning workshop that utilized the SPIF methodology which identified the different areas of support and the strategies that could be used. In addition, consultations have been held with stakeholders at the district level and a common agreement was reached that child labour is a major issue, and that concerted effort were needed to combat it. The programme is based on national priorities and needs as outlined in the stakeholders' meeting.
5. From the perspective of the ILO, the elimination of child labour is part of its work on standards and fundamental principles and rights at work. The fulfilment of these standards should guarantee **decent work** for all adults. In this sense the ILO provides technical assistance to its three constituents: government, workers and employers. This tripartite structure is the key characteristic of ILO cooperation and it is within this framework that the activities developed by the Time-Bound Programme should be analyzed.
6. ILO Decent Work Country Programmes (DWCPs) are being introduced in ILO to provide a mechanism through which to outline agreed upon priorities between the ILO and the national constituents partners within a broader UN and International development context. For further information please see <http://www.ilo.org/public/english/decent.htm>

7. The DWCP defines a corporate focus on priorities, operational strategies as well as a resource and implementation plan that complement and supports partner plans for national decent work priorities. As such DWCP are broader frameworks to which the individual ILO project is linked and contributes to. DWCP are beginning to gradually be introduced in various countries.
8. The development objective of the programme is to contribute to the progressive elimination of child labour in Malawi. To contribute to the achievement of the development objective the programme will address issues through a two strategic components:

**Strategic Component A:** Promotion of an enabling social, political and legislative environment leading to effective action against child labour.

The following Immediate Objectives fall under Strategic Component A:

**Immediate Objective 1:** By the end of the project, the national legislation will be harmonized in view of the child labour conventions

**Immediate Objective 2:** By the end of the project the national capacity for enforcement will have been increased.

**Immediate Objective 3:** By the end of the project cultural values and attitudes in relation to child labour and education will be modified

**Immediate Objective 4:** By the end of the project the policy environment for dealing with child labour issues in the country is improved.

**Strategic Component B:** Effective direct action with girls, boys and families to prevent child labour and to withdraw and rehabilitate child labourers.

The following Immediate Objectives fall under Strategic Component B:

**Immediate Objective 5:** By the end of the project effective models of interventions for the withdrawal and prevention of boys and girls engaged in child labour in the agricultural sector and child domestic labour will have been developed and documented.

To date the project has developed integrated interventions to address the needs of child labourers, their families and the institutions that deal with child labour elimination and prevention at the grassroots and policy levels. Four action programmes covering five districts have been approved and the delivery of services has started in four districts. Government departments and other stakeholders have responded very positively to the programme and are sharing resources to ensure that the interventions are delivered in a timely manner.

At the national level the process for the development of the National Plan of Action (NPA) on child labour started and the social partners are collaborating on the process.

### **Background to Mid-term Evaluation**

9. In ILO/IPEC evaluations of its projects are carried out to enhance organisational learning. As per IPEC procedures, a participatory consultation process on the nature and specific purposes of this evaluation was carried out three months prior to the scheduled date of the evaluation. The present Terms of Reference is based on the outcome of this process and inputs received in the course of the consultative process.
10. A final evaluation will be held as per consultative process and as indicated in the project document.



## II. Scope and Purpose

### Scope

11. The scope of the 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, alternative strategies, any lessons learned, replicability and recommendations for the future strategy of the programme.

### Purpose

12. The mid-term evaluation should serve as a **learning tool** for the project management team. The purpose of the mid-term evaluation is to review the ongoing progress and performance of the project (extent to which immediate objectives have been achieved and outputs delivered), to examine the likelihood of the project achieving its objectives and to examine the delivery of the project inputs/activities and an investigation on nature and magnitude of constraints, the factors affecting project implementation and an analysis of factors contributing to the project's success.
13. Given the situation in the project implementation, the mid-term evaluation should make recommendations for any possible **revision of work plans, targets, and strategies and provide a perspective for re examining the objectives, partnership arrangements and resources**. It should identify the potential impact of the process of implementation of the project on policy and strategies of the project and suggest a possible way forward for the future. The mid-term evaluation will be used as input and background documentation for any future project revision.

## III. Suggested Aspects to be Addressed

14. 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 DED. The evaluation instrument prepared by the evaluation team will indicate further selected specific aspects to be addressed.
15. In line with results-based framework approach used by ILO-IPEC for identifying results at global, strategic and project level, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation concerns and the achievement of the Immediate Objectives of the project using data from the logical framework indicators.
16. 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 ILO/IPEC Geneva's Design, Evaluation and Documentation Section (DED). **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.**

## **Design**

- 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 in Malawi was taken into consideration at the time of the design and whether these are 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 concern.
- Were the linkages between inputs, activities, outputs and objectives clear and logical?
- Do the Action Programmes designed under the programme provide clear linkages and complement each other regarding the project strategies and project components of intervention?
- Assess whether the beneficiaries were clearly identified (i.e. sub-groups, age, socio-economic status, etc. 'poor' or 'women' is not a homogenous group,) determine if more details are needed to better target interventions.
- How well did the project design take into account local efforts already underway to address child labour and promote educational opportunities for targeted children and existing capacity to address these issues?
- Are the time frame for project implementation and the sequencing of project activities logical and realistic? If not, what changes are needed to improve them?
- Is the strategy for sustainability of impact defined clearly at the design stage of the project?
- How relevant are project indicators and means of verification? Please assess the usefulness of the indicators for monitoring and measuring impact.
- What lessons were learned, if any, in the process of conducting baseline survey for the identification of target children?

## **Achievements (Implementation and Effectiveness)**

- Assess the effectiveness of the programme i.e. compare the allocated resources with results obtained. In general, did the results obtained justify the costs incurred?
- Examine delivery of project outputs in terms of quality and quantity; were they delivered in a timely manner?
- Assess whether the project has achieved its intended outputs at this time in project implementation and whether it will be possible to achieve its objectives, especially in regards to meeting the target of withdrawing and preventing children by means of the pilot interventions.
- Assess the criteria for selecting beneficiaries for the project.
- Review whether the technical guidance provided by project staff, partner organizations and relevant ILO units was adequate.
- Examine the National Steering Committee (NSC) mechanism (Programme Advisory Committees on Child Labour in the BLNS countries and the Implementation Committee of the). How did this structure participate in terms of programme implementation? How effective has it been in carrying out its duties?
- Assess the results of the relationship between the NSC and the implementing agencies, what is their collaboration.
- Examine any networks that have been built between organizations and government agencies working to address child labour on the national, provincial and local levels.
- Do the IPEC programme and programme partners understand the definitions and their use (i.e. withdrawal and prevented, in the pilot projects) and do the partners have similar understanding

of the terminology used? Please assess whether the programme is accurately able to report on direct beneficiaries based on partners' understanding of the definitions/terminology.

- Assess the level of government involvement in the project and how their involvement with the project has built their capacity to continue further work on any future NPA.
- How effective has the programme been at stimulated interest and participation in the programme at the local and national level?
- Examine the capacity constraints of implementing agencies and the effect on the implementation of the designed projects.
- Assess the degree to which the project has been effective in building capacity to address child labour and raising awareness on the negative consequences of child labour and benefits of education among key actors.
- In which areas could ILO-IPEC and other entities strengthen collaborative action? (i.e. joint awareness raising campaigns, project monitoring).
- Which are the mechanisms in place for project monitoring? Please assess the quality and use of and adherence to work plans and monitoring plans.
- 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 has the programme been in mainstreaming the issue of child labour into ongoing efforts in areas such as education, employment promotion and poverty reduction?
- Assess the process for documenting, disseminating and replicating/up-scaling pilot projects.
- Examine how the ILO/IPEC programme have interacted and possibly influenced national level policies, debates and institutions working on child labour.
- Assess the use of SPIF for review and monitoring as part of project implementation? Has it been useful? How could its use be further improved?

### **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 programme based on the finding of baseline surveys.
- How does the strategy used in this project fit in national development, education and anti-poverty efforts, existing policies and programmes on child labour and interventions carried out by other organizations?

### **Sustainability**

- What mechanisms are in place to promote local ownership of the programme and long-term sustainability?
- Assess what contributions the project has made in strengthening the capacity and knowledge of national stakeholders, to encourage ownership of the project to partners and to enhance the long-term commitment and capacity of local/national institutions (including governments) and the target groups to use the achievements of the project.
- Identify whether actions have been taken to ensure the access of girls/other vulnerable groups to services and resources
- 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

## **IV. Expected Outputs of the Evaluation**

17. The expected outputs to be delivered by the evaluation consultant are:

- A desk review
  - An evaluation instrument prepared by the evaluation consultant
  - Limited visits to project sites
  - Stakeholder workshop facilitated by the evaluation consultant
  - Draft evaluation report including stakeholder workshop proceedings and findings from field visits by evaluation consultant
  - Final Report including:
    - Executive Summary which includes conclusions and recommendations
    - Clearly identified findings
    - Clearly identified conclusions and recommendations
    - Lessons learned
    - Potential good practices and effective models of intervention.
    - Appropriate Annexes including present TORs
    - Standard evaluation instrument matrix
18. 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.
19. 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 the data from the evaluation rests with ILO/IPEC. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentation can only be made with the agreement of ILO/IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.
20. 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 team leader. In preparing the final report the team leader should consider these comments, incorporate as appropriate and provide a brief note explaining why any comments might not have been incorporated.

## V. Evaluation Methodology

21. The following is the proposed evaluation methodology. While the evaluation consultant can propose changes in the methodology, any such changes should be discussed with and approved by DED provided that the research and analysis suggests changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.
22. The evaluation consultant will be asked to use the **standard evaluation instruments** that ILO/IPEC has developed for documenting and analyzing achievements of the projects and contributions of the Action Programmes to the project.

23. The evaluation will be carried out using a desk review, field visits to project sites and Lilongwe for consultations with project staff and project partners and beneficiaries and other key stakeholders and to hold a stakeholder workshop for further data collection.
24. The team will be made up of one external consultant.
25. The evaluation consultant will be responsible for undertaking a desk review of the project files and documents, undertake visits to the project locations, facilitate the workshops and will be responsible for drafting the evaluation report. Upon feedback from stakeholders to the draft report, the consultant will further be responsible for finalizing the report incorporating any comments deemed appropriate.

**Composition of the evaluation team:**

26. The evaluation team will consist of an international evaluation consultant who previously has not been involved in the project.
27. The background of the evaluation consultant should include:
- Relevant background in social and/or economic development
  - Experience in the design, management and evaluation of development projects, in particular with local development projects.
  - Experience in evaluations in the UN system, preferably
  - Relevant regional experience preferably prior working experience in Malawi
  - Experience in the area of children’s and child labour issues and rights-based approaches in a normative framework are highly appreciated.
  - Experience in the area of education and legal issues would also be appreciated
  - Experience in the UN system or similar international development experience
  - Familiarity with and knowledge of specific thematic areas
  - Fluency in English and any knowledge of local languages
  - Experience facilitating workshops for evaluation findings
28. The evaluation will be carried out with the technical support of the IPEC-DED section and with the logistical support of the project office. DED will be responsible for consolidating the comments of stakeholders and submitting it to the international consultants.

**Timetable and Workshop schedule:**

29. 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.
30. The evaluation consultant will be engaged for 21 workdays *of which 10 days will be in field visits in various locations in Malawi.* The timetable and schedule is as follows:

Phase	Responsible Person	Tasks
I	Evaluation Consultant	Telephone briefing with IPEC DED Desk Review of project related documents Evaluation instrument based on desk review Telephone interview with USDOL and IPEC Geneva
II	Evaluation consultant with national consultant and logistical support by project	Field visits in Malawi to project sites Consultations with project staff Consultations with project partners Consultations with girls and boys, parents and other beneficiaries Workshop with key stakeholders (1 day workshop)

III	Evaluation consultant	Draft report based on consultations from field visits and desk review
IV	DED	Circulate draft report to key stakeholders Consolidate comments of stakeholders and send to team leader
V	Evaluation consultant	○ Finalize the report including explanations on why comments were not included

Phase	Duration	Dates
I	5 work days	July 11-13
II	12 days	July 16-27
III	5 days	July 30-August 3
IV	15 days	mid-August or when comments received from stakeholders
V	3 work days	August 27-29

### Sources of Information and Consultations/Meetings

Available at HQ and to be supplied by DED	Project document TPRs DED Guidelines and ILO guidelines
Available in project office and to be supplied by project management	Progress reports/Status reports Technical and financial report of partner agencies Other studies and research undertaken Action Programme Summary Outlines Project files National workshop proceedings or summaries NPPF document Other documents

### Consultations with:

- Project management and staff
- Partner agencies: (Project management, please advise)
- Social partners Employers' and Workers' groups
- Girls and Boys
- Community members
- Parents of boys and girls
- Teachers, government representatives, legal authorities etc as identified by evaluation team
- Child Labour Unit
- National Steering Committee
- Telephone discussion with USDOL
- National Partners

### Final Report Submission Procedure

31. For independent evaluations, the following procedure is used:

- The **team leader** 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 **evaluation team leader** 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:

32. The resources required for this evaluation are:
  - Fees for 25 days for an independent consultant
  - Fees for DSA in Malawi as applicable and as set out in the ILO rules
33. For the evaluation exercise as a whole:
  - Fees for local travel in-country
  - Stakeholder workshop expenditures
  - Fees for interpreters for field visits as appropriate
  - Any other miscellaneous costs

A detailed budget is available separately.

### Management:

34. 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 in Lilongwe will provide administrative and logistical support during the evaluation mission.

ANNEX 1 to the terms of reference

## **ILO/IPEC COUNTRY PROGRAMME APPROACH**

### **Phased, multi-sectoral Strategy**

<i>Strategic phase or element</i>
Encourage ILO constituents and other partners to begin dialogue and create alliances ↓
Determine nature and extent of the child labour problem ↓
Assist in devising national policies to counter it ↓
Set-up mechanism to provide in-country ownership and operation of a national programme of action ↓
Create awareness in the community and the workplace ↓
Promote development and application of protective legislation ↓
Support direct action aimed at preventing child labour or withdrawing children from work ↓
Replicate successful projects ↓
Integrate child labour issues systematically into social and economic development policies, programmes and budgets



**ANNEX II: STANDARD EVALUATION INSTRUMENTS**

**COUNTRY TABLE**

Project Area of Work	AP in that area if any	Achievements of the project as per I/A report or statements by implementing agency		Achievements as per project management (Comments, additions)	Comments/Observations by evaluation team	Proposed follow up Next steps
		Target Groups	Other Qualitative			
(1) Promotion of an enabling social, political and legislative environment	Employers Fight Against Child Labour being implemented by the Employers Consultative Association of Malawi (ECAM). The AP is an advocacy and lobbying programme mobilizing employers against child labour and advocating with government on legislative and policy review. AP directly working with Tobacco Association of Malawi in Mangochi and Mchinji	Launched programme in 2 districts  Mobilizing members of the tobacco Association of Malawi	Produced copies of the employers policy against child labour	Planning and implementation of the programme is good. The programme is able to utilize the Tobacco Association of Malawi to reach out to growers	ECAM just started but have a promising process which has potential to even influence the overall child labour landscape in Malawi	Continue lobbying and advocacy and linking with the other APs
	Teachers in Elimination of Child Labour in five districts	Launched and introduced		Mainstreaming of the AP into the Unions activities. The AP has started to	Still new and needs a lot of follow up	CP to backstop TUM and encourage linkages with withdrawal APs

	IA: Teachers Union of Malawi (TUM). The AP is motivating teachers on how to support the programme by managing school children that were withdrawn from child labour and monitor their performance. AP in Mangochi, Lilongwe, Mzimba, Kasungu and Mchinji	the programme in their districts  Identified and trained teacher facilitators as focal points		advocate for child labour, motivate teachers and information dissemination through its extensive structures.		
(2a) Direct Action – withdraw, prevention, repatriation and rehabilitation of children from child labour in 4 commercial agriculture	Target National Relief and Development (TANARD) - Kasungu and Mchinji  Active Youth Initiative for Social Enhancement (AYISE) - Mangochi  Everychild Malawi - Mzimba	The AP have identified almost all children and parents for support.  About 75% children have been withdrawn and prevented and support with school materials has started	DCLCs are very active in supporting the programme and CCLCs  There is wide publicity, collaboration among stakeholders and awareness of the programmes	General accelerated programme delivery without compromising on quality of service especially in the setting up of structures at district level.  Identification and recording of beneficiary information using the Direct Beneficiary Monitoring and Reporting (DBMR) format is on track. se	Project doing well and has good support from CP Malawi and DCLC	More follow up needed as this is the major AP with half of the CP Malawi targets

<p>(2b) Direct Action – Prevention of child labour and migration 3 labour supply districts</p>	<p>AYISE - Phalombe, Thyolo, and Mulanje districts</p>	<p>DCLC and CCLCs formed/revitalized and assisting with the identification of beneficiaries, community mobilization and engagement of schools</p>	<p>Programme has been well launched in the districts and among stakeholders</p>		<p>AP innovative and addressing supply side of child labour.  Good support from DCLC</p>	<p>Linkages with other AYISE programmes and district actors needed.  Needs close monitoring from CP Malawi</p>
<p>(2c) Direct Action – Withdraw, prevention, rehabilitation, repatriation and improving the working conditions in domestic settings</p>	<p>Malawi Human Rights Youth Network (MHRYN) – Lilongwe Urban and Rural areas</p>	<p>The AP has identified all children and parents for support  Almost all targeted children have been withdrawn, prevented and placed in schools. AP has discussed</p>	<p>AP has successfully utilized structures that were initiated by UNICEF in previous programmes.  The working environment is improving. Some</p>		<p>MHRYN is addressing domestic child labour and this contributes to better working conditions for the domestic child labourers over 14 years.  Good support from DCLC</p>	<p>Need for more effective linkages with EAM and other employers as well as local leadership for proper outreach and impact</p>

		with employers to allow working children to go to school/vocational training	employers have agreed to sign contracts and are releasing the working children to go to school or for skills development			
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## PROJECT TABLES FOR THE SUPPORTED ACTION PROGRAMMES

### 1. TANARD

	Project Area of Work	AP in that area if any	Achievements of the project as per I/A report or statements by implementing agency		Achievements as per project management (Comments, additions)	Comments/Observations by evaluation team	Proposed follow up Next steps
			Target Groups	Other Qualitative			
1	Effective models for <b>withdraw</b> of boys and girls engaged in child labour in the <b>agricultural sector</b>	TANARD Programme on Elimination of Child Labour in Mchinji and Kasungu.  1000 children  <b>(500 only for Kasungu)</b>	Identified 416 (365 boys 51 girls)  Back to school = 132 (106 boys 26 girls)  Identified 54 for repatriation	Trained 25 CCLCs  Started needs assessment  DCLC and DEC briefing  Training of CL monitors	TANARD was trained in IPEC project and finance management. The IA is able to mobilize communities and some members of the DCLC in implementing the programme.  Though moving slowly, the programme started with key preparatory aspects by using existing (DCLC, CCLC) structures from the former COMAGRI programme.  The DCLC and CCLCs needs to assume more	TANARD covers the districts of Kasungu and Mchinji.  There were delays in implementation but the project has picked well.  The DCLC supports the AP with logistics and technical resources.  The project is being followed up	More follow up by CP Malawi given that TANARD covers half the targets for withdrawal and prevention.  CP Malawi needs to prevail upon the TANARD management to ensure that the Project Manager gives more concerted support to the Project Officer in Kasungu.

		Beneficiaries provided with education, rehabilitation, and alternative support	(target = 35) 90 assessed for vocational training	Open day at Wimbe	<p>responsibilities, ownership and be supported as per APSO if they are to meaningfully support the programme. DCLC and DLO has however been very supportive of the programme when engaged and are central to the success of the programme. DCLC also release resources for the project e.g. vehicles</p> <p>The identification of child beneficiaries for withdraw and setting up of structures at CCLC level was timely done but support to children is very slow as some may regress to child labour.</p> <p>Some identified children have been placed in school but more needs to be done to provide scholastic materials support.</p>	by CP Malawi and will deliver her targets.	
2	Effective models for <b>prevention</b> of boys and girls engaged in child labour in the <b>agricultural sector</b>	TANARD 1500 children <b>(750 only for Kasungu)</b>  Prevention through awareness and advocacy campaigns	Identified = 416 (same figure as above is for withdraw and prevention)  Prevention figures not available yet as database is being updated and child	See Above	<p>Identification of children for prevention in progress but needs to be speeded up if children are to be supported under the programme for at least one year of school cycle. Identification and assessment exercise to be speeded up.</p> <p>Awareness campaigns have been well done at community level especially during the WDACL. However, this however has been intensified in Wimbe area.</p> <p>DBMR system is being used to enter beneficiary data but is slow. There is need for more on the spot</p>	Prevention is yet to begin since the withdrawn children have just been identified and provided with initial support. Their families are in the process of being identified for support.	Prevention activities need to be revamped and accelerated.  CP Malawi needs to closely monitor the DBMR so as to track the quality of withdrawals.

		<p><b>80</b> parents provided with IGAs</p> <p><b>100</b> children provided with vocational training</p> <p>Engaging youth in schools for awareness through Scream</p>	assessment is in progress		<p>coaching since updated DBMR, ideally, provides latest information through Queries.</p> <p>Financial and activity reports are not in place at the district level. These are sent to the Tanard Head Office and it is difficult to assess performance. DCLC, IPEC, Government and stakeholders do not have access to project information for reference and verification</p> <p>Aspects of the APSO are being followed but not according to the Workplan. IA and IPEC to jointly plan for activities on a monthly basis and issue a joint report on progress (according to APSO and Workplan).</p> <p>Preparatory activities for vocational skills, engaging youths, IGAs to be started.</p> <p>IA to embrace multi-tasking and project performance through usage of DCLC</p>		
2	Prevention of child labour through improvement of <b>livelihoods</b> at household level	(not to be done)					

3	Effective models for withdraw and prevention of boys and girls engaged in child labour in the <b>Domestic child labour</b>	(not to be done)					
4	The <b>Policy environm ent</b> for dealing with child labour issues in the country is improved	(not to be done)					

## 2. MHRYN

	Project Area of Work	AP in that area if any	Achievements of the project as per I/A report or statements by implementing agency		Achievements as per project management (Comments, additions)	Comments/Observations by evaluation team	Proposed follow up Next steps
			Target Groups	Other Qualitative			
1	Effective models for <b>withdraw</b> of boys and girls engaged in domestic child labour in the <b>agricultural sector</b>	Malawi Human Rights Youth Network (MHRYN) – Youth and Community Initiative towards the Elimination of Child Labour.  250 children (175 boys, 75 girls)  Beneficiaries provided with education, rehabilitation, and alternative, vocational training	Identified (188 boys 130 girls) in WFCL  Identification of 290 boys and 196 girls at risk of entering into DCLabour  Supported some(?) with educational materials	Trained CCLCs  Started needs assessment  DCLC and DEC briefing  Training of CL monitors  Repatriation of 55 children  Awareness campaigns through the media and open days	MHRYN was trained in IPEC project and finance management. The IA is able to mobilize communities and some members of the DCLC in implementing the programme.  The programme started with key preparatory aspects by using existing (DCLC, CCLC) structures and building on the UNICEF child protection programme in the areas.  The DCLC and CCLCs needs to assume more responsibilities, ownership and be supported as per APSO if they are to meaningfully support the programme. DCLC and DLO.  The identification of child beneficiaries for withdraw and setting up of structures at CCLC level was timely done but support to children is very slow as some may regress to child labour.  The programme is facing challenges in efficiently and effectively using programme resources	Effective collaboration with DCLC who support the AP  DCLC seems to be entirely committed to the AP and there is little evidence of handling other aspects of child labour and child abuse.  MHRYN is doing well in DBMR.	There is need to link DCLC to other child labour initiatives and develop more ownership. This is a responsibility for MHRYN as an actor in this area.  MHRYN needs to synergise with other actors in elimination of child labour especially so as to succeed in child domestic labour.  CP Malawi needs to accelerate follow up



					MHRYN Programme has challenges in strengthening networking for the Lilongwe DCLC. Some members of the DCLC are not sure of their role in the network and how they can contribute to the IPEC programme. DCLC members are invited to meetings but their attendance is sporadic since they require allowances		
2	Effective models for <b>prevention</b> of boys and girls engaged in domestic child labour in the <b>agricultural sector</b>	MHRYN 300 children (200 girls, 100 boys)  Prevention through education, awareness and advocacy and economic empowerment	Identified = 416 (same figure as above is for withdraw and prevention)  Prevention figures not available yet as database is being updated and child assessment is in progress	See Above	Children needs to be amply supported under the programme for at least one year of school cycle.  Awareness campaigns have been well done at rural community level especially during the WDACL with the Principal Secretary. However, this however has been intensified in urban areas and among CCLC members.  DBMR system is being used to enter beneficiary data.  Aspects of the APSO are being followed but not according the Workplan. IA and IPEC to jointly plan for activities on a monthly basis and issue a joint report on progress (according to APSO and Workplan).	DBMR is being used well.  Work plan adherence is weak and needs strengthening.  Education and advocacy can be better planned and delivered	Ensure adherence to work plans.  Strengthen advocacy and networking particularly on school infrastructure and the cause of boys and girls at risk of entry or re-entry to child labour.

3	To improve the working conditions of children working in the domestic setting		Psychosocial training of of 20 Social Welfare and Child Protection Officers		<p>Need to do more in monitoring improvements in the domestic environment</p> <p>Need to do more in provision of support to host families of withdrawn/repatriated children</p>	There does not seem to be much activity beyond training.	<p>Need to monitor the trained officers to ensure there are improved working conditions.</p> <p>Need to liaise with employers, e.g. ECAM to track improved working conditions.</p>
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### 3. AYISE I

	Project Area of Work	AP in that area if any	Achievements of the project as per I/A report or statements by implementing agency		Achievements as per project management (Comments, additions)	Comments/Observations by evaluation team	Proposed follow up Next steps
			Target Groups	Other Qualitative			
1	<b>Effective models for withdraw of boys and girls engaged in child labour in the agricultural sector</b>	<p>Active Youth Initiative for Social Enhancement (AYISE 1) – Programme on Child Labour Mitigation in Mangochi Labour</p> <p>18 months programme</p> <p>350 boys and girls for withdrawal and rehabilitation and 400 children for prevention</p> <p>All beneficiaries provided with education, and training support</p>	<p>AYISE Mangochi started identifying, recording and withdrawing of children in tobacco estates in the districts</p> <p>All required children identified. 215 withdrawn and placed in schools</p> <p>Identified and trained some child labour monitors, DCLC, and CCLCs</p> <p>Carried out awareness campaigns in all the 20 areas of the programme</p>	<p>DCLC in Mangochi is very supportive through provision of technical support to the programme and material support like transport to project sites</p>	<p>AYISE was trained in IPEC project and finance management. The IA is now capable of mobilizing CCLCs and communities to support the programme.</p> <p>The programme is progressing well but needs to improve on planning and implementation of activities so that more than one activity is implemented at a time rather than stalling others until one is finished. This can be done through the intensive usage of the DCLC, DLO and Social Welfare Office in Mangochi to support implementation of the IPCE programme.</p> <p>Identified children for withdrawn/prevention and other beneficiaries like parents to be immediately supported with school and other materials to ensure that they do not revert to child labour.</p> <p>Activity, financial record keeping including DBMR is on track. Names of beneficiaries and nature of support provide so far has been entered into the DBMR database</p>	<p>Identification has started well and some support already being provided.</p> <p>Synergies with other AYISE activities ongoing.</p> <p>Good links with DCLC</p>	<p>Need for close follow up to ensure quality withdrawal</p> <p>Need for links with ECAM and other stakeholders in Mangochi.</p> <p>Links with DCLC will assist to leverage resources.</p>

			Organized WDACL with good publicity and local support				
2	<b>Effective models for prevention of boys and girls engaged in child labour in the agricultural sector</b>	<p>AYISE</p> <p>400 children</p> <p>Prevention through awareness targeting local leaders, estates</p> <p>Advocacy for local leaders, tobacco, estates, tenants</p> <p>100 parents provided with IGA support</p> <p>40 children provided with vocational skills</p>			<p>Identification assessment of child beneficiaries needs to be more comprehensive. The programme should not spread too thinly to all parts of the district due to logistical problems</p> <p>IA to embrace multi-tasking and project performance through usage of DCLC and other programmes if beneficiaries are to be served properly.</p>	Identification only starting hence room for improvement	CP Malawi to provide accelerated follow up support to AYISE I.
3	<b>To strengthen the capacity</b>		DCLC and CCLCs trained in child labour and how they		AYISE to be encouraged to constantly update ILO on programme progress and to explore ways of dealing with the challenges in the district like cultural practices, low levels of literacy and		

<p><b>of DCLC and CCLCs and other partners for effective delivery of child labour interventions in Mangochi</b></p>		<p>can contribute to the realization of programmes</p>		<p>attitude towards education.</p>		
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4. AYISE II

	Project Area of Work	AP in that area if any	Achievements of the project as per I/A report or statements by implementing agency		Achievements as per project management (Comments, additions)	Comments/Observations by evaluation team	Proposed follow up Next steps
			Target Groups	Other Qualitative			
1	<b>Effective models for prevention of boys and girls engaged in child labour in the agricultural sector</b>	<p>Active Youth Initiative for Social Enhancement (AYISE 2) – Enhancing Community Empowerment to Combat Child Labour in Thylo, Mulanje and Phalombe</p> <p>15 months programme</p> <p>600 children boys and girls prevented and provided with support.</p> <p>All beneficiaries provided with education, and training support</p>	<p>400 households provided with IGAs to promote income and food security</p> <p>600 children prevented from dropping out of school</p> <p>Reduce child migration to other parts of the country for employment</p>		<p>The programme has just started.</p> <p>AYISE 2 has recruited three community based coordinators one for each of the district and a programme officer. The project office has been set up and plans and preparations for introducing the project have been put in place.</p> <p>The programme reports to have made good briefing to key stakeholders and is set to be on the right track</p>	<p>Too early to make comprehensive comments.</p> <p>AP is addressing very useful aspects of demand in child labour issues, hence a strategic AP.</p>	<p>Need for synergies with other youth support initiatives at AYISE.</p> <p>Need for enhanced support from CP Malawi and linkage with ECAM and other actors Mangochi.</p>

5. EVERYCHILD

	Project Area of Work	AP in that area if any	Achievements of the project as per I/A report or statements by implementing agency		Achievements as per project management (Comments, additions)	Comments/Observations by evaluation team	Proposed follow up Next steps
			Target Groups	Other Qualitative			
1	<p><b>Effective models for withdraw of boys and girls engaged in child labour in the agricultural sector</b></p>	<p>Everychild - Mzimba Project on the Elimination of Child Labour</p> <p>15 months programme</p> <p>350 children (200 boys and 150 girls)</p> <p>Beneficiaries provided with education, and training support\</p> <p>100 children provided with vocational skills</p> <p>50 children repatriated</p>	<p>Everychild started identifying and recording children</p> <p>Identified and trained some child labour monitors</p> <p>Partly briefed some members of the DCLC in Mzuzu and full briefing for Mzimba DCLC</p> <p>Organized WDACL with good publicity and local support</p>	<p>Carried out a baseline survey to guide the implementation process.</p> <p>DCLC in Mzuzu is very supportive through release of own resources for the IPEC programme.</p>	<p>Everychild was trained in IPEC project and finance management. The IA is now capable of mobilizing communities to support the programme.</p> <p>The programme is slow and needs to wind up preparatory activities. This can be done through the intensive usage of the DCLC, DLO and Social Welfare Office in Mzuzu who are very conversant in ILO Programme implementation.</p> <p>Identified children for withdrawn/prevention and other beneficiaries like parents to be immediately supported.</p> <p>Activity and financial record keeping including DBMR to be set up and made accessible to IPEC and members of the DCLC</p>	<p>Project has now stabilised within Northern Mzimba.</p> <p>Good support from DCLC.</p> <p>Good working links with CBOs and anti-HIV initiatives.</p>	<p>Project needs to improve on transport resources.</p> <p>Need to revamp the local structures, e.g. to re-define CBOs and their membership without interfering with the CBO identity</p>

2	<p><b>Effective models for prevention of boys and girls engaged in child labour in the agricultural sector</b></p>	<p>Everychild 450 children (250 boys and 200 girls) Prevention through awareness targeting local leaders, estates  Advocacy for local leaders, tobacco, estates, tenants  <b>60</b> households provided with IGAs  <b>100</b> children provide with vocational training  Engaging youth in schools as agents for social change through Scream  Learning environment improved</p>			<p>Identification assessment of child beneficiaries needs to be speeded up. The programme is for 15 months and already it is in its fourth month.</p> <p>IA to embrace multi-tasking and project performance through usage of DCLC if targets are to be met</p> <p>Baseline survey results to be finalized in order to inform the implementation process. Abridged version to be distributed to members of DCLC and other partners</p>	<p>Identification started late and needs to be accelerated</p>	<p>Project to take advantage of DCLC support to streamline identification.</p> <p>CP Malawi should intensify follow up and support.</p>
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3	<p><b>To establish, build and strengthen the capacity of DCLC, CBOs, CCLCs and other partners for effective delivery of child labour interventions in Mzimba districts</b></p>		<p>Some CBOs identified and assessed through survey</p>		<p>Everychild to be encouraged to officially communicate to ILO major programme developments and decisions. E.g. the programme was moved from Mzimba DCLC to Mzuzu DCLC and this has cost the project loss of time and resources.</p> <p>Everychild to take advantage of former COMAGRI structures at community level and DSWO/DLO to speed up implementation.</p> <p>Members of the CCLCs need to fully oriented and engaged and supported to properly implement the programme at community level.</p> <p>Mzuzu DCLC and especially RLO, DLO, DSWO, Judiciary, Education, Agriculture, Health to be oriented fully just like Mzimba DCLC if they are to meaningfully support the programme</p>	<p>Capacity building going on well.</p> <p>Good reception at the local level</p>	<p>Need to re-define existing structures for them to fit properly within the current mandate.</p>
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6. TUM

	Project Area of Work	AP in that area if any	Achievements of the project as per I/A report or statements by implementing agency		Achievements as per project management (Comments, additions)	Comments/Observations by evaluation team	Proposed follow up Next steps
			Target Groups	Other Qualitative			
1	The Policy Environment for dealing with child labour issues in the country is improved	<p>Teachers Union of Malawi – Teachers in Elimination of Child Labour</p> <p>5 impact districts</p> <p>(a) Build the capacity of TUM leadership and stakeholders on child labour programming and mainstreaming in schools</p> <p>(b) Train and motivate teachers on how to prevent children from dropping from school to work as child labourers</p>	<p>Reports to be yet submitted. Project just started with preparatory activities</p>		<p>TUM was trained in IPEC project and finance management process including project phasing in</p> <p>Discussions on workplan were held on how to develop a multi-sectoral approach at district level and how to solicit political and local community support</p> <p>TUM started the training of facilitators from 5 TUM impact districts in the management and retaining of beneficiary children in schools</p> <p>However, recent reports in the media indicate that TUM is having some latent (voluntary teacher) membership challenges. This needs to be checked since teachers from the same district or even schools may opt not to support the TUM child labour initiative.</p>	<p>Project only began by time of MTE.</p>	<p>Need to establish links with other APs for accelerated performance and impact. This will also ensure the teachers and leadership reached are able to effectively backstop the other AP efforts of ensuring quality withdrawal.</p>

7. ECAM

	Project Area of Work	AP in that area if any	Achievements of the project as per I/A report or statements by implementing agency		Achievements as per project management (Comments, additions)	Comments/Observations by evaluation team	Proposed for Next s
			Target Groups	Other Qualitative			
1	The Policy environment for dealing with child labour issues in the country is improved	Employers Fight Against Child Labour in the Tobacco Sector  2 Tobacco Growing Districts  (a) To strengthen the capacity of the Tobacco Association of Malawi structures at district level to enable them to deal with the challenges of child labour at district level  (b) advocacy and lobbying within the tobacco sector in Malawi	Reports yet to be submitted. AP just started with preparatory activities		ECAM was trained in IPEC project and finance management process including project phasing in.  Discussions on workplan were held on how to develop a multi-sectoral approach at district level and how to solicit political and local community support both at national and district level through the active participation of the Tobacco Association of Malawi  ECAM started preparations for training of tobacco councillors in collaboration with Tobacco Association of Malawi (TAMA) in 2 impact tobacco growing districts in the in the engaging of tenants, employers and traditional leaders.	ECAM has already began mobilisation of employers and local leadership.  Links with AYISE already made.  Plans to sensitise with Child Labour Policy for Employers and to upscale this for mobilising around the national child labour policy	Need for sup from CP Ma effectively m with all the a well as the M upstream act

Independent Mid-term Evaluation  
**Country Programme to Combat Child Labour in Malawi**  
Instrument prepared on 14<sup>th</sup> July 2007

*By John M. Njoka, International Independent Consultant*

**Introduction**

My name is John Njoka. I am a consultant commissioned by ILO-IPEC Geneva to evaluate the child labour programme in Malawi. I am therefore visiting organizations implementing the programme to discuss what activities have been implemented and with what results. You have been selected as one of the key organizations to be visited. The information you provide will be useful in helping the programme understand how it has performed and strive to perform better. This information will be treated confidentially and will not be used for any other purposes except for the general report. This discussion will take about one hour.

1. Name of Interviewee/group/organization.
2. If a group, number of persons (male and female)

**Broad questions about the project/programme**

3. Describe briefly what you have been doing within your AP/project/programme .
4. What has been the relationship between your AP/activities and ILO-IPEC (for IPEC, probe relationships with APs & other actors). Probe for relationships in context of the programme cycle management, i.e. assessment, design, implementation, monitoring and evaluation? Probe for roles of APs, NSC and Government of Malawi, ILO-IPEC malawi, ILo Lusaka & ILO-IPEC Geneva in the country programme.
5. What aspects of Child Labour have you been addressing? CL in agriculture, domestic child labour, child trafficking, CSEC, others.
6. In what ways have you been eliminating child labour?
  - a) Upstream work – policy?
  - b) Withdrawal – how many numbers and withdrawal to what?
  - c) Prevention – how many numbers and in what ways?

**Specific questions on AP/programme design**

7. Comment on the appropriateness of the project/programme design (Probe in terms of):
  - (i) logic and coherence in relation to the project elements
  - (ii) taking into account the validity and practicality of institutional arrangements, roles, capacity and commitment of stakeholders.
  - (iii) use of available context/situational data and information, including addressing external factors

- (iv) adequacy in addressing problems and needs
- (v) beneficiary identification
- (vi) incorporation of local efforts for combating CL
- (vii) synergies
- (viii) timing of activities
- (ix) inbuilt sustainability mechanisms
- (x) indicators and MOV
- (xi) lessons in conducting the baseline (if any)

### Questions around project achievements

8. What are the key project achievements? Probe by the 2 components and 5 Immediate objectives as shown in the table below (*secondary data will have already this information*):

**Strategic Component A:** Promotion of an enabling social, political and legislative environment leading to effective action against child labour.

**Immediate Objective 1:** By the end of the project, the national legislation will be harmonized in view of the child labour conventions

**Immediate Objective 2:** By the end of the project the national capacity for enforcement will have been increased.

**Immediate Objective 3:** By the end of the project cultural values and attitudes in relation to child labour and education will be modified

**Immediate Objective 4:** By the end of the project the policy environment for dealing with child labour issues in the country is improved.

**Strategic Component B:** Effective direct action with girls, boys and families to prevent child labour and to withdraw and rehabilitate child labourers.

**Immediate Objective 5:** By the end of the project effective models of interventions for the withdrawal and prevention of boys and girls engaged in child labour in the agricultural sector and child domestic labour will have been developed and documented.

Target for withdrawal: 2,000

Target for prevention: 3,000

9. Has the project/programme been efficient (cost vs. results) and effective (realising the objectives intended)?
10. Please give the reasons for the current achievement status, including the key challenges. Probe for capacity of APs, project/programme management, performance

monitoring processes and subsequent support, networking and collaboration, political goodwill, impact of socio-cultural factors, etc.

11. Which are the mechanisms in place for project monitoring and evaluation (SPIF)? E.g. capturing results & change, documentation, dissemination and replication of good practices and pilots. Probe for the quality and use of and adherence to work plans and monitoring plans.
12. How successful has the programme been in mainstreaming the issue of child labour into ongoing efforts in areas such as education, employment promotion and poverty reduction?

### **Questions on the relevance of the Project**

13. Has the project responded to the real needs of the beneficiaries?
14. Comment on the Validity of the project approach and strategies and their potential to replicate.
15. In your opinion, have the problems and needs that gave rise to the project been addressed or have they changed?
16. Were the sectors/target groups and locations chosen to develop the project/programme appropriate?
17. How does the strategy used in this project fit in national development, education and anti-poverty efforts, existing policies and programmes on child labour and interventions carried out by other organizations?

### **Questions on sustainability**

18. What mechanisms have been put in place to promote local ownership of the programme and long-term sustainability?
19. What contributions has the project made in strengthening the capacity and knowledge of national stakeholders, to encourage ownership of the project to partners and to enhance the long-term commitment and capacity of local/national institutions (including governments) and the target groups to use the achievements of the project?
20. Have actions been taken to ensure the access of girls/other vulnerable groups to services and resources? Probe gender.
21. What are some of the key socio-cultural and gender aspects that have endangered the sustainability of the project? Are there actions that have been taken to sensitize local institutions and target groups on these issues? Probe.

## ANNEX III: MID-TERM EVALUATION MALAWI COUNTRY PROGRAMME

### SCHEDULE OF ACTIVITIES

Monday 16. 07.07	Meeting with IPEC programme staff and review of documents
Tuesday 17.07.07 AM PM	Meeting with Ministry of Labour and review documents Meeting with MCTU
Wednesday 18.07.07 P.M	Meet with UNDP Meeting with UNICEF Travel to Kasungu
Thursday 19.07.07	Field Visit in Kasungu Travel Back to Lilongwe
Friday 20.07.07	Field Visit in Lilongwe Urban
Saturday 21.07.07 AM	Meeting with TUM In Lilongwe Reviewing documents and consolidating information
Sunday 22.07.07	Travel to Mzimba
Monday 23.07.07	Field visit to Mzimba District and night in Mzuzu
Tuesday 24.07.07 A.M P.M	Travel to Blantyre Meet with ECAM
Wednesday 25.07.07 AM	Field Visit in Thyolo
Thursday 26.07.07 AM PM	Travel to Lilongwe Preparation for stakeholders workshop
.Friday 27.07.07 AM  PM	Stakeholders Workshop  Final Debriefing with IPEC staff

## **ANNEX IV: LIST OF THE STAKEHOLDERS CONTACTED DURING THE MTE**

### **MINISTRY OF LABOUR (MANAGEMENT)**

Principal Secretary - Dr Andrew Daudi  
Labour Commissioner - Mr. Elias Zirikudondo  
Deputy Labour Commissioner- Mr. Michael Mwasikakati

### **MINISTRY OF LABOUR (CHILD LABOUR UNIT)**

Brian Ng'oma Planner/ Researcher  
Paul Gondwe Child labour coordinator  
Odridge J Khung Chief labour officer  
Linda Kawamba (Mrs) Principal labour officer  
Michael P S Mwage Chief occupational safet and health officer

### **CP MALAWI**

Miriam Gachago - CTA  
Simwaka Chimweke - NPO  
Pamela Kumwenda - FAA

### **KASUNGU DCLC**

1.	Ishmael Maoka	Police	U.S.G
2.	Jossam Dzoole Mwale	Labour	ADLO (EU)
3.	O. Panyanja	District Labour Officer	DLO
4.	CT Phiri	Project Officer	Tanard
5.	Brian Maenje	Labour	ALO

### **MAKAND CCLC**

1.	Henry kasambeni	-	Monitor
2.	Stick Lenard Banda	-	Headmaster (Makanda school)
3.	Wellizani Mwale	-	Vice Chairperson
4.	Msanide Phiri	-	Secretary
5.	Groug village headman	-	Makanda

### **CHILDREN IN MAKAND CCLC**

1. Boy
2. Girl
3. Girl
4. Boy
5. Boy
6. Boy
7. Girl
8. Boy
9. BoyM



## BWEMBA CHILD LABOUR COMMITTEE: MBUIDU PRIMARY SCHOOL

### CHILDREN

	NAME	AGE	SEX	STD
1.	E.M	8	F	1
2.	S. B	8	F	1
3.	E.M	12	F	4
4.	M.B	14	F	6
5.	G.S	13	F	5
6.	V.S	12	F	3
7.	B.M	12	M	6
8.	B.K	15	M	7
9.	E.M	12	M	4
10.	S.N	14	M	3
11.	P.N	12	M	3

### BWEMBA COMMITTEE

Jaleck Banda	Chairman
Elemasi Phiri	Secretary
G.C. Kandama	(H/T)
Lesitoni Banda	Committee member
Jefer Nkhoma	Committee member
Simbwe Mbewe	Vice chairman
Lediko A. Kamphako	L.A. Kanihaleo memba
Bornface Josephy	Committee member
Yohane W. Mwale	Bwemba monitor
Chrissy Phiri	Committee member
Linile Nankhoma	Vice secretary
Khrisey Mwale	Committee member

### AREA 36

V. H. Kaondo	Chairman
Mr. Bau Phiri	Vice Chairman
Mr. Movet Jabess	Secretary
Mr. D. Kaponda	Vice secretary
Mrs. Sangala	Treasurer
Mrs. Egnat Daka	Committee member
Mrs. Mecer Mussa	Committee member
Mrs. Fainess Mhponde	Treasurer
Mrs. Esnart Mbewe	Committee member
Mrs. Mwanambo	Committee member

### Volunteers

Mrs. Mussa Zalira	Committee member
Mr. Willie Kammela	Committee member

Mr. Ringson Meaiwaka      Committee member  
 Mr. Frackson Kasinja      Committee member

#### LILONGWE DCLC/MHRYN

Weston Msowoya	MHRYN	09277158
Bridget Kondowe	OPC	08385909
Winnie Marobe	TUM	08589525
Michael C. Lihuhu	DLO	08539899
Henry G. W. Balamu	Labour	09398713
Jean Nthenguse	Social welfare	
Redson Kwacha Jere	MCTU	08517325
Gertrude E. Machika	Labour	08875940
Harriet matamula	Social / Welfare	09403489
Bettie Mtenga	DLO	09234336
Midness Pwele	DLO	09618587
Miriam Gachago	IOL/IPEC	01770-388
Wilfred Finyani	Plan Malawi	01707096/0994494
Mc Henry Makweleo	MHRYN	mac@mhryn.org
Dan Mwatiwamba	SOS	01751302
Darlington Akambadi	LL police station	08711569
Mercy Chalumo	FM 101	09245494/09326295
Winston Phiri	CJO (Judiciary)	08574215
Mlenga	DIO (New)	
Stuact Mbeya	Judiciary	09209786
Mr Gwedemula	PPD	
Elida Juston	MHRYN	01751302
Hastings Saka	MHRYN	

#### CHILDREN TRAINEES (AREA 36)

##### BOYS

NAME	AGE	LOCATION	T/A	DISTRICT	EMPLOYER
N	16	Chiwisuka	Tsabango	Lilongwe	Sanudi
K C	17	Chilutsi	Tsabango	Lilongwe	Banda
L S	17	Chilutsi	Tsabango	Lilongwe	Lungu
Y P	16	Champhepete	Tsabango	Lilongwe	Moya
T C	17	Chiwisuka	Tsabango	Lilongwe	Matiya
S C	16	Chapata	Tsabango	Lilongwe	Mzinga Njira
P A	16	Chikwezera	Kachindamoto	Lilongwe	Samuel
S P	17	Biliyati	Tsabango	Dedza	
P H	17	Chikombero	Kamenyangwaza	Lilongwe	Sisamala
S E	16	Kafotoka	Kachere	Ntcheu	Khudze
I G	16		Chitukula	Lilongwe	Kalumba

## GIRLS

NAME	AGE	LOCATION	T/A	DISTRICT	EMPLOYER
S S	17	Chilutsi	Tsabango	Lilongwe	Damiano
G C	16	Kaondo	Tsabango	Lilongwe	Florence
C M	17	Kaondo	Tsabango	Lolongwe	Khuta
C P	17	Kaluzi	Khongoni	Ntcheu	Kudzala
L Z	16	Chiwisuka	Tsabango	Lilongwe	Ngozo
T P	16	Chiwisuka	Tsabango	Lilongwe	Sanudi

## LIST OF ATTENDANCE

### AREA 24 CCDLC

Gladys Moyo	Chair Lady
Judith Mapeto	Secretary
Elizabeth Makawa	Committee member
Emily Likosure	Committee member
Solotina Chisiyesiye	Committee member
Alice Nyoni	Committee member
Maira Kumbanga	Group leader
Modester Kakodwa	Committee member
Annes Banda	Committee member
Noliya Nkhalekale	Committee member
Linda Sauzande	Chungichuma
Elise Kadamanja	
Emily Jobe	E Phir secretary
Leonard Banda	Teacher
Rosemary Shumba	Deputy Head Teacher

### MCTU

Prince Mudolo	Treasurer
Joseph Kankhwangwa	General assistant against CR

### UNDP

Etta M'mangisa	Programme Analyst	MDG Cluster
Bertha Msusa	Procurement Associate	Operations
Lester Malenila	Programme Associate	PMSU
Janet Ilukombile	Finance Assistant	Finance

### UNICEF

Seamus Mac Roibin	-	Child Protection Officer
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### TANARD KASUNGU

Lameck CT Phiri	-	Project Officer, TANARD
Ngwenya – Local Education Area (LEA school)		

### ECAM

Lione Mimanga	Project coordinator
Mr Buxton Kayuni	Project Officer (ECAM Child Labour Focal Point)
Mr Vincent Sinjani	Executive Director (ECAM)
Mr Dap Mapoka	Head Teacher, Khonjeni Primary School