



Programa Internacional para la Erradicación del Trabajo Infantil (IPEC)



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Internacional  
del Trabajo

# ***IPEC Evaluation***

**“Support to National Action Plan  
to reduce Child Labour in Malawi”**

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**Mid-Term Independent Evaluation**

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**This document was not 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 the highest degree of credibility and independence and in line with established evaluation standards.

The evaluation was carried out by an external team of evaluators that did not partake in the project's design, planning and management<sup>1</sup>.

The field mission took place between September 12<sup>th</sup> and 23<sup>rd</sup>, 2011. 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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## Abbreviations

<b>APs</b>	Action Programmes
<b>CBE</b>	Complementary Basic Education
<b>CCLC</b>	Community Child Labour Committee
<b>CLFZ</b>	Child Labour-free Zones
<b>CLMS</b>	Child Labour Monitoring System
<b>CLU</b>	Child Labour Unit
<b>CP</b>	USDOL-supported ILO/IPEC Country Programme to Reduce Child Labour in Malawi (2005-2008)
<b>CTA</b>	Chief Technical Advisor
<b>DBMR</b>	Direct Beneficiary Monitoring Report
<b>DCLC</b>	District Child Labour Committee
<b>FAO</b>	UN Food and Agriculture Organization
<b>GoM</b>	Government of Malawi
<b>IGA</b>	Income Generating Activities
<b>ILO</b>	International Labour Organization
<b>IPEC</b>	International Programme for Elimination of Child Labour
<b>IPs</b>	Implementing Partners
<b>MCTU</b>	Malawi Confederation of Trade Unions
<b>MGDS II</b>	Malawi Growth and Development Strategy
<b>MoEST</b>	Ministry of Education and Skills Training
<b>MoLE</b>	Ministry of Labour
<b>MPLC</b>	Multipurpose Learning Center
<b>MTE</b>	Midterm Evaluation
<b>MUFIS</b>	Malawi Union for the Informal Sector
<b>NAP</b>	National Action Plan
<b>NCLDB</b>	National Database on Child Labour/National Child Labour Database
<b>OVC</b>	Orphans and other vulnerable children
<b>VSU</b>	Victim Support Unit
<b>SNAP</b>	ILO/IPEC Project of Support to the National Action Plan to Reduce Child Labour in Malawi
<b>TEVETA</b>	Technical, Entrepreneurial and Vocational Education and Training Authority
<b>UNDAF</b>	UN Development Assistance Framework
<b>UNICEF</b>	UN Children's Fund
<b>USDOL</b>	US Department of Labour
<b>WCFL</b>	Worst Forms of Child Labour

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## Executive Summary

The Government of Malawi ratified ILO's Convention 138 (minimum work age) and Convention 182 (Worst Forms of Child Labour) in 1999. It has since been marshaling resources to reduce child labour, in response to ILO mandates and international demand for sanctions against child labour in the national tobacco and tea industries. Over time, the fight against child labour has broadened to withdrawing and preventing children from child labour across both formal and informal sectors through improved access to education and skills training. ILO-IPEC has been present in Malawi since the beginning of the 21<sup>st</sup> century phased, multi-sector strategies to progressively eliminate the Worst Forms of Child Labour by 2016.

Following projects designed to reduce child labour in agriculture, and to support a more sector-based approach to eliminating child labour, ILO-IPEC, with funding from the US Department of Labour, is currently implementing a project to Support the National Action Plan to Reduce Child Labour in Malawi (SNAP), scheduled from September 2009 until December 2012.

The three immediate objectives of the SNAP project are:

- i. To strengthen the enabling legislative and policy environment for eliminating child labour towards compliance global goals of eliminating the Worst Forms of Child Labour;
- ii. To replicate and scale up successful models for withdrawal and prevention of child labour and pilot new models for establishing Child Free Labour Zones in three districts;
- iii. To strengthen capacity of ILO tripartite partners and other key stakeholders at national, district and community levels to understand the IABA and implement it efficiently and effectively.

The SNAP strategy comprises strengthening national capacities to combat child labour through legislation harmonization, improvement of the knowledge base, raising awareness on the negative consequences of child labor, promoting social mobilization against it, and implementing direct action programmes (AP) to remove children from the work place and protect those at risk of hazardous child labor and providing them and their households with education, skills training and income generating alternatives.

A mid-term evaluation of IPEC's project to Support the National Action Plan to Reduce Child Labour in Malawi was conducted in September 2001. The main purpose of the MTE was to assess project progress to date, make recommendations for the remainder of its implementation and highlight potential good practices and lessons learned.

The methodology used in the evaluation process involved review of key documents related to the project and child labour in Malawi, inter-alia: the SNAP Project Document, Action Programme Summary Outlines (APSOs), draft MGDS II, the National Action Plan to Reduce Child Labour in Malawi, Technical Progress Reports (TPRs) and ILO/IPEC/DED Documents, together with stakeholder interviews and focus group discussions with implementing partners at national, district and communities levels, and direct and indirect project beneficiaries. At the close of the fieldwork, the MTE team together with SNAP and IPEC-Lusaka staff facilitated a daylong workshop to share and discuss the MTE findings with key stakeholders.

Although the project team was slated to start work in January 2010, the project formally got off the ground only in early May 2010, because recruiting and fielding the CTA was protracted. A further impediment to the project's initial momentum was that the government of Malawi did not formally launch the National Action Plan to Reduce Child Labour until October 2010. This delayed implementation of the Action Programmes; they did not ramp up until the second quarter of 2011. The MTE was carried out per the

project's initial work plan, which was prior to the midpoint of actual project implementation. The findings reflect this truncated purview.

The key findings of the MTE include:

### **Achievements**

- Thanks to the doggedness of the SNAP team, in particular, the CTA, the project is compensating for time lost to contractual and other delays better than expected.
- Introduction of the Integrated Area Based Approach (IABA) to replace previous sector-based strategies for reducing child labour provides a promising resource mobilization and strategic framework for marshaling multi-stakeholder constituencies at district and community levels to eliminate the World Forms of Child Labour.
- The SNAP models of extending education and skills training opportunities to working children and those at risk through school mainstreaming and skills training and multi-purpose learning centers for functional literacy, CBE and skills training are helping the government build capacity, particularly at the community level to meet the needs of hard to reach populations and offer children alternatives to child labour.
- The SNAP project is playing a key technical and advocacy role in advancing relevant legislation and policy to improved the enabling environment for reducing child labour in Malawi.
- Judging from the current moment of the Action Programmes in the districts, it looks likely that the project, in spite of a nine-month delay in getting off the ground, will be able to achieve its numerical targets of children withdrawn and prevented from child labour and reached with project services.

### **Challenges and Ongoing Issues**

- The project is still playing catch up in stewarding completion of unfinished legislative and policy business and consolidating the National Steering Committees for Child Labour and Child Protection, among other still pending activities carried over from IPEC's previous Country Programme.
- It could be too optimistic to expect the SNAP project to meet all of its capacity building and enabling objectives in a sustainable way by the end of December 2012 because the benchmarks achieved to date to reduce child labour in Malawi still seem more driven by donor initiatives than by national commitment. The capacity and motivation within the Ministry of Labour to take a leading role in the fight against child labour remain tenuous.
- The project staffing comprised of three professional staff, a secretary and a driver, is skeletal relative to its breadth of objectives and magnitude of service delivery and human resource development activities under its aegis to implement and monitor.
- Staff turnover, competing priorities and weak human and logistic resources within the Ministry of Labour are hampering efforts to upgrade the Child Labour Unit and establish a Child Labour Monitoring System to meet international standards for certifying national supply chains to be child labour-free;

- Children working in domestic labour are usually hidden from the public eye, work in isolation and are frequently bonded labour. Under such conditions, they are especially vulnerable to sexual abuse, have almost no option for legal recourse, and are more difficult to identify and withdraw from the workplace than children working in other sectors.
- The design of the project made assumptions about the ability and commitment of the Government of Malawi to expedite policy initiatives and earmark resources in support of creating of Child Free Labour Zones that were either unrealistic from the start or have thus far proved unduly optimistic.
- The district level Action Programmes stand to be more effective implementing IGA interventions concurrently rather than sequentially after removing children from child labour to compensate for the sudden loss of child wages, and improving the status of women and girls through better access and availability to reproductive health care.
- Stakeholder coordination, especially at the national level, for reducing child labour remains inconsistent and haphazard, especially with respect to linking measures to improve reproductive health and gender inequity, and prevent HIV/AIDS/STIs with efforts to reduce child labour.
- Based on field observation, it is likely not realistic that the education system in Malawi, characterized by poor infrastructure, overcrowded classrooms, shortages of teachers and training materials and low quality of education can retain mainstreamed children in the absence of significant changes and investments in the education sector.
- The project's efforts to marshal community volunteerism are up against the reality of Malawi where the economic fabric of society is tattered and long-term donor support has fostered a culture heavily reliant on incentives to spur initiative.
- Independent of the project delays in getting off the ground, a three year period is likely insufficient to engender lasting behavior change in the context of Malawi;
- Fuel shortages, high unemployment, especially among young people, economic turmoil and political tensions in Malawi are taking a toll across the board on efforts to fight child labour.

#### **Success factors and promising practices of the snap project up to the MTE**

- Leveraging the legacy, models and learning materials developed through previous IPEC and other partner interventions aligned with government initiatives to withdraw and prevent children from child labour through education and skills training, specifically bridging classes for children withdrawn from child labour to enable them to catch up with other students and facilitate mainstreaming, skills training options for older children and IGA for vulnerable households;
- Strong IPEC-Malawi oversight, technical assistance and monitoring since 2010, and close collaboration between SNAP and the Child Labour Unit (CLU), have enabled the project to make up for lost time (at least until recently);
- Applying an Integrated Area Based instead of Sector Approach to create Child Labour Free Zones to reduce displacement of child labour from one sector to another;
- Imbuing an understanding at the community level that child labour IS a problem and marshaling community ownership of interventions to reduce it;



- Collaboration with tripartite partners to raise the profile of fighting child labour and framing it within the broader context of the Decent Work Country Program;
- International pressure on the big tobacco companies operating in Malawi and private sector participation in reducing child labour are spurring positive changes in the enabling environment.

### **Lessons Learned**

- Multi-stakeholder ownership and collaboration are critical for mobilizing broad-based constituencies to fight child labour.
- Offering a safe space for recreational activities creates a fertile environment for community building and raising awareness about child labour issues.
- Effecting lasting behavior change across political and social sectors, especially when major economic interests are at stake, takes time!
- Imported models of volunteerism introduced in the face of economic adversity or that run counter to local behavior and customary laws may lead to more frustration and disappointment than success.

### **Recommendations**

#### ***General***

1. ILO, USDOL and other partners should discuss options for a no-cost extension to the SNAP to enable it to compensate for time lost at the beginning and run its full course of 46-50 months as outlined in the PRODOC. This will provide more opportunity for IABA to take root and sustain gains achieved. Any decision about extending the project beyond this period should be contingent on effective operationalization of the Child Labour Unit and Child Labour Monitoring System. In the meantime, resources should be marshaled through additional partners to extend IABA to the lakeshore districts to reduce risk of displacement of child labour to the fishing or growing tourism sector.
2. IPEC/SNAP should revise the work plan for the remainder of the project to reduce the number of new trainings planned in favor of monitoring and refresher training of capacity building already invested, with priority to strengthening the Child Labour Monitoring System and upgrading the Child Labour Unit to function as an effective focal point for coordinating initiatives across sectors to eliminate child labour.

#### ***Enhancing the Enabling Environment***

1. ILO-IPEC, UN and host government tripartite partners must make a more conscientious effort to overcome the disconnect of HIV/AIDS, reproductive health, including family planning, and gender equity with interventions to reduce child labour. This will require improving coordination and collaboration with the Ministries of Labour, Health, Gender and Youth, and NGOs engaged in the different areas.
2. The SNAP Project should continue advocating with the Ministry of Labour to expedite the needs assessment required to upgrade the Child Labour Unit into a fully staffed Department budgeted within the Ministry..

3. The Ministry of Labour should designate and budget for a focal point within the Child Labour Unit responsible for liaising across sectors on all matters relevant to reducing child labour.
4. The Government of Malawi together with ILO Tripartite partners must ensure that technical and financial resources are put in place for establishing and maintaining a Child Labour Monitoring System that meets international standards for certifying supply chains to be child-labour free, and that the country is able to meet these standards and achieve the status of a child-labour free country.
5. The SNAP Project should support the Ministry of Labour and other child labour stakeholders to bring on board to the Child Labour Monitoring System ALL projects operating in Malawi that generate data on child labour, regardless of whether this is their central focus. This would require stakeholder consensus to define specific indicators for all sectors to incorporate into their planning and reporting.
6. ILO-IPEC together with national and international tripartite partners and other relevant parties should continue to lobby and advocate for the long overdue passage of pending legislation and policy in Malawi critical to reducing child labour. This, includes upgrading the status of the Malawi Union for the Informal Sector (MUFIS) so that it can engage in collective bargaining on behalf of its members, standardizing age definitions for children, instituting compulsory education (ideally up the minimum working age), and translating policy instruments legislating support to OVCs into specific budget lines to support their education.
7. The SNAP Project should more actively facilitate stakeholders on both National Steering Committees concerned with Child Labour/Child Protection (most are the same anyway) to consolidate the two committees into one, jointly responsible for child protection AND child labour (or vice versa), and advocate for all NSC members to include support for the committee in their sector plans. This would require developing appropriate normative guidelines and resourcing strategies to ensure that the NSC operates collectively rather than competitively. The Terms of Reference for the combined NSC should stipulate shared or alternating responsibility for chairing the committee among key Stakeholders.

### ***Promoting IABA***

1. Revise the project strategy and budget as necessary to support those few students withdrawn or prevented from child labour who qualify for secondary school, as well as displaced working children who wish to return to their district of origin for educational mainstreaming or skills training.
2. MCTU and other tripartite partners should explore options based on the Islamic Zakat or Christian tithing custom of giving a fixed portion of one's wealth to charity to extend efforts to organize domestic workers and the informal sector, and to create scholarship funds for high performing children withdrawn or prevented from child labour to pursue further education, vocational or leadership training.
3. SNAP and the Action Programme Implementing Partners should expedite implementation of IGA activities for vulnerable households identified to date, and for the remainder of the SNAP project (as well as for subsequent initiatives of this nature), initiate household IGA activities and community gardens by providing locally appropriate inputs (such as seeds, chickens, crafts or skills training, etc.) or coordinating with supplementary food distribution or school feeding programs (if available) concurrently with removal of children from child labour.

4. SNAP and the Action Programme Implementing Partners should weigh the effectiveness of providing uniforms to children attending schools where they are not mandatory against other options for encouraging school attendance, such as providing other essential school supplies (including means to facilitate students to study at home) <sup>2</sup>, supporting improvements to the classroom environment or building teacher capacity.
5. ILO-IPEC should capitalize more on the technical resources available through other ILO projects in Malawi to support the Action Programmes, particularly in the areas of occupational health and safety, worker rights and HIV/AIDS.
6. AP implementing partners (as well as tripartite partners) should leverage the resources that may be available through their respective boards and community networks to address the paucity of role models and mentors for skills training and enterprise development at the community level.
7. SNAP and AP Implementing partners should reach out to TEVETA for quality control of skills training, including establishing a standardized certification for students upon successful completion of project-supported skills training or CBE.
8. ILO-IPEC should solicit UNICEF and other UN partners to enhance collaboration through better capitalization of independent as well as joint situation analyses, convergence of services in SNAP-IABA target areas, coordination of project handovers and follow-on activities and participation in partner events.
9. CCLCs (and DCLCs when feasible) should include male and female representation children withdrawn or prevented from child labour and adjust the meeting schedule if necessary to enable children to attend without foregoing project-supported school or skills training activities.
10. CCLCs especially, but also DCLCs, that currently have predominantly male membership should collaborate with the community on support strategies that encourage and enable increased participation and representation from women, particularly from female-headed households where children tend to be most vulnerable to child labour.

### ***Improving Institutional Capacity to Implement IABA***

1. IPEC Malawi should encourage stakeholders at the national level, particularly within the Ministry of Labour, and UN partners to accompany SNAP monitoring visits to the field to enhance understanding of the situation on the ground and the flow of relevant information upstream and downstream, and to enhance impetus for coordination and collaboration.
2. The Government of Malawi, ILO and USDOL should explore opportunities available through the Malawi diaspora (and others) for short-term technical assistance and leadership inputs to strengthen national efforts to fight child labour. For example, secondment of academics to build up the capacity of higher education institutions in statistics, demography, economics and research methods, and liaising with the US Embassy to capitalize on the expertise of Fulbright or other scholars resident in Malawi.
3. ILO-IPEC should bring on board advocacy partners such as civil rights NGOs to advocate for more proactive government commitment and hold it accountable on child labor policy issues.

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<sup>2</sup> Candles, oil lamps, headlamps, for example

4. The SNAP Project should liaise with the relevant players responsible for drafting Malawi's Occupational Safety and Health guidelines to ensure that that child labour concerns are duly highlighted through mutual exchange of information and technical training.

## 1. Introduction

1. An independent mid-term evaluation of ILO's USDOL-supported project to Support the National Action Plan to Reduce Child Labour in Malawi was conducted in September 2011.

### 1.1 Child Labour in Malawi

2. Child labor is defined as “work that is done by children which restricts or damages their physical, emotional, intellectual, social or spiritual growth as children, and which denies them their basic human rights as enshrined in the United Nations Convention on the Rights of the Child to fully develop, to play or go to school”.<sup>3</sup> It is a problem of epidemic proportion in Malawi, with about 1.5 million children (+/-26% of the country's population) aged between 5-17 years estimated to be economically active, more than a third of them in the range of 5-9 years and more than 80% of them under the age of 14.<sup>4</sup> A June 2008 report from the Ministry of Labor stated that one of every three children was engaged in child labor.<sup>5</sup> The data belie those working in family and small businesses not registered with the government, and girls who are confined to labor at home.
3. Close to half of working children in Malawi are engaged in agriculture (tobacco, tea, coffee, fishery and forestry), usually categorized as among the Worst Forms of Child Labour<sup>6</sup>. Children in the agricultural sector work either as direct labour or as part of family labour on estates and smallholder farms. They are trafficked for agricultural work both internally and across borders to Zambia and Mozambique. According to the ECLT 2008 survey, over three quarters of children between 10-14 years old living with families on tenant farms worked at least part-time along with their parents.<sup>7</sup> Many work for over 45 hours a week and are frequently unpaid. Children engaged in agriculture risk exposure to a host of occupational illnesses, including nicotine poisoning<sup>8</sup> from extended contact with tobacco leaf toxins.
4. High incidence of child labour is also found along Malawi's lakefronts, with children untying fishnets, cutting fish, or selling them instead of attending school. They are trafficked, as well, to Tanzania to work in the small-scale fishing communities there. Among domestic workers, child labour is rampant. Children figure prominently in Malawi's growing tourism sector, where they are used as under-age construction workers, porters, messengers, tour guides and child prostitutes.
5. Sexual exploitation of children, whether working or not, is endemic across sectors. According to UNICEF reports, – 65 percent of girls and 35 percent of boys experience some form of sexual

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3 Convention 182 Worst Forms of Child Labour Convention, 1999

4 UNICEF Malawi Country Report

5 ECLT Foundation 2008 Baseline Study for Eliminating Child Labour in Tobacco Growing Project

6 Defined in the Handbook for Parliamentarians No 3, 2002, Eliminating the Worst Forms of Child Labor, A Practical Guide to ILO Convention 182, as all forms of slavery or practices similar to slavery, use, procuring or offering a child for prostitution, hazardous work that exposes them to physical, psychological or sexual abuse, work underground, at dangerous heights or in confined spaces; work with dangerous machinery or tools or that includes heavy loads; work in unhealthy environments that may expose children to hazardous substances, temperatures, noise or vibrations, and work under particularly difficult conditions such as long hours, during the night or where a child is confined to the premises of the employer (which could be construed to include girls confinement at home), and any work, which by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children.

7 ECLT Foundation 2008 Baseline Study for Eliminating Child Labour in Tobacco Growing Project

8 An August 2009 report issued by Plan International stated that children working in the tobacco industry were being exposed to high levels of nicotine poisoning, equivalent to smoking 50 cigarettes a day.

abuse by the age of 16, not infrequently in school or the workplace.<sup>9</sup> Adolescent girls especially are vulnerable to “sugar daddy” relationships, whereby they essentially serve as concubines for older men in exchange for schooling or clothing support. Children also engage without third-party involvement in transactional sex for food or other survival necessities. The sequelae of child labour occupational hazards, including violence and abuse, jeopardize children’s growth and development, often permanently, thereby preventing, interrupting, or altogether halting their education and social and economic mobility.

6. The pool for child labour is almost inexhaustible owing to Malawi’s high population growth rate and poverty rates (2.76%/yr and 72.3% respectively)<sup>10</sup>. The education system can accommodate only a proportion of school age children. It is characterized by weak infrastructure, poor teaching quality, lack of qualified teachers, teacher absenteeism and lack of learning materials, which discourages children from attending school and parents from sending them. Without education, working children are less likely to grow up into productive adults, and their children are more likely to fall victim to child labour<sup>11</sup>. Exacerbating this vicious cycle, children entering the work force compete with adults—often even with their own parents—for what little work is available. This can depress already inadequate adult wages to the point a parent and child together earn less than the parent alone used to be able to earn.
7. Poverty is key to fomenting child labour. So too are its diverse contributing factors which also have stand-alone value in forcing children into the workplace. Salient among these is HIV/AIDS, which taken an exceptional toll in Malawi. Prevalence among adults 15-49 in 2009 was at estimated at 11%; a drop from earlier in the millennium, but nevertheless devastating to the country’s social and economic fabric. According to ILO estimates, Malawi’s labour force is at risk of decreasing between 10-30 % by 2020 due to HIV/AIDS. This poses a serious threat to the future national workforce as well as to the national development agenda. The country is losing not only productive workers, but also protective parents, resulting in a sharp increase in orphaned children attributable to HIV/AIDS. The persistence of gender discrimination in Malawi exacerbates the vicious HIV/AIDS and child labour cycle.
8. The traditional extended family network that used to cushion children is ever closer to the breaking point. In the absence of willing relatives or guardians, children often end up as household heads themselves, or completely on their own, with little choice but to work instead of attend school. This also puts them at increased risk for HIV/AIDS exposure. Not only are they vulnerable to exploitation in the work place, but also by due to the underground nature of their work, likely to fall under the radar of HIV prevention messages. The proportion of OVCs in the primary school population has decreased over the last MGDS I period, due to paucity of translating various policy instruments legislating support to OVCs into specific budget lines to support their education.
9. Feeding the regressive synergism of gender, HIV/AIDS and child labour in Malawi is that it remains a country where customary practices harmful to children, especially girls, are still in vogue in various areas (including Mzimba, one of the project’s target districts). These include initiation ceremonies for children, both boys and girls where, girls are forced to have sex with

<sup>9</sup> A 2008 study by the safe schools program in Machinga found that 90 percent of girls and 47 percent of boys in primary schools experienced some form of violence, including sexual touching by other students, sexual abuse by teachers, corporal punishment, and verbal and psychological abuse.

<sup>10</sup> CIA Factbook, 2011

<sup>11</sup> Draft ILO Policy Paper on educational perspectives related to the impact of the HIV-AIDS pandemic on child labour in Malawi. Note that although the mean years of adult school attendance in Malawi is reportedly only 4.3 years (primary school comprises Standards 1-8), adult literacy in Malawi in 2009 was estimated to be 74.5% according to World Bank figures

men<sup>12</sup> as a form of “graduating” them out of childhood (whilst overlooking the importance of introducing protection against unplanned pregnancy or STIs...). “Kupimbira,” a practice that allows a poor family to receive a loan or livestock in exchange for daughters of any age, exists in some areas. Other practices detrimental to gender parity, as well as prevention of HIV/AIDS and child labour, include succession and inheritance laws that sideline girls and women from inheriting property from their parents or guardians, and sexual cleansing rituals and compulsory marriages for widows. Not to mention the persistence of beliefs that children are unlikely to be HIV positive and that sexual intercourse with virgins can cleanse an individual of sexually transmitted diseases, including HIV/AIDS.

## **1.2 International Labour Standards and Child Labour Legislative Backdrop in Malawi up to SNAP Project Period (2009)**

10. Malawi has been a Member State of the ILO since 1965, a signatory to key ILO child labour conventions C138 (minimum age) and C182 (Worst Forms of Child Labour) since 1999 and has ratified other core ILO conventions relevant to Child Labour:

C29	Forced Labour Convention, 1930
C87	Freedom of Association and Protection of the Right to Organize Convention, 1948
C89	Night Work (Women) Convention (Revised), 1948
C98	Right to Organize and Collective Bargaining Convention, 1949
C99	Minimum Wage Fixing Machinery (Agriculture) Convention, 1951
C111	Discrimination (Employment and Occupation) Convention, 1958
C169	Indigenous and tribal Peoples Convention 1989

11. Malawi is also a State Party to the Convention on the Rights of the Child. The country has signed and ratified the Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography and has signed the Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflict, but as yet to endorse the Paris Commitments on disarmament, demobilization and reintegration of all categories of children associated with armed groups.
12. ILO-IPEC has had a presence in Malawi since 2000 with implementation of the Comagri project to support withdrawal and rehabilitation of children in commercial agriculture in response to international pressure on Malawi to rid its tobacco sector of child labour. Comagri ran up to April 2005. To consolidate and further Comagri’s achievements, IPEC established a Country Programme, with funding from USDOL, to support Malawi to develop a National Action Plan to Reduce Child Labour. The aim was to mainstream child labour across sectors and roll out direct action projects at district and community levels to test models for withdrawing and preventing children from child labour through institutional capacity building, skills training, school mainstreaming and enhancing household food security. The Country Programme addressed two key child labour sectors—agriculture and domestic work, and covered eight geographical areas of the country; the four districts previously covered under the Comagri project (Mchinji, Kasungu, Mangochi and Mzimba), Lilongwe, and in three labour supplier districts in the southern regions (Thyolo, Mulanje and Phalombe) identified through rapid survey assessment findings.

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<sup>12</sup> For what it is worth, the Malawi penal code outlaws carnal knowledge of females under the age of 16 years old and stipulates penalties up to and including the penalty of death for offenders.

13. The Country Programme, more effective on some fronts than others, left a legacy of encouraging, but in many cases unfinished, legislative and policy initiatives to enhance the enabling environment for reducing child labour, as well as a portfolio of promising institutional arrangements and interventional stepping stones:

*Enabling Environment*

- Draft National Action Plan to Reduce Child Labour
- Draft List of the Worst Forms of Child Labour
- Draft Amendment on Child Labour to Employment Act
- Draft Tenancy Bill
- Draft Child Labour Policy
- Creation of a Child Labour Unit within the Ministry of Labour to serve as a focal point and coordinate cross sector efforts to reduce child labour
- Establishment of a National Database on Child Labour within the CLU and realization that it required upgrading to a Child Labour Monitoring System to meet international standards for certifying national supply chains to be child labour-free.
- Development of government training manuals on Child Labour Enforcement
- Child Labour incorporated into UN Development Assistance Framework
- Training on Child Labour conducted for staff at district and community levels
- Formation of multi-sector/stakeholder technical working groups and National Steering Committees focused on child labour and child protection.

*Models for Withdrawing and Preventing Children from Child Labour*

- Rolling out of CBE by MoEST to improve access to education to children not currently in school
- Development of models to facilitate withdrawal and prevent of children from child labour through school mainstreaming and complimentary basic education and skills training
- Formation of District and Community level committees for child protection including child labour monitoring

## **2. Project Description**

14. The ILO-IPEC project to Support the National Action Plan of Malawi to Reduce Child Labour (SNAP) was designed to consolidate and expand on the previous IPEC Country Programme (2005-2008) efforts to mainstream child labour into national and district development frameworks and directives and to enhance the scope, quality and delivery capacity of direct services to withdraw and prevent children from workplace exploitation.
15. The overarching development objective of the SNAP Project is “to contribute towards the elimination of the Worst Forms of Child Labour in Malawi.” It is designed to support Malawi in reaching the global IPEC goal of eliminating child labour by development and implementation of National Action Plans to fight child labour.
16. Pursuant to findings and recommendations in the final evaluation of the IPEC Country Programme, the SNAP project is tasked with improving Malawi’s child labour knowledge base, institutionalizing at the national level intervention models yielding good practices and shifting the focus from targeted sectors of child labour to a more integrated area based strategy (IABA). In



addition to carrying over key loose ends from the CP, the SNAP project narrows the CP's geographical scope of action projects from eight districts to three (Mzimba, Kasungu and Mulanje) plus a site in Lilongwe designated to replicate and improve good practices to withdraw and prevent child domestic workers.

17. SNAP also diverges from the previous IPEC Country Programme by shifting from a sector focus to a more human rights and area based approach—the Integrated Area Based Approach (IABA). The premise of IABA is to foster Child Free Labour Zones to overcome displacement effects of child workers moving from one sector to another.

**IMMEDIATE OBJECTIVES OF THE SNAP PROJECT  
TO BE ACHIEVED BY DECEMBER 2012**

- I. To strengthen the enabling legislative and policy environment for eliminating child labour towards compliance global goals of eliminating the Worst Forms of Child Labour;
- II. To replicate and scale up successful models for withdrawal and prevention of child labour and pilot new models for establishing Child Free Labour Zones in three districts;
- III. To strengthen capacity of ILO tripartite partners and other key stakeholders at national, district and community levels to understand the IABA and implement it efficiently and effectively.

18. The strategies for achieving the immediate objectives are both upstream and downstream:

- Strengthening the upstream enabling environment through cross sector policy, legislation and institutional development at national and district levels
- Promoting social mobilization and strengthening the downstream enabling environment through IABA
- Provision of social services for targeted children and their families through piloting and scaling up of models to extend access for working and vulnerable children to skills training, complimentary basic education (CBE) and formal schooling opportunities for older children reluctant to return to school with skills training opportunities, and enhancing household food security

19. The more specific target objectives of the project include:

- 4350 children withdrawn or prevented of from WFCL, in targeted rural and agricultural sites in Mzimba, Kasungu and Mulanje, and 632 in targeted urban sites in Lilongwe districts;
- 4,882 children provided with educational services and 100 with non-educational services, 2192 of these children removed from the work place and 2,790 prevented from child labour;
- 900 parents or adult caregivers of targeted children assisted to improve their livelihoods and referred to social protection mechanisms to help keep their children in school.

20. The project, with a budget of \$2,757,621 funded by USDOL, and in-kind contributions from the Government of Malawi and Action Project Implementing Partners, was approved for implementation from September 2009 through December 2012.

### **3. Purpose of Evaluation**

21. The overall purpose of the SNAP mid term evaluation was to:

- Review SNAP's progress to date;
- Identify opportunities challenges and emerging good practices;
- Assess prospects for achieving objectives by end of prescribed project period;
- Develop recommendations to optimize opportunities for the remainder of the SNAP's implementation.

### **4. Evaluation Methodology**

- Literature review of relevant documentation on SNAP project, previous ILO/IPEC and related initiatives in Malawi and background materials on Malawi, child labour and good practices;
- Face to face and phone interviews with key IPEC staff in Geneva, Lusaka, Pretoria and Lilongwe;
- Phone and face to face discussions with USDOL focal point for the SNAP project;
- Key informant interviews and triangulated discussions with relevant stakeholders at national, district and community levels, including UN partner agencies and ILO tripartite partners;
- Direct observation through field visits to SNAP project sites in Lilongwe, Mzimba, Kasungu and Mulanje (and markets along the way) from 13-17 September 2011;
- Interviews and focus group discussions with project direct and indirect beneficiaries.
- A national stakeholder meeting facilitated by the MTE team held on 23 September 2011 with over 40 participants, including USDOL and ILO-Lusaka attendance. The convergence of stakeholders from numerous sectors engendered a fruitful information exchange and animated dialogue to inform the MTE's findings.

#### **4.1 Evaluation Limitations**

22. The MTE team contended with sundry constraints and considerations bearing on the evaluation methodology, data collection and analysis.

#### **4.2 Methodology Limitations**

23. Constraints on the MTE's methodology, aside from the usual evaluation caveat of insufficient time in the field, included limited opportunity to meet with direct and indirect beneficiaries, especially children in the field. Because funds were not available to hire a dedicated translator for the MTE, either the national consultant stepped in or translation was provided by the National Programme Officer, AP staff, or local stakeholders. In the latter case, this may have biased some of the field interviews. That the document review was scheduled during a truncated workweek in Geneva compromised access to some key stakeholders based there.<sup>13</sup> Finally, the nationwide fuel scarcity impinged on the scope of the evaluation by limiting the team's mobility and time in the field.

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<sup>13</sup> Had the evaluator not stopped in Geneva (at her own expense) en route to Malawi from California to meet with Geneva-based stakeholders, this would have been an even more serious constraint because of the nine-hour time difference between Geneva and California.

### **4.3 Data Collection and Analysis Limitations**

24. Foremost, the MTE was scheduled prematurely relative to the project's actual implementation mid-point. The PRODOC work plan slated the project to be at midpoint around July 2011. Unanticipated in the implementation time frame were delays, some quite protracted in staffing, funds transfers, the USDOL subcontract matrix and action project approvals, as well as turnover of key partner focal points, and stalled legislation key to the project's *raison d'être*. Due to these various issues, the project was still in a ramping up phase when the MTE was carried out in September 2011.
25. This scheduling coincided with the end of summer holidays and the beginning of the new school term, and the Action Projects had gotten off the ground just before the school term was ending and the summer holidays starting. This awkward timing effectively pre-empted the MTE's capacity to pass judgement on progress made towards achievement of Objective II's mainstreaming and service delivery targets, because not enough time had lapsed at that point between the IP's identification of eligible children and their enrolment in at least three months required to count them as successfully withdrawn or prevented from child labour.
26. Also, because schools were only minimally operational for most of the period from when the IPs started identifying children; the MTE could not assess outcomes of bridging, much less mainstreaming activities, nor of SNAP intervention models to support direct and indirect beneficiaries. A further aspect of the MTE timing was the risk of gleaning a distorted perception of child labour prevalence because children are more likely to be visible in markets, or engaged otherwise in petty trading or other economic pursuits during the holidays, whether or not they are attend school regularly during the summer holiday, due to the paucity of child supervision options available to working parents when school is not in session.
27. An additional mitigating factor was that many of the institutional capacity building activities under Objective III that should have been underway or completed by the project's midpoint had still not been implemented. Their delay circumscribed what inputs could be evaluated against expected outcomes. A secondary challenge was the absent role of the Ministry of Health despite its participation on Child Labour Committees at national, district and community levels. In contrast to other institutions comprising CLC membership, the MOH did not participate in the MTE team's final briefing nor did it make any national level staff available to inform the evaluation.

## **5. Project Design**

### **5.1 Achievements**

28. The overall design of the SNAP Project is valid in leveraging and expanding on structures and strategies already in place in place through previous IPEC and other partner support to reduce child labour in Malawi. The project document acknowledges that child labour, due to the complex constellation of contributing factors, defies an easy fix, and that random interventions up to now to reduce child labour in one sector or specific area have often resulted in displacement of children to workplaces elsewhere rather than their withdrawal or prevention. The project appears consciously designed to counter this artefact of otherwise well-intended previous interventions.

29. The project addresses gaps remaining from prior efforts to mainstream child labour into national policies and legislation and jumpstarting a Child Labour Monitoring System. It also proposes an Integrated Area Based Approach to create child labour free zones in three districts. In line with ILO's tripartite mechanisms, the IABA offers an alternative (or in some instances, compliment) to the vertical programming and sector based initiatives that have thus far fallen short in achieving lasting results in eliminating child labour in Malawi.
30. A further strength of the project's IABA strategy lies in applying and broadening the scope of government models already on the ground in Malawi (at least to a limited degree) for extending education to working children through Complimentary Basic Education and skills training and improving household food security. Specifically:
- Extending access to education in light with the government's Complementary Basic Education and providing bridging activities to mainstream children into the formal school system;
  - Establishing multi-purpose learning centres (MPLCs) within communities to provide counselling, referral and skills training especially for older children who do not want to go back to school, but are still too young to be legally working full time;
  - Providing skills and income generation opportunities at the household level to help working children and those at risk stay in school and out of child labour;
  - Empowering communities to recognize that child labour is a problem and that there are alternatives for their children
31. Showcasing these interventions in selected districts aims to yield a portfolio of models that can be scaled up to support on-going government efforts to provide children with alternatives and opportunities to keep them out of the workplace. Concomitantly, the project design strives to strengthen the ability of district governments to implement multi-sector initiatives and to build up the capacity of civil society to be more proactive in demanding enforcement of international human rights standards and provision of basic services to mitigate the high prevalence of child labour. The project also seeks to improve the country's knowledge base, data oversight and analysis capacity, which is critical to enabling Malawi to have international credibility in its fight against child labour. Such a framework should put in place mechanisms to sustain and build on project's momentum at the end of its funding period.

## **5.2 Caveats, Challenges and Oversights**

32. Various shortcomings and oversights in the project design are affecting its performance thus far, and in some cases, may overshadow the remainder of its implementation and achievement of targets.

## **5.3 Time Frame**

33. The project discounts the time and effort required on ALL sides to translate increased government awareness of child labour into demonstrated commitment through sector policy directives or action programmes. Even assuming that the project had started as scheduled in September 2009, the three year time frame is too short to expect lasting (in some cases, even nascent) behavioural and attitudinal changes or significant upstream action in Malawi. Such expectations become more inflated taking into account the thwarted milestones carried over from the Country Programme to SNAP, never mind, the overall speed of change and development observed in Malawi, and other ILO countries in similar circumstances, relative to expected project outputs and achievements.

## 5.4 Underlying Assumptions

34. Numerous assumptions predicated the project design have proved unduly optimistic. The global economic crisis (including steep drop in tobacco prices), has negatively (contrary to Assumption 2) affected the government of Malawi's ability to invest resources in social development infrastructure and programming. Moreover, at the time of the project's conception, fuel was readily available, such that the crippling effects of a shortage could not have been anticipated, but were very much being played out at the time of the MTE. Partners and stakeholders across the board made frequent reference to the impact of fuel scarcity (coupled with the high economic and opportunity cost of procuring it on the black market) on their mobility, outreach and implementation of scheduled activities.
35. To assume government expediency in approving and vetting essential policy and legislation (assumption 4), particularly in the wake of the Country Programme's mixed record on that front, almost defies logic. Even more so considering that the central premise of the SNAP project hinged on the National Action Plan being vetted prior to formal start of SNAP; and that within the start up phase, if not before, the government would approve and gazette the WFCL list, and the revised and amended Employment Act. None of these milestones had been reached at the time the project was approved, nor when the project team was scheduled to start work in January 2010, or even by the time did the SNAP CTA arrive in April 2010. Only in October 2010 was the NAP finally approved and launched—more than a year after the SNAP project should have theoretically started!
36. Even with the extended time window of opportunity provided by the project's start up delays, the suspended status of the latter two directives runs counter to the project design's assumed scenario, as they were still pending approval at the time of the MTE. Against this backdrop, the hiatus between the scheduled and actual initiation of SNAP project activities could almost be perceived as fortuitous. Nevertheless, it is perplexing that the project's design and work-plan seemed neither tailored to nor adjusted for the reality of government legislative and bottlenecks.

## 5.5 Implementation Plan

37. Independent of being predicated on the flawed assumptions outlined above, the Implementation Plan (design logic) seems have overlooked the need to initiate IGA to households at the same time of withdrawing children from the workplace to help families or guardians cope with loss of income and support their children in more sanguine alternatives. It also did not take fully into account the challenges, including opportunity costs, of marshalling volunteerism in an environment where it may neither assumed, feasible nor sustainable.

## 5.6 Programme Indicators

38. In one of the MTE meetings with a SNAP AP, the eligibility of several children enrolled in project services as a reporting period was ending was brought into question. This raised concern for the MTE team that in striving to meet quarterly beneficiary targets, APs may at times be paying inconsistent heed to SNAP criteria for project eligibility. A difficult call, given on the one hand, the high degree of vulnerability overall in the communities where the SNAP is present, and on the other, the perceived pressure from donors to achieve quantifiable results and meet beneficiary targets. A conundrum hardly unique to the SNAP project, but nevertheless noteworthy insofar as the weight afforded by managers and donors alike to meeting numerical targets may inadvertently cause them to become the prime magnet for project resources and staff energy and

divert attention and resources from other intended objectives and activities including capacity building and service delivery quality control.

## 5.7 Budgeting and Planning Oversight

39. The Action Project budgets seem not to have taken fully into account that those tasked with identifying children already in or vulnerable to child labour require mobility to get out into the communities. This is an especially paramount consideration given that the Action Projects are largely dependent on volunteerism in communities already up against myriad economic and logistic challenges such that opportunity costs must be minimized to mobilizing these resources effectively. Provision of bicycles or other low cost and low maintenance means of mobility would not only extend outreach but also likely enhance motivation, especially as the type of volunteerism intrinsic to the SNAP project is still nascent in Malawi.
40. Another budgetary oversight observed was the absence or inadequacy of means for repatriating and monitoring displaced children withdrawn from working in one district who want to return to their district of origin, and also support for those few children mainstreamed back into formal primary schooling who qualify for secondary school but cannot afford to attend without outside assistance. Whether these omissions could have been prevented through more thorough vetting of the AP proposals, or was an oversight in earlier planning was difficult to determine.

## 6. Relevance

41. The SNAP Project embraces Millennium Development Goals 1, 2, 3 and 6 and serves as a cornerstone for the new ILO Decent Country Work Programme (DWCP) for Malawi, launched in August 2011, which includes among its three priorities, “creating more and better employment and income generation opportunities, particularly for the vulnerable groups, including the youth, women and people with disabilities, as well as ensuring the elimination of the worst forms of child labour”<sup>14</sup>
42. The DWCP is closely aligned with Malawi’s Growth and Development Strategy II for 2011-2016, and the UN Development Assistance Framework for 2012-2017 (Outcome 1). Although formal launching of these two overarching development frameworks was still pending at the time of the MTE, both have mainstreamed Child Labour in relation to employment and labour issues.<sup>15</sup> The SNAP project closely dovetails into both of these critical frameworks.
43. The MGDS II incorporates labour and employment under Theme 1 (Sustainable Economic Growth), highlighting low labour productivity, weak institutional and regulatory framework, child labour, inadequate skills development and lack of adherence to occupational safety and health as critical challenges to Malawi’s growth and development. The goal of Theme 1 is “to stimulate and ensure productive and decent employment for all, strengthen legal, regulatory and institutional reforms, improve labour statistics and eliminate of worst forms of child labour”. Under Theme 2 (Social Development) the MGDS II targets economic empowerment of youth (age 10-29) to

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<sup>14</sup>ILO Decent Country Work Strategy for Malawi

<sup>15</sup> The ILO Country Office is working hard at increasing the Technical Corporation Portfolio of Malawi given its Non Residence Status as a UN Agencies. Current pipeline Projects include initiatives on Youth employment with possible funding from the MasterCard Foundation as well as a regional initiative under an ILO-FAO-NEPAD collaboration. A broader PSD initiative under UNDP and AfDB is also under discussion while the Project on Combating CL in the tobacco industry will be operational in November under a PPP Agreement with JTI. Malawi is also a Pilot Country for the G20 Skills for employability initiative and the Government of Malawi through MoLE has made a request for the country to be included on the Decent Work for Food Security.

enhance their participation in overall development initiatives. In offering skills and entrepreneurial training, as well as youth development through the MPLCs, the SNAP project stands to complement the GoM's Youth Enterprise Development Fund and is well positioned to support a cross section of Malawi economic and social development objectives.

44. In testing and scaling up IABA model interventions for eliminating child labour through AP partners, SNAP serves as a pillar, if not a cornerstone of the National Action Plan. The project is contributing to Malawi's Education for All agenda, which cannot be achieved without taking into account the special needs of child labourers and working children, such as offering alternatives for children whose parents give preference to skills learning over general education, putting them at especially high risk for child labour. The SNAP project also fits into national Social Protection strategies to break the intergenerational cycle of poverty through investment in human capital and promoting self-enterprise and small business development.
45. The project's relevance falls short, however, in terms of inadequate and irregular partner coordination, especially among UN partners, and at the IP level, in subsidizing uniforms for children being mainstreamed into schools where they are not commonplace, regardless of regulations, because families cannot afford to buy them. A more relevant investment in both beneficiary welfare and national educational goals would be to apply the support directly to measures to improve household food security and/or upgrade classroom environments to make them more conducive for educational pursuits and keeping children in school.

## **7. Implementation**

46. The official start date of the SNAP project, according to the PRODOC was September 2009, although the PRODOC also indicated that the project team from a bridging project funded through ILO, independently of USDOL,, , from January to December 2009, would start work on the SNAP project in January 2010. Recruitment for the CTA started in October 2009, along with other logistic groundwork. Prior to the CTA's arrival in late April 2010, core national staff was recruited, consultations with government and other stakeholders took place, the project was strategically located in the UNICEF offices, and a project vehicle was purchased. In spite of the bridging project's efforts to maintain the Country Programme's milestones, that effort fell short because of waning momentum in the face of time passing and in the face of competing government demands. When the SNAP project was finally ready to ramp up in May 2010, the core team, primarily the CTA, who was new to Malawi, had first to establish standing among government stakeholders, revive lapsed relationships and build new ones vital to the project prior to moving forward with the selection and subcontracting of AP partners. The time and advocacy required to lay the project's political foundation took longer than anticipated, which had a ripple effect on the work plan and delayed implementation.
47. The project's momentum was further stalled pending approval of the USDOL Subcontract Matrix. This finally came through in February 2011. At issue was that various activities proposed under Objective I of the project's log frame were deemed incompatible with US government funding guidelines for direct aid to governments. IPEC was able to restructure some to meet the funding criteria. Others were either suspended or omitted from the Subcontract due to USDOL or IPEC concern over resource overlap, or that the value added would too diluted once restructured. The protracted exchanges over these matters and the ensuing implementation delays coloured IPEC's relationship with USDOL. They also overshadowed the project's early phase in the field, although most of the tensions on all sides have since been resolved. Thanks to the doggedness of SNAP's senior management, the project has made up for a lot of lost time.

## 8. Enabling Environment

### 8.1 The National Action Plan (NAP)

48. The National Action Plan to Reduce Child Labour in Malawi was finally launched in October, 2010 after over two years of ebb and flow tripartite consultation. Although barely in draft form at the close of the Country Programme, the NAP was nevertheless assumed to be a near *fait accompli* in formulating the SNAP project. However, it was still in draft form when the new SNAP CTA arrived in Malawi, which heralded the de-facto point at which SNAP actually started. Soon after that, the NAP was finally lifted out of dormancy and fast-tracked. Launching the NAP was the milestone required for SNAP to move forward with IABA activities, as well as to mobilize additional resources for eliminating child labour in Malawi. The NAP has so far succeeded in marshalling tentative commitments from SMARTCARD, Master Card and Japan Tobacco International, among other potential partners, to help Malawi progressively eliminate of the WFCL.

### 8.2 Other Policy and Legislation Pertinent to Reducing Child Labour

49. The Child Labour Policy is now in draft form, awaiting the Ministry of Labour to present it to the Principal Secretaries for review and endorsement. According to the CP Final Evaluation, the Child Labour Policy is intended to serve a guiding document for mainstreaming child labour into related national policies and plans.
50. Despite that the Child Labour Policy is still pending, the Malawi Growth and Development Strategy II for 2011-2016, has moved ahead. Contrary to its predecessor, the MGDS II highlights reducing child labour among its sector development priorities, thanks to ILO-IPEC and other stakeholder lobbying. Developed under the aegis of the Ministry of Development Planning and Cooperation through multi-sector consultation, the MGDS II is currently awaiting Presidential endorsement, with its launch anticipated before the end of 2011.
51. ONE-UN has incorporated child protection, including child labour into the UN Development Assistance Framework (UNDAF) for 2012-2017. The UNDAF has been finalized and will be launched in alignment with the MGDS II as a platform for resource mobilization.
52. The list of the Worst Forms of Child Labour, still in draft form at the end of the Country Programme, has been revised following further stakeholder consultation. The final draft was forwarded to the Law Commission in July 2011 where it is awaiting gazetting.
53. The Employment Act, amended to include CL concerns, has been approved by the Ministry of Justice and is pending tabling in Parliament. The Malawi Constitution defines a child as a person below the age of 16, whereas the Employment Act considers a child to be under the age of 14; or in other words, eligible to work FROM the age of 14. The standing Employment Act prohibited persons under the age of 14 from “*work in any public or private agricultural, industrial or non-industrial undertaking, except if that work is done in a vocational technical school or other training institution and is (a) approved and supervised by a public authority; or (b) is an integral part of the educational or vocational training programme for which the school or institution is responsible*”, leaving a wide window of opportunity for “legal” exploitation of those between 14-16, still considered below age of majority by most international standards.
54. The amendment to the Employment seeks to regulate this window by introducing safeguards for children between 14-16 years from working in hazardous and unsupervised situations, and to



minimize disruption of their studies. It stipulates when and where children between 14-16 years can work, how many hours, how much weight they should lift, and what contact if any around heavy machinery. Some tripartite partners judged the earlier version of the amendment, developed under the Country Programme, too restrictive relative to the economic reality of Malawi (for example, prohibiting children outright from 14-16 years from working during school holidays would have placed an undue burden on families, employers and enforcement mechanisms alike.). As a result, the bill spent extended time undergoing further stakeholder scrutiny and consultation before continuing on its as yet unfinished legislative journey.

55. The Tobacco Tenancy Bill, which stands to help farmers and their families (which often include working children), likewise, awaits tabling in Parliament. The proposed bill, inter-alia, would set a new minimum age of employment at 18 and institute punitive measures for estate owners using child workers. It also seeks to provide for the regulation of tenancy labour by clarifying the rights and obligations of landlords and tenants. Through mandating written contracts between tenants and landlords covering issues such as transport, food provision, accommodation and fair loans schemes, the bill stands to mitigate exploitative situations, such as child labour and related abuses.<sup>16</sup>
56. In 2010, the GoM enacted a National Registration Act. Intended largely intended to facilitate the issuance of new compulsory National ID Cards, the NRA should also increase birth registration, by bringing registration authority in rural areas down from the district level to the village head and making it free of charge and more convenient, especially for dispersed communities. This will bestow children with citizen rights and facilitate age validation, and thus stands to strengthen monitoring and enforcement of child labour and child trafficking because only those over 16 and eligible to work will be issued National ID cards.<sup>17</sup>
57. Also of relevance to the enabling environment for reducing child labour is the Child Care Protection and Justice Act. This bill, enacted in July 2010, addresses, harmful cultural practices, child abduction and trafficking, among other child-related concerns. A Drug Trafficking Bill to counter the increasing threat to children of exposure to harmful drugs and being used as conduits by drug traffickers remains, however, stalled.
58. Despite many positive developments in the enabling environment since SNAP got off the ground, the existing legal and policy frameworks still lack subsidiary instruments such as implementing regulations, standards of operations and national plans of action for addressing children's vulnerability to abuse, violence and exploitation. There are also significant challenges in implementation of the various legal and policy instruments due to inadequate financial resources, and shortcomings in the quantity and quality of available human resources, especially at district level. Also at issue is the restrictive operating environment that worker associations face trying to organize the informal sector and the lack of age harmonization and gender mainstreaming among policies and legislation with relevance to child labour, including inheritance laws prejudicial to women.

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<sup>16</sup> Global March Against Labour (website)

<sup>17</sup> National ID cards will be issued only to those over 16; those under 16 will be issued birth registration cards.

### 8.3 Strengthening the Child Labour Unit, Child Labour Knowledge Base and the Child Labour Monitoring System

59. SNAP inherited the CP's unfinished business of supporting the CLU to be upgraded to a Section or Department within the Ministry to raise the profile of child labour and create more opportunities for resource mobilization. Under the CP, the groundwork was laid for a national data base on child labour (NCLDB) to inform policy and planning and generate data to meet international standards for child labour- free certification, Also developed during the CP was an insipient Child Labour Monitoring System (CLMS) for identifying working children and referring them to appropriate services) which is being piloted through DCLCs and CCLCs in the targeted AP districts.
60. The project's beneficiary data monitoring reporting system (project DBMR) has been rolled out to SNAP implementing partners in four districts. While the IPs are still at a nascent stage in managing the project DBMR, the system is serving as a learning tool, and helping to reduce duplication of data at the field level. The team was unable to ascertain to what degree the information collected at field level is being used, if at all, to inform planning at the community, district, or national management levels.
61. A design for a national database on child labour (NCLDB) was in place and ready to be scaled up at the close of the Country Programme in 2008, but has not progressed much since. Reportedly, most, if not all, the computers allocated to the CLU to set up and manage the NCLDB under the Country Programme, either disappeared or imploded before the information collected up to then could be backed up. Ministry of Labour counterparts were not forthcoming on the current status of MoLE data collection and management during MTE discussions. It was only during the Stakeholders' Briefing that CLU staff conceded that the NCLDB was at a standstill due to lack of equipment and designated personnel.
62. Equally as challenging to ascertain was the status of the CP's unfinished business of upgrading the CLU to a section or department in the Ministry of Labour. Only after drawn out triangulation was the team able to confirm that the organizational assessment required to determine the staffing and resource needs for expanding its mandate was still pending.<sup>18</sup>
63. If anything, the morale and capacity of the existing CLU would seem to have regressed since the Country Programme. It appeared to have no leadership at the time of the MTE. The acting CLU head and principal focal point for IPEC/SNAP in the Ministry of Labour left to join the ILO office in Pretoria at the end of August 2011.<sup>19</sup> He played a leading role in establishing the CLU during the previous IPEC project, contributed significantly to the formulation of the SNAP project and helped get the project off the ground. His departure has, thus, left a real vacuum of institutional

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<sup>18</sup> When the team tried to probe what was holding up the assessment, CLU members asserted that a functional review had already been carried out, and that the CLU had been incorporated into the Ministry budget since 2009, implying that it already been upgraded. Protracted probing, however, revealed that the MoLE staff was referring to a functional review with no relevance whatsoever to the SNAP project that had been carried out several years previously.

<sup>19</sup> The evaluation team was perplexed that this individual was not included in the list of IPEC staff neither provided to the MTE team for the desk review, nor mentioned as a key resource by IPEC staff interviewed in Geneva. After his legacy with IPEC and the fight against child labour in Malawi came to light, the team inquired about interviewing him to glean additional insight into the context and background of the project, but was never able to make contact.

memory, leadership and support for SNAP. Another colleague, also instrumental in orienting the SNAP CTA and driving the CLU, preceded his departure.<sup>20</sup>

64. Another cause for concern was the inconsistency observed among stakeholders in nomenclature and understanding of the different child labour knowledge management and monitoring systems in use. For example, in several stakeholder meetings, the Child Labour Monitoring System and the Direct Beneficiary and Monitoring Reporting System were referenced interchangeably, and in one meeting with Ministry of Labour staff, the need for a Child Labour Information System was questioned because a Labour Market Information System was already in use.
65. Insofar as the Ministry of Labour is ILO's principal government liaison and entry point for addressing child labour in Malawi, resolving the observed lethargic morale, capacity gap and leadership hiatus is critical for the project to move forward effectively.
66. SNAP has been diligently working with the CLU to get the CLMS back on track and to identify cost effective means of making it more robust. These include tasking teachers and agricultural extending workers to collect data at community levels or setting up an independent monitoring system modeled after initiatives in Pakistan financed with assistance from large enterprises with a vested interest in eliminating child labour.
67. In June 2011, the GoM received what could be construed as a wake up call to ramp up commitment to reduce child labour—the national Tobacco Control Commission informed the Secretary for Agriculture and Food Security that traditional large volume tobacco partners<sup>21</sup> had relegated Malawi to a secondary (“opportunity” vs. “core”) market status in response to concern over prevalence of human rights violations, including child labour, in the country's tobacco supply chains. To drive home the stakes of NOT complying with Integrated Tobacco Production System guidelines (which prohibit not only child labour, but also stipulate resident children on tobacco estates are counted and attend school), the TCC pointed out that British American Tobacco International had already shifted 8,000,000 kg of burley tobacco orders from Malawi to Mozambique. The letter closed with “we therefore need to move fast to address these issues”.
68. The quality of the country's tobacco has tended to fall below the radar of the large tobacco companies anyway. Thus whether the TCC's call to arms really does marshal the troops remains in limbo. It is certainly in the government's interests to comply to make the country eligible for Core Tobacco Contracts, and that the call for reform came from within Malawi may give it added impetus. What the TCC warning had achieved at the time of the MTE was to impress upon the Ministry of Labour, especially the Child Labour Unit, that a functioning and reliable National Database on Child Labour was imperative for the country to be able to certify that supply chains were childfree.
69. The presence of a skeletal Labour Market Information System (LMIS) framework which includes some information on child labour reportedly extracted from the National Statistics Office's annual Welfare Monitoring Survey and the DHS's variable related to child labour warrants mention. The LMIS is neither as sophisticated nor as robust as required to meet Ministry (or for that matter donor agencies) management and planning requirements. Nor is it especially relevant to child labour. However, because it is a system in which the government already feels invested, it should be factored into the child labour data equation and brought up to an acceptable and useful standard

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<sup>20</sup> She was suspended for allegedly murdering her husband while defending herself against domestic violence. Subsequently, she was exonerated of all charges and reinstated. However, it was not clear at the time of the MTE when, or even if, she would be returning to the CLU.

<sup>21</sup> Phillip Morris International, British Tobacco International and Imperial Tobacco International

to serve both its own purpose and perhaps as an additional repository for information on child labour.

#### **8.4 Mainstreaming Child Labour DOWN Stream through IABA to Cultivate Conditions for Child Free Labour Zones**

70. As of September 2011, the district governments in all four SNAP districts (Mzimba, Kasungu, Mulanje and Lilongwe) had either established District Committees on Child Labour (DCLC), or revived those already in existence from previous interventions with broad cross sector participation. Stakeholders included government officers, NGOs, development partners, tobacco companies (where applicable), unions, FBOs, teachers, and Traditional Authority Chiefs.
71. In Kasungu, considered a model district of IABA implementation, the district social work officer chairs the DCLC. Given the secondary importance often afforded to child labour relative to child protection, her leadership (highly touted in donor circles) is appeasing this gap, not to mention providing a welcome counter-example to the pervasive scramble for resources observed at the national level between the Ministries of Labour and Gender!
72. In Mzimba, the Director of Planning and Development chairs the DCLC—thus raising child labour’s foothold on the district government agenda. At the stakeholders meeting in Mzimba, the DCLC assumed the responsibility to mobilize support for a child who was withdrawn from the labour force, eventually mainstreamed back into formal school and then qualified for secondary school, but without means of attending without outside assistance.
73. Community Child Labour Committees are also now in place at the community level to enhance the spotlight on child labour and support implementation of the SNAP district action projects. The presence of Village and Area chiefs on these committees, whether as chairs or not, strategically positions them to marshal awareness of child labour and collaboration to reduce it. Striking, in fact, was the frequency in which traditional authorities manifested their support for reducing child labour by issuing by-laws against it in their jurisdictions. As heartening as their political will and commitment may be, the ensuing discussions shed little light as to the impact on the most vulnerable of using by-laws as a solution to social ills.
74. In conjunction with the district and community child labour structures, four Action Programmes, vetted through tripartite consensus, are rolling out mainstreaming, CBE, skills training and eventually income generating and small business development activities in three districts and Lilongwe: COYIDA in Mzimba, CICOD in Kasungu, AYISE in Mulanje and YECE in Lilongwe. The AP in the districts are focused on the introducing and scaling up the IABA; in Lilongwe, YECE is scaling up models successfully piloted under the IPEC Country Programme to withdraw children from domestic work through skills and functional literacy training.
75. The SNAP project provided initial training in IABA to NGO executive management, national level Ministry counterparts and tripartite partners. The AP partners were then tasked with replicating the training in their respective districts and target communities using standardize IABA training materials and methodologies. The international consultant who facilitated the initial training left immediately thereafter, and SNAP staff was limited in its capacity to monitor quality and consistency of their replication downstream because the second tier trainings took place concurrently the following week.
76. Field observation and stakeholder interviews at district and community levels indicate a growing awareness that child labour is a concern to population welfare and that IABA is catching on.

Stakeholders at all levels were able to cite the distinction between child labour and child work, Most showed some understanding of factors contributing to child labour and, whether fully on board in practice or not, what could be gained through mounting an IABA response.

77. The MTE team did observe a concerning gap between acknowledging certain health and gender issues that parlayed into child labour and a reluctance of community leadership to own up to them to a point of taking effective action. At times, the roundabout of euphemisms and parroted responses when trying to discuss how to overcome gender, HIV/AIDS or adolescent reproductive risks that may contribute to child labour was dizzying.

## **8.5 Baseline Surveys**

78. Two of the three programmed baseline studies that were supposed to take place prior to rolling out the Action Projects in the districts had been completed at the time of the MTE. Draft reports of the baseline results from Kasungu and Mulanje have been shared with partners and stakeholders after approval of the Action Projects in those districts.
79. Although available after the fact for CICOD's activities in Kasungu, the draft findings reached AYISE in time to inform their targeting of communities with especially high density of child labour. Due to funding and approval delays, COYIDA in Mzimba initiated AP activities later than the other IP partners. The delay would have been provident, relative to the other Action Programmes, had the baseline survey for Mzimba been conducted as scheduled. It is however still pending, and the team was not able to confirm when the survey would take place. Beyond initial briefings at leadership levels, the surveys, conducted by a professional research organization seem only marginally, if at all, to have engaged the IPs, local stakeholders or communities in their implementation. This would seem a lost opportunity for building their management and outreach capacity.
80. Independent of the SNAP project, Geneva-based Eliminate Child Labour in Tobacco (ECLT) recently completed a baseline survey on child labour in tobacco farming in Mchinji and Ntchisi districts in central Malawi and Rumphi in the Northern Region (with the results already available online), and in 2008, carried out baseline child labour surveys in Kasungu and Dowa districts.
81. Reportedly, the different surveys conducted or to be implemented do not share a common definition of child labour, such that the data generated are not statistically comparable. Even so, it could be useful for the various oversight bodies concerned with child labour to centralize access to all survey data related to child labour. Likewise, advocating for stakeholder consensus on a common definition of child labour would facilitate data comparability and enhance national capacity for strategic planning and policy development to mitigate child labour.

## **9. Iaba progress**

82. The APs had been on the ground between three and six months when the MTE took place and schools had not been in session for most of that period. In some cases, team meetings with the CCLCs constituted their first formal gathering since being established. In light of these circumstances, the MTE team, after consulting with SNAP and USDOL, decided it would be premature to pay major heed to AP target achievement up to now, and that it could also be premature to draw definitive conclusions concerning their efficiency or effectiveness at such an initial stage of implementation.

83. Disclaimer aside, the MTE team was impressed with the momentum of the APs to date. In only a few months, the IPs have staffed district and community teams, established good relationships with district and local counterparts, and have or are in the process of identifying and equipping MPLCs and skills training facilities. The partners have experienced inconsistent community largesse and initiative among the targeted districts in procuring accessible and affordable locales suitable for MPLCs. In Lilongwe, YECE was conducting skills training in a makeshift, albeit functional, structure that the community had built on land owned by a local chief, and had set up a MPLC in a church compound. In Kasungu, a CCLC member was providing CICOD with a space for skills training. AYISE, however, was at an impasse in locating an appropriate structure for its second MPLC at the time of the MTE.
84. Ironically, it was in Mulanje that the team encountered the most dynamic CCLC leadership. The antithetical situation could perhaps be explained by the community being new to mobilizing against child labour, and still not quite on board for what that required. Most, but not all, of the targeted communities in SNAP districts had had some prior exposure to child labour issues under the IPEC Country Programme or via other partner interventions related to child protection. Likewise, all of the districts had established at some point a structure related to child protection, if not child labour, some more active and sustained than others.

#### On the Ground in the Fight Against Child Labour

In Mzimba, the MTE visited a primary school with 28 teachers for 2,800 students. A first grade teacher reported a class size of 197, and the team greeted 175 enthusiastic students packed into a Standard 7 class. Many of the project districts have instituted morning and afternoon sessions to reduce class size. This, however, poses an extra burden on those teachers providing remedial tuition--in high demand, --to lagging students. Many of these same teachers are involved in SNAP-related activities, either through directly serving on CCLCs, or helping to identify child labourers and absorbing those students withdrawn from the work place. One teacher, also a member of the CCLC and the single parent of three school-aged children responded to the team's awe at her dedication with merely, "we just do what we have to do". Another teacher and single mother on the CCLC was supporting three children orphaned by HIV/AIDS in addition to her own brood of five (all in school). The team encountered similar feats of juggling competing demands among CCLC members in all of the districts visited--testimony to the groundswell of community commitment the APs have been able to infuse in only a short time to providing

85. Overall, it appeared that CCLCs are cooperating closely with schools to identify working children by reviewing school attendance records and following up on those children with irregular attendance and their school-aged siblings. Children who have dropped out of school are provided with Complimentary Basic Education (CBE) from 3-6 months. Younger children are then mainstreamed back into the formal school system at the first available calendar opportunity. Children aged 14 and above are offered vocational training options such as sewing, tin-smithing, bricklaying, carpentry in addition to functional literacy training and counseling. Reportedly, a market exists for the type of products being generated through the skills training activities.
- alternatives for working children.
86. In spite of the compressed time period, it would seem that the IPs are on course to meet their scheduled first quarter targets of children withdrawn or prevented from child labour including mainstreaming children after three months of bridging activities, even if it is too early to judge how well the students were integrating. It was also difficult to ascertain the degree of consistency and neutrality used in identifying vulnerable children, both within and amongst the different districts—especially given the precarious economic conditions of the communities at large, and the prevalence of children in marketplaces and the like during school holidays. The tallies and accompanying discussions with the APs gave an impression that APs were operating on the premise that any child sighted in a possible work environment (like markets) during the school break was vulnerable to child labour, whether or not they had attended school the previous term.
87. Under the Action Programme (Objective II) AYISE was tasked with translating and adapting standardized counselling training materials for standardized use among partners. These had just been finalized at the time of the MTE. The team had no chance to find out what materials the IPs had been used up to that point for the counselling training, nor what monitoring was in place to ensure consistent messaging from one district to another.
88. The ILO-IPEC SCREAM kit, being integrated into IPEC initiatives worldwide, has been adapted and translated into Chichewa, and reportedly field-tested through the partner NGOs in all four project districts. The idea is that the SCREAM kit will eventually be integrated into the CBE modules; much like the LIFESKILLS curricula has been incorporated into primary school education.

## 9.1 IABA ongoing issues

89. Few children of school age were present during any of the field visit meetings with the exception of one that occurred outside of a school facility, and another at a MLPC in Lilongwe, where at least one of the children interviewed was 18. The MTE Team's main opportunity to talk with children about child labour was outside of formal site visits, via impromptu conversations with children in markets or elsewhere along the road.
90. Child representation is conspicuously absent on coordination and advisory bodies at both the district and community levels.<sup>22</sup> While the logistics of children attending DCLC meetings during the school year could be a challenge, CCLC meetings already accommodate teacher hours, so the timing could be suitable for children attending school to participate as well.

<sup>22</sup> Albeit not the only occasion this matter was discussed, the recommendations from a FAO/ILO workshop held in May 2011 included that children should be directly represented in DCLCs and CCLCs.

91. It was not clear from reviewing the draft survey findings to what degree they reflected the often extreme vacillations in child labour and school attendance during the peak tobacco season (October to February) when children are often taken out of school to help their parents meet production quotas as well as pay back debts accrued during the year to ensure food security. As a result, school attendance statistics from spring term (used as the basis for identifying the initial batch of vulnerable children for the Action Programmes) may not accurately reflect the real burden of children either in or at high risk of child labour. In any event, much of the educational infrastructure in the target districts is hard pressed to accommodate the additional students generated through withdrawing and preventing child from child labour.<sup>23</sup>
92. Interviews with some stakeholders raised the concern about whether identifying and removing children from the workplace was consistently conducted with sufficient discretion and sensitivity to avoid “victimizing the victim”. In particular, that the practice reported of essentially “outing”<sup>24</sup> parents or guardians of working children and chastising or fining them could stigmatize those children and their families as well as invoke resistance or community backlash against the project.
93. The team also noted inconsistencies among some of the district and community stakeholders in the criteria used for reporting on target achievement of children identified to be at risk or withdrawn from child labour., particularly with respect to age. In Lilongwe, several of the skills training students interviewed were over 18. In another district, interviews with CCLC members gave the impressions that almost children found to be helping their parents in the marketplace during the school holiday period were identified as at risk.
94. Support and monitoring for children withdrawn from child labour and wishing to return to their district of origin and those who qualify for secondary school but cannot afford the fees have been largely overlooked. The MTE team noted a dearth of attention given in most of the communities visited to encouraging students to pursue education beyond primary school, leaving the impression of acquiescing to the fallacy that children mired in poverty must resign themselves to muted aspirations. Such a short sightedness runs counter to Malawi’s development and productivity goals.
95. The skills training and enterprise activities, still very much in the nascent stages at the time of the MTE, are already coming up against a dearth of role models and mentors available in the project areas, as well as in some cases, insufficient technical expertise to support vocational training and to address the needs of working children in general.
96. Field observation would suggest that quality control of skills training activities merits greater attention. The team stopped in at a skills training facility in Mzimba, carried over from a previous project, where three young women were busily sewing, two of them with babies tied to their back. The finished products hanging overhead, whether theirs or not, were of dubious market quality, with unevenly sewn sleeves, collars and buttons out of kilter. Similar haphazard quality was observed in at other project sites, likely due to early stage of training.

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<sup>23</sup> As a side note, UNICEF noted that while the demand for education far exceeds the infrastructure capacity in the SNAP districts, reportedly many schools in some of the lakeside districts (where high incidence of child labour has also been documented) are standing empty.

<sup>24</sup> The MTE team felt that “outing” seemed applicable to the practices described in field discussions, even though the term in that context does not commonly feature in local vernacular.



97. Another issue of concern was the lack of occupational safety precautions in the classes observed, such as the absence of any sort of respiratory protection in the wood working classes. It should be noted that occupational health is only recently being given any attention at all in Malawi, thanks to a regional ILO project providing TA to develop OSH standards at the national level.

98. International pressure on Malawi concerning child labour in agricultural supply chains is causing withdrawal of some large companies such as Press Agriculture in Kasungu, from the tobacco sector altogether. Albeit this gesture a welcome move by anti-child labour advocates, should laid-off workers use their severance pay to start up businesses that use family labour, and thus prevent children from attending school, this could increase child labour in the area. Similarly, the loss of a principal wage earner's income may increase food insecurity and decrease household ability to support children's education.



99. The delay in concurrent IGA support to households of working children may jeopardize the sustainability of withdrawing children from child labour and keeping them in school. Conditional provision of IGA inputs or creating community gardens could help keep family support structures afloat until more formalized IGAs are rolled out. A further consideration is whether supplying children with uniforms when uniforms are not mandatory is an optimum use of project funds for supporting children to stay in school, or whether supplying other essential goods to the child or his/her household or investing in direct improvements to the classroom environment might be of greater benefit.

100. Field observation and interviews with AP implementing partners and SNAP stakeholders at various levels indicate the inherent (negative) synergy of lack of access to reproductive health services, including family planning, irresponsible sexual behaviour and domestic violence, among other factors, with child labour is not being addressed proactively. Evidence of this includes lack of access to condoms and reproductive health information beyond abstinence messages through the MPLCs and heavy reliance on "counselling" only to thwart risky behaviours common to adolescents.

101. The fuel crisis is really taking a toll on all stakeholders' access to the field, especially the mobility of the Action Programme partners to undertake site visits for monitoring. A further monitoring challenge is how to count as well as keep track of children who are counted as achieved targets and then drop out of school, skills training or other project activities.

## 10. Improving Institutional Capacity

102. The bulk of SNAP activities for improving institutional capacity have yet to be formally rolled out, aside from starting to build up CCLC advocacy and lobbying capacity, laying the groundwork for collaboration with FAO to integrate agricultural extension workers into cross sector efforts to identify and withdraw working children and laying the groundwork for support projects with employer and employee associations (ECAM and MTCU) respectively. Much of what has been achieved under this objective to date has been alluded to elsewhere in the report. In summary, milestones include:
103. The trainings on child labour conducted to date for stakeholder top and middle management have helped develop a better cross sector understanding of socio-cultural factors that contribute to child labour in Malawi, and the benefits of taking an integrated area-based approach over sector targeting to reduce the problem. The team observed, as referenced earlier, an across the board pride in understanding the distinction between child labour and child work and being more informed on child rights and alternatives to child labour.
104. The project is supporting the Ministry of Labour to conduct child labour law enforcement courses (using training materials developed during the IPEC Country Programme) for district labour officers, district social welfare officers, police, and district magistrate court officers, and the cadre of district labour force officers increased during 2010 from 29 to approximately 160 by year's end.
105. ILO Tripartite partners were included in identifying the target districts for Action Programmes, vetting the proposals and in the final selection of SNAP implementing partners.
106. The DCLC's and CCLC's in the four project districts are adapting to their expanded IABA mandate, increased membership and greater responsibilities in addressing child protection issues, including child labour. The district governments reported now giving child labour due attention and incorporating IABA considerations into their sector planning and budgeting for their next development period.
107. Victim Support Units (VSUs), whereby police personnel have received sensitivity training through UNICEF to address and refer gender based violence; child trafficking and child labour cases have been established in 101 of Malawi's 500 police battalions at the district level. This has led to increased collaboration between DCLCs and the police in those districts with CSUs, and served to increase intelligence resources for tracking and referring cases of working children<sup>25</sup>. The MTE team had no opportunity to find out whether CSUs were operating in any of the project districts.
108. Two members of CCLCs under the aegis of the AYISE AP in Mulanje are women, both of them whom dropped out of primary school because of "early marriage", but returned and were able to reach, if not, finish secondary school. At least one is a single mother, and both have numerous children who are either in school; some have finished and moved beyond secondary school. The team suggested to these women that they and their children could serve as role models in their communities to encourage vulnerable children to stay in school. (Both had issued by-laws in their jurisdictions banning child labour.)

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<sup>25</sup> According to UNICEF, the CSU reported receiving over 10,000 cases related to rape, domestic abuse, trafficking and child labour over the last year. No data were available, however, related to the quality or substance of these cases, but that they were reported at all is indicative of increased commitment to enforcing child (and maybe even gender) rights.

109. The Malawi Union for the Informal Sector (MUFIS), founded in 2004, and affiliated with the MCTU, one of the ILO Tripartite partners for the SNAP project, now has about 7000 members, and the Commercial Workers Union is now reaching out to domestic workers. This is a promising development in terms of reaching workers in the informal sector where child labour continues to be rampant and labour regulation and monitoring negligible. Although MUFIS does not enjoy full union standing, it has nevertheless, set up a rotating fund among members to help commercial sex workers find alternative income means.
110. The MCTU Women's Committee (comprised ONLY of women) is providing entrepreneurial training to widows (and widowers) in households where children are especially vulnerable to child labour. The MCTU has, in recent years, reported on a number of cases, not necessarily related to child labour, but where workers have been badly mistreated and where employers have appeared unaware that workers have employment rights by law.
111. As noted earlier, the big tobacco growers are now taking an increasingly pro-active stance on child labour with both ECAM and TAMA ramping up child labour monitoring activities in tobacco estates.

## **10.1 Institutional Capacity Building On-going Issues and Challenges**

112. Organizing workers in the informal sector is key to monitoring and eliminating child labour, and a real challenge given the fluidity of the sector and mercurialness of its workforce. MCTU's capacity and resources to support additional organizing of non-organized workers, is limited because its dependence on union membership. Likewise, it is virtually impossible to organized bonded labourers, which often include child workers, especially in the tobacco industry.
113. It took MUFIS over two years to register with the Ministry of Labour because the union had no negotiating partner. Moreover, MUFIS members are not afforded the same standard of protection as formal sector workers because the Ministry of Labour has denied the union standing for collective bargaining.<sup>26</sup> Inasmuch as SNAP's skills training activities may well serve as a springboard for launching older children and young adults into small entrepreneurs working in the informal sector, it would behoove the project's direct and indirect beneficiaries for tripartite partners to lobby the Ministry of Labour to grant MUFIS collective bargaining rights. Worth noting is that up until the MTE when the team brought MUFIS to the attention of SNAP staff, they were not aware that it existed—rather surprising given that MUFIS is an affiliate of MCTU, which is the project's principal worker association partner in Malawi, and all tripartite partners interviewed acknowledged the challenge of eliminating child labour from the informal sector.
114. The Ministry of Labour's enforcement capacity continues to be undermined by inadequate human resources, and recently even more so by the fuel shortage.
115. Employer association membership often does not extend to smallholder farmers who may not be aware or interested in the social and economic benefits of complying with childfree supply chains.
116. Even though IABA per se is catching on as a promising strategy for combating child labour, institutional capacity, at all levels in Malawi, to grasp that the child labour battle cannot be won in the absence of substantive concurrent investment in reproductive health and gender equity remains muted and mired in a euphemistic fog. In almost all discussions with stakeholders at all levels,

<sup>26</sup> According to U.S. State Department, The law requires that at least 20 percent of employees (excluding senior managerial staff) belong to a union before it can engage in collective bargaining at the enterprise level, and at least 15 percent union membership for collective bargaining at the sector level.

about how to overcome gender barriers and reduce incidence of “early marriage” (commonly cited among most respondents as a leading reason that girls dropped out of school), not once did better access to reproductive health and family planning services come up. Nor was there ever mention of trying to distribute domestic responsibilities more equitably among male and female children to ensure that girls too had time to attend school—both feasible avenues for keeping girls in school and enhancing gender equity at the family and community levels.

## 10.2 Stakeholder Coordination Mechanisms and Opportunities

117. A Tripartite Project Advisory Committee (PAC) has been formed at the national level, and the structure replicated at the district level. Thus far, most national level PAC members, while acknowledging the importance of reducing child labour, have kept a low profile and taken little initiative at the project’s behest to be more engaged. Some PAC members within the Ministry of Labour expressed feeling short-changed and marginalized because the bulk of the project’s resources were allocated to the NGOs implementing the Action Programmes instead of directly to the Ministry. Both SNAP management and the MTE team were quick to point out that SNAP support to NGOs was intended to catalyze the government’s efforts and leverage, not compete with, public resources. Ministry of Labour counterparts remained unappeased as well when reminded that project resources had to comply with USDOL guidelines prohibiting support for certain activities relevant to capacity building deemed to fall under government aegis, such as training per diems. The MTE team did observe that project partners tended to take greater initiative than in overcoming resource constraints at the district and especially community levels than their national level counterparts.
118. SNAP is continuing to negotiate with the two National Steering Committees under the Ministries of Labour and Gender respectively that are tasked with overseeing strategies and services to reduce child labour. Albeit encouraging that the GoM has acknowledged commitment to child labour by forming these two NSCs, the composition of these two committees is the same and the duplication of resources gives the impression that they are competing rather than collaborating. More cost-effective would be to consolidate the resources into a single steering committee for harmonizing all initiatives related to child protection, including child labour, with each stakeholder contributing to a committee budget and sharing responsibility for leadership. In spite of SNAP’s advocacy efforts, streamlining of the two committees has not has not progressed much since they were set up as separate entities during the IPEC Country Programme.
119. SNAP is playing a leading role in Malawi for laying the groundwork of the ILO-IPEC Global Agricultural Partnership (GAP)<sup>27</sup> with FAO as a step towards improving convergence and collaboration between the Ministries of Agriculture and Labour and UN agencies on child labour. The first time for this type of collaboration between ILO, FAO and social partners! Among the fruits of this effort is that FAO and other partners are now using ILO/IPEC presentations in their field activities to explain the difference between Child Labour and Child Work. The GAP terms of reference include helping the GoM explore mechanisms to compensate for the shortage of labour inspectors by tasking agricultural extension workers with child labour awareness and enforcement referral activities. This endeavor to transfer the responsibility for child labour vigilance and enforcement from donor arena to the Government of Malawi’s watchdogs represents a promising step towards sustainability.
120. The collaboration thus far has generated a draft road map and resource mobilization strategy, which were shared with the MTE team. To what degree it has progressed beyond a joint

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<sup>27</sup> Also referred to as the International Partnership for Cooperation on Child Labour in Agriculture (IPCLA)?

development of a Priority List of Activities, based on the NAP was difficult to ascertain at the time of the evaluation. At the behest of SNAP, the MTE met with FAO focal points to learn more about the joint ILO/FAO initiative, but without gleaning many further details. FAO staff shared their surprise upon realizing, while on a joint field visit to districts with SNAP staff, that FAO livelihood projects for vulnerable were indirectly helping to withdraw or prevent children from child labour! Subsequently, in Kasungu, the team learned that FAO is providing seeds for school gardens there (and perhaps other districts) to improve school nutrition. However, not in the specific educational zones where SNAP activities are present and vice versa, suggesting the need for improved partner communication and coordination to ensure more cost-effective outcomes. Likewise, the team found no evidence of dovetailing of the Farm Input Subsidy Programme<sup>28</sup>, with the SNAP implementing partners' catchment populations in the districts.

121. Although IPEC reportedly collaborated with UNICEF to undertake a pioneer study on child trafficking in Malawi during the Country Programme, no reference to this ever came up during the MTE. Nor was there any evidence that the study is being used to inform SNAP activities, even though incidence of trafficking has been documented in most if not all of the SNAP target districts.
122. The World Food Programme's (WFP) Food for Work Programme, in effect at the time of SNAP's inception, has since been phased out. WFP's School Feeding programme has been integrated into the Ministry of Education, but was not in evidence in any of the AP areas visited, perhaps due to the timing of the MTE just at the beginning of the school term.
123. The team saw no evidence in the field of any coordination with UNICEF's Sisters to Sisters teen peer educator project to provide girls with sexual and reproductive health knowledge, including HIV and unwanted pregnancies. The absence of linkages with this or related initiatives is regrettable inasmuch as "early marriages"<sup>29</sup> commonly force girls to drop out of school and end up in child labour. Although the Action Programmes seem to put a premium on "counselling" to prevent early marriage, peer-support networks, so long as there is quality control, can be more effective than group counselling sessions in helping relay sensitive information to adolescents.
124. The district level PACs were too nascent at the time of the MTE to assess the degree of their engagement. Insofar as they were comprised of stakeholders already on the ground, that portends well for their involvement with the project at the district level.
125. As a side note, the ILO Country Office in Lusaka is working to increase its Technical Cooperation Portfolio on Malawi to warrant its conversion from UN Agency Non Residence Status to a freestanding ILO Country Office. Current pipeline Projects include initiatives on Youth employment with possible funding from the MasterCard Foundation as well as a regional initiative under an ILO-FAO-NEPAD collaboration. A broader initiative under UNDP and African Development Bank is also under discussion that would compliment the Project on Combating Child Labour in the tobacco industry anticipated to be operational in November under a Private Public Partnership Agreement with Japan Tobacco International. Malawi is also a Pilot Country for the G20 Skills for employability initiative, and the Government of Malawi, through the MoLE, has made a request for the country to be included in the Decent Work for Food Security programme. This is of relevance to the SNAP project inasmuch as a larger portfolio would justify establishing an ILO Office in Malawi. This would obviate the need for the SNAP

<sup>28</sup> Possibly because it has recently been reduced significantly in scope, due to budget constraints.

<sup>29</sup> Commonly used euphemism for adolescent unplanned pregnancy

project to clear financial transactions through UNDP, which, in turn, would greatly reduce current delays in disbursements to partners and other project-related financial transactions.

126. Reportedly, the Ministry of Labour has mobilized youth committees in rural areas to monitor and report on child labour, though no reference was ever made to this during the MTE—testimony either to its dormancy or poor coordination and communication among stakeholders. This could serve as an opportunity for leadership training, as well as extend the project’s intelligence network for identifying child laborers.
127. While reference was frequently made in the course of stakeholder interviews to project harmonization upstream and downstream with complimentary interventions through other UN partners and NGOs, the team was privy to limited evidence of this while in the field as well at the national level. It did observe in some of the districts visited, however, a tendency for donors supporting activities in a given area to pull up stakes without making an effort by handing over project activities to other partners seeking to engage in that same area, even if in a different sector to sustain and build on the capacity and commitment developed.

## **11. Special Aspects/Cross Cutting Issues**

### **11.1 HIV/AIDS and Gender**

128. The government of Malawi has endorsed a National HIV/AIDS Strategic Framework, which includes numerous components with bearing on child labour<sup>30</sup>. Evidence of efforts to mainstream HIV/AIDS into the SNAP project include the field testing of ILO SCREAM package which includes a module on HIV/AIDS, the incorporation of LIFESKILLS into primary school education, mandating PMTCT for pregnant women, increasing access to ART, and the preponderance of IEC materials highlighting prevention messages. The manuals developed through SNAP for training AP stakeholders and beneficiaries, especially the counseling modules make reference to HIV/AIDS prevention and countering stigma related to the disease.
129. The MTE team did not have sufficient time in the field to ascertain the impact of SNAP project-related materials or information gleaned through LIFESKILLS teaching in the schools on girls’ social mobility or ability to stay in school. Unplanned adolescent pregnancies/early marriages continue both to be common, suggesting that LIFESKILLS and other health and social development information being may be couched too euphemistically to be useful in keeping girls free of unplanned pregnancies so they can stay in school.
130. In one community the MTE team visited, the Chief (a woman as well as single parent of six children including four girls already in secondary school or beyond) had issued bylaws prohibiting girls to marry before age 18 and stipulating that in the event of “early marriage”, the girl had to return to school after giving birth. When asked about to prevent these early marriages in the first place, the response was “counseling”—also cited as the key to her own daughters’ success in staying in school and advancing professionally.
131. “Counseling” was the standard response received in most cases when the team tried to inquire about measures being used to keep girls in school. It was never made clear whether “counseling”

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<sup>30</sup> These include: Culture and HIV/AIDS; Youth, Social Change and HIV/AIDS; Socio-economic Status and HIV/AIDS, which aims to improve the economic environment and address the implicit gender imbalances in transmission and impact of HIV/AIDS on the community; Despair and Hopelessness; HIV/AIDS Management; HIV/AIDS and orphans, widows and widowers; Prevention of HIV transmission; HIV/AIDS information, education and communication; and Voluntary counselling and testing.

included more access to family planning beyond abstinence pep talks, nor what measures or policies were in place to provide childcare to facilitate mothers to continue her schooling, or to obligate fathers to assume at least a modicum of parenting responsibility.

132. IEC materials for HIV prevention at the MCTU office (produced under the aegis of another project) featured posters promoting monogamy and beseeching men on the road not to bring home HIV as part of their luggage. A valid message, but effectively useless in the absence of concurrently desensitizing use of condoms within marital relationships, given that male reluctance/refusal to use condoms with primary partners is a key factor contributing to high incidence of HIV infection among women and girls in Malawi. That bias and oversight are symptomatic of the continuing cross sector disconnect, at the national level, to address harmful linkages between poor reproductive health, gender disparity, HIV/AIDS, cultural beliefs and practices detrimental to children's, especially girls', welfare, and child labour.
133. Given the ample latitude still afforded to men in Malawi with respect to parenting responsibilities, maternal mortality leaves children especially vulnerable. Evidence indicates that education is paramount for improving the status of women and girls; for example, girls finishing primary school, whether they postpone marriage or not, are more likely to seek prenatal and postnatal care, and thus greatly reduce risk of maternal mortality during childbirth. They are also more likely to seek reproductive health care to reduce the risk of unplanned or closely spaced pregnancies that too often compromise children's, especially girls', education and growth opportunities. Although Malawi has reportedly made significant progress recently in recent years in reducing maternal mortality through promoting attended births, there is still a dearth of awareness, access and availability of reproductive health care, including family planning and HIV/AIDS prevention. And in the health sector, extremely limited awareness of child labour.
134. Gender-based violence, particularly domestic violence, is common and appears to have increased in recent years<sup>31</sup>. Domestic violence is considered acceptable according to customary law, which allows men to exercise their authority within the household.<sup>32</sup> In addition to the creation of police-based Community Support Units, the courts are now reportedly punishing perpetrators of such crimes more severely and a law against domestic violence is being discussed which would improve the situation for victims by introducing protection orders and fines. Spousal rape is not explicitly recognized in Malawi's legislation. Health workers reported treating children for sexual harassment in the workplace, but otherwise, most efforts to discuss HIV and gender issues with stakeholders at the community level engendered parroting, evasiveness or other responses of limited practical value.
135. Structures similar to the SNAP project's MPLC's have served in other countries to provide a safe space for adolescents to access safe sex information and condoms, if not also other family planning methods. Even this may not at present be an option for the MPLC's, still in their nascent phase, it would nevertheless be worth considering how they can be used as a contact point to desensitize condoms, raise awareness of preventing unplanned pregnancies and inculcate from early on more responsible sexual and reproductive behavior.<sup>33</sup>

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<sup>31</sup> OECD Social Institutions and Gender Index

<sup>32</sup> According to UNICEF data from 2002-2009, 28% of male and 32% of female adolescents aged 15-19 think that a husband is justified in hitting or beating his wife under certain circumstances.

<sup>33</sup> The evaluation team found no indication that IPEC has shared the experience of the Satemwa Tea Estate ILO HIV/AIDS prevention project with SNAP AP partners. In this project, workers in the Satemwa Tea Estate (in Malawi) were trained as HIV/AIDS peer counselors, and a condom strategy called *tolani nokha* (help yourself) of making condoms available in the fields was developed to break down sensitivity barriers in accessing and using condoms. The model likely could be adapted to the MPLCs (as well as other arenas where youth at risk congregate) to increase access to sexual and reproductive health information

136. ILO has a designated HIV/AIDS focal point working within the Ministry of Labour. His presence came to the attention of the MTE team and apparently quite a number of SNAP stakeholders as well only as the Stakeholders Workshop was winding down. The MTE team was confounded that no reference to him had ever come up earlier, especially given how often the link between HIV/AIDS and child labour featured in discussions with the IPEC Malawi team, Ministry of Labor counterparts and other SNAP stakeholders. Why an HIV/AIDS specialist funded by the ILO and attached to the Ministry of Labour appeared to be working fully independent of the SNAP project when he could serve as in-country source of expertise to strengthen tripartite partner HIV/AIDS capacity, and possibly help bridge the disconnect between the Ministry of Labour and the Ministry of Health<sup>34</sup> was never addressed either during the evaluation.

## 12. Sustainability

137. The project design lays out various avenues to promote sustainability, primarily through introducing models for withdrawing and preventing children from child labour that are symbiotic with existing government programmes and can easily be scaled up. For example, the project is adapting the government CBE curricula for use in the Action Programmes, thereby helping to fill in government education gaps. The idea behind introducing the SCREAM training modules is that the government will integrate them into national curricula.
138. Setting up cross-sector DCLCs and multi-stakeholder CCLCs is a serves as a stepping-stone to stakeholder ownership, institutional capacity building and sustainability. Establishing MPLCs fits into the government's framework for increasing the network of skills and vocational training opportunities. Another springboard for sustainability is that communities are being empowered to recognize that child labour is a problem and that there are alternatives through collaborative action.
139. Organization of the informal sector through MUFIS is a promising development in terms of increasing access to child laborers otherwise hidden, and improving the environment for those children who transition to trained adults employed in the informal sector.

## 13. Conclusions

140. The doggedness of the senior management team in Malawi has enabled the SNAP project to make up for a lot of the time lost to start-up delays. As of the mid-term evaluation, project partners had rolled out Action Programmes piloting the Integrated Area-Based Approach to combating child labour in four in coordination with multi-stakeholder district and community child labour committees. The APs are already mobilizing constituencies to raise awareness of child labour at district and community levels, withdrawing and preventing children from child labour, providing them with functional literacy classes, school mainstreaming and skills training options, and soon will be introducing measures to enhance household food security.
141. The project has benefited from growing international pressure on Malawi to eliminate child labour. Employers, tobacco companies in particular, now appreciate the economic benefits to their

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and protection methods to a highly vulnerable population, thereby substantively addressing some of the SNAP project shortcomings highlight in this report. For more information: [http://www.ilo.org/aids/Constituents/WCMS\\_143396/lang--en/index.htm](http://www.ilo.org/aids/Constituents/WCMS_143396/lang--en/index.htm)

<sup>34</sup> Substantiated by the absence of Ministry of Health and UNICEF representation at the final stakeholders' workshop.



bottom line of eliminating child labor from their sector and are being more proactive to ensure that supply chains are child-labour-free.

142. Child Labour Free Zones are catching on across government and civil society. Workers associations are demonstrating a greater commitment to children's welfare and keeping them out of the workplace through organizing domestic workers and the informal sector, and decision makers are increasingly embracing the IABA approach as a promising strategic springboard for progressively eliminating child labour.
143. Harmonization of national legislation in line with child labour and child protection conventions has advanced since the project initially was slated to start (albeit slower than anticipated) most significantly, the launching of the government's National Action Plan to Reduce Child Labour.
144. The MTE was conducted too soon after the APs started in the field to assess the SNAP project's achievement of numerical targets. Some had not been in operation even a full quarter and for most of that time, schools were not in session. Nevertheless, it does look likely that the project will be able to meet its future quarterly numerical targets of children withdrawn and prevented from child labour and direct and indirect beneficiaries reached with project-provided services.
145. Whether the APs will be able to reach the full complement of their target beneficiaries by the end of 2012 when the project is scheduled to phase out will depend to some degree on how soon they can roll out IGAs to help families compensate for the loss of income from child labour. Success also depends on external factors, including fuel availability and political will and expediency, which are difficult to predict at this point.
146. Project stakeholders need to ensure recruitment standardization and transparency and look beyond the target achievement numbers to quality issues, particularly related to beneficiary performance in project activities.
147. The Child Labour Unit is still struggling to define itself, and the Child Labour Monitoring System and National Child Labour Data Base remain in infancy.
148. Malawi's strained school infrastructure and poor quality of education remain a major constraint to the project's ability to help the country progressively eliminate child labour.
149. Causal factors of child labour, such as domestic violence, trafficking and transactional sex, stand to become more prevalent, in the face of the country's deteriorating economic conditions, thereby increasing the pool of vulnerable children.
150. A salient challenge to SNAP's success in decreasing child labour in Malawi is the continuing disconnect of HIV/AIDS, reproductive health, including family planning, and gender equity with interventions to reduce child labour.
151. The project seems to have overlooked the increasing presence of children in Malawi's growing tourist sector. In the absence of extending IABA (be it through IPEC partners or otherwise) to the lakeshore districts of the country, the risk of child labour displacement remains strong.
152. It may be unduly optimistic to expect the project to meet all of its capacity building and enabling environment objectives effectively by December 2012 because of the continuing slow pace of legislative, policy and bureaucratic change observed in Malawi over SNAP's and previous project periods.

153. Effectively eliminating child labour requires a national commitment to cross sector collaboration and action to improving education sector capacity, access and availability of clean water and health services to reduce adolescent and other unplanned pregnancies and maternal mortality, decreasing gender disparities, promoting more male participation in family planning, reducing gender-based violence, (including sexual harassment at school and in the work place), and increasing income generating opportunities for the most vulnerable.
154. Extending the project period to compensate for time lost would reduce the pressure on the project to generate output at the expense of quality and enable it to further and sustain gains achieved, especially with respect to institutional capacity building and the IABA groundswell at the district and community levels to reduce child labour.
155. The challenge in scaling up IABA lies foremost in harnessing initiative in a culture driven by donors and heavily reliant on incentives, as well as in increasing sector buy-in and marshalling resources to address more effectively the underlying factors that push children prematurely from childhood into the workplace.

#### **14. Success Factors and Promising Practices of the SNAP Project up to the MTE**

156. Leveraging the legacy, models and learning materials developed through previous IPEC and other partner interventions aligned with government initiatives to withdraw and prevent children from child labour through education and skills training, specifically bridging classes for children withdrawn from child labour to enable them to catch up with other students and facilitate mainstreaming, skills training options for older children and IGA for vulnerable households;
157. Strong IPEC-Malawi oversight, technical assistance and monitoring since 2010, and close collaboration between SNAP and the Child Labour Unit (CLU), have enabled the project to make up for lost time (at least until recently);
158. Applying an Integrated Area Based instead of Sector Approach to create Child Labour Free Zones to reduce displacement of child labour from one sector to another;
159. Imbuing an understanding at the community level that child labour IS a problem and marshaling community ownership of interventions to reduce it;
160. Collaboration with tripartite partners to raise the profile of fighting child labour and framing it within the broader context of the Decent Work Country Program;
161. International pressure on the big tobacco companies operating in Malawi and private sector participation in reducing child labour are spurring positive changes in the enabling environment.

#### **15. Lessons Learned**

162. Multi-stakeholder ownership and collaboration are critical for mobilizing broad-based constituencies to fight child labour.
163. Offering a safe space for recreational activities creates a fertile environment for community building and raising awareness about child labour issues.

164. Effecting lasting behavior change across political and social sectors, especially when major economic interests are at stake, takes time!
165. Imported models of volunteerism introduced in the face of economic adversity or that run counter to local behavior and customary laws may lead to more frustration and disappointment than success.

## **16. Recommendations**

### **16.1 General**

166. ILO, USDOL and other partners should discuss options for a no-cost extension to the SNAP to enable it to compensate for time lost at the beginning and run its full course of 46-50 months as outlined in the PRODOC. This will provide more opportunity for IABA to take root and sustain gains achieved. Any decision about extending the project beyond this period should be contingent on effective operationalization of the Child Labour Unit and Child Labour Monitoring System. In the meantime, resources should be marshaled through additional partners to extend IABA to the lakeshore districts to reduce risk of displacement of child labour to the fishing or growing tourism sector.
167. IPEC/SNAP should revise the work plan for the remainder of the project to reduce the number of new trainings planned in favor of monitoring and refresher training of capacity building already invested, with priority to strengthening the Child Labour Monitoring System and upgrading the Child Labour Unit to function as an effective focal point for coordinating initiatives across sectors to eliminate child labour.

### **16.2 Enhancing the Enabling Environment**

168. ILO-IPEC, UN and host government tripartite partners must make a more conscientious effort to overcome the disconnect of HIV/AIDS, reproductive health, including family planning, and gender equity with interventions to reduce child labour. This will require improving coordination and collaboration with the Ministries of Labour, Health, Gender and Youth, and NGOs engaged in the different areas.
169. The SNAP Project should continue advocating with the Ministry of Labour to expedite the needs assessment required to upgrade the Child Labour Unit into a fully staffed Department budgeted within the Ministry.
170. The Ministry of Labour should designate and budget for a focal point within the Child Labour Unit responsible for liaising across sectors on all matters relevant to reducing child labour.
171. The Government of Malawi together with ILO Tripartite partners must ensure that technical and financial resources are put in place for establishing and maintaining a Child Labour Monitoring System that meets international standards for certifying supply chains to be child-labour free, and that the country is able to meet these standards and achieve the status of a child-labour free country.
172. The SNAP Project should support the Ministry of Labour and other child labour stakeholders to bring on board to the Child Labour Monitoring System ALL projects operating in Malawi that generate data on child labour, regardless of whether this is their central focus. This would require

stakeholder consensus to define specific indicators for all sectors to incorporate into their planning and reporting.

173. ILO-IPEC together with national and international tripartite partners and other relevant parties should continue to lobby and advocate for the long overdue passage of pending legislation and policy in Malawi critical to reducing child labour. This, includes upgrading the status of the Malawi Union for the Informal Sector (MUFIS) so that it can engage in collective bargaining on behalf of its members, standardizing age definitions for children, instituting compulsory education (ideally up the minimum working age), and translating policy instruments legislating support to OVCs into specific budget lines to support their education.
174. The SNAP Project should more actively facilitate stakeholders on both National Steering Committees concerned with Child Labour/Child Protection (most are the same anyway) to consolidate the two committees into one, jointly responsible for child protection AND child labour (or vice versa), and advocate for all NSC members to include support for the committee in their sector plans. This would require developing appropriate normative guidelines and resourcing strategies to ensure that the NSC operates collectively rather than competitively. The Terms of Reference for the combined NSC should stipulate shared or alternating responsibility for chairing the committee among key Stakeholders.

### **16.3 Promoting IABA**

175. Revise the project strategy and budget as necessary to support those few students withdrawn or prevented from child labour who qualify for secondary school, as well as displaced working children who wish to return to their district of origin for educational mainstreaming or skills training.
176. MCTU and other tripartite partners should explore options based on the Islamic Zakat or Christian tithing custom of giving a fixed portion of one's wealth to charity to extend efforts to organize domestic workers and the informal sector, and to create scholarship funds for high performing children withdrawn or prevented from child labour to pursue further education, vocational or leadership training.
177. SNAP and the Action Programme Implementing Partners should expedite implementation of IGA activities for vulnerable households identified to date, and for the remainder of the SNAP project (as well as for subsequent initiatives of this nature), initiate household IGA activities and community gardens by providing locally appropriate inputs (such as seeds, chickens, crafts or skills training, etc.) or coordinating with supplementary food distribution or school feeding programs (if available) concurrently with removal of children from child labour.
178. SNAP and the Action Programme Implementing Partners should weigh the effectiveness of providing uniforms to children attending schools where they are not mandatory against other options for encouraging school attendance, such as providing other essential school supplies (including means to facilitate students to study at home) <sup>35</sup>, supporting improvements to the classroom environment or building teacher capacity.
179. ILO-IPEC should capitalize more on the technical resources available through other ILO projects in Malawi to support the Action Programmes, particularly in the areas of occupational health and safety, worker rights and HIV/AIDS.

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<sup>35</sup> Candles, oil lamps, headlamps, for example

180. AP implementing partners (as well as tripartite partners) should leverage the resources that may be available through their respective boards and community networks to address the paucity of role models and mentors for skills training and enterprise development at the community level.
181. SNAP and AP Implementing partners should reach out to TEVETA for quality control of skills training, including establishing a standardized certification for students upon successful completion of project-supported skills training or CBE.
182. ILO-IPEC should solicit UNICEF and other UN partners to enhance collaboration through better capitalization of independent as well as joint situation analyses, convergence of services in SNAP-IABA target areas, coordination of project handovers and follow-on activities and participation in partner events.
183. CCLCs (and DCLCs when feasible) should include male and female representation children withdrawn or prevented from child labour and adjust the meeting schedule if necessary to enable children to attend without foregoing project-supported school or skills training activities.
184. CCLCs especially, but also DCLCs, that currently have predominantly male membership should collaborate with the community on support strategies that encourage and enable increased participation and representation from women, particularly from female-headed households where children tend to be most vulnerable to child labour.

#### **16.4 Improving Institutional Capacity to Implement IABA**

185. IPEC Malawi should encourage stakeholders at the national level, particularly within the Ministry of Labour, and UN partners to accompany SNAP monitoring visits to the field to enhance understanding of the situation on the ground and the flow of relevant information upstream and downstream, and to enhance impetus for coordination and collaboration.
186. The Government of Malawi, ILO and USDOL should explore opportunities available through the Malawi diaspora (and others) for short-term technical assistance and leadership inputs to strengthen national efforts to fight child labour. For example, secondment of academics to build up the capacity of higher education institutions in statistics, demography, economics and research methods, and liaising with the US Embassy to capitalize on the expertise of Fulbright or other scholars resident in Malawi.
187. ILO-IPEC should bring on board advocacy partners such as civil rights NGOs to advocate for more proactive government commitment and hold it accountable on child labor policy issues.
188. The SNAP Project should liaise with the relevant players responsible for drafting Malawi's Occupational Safety and Health guidelines to ensure that child labour concerns are duly highlighted through mutual exchange of information and technical training.



ANNEX I Terms of reference



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

**Terms of Reference  
For**

**Final**  
August 30th 2011

***Independent Midterm Evaluation  
“Support to the National Action Plan (NAP) to Combat Child  
Labour in Malawi”.***

ILO Project Code	MLW/09/50/USA
ILO Project Number	P.250.10.134.052
ILO Iris Code	101918
Country	Malawi
Duration	39 months
Starting Date	30 September 2009
Ending Date	31 December 2012
Project Locations	Malawi
Project Language	English
Executing Agency	ILO-IPEC
Financing Agency	US DOL
Donor contribution	USDOL: USD 2,757,621

## List of Abbreviations

AP	Action Programme
C182	ILO's Worst Forms of Child Labour Convention, No. 182 of 1999
CL	Child Labour
DBMR	Direct Beneficiaries Monitoring and Reporting
DED	ILO/IPEC Geneva's Design, Evaluation and Documentation Section
DWCP	Decent Work Country Programmes
ECLT	Elimination of Child Labour in Tobacco Foundation
FAO	United Nations Food and Agriculture Organization
HQ	Headquarters
IA	Implementing Agency
IABA	Integrated Area Based Approach
ILO	International Labour Organization
IO	Immediate Objective
IPEC	International Programme on the Elimination of Child Labour
NAP	National Action Plan
NC	National consultant
NGO	Non governmental Organization
PRSP	Poverty Reduction Strategy Paper
TBP	Time Bound Programme
TL	Team leader
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNICEF	United Nations Children's Fund
USDOL	United States Department of Labor
WFCL	Worst Forms of Child Labour



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## I. Background and Justification

1. The aim of the International Programme on the Elimination of Child labour (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 operational strategy of IPEC has over the years focus on providing support to national and local constituents and partners through their project and activities. Such support has to the extent possible been provided in context of national frameworks, institutions and process that have facilitated the building of capacities and mobilisation for further action. It has emphasized various degrees of a comprehensive approach, providing linkages between action and partners in sectors and areas of work relevant for child labour. Whenever possible specific national framework or programmes have provided such focus.
3. Starting in 2001, IPEC has promoted and the implementation of the "Time Bound Programme" approach as such national frameworks. A Time Bound Programme (TBP) is essentially a national strategic programme framework of tightly integrated and coordinated policies and initiatives at different levels to eliminate specified Worst Forms of Child Labour (WFCL) in a given country within a defined period of time. It is a nationally owned initiative that emphasizes the need to address the root causes of child labour, linking action against child labour to the national development effort, with particular emphasis on the economic and social policies to combat poverty and to promote universal basic education. The International Labour Organization (ILO), with the support of many development organizations and the financial and technical contribution of the United States' Department of Labour (USDOL) has elaborated this concept based on previous national and international experience. It has also established innovative technical cooperation modalities to support countries that have ratified the ILO's Worst Forms of Child Labour Convention, No. 182 of 1999 (C182) to implement comprehensive measures against WFCL.
4. The most critical element of a TBP is that it is implemented and led by the country itself. The countries commit to the development of a plan to eradicate or significantly diminish the worst forms of child labour in a defined period. This implies a commitment to mobilize and allocate national human and financial resources to combat the problem. IPEC has over the years implemented a number of country specific projects of support of multi-year duration and focusing both on policy and institutional support through enabling environment and direct support to communities, families and children through targeted interventions.
5. The experience with national TBPs has suggested a range of approaches to establish and implement national frameworks to provide the comprehensive approach, the linkages and the mechanisms for developing the knowledge, mobilising the actors, institutions and resources; and to plan effective coherent national action as part of the broader national development. The experience also showed that the degree of support needed to get this process going in different countries can vary and that

specific strategic initiatives can be identified as often key to the process, focusing on influencing key policies and processes.

6. The Global Action Plan (GAP), proposed in the 2006 Global Report on Child Labour and endorsed by the Governing Body at its November 2006 sitting, called on all ILO member States to put appropriate time-bound measures using National Action Plans (NAP), in place by 2008 with a view to eliminating the WFCL by 2016
7. From the perspective of the International Labour Organisation (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 Programme should be analyzed.
8. ILO Decent Work Country Programmes (DWCPs) have subsequently been developed and are being introduced in the ILO to provide a mechanism to outline agreed upon priorities between the ILO and the national constituent partners within a broader UN and International development context. For further information please see :

<http://www.ilo.org/public/english/decent.htm>

9. The DWCP defines a corporate focus on priorities, operational strategies, as well as a resource and implementation plan that complements 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 be gradually introduced into various countries' planning and implementing frameworks. The current draft DWCP for Malawi can be found at:

<http://www.ilo.org/intranet/english/bureau/program/dwcp/country/africa/malawi.htm>

### **Programme Background**

10. Malawi has already implemented six Child Labour Programmes, two key ones funded by USDOL (and others funded by United Kingdom, Norway and the ECLT Foundation). with major achievements: a draft National Action Plan and a list of hazardous tasks, developments of a database on child labour under the Ministry of Labour and development of models of intervention for prevention and withdrawn from child labour and support of adult caregivers.
11. The current project development objective is: "To contribute towards the elimination of the worst forms of child labour in Malawi".
12. The three immediate objectives are:
  - a. By the end of the project, an enabling legislative and policy environment on the elimination of child labour towards the global goal of elimination of the WFCL by 2016 strengthened.
  - b. By the end of the project, existing models of intervention replicated and new models of intervention to lay the foundations for establishing child labour free zones using an Integrated Area Based Approach (IABA) in three districts developed and made available for replication.
  - c. By the end of the project, tripartite partners', key role players' and stakeholders' capacity to implement the IABA to combat child labour built.

13. The strategies outlined to achieve these objectives are:
  - a. Strengthening of Policy, Legislation and Institutional Development at National and District level.
  - b. Promoting Social Mobilization and Strengthening the Enabling Environment and
  - c. Provision of Social Services for targeted children and their families
14. The project is implemented in 4 districts of Malawi (Mulanje, Kasungu, Mizimba and Lilongwe) since Sept 2009, in close collaboration with other UN Projects, particularly the FAO and One UN supported Projects.
15. 4,350 children will be withdrawn and prevented from the WFCL in the targeted agricultural and rural sites and 632 children in the targeted urban sites of Malawi.
16. 4,882 children will receive educational services and 100 children will be targeted through non-educational services. Of this total, 2,192 will be removed from work and 2,790 will be prevented from entering child labour.
17. 900 parents/adult caregivers of targeted children will be assisted to improve their livelihoods and referred to existing social protection mechanisms so they can keep their children in school.
18. As of July, 2011, the Project has achieved the following outputs and outcomes:
  - a. The Government of Malawi adopted the National Action Plan to Combat Child Labour (NAP-CL), Malawi in May 2010 and launched it on 18th October, 2010
  - b. Four Action Programmes have started through partner NGOs
  - c. Database on the target group of the project has been developed to monitor project activities and the Baseline Study has been initiated in three districts
  - d. Under the International Partnership for Cooperation on Child Labour in Agriculture (IPCLA) the ILO/FAO, after developing collaboration between Labour and Agriculture stakeholders developed a draft road map with detailed activities to be undertaken by the stakeholders to better address child labour in agriculture in the framework of the National Action Plan, and as a resource mobilization strategy.
  - e. Active support to develop the Malawi Growth and Development Strategy II (MGDS II) and UNDAF programmes with the view to mainstream Child Labour concerns in National policies and programmes (reflected in the UNDAF Outcome 1).
  - f. The SCREAM-Stop Child Labour (17 modules) toolkit has been translated to Chehewa and adapted to local environment.

## II. Purpose and Scope

### Purpose

19. The main purposes of the mid-term evaluation are:
  - a. To review the ongoing progress and performance of the programme (extent to which immediate objectives have been achieved and outputs delivered),
  - b. To examine the likelihood of the programme achieving its objectives,
  - c. To examine the delivery of the programme inputs/activities and,
  - d. To investigate on nature and magnitude of constraints, the factors affecting programme implementation and an analysis of factors contributing to the programme's success.
  - e. To identify emerging potential good practices.

20. The mid-term evaluation should provide all stakeholders (i.e. the project management team and IPEC) with information to assess and revise, as it is needed, work plans, strategies, objectives, partnership arrangements and resources. It should identify the potential impact on mainstreaming policy and strategies and suggest a possible way forward for the future.

Therefore, the evaluation analytical scope should include identifying levels of achievement of objectives and explaining how and why have been attained in such ways (and not in other alternative expected ways, if it would be the case). The purpose is to help the stakeholders to learn from the on going experience.

## Scope

21. The evaluation will focus on the ILO/IPEC programme mentioned above, its achievements and its contribution to the overall national efforts to achieve the elimination of WFCL. The evaluation should focus on all the activities that have been implemented since the start of the projects to the moment of the field visits. (i.e. action programmes/projects)
22. The evaluation should look at the programme as a whole, including issues of initial project design, implementation, lessons learnt, replicability and recommendations for current and future programmes.
23. The contribution of IPEC to the NAP process normally covers the promotion of an enabling environment, and the role of technical advisor or facilitator of the process of developing and implementing the national NAP. In order to access the degree to which this contribution has been made, the evaluation will have to take into account relevant factors and developments in the national process.
24. The evaluation should cover expected (i.e. planned) and unexpected results in terms of non planned outputs and outcomes (i.e. side effects or externalities). Some of these unexpected changes could be as relevant as the ones planned. Therefore, the evaluation team should reflect on them for learning purposes.
25. The analytical scope should include identifying levels of achievement of objectives and explaining how and why have been attained in such ways (and not in other alternative expected ways, if it would be the case).

## III. Suggested Aspects to be Addressed

26. The evaluation should be carried out in adherence with the ILO Evaluation Framework and Strategy, the ILO Guideline, the specific ILO-IPEC Guidelines and Notes, the UN System Evaluation Standards and Norms, and the OECD/DAC Evaluation Quality Standard.
27. The evaluation will address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency and sustainability to the extent possible as defined in the ILO Guidelines to Results-Based Evaluation: principles, Rationale, Planning and Managing for Evaluations', Version 1, January 2010
28. For gender concerns see: ILO Guidelines on "Considering Gender in Monitoring and Evaluation of ILO Programmes and Projects," 2007 (further information is also available at [www.ilo.org/gender](http://www.ilo.org/gender)).

29. 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.
30. Annex I contains specific suggested aspects 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) and the project coordinator. It is not expected that the evaluation address all of the questions detailed in the Annex; however the evaluation must address the general areas of focus. **The evaluation instrument (summarised in the Inception report) should identify the general areas of focus listed here as well as other priority aspects to be addressed in the evaluation.**
31. Below are the main categories that need to be addressed:
- Design
  - Achievements (Implementation and Effectiveness) of Objectives
  - Relevance of the project
  - Sustainability
  - Special Aspects to be Addressed

#### IV. Expected Outputs of the Evaluation

32. The expected outputs to be delivered by the evaluation team are:
- A desk review of appropriate material
  - Preparation of an evaluation instrument, reflecting the combination of tools and detailed instruments needed to address the range of selected aspects. The instrument needs to make provision for the triangulation of data where possible (to be included in the Inception report).
  - Field visit to the project location in the four districts.
  - Stakeholder workshop facilitated by the evaluator leader
  - Draft evaluation report. The evaluation report should include and reflect on findings from the field visits and stakeholder workshops proceedings
  - Mid term evaluation report including:
    - ✓ Executive Summary with key findings, conclusions and recommendations
    - ✓ Clearly identified findings
    - ✓ A table presenting the key results (i.e. figures and qualitative results) achieved per objective (expected and unexpected)
    - ✓ Clearly identified conclusions and recommendations (last ones spited by stakeholder)
    - ✓ Lessons learnt
    - ✓ Potential good practices
    - ✓ Appropriate Annexes including present TORs, and Standard evaluation instrument matrix (adjusted from the one developed in the Inception report)
33. The total length of the report should be a maximum of 30 pages for the main report, excluding annexes; additional annexes can provide background and details on specific components of the project evaluated. The report should be sent as one complete document and the file size should not

exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.

34. All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided both in paper copy and in electronic version compatible for Word for Windows. Ownership of data from the evaluation rests jointly with ILO-IPEC and the consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO-IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.
35. The final report will be circulated to key stakeholders (those participants present at stakeholder evaluation workshop will be considered key stakeholders), including project staff 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**

36. The following is the proposed evaluation methodology. While the evaluation team can propose changes in the methodology, any such changes should be discussed with and approved by DED and the Project, provided that the research and analysis suggest changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.
37. The evaluation team leader will be asked to include as part of the specific evaluation instrument to be developed, the standard evaluation instruments that ILO/IPEC has developed for documenting and analyzing achievements of the projects and contributions of the projects (Action Programmes) to the programme.
38. The evaluation will be carried out using a desk review of appropriate materials, including the project documents, progress reports, outputs of the programme and the projects (action programmes), results of any internal planning process and relevant materials from secondary sources. At the end of the desk review period, it is expected that the evaluation consultant will prepare a brief document indicating the methodological approach to the evaluation in the form of the evaluation instrument, to be discussed and approved by DED and provided to the Project for input prior to the commencement of the field mission.
39. The evaluation team leader will interview the donor representatives and ILO/IPEC HQ and regional backstopping officials through conference calls or face-to-face interviews early in the evaluation process, preferably during the desk review phase.
40. The evaluation team will undertake field visits to programme. The evaluators will conduct interviews with project partners and implementing agencies, direct beneficiaries (i.e. children) and teachers and facilitate a workshop towards the end of the field visits.

41. The selection of the field visits locations should be based on criteria to be defined by the evaluation team. Some criteria to consider include:
- Locations with successful and unsuccessful results from the perception of key stakeholders. The rationale is that extreme cases, at some extent, are more helpful than averages for understanding how process worked and results have been obtained
  - Locations that have been identified as providing particular good practices or bringing out particular key issues as identified by the desk review and initial discussions.
  - Areas known to have high prevalence of child labour.
  - Locations next to and not so close to main roads
42. The national workshop will be attended by IPEC staff and key stakeholders (i.e. partners), including the donor as appropriate. These events will be an opportunity for the evaluation team to gather further data, present the preliminary findings, conclusions and recommendations and obtain feedback. These meetings will take place towards the end of the fieldwork in each country.
43. The consultant will be responsible for organizing the methodology of the workshop. The identification of the number of participants of the workshop and logistics will be the responsibility of the project team in consultation with the evaluation team leader
44. The team leader will be responsible for drafting and finalizing the evaluation report. Upon feedback from stakeholders to the draft report, the team leader will further be responsible for finalizing the report incorporating any comments deemed appropriate. The evaluator team leader will have the final responsibility during the evaluation process and the outcomes of the evaluation, including the quality of the report and compliance with deadlines.
45. The evaluation will be carried out with the technical support of the IPEC-DED section and with the logistical support of the programme office in Lilongwe. DED will be responsible for consolidating the comments of stakeholders and submitting it to the team leader.
46. It is expected that the evaluation team will work to the highest evaluation standards and codes of conduct and follow the UN evaluation standards and norms.

### **The team responsibilities and profile**

47. Team leader (International consultant):

<b>Responsibilities</b>	<b>Profile</b>
<ul style="list-style-type: none"> <li>• Desk review of programme documents</li> <li>• Development of the evaluation instrument</li> <li>• Briefing with ILO/IPEC-DED</li> <li>• Telephone interviews with IPEC HQ desk officer, donor</li> <li>• Technical guidance to national consultant</li> <li>• Undertake field visits in Malawi</li> <li>• Facilitate stakeholder workshop</li> <li>• Draft evaluation report</li> <li>• Finalize evaluation report</li> </ul>	<ul style="list-style-type: none"> <li>• <u>Not have been involved in the project.</u></li> <li>• Relevant background in social and/or economic development.</li> <li>• Experience in the design, management and evaluation of development projects, in particular with policy level work, institutional building and local development projects.</li> <li>• Experience in evaluations in the UN system or other international context as team leader</li> <li>• Relevant sub-regional experience</li> <li>• Experience in the area of children's and child labour issues and rights-based approaches in a normative framework and operational dimension are highly appreciated.</li> <li>• Experience at policy level and in the area of education and legal issues would also be appreciated.</li> <li>• Experience in the UN system or similar intl. development</li> </ul>

Responsibilities	Profile
	experience including preferably international and national development frameworks in particular PRSP and UNDAF. <ul style="list-style-type: none"> <li>• Fluency in English is essential</li> <li>• Experience facilitating workshops for evaluation findings.</li> </ul>

48. National consultant

Responsibilities	Profile
<ul style="list-style-type: none"> <li>• Desk review of programme documents</li> <li>• Contribute to the development of the evaluation instrument</li> <li>• Organize interviews of stakeholders and field visits in the country</li> <li>• Co-Facilitate stakeholder workshop (under the team leader leadership)</li> <li>• Contribute to the evaluation report through systematizing data collected and providing analytical inputs</li> <li>• Others as required by the team leader</li> </ul>	<ul style="list-style-type: none"> <li>• Relevant background in country social and/or economic development.</li> <li>• Experience in the design, management and evaluation of development projects, in particular with policy level work, institutional building and local development projects.</li> <li>• Relevant country experience, preferably prior working experience in child labour.</li> <li>• Experience in the area of children's and child labour issues and rights-based approaches in a normative framework are highly appreciated.</li> <li>• Experience facilitating workshops for evaluation findings.</li> <li>• Fluency in English (and other national relevant language) essential</li> <li>• Knowledge of local languages in the field visit areas an asset</li> <li>• Experience in the UN system or similar international development experience desirable.</li> </ul>

### Evaluation Timetable and Schedule

49. 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.

50. The evaluation team will be engaged for 4 workweeks. Two weeks of them will be for on field activities (i.e. data collection, interviews and stakeholders workshop) in country.

51. The timetable is as follows:

Phase	Responsible Person	Tasks	No of days	
			TL	NC
I	Evaluation team leader	<ul style="list-style-type: none"> <li>• Briefing with ILO/IPEC</li> <li>• Desk Review of programme related documents</li> <li>• Telephone briefing with IPEC DED, donor, IPEC HQ and ILO regional</li> </ul>	5	1
II	Evaluation team. with logistical support by project	<ul style="list-style-type: none"> <li>• In-country for consultations with programme staff</li> <li>• Consultations with programme staff /management</li> <li>• Interviews with programme staff and partners</li> <li>• Field visits</li> <li>• Consultations with girls and boys, parents and other beneficiaries</li> </ul>	11	9
III	Evaluation team leader	<ul style="list-style-type: none"> <li>• Workshop with key stakeholders</li> <li>• Sharing of preliminary findings</li> </ul>	1	1
IV	Evaluation team leader	<ul style="list-style-type: none"> <li>• Draft report based on consultations from field visits and desk review, and workshop</li> </ul>	5	1



Phase	Responsible Person	Tasks	No of days	
			TL	NC
		<ul style="list-style-type: none"> <li>Debriefing</li> </ul>		
V	DED	<ul style="list-style-type: none"> <li>Circulate draft report to key stakeholders</li> <li>Consolidate comments of stakeholders and send to team leader</li> </ul>	0	0
VI	Evaluation team leader	<ul style="list-style-type: none"> <li>Finalize the report including explanations on why comments were not included</li> </ul>	1	0
TOTAL			23	12

TL: Team leader

NC: National consultant

## 52. Summary schedule

<i>Phase</i>	<i>Duration</i>	<i>Dates</i>
<b>I</b>	<b>5 days</b>	<b>Sept 5<sup>th</sup>-9<sup>th</sup></b>
<b>II-III</b>	<b>12 days</b>	<b>Sept 12<sup>h</sup>-23<sup>rd</sup></b>
<b>IV</b>	<b>5 day</b>	<b>Sept 26<sup>th</sup>-30<sup>th</sup></b>
<b>V</b>	<b>14 days</b>	<b>Oct 3<sup>rd</sup>- 14<sup>th</sup></b>
<b>VI</b>	<b>1 day</b>	<b>Oct 17<sup>th</sup>-21<sup>st</sup></b>

## 53. Sources of Information and Consultations/Meetings

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

### Consultations with:

- Project management and staff
- ILO/HQ and regional backstopping officials
- Partner agencies
- Child labour programs in the country
- Social partners Employers' and Workers' groups
- Government stakeholders (e.g. representatives from Department Labour, Social Development etc)
- Government representatives, legal authorities etc as identified by evaluation team
- National Partners in the NAP involved in the further development, enhancement and implementation of national processes
- Policy makers
- Direct beneficiaries, i.e. boys and girls (taking ethical consideration into account.)
- Parents of boys and girls
- Community members as identified by the project management and evaluation team leader
- USDOL (by telephone)
- US Embassy staff

## Final Report Submission Procedure

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

- The evaluator will submit a draft report to **IPEC DED in Geneva**
- IPEC DED will forward a copy to **key stakeholders** for comments on factual issues and for clarifications
- **IPEC DED** will consolidate the comments and send these to the **evaluator** by date agreed between DED and the evaluator 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

55. The resources required for this evaluation are:

- For the evaluation team leader:
  - Fees for an international consultant for 23 work days
  - Fees for local DSA in project locations
  - Travel from consultant's home residence to Malawi in line with ILO regulations and rules
- For the national consultant:
  - Fees for 12 days
  - Fees for local DSA in project location
- For the evaluation exercise as a whole:
  - Local travel in-country supported by the project
  - Stakeholder workshop expenditures in Lilongwe
  - Any other miscellaneous costs.

A detailed budget is available separately.

### Management

56. The evaluation team will report to IPEC DED in headquarters and should discuss any technical and methodological matters with DED, should issues arise. IPEC project officials and the ILO Office in Lilongwe will provide administrative and logistical support during the evaluation mission.

## **ANNEX I: Suggested Aspects to Address**

### **Design**

- Determine the validity of the project design, the effectiveness of the methodologies and strategies employed and whether it assisted or hindered the achievement of the project's goals as set out in the Project Document.
- Assess whether the programme design was logical and coherent and took into account the institutional arrangements, roles, capacity and commitment of stakeholders.
- Assess the internal and external logic of the programme (degree to which the programme fits into existing mainstreaming activities that would impact on child labour).
- Analyze whether available information on the socio-economic, cultural and political situation was taken into consideration at the time of the design and whether these were reflected in the design of the programme.
- To what extent were external factors identified and assumptions identified at the time of design? Have these underlying assumptions on which the programme has been based proven to be true?
- Assess whether the problems and needs were adequately analyzed and determine whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified taking gender issues into concern.
- How well did the programme 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 programme implementation and the sequencing of programme activities logical and realistic? If not, what changes are needed to improve them?
- Is the strategy for sustainability of programme results defined clearly at the design stage of the programme?
- How relevant are programme indicators and means of verification? Please assess the usefulness of the indicators for monitoring and measuring impact. More specifically, have the IPEC indicators used to measure the programme been appropriate for the project, in light of the focus on direct action programmes in combination with mainstreaming activities?
- What lessons were learned, if any, in the process of conducting baseline survey for the identification of target children?
- Were the objectives of the programme clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)?
- Were the linkages between inputs, activities, outputs and objectives clear and logical? Do the projects designed under the programme provide clear linkages and complement each other regarding the programme strategies and programme components of intervention? Specifically regarding:
  - Programme strategies:
    - Policy, programme planning, research and documentation;
    - Capacity building
    - Targeted action social partners (direct action)
  - Programme Component of Intervention:
    - Capacity building;
    - Policy development and legislation;
    - Monitoring and enforcement;
    - Awareness raising;

- Social mobilization; and
- Education

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

- Examine the preparatory outputs of the delivery process in terms of timeliness and identifying the appropriate resources/persons to implement the process.
- 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 programme outputs in terms of quality and quantity; were they delivered in a timely manner?
- Assess whether the programme is in process of achieving its immediate objectives, especially in regards to meeting the target of withdrawing and preventing children by means of the pilot interventions.
- Review whether the technical guidance provided by programme staff, partner organizations and relevant ILO units (including ILO Geneva, Area Office Pretoria, and Regional Office) was adequate in terms of nature and extent. How has this advanced / hindered the programmes work?
- Is the programme meeting its stated purpose and outputs in the project document? If not, what were the factors that contributed to the programme's delay and were they justifiable?
- Have unplanned outputs and results been identified and if so, why were they necessary and to what extent are significant to achieve project objectives?
- Assess the programme monitoring system including the PMP, work plans, processes or systems.
- Evaluate the programme's data collection strategies
- How did positive and negative factors outside of the control of the programme affect programme implementation and programme objectives and how did the programme deal with these external factors?
- Assess the programme's gender mainstreaming activities.
- How effective were the APs, research projects, and policy projects, and how are they contributing to the project meeting its immediate objectives?
- How was the capacity of the implementing agencies and other relevant partners to develop effective action against child labour enhanced as a result of programme activities?
- How is the programme responding to obstacles (both foreseen and unforeseen) that arose throughout the implementation process? Has the programme team been able to adapt the implementation process in order to overcome these obstacles without hindering the effectiveness of the programme?
- As the project has faced significant delays, please assess the impact of these delays on the project implementation and outcomes.

### **Enabling environment (Capacity Building)**

- Examine any networks that have been built between organizations and government agencies working to address child labour on the national, provincial and local levels.
- How effective has the programme been at stimulating interest and participation in the programme at the local and national level?

- How effectively has the programme leveraged resources (e.g., by collaborating with non-IPEC initiatives and other programmes launched in support of the NAP processes thus far)?
- How well has the project coordinated and collaborated with other child-focused interventions supported by other organizations in the country, including the ECLT Foundation and past partners of the USDOL-funded Malawi Country Program which ended in 2009?
- How successful has the programme been in mainstreaming the issue of child labour into ongoing efforts in areas such as education, alternative employment promotion and poverty reduction?
- How relevant and effective were the studies commissioned by the programme in terms of affecting the national debates on child labour?
- Examine how the ILO/IPEC project interacted and possibly influenced national level policies, debates and institutions working on child labour.
- Assess to what extent the planning, monitoring and evaluation tools have been promoted by the programme for use at the level of NAP and by other partners.
- Assess the influence of the programme on national data collection and poverty monitoring or similar process (such as CLMS) processes.
- Assess the extent to which the ILO/IPEC programme of support has been able to mobilize resources, policies, programmes, partners and activities to be part of the NAP.

### **Direct Targeted Action**

- Do the IPEC programme and project 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 effectiveness of the different projects (action programmes) implemented and their contribution to the immediate objectives of the programme. Has the capacity of community level agencies and organizations been strengthened to plan, initiate, implement and evaluate actions to prevent and eliminate child labour? Has the entire target population been reached? Were the expected outputs delivered in a timely manner, with the appropriate quantity and quality?
- What kinds of benefits have the target beneficiaries gained?
- How effective were the strategies implemented for child labour monitoring? Are the initiatives on child labour monitoring likely to be sustainable?
- Assess the process for documenting and disseminating pilot projects: scale-up, lessons, etc.
- Identify whether actions have been taken to ensure the access of girls/other vulnerable groups to services and resources.
- Assess the criteria for selecting beneficiaries and implementing agencies for the projects.

### **Relevance of the Project**

- Examine whether the programme responded to the real needs of the beneficiaries and stakeholders.
- Assess validity of the programme approach and strategies and its potential to be replicated.
- Assess whether the problems and needs that gave rise to the programme still exists or have changed.

- Assess the appropriateness of the sectors/target groups and locations chosen to develop the projects based on the finding of baseline surveys.
- How is this programme supporting and contributing to the NAP? Do local stakeholders perceive the country's NAP as different as and broader than the IPEC programme of support to the NAP?
- How did the strategy used in this project fit in with the NAP, national education and anti-poverty efforts, and interventions carried out by other organizations (including national and international organizations –i.e. UN One)? Did the programme remain consistent with and supportive of the NAP?
- Did the strategy address the different needs and roles, constraints, access to resources of the target groups, with specific reference to the strategy of mainstreaming and thus the relevant partners, especially in government?

### **Sustainability**

- Assess to what extent a phase out strategy was defined and planned and what steps were being taken to ensure sustainability (i.e. government involvement). Assess whether these strategies had been articulated/explained to stakeholders.
- Assess what contributions the programme has made in strengthening the capacity and knowledge of national stakeholders (government and implementing agencies) and to encourage ownership of the programme to partners.
- Examine whether socio-cultural and gender aspects endanger the sustainability of the programme and assess whether actions have been taken to sensitize local institutions and target groups on these issues.
- Assess programme success in leveraging resources for ongoing and continuing efforts to prevent and eliminate child labour in the context of the NAP. Analyse the level of private sector / employers' organizations support to the NAP, paying specific attention to how these groups participate in programme activities.

### **Specific Aspects to be addressed:**

- Discuss what gaps and opportunities remain in addressing exploitive child labour at the national and local levels.
- What is/has been the degree of involvement/participation of children in project activities?
- Has child labour been fully integrated in the DWCP? How does the project partner with the DCWP teams in the countries especially the social partners?

## **ANNEX II: List of documentation reviewed**

1. Background papers on Malawi and child labour
2. Correspondence from Tobacco Control Commission
3. Concept papers on child labour projects in Malawi
4. Documentation of project meetings and workshops
5. ILO Decent Work Country Plan for Malawi
6. ILO-IPEC procedural manuals
7. ILO-IPEC SCREAM manuals
8. ILO-IPEC SNAP project PRODOC
9. ILO-IPEC SNAP project TPRs to date
10. Implementing Partner Action Programme Summary Outlines
11. Malawi Growth and Development Strategy II 2011-2016
12. Midterm and Final Evaluation-IPEC Country Programme
13. National Action Plan to reduce child labour in Malawi
14. SNAP Project Counseling Manuals
15. UN Development Assistance Framework 2012-2017

### ANNEX III: List of people interviewed

#### ILO, U. S. Department of Labour, UN agencies and other Tripartite Stakeholders

NAME	ORGANIZATION	DESIGNATION
Ricardo Furman	IPEC-IPEC HQ	ILO-IPEC DED
Peter Wichmand	ILO-IPEC HQ	Head, IPEC DED
Simon Steyne	ILO-IPEC HQ	Head, Social Dialogue Section
Geir Mystad	ILO-IPEC HQ	Head Operations Officer
Mary Read	ILO-IPEC HQ	Head Planning and Reporting
Khalid Hassan	ILO/IPEC SNAP Project	Chief Technical Officer
Chimwenje Simwaka	ILO/IPEC SNAP Project	Programme Officer
Gracious Ndalama	ILO/IPEC SNAP Project	Information Officer
Florence Khwiya	ILO/IPEC SNAP Project	Administrative Assistant
Malaika Jeter	U.S. Department of Labour/ILAB	Programme Officer
Belinda Chanda	ILO Regional Office	Programme Officer
Wafwile Msukwa	Ministry of Labor	01773277
Brian Ng'oma	Ministry of Labor	01773277
Paul Gondwe	Ministry of Labor	Child Labour Unit
Hlale K Nyangulu	Ministry of Labor	0888891200
Francis Kwenda	Ministry of Labor	Child Labour Unit
Tomoko Horii	UNICEF	Programme Officer
Asefa Dano	UNICEF	Programme Officer
Alick Nkhoma	FAO	Programme Officer
Norah Mwamadi	FAO	Programme Officer
Joseph Kankhwangwa	Malawi Confederation of Trade Unions	Secretary
Beyani Munthali	ECAM	

#### KASUNGU District Child Labour Committee

NAME	ROLE
Archangel Bakolo	Consultant
Wiseman L K Moyo	District Education Office
Joylet C Kuchipala	District Labour Office
Luseshelo Munthali	CICOD DBMR
Earnest Kaphuka	Director of Planning
Soka Chitaya	FAO-FICA Project
Senior Chief Kaomba	Traditional Authority
Olive Panyanja	DLO
Bridget Joha	District Labour Office
Hends F Kantchere	Judiciary
Edson G Jafolo	Press Agriculture Ltd
James M Kumpani	Labour
Emily Gondwe	Forestry
Kennedy Ngwala	District Community Development Officer
Chimwenje Simwaka	ILO IPEC MW



### KAPIRI SCHOOL, Community Child Labour Committee, NGWATA

NAME	ROLE
Nowa Nthembe	Head teacher
Steven Mkweu	Senior Teacher
GVH Mawango	Snr Chief Kaomba representative
GVH IK Ngwata	GHV
Bema Phiri	S.G. Chilowa Representative
Vincent Ngalande	Chairperson CCLC
Bauleni Zimba	Chairman CCLC
Paul Mpinganjira	Secretary
Shadreck Banda	Chairperson CCLC
Levisoni Kalonga	Monitor
Rodwell Kanjara	Monitor
Thomson Phiri	Member
Brian Kasewentha	Member
Dollar Banda	Treasurer
Safila Sanje	Member
Grace Banda	Member
Grace Mawango	Treasurer
Leni Banda	Member
Elida Zimbe	Member
Ethel Banda	Member
C Simwaka	ILO IPEC MW

### Meeting with COYIDA - MZIMBA

NAME	ROLE
Patrick Guwa	Teacher Jenda MPLC
Isiah Saka	Teacher Jenda MPLC
Daniel Banda	Teacher
Yonam Mwale	Senior Instructor
Joseph Phiri	Senior teacher
Jones Moyo	Programme Manager
Cecilia Chivunga	DBMR
Patrick Mwale	Executive Director
Kondwani Phiri	Chairlady Child Labour Committee Member
Kondwani Zimba	Vice Chairlady
Flyton Shaba	Secretary
Kampango Ndhlovu	Vice secretary
Clara Chirwa	Treasurer
Mike Mwale	Vice Treasurer
Mr Chanza	Member
Japhet Bulukutu	Ministry of Health
Mr Bota	Ministry of Agriculture
Eliza Nyirenda	Member
Elizabeth Mziya	Chairperson – Zawa Gumbo CCLC
Malani Banda	Secretary
Tenson Malata	Treasurer
Winfrey Kamanga	Vice treasurer
Maria Nkhata	Member
Olive Banda	Member

NAME	ROLE
Mateyo Manda	Member
Henry Moyo	Member
Daniel Phiri	Vice Chairperson

#### Meeting with DCLC and COYIDA – MZIMBA

NAME	ROLE
HCK Gondwe	DPD
EJF Gondwe	District Labour Officer
RKM Mhone	L.I
C Simwaka	ILO IPEC MW
D Z Makanjira	Health Officer
M J Yiwombe	MZIDEV V/chair
H. Katumbi	Police Member
Tiyane C Bande	Labour Member
Sunday Kondowe	L.I Member
Elias Nyirenda	Information Member
Chakaka Nyirenda	MAGISTRATE Member
Edward Nkhata	District Civic Education Officer
Nancy Nyirenda	Agriculture Gender Roles Ext. Supervisor
Veronica Linyama	Labour Inspector Member
Resident Njikho	Community Development Member
Francis Chidandale	Tourism Officer Member
Suzgo Dindi	NASFAM Member
Saul Ngwira	ASWO Member
Evans BC Nyirongo	Forestry Member
Mbachhi Chirambo	Irrigation Member
R C Chima	DYO Member
S Chitatanga	VSU Member
M G M Kayoyo	Education Member
Vanani Nyirenda	Mzimba Radio Member

#### Meeting with AYISE – MULANJE

NAME	ROLE
Miriam Hanjahanja	Mulanje District Health Officer
Victor Kaliwo	Information Department
Richard Anderson	DC's office
Noel Chambo	DSWO
Charles Katembo	Labour Office
Regina Luciano	Ayise MJ
Gideon Mothisa	DLO
Steve Mpita	Ayise DBMR
Pacharo Harawa	Finance & Admin Officer
Chris Misuku	Project Manager

#### CCLC/MPLC Meeting – Chonde Training Centre

NAME	ROLE
Justice Kachingwe	CCLC (PEA)
Emmanuel Luwizi	CCLC (Chair)
Jonasi Mateyu	CCLC Secretary

NAME	ROLE
Willson Njete	CCLC Vice secretary
Madalitso Lamwa	CCLC Child Protection Officer
Beaton Thomas	Teacher
Fanny Mwakhwawa	Teacher
Wilfred Namakhwa	Teacher
Daniel Lemani	Teacher
Bizwick Manyamba	Teacher
Hector Ingolo	Senior Instructor
John Misomali	Teacher
Patrick Salipa	Teacher
Geoffrey Salimu	Senior Instructor
Charles Katembo	Labour Officer
Chris Misuku	Project Manager
Magret Mikuwa	CCLC Vice Chair
Bertha Saikonde	GHV Chonde
Esther Mtuwa	GVH Kalulira

## Participants at SNAP MTE Stakeholders Workshop, Riverside Hotel

Lilongwe, 23 September 2011

NAME	ORGANIZATION
Chris Misuku	AYISE
Marcel Chisi	AYISE
Bertha Saikonde	Chief Chonde
Lameck Phiri	CICOD
Blessings Chabwera	CICOD
Stanislous Banda	COYIDA
George Jobe	CRECCOM
Yolamu Chiwanda	DSWO
Samuel Phiri	DSWO
Eddie Jere	Education
Norah Mwamadi	FAO
Florence Khwiya	ILO
Patrick Makondesa	ILO
Khalid Hassan	ILO
Chimwenje Simwaka	ILO
Gracios Ndalama	ILO
Belinda Chanda	ILO Country Office
Archangel Bakolo	ILO-IPEC Consultant
Nina Louise Frankel	ILO-IPEC Consultant
Austin Thunde	JTI Leaf Ltd
Olive Panyanja	Labour
Edward Gondwe	Labour
Lovemore Theu	Labour
Gideon Mothisa	Labour Mulanje
Joseph Kankhwangwa	MCTU
Michael Lihuhu	Min of Labour
Paul Gondwe	MoL
John Chipeta	NASFAM
Shanila Correia	PSI Malawi
Khozapi Mtonga	Save the Children
Phathiswe Ngwenya	Save the Children
Raphael Sandramu	TOTAWUM
Priston Msiska	US Embassy
Christopher Nyce	US Embassy
Malaika Jeter	USDOL
Lucky Mbewe	YECE
Edward Banda	YECE

# ANNEX IV Evaluation instrument evaluation questions

Project Objective	Evaluation question (from TORs or otherwise identified)	Key indicators	Data collection techniques	Location	Stakeholders involved	Comments (optional)
<b>A. Crosscutting themes (as identified in the TORs or suggested as result of initial work)</b>						
<b>Gender</b>	How is project contributing to enhancing household and workplace status of women and girls	a) Proportion of girls in school at different levels, including technical training, b) observation of IGA outputs, c) % women of DCLC & CCLC	Review of available data, interviews with relevant focal points, selected women and girls, field observation		ALL	Evaluation team recognizes that findings will likely be anecdotal at best, but nevertheless insightful.
<b>HIV/AIDS and Reproductive Health Concerns</b>	Direct and/or indirect impact of project in addressing impact of HIV on CL supply and demand	a) Collaboration with MoH, and Ministry of Gender, etc., b) integration of appropriate messaging in project materials; c) observed awareness of FP d) prop of births attrib to 14+, 15-19 age group	Data review, interviews, field observation		All	Evaluation team recognizes that findings will likely be anecdotal at best, but nevertheless insightful
<b>b. Objectives</b>						
Enabling	Networks between govt	Passage of Key	Discussions,	Ministry focal	Lilongwe,	NAP finally launched in Oct 2010, and

<b>Project Objective</b>	<b>Evaluation question (from TORs or otherwise identified)</b>	<b>Key indicators</b>	<b>Data collection techniques</b>	<b>Location</b>	<b>Stakeholders involved</b>	<b>Comments (optional)</b>
Environment	agencies and partners Ownership of fight against child labour at different levels Leveraging of previous project achievements Role of IPEC project in advancing legislation relevant to CL Status of CLMS	Legislation Structures in Place and Functioning Previous project achievements are being leveraged Meeting documentation Evidence of CLMS output	review of appropriate legislation, key informant interviews	points, UN focal points, Tripartite focal points, ILO-IPEC staff, NGO focal points	Field	WFCL finalized; otherwise most other key legislation pending
IABA Implementation	Partner understanding of IABA concepts and child labour/work Linkages with other sectors relevant to child labour Involvement of Children Community ownership Target beneficiary benefits Beneficiary Selection Criteria	Partner understanding evident in discussions Children present at meetings Formation of community structures Beneficiaries can discuss benefits and behaviour change Beneficiaries comply with criteria	Focus group discussions, field observation, key informant interviews, document review	Implementing Partners DCLC and CCLC, stakeholders in field, beneficiaries, Chiefs and Traditional Leaders, teachers, parents	Field, IP HQ	IABA partners did not really get off the ground until between April-June 2011.  Time may be too limited to gauge target achievement
Institutional Capacity Building	Ownership Organizational Capacity Initiative Linkages	Partners and Institutions are leveraging their own resources, demonstrate understanding	Field observation, discussions, key informant interviews,	Ministry and Leadership at all levels, UN agencies, NGOs	Lilongwe, Field	Most of the inputs for capacity building scheduled for after the point of evaluation

<b>Project Objective</b>	<b>Evaluation question (from TORs or otherwise identified)</b>	<b>Key indicators</b>	<b>Data collection techniques</b>	<b>Location</b>	<b>Stakeholders involved</b>	<b>Comments (optional)</b>
		of CL, etc. in discussions Partners are identifying and linking with appropriate resources and partners	review of procedures, documents			