



International Programme on the Elimination of Child Labour (IPEC)



International  
Labour  
Office

## ***IPEC Evaluation***

**Project of Support for the Preparatory  
Phase of the Uganda National Action Plan  
for the Elimination of Child Labour  
(SNAP Uganda)  
UGA/08/50/USA  
P.250.08.162.050**

**An independent final evaluation by a team of external consultants**



November 2012

**This document has not been professionally edited.**

## NOTE ON THE EVALUATION PROCESS AND REPORT

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

The evaluation was carried out by a team of external consultants<sup>1</sup>. The field mission took place in September-October 2012. 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.

*Funding for this project evaluation was provided by the United States Department of Labor. This report does not necessarily reflect the views or policies of the United States Department of Labor nor does mention of trade names, commercial products, or organizations imply endorsement by the United States Government.*

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<sup>1</sup> Joy Stephens and Grace William Maiso

## List of acronyms

<b>AIDS</b>	Acquired Immune Deficiency Syndrome
<b>AP</b>	Action Programme
<b>ANPPCAN</b>	African Network for the Prevention and Protection Against Child Abuse and Neglect
<b>BMU</b>	Beach Management Unit
<b>BTVET</b>	Business, Technical, Vocational Education and Training
<b>CAO</b>	Chief Administrative Officer
<b>CBTs</b>	Community Based Trainers
<b>CCFs</b>	Community Conversation Facilitators
<b>CCLC</b>	Community Child Labour Committees
<b>CDO</b>	Community Development Officer
<b>CDW</b>	Child Domestic Workers
<b>CFPU</b>	Child & Family Protection Unit (Police)
<b>CL</b>	Child Labour
<b>CLU</b>	Child Labour Unit
<b>CLFZ</b>	Child Labour Free Zone
<b>CLMS</b>	Child Labour Monitoring System
<b>COFTU</b>	Central Organisation of Trade Unions
<b>CRO</b>	Child Restoration Outreach
<b>CSEC</b>	Commercial Sexual Exploitation of Children
<b>CSO</b>	Civil Society Organisation
<b>CSR</b>	Corporate Social Responsibility
<b>CTA</b>	Chief Technical Advisor
<b>DBMR</b>	Direct Beneficiary Monitoring & Reporting
<b>DCDO</b>	District Community Development Officer
<b>DEO</b>	District Education Officer
<b>DLG</b>	District Local Government
<b>DLO</b>	District Labour Officer
<b>DPA</b>	District Programme Assistant
<b>DWCP</b>	Decent Work Country Programme
<b>FUE</b>	Federation of Uganda Employers
<b>GP</b>	Good Practice
<b>HIV</b>	Human Immune Deficiency Virus
<b>IA</b>	Implementing Agency
<b>IABA</b>	Integrated Area Based Approach
<b>IDPs</b>	Internally displaced people
<b>IGA</b>	Income Generating Activities
<b>ILO</b>	International Labour Organization
<b>IPEC</b>	International Program on the Elimination of Child Labour

<b>IRC</b>	International Rescue Committee
<b>KIN</b>	Kids in Need
<b>LC</b>	Local Council
<b>LEAP</b>	Livelihoods, Education and Protection to End Child Labor
<b>MGLSD</b>	Ministry of Gender Labour and Social development
<b>MIS</b>	Management Information System
<b>MoES</b>	Ministry of Education and Sports
<b>MoF</b>	Ministry of Finance
<b>MoLG</b>	Ministry of Local Government
<b>MTE</b>	Mid Term Evaluation
<b>NAP</b>	National Action Plan for the Elimination of the WFCL
<b>NFE</b>	Non Formal Education
<b>NCC</b>	National Council of Children
<b>NCLP</b>	National Child Labour Policy
<b>NGO</b>	Non-Governmental Organization
<b>NOTU</b>	National Organization of Trade Unions
<b>NSC</b>	National Steering Committee
<b>OCBO</b>	Orphans Community Based Organisation
<b>OVC</b>	Orphans and other Vulnerable Children
<b>PTA</b>	Parent Teacher Associations
<b>PTC</b>	Primary Teachers' Colleges
<b>RACA</b>	Rakai Counsellors Association
<b>RUDMEC</b>	Rural Development Media Communication
<b>RYDA</b>	Rubaga Youth Development Agency
<b>SACCOS</b>	Savings and Lending Cooperatives
<b>SCREAM</b>	Supporting Children's Rights through Education, the Arts and the Media
<b>SMC</b>	School Management Committee
<b>SNAP</b>	Support to the National Action Plan for Elimination of Child Labour
<b>SPs</b>	Social Partners (refers to Workers and Employers Organisations)
<b>SPO</b>	Senior Program Officer
<b>TPR</b>	Technical Progress Report
<b>UBOS</b>	Uganda Bureau of Statistics
<b>UNATU</b>	Uganda National Teachers Union
<b>UNICEF</b>	United Nations Children's Fund
<b>USE</b>	Universal Secondary Education
<b>UWCM</b>	Uganda Women Concern Ministries
<b>UWESO</b>	Uganda Women's Efforts to Save Orphans
<b>UYDEL</b>	Uganda Youth Development Link
<b>VSLA</b>	Village Savings and Loans Association
<b>VT</b>	Vocational Training
<b>WFCL</b>	Worst Forms of Child Labour

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## Table of contents

<b>List of acronyms .....</b>	<b>iii</b>
<b>Acknowledgements.....</b>	<b>v</b>
<b>Executive Summary .....</b>	<b>viii</b>
Background .....	viii
Key Findings Objective One: Policy and legislative framework .....	viii
Key Findings Objective Two: Increasing knowledge and awareness.....	ix
Key Findings Objective Three: Integrated Area Based Model (IABA).....	ix
Overall conclusions.....	x
Way Forward .....	x
<b>1. Introduction and Background .....</b>	<b>1</b>
1.1. The SNAP Project .....	1
1.1.1 Immediate Objectives:.....	1
1.2 Evaluation Methodology .....	1
1.2.1 Methods .....	2
1.2.2 Constraints and Limitations.....	3
1.3 Report structure .....	3
<b>2. Findings relating to Objective One.....</b>	<b>4</b>
2.1 The National Action Plan (NAP) .....	4
2.2 Strengthening the institutional framework for NAP.....	4
2.3 Diffusing CL into other policies/plans .....	5
2.4 SNAP's contribution to the NAP .....	6
2.4.1 Lessons learned .....	6
2.5 Strengthening the legislative framework.....	7
2.6 Conclusions and Reflections on the Way Forward .....	8
2.7 Recommendations relating to Objective One.....	8
<b>3. Findings relating to Objective Two .....</b>	<b>10</b>
3.1 Knowledge Management.....	10
3.2 Child Labour Monitoring System.....	10
3.2.1 Recommendations .....	11
3.3 Awareness raising.....	12
3.3.1 Examples of Good Practices.....	12
3.3.2 Key Factors in the success of awareness raising: .....	13
3.3.3 Lessons learned .....	13
3.3.4 Recommendations .....	14
3.4 Targeted sensitization and advocacy .....	14
3.4.1 Areas for Improvement .....	15
3.4.2 Recommendations to SPs or to future partners .....	15
3.5 Overall Conclusions and recommendations .....	16
<b>4. Findings relating to Objective Three.....</b>	<b>17</b>
4.1 Key approaches and partners.....	17
4.2 Activities and achievements by District Local Governments (DLGs) .....	18

4.2.1	Mainstreaming child labour.....	18
4.2.2	Enforcement .....	18
4.2.3	Factors in success and lessons learned .....	19
4.2.4	Opportunities and challenges for the Way Forward .....	19
4.3	Community Level Interventions.....	20
4.3.1	Addressing CL through community sensitization and monitoring.....	20
4.3.2	Prevention through addressing poverty: VSLAs .....	24
4.3.3	Prevention through improving the school environment .....	27
4.4	Direct Beneficiary Interventions .....	30
4.4.1	Scholastic Support for children at risk of child labour .....	30
4.4.2	Support for withdrawal of children from child labour .....	31
4.4.3	Income generation support to care-givers of beneficiaries.....	35
4.5	Conclusions and recommendations relating to Objective Three .....	37
4.5.1	On the IABA .....	37
4.5.2	On the community level interventions .....	38
4.6	Progress towards impact.....	40
<b>5.</b>	<b>Overall Findings.....</b>	<b>43</b>
5.1	Cross-cutting issues .....	43
5.1.1	Gender and HIV/AIDS .....	43
5.1.2	Children's Participation.....	43
5.1.3	Reflections on the Way Forward for children's participation .....	44
5.2	Design and implementation process.....	44
5.2.1	Summary of strengths: Project design and strategies: .....	44
5.2.2	Summary of strengths: Implementation process .....	45
5.2.3	Areas for Improvement .....	46
5.3	Conclusions .....	47
5.3.1	Summary of selected good approaches .....	47
5.4	Way Forward.....	48
5.4.1	The implementation of NAP .....	48
5.4.2	Summary of detailed recommendations .....	50
	<b>Annex 1a: Supporting tables, figures and graphs – Project achievements .....</b>	<b>52</b>
	<b>Annex 1b: Direct Beneficiaries by Implementing Agencies.....</b>	<b>54</b>
	<b>Annex 1c: Awareness: Rapid assessment .....</b>	<b>55</b>
	<b>Annex 1d: Graphs on enrolment.....</b>	<b>56</b>
	<b>Annex 2: Case Study .....</b>	<b>58</b>
	<b>Annex 3: List of informants.....</b>	<b>64</b>
	<b>Annex 4: List of documents reviewed.....</b>	<b>70</b>
	<b>Annex 5: Evaluation actual workplan .....</b>	<b>71</b>
	<b>Annex 6: Evaluation instruments .....</b>	<b>74</b>
	<b>Annex 7. Some reflections by the evaluation team on the findings of the Baseline and Follow-up Survey (UBOS) and the final evaluation study .....</b>	<b>81</b>
	<b>Annex 8. Terms of Reference For Independent Final Evaluation .....</b>	<b>89</b>

## **Executive Summary**

### **Background**

The Project of Support (SNAP) for the Preparatory Phase of the Uganda National Action Plan (NAP) for the Elimination of Child Labour is funded by the United States Department of Labor, and implemented by ILO/IPEC through a range of partners, both government and non-government. Its Immediate Objectives are that:-

1. Social and economic policies and legal/regulatory frameworks to combat WFCL will be reinforced
2. People and institutions at all levels will be supported to mobilize against child labour (CL) through heightened awareness and increased knowledge
3. A multi-disciplinary and integrated area-based (IABA) model of intervention laying the foundation for 'Child Labour Free Zones (CLFZ) will be created and available for replication

Its pivotal methodological approach was to integrate a wide variety of intervention components at national and local levels into a single cohesive model – the IABA. At central level the main focus was to support the formulation and adoption of the NAP while at district level the IABA model was piloted in three districts: Mbale, Rakai, and Wakiso.

This has been a standard evaluation of the project outputs and activities against the stated objectives in accordance with ILO standard practices and criteria. Field visits were made to the partners and beneficiary communities in the three districts during September-October 2012, culminating in a series of stakeholder evaluation workshops, including one for children.

### **Key Findings Objective One: Policy and legislative framework**

Overall, this has been a successful area of achievement. SNAP has worked hard and used a number of effective strategies to influence and support efforts by government stakeholders. It has clearly met its immediate objective, namely to reinforce the policy and legal framework for addressing WFCL. It achieved its cornerstone output which was the adoption of the NAP. By the end of its participatory formulation process NAP had gained the support of two ministries – Ministry of Gender, Labour, and Social Development (MGLSD) and Ministry of Education and Sports (MoES) – and was jointly launched by them in June 2012. NAP will benefit from the double-strength backing. MoES has already embarked on examining ways to mainstream the relevant parts into their plans and policies, and MGLSD are conducting a series of NAP dissemination workshops in the regions.

Good progress has been made in the field of legislation. An Anti-trafficking law was passed in 2009, and in 2011 and this has been supported by training of law enforcement officers. Regulations on the Employment of Children were passed together with the List of Hazardous Child Labour. Child Protection Ordinances have been passed in Mbale and Rakai Districts, and one is tabled for approval at the next meeting of Wakiso council<sup>2</sup>. Various bye-laws have been passed at sub-county level or below, and some of these were used to inform the development of the District Ordinances. The Ordinances have proved a useful vehicle for bringing government players together and winning politicians as well as technical officers over to the CL cause.

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<sup>2</sup> The Wakiso Ordinance was subsequently approved during the lifetime of the Project

Enforcement officers have been trained on old and new legislation and how to carry out CL inspections. There are no routine training curricula for these officers and therefore nowhere into which a CL module could be inserted as a sustainable mechanism for building capacity on CL.

For the roll-out of NAP, MGLSD needs to develop a time-bound implementation plan, train and deploy more District Labour Officers and strengthen its coordination and collaboration mechanisms within the Ministry and among other stakeholders, ensuring that the National Steering Committee (NSC) is re-invigorated for the next stage. Pro-active support from the Ministry of Local Government (MoLG) is crucial for the roll-out of NAP at district level.

### **Key Findings: Objective Two: Increasing knowledge and awareness**

The project commissioned a number of useful studies in the three target districts, including a baseline and follow-up survey, action research on the child labour monitoring system (CLMS) and the IABA, and a study of emerging Good Practices. Documentation and dissemination has been a particularly strong point and partners have benefitted from the range of literature produced, including simplified version of the National Child Labour Policy.

Awareness raising and sensitization has received a strong focus and been used productively to support other initiatives such as the passing of the district-level Ordinances. All levels have been targeted and reached, but there is a constant need for more. In the target areas, awareness levels appear to be high and community leaders believe that 70-80% of households have received some information. Both stakeholders and beneficiaries testify that they now understand clearly the difference between child labour and light work. The use of professional media approaches and products has helped this campaign to be very effective, especially the testimonies and fictionalized life-stories of children which have evoked greater reaction and mobilization by moving knowledge from the abstract head level to a deeper emotional level.

Efforts have been made to develop a CLMS which would feed into the Orphans and Vulnerable Children (OVC) Management and Information System (MIS), but this effort occurred at too late a stage to achieve a model which can be recommended for replication. One of the problems is that the CLMS has been implemented as an ‘add-on’ rather than an integral part of the IABA from the start.

### **Key Findings Objective Three: Integrated Area Based Model (IABA)**

The approach of the IABA has been shown to be a useful one in building synergies and a critical mass of awareness, and the overall findings clearly support the further refinement and replication of this model. Efforts were made to link the various components together – through joint workshops, visits, and information flow. In practice, the ‘connections’ between its national level interventions and those at district or community level were not as strong as desired, partly because progress at national level was slower than planned.

At district level the IABA has proved to be an excellent approach as it pulls together a range of partners and stakeholders and concentrates their efforts into a limited area. The achievements and way in which it has been implemented in Mbale District is recommended as an example of a good practice, but there have been significant successes in all three districts. District Child Protection Ordinances have been developed and CL mainstreamed into district development plans and OVC plans. Joint inspection tours have been successful in eliminating CL at certain work sites. These collaborative activities have helped to further sensitize government offices and structures to the cross-cutting issue of child labour and bring them on board.

At community level, the most successful activities including the establishment of community child labour committees (CCLCs). These have been very instrumental in identifying and monitoring beneficiaries and in sensitizing parents and community to the bad effects of child labour. In some cases at village level they have virtually achieved ‘child labour free zones’.

Support to schools focused on creating a more child-friendly environment and empowering children through child rights clubs and SCREAM activities. Children have proved that they are knowledgeable and effective agents of change, who are able to make a stand for the rights of their peers when the situation demands it. Schools report that enrolment has risen and absenteeism and drop-out is reduced, and that the relationship between teachers and children has improved.

The direct beneficiary interventions have generally gone smoothly; target numbers of the correct groups of children have been reached and the support distributed. But doubts remain about the sustainability of the scholastic support and whether it undermines parental responsibility rather than building it. Some of the VT beneficiaries expressed regret that they were not offered support to enroll in secondary school, and in future it is recommended that this should be included. The vocational support has proved more successful for children living in urban than rural areas. In future start-up capital should be provided alongside the tool-kits.

The income generation activity support to the most vulnerable care-givers has not been fully successful, either because the support has not addressed their vulnerability, or they were not the ‘most vulnerable’ as intended. The main challenges have been ‘risk’, the cost of inputs, and the waiting period to benefit from the investment/support. Fortunately, this group of beneficiaries also received ‘financial services’ support through Village Savings and Loan (VSLA) groups. These groups have been a resounding success. Incomes and savings have increased. Members report that they have been enabled to pay school fees, invest in new IGAs, and improve the nutrition and welfare of their children. Community leaders and government officers report a reduced incidence of child abuse and gender-based violence which they attribute to the increase in incomes and family welfare.

## **Overall conclusions**

This has been an extremely worthwhile project despite some short-comings. Broadly speaking it has met all three of its immediate objectives. Key elements in its success have been strong leadership and constant monitoring; the deployment of district programme assistants; the choice of the IABA; and sharing and collaboration among partners. Some stakeholders felt that SNAP should have aimed at wider geographical coverage, but the evaluation feels the clear and limited focus has been also been a major factor in its success.

## **Way Forward**

There are two major recommendations to all stakeholders:

1. To push forward the implementation of NAP and its roll-out to the districts
2. To support it through expanded public awareness campaigns and advocacy at all levels

The roll-out of NAP will require a strengthened NSC, and the two lead ministries (MGLSD and MoES) need to mobilize their own people and resources. Secondly they need to mobilize other government ministries and external resources where necessary, but there is much that can be done with the existing resources at their disposal, since NAP is largely about mainstreaming CL thinking into existing policies and plans. The assistance of MoLG is critical since NAP must be rolled out to the districts. The lessons and good practices learned in SNAP provide an excellent guide.

SNAP has proved the value of a concentrated and integrated approach such as the IABA. It is recommended to use the IABA with the roll-out of NAP at district level. For replication *throughout the country* it could be refined to concentrate on its most potent elements which are:

1. Strengthening DLGs and community structures (e.g. CCLCs)
2. Working through schools to prevent drop-out
3. Poverty reduction through the VSLAs
4. Community sensitization and mobilization
5. Awareness raising

The implementation of NAP will require strong political will and advocacy support from all stakeholders. But there are indications that the government has the capacity and determination.

## **1. Introduction and Background**

### **1.1. The SNAP Project**

1. The Project of Support for the Preparatory Phase of the Uganda National Action Plan for the Elimination of Child Labour (SNAP), was funded by the United States Department of Labour (USDOL) and implemented by the International Labour Organisation (ILO) program for the elimination of child labour (IPEC). Its aim was to assist the Government of Uganda to further strengthen its legal, policy, institutional and social foundations for timely, large-scale action against the Worst Forms of Child Labour (WFCL). Its key output was to put in place a 5 year National Action Plan (NAP) which operationalizes the National Child Labour Policy.
2. Its pivotal methodological approach was to integrate a wide variety of intervention components at national and local levels into a single cohesive model termed the Integrated Area-Based Approach (IABA), with the aim of creating or amplifying synergies. At national level the emphasis was on mainstreaming child labour sensitivity into the plans and policies of all the relevant government ministries and departments. At district level the IABA's key components included working through the District Local Government (DLG) to strengthen the policy and legislation framework for protecting children, building community awareness and capacity for monitoring child labour (CL), and direct interventions to support vulnerable households and their children. Its aim was to create good-practice models laying the groundwork for the establishment of child labour free zones (CLFZ) that could be scaled up throughout the country.
3. The project was implemented through partners including the government, NGOs, social partners (SPs) such as Workers and Employers Organisations, community-based structures, and the media. It cooperated with other relevant stakeholders and players such as UNICEF, other ILO initiatives, the International Rescue Organisation's LEAP Project and a range of others. For the direct interventions it partnered ten Implementing Agencies (Ref: List in Annex 1).
4. The Project's overall Development Objective was: To contribute to the elimination of the worst forms of child labour in Uganda. The Immediate Objectives appear at the start of the relevant sections under the Findings.

#### ***1.1.1 Immediate Objectives:***

1. By the end of the project, social and economic policies and legal and regulatory frameworks that form the foundation for actions to combat the WFCL will be reinforced.
2. By the end of the project, people and institutions at all levels of Ugandan society will be supported to mobilize against child labour through heightened awareness of its negative consequences and increased knowledge of the ways and means to combat the problem
3. By the end of the project, a multi-disciplinary and integrated area-based model of intervention laying the foundation for the establishment of 'child labour free zones' at the district level will be created and available for replication throughout the country.

### **1.2 Evaluation Methodology**

5. The purpose of the final evaluation as stated in the Terms of Reference is to:
  1. Determine if the Project has achieved its stated objectives, and how or why it has/has not

2. Identify all relevant unintended changes at outcome and impact levels
  3. Determine the implementation effectiveness and efficiency of the Project
  4. Establish the relevance of the project implementation strategy and outcomes and the level of sustainability attained
  5. Provide recommendations regarding relevant stakeholders, building on the achievements of the Project
  6. Identify lessons learned and potential good practices and models of interventions that should be pursued for upscaling and replication, valid for Uganda, the Africa region and beyond
  7. Assess and identify lessons from the cross-cutting strategy of involvement of children in design, implementation and evaluation of project interventions
6. This has been a standard evaluation of the project outputs and activities against the stated objectives using the Standard Evaluation Framework of ILO, and the standard criteria of effectiveness, efficiency, relevance, and sustainability. In addition, the evaluation examined seven special aspects as requested by the TOR (in Annex).
7. The evaluation was carried out by one international consultant (female) and one national consultant (male). Data was gathered during a 4 week visit to the field in the period September 24<sup>th</sup> to October 18<sup>th</sup> 2012 culminating with a national evaluation workshop for partners where the preliminary findings were presented. Two district level evaluation workshops were held in Rakai and Mbale, as well as a National Children's Workshop whose purpose was to gain children's input into the evaluation – as partners, not merely as beneficiaries.

### **1.2.1 Methods**

8. The evaluation used qualitative methods for the most part. These included:
- document review,
  - interviews with all key stakeholders, partners, and beneficiaries, including children
  - focus group discussions with key groups and beneficiaries
  - transect walks and observations in communities and work sites such as quarries, markets, alcohol brewing workshops, coffee processing plants, cultivation areas
  - validation of preliminary findings and additional data through evaluation workshops (one each in Mbale and Rakai District; one national level, and one children's national workshop)
  - a rapid appraisal of awareness levels in selected locations in Rakai and Mbale districts
9. Our aim was to build up a comprehensive picture of the methods and outcomes of the project, and our guiding principle was to remain objective, be sensitive in our discussions with children, and avoid bias by talking to as representative sample of stakeholders and beneficiaries as possible. All the implementing partners, both government and non-government were interviewed. Field visits were made to all the three district offices, and to *at least* one target community of each IA. A full list of informants is appended in the annex.
10. For each IA, we set out to visit one school, one Community Child Labour Committee (CCLC), and a cross-section of beneficiaries. Due to time and distance constraints it was not always possible to achieve this, but we maintained a balance within each district. The beneficiaries

receiving education support were selected randomly for interview using the DBMR records. The selection of the community and the other beneficiaries was largely imposed through what was logistically possible – we did not visit any community which lay more than one hour distance from the district centre. The original plan to visit the strongest and weakest examples of each activity for each IA proved unfeasible due to time constraints – and it was hardly fair to request to visit the strongest example for one IA and the weakest example for another IA.

11. It is possible that this limitation has introduced some bias into the findings . At times we deliberately changed the choice proposed by the IA, and added some impromptu visits to ‘work sites’ to observe whether any children were present. In reviewing the data gathered during collection, we feel satisfied that the bias – if any – is small, since in nearly every interview and focus group discussion we learned both some good and some ‘not so good’ findings. Data was cross-checked by triangulation of different sources, documents, and statistics. The stakeholder workshops also provided an opportunity to verify the data gathered in the field.

### ***1.2.2 Constraints and Limitations***

12. Time, travel, and traffic were the main constraints. In Kampala for every hour of interview the evaluation team spent 2-3 hours sitting in traffic. The busy schedules of government officers meant they were sometimes hard to pin down. The evaluation coincided with celebrations for Uganda’s 50 year anniversary of independence and this affected the itinerary of visits and government officers encountered in Rakai District.
13. In Mbale and Rakai district an interpreter accompanied the evaluation team and was used by the international consultant where the respondents did not speak English. It is possible that some points have been missed or misunderstood in interpretation. Other limitations related to the validity of the data have already been discussed above.

## **1.3 Report structure**

14. The findings are presented in three parts organized according to the three objectives of the project. The fourth part discusses the overall design and implementation strategies, and part five presents conclusions and recommendations.
15. There is not space in the report to comment on each and every activity, output, and finding in a comprehensive manner. It might appear that there is less comment on activities which have gone well, and too much comment on those which have gone awry. This is the nature of things; more learning is done through mistakes, and it generally takes more words to explain why things went wrong and how they can be addressed than vice versa. Thus the reader should not equate the number of words written to the scale of the problem or the scale of the success.

## 2. Findings relating to Objective One

### Objective One

*By the end of the project, social and economic policies and legal and regulatory frameworks that form the foundation for actions to combat the WFCL will be reinforced.*

#### 2.1 The National Action Plan (NAP)

16. With six months remaining to closure, the SNAP Project achieved its cornerstone output of seeing Uganda's National Action Plan for the elimination of child labour finalized and passed. MGLSD took the lead role in the development of the NAP, but it was launched jointly in June 2012 by both the Minister for MGLSD and the Minister for Education and Sports (MoES).
17. Public backing and leadership by two ministries significantly strengthens the NAP and lays a much firmer foundation for its implementation, and the two should be congratulated for taking joint ownership and their readiness to collaborate. In the words of the Labour Commissioner, *"It turned out to be a joint NAP. A preventive strategy is less costly; we need to make sure that children stay in school."* For his part the Assistant Commissioner for Basic Education in MoES commented: *"We know there is a high drop-out rate and absenteeism, and child labour (CL) is one of the factors in this, so it is natural that we are interested to address that. The CL Focal Point (in MoES) has done a tremendous job in sensitizing us."*
18. The process for development and formulation of NAP was consultative and the evaluation team received confirmation from District Labour Officers, Social Partners, and other key stakeholders of their participation in the process. This has ensured that it has covered all the key issues which need to be addressed. But one noticeable gap is that while adult illiteracy features strongly in the preamble to the NAP as a root cause of CL it fails to be addressed with concrete goals. Given the high adult illiteracy rates – 43% of women and 25% of men in Mbale are illiterate<sup>3</sup> – and the strong correlation between adult literacy and the value placed by parents on children's education, this should receive a high priority.

#### 2.2 Strengthening the institutional framework for NAP

19. Some progress has been made to create a strong framework for NAP implementation – an additional officer has been added to the CLU - but there is further to go. MGLSD have started on dissemination to the districts but District Labour Officers (DLOs) exist in only 40 out of 124 districts; elsewhere the District Community Development Officer (D/CDO) performs a dual role. All of them need further capacity building, and the development of an implementation plan to guide them in mainstreaming NAP, according to MGLSD/CLU. The latter have the intention to lobby parliamentarians to influence the Ministry of Finance (MoF) to provide the budget to cover the necessary expansion. MGLSD's current budget for CL activities is very small and covers nothing more than meetings and awareness raising materials.
20. Within MGLSD, the linkage between the CLU (under the directorate for labour) and the OVC (under the directorate for social protection) is strong - e.g. CLU sits on the National OVC Steering Committee and vice versa - but there is not yet real harmony. CL is clearly integrated as one of the categories of OVC, but the OVC Unit feel that they are 'sidelined' since the CLU is not under them. They see children as needing 'care and protection' first and foremost, and that CL cannot be

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<sup>3</sup> Table 4.9 in Child Labour Baseline Survey conducted in Wakiso, Rakai and Mbale Districts, Uganda, Analytical Report October 2009

addressed without looking at its social roots such as child abuse. They believe that their Probation/Social Welfare Officers are better trained to deal with vulnerable children. These are very valid observations. At the same time it should be recognized that CL also has the labour dimension which can be used to recruit stakeholders who are not normally child-focused.

21. A study commissioned by SNAP to look at harmonizing policies recommended that they work together under one secretariat with CL moving to be directly under OVC, but this has not happened. Some stakeholders believe that high-level intervention is necessary to achieve harmony. Ultimately, the issue of where CLU is located is not so important as the degree of collaboration and coordination between such stakeholders. Some commented that MGLSD is too megalithic and should be broken into its component parts. But this would make coordination more challenging, and the CL agenda is surely blessed in having a single ministry which encompasses three such crucial components as gender, labour, and social protection.
22. A National Steering Committee (NSC) for CL already existed at the start of SNAP. It includes representatives from MGLSD, MoES, MoLG, and MoF, as well as from NGOs and social partners. MGLSD recognize that NSC needs re-energizing for implementation and are in the process of recruiting new members. MGLSD feel they have good collaboration with both MoES and with MoLG – but much further effort will need to be done with the latter as NAP is rolled out to the districts. NAP implementation will also require that the Ministry of Health (MoH) and the Ministry of Agriculture, Animal industries and Fisheries (MAAIF) are on board, as well as the Police/Child & Family Protection Unit (CFPU) of the Ministry of Internal Affairs.
23. For the roll-out of NAP the evaluation team foresees the need to establish some modality for inter-district coordination in order to target both CL supply and demand districts in an integrated and timely manner.
24. Both MoES and MGLSD observe that they have a good working relationship at both national and district levels and “a very good spirit between our two ministries” MoES are already working on a number of initiatives which effectively address CL. According to the Assistant Commissioner for Primary Education:

*“NAP has revitalized everything, There have been previous inter-ministerial efforts but they have not been effective in the way in which NAP has been. We used to see child labour as a labour problem, but now we recognize it as our problem too. We used to say that the mandate of the school authorities stopped at the school gate, but drop-out and absenteeism are also within our domain. We are able to detect the problem, but we need to cooperate with others to ensure enforcement.”*

### **2.3 Diffusing CL into other policies/plans**

25. Child labour has been inserted into the following:
  - Uganda’s National Development Plan (NDP)
  - The Decent Work Country Programme of MGLSD and ILO (under Social protection)
  - The Orphans and Vulnerable Children’s Policy and strategic plan
  - District Development Plans (in at least the 3 SNAP districts)
26. MoES recently completed consultations in several districts and a draft report on ways to mainstream CL into their plans and programmes. Relevant current initiatives include COPE

(complementary primary education) which enables out-of-school or vulnerable children to attend school while also helping to gain a livelihood; school feeding; and a school family programme (mentorship). They are aware that in order to eliminate drop-out they need to address the issue of the quality of education, and to enforce the ban on corporal punishment. To this end they produced guidelines in 2008 on Alternatives to Corporal Punishment. According to official policy girls who fall pregnant are allowed to return to school, but this is not often the case in practice.

27. The evaluation recommends that NAP stake-holders find ways to address the gap which is opening up between the completion of primary school (at age 13-14 years) and the age of regular employment (18 years) for those children whose families are unable to/choose not to afford secondary school fees or vocational training. Evaluation findings show that quite a number of beneficiary children who were identified as being engaged in child labour had already completed primary school<sup>4</sup> (Ref: 7.2.3 and 7.3) The new BTEVT policy with its modular approach opens up some better possibilities, but some children wish to pursue formal school.
28. At district level MoLG say that “the budget is there for children, and child labour is under that umbrella”. But they also say that “the districts are open to doing much more but are constrained by resources.” They are enthusiastic about NAP “it has filled a gap” and believe that once it is disseminated to the districts they will get on board. During their regular inspections they have tried to share some good practices (e.g. IABA model; joint inspections) with other districts, and report that Kabale is now engaged in addressing CL, and quote examples of CL action in Masaka District. MoLG report that they have a good working relationship with MGLSD and MoES in regard to the mainstreaming of CL.

## 2.4 SNAP’s contribution to the NAP

29. The SNAP team used a number of strategies to achieve the finalization of NAP. These included identifying ‘champions’ in key places and working with and through them to reach other people. They were fortunate that the Senior Programme Officer (SPO) was recruited from within MGLSD and was able to use her personal knowledge to get things moving when they appeared blocked. Although progress was frustratingly slow at times, strategies such as creating a Task Force or hiring consultants to assist with preparing various documents proved helpful.
30. The key breakthrough was gaining the support of MoES. This was largely through the influence of another ILO/IPEC project on Child Labour and Education<sup>5</sup> which began implementation in 2011. The Minister for Education attended the Hague Conference<sup>6</sup> and thus became a strong champion and MoES a driving force pushing for the finalization of the NAP. SNAP was able to exert further influence through joining the Education Development Partners forum, and partners in the National Council of Children engaged in advocacy to support the passage of NAP.
31. It was unfortunate that the slow pace meant that NAP was not passed in time to bolster support for SNAP’s IABA efforts in the three districts, or to achieve greater progress in mainstreaming CL at central level.

### 2.4.1 Lessons learned

1. Since CL and education are so inextricably linked, the support of the education sector is absolutely vital. Without funds ‘in tow’ it is very hard to recruit support, so the lesson

<sup>4</sup> Some had dropped out of secondary school and some had failed to transition from primary to secondary

<sup>5</sup> Funded by the Dutch Government

<sup>6</sup> on the elimination and mainstreaming of CL

learned from the SNAP experience is that activities and funding must also be directed towards education-led initiatives at the same time. Joining the Education Development Partners Forum was a good move.

2. Political support is critical. Sponsoring high-level delegates to conferences can help to boost support
3. Recruiting the DPA from within their ranks greatly facilitated the process with MGLSD
4. Designating a small Task Force of committed individuals (office-holders and others) to push an agenda forward can be a useful and time-efficient approach to re-energize or break deadlock since it is more flexible and not so hampered by bureaucracy. Persistence and patience are needed in equal measure

## 2.5 Strengthening the legislative framework

32. Good progress has been made in the field of legislation. An Anti-trafficking law was passed in 2009, and in 2011 Regulations on the Employment of Children was passed together with the List of Hazardous Child Labour. It is understood that the proposed activity to harmonise inconsistencies in the minimum age standards in priority legal texts was cancelled with the agreement of the donor<sup>7</sup>.
33. Child Protection Ordinances have been passed in Mbale and Rakai Districts, and one is tabled for approval at the next meeting of Wakiso District Council. Various bye-laws have been passed at sub-county level or below, and some of these were used to inform the development of the District Ordinances. The Ordinances have proved a useful vehicle for bringing government players together and winning politicians (district local councils) over to the CL cause. The Ordinances should bolster the efforts of community structures who are engaged in monitoring CL.
34. Two DLOs (Mbale and Wakiso) attended the ILO Turin training centre and were subsequently used as resource persons for joint trainings of Labour, Probation, CDOs, School Inspectors, Police, and social partners (SPs) on CL legislation and policy. However, this training was *ad hoc*, and there is as yet no routine training curricula for these officers which includes a module on CL as envisaged in the PRODOC (Activity 1.4.1). This is a pity as it means there is no sustainable modality for regular routine sensitization and training of enforcement officers. Furthermore, at the time of the evaluation, there was no progress to report on developing Codes of Conduct for different sectors of CL (activity 1.3.3), nor had there been any training of magistrates. To compensate, SNAP produced some fact sheets on the NAP in cooperation with MGLSD. A training for law enforcement agencies on ILO Core Conventions and Decent Work was also carried out with assistance from the ILO policy advisor from Addis Ababa.
35. Training on child trafficking was conducted for enforcement officers and implementing agencies from the SNAP target districts. The evaluation was pleased to learn that the Anti-trafficking Act has already been used in Mbale to prosecute and convict a person who trafficked a girl to Nairobi for the purpose of domestic work. According to the Child and family protection Unit of the Mbale Police, the girl was mistreated and not paid her wages. She escaped and after returning home her parents reported the case to the police who acted. The trafficker received a 6 month jail sentence.
36. Overall, this has been a successful area of achievement. However, many stakeholders commented that the scope of SNAP has been small – and with regard to capacity building for enforcement, the evaluation team agrees. Had a standard CL module been developed and integrated into curricula

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<sup>7</sup> This would probably have required an amendment to the Constitution – a major undertaking

and routine trainings, a more wide-reaching and sustainable framework would have been left in place.

## 2.6 Conclusions and Reflections on the Way Forward

37. SNAP has worked hard and used a number of effective strategies to influence and support efforts by government stakeholders. It has clearly met its immediate objective, namely to reinforce the policy and legal framework for addressing WFCL. It has fulfilled the essence of five of its seven outputs, and made progress on the other two (strengthening the NSC and collaboration within MGLSD). There is now a comprehensive NAP in place with backing from the two most relevant ministries, and new legislation has been enacted.
38. But beyond its immediate outputs, the important question remains: will NAP be implemented? Has sufficient groundwork been done – at both technical and political levels - to build momentum and carry NAP forward? Has the framework been reinforced *sufficiently* to support the roll-out of NAP at district level?
39. Opinions from stakeholders regarding the first of these two questions varied from cautious optimism to outright pessimism “*it was ILO money that brought the NAP up to this level, and that’s the end of it.*” One respondent replied that “*Education holds the answer*”. The evaluation agrees. Education has the structures and human resources in every village. If they truly see improving access, reducing drop-out and absenteeism as core to their agenda, and can disseminate this attitude and mobilize every District Education Officer (DEO), school Inspector, teaching staff, PTA, and school management committee to take action - this will go a long way towards reducing WFCL<sup>8</sup>.
40. Labour has perhaps a more challenging task in scaling up the training and deployment of district labour officers and establishing a sustainable system of CL monitoring at district and community level. In this regard it would seem that the ‘*extent*’ of the reinforcement achieved by SNAP has been rather too limited to offer real encouragement in the implementation of NAP (though this was not a stated objective of SNAP). But a strong model – the IABA – has been developed and tested (see Part 4 Findings). Active support and cooperation from MoLG is absolutely critical for both the lead ministries of NAP.
41. The implementation of NAP will require strong political will and government commitment, and the indicator of these is budget allocation. This will require intensive lobbying and advocacy – and the two lead ministries need to be supported in this by a coalition of CSOs and SPs and structures such as the National Children’s Council, as well as by international agencies such as ILO/DWCP and UNICEF.

## 2.7 Recommendations relating to Objective One

42. A multi stakeholder approach is critical for the success of any initiative on CL at district and national level. With regard to joint monitoring inspections and law enforcement, it is important that those concerned speak the same ‘language’. To this end a CL module needs to be developed which is inserted into a routine training programme for district-based officers of MGLSD, MoIA (Police) and MoES.

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<sup>8</sup> In Britain CL was only effectively ended with the introduction of free compulsory education for all under the Education Acts of 1870 and 1880 despite earlier factory acts which limited the age of children in employment

To MGLSD:

43. Continue the fruitful cooperation with MoES and MoLG
44. Intensify efforts to bring other ministries and departments on board – particularly to activate support in MoH and MAAIF
45. Strengthen and reinvigorate the NSC by bringing in new members as planned
46. Develop an Implementation Plan for NAP. Mobilize resources within MGLSD and lobby for further funds from MoF and the donor community (and private sector) to ensure that NAP is rolled out. Begin with districts which are ‘supply’ districts to the three SNAP districts and facilitate exchange visits for learning.
47. Strengthen coordination within MGLSD. Consider a joint learning tour to Mbale District
48. Replicate the Good Practice of developing Child Protection Ordinances at district level
49. Deploy more DLOs; develop a routine training programme/curricula with a CL module
50. Insert CL into adult literacy curricula/programmes/curricula and expand these

To MoES:

51. Continue to mainstream CL and mobilize resources for action.
52. Ensure that addressing drop-out and absenteeism is integral in every school
53. Ensure that the ban on corporal punishment is enforced and that teachers are trained on alternative forms of discipline
54. Expand school feeding programme; find ways to make it inclusive/affordable for OVCs
55. Expand access to secondary school for OVCs

To MoLG:

56. Facilitate the entry point for NAP stakeholders at district level and support the efforts MGLSD and MoES in every possible way
57. Ensure that the Good Practice of district-level Ordinances is disseminated and promoted in other districts.

To other Ministries:

58. It is important that the MAAIF should strongly support the implementation of NAP within its own programmes, given the high incidence of child labour in the agriculture sector.

### 3. Findings relating to Objective Two

#### Objective Two

*By the end of the project, people and institutions at all levels of Ugandan society will be supported to mobilize against child labour through heightened awareness of its negative consequences and increased knowledge of the ways and means to combat the problem*

#### 3.1 Knowledge Management

59. SNAP has done a tremendous job of documenting everything and this is extremely useful to inform future efforts and replication of good practices. It has commissioned a number of relevant research studies such as the baseline and follow-up survey; action research on the IABA and CLMS; emerging Good Practices; CL and disabilities; and CSEC. In addition the Uganda Bureau of Statistics (UBOS) has carried out a survey of child labour as part of its regular Labour Force Survey (the analysis and report from this was not available at the time of the evaluation).
60. UBOS were also commissioned to carry out a baseline survey in the target districts in 2009 and a repeat survey in 2012. The baseline was completed in time for it to inform the development of action plans by the IAs; it provided pertinent background information but does not appear to have influenced decisions on target areas or the design of the interventions. Nevertheless these two studies are extremely useful to measure change and progress, although there are some weaknesses in its design in terms of allowing for easy comparison between SNAP target sub-counties and non-target sub-counties in order to assess the impact of SNAP (More is discussed under 9.0 Impact and in Annex Seven where the UBOS findings are examined to see whether they support the findings of this evaluation)
61. One lesson learned by the SNAP team is that the baseline should have included data on attitudes and awareness levels. It is recommended that this be incorporated in future.
62. The Action Research study on the IABA concept and the CLMS in Rakai district also provided very rich information and helpful recommendations. However, the very short time-frame of the IABA and APs in the target districts creates little space for action research which can be acted upon in a meaningful way.

#### 3.2 Child Labour Monitoring System

63. “CLM involves identifying children in the workplace and noting the hazards to which they are exposed, then verifying that they have been removed and are in school or some satisfactory alternative. By regularly repeating this process, CLM becomes a means of ensuring that the place under surveillance stays CL free. . . It also generates information that can serve as valuable inputs to policy-making and enforcement of laws and regulations.” SNAP Prodoc
64. Limited progress has been made on this. The OVC/MIS system now contains at least one CL indicator: *the number of children withdrawn from WFCL*<sup>9</sup>. There is also a similar CL indicator under the DWCP in the Labour Market Information System. However, it is important that there are indicators which capture any recidivism, or inflows of other children to plug the gaps left by the withdrawal of a given group of children. Otherwise children may simply be re-circulating.

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<sup>9</sup> Both OVC and CLU units in MGLSD reported there is a single indicator; other respondents reported more than one. The evaluation have been unable to confirm which is true.

This finding is supported by evidence from the UBOS surveys (Ref Annex Seven; section 2.4) which suggest that both Mbale and Wakiso are seeing significant inflows of children.

65. A very recent training with DLOs developed three questionnaires (household, school, and work level) which form the basis of the CLMS instrument. Given the late stage it seems unlikely there will be time to test and refine the instruments, or establish which pieces of data will be fed into a higher-level data base, and which pieces may be ‘filed’ (where and how?) at community level for action there. The late start on the CLMS intervention activities is one of very few examples where, in practice, the sequencing and integration of SNAP activities did not achieve the IABA ideal. The evaluation suggests that the slow progress might be due – among other things - to lack of clarity on the purpose and ‘shape’ of the CLMS. As things stand the CLMS has several purposes:
1. It is an ‘entry point’ tool for sensitization, identification, and interventions
  2. It is a tracking tool to ensure that beneficiaries are receiving the correct support
  3. It is a surveillance tool for ensuring that a locality remains free of CL
  4. It is a ‘measurement’ tool for measuring trends in and out of CL to inform policy makers and enforcement agencies whether their current strategies are working
66. The draft questionnaires are one page forms; each might take 15-30 minutes providing the information is at the respondent’s fingertips. But this is only a small fraction of the time required – to get to the sites, locate and identify children, carry out repeat visits, collate and report the data etc. – and it has to be multiplied by three forms and x number of children in the locality, and repeated *at least* once a year.
67. Can it fulfil all these very varied roles – does it need to? The evaluation feels that prioritization is essential and that some depth of detail will have to be sacrificed to viability. Currently the approach is to “*include everything and later cut out what is not necessary*”. The evaluation fears this approach might make the CLMS too heavy for lift-off.
68. Before developing specific tools, a context-specific plan is needed: what information is required in a regular manner, for what specific purpose is it needed, who requires it, who will gather it, how frequently, at what levels will it be entered and analysed . . .? A study of the CLMS<sup>10</sup> commissioned by SNAP provides a detailed assessment of the challenges at community level. It highlights the fact that the Community Child Labour Committees (CCLCs)<sup>11</sup> are currently weakly linked to government structures and their monitoring activities *ad hoc* and undocumented - and warns against over-burdening them. The evaluation echoes these findings and adds that there does not appear to have been a coherent effort by SNAP to prepare the CCLCs for their future role in the CLMS (assuming they have one) after the exit of SNAP.

### 3.2.1 Recommendations

69. CLMS stakeholders should re-examine their needs and decide which of the purposes above is the number one priority – and start with that. Once this is functioning smoothly, another level can be added. Two parallel exercises are suggested: one top-down, and one bottom-up:-

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<sup>10</sup> Action Research on the IABA and CLMS in Rakai District, Uganda, ILO/IPEC November 2011

<sup>11</sup> Established by SNAP and assumed to be the primary enumerators for CLMS

1. Each stakeholder should list the essential indicators, geographical coverage, and frequency of measurement, needed to inform and adjust their specific policy and programming efforts - and who/what level would take action based on the information.
  2. The CCLCs (+ CDOs or any monitoring structures) should say what is feasible for them to accomplish given their current capacity (volunteers, no transport, no computers or power). And what additional resources they would need to scale-up their monitoring efforts in order to meet the requirements of the stakeholders above.
70. These two should then be put together and compromises made to achieve a viable CLMS that stands a realistic chance of being implemented.
71. There seems a general tendency to address the CLMS too late in ILO/IPEC projects. This suggests an inherent problem. It may be hard to achieve a CLMS in a project where the DBMR is required and practiced. Greater guidance from ILO/IPEC Geneva would be useful regarding how to manage the two systems side by side without creating confusion or duplication.

### **3.3 Awareness raising**

72. Awareness raising activities received a strong emphasis and played a strategic role in supporting other interventions and mobilizing people to act.
73. Efforts have been most successful in Mbale District which elected to host the national celebrations for the World Day Against Child Labour (WADCL) in 2010 and continued to hold district celebrations on subsequent years. This opportunity presented a starting point for a 'blitz' of media during SNAP implementation. This is believed to be one of several key factors which contributed to Mbale's high level of success in the IABA.
74. A rapid appraisal by the evaluation team of 60 chance passers-by in 6 different locations in Mbale and Rakai showed that all were aware about CL in Mbale, while in Rakai 23 out of 30 had heard something about CL. The three most common sources they cited were: public campaign, word of mouth, and radio. Among those who had heard about CL, all felt that its incidence in their locality was lower than five years ago, with only one reporting 'not sure'. (Ref: Annex Table ) These findings are supported by the UBOS surveys which show that children's exposure to work-related injury, operation of dangerous tools, and engagement in hazardous CL have declined significantly. (Ref: Annex Seven section 3.)
75. All SNAP partners, direct and indirect, and school children, were involved in awareness raising, but this section focuses particularly on activities which made use of professional or NGO media and communications. SNAP personnel provided reference material and statistics and advised who to visit while the media partners were doing research for their various productions.

#### **3.3.1 Examples of Good Practices**

1. Firel filmed a documentary based on real cases studies in the SNAP project districts. "We tried to put a human face to the statistics. We had not planned to have a dialogue after screening, it is something that evolved as the audience spontaneously expressed their response and commitment. In one venue the Regional Police Commander raised his hand and promised to do everything he could."

2. Tri-Vision showed CL feature film ‘Stone Cold’ in public screenings<sup>12</sup>. Those who saw the film reported being intensely moved. One child recalled a particular scene in great detail; members of a CCLC in Mbale reported they were in tears or could not watch because “it was so real; it could have been filmed in our local stone quarry.”
3. Tri-Vision also developed “Cinema Leo” in which they asked community leaders or government officers to act in short skits which they filmed and edited on the spot and showed the same evening to a public audience. These were not only informative and entertaining but conveyed the message that these leaders/officers were supporting the campaign against CL.
4. RUDMEC worked with local radio stations and newspapers to ensure press coverage of CL activities and successes, and worked with local drama groups. These were also very effective, and the demand for further performances was “overwhelming.” These drama groups report that they will continue to portray CL.
5. Other partners sponsored radio talk shows. The DLO of Mbale was interviewed in one such show and reported that many people contacted him afterwards about cases of CL.

### ***3.3.2 Key Factors in the success of awareness raising:***

- Its integration with other interventions. The media partners reported that they could not have carried out their activities so effectively without the support of the SNAP network of partners in each district (see point 7. under 3.3.3 Lessons Learned )
- The ‘blitz’ approach – continuous messages by a variety of media
- Using or reflecting real-life cases of CL. These hit at a deeper more emotional level, awakening people’s consciences. It also ensured longer recall of the content.
- Innovative and participatory approaches - e.g. cinema leo – and responsiveness to evolving situations - e.g. allowing the audience to express their views and responses.

### ***3.3.3 Lessons learned***

1. Awareness raising is more effective if it is brought down from abstract to concrete level, either through children’s testimonies and documentaries, or through drama and film which mirror real-life situations.
2. It is worthwhile spending money to get professional quality products
3. Facilitated discussion should always be built into programmes as this doubles its value, and the audience should be encouraged to articulate practical action that they will take
4. Use many different media and approaches; people get quickly bored with a single message such as CL so it is important to include other related topics e.g. HIV/AIDS
5. Partners should be prepared with a contact name or ‘referral network’ in place to deal with those who wish to report cases of CL after being made aware of the problem.
6. Sensitizing local drama groups to incorporate CL themes ensures sustainability
7. The importance of pre-event publicity. The evaluation team noticed that the level and intensity of awareness appears to be lower in Rakai than in Mbale<sup>13</sup> with fewer people reporting seeing or hearing any media coverage. According to the partners they provided

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<sup>12</sup> Rudmec showed it in some schools

<sup>13</sup> Too little time was spent in Wakiso to make an assessment

the same coverage in each of the three districts. The report on Emerging Good Practices (released after the evaluation field visits) shows that significantly fewer people attended the cinema shows in Rakai (1,300) compared to Mbale (5000) and Wakiso (4,700). The reason appears to be lack of pre-event publicity. Thus the lesson learned is that strong cooperation and linkage is essential to harvest the full benefits.

8. **Gaps:** Some communities such as pastoralists in Rakai were not reached with awareness media due to distance and language barriers
9. In retrospect SNAP wish that they had started the awareness raising campaign earlier so that it could lay the groundwork for the community interventions – and to have targeted parliamentarians.

### 3.3.4 Recommendations

1. Do more of the same!
2. Conduct awareness raising as the entry point activity to a community or district (but be ready with referral contacts).
3. Activities to monitor and evaluate response (and impact) should be built in.
4. Develop media products to target politicians
5. Ensure that hard to reach groups (pastoralists, migrants, IDPs) also benefit from these media

## 3.4 Targeted sensitization and advocacy

76. Sensitization of stakeholders has played a key role in the overall project, ensuring that these people have a common understanding of the terms and definitions. Time and again informants reported that *“now I understand the difference between child labour and light work”*.
77. The National Council for Children (NCC) facilitated a children’s forum which resulted in children presenting two petitions to Parliament – one on the need for disabled facilities in schools, and one on HIV/AIDS. They also lobbied ministries and departments to push for NAP approval when things seemed blocked or on hold. Its Child Labour Partners Forum (45 organisations) has facilitated the sharing of experiences and good practices. They report for example that the concept of IABA and CLFZ is being taken up by organisations in Kabale.
78. Social partners<sup>14</sup> (SPs) worked on sensitizing their constituents to integrate CL into collective bargaining agreements or workplace policies. NOTU reported that during their sensitization workshop they moved participants to the local marketplace and this engagement with real-life examples helped them to grapple with the causes and complexity of CL (*“if we withdraw this child from this activity, what will she eat?”*). NOTU also conducted dialogue meetings between workers and informal employers in stone quarries in Mbale and Wakiso *“It was exciting, because unlike the formal sector we were dealing with people who had no awareness about CL. They were surprised to learn that what they were doing was bad for the child. But they were open to change.”* A few informal workers associations exist and NOTU hope to establish more and bring them into a network at district level.
79. COFTU used the Fishery Union in Rakai District to spread awareness and have been successful in eliminating CL at some Beach Landing Sites. These efforts were then reported on a radio show,

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<sup>14</sup> Refers to Employers and Trade Union organisations

providing a knock-on effect. They also report that they have sensitized their constituency and others not to employ under-age housemaids. FUE used their District Advocacy Committees to present a Position Paper to DLG in the three districts requesting them to address CL and recruit designated DLOs. They were also instrumental in eliminating CL from the Doho rice scheme, and are keen to consider ways to reach the informal sector and out-growers.

80. It is encouraging to see the SPs beginning to engage with the informal sector. NOTU report that as a result of their SNAP related activities, attitudes towards them have improved and people now perceive them as fighting for social justice; they hope to establish more informal sector workers organisations and form them into networks. The teachers' union UNATU say that "*child labour is part and parcel of our own agenda – we don't have to depend on SNAP.*," To keep CL in the spotlight they are inserting regular articles about CL into their quarterly newsletter. UNATU (along with Kyambogo University (KYU)) also sensitized teachers and students in Primary Teachers Colleges about CL and the importance of child-friendly schools.
81. Evidence from the UBOS surveys supports the conclusion that there is heightened sensitivity. The number of children engaged in hazardous CL declined in Mbale from 4000 (2009) to 1700 (2012) and dropped in Rakai from nearly 11,000 (2009) to 1600 (2012). But Wakiso recorded a large rise which is likely due to migration from other districts and the strong 'demand' in major cities. Children reported fewer work-related injuries, and verbal or physical abuse while working.

#### **3.4.1 Areas for Improvement**

82. The achievements are good as far as they go, but they seem rather piecemeal and need follow-through to really have a sustainable impact. FUE reported that they have sensitized 210 employers to integrate CL into their workplace policies but were unable to provide firm figures as to how many had done so (they estimate around 100) and admitted that they had made no concerted effort to find out. NOTU believe that the majority of their members are now 'aware' but have made no effort to confirm this conjecture – and neither had COFTU. In future better and more consistent follow-up and follow-through needs to be integrated into plans.
83. The activities of the SPs have not been solidly integrated into the IABA. During the evaluation field visits only one other partner referred to their activities<sup>15</sup>. Some IAs appeared ignorant of what the SPs (and in some cases the media also) had been doing in their district. In future, stronger linkage between the activities of each would help to ensure synergies and back-up support. For example, the evaluation would like to have seen the IAs bringing advocacy issues (e.g. low wages of informal sector workers) to the attention of the relevant SPs during the project implementation.

#### **3.4.2 Recommendations to SPs or to future partners**

1. Include follow-up to find out if sensitization activities resulted in the desired outcomes.
2. Become more engaged with action at district and community level.
3. Continue efforts to reach the informal sector. Respond to the extremely low wages (a causal factor in CL) in the informal sector by assisting workers to organize for greater bargaining power. Pursue establishing more informal workers associations and linking them together at district level.

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<sup>15</sup> The Mbale DLO referred to the activities of FUE

4. Replicate the good practice of getting workshop participants out of the classroom environment and into the messy market places and other CL work sites. Organise exchange visits and tours to work sites where CL has been successfully eliminated
5. Continue awareness raising to employers of child domestic workers
6. Future efforts by SPs or other partners should include a specific effort to sensitize faith leaders and organisations. This was a gap in SNAP's efforts, and it is an important group to target for as FUE commented that "their influence is huge".
7. FUE mentioned that they are interested to promote sponsorship for schooling or vocational training through corporate social responsibility schemes or individual employers in given localities, and NOTU mentioned their interest in organizing labour in the informal sector. These are good intentions, but there is a need to seize the initiative and translate these into action.
8. NAP stakeholders need to exploit more strongly the opportunities presented by the existence of SPs. Corporate social responsibility (CSR) is a strategy which has brought in millions of dollars globally to support social welfare type projects. An intensive advocacy campaign is needed.

### 3.5 Overall Conclusions and recommendations

84. The Project has met most of the outputs under its second Objective. It has heightened awareness and knowledge about CL among '*people and institutions at all levels of Ugandan society*' - albeit within a fairly limited geographical area. The awareness raising and sensitization activities have been very worthwhile and supported other interventions, and these should continue to receive a high priority in the implementation and roll-out of NAP . Progress has been made towards establishing a CLMS but there is further to go to achieve a model which can be recommended for replication.

## 4. Findings relating to Objective Three

### Objective Three

*By the end of the project, a multi-disciplinary and integrated area-based model of intervention laying the foundation for the establishment of 'child labour free zones' at the district level will be created and available for replication throughout the country.*

#### 4.1 Key approaches and partners

85. The key implementation strategy for objective three has been termed the Integrated Area Based Approach (IABA). As the evaluation understands it, this means concentrating resources into a defined geographical area and integrating a range of interventions with the aim of creating synergies and building momentum towards the establishment of child labour free zones (CLFZ). Efforts at national level are also part of the IABA in the sense that these too should show integration, both among themselves and with efforts at district level.
86. This is essentially a pilot project to test the IABA model. Three districts were selected: Rakai and Mbale on the basis that ILO/IPEC had previously done some foundation work and wished to build upon this, while Wakiso was a new district for ILO/IPEC. All have particular problems which compound child labour. Rakai has a very high rate of HIV/AIDS and consequently is one of the most impoverished districts with a high incidence of orphans; Mbale is more prosperous but the town attracts a transitory community of very vulnerable people who have been displaced by natural disasters or insecurity in the north.
87. Some stakeholders criticized the limited coverage – only portions of 3 districts.<sup>16</sup> However given the resources and time at their disposal it made sense to build upon their existing investments and to limit the coverage in order to achieve the concentration of resources that the IABA requires.
88. The only question hangs over the choice of Wakiso. Being an urban district lying partially within Uganda's largest city Kampala it has a high rate of child labour, attracting waifs and strays from the rest of the country. However, it has not been an ideal choice in which to implement the particular strategy of the IABA which requires a sense of cohesion within defined geographical parameters. In Wakiso, the district local government offices do not lie in a natural urban centre towards which all communications lead. This has presented additional challenges and made implementation in Wakiso seem more fragmented than in the other two districts.
89. SNAP placed a District Programme Assistant (DPA) in each district to oversee implementation. Their key partners have been the district local governments (DLGs) together with ten Implementing Agencies (IAs) for the direct interventions. The DLGs were requested to nominate six NGOs with a strong track record in their district; the final choice was made on the basis of concept papers which the six NGOs submitted and capacity assessments. The DLGs were involved in the latter and in the final selection. Given the strong performance of the IAs, this has proved an effective selection method.
90. Each IA selected 2-4 sub-counties for their interventions, largely for reasons of contiguity and proximity; taken together this meant that approximately one third of each district was covered by the project. It might have been more valuable for future replication to have concentrated on just

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<sup>16</sup> There are 124-130 districts in Uganda (in process of creating more)

one or two districts but covered them fully in order to test the effectiveness of the IABA as a district-wide approach, and the capacity of the DLG to coordinate/implement on this scale.

91. The IAs were provided with several trainings by SNAP, the first of which was to assist them in preparing their Action Programmes (APs). These APs follow a fairly similar format, given the conditions laid down by ILO/IPEC and the donor. The strengths and weaknesses of their design is discussed within the findings of the direct interventions, while in section 8.1 provides an overall analysis of the IABA.

## **4.2 Activities and achievements by District Local Governments (DLGs)**

92. SNAP's engagement with the District Labour Officers (DLOs) in the target DLGs has proved very worthwhile and vindicates the decision to partner the government. It has helped to lay a strong foundation by building awareness throughout the DLG offices and achieved a number of significant outputs. In Mbale, the DLO has been particularly successful (see Case Study in box 1) in building ownership and creating a team that cuts across the different government offices.

### **4.2.1 Mainstreaming child labour**

93. Child labour has successfully been mainstreamed into the thinking and planning processes in all three districts creating a sustainable mechanism for addressing it. It is inserted into the District Development Plans and the district OVC plans (or in process). Rakai and Mbale introduced for the first time a budget line for CL (raised from local revenues). Although this is extremely small<sup>17</sup> relative to needs its existence provides a sustainable mechanism to maintain CL in the spotlight of district planning and budget allocations. These funds were used for inspection tours. “ *I am mandated to do labour inspections. I simply integrated CL and it became part of my routine activities,*” reported the DLO of Mbale.

### **4.2.2 Enforcement**

94. Enforcement has been strengthened by the formulation of Child Protection Ordinances which address CL and other types of abuse. These followed a consultative process. In Rakai the District Local Council was very supportive and it passed quickly, but in Mbale it required intensive lobbying to ensure support at the council level. In Wakiso it is tabled for approval at the next Council meeting<sup>18</sup>. They then have to be approved by the Attorney General. In addition quite a number of sub-counties, parishes, or villages have passed their own bye-laws to regulate child labour, child protection, and school attendance. A joint monitoring group in Mbale were successful at uncovering and stopping CL at a coffee processing plant. The evaluation team made an impromptu visit and were pleased to find no signs of child labour. The inspection teams have also been successful at stopping CL in several rice schemes, and issued warnings to several parents or restaurant owners who were employing children. In some cases local council members or CCLCs have taken over monitoring of these sites. However there are many challenges:

*Mbale is transit point from the north. We find children on the streets – they are street-wise, a difficult group to help. We need to strengthen their socio-economic situation back where they come from. Every weekend the police do a street sweep. Sometimes we have removed a child and 2 weeks later we find the same child back on the streets. We need a better strategy. We try to have a forum on juvenile justice but as yet we have not concluded on the right way to handle these children. But if we*

<sup>17</sup> Rakai 500,000/-; in Mbale it was 200,000/- in 2011, then raised to 300,000/- in 2012

<sup>18</sup> And was subsequently approved before the end of the Project

*disseminate the Ordinance and some sub-counties implement, this will take us a long way to sustainability. District Probation Officer, Mbale (quote from the Mbale evaluation workshop).*

95. In Rakai a joint team of officers toured garages, roadside traders, markets, and restaurants and bars. They found that 9 out of 10 mechanics were under 18 years old; they were successful in getting their wages doubled from 500/- to 1000/- a day. Bars and restaurants have proved more challenging (many double as brothels) and threats have been made against the DLO so that he no longer lives in the town. While this is most regrettable it is an indication that the joint inspections are reaching where they most need to – at the hidden sectors of WFCL.
96. According to the UBOS follow-up survey, Rakai and Mbale both show a quite dramatic reduction in the number of children engaged in hazardous work. Mbale also shows a particularly marked reduction in children reporting verbal or physical abuse in the workplace. (Ref: Annex Seven, section 2.5).

#### **4.2.3 Factors in success and lessons learned**

1. It is important to target advocacy to the district councils, particularly the chairs. In Mbale, persistent advocacy effort by the DLO and others succeeded in converting the LC5 Chair from an uncommitted stance to becoming a prime champion against CL.
2. Strong leadership, experience, and commitment from the DLOs. In Mbale the DLO has been particularly passionate in addressing CL, and has information and statistics at his fingertips. At the moment only Wakiso has a designated DLO while Rakai and Mbale have the District CDO acting in that role. While this is not ideal, the acting DLOs have proved just as effective (if not more so). The key factor therefore appears to be the commitment, resources, and capacity of the person filling that role.
3. Support from other departments. DLOs reported the strong support they have received from other quarters, including police, school inspectors, and in one instance from the Forestry Officer. This demonstrates that CL thinking can be integrated into everyone's agenda.
4. Mbale DLO reported that they could not have achieved the passing of their Ordinance without the support of the intensive awareness raising campaign that took place.

#### **4.2.4 Opportunities and challenges for the Way Forward**

1. Inter-district coordination is needed to address supply and demand districts regarding CL
2. Children in hard to reach communities – migrants, pastoralists – should not be overlooked
3. In some communities CDOs are not sufficiently sensitized or engaged, yet they are a key players in the community, one of the few government officers to be placed at sub-county level, and their mandate relates so closely to addressing CL and its root causes.

### **Box 1 : Example of Good Practice from Mbale District**

In Mbale District a remarkable level of government ownership, public awareness, and community mobilization has led to real change in children's lives, and laid a strong foundation for future efforts. In the words of the DLO *"We are 100% sure that child labour will be eliminated even though ILO/IPEC is withdrawing, because we have inserted child labour into the district OVC plans."*

Key factors in the level of achievement in Mbale are:

1. **The leadership, capacity, and commitment of the DLO.** He is dynamic and knowledgeable - district statistics are at his fingertips - and he is aware and appreciative of the work of the IAs. He regards CL as an integral part of his mandate as DLO (*"I integrated CL and it became part of my routine activities."*). He has taken the lead but in a participatory manner. *"We have made a team and the sub-county OVC committees are active. The CDOs are doing a wonderful job of monitoring OVC families. I instructed them to give me a specific CL report quarterly."* He has shown patience and persistence in lobbying and advocacy at both technical and political levels and was successful at winning over the LC5 Chair of the District Council to support the Child Protection Ordinance. He has done what he can with what he has: although the CL budget allocated in the first year was infinitesimal (about 80 USD) he used this for monitoring activities and ensured that these were joint monitoring trips with colleagues from other departments. They were successful in eliminating CL at one coffee processing plant where they found many children engaged in sorting coffee during school hours, and in rice growing schemes. During these trips they sensitized Local Councils who *"became part of our monitoring system."*
2. The participatory and consultative process in formulating the child protection ordinances has created strong positive relationships and the sense of a team. This has resulted in strong support from Education, production, Police, as well as Probation.
3. The decision to host the 2010 WDACL – and the commitment of the district to provide 1.5 million in funds towards its costs - was of crucial importance. This kick-started many things – an injection of awareness but also possibly a sense of team spirit - *'we will tackle this problem together'*.
4. A media 'blitz' that seems to have achieved a very wide coverage of awareness. According to the DLO the media efforts helped him win support for the Ordinance from the Social Services Committee and Chair of the LC5. In Mbale it seems that media events occurred just when they were needed to 'lift' things to a higher gear. The 'team' lobbied radio stations to provide free slots for them. Five radio stations were involved; at least one drama group Home Beat toured villages, in addition to the efforts by SCREAM children and the IAs.
5. Information is flowing to district level and being analysed. (*"Reports are sent to the CAO and discussed departmentally"* according to the DLO).
6. Committed and capable IAs who have created strong and active community structures such as CCLCs, supported through their exposure to the media 'blitz' but also through their own efforts at awareness raising. UWESO seem to have taken the lead in building a sense of team spirit between them. The IAs have felt supported by the DLO and DLG actions. With the CCLCs they have together eliminated CL in key work sites including alcohol brewing areas, markets, roadside trading, agriculture, stone quarries and others.
7. A capable and committed SNAP DPA who has been active in monitoring and coordination, and is appreciated equally by both IAs and government colleagues – and strong support from SNAP Kampala.
8. Participation of other players such as World Vision (*they paid for 80 slots on a radio programme dealing with CL and child protection*) and are actively addressing CL in their target sub-counties.

## **4.3 Community Level Interventions**

### **4.3.1 Addressing CL through community sensitization and monitoring**

#### **4.3.1.1 Community Child Labour Committees (CCLCs)**

97. One of the most successful strategies has been working with volunteer CCLCs for community sensitization and monitoring of CL, and identification of beneficiaries for support. In most cases new committees were established but sometimes CL was integrated into pre-existing child

protection or OVC committees. Regardless, all benefited from sensitization and capacity building by the IAs. For the sake of simplicity in this report they are all termed CCLCs.

98. The evaluation was impressed with the zeal of these committees and their achievements, particularly where they have gone beyond the essential role of identifying beneficiaries for SNAP support. There are many examples where, on a small-scale, they appear to have achieved child labour free localities through their dedication in conducting regular surveillance and monitoring visits to schools, beneficiary households, and identified work sites such as roadside bus stops, markets, rice schemes, breweries, fishing landing sites, bars and restaurants etc. Some reported that they have become so well known that children who have played truant begin running as they approach". *"Success has been because of their efforts,"* commented one IA.

#### ***Examples of Good Practices and factors in their success***

99. The CCLCs consist of volunteers chosen by the community and include the Vice-Chair of the Local Council (LC1<sup>19</sup>) – an important linkage. The CCLCs established by OCBO consist entirely of LC1 vice-chairs and thus the CCLC sits at a higher level than village (LC1) which makes it very strong. Most include at least one teacher which provides a link to the local schools. *"As a Head Teacher I see being on the CCLC as my responsibility. I want to see children in school and the work of this committee assists me in that role. Now there is a much better relationship between the school and community,"* commented one member.

100. In Wakiso, Huyslink encouraged every adult beneficiary to become a member of the CCLC thereby giving something back to the community; while KIN encouraged CCLCs to include employers and faith leaders providing further important connections. Both these are recommended as good practices.

*"I used to employ a girl who had dropped out of school - I didn't understand the difference between light work and child labour. The project helped me realize that it was because of her family problems that she was engaged in CDW. I wanted to set a good example so I enrolled her in school and now she's in secondary and I feel like she is my own daughter! CCLC member, Wakiso.*

101. The CCLC in Kasura parish, Rakai, have raised their own money to help needy children and donated maize, beans and cassava from their own harvests to 28 vulnerable families in the parish. Several CCLCs took the initiative to contact children who had migrated to other districts for the purpose of employment. In many cases they were successful in recalling these children and getting them re-enrolled in school or vocational training. A number of them have made referrals on their own initiative or returned children to school without external support.

102. Women form the majority of CCLC members. According to one IA this is *"because women have the spirit of volunteerism and care more about children."* Namakwekwe CCLC in Mbale town consists entirely of grandmother-aged women because *"the men dropped out when they found there was no personal profit."* Asked what motivated the women to continue, they replied: *'We have loved our job, we have tried hard; at least we have reduced child labour a little.'* Theirs is a challenging urban community with bars, strip-clubs, alcohol brewing sites and prostitution on the streets. They reported cases of children being sent to bars by their parents and told to return with some money. In the evenings the members spent time on street corners building relationships with girls in CSEC and were able to withdraw five of them. With the help of police they were

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<sup>19</sup> Village level

instrumental in closing down a notorious dance/strip club where “*children danced all night and were too tired to go to school in the morning.*”

103. The Nyondo CCLC (Mbale) went to brewing sites where they negotiated agreements with the owners to eliminate the participation of children. Copies of these agreements were deposited with the CDOs and sub-county Chiefs.

### ***Areas for Improvement***

104. Naturally there have been some challenges too. Not all the CCLC members have remained active, the reason generally being the lack of financial remuneration. Where they remain committed lack of transportation to reach the work sites has constrained their activities. Most were given two bicycles, but having more might have doubled their reach and the frequency of their visits.
105. They found that “parents were very suspicious at first, but then when some families began receiving benefits they flooded to us. There were more than the target numbers.” In some cases suspicions re-emerged when parents discovered the short-term nature of the scholastic support “We feel embarrassed and don’t know what to say to parents because the support is so short-term. It looks to them as if we are corrupt and have kept the remainder for ourselves,” commented one CCLC, and others echoed this.
106. Some CCLCs have been less active than others, and maintaining motivation is important for all of them. They deserve to have greater public recognition of the importance of their contribution from sub-county and district structures or they will collapse. One or two of them have begun to discuss ways in which they can raise their own funds to support their on-going activities. This is good, but all the CCLCs should have been engaged on this as part of the project’s exit strategy. This is where UWESO’s approach of creating mini CCLCs within each VSLA comes into its own, since these VSLAs have also set up their own social welfare funds for needy cases (ref: 6.1.2).
107. Duplication, linkages, and sustainability pose a challenge. During SNAP the CCLCs’ point of reference has been the IA who established them. But it is important that the CCLCs should be referring cases and reports through sustainable structures such as local councils, CDOs and OVC sub-county committees. Linkages to these remain informal and *ad hoc*, although UWCM have formally handed over ‘their’ CCLCs to the CDO and OVC sub-county committee. UYDEL reflected in retrospect that they should have worked through the pre-existing S-C/OVC committees rather than establish separate structures. In some parishes there are both CCLCs *and* Child Protection Committees, sharing many of the same volunteers – a duplication that was their own choice but seems unnecessary (but possibly due to hope of doubling resource inputs from donors).
108. Overall, efforts to integrate have been too few or too late and stronger linkages should have been created from the outset in order to ensure sustainable action after the departure of SNAP. In general SNAP has not worked closely enough *throughout the project* with the LC3s, CDOs and OVCCs at sub-county level, which would have ensured greater integration of the IABA component interventions and provided the link between community and district levels. None of the CCLCs have documented their activities although one or two of them say they give verbal reports to the CDO “*who writes everything down.*” This is an area which needs improving and this may happen when the CLMS is truly functional.

109. There are relatively few examples of CCLCs referring children to other services and this may be because they are not aware of the options which exist. In future **it is recommended** that the mapping exercise of service providers should always be a participatory one by/with the CCLCs. And CCLCs (or CL issues) should be well integrated from the outset into existing structures concerned with children's affairs. The UWESO model of establishing umbrella CCLCs at sub-county level, with sub-committees within every VSLA group (ref 6.1.2) seems a good one to recommend, but the structure of CCLCs needs to be based on what best suits the local context.

#### 4.3.1.2 Other Good Practices in sensitization and monitoring

110. The evaluation was impressed to learn of the diversity of volunteer groups and structures who have been sensitized and are engaged in preventing child labour.
111. In Wakiso, KIN pursued the concept of **Child Labour Free Zones (CLFZ)** in their communities. Its two key principles are that *"every child of school-age must be in school and not in CL"*, and *'it is everyone's responsibility'* to see this achieved. To this end they inserted CL awareness into every village level meeting and group. Alongside the efforts of the CCLC they trained volunteer youth activists to act as role models to children withdrawn from CL. The activists meet regularly to discuss CL issues and organize extra-curricular activities for children during school holidays. KIN report that they have not yet achieved a truly CLFZ but hope to get there in the next 1-2 years. They feel that it requires a minimum of 5 years investment is necessary in a community.
112. RACA sensitized fishermen in **Beach Management Units (BMU)**. In Ntuvu village, Rakai, the BMU have virtually achieved a child labour free village, and no child under age 18 years is allowed to engage in fishing. Fifteen children who were previously engaged in fishing now attend school regularly even though it is far to walk and the lake occasionally floods and cuts them off. Out of 60 children aged 6-16 years in the village only one child is not in school. *Parents were hostile at first; they didn't understand,* reported the BMU chair. One child's parents called in the police to arrest him after he had warned them that they were subjecting their child to CL. But he says he has had strong support from the other BMU members and that parents are now much more cooperative: *"now they report to me any child they notice is playing truant or engaging in CL."* The UBOS Follow-up survey supports this finding; in Rakai district there were 604 children in the sample engaged in fishing but none reported in 2012 (Ref Annex Seven, section 2.5)
113. ANPPCAN used a technique they call **Community Conversations**. Local leaders were trained to facilitate public discussions with a stated theme where everyone is encouraged to speak their minds. In one example the theme was "Why do children drop out of school?" Reasons they came up with included hunger, poverty, and family relationships, and *"we realized that these three things are closely linked."* This led them on to discuss why there is hunger in the home, and eventually they concluded that *"men were not contributing and supporting their families in the way they should."* The CCF reports that since that 'conversation' men have been working harder and helping their families more. This Good Practice has been transferred to Wakiso where it was used successfully to engage a quarry owner and workers in dialogue.
114. UWESO carried out CL sensitization with all their **Village Savings and Loan Associations (VSLA)** so that each of these became active as 'sub-CCLCs' who report to their umbrella CCLC at sub-county level. This is identified as a good practice because it is sustainable – and provides a link to funds.

115. **Parent Support Groups** have been established in some schools with the role of monitoring attendance and providing counseling to parents who are struggling in any way with keeping their children in school. The PSGs report that they are now given a regular slot to report on their activities to village meetings, and that although there was suspicion at first that attitude has been overturned and there is now great demand to join the groups as they are valued.

#### 4.3.1.3 Lessons learned

1. CCLCs can make a big contribution to reducing and preventing CL
2. There are many other village institutions into which CL awareness and even a monitoring role can be inserted. They do not even have to have 'children' on their agenda – the essential factor is that they should be active and respected by the community.

#### 4.3.1.4 Recommendations

1. The mapping exercise of service providers should always be a participatory one by/with the CCLCs.
2. Ensure regular public and government recognition for the work of the CCLCs to motivate and sustain their efforts
3. Make greater effort to integrate or merge the CCLCs into existing structures such as OVCs – but only where indications suggest this will raise their profile and performance, or improve their reporting and flow of data and information between district and local level.
4. Strengthen the component on documentation and reporting in their basic training package of the CCLCs.
5. Encourage CCLCs to find ways to generate income in order to sustain the financial cost (travel) of their activities, and/or to establish their own social welfare fund for needy children.

#### 4.3.2 Prevention through addressing poverty: VSLAs

116. Village Savings and Loans associations (VSLAs) are proving a resounding success in preventing child labour through increasing household savings and income, and providing access to loans which enables households to meet the periodic school expenses for their children. In the project design “referrals to financial services” was envisaged as a ‘possible type of support’, an adjunct to the IGAs for care-giver beneficiaries. But the VSLAs have taken on a life of their own and are having a far greater and wider impact than was perhaps envisaged. Every IA (and all the government officers in Mbale<sup>20</sup>) were united in their affirmation of the results achieved through the VSLA intervention. It is to SNAP’s credit that they identified this emerging good practice and responded promptly by facilitating its replication to all the IAs. UYDEL who have worked with ILO/IPEC on previous projects described the VSLA intervention as “*one of the best things that has ever happened.*”
117. The VSLAs require no project funds for start-up capital. Members undertake to make weekly savings from as little as 500/- (0.20 USD) a week to a maximum of 10,000/- (4.00 USD). They are allowed to take out loans worth triple their savings; 10% interest is charged and there is a pay-back period of 1-3 months. Each group has a maximum of 30 members, and each member has a personal account notebook in which the deposits and loans are recorded.

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<sup>20</sup> The VSLA approach pre-existed SNAP in Mbale District

118. According to a wide range of stakeholders and firsthand testimonies this simple concept is impacting positively on a range of factors relevant to eliminating or preventing child labour:- incomes, school enrolment, attendance, retention, nutrition, health, family harmony, child protection/welfare, and social cohesion. Crucially, the loan mechanism is supporting households through critical 'stress' periods such as sickness, bereavement, crop failures, and enabling them to meet occasional high expenditure obligations such as school fees.
119. The fact that these VSLA groups are replicating spontaneously is evidence of their benefits and how well they are received in the community. The VSLA success story cuts across all three districts, and all spectrums of society. This practice originated in Mbale<sup>21</sup> where there are now around 80 VSLAs<sup>22</sup> each with 30 members and spread to the other districts through SNAP's exchange visits. In Nyondo sub-county, Mbale,. UWCM budgeted for establishing 12 VSLAs but ended up creating 30. Group savings range from 1 - 7 million Ugandan shillings (400–2800 USD).
120. One of the keys to its success is quite literally the keys! The money is stored in a box with 3 padlocks with 3 different keys, carried by 3 different members, thus providing security against abuse. *"I was deeply suspicious at first; how could I trust my own money to other people?"* commented one man, *"But when I saw the box with its three padlocks, then I began to think that this would work."* Referred to by participants simply as the "box", there are countless testimonies by members of how their lives have been changed:
- My children are no longer sent home from school; the box helps me pay their school fees
  - My children used to go to school without food .I began saving 500/- weekly from growing a little sugar cane. With a loan I bought myself a solar panel. Now I earn a small daily income from charging mobile phones. My children are no longer hungry.
  - Before this box came to our village I was the most destitute. My children had no shoes; they were chased away from school. Now they wear shoes and I pay their fees simply through my casual labour work and my weekly savings.
  - When my husband died this box helped me to pay the school fees. I took out a loan and invested in farming. This season I expect to harvest 100 kg of maize.
  - When my salary is delayed I take out a loan from the VSLA; it enables me to buy food and pay the school fees for my own children (school teacher)
  - I am a coffee trader but I lacked sufficient capital to expand my business; through the VSLA my capital has tripled from 1 million to 3.5 million. (Chair of a VSLA group)
  - I used to struggle to save 500/- a week. Now I can save 2500/- a week and my savings amount to 50,000/-. I purchase fish, dry them and sell to buyers who come here.
  - In the first cycle I started saving 500/- a week. At the end of the cycle each of us got 50,000/- pay-out. We were advised to spend 20,000/- on paying school fees and scholastic materials, and to invest 30,000/- in some income generating activity. I bought seeds and established a market garden. Now I am able to save 2000/- a week. Before the box came, I hadn't realized that women can earn money like men.
121. Every group interviewed reported that the amount which members are able to 'save' each week has increased by 100-500% - a sure indication of increased incomes. VSLA members testify that it has brought their community together, and they refer to themselves as a team. There have been

<sup>21</sup> CARE is believed to have introduced it to UWESO, but there are similar concepts throughout the world

<sup>22</sup> Some were started before SNAP

other unexpected but positive knock-on effects. According to the District Probation Officer and the District Labour Officer in Mbale, Community Development Officers and Police are reporting fewer cases of child abuse and gender-based violence. Members of Nyondo CCLC observed that families in the community are better-dressed and in better health; *“When we walk through the community we no longer hear the sound of marital squabbles.”* They put this down to the VSLAs and the increase in incomes. *“Gender violence and marital strife has reduced because women now have some income of their own and can buy school materials without begging their husbands for money. The culture of savings is really helping us”.*

#### *4.3.2.1 Examples of Good Practices*

- Many VSLAs have established their own bye-laws such as “all members’ children must attend school regularly” or “members’ children are not allowed to engage in child labour.”
- Some VSLAs have established their own CL monitoring sub-committees who regularly check attendance registers in school and follow-up by visiting parents of absentees. UWESO provide sensitization training on CL to all their groups
- Some have established a social welfare fund. If a disaster such as a fire, illness, or death strikes a household they provide a donation from this fund.
- The majority of members are women. There are examples of husbands and wives belonging to the same VSLA but having separate savings accounts. This should also be encouraged.

#### *4.3.2.2 Lessons learned*

1. Lack of access to capital is a major factor preventing people escaping from poverty.
2. VSLAs provide a good vehicle for introducing sensitization or training on any topic – including CL, child abuse – and could also be the means for addressing adult illiteracy
3. Few of the vocational beneficiaries and care-givers of prevention beneficiaries got the opportunity to enroll in a VSLA. Some of the IAs who were new to the concept had an inadequate understanding of the approach as they thought that the VSLAs could not include under 18s, or that they should only include members with beneficiary children. However, there is nothing to prevent under 18s joining since other IAs have established special groups for them; secondly the groups should include a cross-spectrum of the community, not just parents of withdrawn beneficiaries – in this way even rural areas can easily support a network of groups.

#### *4.3.2.3 Recommendations*

1. Encourage the establishment of more groups and ensure that all parents of school children have the opportunity to enroll.
2. Ensure adequate training in book-keeping and group management for new groups
3. Monitor groups to ensure they are not dominated by the more affluent
4. Discourage groups from closing their cycle just before major celebrations such as Christmas or Eid; encourage them to wait until January when school fees have to be paid.
5. Groups should establish some reporting linkage to government structures
6. Assist groups to explore the best option for the next step. Groups are proving so successful that some members have reached their maximum threshold of weekly savings (10,000/-). One IGA beneficiary is a member of 3 groups as she was able to save 30,000/- a week.

Some groups are concerned at the sums of money which can mount up in their boxes and worry about security and theft of the box. VSLAs can be clustered together to form a SACCOS (savings and credit cooperative societies) – but SACCOS have not proved as successful as VSLAs. There are risks in scaling up as individual ownership and community knowledge and trust of one another is diluted. Investing group funds in some commercial venture is another option – but also very risky. Another option is to open a savings bank account with three signatories. While the fall-back option (which may be best) is to more frequently close the cycle and pay out savings to members (keeping back an agreed minimum amount).

#### **4.3.3 Prevention through improving the school environment**

122. According to the Head Teachers interviewed, the introduction of SCREAM<sup>23</sup> and changes in school-level policies and teachers' attitudes have been very successful in improving attendance and enrolment, and in supporting the SNAP beneficiaries and other interventions. SCREAM work-plans were observed on the walls of Head Teachers' offices, suggesting that the training was thorough and practical. In the schools visited, children and teachers were enthusiastic:-

- The SCREAM activities have attracted children to come to school, absenteeism is less – now we don't see them skipping school in the afternoon to go trading.
- We would have missed so much without SCREAM training. The methodologies are attractive to children. Now I use them in my regular classes.
- Children are more aware about their sexual/reproductive health rights. Their behavior is better, for example they help each other more

123. The vehicle for SCREAM was Child Rights Clubs<sup>24</sup> which were established or strengthened in participating primary schools. They have proved very successful in raising awareness among children and through them to the wider community. Examples of SCREAM-based activities conducted by/with children:-

- Child ambassadors have been trained to speak about CL in school assemblies
- Talking compounds – children design messages about children's rights and life skills. These are posted in the school compound providing a constant reminder.
- Art murals on walls of schools and government offices. Children began by displaying posters, but these were quickly torn. One child suggested painting their pictures directly onto the walls. These provide a very visible and sustainable message against CL.
- Group walks through the community handing out flyers about CL and child abuse
- Debates, quiz contests, to increase knowledge
- Dramas, songs, poems to raise awareness

124. The Head Girl of Mayor Mbale School told the evaluation that she has spoken to her school assembly about the importance of regular attendance: *"Our Peers Club is active. Children come to school looking smart; pupils are less shy of our teachers."* The club took the opportunity to talk on a local radio programme for children called Open Gate. Further evidence of their confidence and knowledge was displayed during the National Children's Workshop during the evaluation process.

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<sup>23</sup> Supporting Children's Rights through Education, the Arts and the Media

<sup>24</sup> The clubs sometimes have a different name such as Peers Clubs but their agenda is essentially the same

125. Through SCREAM and the ‘child-to-child’ approach introduced by KYU, children have become empowered to report abuse, and to mentor and support one another. Those interviewed were knowledgeable about what constitutes child labour or light work, and provided examples (Box 2) of ways in which they personally had intervened.<sup>25</sup>

126. Schools were also sensitized on ways to make the school environment more child-friendly and conducive to pupil retention. Interestingly, children at Ahumadia Primary School held a debate on the motion: *The high pupil drop-out rate has been caused more by the school environment than by parents*. The motion was passed – which indicates from children’s perspective how important it is to address this issue. Head Teachers reported that they no longer practice corporal punishment (CP). Children’s testimonies sometimes conflicted with this (!), but they did agree that CP has reduced. This accords with the Mbale District Inspector of Schools who says there are fewer CP cases reported to police since SNAP. But many children perceived the practice of caning as acceptable and are not aware it is outlawed. In cases where Head Teachers have become true converts they report:

- Eradicating caning has made a big difference. Our enrolment is up and this is partly due to that. We make children do a public apology instead. Teachers are still respected and pupils’ behavior is better. Kabaale Ssanje School, Rakai
- We have learned the caning doesn’t help. Children become resistant, and they may not be in the wrong - there may be problems at home which it is not fair to blame them. Mayor Mbale School
- Since we abolished caning children no longer run away in fear as we approach and their performance has improved because they attend school more regularly. Wambwa School, Mbale.

#### **Box 2: Examples of child-to-child mentoring/monitoring**

- *My friend was about to be married by her parents. I advised her to inform our Head Teacher, and he spoke to her parents. My friend’s marriage was postponed.*
- *My friend’s stepmother was mistreating her and prevented her attending school by giving her too many chores, even though her own children attended school. I advised my friend to talk to her paternal uncles to see if they could help. As a result my friend moved to live with her uncle and has been able to continue in school.*
- *I help my parents with chores, but I have learnt to say ‘no’ if the hours are too long and I haven’t done my school homework.*
- *My friend had to carry 20 jerry cans of water before school. We reported her case to our teacher and she counseled my friend’s parents.*
- *My friend was taken out of school and sent to work as a housemaid. I told my teacher and he was successful at getting her re-instated in school.*
- *My parents’ attitudes have changed; they wake me up so that I can do my homework.*
- *My parents now advise me that education is my future, so wake up and get to school!*
- Committed and capable IAs who have created strong and active community structures such as CCLCs, supported through their exposure to the media ‘blitz’ but also through their own efforts at awareness raising. UWESO seem to have taken the lead in building a sense of team spirit between them. The IAs have felt supported by the DLO and DLG actions. With the CCLCs they have together eliminated CL in key work sites including alcohol brewing areas, markets, roadside trading, agriculture, stone quarries and others.
- A capable and committed SNAP DPA who has been active in monitoring and coordination, and is appreciated equally by both IAs and government colleagues – and strong support from SNAP Kampala.
- Participation of other players such as World Vision (*they paid for 80 slots on a radio programme dealing with CL*)

<sup>25</sup> For further analysis on children’s participation see 11.3

and child protection) and are actively addressing CL in their target sub-counties.

127. Although school feeding was not a specific strategy of SNAP some schools begged their IA partners to support them in a trial. The results showed that school feeding improves attendance and concentration, and the Head Teacher believed that academic performance was also improved<sup>26</sup>. Some schools implement a voluntary school meals policy, but observations showed great disparity in participation – many children watching with hungry looks those few who were eating. It seems a pity that no-one has been successful in accessing funds to support school meals for OVCs. But according to one Head the problem is not primarily poverty – *“homes may have 100 kgs each of rice and beans but they won’t contribute 5 kg to school because they don’t trust us.”* One Head reported a tremendous change in parents’ support once he had explained that school meals improve a child’s academic performance. This is an important lesson learned.
128. It was encouraging to learn that UYDEL had successfully negotiated with their target schools a waiver for the payment of non-tuition school fees for some of their children withdrawn from CL.
129. The District Inspector of Schools, Mbale, noted big change in schools where the IAs have been working. Head Teachers testified that enrolment has increased, drop-out and absenteeism decreased, and some felt that performance was improved partly as a result of better attendance and better attention in class, and partly due to school meals. But in rural areas some stressed that absenteeism is still a problem, particularly during certain agricultural seasons. Other challenges remain the lack of classrooms, the high pupil teacher ratio (PTR), and the encultured practice of early marriage for girls.

#### 4.3.3.1 Conclusions and recommendations:

130. SCREAM and school-level interventions have been very successful in meeting their objectives and played a crucial role in supporting SNAP’s direct beneficiaries and other interventions. Children are proving that they are effective communicators, monitors, and mentors. It is recommended to:
1. Scale up SCREAM and the child-friendly school approach
  2. Explore ways to support an inclusive school meals policy in every school – through OVC funds or possibly local corporate sponsorship where parents truly cannot afford.
  3. Ensure that children’s efforts at prevention and withdrawal are properly recorded and acknowledged. Establish their link to the local CCLC and to the CLMS.
  4. (To the District Inspectors of Schools and DEOs) Snowball the child-friendly school environments and SCREAM by establishing a mentorship programme between schools, with the most successful of the SNAP participating schools mentoring (through exchange trips) 4-5 primary schools which did not participate.

<sup>26</sup> Evidence for this is still to come as children are about to sit their annual school exams

#### 4.4 Direct Beneficiary Interventions

131. Overall target numbers have been met and the appropriate support delivered in a timely manner. But the fact that there were more beneficiaries who met the criteria for support than the target numbers and budget created some problems.
132. Monitoring was done regularly through the Direct Beneficiary Monitoring System (DBMR). There were no serious issues pertaining to the DBMR except in relationship to how it relates to the CLMS (Ref 3.2). Some IAs found it overly time-consuming, but others were enthusiastic and reported that they are adopting it into their other non-ILO projects and programmes.

##### 4.4.1 Scholastic Support for children at risk of child labour

133. Identification was done in a transparent manner based on appropriate criteria drawn up in a participatory process with CCLCs and schools. Beneficiaries were given scholastic materials over a two year period and provided with counseling.
134. Target numbers were met on time – an indication of good management and monitoring. As far as the evaluation could verify the beneficiaries meet the agreed criteria (approximately 1/3 to 1/2 of those interviewed were orphaned or living only with one parent). The materials provided have generally been sufficient for the intended time although there were a few cases where the uniform was outgrown or worn out within one year, and some complaints that the exercise books were not sufficient. The children were knowledgeable about the risks of CL. Naturally they were happy for the support but had concerns about what would happen when the support ended.
135. SNAP support did not extend to secondary school. Some beneficiaries have already completed primary school while others are about to graduate. Secondary school is not compulsory and costs increase. Thus there is the possibility that this cohort of children supported by SNAP may return to child labour<sup>27</sup> or be out of school in the near future. On the other hand this once-only injection of support may have been sufficient to enable them to convince their parents that education is worthwhile or to enable them to find other sponsors. The evaluation spoke to two orphans who had received support from SNAP and are now enrolled in secondary school. It was learned that both are being sponsored by the SCREAM-trained teacher of their former primary school – a wonderful example of synergies created through the SNAP! Another good practice was RYDA who successfully lobbied their DLG to support five of their beneficiaries to continue in school after the end of SNAP.

##### 4.4.1.1 Discussion

1. IAs feel that this intervention is too short-term and not sustainable. Some children even said *“I will have to return to CL when the support ends”*. Moreover, it is received wisdom in development circles that hand-outs tend to raise expectations, breed dependency, and generally work against efforts to empower communities. One IA felt it was better not to have started it than to initiate start and then stop: *“We have disturbed these children for nothing! In the past these children could cut rice to earn money for school fees. Now we have closed that option to them,”* commented one IA. More importantly, no clear strategy was developed and put in place to offer the same type of support to children who may be deemed at-risk in future years. In Rakai parents of these beneficiaries have not been enrolled into VSLAs.

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<sup>27</sup> This refers to those who were withdrawn and supported with scholastic materials and fees

2. Some IAs wanted to include payment of the non-tuition fees or the cost of school meals in their budgets but this was apparently dropped ILO/IPEC. The logic is not clear; however, the same findings about sustainability would apply. Some CCLCs felt that their reputation and respect has been placed at risk due to the short-term nature of this intervention. The Head Teacher of Wambwa PS said: *Parents knew that everything was being catered for and expected that fees would also be paid; when these were not they accused me of 'eating' the funds.*" These are important issues in the long-term scheme of things because they are undermining respect and trust in community leaders. The evaluation would like to have seen more effort by the IAs, CCLCs, and schools to access or create funds to support the fees and school feeding for OVCs.
3. On the positive side some parents of beneficiaries reported that they are now able to meet the school needs of their children through their VSLA membership. Unfortunately it was not a routine practice to enroll parents of prevention beneficiaries in these.
4. In view of the comments from vocational skills beneficiaries (Ref 7.2.3) it is a pity that SNAP support did not extend to secondary school. Seven years of primary schooling is not sufficient to make a difference to employment/income opportunities in modern Uganda. The introduction of the government's Universal Secondary Education (USE) is broadening access to secondary education, but NAP stakeholders need to debate and advocate ways to make it truly universal – and compulsory.
5. In a few exceptional cases a once-only injection of support can make the crucial difference - if it is supported by other interventions such as SCREAM. But since there are a number of potential negative consequences, where resources are limited it would be better to put money into SCREAM/schools, VSLAs, and awareness/sensitization.

#### **4.4.2 Support for withdrawal of children from child labour**

136. Through the CCLCs tours of work sites and house to house visits, children who were engaged in CL were identified and offered two main types of support: either to return to primary school or if they were 15 years or above they had the alternative option of vocational training (VT). The target numbers for withdrawal have been met and all the beneficiaries appear to have received their support in a timely and efficient manner.

#### **Box3: Case Study**

K. dropped out of primary school in year two after both her parents died. She spent the following 3 years at home helping her sister with chores and fieldwork. When she heard she was to return to school she cried with happiness. She still helps to farm their land and supplies her quota of grain which enables her to receive school meals.

137. One observation is that some of the older children engaged in CL who benefitted from VT support did not come from households that are poor in economic terms, suggesting that the more relevant factor is the value placed on education by their parents<sup>28</sup>. Furthermore, among the beneficiaries there are possibly a significant minority of children who had completed primary school: either they had failed to transition further or they had dropped out from secondary school. These findings support the call for stakeholders to address the 'gap' which exists after primary education if they really want to achieve CLFZs.

<sup>28</sup> This observation was arrived at independently by the evaluation team and the Mbale Polytechnic, one of the VT institutes. The Polytechnic's conclusion is less favourable than ours: "We empowered the CCLCs to select the right beneficiaries, but they brought 'their own people – not the most needy.'".

#### 4.4.2.1 Withdrawal and scholastic support

138. Approximately two thirds of the children withdrawn from CL were re-integrated into school, some of them first benefiting from a ‘catch-up’ non-formal education class. They were assisted with scholastic materials and their non-tuition fees were also paid. Some children reportedly cried with happiness when they learned that they were to return to school.

##### **Box 4: Case Study**

S. dropped out of primary school because her parents had not paid the fees. Despite being disabled (she walks with crutches) she began to do digging and other casual paid labour. *“It would take me a long time to finish a plot, so I earned only about 1500/- a day.”*

She received training in tailoring was provided with a sewing machine. With her uncle’s permission she placed her sewing machine on his verandah because it was close to a main path. With her own cloth she sewed some children’s clothes as she thought these would sell ready-made. *“I hung these up where they were visible to passers-by. In this way I became known and now I get regular orders for adult clothes and earn on average 30-40,000/- per week. I re-invest some of my earnings in more cloth.”*

139. In Rakai and some urban localities there were isolated cases of children continuing to dip in and out of school despite receiving support. But the majority of the children are continuing to attend school regularly and performing well. Those interviewed were happy with the support provided, and knowledgeable about the risks of CL. They did, however, express doubts about what would happen when the support stopped.
140. Some of the same issues discussed in 7.1 above also apply to this intervention, but in general the case for a once-only injection of support is stronger for this group of withdrawn children than for the prevention group, since it may help to set them back on the right track.

#### 4.4.2.2 Withdrawal and vocational training

141. Older children who had finished primary school or who had been out of school a long time were offered vocational training (VT) - either in a formal VT institution or as an apprentice – lasting from 6 months (hair-dressing) to 15 months (mechanics). They were also provided with start-up kits of tools.

##### **Box 5 :Case Study**

Deo dropped out of secondary school when his father died. He became the breadwinner and cares for three younger brothers aged 5 – 11 years.

He received an apprenticeship in motor cycle mechanics and was provided with a bicycle but “it was far. “I would get up at 5 am, do some digging in our fields, prepare food, send my brothers to school, and then go to my apprenticeship. On my return I did more digging, prepared food, and fell asleep. During my training we often did not have enough food to eat; sometimes my uncle helped us.”

Since he has no capital and lives in a rural location (few customers) he has not been able to become self-employed. He has apprenticed himself for a further year at a cost of 80,000/- which he is slowly paying off. In retrospect he believes that a small shop would have brought him in a more reliable income in his locality, but he did not receive IGA or VSLA support. Deo regrets that he was not offered the chance to return to secondary school.

142. Beneficiaries felt their training was adequate and were confident with the skills they had acquired; there appeared to be no difference in the satisfaction level between those who attended a formal institute or an apprenticeship. By the time of the evaluation the majority of them had completed their training. The best outcome is in urban areas where it has proved easier to find employment. All of them received training in business skills and entrepreneurship. This has helped them in the challenging task of establishing their own business where employment is limited and there is evidence they are applying their entrepreneurial knowledge (see box).
143. A few beneficiaries are doing well – generally those in urban areas who have found employment. Some have established their own business – although they are not earning much money there are hopeful signs. Others have not been able to get started due to lack of capital. For some, their choice of vocation was not well suited to their local environment and they have moved to urban areas to search for better opportunities. There are also some beneficiaries who have chosen to continue their studies in formal vocational training.

#### *4.4.2.3 Areas for Improvement*

1. Lack of capital is preventing beneficiaries establishing their own business. One I.A. provided start-up capital through other funding sources; another encouraged their beneficiaries to share premises in order to reduce costs. These good practices deserve to be shared.
2. The difficulty in finding employment or attracting customers has led some beneficiaries to migrate to urban areas, even to Kampala where one of them at least has a successful salon business, but others may be at greater risk being unfamiliar with the urban environment.
3. Some children were unable to accept the training opportunity because they could not afford the ‘opportunity cost’ i.e. surviving without income during training. Others did not qualify because they were ‘migrants’ from outside the locality. Apprenticeships are more flexible than institutional course for children who have breadwinner/care-giver responsibilities. In future efforts such children might be provided with an IGA, enrolled into VSLAs, or provided with brief training ‘modules’ from time to time. Linking supply and demand districts under one IABA should be considered in future so that repatriation is possible.
4. Most beneficiaries entered gendered occupations: tailoring/hairdressing for girls, and mechanics for boys. There is also some question about whether occupations such as motor mechanics, carpentry, and welding are any less hazardous than their former occupations (and running a beauty salon may expose a girl to greater sexual harassment). In some cases it is known that children were identified and removed from mechanics while others were being trained in that vocation – so it is hard to see the logic. The UBOS baseline and follow-up surveys counted children in the above occupations as being in conditional hazardous work (Ref Tables 8.8 and 8.9 UBOS Follow-up Survey Report)
5. In future, market surveys need to be more nuanced to local variations, and needs should be considered on a case by case basis.
6. Some of the beneficiaries had already completed primary school or dropped out of secondary school. None were offered the option to continue their secondary education – and a few of them expressed bitter disappointment. It is recommended that this should be an option in future.
7. In one or two cases ages have been ‘smudged’ in order to qualify for vocational support – a temptation which is bound to exist where considerable individual benefits are ‘on offer’.

144. Overall this has been a worthwhile activity which has generated some very useful lessons in what is a challenging task. The broad conclusion is that vocational training works well for children in urban or peri-urban areas where there is higher customer demand or opportunities for employment. In rural areas **it is recommended** to offer IGA and VSLA support or agro-business training. In fact all beneficiaries should be facilitated to join VSLA groups, even before their training finishes so that they build up their own start-up capital.

#### **Box 6: Case Study**

Medi, aged 18 years, opted to stay in work as he supports his elderly grandmother his mother has died and his father is in Juba). He dropped out of primary school in year three and began working in the local stone quarry at age 12. He earns around 3000/- a day from chipping gravel which he sells to building sites. He appreciates his protective gear which protects him from cuts and sun burn.

### **Examples of Good Practices**

1. UWESO and CRO ensured that all their VT beneficiaries were enrolled into VSLAs.
2. RYDA provided monthly mentoring/counselling sessions after the training. This enabled them to trouble-shoot challenges in finding employment or becoming self-employed.
3. Huyslink encouraged their beneficiaries to form work teams, or to cost-share the same premises.
4. RACA lobbied to get the DLG to sponsor some of their beneficiaries and ensured that even their apprentices received recognized certificates

#### *4.4.2.4 Protection without withdrawal*

145. Some children who were breadwinners were unable to pursue vocational training due to its opportunity cost. In most cases they received no alternative support and remained in their former occupations. UWCM however engaged with this issue more seriously. In consultation with their DLO it was agreed that they could provide this group of vulnerable older children (16-17 year olds) with protective gear together with training on how to protect themselves against potential hazards, and avoid working overlong hours.
146. Although not ideal, this solution is arguably better than either leaving the child *in situ* without protection (which happened among other IAs) or removing the child and leaving the household without the breadwinner (this also happened in other IAs) Clearly this option should only be used where the child refuses other options. In future, **it is recommended** to ensure that such breadwinner children benefit from short modules of skills training and facilitated to join a VSLA. It is also recommended that SPs engage at a local level to explore ways to increase their bargaining power and wages which are very low.

#### **Box 7: Case Study**

I am 74 years old and care for five grandchildren from my late sons and daughters. I was identified for IGA support but due to my old age there was nothing that I could do except to weave mats. They gave me 20 bundles of palm fibre, some dye, and other materials.

I immediately set to work. Around that time I attended a funeral where I happened to see a beautifully designed mat and I begged a sample. The demand for this new design is so overwhelming that I have a backlog of orders and now I have to weave behind my house so that people don't demand to buy the order which I am working on for somebody else.

I can make and sell three mats a month which brings me a monthly income of 75,000/-. I am very happy because I am able to pay the school fees for my grandchildren even before the start of term! We eat better food and I can meet the children's clothing and medical care costs.

#### ***4.4.2.5 Key recommendations***

1. Offer IGA and VSLA support as an additional/alternative option in rural areas
2. Ensure that all beneficiaries have the opportunity to join a VSLA group, and understand the benefits of savings and investment. Where possible, regular sharing/mentoring sessions should be encouraged.
3. Find ways to address their need for start-up capital
4. Build greater flexibility into the programme so that it can be easily adjusted to individual strengths and local resources and opportunities
5. Continue to emphasize business skills and entrepreneurship in the trainings
6. Encourage new ideas above and beyond the usual range of gendered vocations
7. Ensure that older (16-17 years) breadwinner children who cannot afford the opportunity cost of full-time vocational training are provided with a range of other opportunities to augment their income and skills, including protective clothing, IGA/VSLA, and short modules of skills training, to assist them in moving into better occupations

#### ***4.4.3 Income generation support to care-givers of beneficiaries***

147. In a few cases this intervention has changed lives (Ref Case study in box). But in a significant number of cases it has not fulfilled its purpose – either because it did not reach the most vulnerable, or it did not reduce their vulnerability.
148. The first challenge was the selection of beneficiaries. The project targeted over 8000 children but IGA support was limited to 1350 care-givers, the intention being to reach the 20% most vulnerable. Most IAs applied uniform criteria and decided to provide the support *only* to the parents of withdrawn children, the assumption being that these must be the most vulnerable. However, among those interviewed there were cases where both parents were alive and able-bodied, or they owned land or other means of production such as a small business. And this is an interesting lesson learned – that child labour is not necessarily an indicator of household poverty. Meanwhile some extremely vulnerable caregivers did not receive support because they had sacrificed everything to keep their children in school – and consequently did not qualify. There is some evidence of abuse: one interviewee did not meet any of the criteria, one was actually employing child labour (while her daughter received VT support); and UBOS reportedly found

cases of donated goats at the homes of local leaders. But generally it was a case of good intentions not hitting the right target.

149. The second problem relates to nature of the support. Care-givers were offered a limited range of options based on advice from the market survey. Most IAs had a policy to only provide support to those who already had experience in that particular activity – i.e. if you already had pigs you got more pigs, if you already had a shop, you received a few extra items one time for your shop etc. Thus in most cases the inputs made little significant difference.

#### **Box 8: Case Study**

I used to send four of my eight children to work as casual labourers in peoples gardens in the surrounding villages. The money they earned was not enough to meet our household needs. My children lacked scholastic materials and could not receive school meals, sometimes they did not even go to school, and this meant that they had to repeat classes. I joined a VSLA and started saving 500/- a week. Now I am able to save 5000/- a week. I heard from the radio that SNAP was withdrawing children from CL and so I registered two of my children and they were given uniforms, and scholastic materials. I was given a hoe, and 25 kg of maize, beans and ground nut seeds to plant as well as fruit tree seedlings.

Through all these things my life has changed. I am able to sell some agricultural produce. Now I am eating well at home. I have 100,000/- in savings. My children attend school regularly. My husband is not working and does not help. I give him some little money for his 'evening classes' in order to ensure harmony in the home.

150. Some of the activities offered the prospects for high returns, but they were also high risk and the waiting period for the return on investment too slow for vulnerable people. For example, animals were a popular choice, but pigs, chicken, and turkeys required commercial feed to prosper, and this was a burden, actually increasing vulnerability for quite a period of time. The risks of sickness and death were high if the animals were under-nourished. Those who were doing best were those such as market traders and craft-makers where the activity brought them in a smaller but more regular income. RACA provided their beneficiaries with a selection of different inputs which spread the risk; still they reported that some have sold their animals because they could not support the cost of inputs. Unfortunately, sometimes the introduction of the IGA – which quite rightly targeted many more women than men – has increased the workload of women, while their husbands stand idle, caring little about what happens to their children.
151. It was disappointing that the IAs were either not aware of the problems or were not more engaged in resolving them in a meaningful way – this might possibly relate to the lack of flexibility in the design of the APs. For example one grandmother care-giver was provided with two pigs; they both died; she was provided with two more pigs and when they both died she was provided yet again with two more pigs.
152. There were also successful cases of income generation activities, but during the course of interview it became clear that in many of these the benefits derived more from their VSLA membership than from the IGA. Thus the evaluation concludes that it is better to start VSLAs and allow beneficiaries to choose entirely on their own initiative income activities that are appropriate to them, allowing them to maintain flexibility and move up the ladder from short-term low profit ventures to longer-term higher profit businesses – and there are many examples where this is happening. As one IA observed wryly: *“those who did not receive IGA support have done better than those who did.”*

#### 4.4.3.1 Lessons learned

1. Those households with children in CL are quite frequently not the most vulnerable<sup>29</sup>. According to KIN's findings in their Final Output Form :

*We realized that the excuses given by families as the cause of child labour are poverty, yet we reckon the fact that tradition plays a great role in the perpetuation of child labour. Parents who have always lived on earnings from fishing for example, do not believe that education for their child has any bearing on their economic life. Moreover, it is common to find poor parents insisting on education and struggling to have their children in school despite all these odds of life. Therefore the question of poverty is challenged by the child labour free zone lessons learnt so far.*

If this intervention is repeated in future, IGA beneficiaries should not be limited to households of withdrawn children.

2. Where care-givers are genuinely 'the most vulnerable' they need a small dependable daily or weekly income, or they need credit access to tide them over the periods between income. Some of the beneficiaries were members of a VSLA and this was a big help, but not all of them had this support. In future, selection needs to be on a case by case basis. The market survey needs to be more nuanced, provide sound advice on risk versus returns, and be appropriate for the most vulnerable.
3. In summary offering individually-targeted IGA support is fraught with risks for various reasons. VSLAs are proving to have much greater impact both on incomes and on reducing vulnerability (the ability to survive periods of no income or disasters, or meet high expenditure items such as school fees). If the VSLA option exists then IGA becomes superfluous except in a very few cases (e.g. grandparent-headed households).
4. Many of the vulnerable care-givers are illiterate "*I am greatly perturbed by my illiteracy,*" reported one young beneficiary mother. The baseline study commissioned by SNAP shows female adult illiteracy rates of 35% in Mbale district. "*Adult illiteracy is a problem that affects their children because those parents don't see the value in education,*" commented the Inspector of Schools in Mbale. Illiteracy also impacts on household poverty. Providing adult literacy classes might have been a more successful strategy to address the reasons why these particular children are not in school – and it is strongly recommended in future the IABA should integrate adult literacy.

## 4.5 Conclusions and recommendations relating to Objective Three

### 4.5.1 On the IABA

153. The IABA has proved to be an excellent approach which is worthy of further refinement and replication. Its key strength is pulling together a range of partners and stakeholders and concentrating their efforts into a narrowly defined geographical area. This makes connections and integration easier, enables interventions happen in a timely and sequential manner, and creates synergies which build momentum and encouragement creates a 'feedback loop' which mobilizes people further. It has ensured that all types of child labour were addressed in a given locality, and not a sectoral approach.

154. Efforts were made to link the various components together through joint workshops, exchange visits, and documents, and these were very useful. In practice, the integration between

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<sup>29</sup> This is an impression gained during our brief investigations. KIN's written findings were only discovered after reaching our own conclusions on this topic, but their findings should carry greater weight than ours.

interventions at national and lower level has not been perfect. The slower pace of progress at national level meant that policy changes were not in place early on to support the efforts downstream. Some stakeholders lacked awareness on interventions by others, even occasionally when these were happening in the same geographical location (e.g. the media efforts and those by the IAs). Contributing to the slight disconnect between efforts at the different levels may be the fact that higher level functionaries (e.g. government and tripartite partners) not infrequently lack the time, transport allowance, or encouragement to make regular visits to the field to inform themselves of the reality on the ground, or to promote the policies in which they have been involved.

155. In future stronger connections need to be fostered between players based at national level (e.g. the SPs, the media, or central government) players operating at district level, and those operating primarily at community level. The DPAs played a crucial role and there were many efforts to bring partners together and create linkages, but even so more is needed. This particularly refers to the sub-county level which acts as an important link between district and village/parish.
156. Partnering the district government contributed greatly to their engagement and to raising awareness in general. One lesson learned is that the IABA works best in districts/areas where there is a natural central base with arteries leading out from there. In large cities such as Kampala the district level offices appear too unknown and disconnected from community level. It is really important that the government should be seen to be in the driving seat, leading the process.
157. Two to three years is too short a time to achieve lasting results, especially in challenging districts. SNAP was fortunate to be able to build upon previous efforts and awareness in Rakai and Mbale.

#### ***4.5.2 On the community level interventions***

158. Overall the IAs have worked very hard; they have done what they set out to do in a largely efficient and effective manner, and some of their achievements are very impressive, particularly in regard to changing attitudes of people and achieving widespread awareness and mobilization to prevent or stop child labour in particular localities. Many good practices have been developed and passed on.
159. In reflecting on what has been achieved it becomes clear that the more successful interventions have been those directed at groups of people rather than individual beneficiaries. This is a generalization, but an important one. The three interventions with the strongest or most sustainable impact in the view of the evaluation are:
  1. The sensitization/monitoring work by the CCLCs and other volunteers
  2. The VSLAs
  3. The activities in schools
160. The direct beneficiary interventions, while being moderately successful from a short-term perspective, have encountered a number of problems relating to:
  - identification and inclusion
  - the challenge of targeting support to meet individual needs
  - sustainability

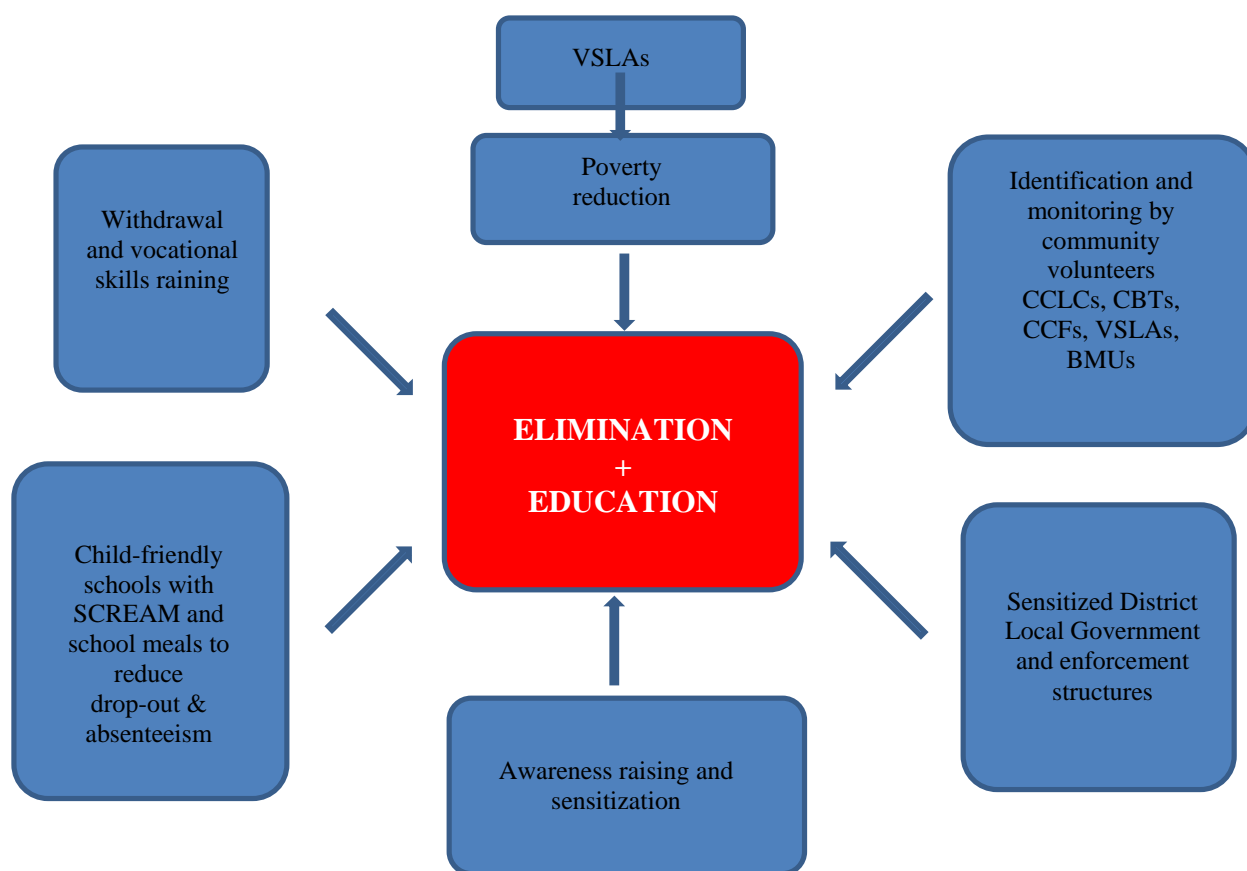
- the ripples created when donor funds are seeking individual recipients.

161. The evaluation also reflected on how the community level interventions could be made less costly to help in their replication by NAP stakeholders with limited resources. When these things are factored into the community model, it looks like that presented in Figure 1. The strengths of this model are that it is more cost-effective; it is more empowering because it depends largely on a community's own resources and avoids the 'selection' and 'expectations' issues of targeting individuals.

### **Explanation for Figure One**

1. Support to prevent at-risk children from dropping out of school or engaging in CL is addressed through two components: the interventions in schools, and the VSLAs. The latter have proved that within a very short space of time, even the most vulnerable members can manage to pay school fees and improve the welfare of their children, while the evidence from children is that they are most effective mentors and counselors of their peers.
2. The need to raise the income of vulnerable care-givers is also addressed through the VSLA.
3. Children engaged in child labour but willing to return to school would be identified by the CCLCs, their parents sensitized and assisted to join a VSLA group so that in the near future they will qualify for a loan and can meet the school expenses themselves.
4. Resources would need to be mobilized to support those children who prefer to pursue vocational skills rather than return to school (but whose parents cannot afford this) It is possible that VSLAs might be able to address this need. In fact, short modular trainings or apprenticeships could be negotiated which have very low costs.

**Figure 1: Community level model for achieving or maintaining a CL free community**



1. If desired, numbers could still be tallied using the DBMR or the CLMS. For school beneficiaries the list would be drawn up using the normal criteria. The ‘prevention support’ would consist of SCREAM and sensitization of schools, parents, and children by CCLCs, and provision of VSLAs. Monitoring would proceed as normal, and children would be counted as prevented or withdrawn providing they attend school regularly during the given time period.
2. In a few exceptional cases (e.g. grandparent case-givers) it might be necessary to provide a small spring-board to income generation by the provision of some materials.
3. The CCLCs, and other CL sensitized groups, together with a sensitized DLG remain a critical spoke in the wheel of this model as well as awareness raising interventions and the creation of child-friendly schools.

#### **4.6 Progress towards impact**

162. CCLCs believe that around 70-80% of their community have learned or heard something about the risks of child labour; some put the figure as high as 90%. They estimate that CL is reduced in their community by approximately 60-70%. In a few small localities where a particular sector of child labour was common – e.g. stone quarries, village markets, fishing villages – CCLCs claim that the incidence of child labour is reduced by up to 95%; elsewhere, particularly in more remote

rural areas where children are engaged in herding and cultivation, there has been a slight impact. For example, Bubirabi CLC (Mbale) reckon that they have reached only 5% of child labourers.

163. Admittedly these are merely estimates. To find hard evidence the evaluation team made a number of unscheduled visits to work sites, including a coffee processing plant, a market place, a stone quarry, a fishing site, the evaluation did not observe any children engaged in work; even a visit to the artisanal alcohol brewing sites on the outskirts of Mbale run by IDPs from the north failed to show a single child engaged in child labour. Furthermore the adult workers were aware of the hazards of child labour. This was impressive given that this was an ‘alien’ transitory population and that, according to the DLO and CCLC, these breweries used to be rife with children in hazardous work due to heat, fumes, and occasional explosions. In Rakai District one CCLC reported that the number of children leaving the locality to work as housemaids elsewhere is reduced. This was independently confirmed by a Housemaid Recruitment Agency in the town who complained that it had become much harder to recruit housemaids.
164. In Rakai, the UBOS follow-up survey shows a drop in child labour of 10 percentage points and a huge drop in conditional hazardous work from 10,835 to just 1,664. Mbale also recorded a drop in hazardous work, but a rise in CL. Wakiso recorded a large rise in both. All three districts show a drop in the category of children engaged in economic activity but not in school (Ref: Annex Seven, section 2. 4 and 2.5).
165. Around 60% of vocational training beneficiaries are earning some income from their new upgraded skills (according to estimates by the IAs), but around 40% are not yet established or earning.
166. Schools in the SNAP catchment area all report an increase in enrolment, attendance, and retention – and some reported an improvement in performance. But can these figures be attributed to SNAP? The qualitative information from Head Teachers suggests that the improvement is largely due to SNAP. Interviews with children show that they have become agents of change, influencing each other and their families to value education more highly, and even in some cases empowered to resist parental pressure to get married or engage in excessive household chores. The UBOS 2012 follow-up survey shows that the number of children attending school has risen 20 percentage points from 73.7% in 2009 to 93.7% in 2012. However, it only shows a small rise of 2-3 percentage points in actual enrolment, although the number of children who reported having ‘never attended school’ dropped from 6.9% to 2.2%. For a detailed discussion see Annex Seven, section 1.
167. Every VSLA interviewed gave evidence of increased savings and incomes (Ref 6.2). Members weekly savings have risen across the board by *at least* 100% and in many cases by 500% - a firm indication that incomes have also increased. Many members reported that their food production had also increased. In Mbale where a dense network of VSLAs have been established, CCLCs and Probation report that cases of child or gender abuse are reduced, that people are better dressed and in better health and nutrition, and marital harmony has increased. This is confirmed by the Mbale Police (CFPU) who say that cases of child abuse they register per month have reduced from 8-10 cases (before SNAP) to two; and that for the past 3 months they have had no cases of child abandonment. In gender violence there has been a small reduction but the incidence is still high. They attribute the improvements to increased sensitization and monitoring.
168. In the Mbale Evaluation workshop the District CDO observed that he has noticed a real change in attitudes towards the value of education as a result of SNAP. *“We have had other programs in the past which have offered incentives, but they have not had the impact which this SNAP has*

*had*’. Speaking in the same workshop the Deputy CAO added that there has been a significant change in attitudes within the DLG and that there is much greater political commitment as a result of SNAP.

## 5. Overall Findings

### 5.1 Cross-cutting issues

#### 5.1.1 Gender and HIV/AIDS

169. Most of the CCLCs have made an effort to be gender balanced, but women's participation has 'outshone' that of men. In the IGA activity women beneficiaries were quite rightly prioritized above men. Among the other direct beneficiaries gender balance was maintained. Women were being strongly empowered through the VSLAs – it is giving them control over income which they have not had before, and they are spending it on their children's welfare. The VSLAs are also being instrumental in reducing gender-based violence, according to the VSLA women interviewed.

170. In future, less gender-regimented skills should be offered and encouraged in the vocational training component. The bias observed may be partly governed by the skill areas typically offered in training institutes. The 'community conversation' tool has proved useful in identifying gender issues and guiding participants to follow the thread of how gender impacts on child labour. In one evaluation FGD men were emphatic that poverty was the sole cause of child labour (the women stayed silent), but after further discussion they admitted that it has a gender dimension with a wry comment that: *women use their money properly; men spend their money on 'evening school'*<sup>30</sup>

171. The Project has been assisting many households who have been impacted by HIV/AIDS. HIV/AIDS awareness is part of the SCREAM package which is reaching vulnerable children.

#### 5.1.2 Children's Participation

172. This project placed a particular emphasis on the participation of children, with the hope that they would become agents of change.

173. The SCREAM-based activities which were implemented in all the target areas have already been discussed under 6.2.1. One activity not mentioned there is the Children's Parliament which is held every year. During the WDACL celebrations children have acted as comperes and emcees, introducing the Guests of Honour, and also putting questions to them. Children have also been facilitated by NCC to bring two petitions to parliamentarians – both of which originated from themselves - one on disabled facilities at schools, and the other on CL and HIV. It was reported to be a very moving occasion and the Speaker championed their cause.

174. Overall, children's participation has been a successful and important strategy for SNAP. The findings of this evaluation – supported by evidence from the Children's Workshop - show that:

1. Children are knowledgeable about CL and their rights
2. They are very effective communicators of their knowledge, and can communicate it in ways which often achieve a greater impact school than those normally used.
3. They have demonstrated or gained confidence at speaking in public – and firsthand testimonies have proved to be very effective
4. They are excellent agents of change in their schools and communities,

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<sup>30</sup> Going to bars, drinking alcohol

5. They are mentoring and supporting one another to attend school regularly (see xxx).
  6. Some of them have become empowered to report abuse, trafficking, and overlong hours of work
  7. A few of them have gained experience advocacy at a higher level
175. The participation of children in advocacy and awareness raising, either directly or indirectly through recorded media, has added a powerful element to the message which pulled it down from the abstract to concrete 'gut' level reality. One government stakeholder reported:

"I attended the stakeholders' preparatory conference before the launch of NAP; what I learned was fascinating. Some children gave their testimonies and it was very moving."

### ***5.1.3 Reflections on the Way Forward for children's participation***

176. It has been an excellent start. However, children were not involved in the design or implementation of the intervention activities of the IAs but were placed in the traditional 'passive beneficiary' role which was rather at odds with the efforts of other interventions to empower them described above. The evaluation believes that were they to be included, they could make an important contribution and bring some innovative ideas to the table. Despite showing evidence that they are monitoring and preventing drop-out and CL among school children, their efforts have not been 'counted' or documented.
177. NCC feels that child participation is not yet where it should be in Uganda; that their contribution and its uniqueness is not yet appreciated by many stakeholders who still regard children in a passive and not an active role. The evaluation also heard stakeholders expressing their amazement that the children withdrawn from child labour were performing well in school. It is positive that attitudes are changing, but it also reveals the prior prejudice i.e. that such children are believed to be 'stupid'.
178. In future efforts it would be good to see children sitting on the CCLCs, or establishing their own CLC wing of a Child Right's Club in school which links to the local CCLC. Children are the most knowledgeable about what is happening among their peers and the underlying pressures and factors which are sometimes hidden to adults.

## **5.2 Design and implementation process**

### ***5.2.1 Summary of strengths: Project design and strategies:***

1. The integrated design which mobilized and benefitted from a wide range of stakeholders from national policy level to household level.
2. Among other things the IABA and CLFZ concepts broadened inclusion and avoided the limitations of a sectoral approach to addressing child labour.
3. The decision to focus efforts in a limited geographical area (3 districts). This strategic decision has been a major factor in ensuring the quality - and hopefully the sustainability - of their outputs. It has thus provided a testing ground for the IABA and proved that it is an effective model when implemented with good coordination and sufficient resources. It has provided a range of lessons learned and good practices which are very valuable to inform future directions in CL efforts

4. It built upon previous efforts by ILO/IPEC (the need for an integrated approach was one of the lessons learned from these) and by IRC/LEAP (the idea of Child Protection Ordinances was borrowed from them)
5. Deploying DPAs and situating them within the DLG offices has proved well worth the cost. The critical coordination and monitoring role which they have played is evident from the times when they have occasionally been absent (for unavoidable reasons) when certain linkages have sometimes fallen through the cracks e.g. the media efforts in Rakai District. Being available on the spot they were able to trouble-shoot and provide advice as and when needed and built good relationships and were appreciated by both IAs and the DLGs.
6. The interventions were all relevant to addressing CL. For example, the inclusion of a savings and loan intervention tackled several of the root causes of child labour – poverty, lack of capital, vulnerability to stress periods, marital disharmony and child abuse
7. The strong awareness raising component has provided vital support to all the other activities and created synergies through a feedback loop. The decision to partner with professional media organisations has been well justified by the quality of the products, the innovative and responsive methods, and the results achieved.
8. Finding a way to engage with the education sector has proved immensely valuable.
9. The strategy of cultivating champions has been an effective one, the main drawback being that these champions are sometimes transferred to other districts or departments.
10. Children's participation – see 11.3 below.

### 5.2.2 Summary of strengths: Implementation process

1. SNAP has had an exceptionally strong team at the helm in the person of the CTA, the SPO, and a designated M & E officer. In addition, the decision to locate the three DPAs in their respective districts has been a crucial element in the success of SNAP<sup>31</sup>. Without their relentless work and skill, their effort behind the scenes to build relationships, and their constant responsiveness to requests for help, the project would not have achieved what it has. All the IAs and other stakeholders expressed their appreciation for the quality of support which they have received. *“(SNAP) has been like a mother to us . . . they have energized us . . . we feel that we are working together . . . are among some of the comments from partners regarding relationships*
2. Strong leadership, team work, and monitoring have enabled SNAP to meet its outputs and targets in a timely and efficient manner. The IAs have performed strongly.
3. SNAP has facilitated the cross-pollination of ideas through facilitating exchange visits and the sharing and replication of good practices e.g. community conversations, VSLAs, CLFZs.
4. There has been excellent documentation, which is very valuable for future efforts.
5. SNAP has demonstrated a high level of cooperation and collaboration with other partners such as UNICEF, NCC, other ILO departments, World Vision, IRC/LEAP and others.
6. There have been a number of 'spill-over' effects deriving from SNAP. For example, some IAs have incorporated the DBMR into their other programmes; World Vision/Uganda has now incorporated CL into its own policy and agenda priorities; several of the SNAP NGOs have successfully gained new donors to continue their efforts.

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<sup>31</sup> This was a change to previous IPEC projects in East Africa

7. The Project addressed two of the four key recommendations of the mid-term review (See 11.3.6), and partially addressed the other two.

### 5.2.3 Areas for Improvement

1. *Integration.* The efforts at national level seem rather divorced from district or community level – and vice versa. This might be because NAP was not in place to support activities at district level. Efforts have been made to build connections through the participatory process of NAP and information sharing mechanisms, but in future stronger glue is needed – or more regular applications. At community level, the IAs and CCLCs need to build sustainable linkages to existing structures such as OVC committees and CDOs from the outset.
2. The *IABA time frame (and exit strategy)* has been too short to achieve meaningful change where CL has not previously been addressed or where there is a high incidence of poverty. With more time, greater attention could be given to prepare a sustainable framework of linked-in CCLCs and functional referral mechanisms.
3. *The direct interventions.* The approach has been rather too ‘mechanical,’ with limited flexibility and too little thinking outside the box. Some interventions require greater individual treatment and contextualization, even down to a case by case basis.
4. *Advocacy.* Advocacy played a key role at times, but more thinking outside the box and causal analysis would have shown the need for advocacy on issues above and beyond the specific outputs of SNAP e.g. access to secondary education; low wages in informal sector; low social status of women (see 10.1 above), supply and demand districts on CL including trafficking.
5. *Gaps.* The IABA addressed a considerable range of causal factors of CL - but ignored two important ones:
  - a) The need to expand access for older children to secondary school;
  - b) The need to address adult illiteracy in order to change parents’ attitudes towards their children’s education.
6. Response to the Mid-term evaluation recommendations. Two of the four key recommendations have been largely addressed: (i) to involve the IAs more in awareness raising; ii) to reach out more to certain ministries). The remaining two concerning sustainability and replication of the direct intervention models have partly been addressed through the scaling up of the VSLA intervention, but the concerns mentioned in the MTE are echoed in this final evaluation. These issues have already been discussed. With regard to the other recommendations, SNAP has addressed the following:
  - i. Used child labourers and beneficiaries to give their testimonies; encouraged children and SCREAM activities to reach beyond the school gates
  - ii. SNAP has maintained its engagement with MoES
  - iii. The Project has supported harmonizing strategies and cross learning
  - iv. It has maintained its effort to cultivate political champions
  - v. Some IAs are leveraging resources from other donors and partners
179. The recommendation which has not been (fully) met is: *Establishing OVC committees to take over the roles of the CCLCs, or avoiding duplication of structures.* In some cases the two are

linked, in other cases it has been the community's own decision to have two committees. But in general SNAP has not engaged in a timely manner with the sub-county OVC committees.

### 5.3 Conclusions

180. This has been an extremely worthwhile project, despite a few short-comings. Many extremely useful lessons have been learned and good practices developed which are ready for replication. SNAP has shown what can be achieved when all the players act together in a collaborative and coordinated manner. Broadly speaking, SNAP has met all three of its immediate objectives:-

1. ***It has reinforced the policy and legal frameworks to combat WFCL.*** The foundation work has been done; NAP is in place and key legislation and this provides a sustainable backbone for future action. The challenge ahead is to see this framework rolled out in every district, and CL mainstreamed into the plans of all the relevant government actors and partners.
2. ***It has heightened awareness and knowledge of the ways to combat child labour at all levels.*** Awareness raising and sensitization has been a strong component of SNAP, and they have indeed reached to all levels of society from parliamentarians to orphaned children. The tools which they have used have proved very effective towards the second half of the objective which is '*supported to mobilize against child labour*'. One important lesson learned by the project is that awareness raising interventions must be integrated into an overall plan and partners must be ready to immediately harness the raised awareness into mobilization to take action.
3. ***The IABA has proved to be a good model, laying the foundation for child labour free zones.*** The IABA has proved that value of a concentrated integrated approach. But it could benefit from refinement if it is to be a model *for replication throughout the country* as the objective states. The three things which stand out most clearly are the CL awareness and monitoring achievements by the various volunteer groups such as the CCLCs; the success of the school-based activities, and the resounding success of the VSLAs to hit a number of causal factors of child labour. The interventions at community level have contributed to increasing school enrolment, attendance and retention. Through fostering a savings culture they have helped to improve incomes and capital and reduced vulnerability to stress periods. In some communities which have traditionally seen child labour as 'normal' awareness and mobilization has reached a level where one can say these communities are virtually child labour free zones.

181. The qualifier to this success is the scale – and whether it will prove sustainable. The geographical coverage has been small – portions of three districts. Nevertheless, SNAP has provided a vital testing ground and demonstrated that concentration and integration is the key. The positive effects noted above should be sustainable – either through the intrinsic nature of the interventions i.e. awareness/knowledge does not usually disappear; or through the cocktail interactions set up by the IABA approach.

#### 5.3.1 Summary of selected good approaches

- Reaching child labour in the informal sector: the formation of 'workers associations; the sensitization of these groups to fight against child labour; the use of community dialogue techniques with workers and employers in particular work sites.
- Moving away from the abstract to the concrete: taking workshop participants out of the seminar rooms and into work sites to engage with reality; using children's testimonies to

reach high-level politicians and bureaucrats; using visual media with real or simulated life-stories

- Moving away from beneficiaries/public as passive objects of awareness raising efforts to active participants. e.g. children taking the lead; radio phone-in talk shows; using local leaders in cinema leos; training local leaders to facilitate dialogue after particular media events; use of community conversations.
- Including Head teachers, beneficiary parents, and employers on the CCLCs provides links to the three sides of the child labour problem
- Building the VSLAs (and informal workers associations) into small-scale CL 'task groups'.

## 5.4 Way Forward

### 5.4.1 The implementation of NAP

182. The two major recommendations which apply to all stakeholders are:

- i. To push for, and support the implementation of the NAP, and especially its roll-out to the districts
- ii. To sustain and expand public awareness campaigns and advocacy activities in all places and at all levels.

183. The roll-out of NAP will require a strengthened and re-energized NSC whose first role is to draw up a realistic time-bound implementation plan. It will also require closer collaboration and a spirit of teamwork between the CLU and the OVC departments within MGLSD. The two lead ministries will need to work very closely with MoLG in planning the roll-out; and they need to be pro-active in bringing other relevant ministries and departments on board. In the roll-out it is recommended to build upon the achievements of SNAP by beginning with districts which adjoin, or are feeder districts to Mbale and Rakai (i.e. children migrating in search of work), thus facilitating exchange learning visits to these.

184. At sub-national level, SNAP has proved the value of a concentrated and integrated approach such as the IABA. But the IABA could be re-focused – or allow for flexibility and responsiveness to local contexts and resources - if it is truly to be a model *for replication throughout the country*. For example, if stakeholders wish the IABA to be attached to the roll-out of NAP (and this is recommended) , then the model must be viable in terms of cost and human resources for the DLGs. Thus where necessary, it could be reduced to its most potent elements to achieve its goals (Ref 8.2):

- i. **DLGs.** Mainstreaming CL into DLG plans and legislation; training in CL for key government officers (Labour, probation, police, CDOs, School Inspectors); strengthening and sensitization of community structures /committees for CL action and reporting (CLMS); sensitization of councilors.
- ii. **Schools.** Making schools more conducive to the retention and academic performance of children through parent support groups, Child Rights Clubs/SCREAM, school feeding, abolition of corporal punishment, mentorship programmes etc.
- iii. **Poverty reduction.** Addressing poverty, vulnerability, and social welfare through VSLAs, thus enabling parents to meet education needs of children.

iv. **Community sensitization and mobilisation.** Sensitizing and integrating CL responsibilities into every community structure such as CCLCs, VSLAs, schools/pupils, PTAs, worker associations, etc. Through these, to raise community awareness about CL, promoting the notion that it is everyone's responsibility to prevent/stop it and ensure children attend school, and to carry out monitoring/surveillance of work sites.

v. **Awareness raising.** Media/public awareness campaigns

185. Elements i) and ii) would be addressed through mainstreaming NAP into plans/policies of MGLSD and MoES (with support from MoLG). The DLGs/DLOs need to plan what community structure and CLMS is most suitable for their district, based on existing committees and experiences. Where Child Protection or OVC committees already exist, it is not necessary to create additional CCLCs unless desired, but the DLOs and D/CDOs will need to strengthen and sensitize and link together the relevant committees and structures. MoES should ensure that a CL and SCREAM module is inserted into the curricula of all teacher training colleges and refresher programmes for teachers and facilitate school mentorship programmes for sharing of lessons learned regarding school feeding, corporal punishment, Child Rights Clubs and SCREAM.
186. The VSLAs (element iii) are proving that they can self-replicate without donor funds – though they could benefit from some training and monitoring and CL sensitization. This element could be addressed through the agriculture extension officers and CDOs – but where possible with the support of NGO projects. The government should also ensure that any relevant cash transfer programmes should be rolled out to districts in tandem with NAP.
187. Regarding iv) it is expected that with greater awareness and community responsibility, the problem will be addressed without the need for individual beneficiary support. But, if necessary, capacity should be built to make referrals where appropriate services exist. In essence this element is – or could be - part of the CLMS. But use of that term or any mention of statistics, survey forms, and databases, might confuse and cause community groups to 'switch off'. Therefore, it is best that this element should be kept as simple as possible in its presentation, with the single aim of getting everyone in the community engaged in preventing and stopping child labour. In other words, creating child labour free communities.
188. SNAP has shown that any structure at village level can be used to sensitize and monitor CL. Injecting CL 'task forces' into the VSLAs and the schools will be achieved through i) and iii). It is recommended that more be done to sensitize and work through faith leaders and groups. The SPs also have much to contribute to element iv) through sensitizing employers and informal workers' associations such as BMUs and others to stop CL within their sector. And they can contribute to iii) through creating and linking these together to increase their bargaining power, using tools such as community dialogue. UNATU should continue to support element ii) given their extensive network at ground level. Stakeholders such as FUE could play a stronger role in forging connections to corporate social responsibility partnerships that might fund or contribute to media efforts (v), or school feeding (ii), or sponsorship of secondary education/VT opportunities for individual beneficiaries withdrawn from WFCL.
189. District-wide public awareness campaigns (v) need the support of the DLG and the media – and could benefit from donor support. The media also need to be active supporting NAP at national level by targeting parliamentarians and the general public. The NGO sector needs to support NAP and the government by seeking funds to continue providing support services to needy children and interventions such as the VSLAs, as well as awareness raising activities.

190. The implementation of NAP will require political will, and strong support and intensive advocacy and lobbying from all the stakeholders, both government and non-government. It is essential that the government is seen to be in the driving seat. There are indications that it has the capacity and the determination to do so and to accomplish this goal with relying on ILO/IPEC support. If desired, ILO/IPEC could respond to specific requests identified by the government as outlined below.

#### **5.4.2 Summary of detailed recommendations**

##### **MGLSD/CLU/OVC):**

191. Ensure NAP is rolled out; develop an implementation plan; mobilise resources within, and lobby MoF and donor community; intensify efforts to bring other ministries/departments on board.
192. Deploy more DLOs or build capacity of D/CDOs to fill this role; develop routine training programme/curriculum with CL module; replicate G.P. of Ordinances. Use Mbale District as a model.
193. Task one officer in CLU to work further on CLMS in consultation with DLOs in 3 districts.
194. Mobilize/sensitize other relevant government stakeholders to ensure replication of the essential elements of the IABA model.
195. With MoE, address the education/skills needs of post-primary children.
196. Insert CL into adult literacy programmes/curricula and expand their reach
197. Continue to support national awareness campaigns and WDACL

##### **MoES:**

198. Continue mainstreaming of NAP; expand school feeding, child-friendly schools, and SCREAM coverage; end the practice of corporal punishment; improve access to secondary education; develop a component in the schools curricula to address issues of CL
199. Develop a mentorship programme between schools to support the above.
200. Ensure that children's participation remains in the forefront of NAP

##### **MoLG:**

201. Ensure Child Ordinances used to reinforce monitoring and other efforts; support sub-county bye-laws; step up the joint monitoring teamwork; increase CL budget line to facilitate greater monitoring;
202. Facilitate linkage of key districts to address migration and trafficking of CL
203. Use Mbale District as a model and facilitate learning visits

**Social partners:**

- 204. Address low wages/bargaining power in informal sector; build workers associations capacity to eliminate CL in their sector and locality
- 205. Develop a programme/plan and mobilize individual employers or corporate sponsors in a given locality to support a range of interventions such as sponsorship for secondary education or vocational training (including apprenticeship) of individual withdrawn or at-risk children, support for school feeding schemes for OVCs

**NGO sector:**

- 206. Expand VSLA coverage. Ensure all VT beneficiaries, and families of ‘at-risk’ children have access to a VSLA; engage in joint advocacy on CL issues in operating areas

**All stakeholders:**

- 207. Engage in greater advocacy to support NAP. Cultivate ‘champions’ among politicians
- 208. Support public awareness raising campaigns and media coverage
- 209. Nurture corporate social responsibility to eliminate CL
- 210. Groups to target in future advocacy: parliamentarians and politicians at all levels; faith leaders, employers, informal workers’ associations

**ILO/IPEC:**

*Potential areas of future partnership with the Government of Uganda if requested:*

- 211. Provide support towards WDACL and awareness raising campaigns for districts serious about addressing CL
- 212. Provide further support to developing and piloting a functional CLMS relevant to key needs of partners.
- 213. Support the development of a CL module and routine training programme for joint team inspections at district level
- 214. Assist the government to further develop the IABA as a model for replication which does not depend upon external funds

**General:**

- 215. Share the lessons learned and good practices of SNAP to other countries and projects

## Annex 1a: Supporting tables, figures and graphs – Project achievements

Area of Work +	Output ref	Evaluator selected Indicator or evidence *	Planned targets		Achievements as per I/A report or statements			Comments by project manager (if applicable)	Evaluation team	
			Quant	Qual	Quant.	Qual.	Notes		Com-ments.	Next steps
Main-streaming CL	1.1	Formulation & Adoption of NAP	1		1	Achieved	June 2012			
		# Ministries strongly supporting			3		MGLSD, MoES, MoLG			
Legislation and enforcement	1.2,	# new legislation or regulations	4		3	Achieved	Anti-traffic; Haz List, Emp. regs. Harmon of min. age legs cancelled			
	1.3	# districts Child Prot Ordinance # sub-counties with bye-laws	3		3 4	Achieved	Wakiso by end Nov.			
	1.4	# CL/CB district workshops	3		3	Achieved	DLOs, Probation, Police, Education, CDOs (not magistrates)			
		CL module inserted into initial and in-service training plans			0	Not achieved	No modules because no routine training as yet			
	1.5	Improved collaboration in MGLSD				Some progress	Needs more – still weak			
	1.6	Re-enforced NSC for NAP				In progress	Remains to be seen			
Knowledge	2.1 & 2.2	# studies commissioned + disseminated			5	Good contribution	Baseline + follow-up CL survey in LFS CLMS/ IABA study; GP study			
CLMS	2.3	# indicators in OVC/MIS			1*	Likely to need more	*May be more than one			
	(3.4)	# districts piloting CLMS	3		3	In progress	Process started late – August 2012. Tools, and one training so far			
Sensitizing teachers	2.4	# Primary Teacher Colleges			2		Eval. team unable to visit			
		# schools with clubs/SCREAM			85+		Data missing for 4 IAs			
		# teachers trained in SCREAM			170*	Highly effective	*Estimate from 85 schools			
Awareness raising and sensitization	2.5	# districts covered			3 + 3	Highly effective	IAs; SPs; media; DLGs in 3 districts			
		# SNAP partners involved			21					
		#estimated awareness on CL in target communities			70-80%					
IABA prep. activities	3.1	Baseline and mapping				Achieved				
IABA C.B.	3.2	# IAs trained			10	Successful				

Area of Work +	Output ref	Evaluator selected Indicator or evidence *	Planned targets		Achievements as per I/A report or statements			Comments by project manager (if applicable)	Evaluation team	
			Quant	Qual	Quant.	Qual.	Notes		Com-ments.	Next steps
		# DLGs sensitized			3					
Soc/services strengthened	3.3						No information collected			
CLMS capacity	3.4	#CCLCs established and trained*			100*	Good contribution	data from 5 IAs missing. CCLCs strong, but linkages weak for CLMS			
		# CCLCs piloting CLMS			0		None as yet			
Withdrawal or prevention of children	3.5	# Children prevented and withdrawn	8,438		8733 8723	Achieved	#Sept TPR #IAs			
		# children prevented	5726		5806 5827		# Sept 2012 TPR # IAs			
		# children withdrawn	2712		2927 2896	Achieved	# Sept 2012 TPR #IAs			
		#children given VT			>773*	Moderately successful	(*data incomplete) Better in urban areas than rural			
Socio-econ empowerment of care-givers	3.6	# caregivers given IGA inputs	1250		1350	Partially successful	Data sourced from Sept 2012 TPR Has not yet had significant impact on <i>target group</i>			
		# caregivers access to VSLAs				Achieved				
		# VSLAs established & senzit.			164	Excellent contribution	Data from 3 IAs missing			
HIV/AIDS	Cross-cutting	HIV linkage				Fairly strong				
Gender	Cross-cutting	Gender sensitivity				Fairly strong				
Children's participation	Cross-cutting	Children's participation				Good contribution	But participation could go deeper			
		# children active in peer-to-peer prevention & monitoring			>2500					

### Annex 1b: Direct Beneficiaries by Implementing Agencies

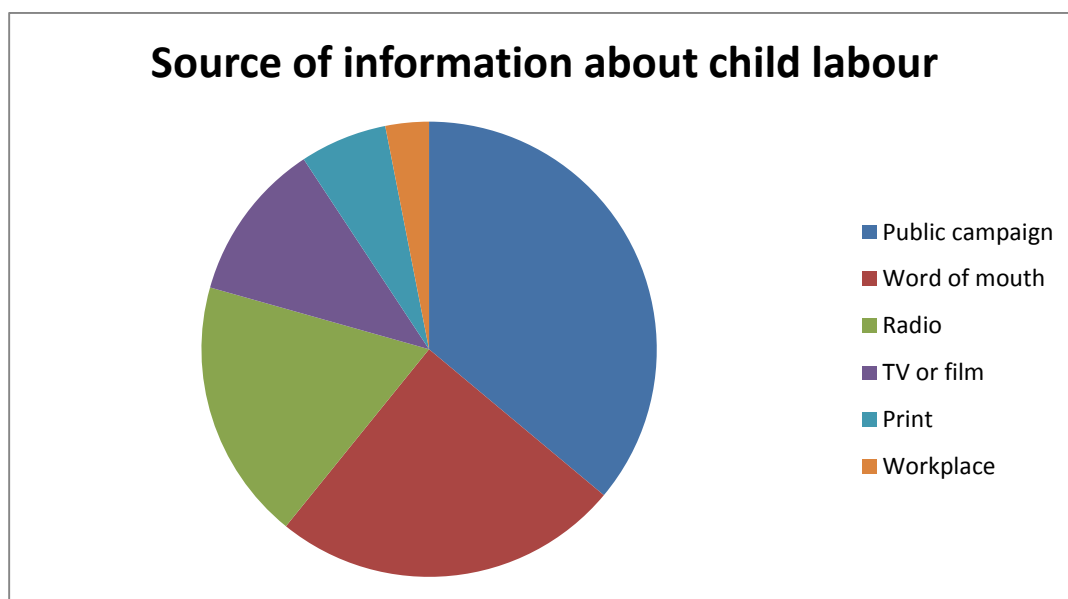
	Prevented			Withdrawn			W/D + Ed		W/D + VT		IGA			VSLAs	Scream Schools	CCLCs	Notes or comments
	Targ.	Actual		Targ.	Actual		Actual		Actual		Target	Actual					
	Total	Tot	F	Total	Tot	F	Tot	F	Tot	F	Total	Tot	F				
A'CAN	533	547	274	267	269	113	187	82	80	37	100	101	89	10		22	
CRO	666	666	359	334	334	163	234	121	100*	45	150	150	131		20		*97/100 completed VT
HUYS	533	517		267	283						100						
KIN	666	666	383	334	334	132					150						
OCBO	666	620	326	334	393	162	293		100*		150	150	97				*98/100 completed VT
RACA	666	806	363	334	335	129	235	129	100*	24	150*	268*	158	8	15	15	*96/100 completed VT +75 added in extension +43 extra – exchange gain
RYDA	333	333	171	167	169	70	117		52		75	75		5			No drop-outs from VT
UWCM	750	750	408	300	300	87	150	90	100	25	200	200	120	33	06	56	50 protected at work place
UWESO	600	600*		300	300	136	118	81	112	55	125	125	100	76	14		*21 re-located
UYDEL	333	322	168	167	179	108	50*	25	129	83	75	75	63	10			*11 re located.
Total	5746	5827		2804	2896						1275						

### Annex 1c: Awareness: Rapid assessment

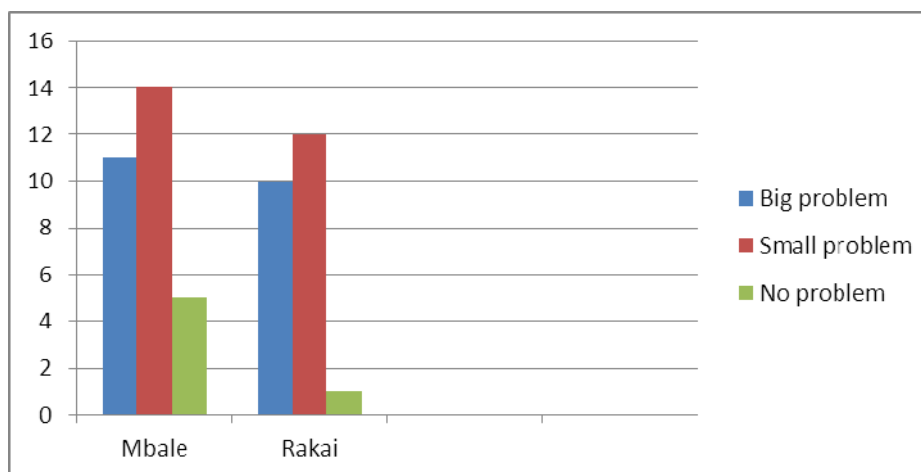
The following charts are based on a rapid appraisal of chance passers-by in 6 different locations in Rakai and Mbale Districts. They are not necessarily representative; they are included here as a guide. Percentage reporting awareness about child labour:

- Mbale: 100%
- Rakai: 77%

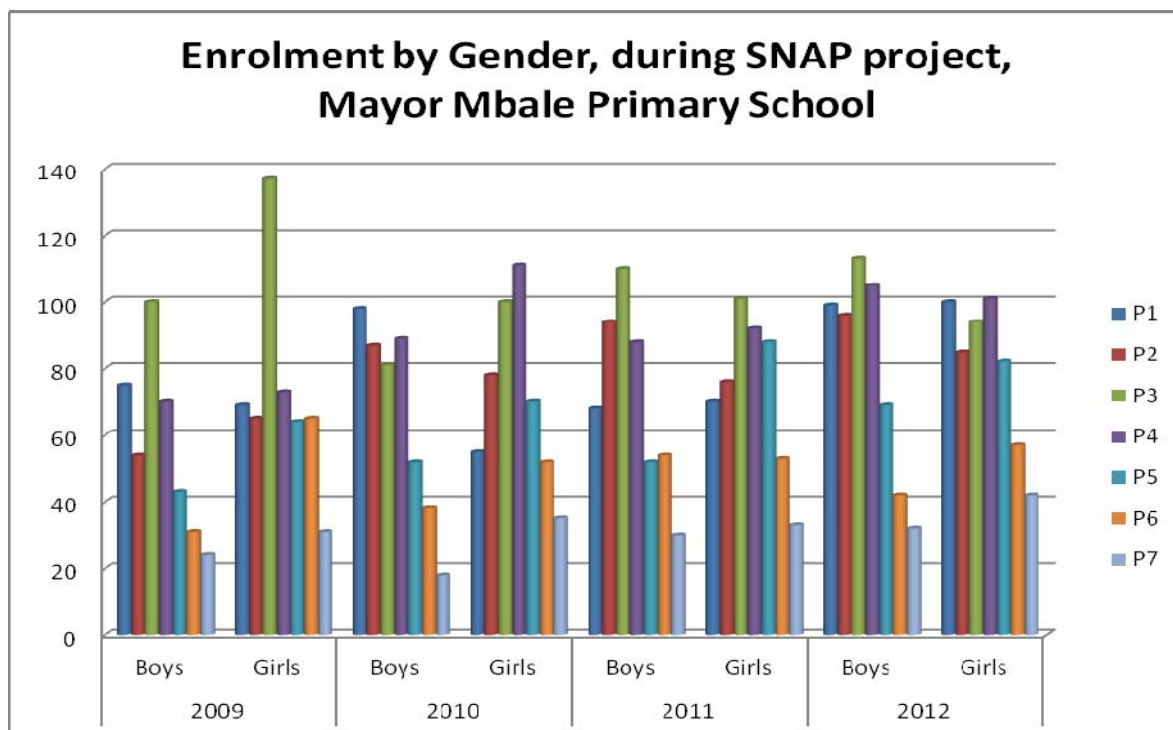
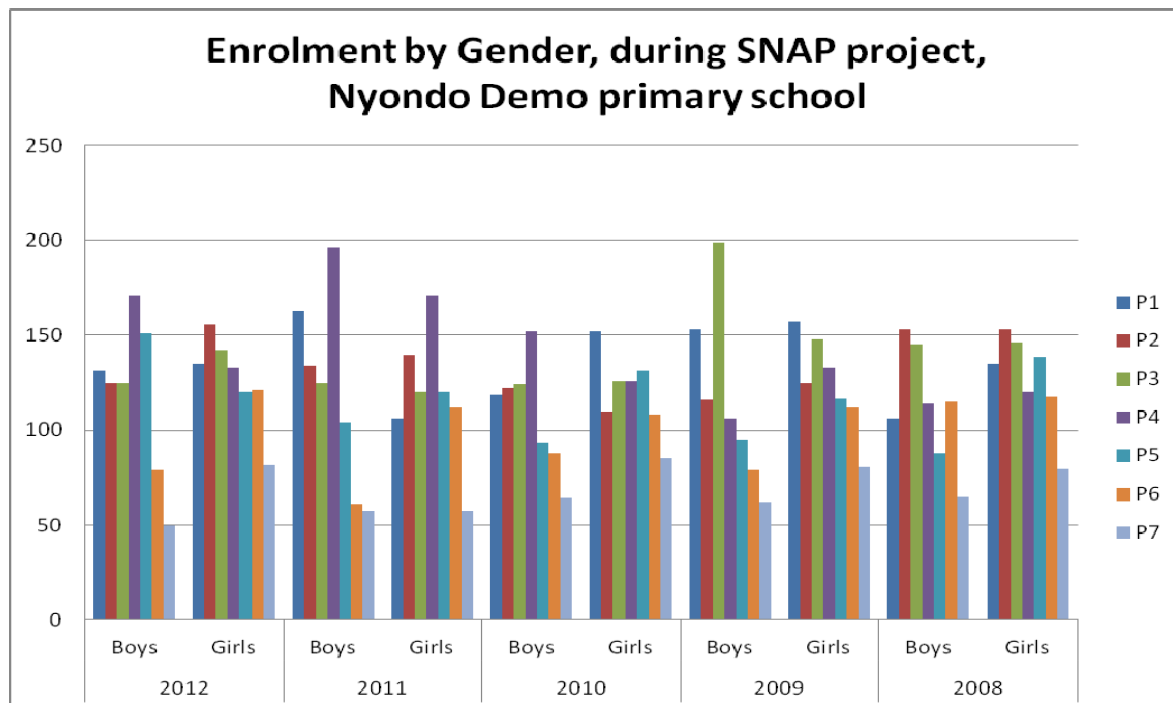
**Chart One:** Source of information about child labour



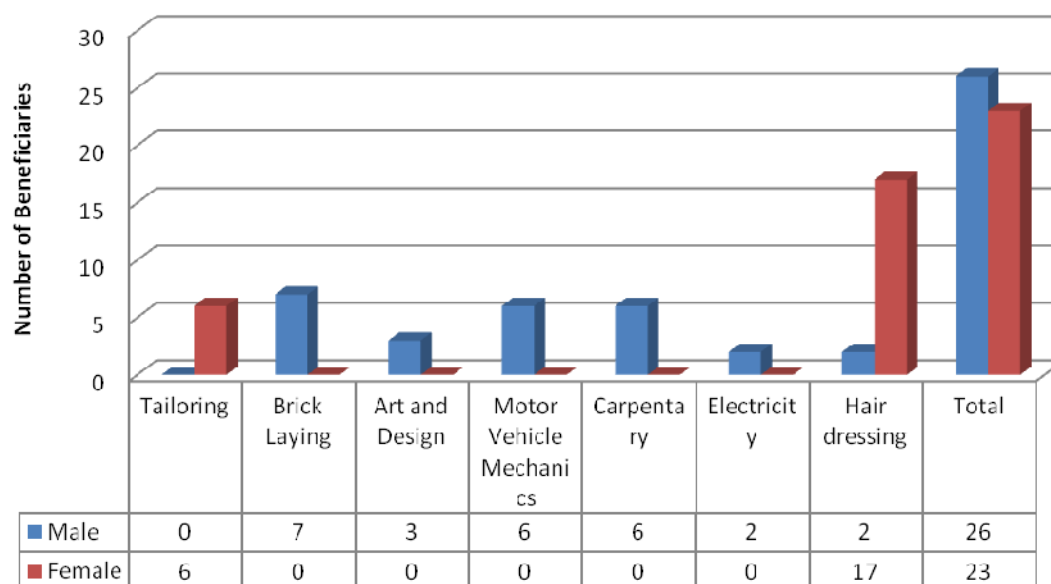
**Chart Two:** Responses to question: How big a problem in child labour in your community?



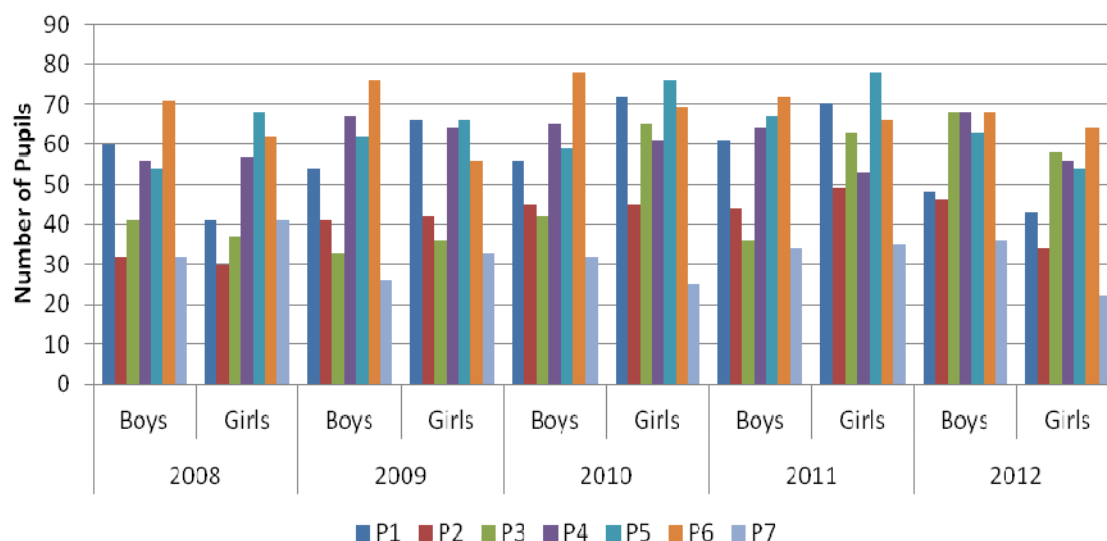
## Annex 1d: Graphs on enrolment



### Children withdrawn and attained Vocational Skills Training, RYDA



### Ahmadiyya Muslim P/S enrolment during SNAP project, RAKAI



## **Annex 2: Case Study**

### **Vocational Training Beneficiary Case Studies**

#### **N. H. 16 years, VT in hairdressing, (Wakiso)**

- Did P7 class at kavuba Church of Uganda Primary school, Waksio
- Both parents are alive
- Father took her to RYDA to have vocational skills training
- Has finished Hair dressing certificate
- Been retained in RYDA to undertake a second year of training on Hair dressing

#### **R.N. female, VT in tailoring (Nyondo Sub county, Mbale)**

Had an announcement in 2009 by UWESO SNAP project that whoever had failed to complete school was being registered. I had dropped out of school in senior two having got pregnant . Uwesio registered me and started providing me with training in Tailoring by placing me with a local tailor in the area for 18 months – training Monday to Friday every week. Uwesio also paid for materials, lunch and learning. After training i was given one sewing machine. Started my business of tailoring in April 2012 and now make average of UGX 30000 per week and i am able to pay rent of 15000 per week for the space I use. I have realised the following changes:

1. Have bought local birds- now six
2. I can now treat my children when they are sick(have two)
3. I feed the home and don't wait for my husband
4. I am able to dress decently

Challenges during training:

- Materials came in late
- No lunch during the training
- Rains and flooding caused delays to reach training venue
- Few customers when still studying

#### **C.N. 17 years, female, disabled, VT in tailoring Nyondo, Mbale**

Nyondo. 17 yrs, F. Disabled. Dropped out in P6 because fees not paid. Used to do digging labour. Was difficult with lameness, A standard plot of land would take her 3 days and she earned 4000/-, or around 10,000/- per week. Now she earns on average 30-40,000/- per week. Has strategically located her sewing machine to be visible from main path. Bought own cloth and sewed children's clothes and strung them up, so passers-by stopped and bought, and her facility became known. Has been 7 months since she completed training. Would like to learn more designs. UWESO gave machine. 1 year training, included business skills. She keeps re-investing to buy more cloth. *"Now I am OK because I can earn."*

**A.N., 17 years, female, VT in hairdressing, Mbale**

Received VT in hairdressing. *"I chose this because I have watched people earn money from this trade"*. Received dryer and rollers, mirror. But has no capital to rent her own place. Works for woman, sometimes she gets 3000/- a day, sometimes nothing. Rent would cost her 10,000/- month minimum but needs to pay 3 mths advance. Dropped out in P4. Parents died when she was a baby. Was a bar attendant. Worked from 8 – midnight and earned 1000/- a day. Abused. Would have liked to return to school, but unfortunately when she was identified she had been raped and was pregnant. She reported herself after she heard about the opportunity. Supports 2 younger brothers, 5 and 10 (neither of them received education support). She sometimes buys bananas and the boys help her to sell these. Is member of VSLA and has 20,000/0-savings. When she has sufficient savings she will take out a loan to rent her own salon. *Life has improved because I have some skills.*

**J., 18 years, male**

Mechanic, aged 18. Received tool kit but not sufficient. Has apprenticed himself for 400,000/- - receives some earnings. Has paid off 80,000 so far. Can earn around 10,000/- day; in past used to carry water for site and earned 10,000/- a week. Is confident in his skills. Has P6

**Boy, 17 years, brick-layer, Wakiso**

Was engaged in brick-making when identified for support. Received training for 1 year but feels he needs more so that he can do finishing work, plastering etc. Had dropped out of year 2 secondary school because parents could not afford to continue the fees. Being a brick-layer demands great mobility – says he needs a mountain bike to get to the work sites as transport is costly. He works in a team with others: if one of the others gets a contract they call him in; he doesn't get a full wage yet. On his own he can only attract 'small jobs' like pit latrines, sometimes he has no work. "but I am gaining confidence and experience." His ambition is to have his own construction company and own a car. Not member of VSLA.

**Boy, 17 years, craftwork, Wakiso**

Was out of school not doing anything when identified for support. He wanted to do catering but that was not possible so opted for art and design. Makes necklaces with beads in his own home but moves around to market them, to shops. "I earn a little to sustain myself. Before I was dormant but now at least I am active." Supports younger brother who attends primary 5. "I want him to stay at school and also learn craft work." Not member of VSLA

**Girl, 18 years, tailoring, Wakiso**

Used to do casual digging work. Parents both deceased and she lives with her brother. Received 1 year training in tailoring (her choice) and can now maintain herself through her own earnings, but it is a challenge to pay the rent. She belongs to a group of 4 tailors who share 2 machines. Requested sub-county to provide support for more machines but none granted. Would like to have further training, and enlarge her business. Most of her work is school uniforms. Not member of VSLA.

**Boy, 18 years, carpentry, Wakiso**

Was engaged in farm work. Grateful for training in carpentry. Received starter kit. Currently works for another carpenter and receives weekly pay of about 25,000/- per week. Would like to set up own business but doesn't have sufficient capital for more tools, timber, and to rent premises.

**Boy, 17 years, mechanics, Wakiso**

Was in village doing paid farm work. Finished primary school. Elected to do mechanics training and was apprenticed in garage with 7 other boys. Likes mechanics but is hardly earning any money from it. Problem: home is rural location and there is no demand. He would like to go back and work for the garage where he did his apprenticeship but he cannot afford to rent a room and it is too far to travel each day.

**Girl, hairdressing, Wakiso**

Dropped out of school because parents did not pay the fees. Stayed with and worked for sister who was an embroiderer – was often not paid any wage. Received 6 months training and is now employed in a salon. Problem is that it is far from her home and cost of transport.

**Boy, electronics, Wakiso**

Completed primary 7 school. Did casual farm work. Since training is self-employed and attracting customers even though he doesn't have his own workshop. Earns more money now than from previous farm work. Business skills helped him – he knew how to promote himself and let neighbourhood know that he had received training. Fixed a few radios and people were happy, and business has built up from that. "The training I received was so useful." The main problem he faces is lack of electricity!

**B.T. 17 years, male, protection support, quarry worker, Mbale**

Left school in P6 when Dad died and he had to help support the family. Was offered reintegration to school but felt he had been out of study too long. (Says he did not know about VT option). Earns 20-30,000/- per week, saves 500/- Has 10,000/- in account (since May) Would like to work in garage but needs 500,000/- to pay for apprenticeship. Began quarry work aged 13 yrs. Was wearing protective gear when we met. Reports that gear protects him from sun and stone chips and cuts to feet

**M.K. 18 years, male, protection support, quarry worker, Mbale**

Opted to stay in work as supports Grandmother, father gone to Juba, mum died. P3, began quarry work aged 12. Earns 3000/- day Saves 1000/- Sells to building sites. Was wearing protective goggles and helmet when we met, but not the boots (because was not digging that day) and reports that gloves are worn out and he has already had to replace the sledgehammer he was given. Is not a member of a VSLA. [Next to M.K. there is another boy aged 16 years who did not receive support. Apparently he has recently migrated to the site from the Musoto brewing area in Mbale.]

**FGDs with withdrawn/at-risk school children****Bubirabi School, Mbale**

Changes since SNAP interventions:

- Less violence in school among children
- Less gap between teachers and children but have stopped caning (children used to run because they feared the stick) but discipline is still good
- Attendance up; enrolment up; academic performance up; drop-out down.
- Parents more willing to contribute to school feeding (grain items easier than cash for them). Children no longer absent themselves from afternoon school because they are hungry

- Much greater parent involvement now. Now 100% of food for school meals is from the parents. Come to monitor if children are at school; helped to rebuild school kitchen after fire. Come to check if children are eating their meals.
- Parents are transferring their children to our school. Other schools are coming to us asking how we have achieved these things. *Parents' involvement has come through the children. Also we explained to them the link between lack of food and academic performance.*
- Stone Cold film was very powerful; some cried; reflected reality in local stone quarry
- Beneficiaries received 72 ex books; 24 pens; 2-3 sets of uniform. Challenges they still face: lack of food in home, lack of mattresses so don't sleep well and feel tired in school; no electric light to do homework by; social problems and sickness

### **Mayor Mbale School**

- Group of 10 children in FGD (drawn randomly via DBMR), age range 10-15 years; class range: P4 – P7
- Type of work they used to do: washing clothes, selling vegs, plastic bags, bananas
- Each has received 72 exercise books; 1 uniform; 30 pens/pencils; and counselling
- CL awareness: *CL is denial of child rights . . . being made to carry heavy loads . . .selling things and quarrying . . .*
- Number still working (selling vegetables): 3/10 (but report that parents tell them to do it after school; others say they have no need to sell since SNAP support)
- Number saying their attendance has improved: 10/10
- Number who feel the attitudes of their parents (ref education) have changed: 10/10
- Number who feel they will have a problem to remain in school when SNAP support ends: 10/10
- Living with both parents: 3/10; living with either mother or father: 6/10; with grandparent: 1/10

### **Wambwa School, Mbale**

- 50 'prevented' beneficiares; 29 'withdrawn' beneficiaries. Several have transferred schools.
- Case: One SNAP girl transferred schools. Parents sent her to village school because they could not raise the cost of non-tuition fees at this school (being urban these fees are higher than village school). Many who attend stay with relatives in order to access the school which has a good reputation. One girl – has a slight physical and mental disability - lives with step-father while mother works at night *'now the stepfather has defiled her again'*.
- Is customary for girls to get married in P6 or P7.
- Case: Mother has withdrawn (beneficiary) daughter and hidden her because father is trying to force marriage on her. *"it isn't safe for her to travel the long distance to this school – the father has come to the neighbourhood and is looking for her. He checked the school three times yesterday. Also the transport costs to school are high"* She has taken father to court. *"My husband is disturbing us; I pay for everything myself out of my casual labour work."* She is member of VSLA but not IGA. Finds the VSLA helpful. In 9 months she has built up

70,000/- savings and taken several loans – one to hire labourers to weed the rice. Head says he wants the girl to sit her exams at the school; promises to talk to influential muslims he knows to see if they can mediate (family are muslim).

- SCREAM teacher: There are 50 children in child rights club. *I found some school children scaring birds from the fields and told them not to play truant. “Madam, if we come back to school what will we eat?” they said.*

#### **IGA/VSLA vulnerable care-giver beneficiaries**

##### **W. J. Manga Village, Nabumali Parish, Mbale**

*I used to send four of my eight children to work as casual labourers in peoples gardens in the surrounding villages. The money they earned was not enough to meet our household needs. My children lacked scholastic materials and could not receive school meals, sometimes they did not even go to school, and this meant that they had to repeat classes. I joined a VSLA and started saving 500/- a week. Now I am able to save 5000/- a week. I heard from the radio that SNAP was withdrawing children from CL and so I registered two of my children and they were given uniforms, and scholastic materials. I was given a hoe, and 25 kg of maize, beans and ground nut seeds to plant as well as fruit tree seedlings.*

*Through all these things my life has changed. I am able to sell some agricultural produce. Now I am eating well at home. I have 100,000/- in savings. My children attend school regularly. My husband is not working and does not help. I give him some little money for his ‘evening classes’<sup>32</sup> in order to ensure harmony in the home.*

- I am now eating well at home
- Have 100,000 in savings and i want to buy animals for the children
- My children now regularly attend school
- Uwesio gave me IGA inputs- one hoe, 10kg of beans, 5kgs of Maize, 10 Kg of G-nuts, fruit trees of avocado, mangoes, jackfruit
- Have already started selling my agriculture produce

My husband is not working and does not help- so i give him some little money for the “evening classes”(euphemism for alcohol drinking sessions in the evening) in order to ensure harmony in the home. My first-born is in P6 and last in P2.

##### **P. W. 68 years old and blind, VSLA beneficiary, Naisisaka Village, Busoba Sub county, Mbale.**

I started saving in 2006 with ugx 2000 per week and now in 2012, i am saving 10,000 per week under the current VSLA arrangement. I have so far borrowed UGX 150,000 which I have used to buy greens and Bananas and take these to the town of Mbale and sell and make very good profits. My wife can see and so she leads me . I have been able to repay the loan and have also bought a house, built a house and bought a goat. I supplement my income by going to Mbale town to beg on Fridays.

##### **Care-giver IGA beneficiary, M.N. 74 years old, Kabaale LC ‘B’ Zone, Rakai**

- She looks after 5 grandchildren of her late sons and daughters
- Has two grandchildren supported by SNAP in school

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<sup>32</sup> Alcohol drinking sessions

- She is catering for the three others from proceeds of selling mats
- She choose mat making because of her advanced age
- Provided her with the following IGA inputs: 20 bundles of mat making material, 20 pcs of colour, 10 needles, paraffin-3lts
- “ *i had gone for a funeral in the village when i chanced on a woman who had very good mat designs and i asked her to give me a copy, which she readily did- it was an extremely good design* ”
- ‘ *I have been sewing mats and can make up to three mats in a month and each mat costs 25000/=. The demand is overwhelming that now i have to sew behind my house because sometimes people demand for the mats before they are ready*’.

### **Impact**

- Able to pay fees for the grand children -3 in number
- Have had improved nutrition for both myself and the children
- I can now meet the costs regarding medical care for the children, clothing and feeding
- I can buy scholastic materials for the children
- Able to have fees for the next term before even the terms starts at Kabaale Ssanje Primary school.

### **Vulnerable care-giver, female, IGA and VSLA support, Nyondo, Mbale**

Young. Widowed with 4 children; 2 supported in school (before support were often sent home from school due to lack of uniform, fees etc) . Now is still hard to pay the fees. Received IGA inputs of 3 piglets (+ 100 kg feed @ IA). Was not given a choice because she was late due to husband’s death. Has found it difficult to buy the feed, some days they have had to starve; as a result one has died. Mixes feed with cassava leaves. Estimates it costs 3000/- per day feed. Each pig currently eats 1 kg per day. She doesn’t want to sell yet. Member of VSLA. Has taken 1 loan of 200,000/- when a child sick, is currently repaying; has 124,000/- in savings. Her main source of income is farm work wages average 2000/- per day, but can’t always find work. Has no bargaining power, rate is set by land owner, and many are looking for work, she says. Estimate that to feed her family – if they were to eat properly would cost around 5000/- per day. Instead they eat one meal a day. Would like to start own business as soon as paid off current loan. Her own choice of business is to trade in bananas..Has never attended school. “*My illiteracy bothers me a lot.*” There is a literacy class in the vicinity but her children prevent her attending.

### **Caregiver IGA beneficiary, female, Khamoto, Mbale**

Has 4 children supported by SNAP in school and 1 in VT (but he is aged 22 years i.e. does not meet qualification criteria; she confirms he was born in 1990). Has husband and other adult sons (aged 32) all able-bodied and earning and living in home. She doesn’t know why she was selected. They rent some rice land; compound and house indicate they are not poor. She was provided with turkeys for her IGA supports. Says she will get 50,000/- for large turkey. Each turkey eats ½ kg maize bran a day (she has 4). 1 kg bran costs 1000/- so costing her 2000/- per day to feed.

### **Annex 3: List of informants**

#### **List of key informants**

##### **USDOL**

- Tanya Rasa, Africa Division Chief
- Atta Cudjoe, International Relations Officer and Uganda SNAP Program Manager
- Margaret Hower, Evaluation Coordinator

##### **U.S.A. Embassy, Uganda**

- Gracie Jaasi, (Labour Officer)

##### **ILO/IPEC Geneva**

- Ricardo Furman, Evaluation Officer
- Mary Read, Planning and Reporting Head
- Simon Steyne, Social Dialogue Head
- Nadine Osseiran, Country Desk Officer
- Yaw Ofosu, Africa Regional Office

##### **ILO/IPEC Uganda**

##### *SNAP Team*

- Akky de Kort, CTA, SNAP
- Jackie Banya, Senior Programme Officer, SNAP
- Julius Gizamba, District Programme Assistant, Mbale
- Frank Sekagiri, District Programme Assistant, Wakiso
- Scovia Biira, District Programme Assistant, Rakai

##### *Other ILO*

- Anna Engblom, Consultant, Child Labour and Education Programme
- David Mawejje, National Coordinator, HIV/AIDS and the World of Work programme
- Robert Mawanda, National Coordinator, Youth Entrepreneurship Facility

##### *Other U.N. Uganda*

- Willbroad Ngambi, Child Labour Focal Point, UNICEF

##### **Government ministries/departments, Kampala**

##### *Ministry of Gender, Labour, and Social Development:*

- Harriet Luyima, Director for Labour and Child Labour Unit Manager,

- Moritz Magall, OVC, Social Protection Division
- Kiiza Martin, Secretary General, National Council for Children,

*Ministry of Education and Sports*

- Tony Mukasa-Lusambu, Assistant Commissioner Primary Education, M
- Cuthbert Mulyalya, Monitoring & Evaluation Officer, Primary Education
- Catherine Mugerwa, Child Labour Focal Point,

*Ministry of Local Administration*

- Gloria Mwenge, Child Labour Focal Point

**Other Partners**

- Peter Werikhe, Secretary General, National Organisation of Trade Unions (NOTU)
- Anthony Turyahebwa, Director, Research, Education and Training, NOTU
- Julian Nyachwo, Employment Relations Officer; Rosemary Ssenabulya Executive Director, Federation of Uganda Employers (FUE)
- Beatrice Aciro, Central Organisation of Trade Unions (COFTU)
- UNATU: Juliet Wajega, Deputy General Secretary, Focal Point for CL; Godwin Onetalit, Programme Assistant; Baguma Filbert Bates, Programme Officer
- Irene Kakembo, Tri-Vision
- Robby Wodomal, Producer/Director, Firel
- Kizito Hamidu, Programme Coordinator, Rural Development Media Communications (RUDMEC)
- Geoffrey Nsubuga, and Arthur Olweny: Somero
- Gloria Geria, National Coordinator, Child-to-Child Programme, Kyambogo University
- Arthur Muhangi, (Nascent)
- Vincent Ssennono (Uganda Bureau of Statistics)

**Mbale District**

*District Local Government*

- Makai Nangosya, Acting District Labour Officer (District CDO)
- Meresi Mutonyi (Probation Officer)
- Chelimo Lovisa, Police Child & Family Protection Unit
- Harriet Mwesigwa, Inspector of Schools

*Implementing Agencies*

- Uganda Women Concern Ministry (UWCM): Edith Wakumire (Founder); Margaret Suubi (Programme Coordinator); Paul Walukhu (M&E Officer)

- Child Restoration Outreach (CRO): Tom Mulundu, Project (Coordinator); Stella Makokha (M&E Officer)
- Uganda Women's Effort to Save Orphans (UWESO): Eddie Wambewo (Programme Coordinator); Brian Byamukama (Data clerk); Paul Ochuna (Accountant)

#### *Schools*

- Nyondo Demonstration School: Teresa Kisaka (Deputy Head); Micheal Welishe and Rita Mabuye (teachers)
- Mayor Mbale school: Margaret Kibone (Head), Margaret Tsemoi (teacher)
- Wambwa School: Nanglendo Moses, (Head Teacher)

#### *CCLCs*

- *Bubirabi CCLC*: Teopista Manyasi; Rose Maima; Betty Wakyaya; Mtanda Moses (Vice Chair LC1); Kuranga Peter; Lumonya Barbara; Wanyama Wilson
- *Maanga/Nyondo CCLC*: Wanendeya Nagaila; Khayaki Vincent; Buyera Petua; Wewshe Joshua; Christine Khayaki; Masera Anthony; Kisaka Teddy; Lutswala Spegola; Wanyenze Lydia,
- *Namakwekwe CCLC*: Rukia Nabushawo, Betty Muloni, Florence Nalwala, Gertrude Kizibu

#### *Other informants*

- Okone James Francis, Deputy in Charge, Skills Training, Mbale Polytechnic
- Abdullah Wambede, Assistant Station Manager, Kyagalanyi Coffee Limited, Mbale
- Community Based Trainers, Mbale: Christine Khayaki, Joshua Walishe

### **Rakai District**

#### *District Local Government*

- Alexander Bagarukayo, Acting District Labour Officer (District CDO)
- Michael Ojwang, Probation Officer

#### *Implementing Agencies*

- Rakai HIV/Aids Counsellors Association: Semwanga Godfrey (project Social worker Dwaniro), Kalamagi Yakub Gowan (Project /M and E Officer –SNAP), Kabende John Bosco (social worker –Byakabanda and Kyalulungira Sub counties), Kasozi Fred (SNAP project Coordinator)
- Orphans Community Based Organisation (OCBO): Kalungi Ggayi John (CEO); Ssekyondwa Joseph (Project Officer), Muddu Phillip and Mirembe Susan (Social Workers)
- African Network for prevention and protection against child abuse and neglect (ANPPCAN): Angelo Ssempeero

#### *Schools*

- Kabaale Ssanje PS, Kasasa: Daniel Serugo (Head)

- Ahmadia PS, Kibaale: Lawrence Lubega (Head Teacher)
- Vally Twegumya, SCREAM- trained teacher, Ntebe Zaddungu PS

#### *CCLCs*

- *Kasasa CCLC*: Stephen Bwanika, Robert Byuma, Oliver Namuwonge, Regina Manyange, Kizito Lutaaya
- *Kasura/Kyalungira CCLC*: John Tabalo (Chair), Jude Byakatenda (Sec); Musoke Francis (Treasurer), James Kagenda, David Tukahirwa (members)

#### *Other informants*

- Housemaid Services (Recruitment Agency) Kiotera municipality
- Community Conversation facilitators, Rakai: Hajji Twaha, Nammemba Joyce, Katwere Bruno, Nabigasa sub-county, Rakai
- Beach Management Unit, Ntuvu, Rakai: Balinda (Chair) and other members
- Kabaale Local Council 1: Charles Kiggundu, Mary Nakaweesi

#### **Wakiso District**

##### *District Local Government*

- Zaina Nakubulawa, District Community Development Officer
- Celestine Muhumuza, District Labour Officer
- Mary Nakazibwe, Acting Probation Officer

##### *Implementing Agencies*

- Rubaga Development Association (RYDA) Geoffrey Kyeyune
- Huys Link Community Initiative
- Kids in Need (KIN) :Flavia Bogere, Frederick Magombe
- Uganda Youth Development Link (UYDEL): Rogers Mutaawe

##### *Schools*

- Christianity Focus Grammar School: Stephen Washaki (Head) Stephen Muwanguzi, (Deputy Head)

#### *CCLCs*

- *Dewe Lutembe CCLC*: Samuel Lubega, Emmanuel Kauuma, Edith Namwanje, Marion Kimala
- *Kitibulu CLFZC*: Jasinta Namayanga, Sara Dafala, Mustapha Khalil, Gracias, Sara Kabia, Harriet

**Note:** Names of beneficiary informants (at-risk, withdrawn children, and care-givers) can be supplied on request

### **Scream Clubs**

- 1 in Kasasa (OCBO)
- 1 in Kibaale (RACA)
- 1 in Ntebe Zaddungu PS
- 1 in Nyondo

### **VSLA groups or members**

- KIN
- RYDA
- UWESO
- RACA
- OCBO

### **At-risk prevention beneficiary FGDs**

- FGD with withdrawn (9) + 2 SS students (RACA, Rakai)
- FGD with group of 10 in Mayor Mbale School
- FGD with group at Nyondo Demonstration Primary School
- FGD with group in Kasasa (OCBO, Rakai)

### **Protection**

- 2 at risk

### **Vocational Training beneficiaries**

- 5 trained in hairdressing
- 3 in motor cycle mechanics
- 6 in tailoring
- 1 electrician
- 4 in brick laying
- 3 in carpentry
- 1 in catering

### **VT artisan trainers 1 in Wakiso (beauty)**

### **IGA beneficiaries**

- 3 in pig rearing
- 3 in craftwork
- 1 in bee-keeping

- 1 in market trading
- 2 in catering
- 1 in turkey rearing
- 1 in goat rearing
- 1 in mixed activities

#### **Annex 4: List of documents reviewed**

- ANPPCAN: APSO; AP Assessment Form; Final Output Report July 2012
- Child Protection Ordinance, 2011, Mbale District
- CLMS data collection forms
- CRO: APSO, AP Assessment Form; Final Output Report July 2012
- Final Merged Adult, DBMR, August 2012
- Final Merged children, DBMR, August 2012
- FUE, APSO, Assessment Form, Final Output Report August 2012
- HLCL APSO, AP assessment form, Final Output Report August 2012
- ILO, Action Research on the IABA and CLMS in Rakai District, November 2011
- ILO-IPEC and UBOS, Baseline Survey report October 2009, and Follow-up Survey Report October 2012
- ILO-IPEC SNAP Project Good Practices, October 2012
- ILO-IPEC SNAP Technical Progress Reports: March 2009 to September 2012 inclusive
- ILO-IPEC Uganda POS Prep PRODOC Final
- KIN: APSO, Assessment form; Final Output Report, April, 2012
- KYU AP Assessment Form; Final Output Report, April, 2012
- Mbale District Assessment Form; Final Output report, August 2012
- MoES: BTEVT Strategic Plan, 2012/13 to 2012/22
- NAP Launch Fact Sheets, June 2012
- National Action Plan for the Elimination of Child Labour, June 2012
- NOTU AP Assessment Form; Final output report, June 2012
- OCBO Action programme Assessment Form
- OCBO Final Output Report, June 2012
- RACA: APSO
- RUDMEC: APSO
- RYDA, APSO, Action programme Assessment Form; Final Output report, December 2011
- Final Evaluation Terms of Reference
- UNATU: APSO, Action Programme Assessment Form; Final Output Report, June 2012
- UWCM: APSO
- UWESO Action Programme Assessment Form; Final Output Report, July 2012

## Annex 5: Evaluation actual workplan

Date	Place	Activity/persons	Purpose
24 Sept	ILO/IPEC Kampala	IPEC Jackie Banya Workplan/ logistics IPEC CL & ED project Anna Engblom, Somero (Goefrey Nsubuga) ILO/HIV David Mawejje ILO/YEF: Robert Mawanda ILO/WEDGE (not available)	Workplan/logistics Interview Planning for Children Workshop Interview Interview Interview
25 Sept		Skovia, ILO/IPEC DPA Rakai District MGLSD/OVC/Soc prot MGLSD/CLU (cancelled) National Council of Children MoLG MoES UNICEF (re-scheduled due to traffic)	Interview Interview  Interview Interview Interview
26 Sept		COFTU FUE UNATU KYU	Interview Interview Interview Interview
27 Sept		UNICEF Tri-Vision Firel RUDMEC RYDA field visit to Namyumba and Nachichio? Selection of beneficiaries RYDA office and VT institute Christianity Grammar school	Telephone interview Interview Interview Interview Field visit  Interviews and FGD Observations and interviews Interviews with Head, teachers, and pupils
28 Sept		MoES Somero ILO/IPEC Jackie Banya MGLSD/CLU (cancelled)	Interview Interview Interview
<b>29 Sept</b>		<b>Writing up notes</b>	
<b>30 Sept</b>		<b>Travel to Mbale (4 hrs)</b>	
1 Oct	Mbale	CRO, UWESO, UWCM coordinators and M&E officers Consultations with District Gov.: DLO, Probation Officer, Police, Inspector of Schools	FGD  Interviews

Date	Place	Activity/persons	Purpose
2 Oct		UWESO Field visit Nyondo subcounty Nyondo Demo School  Nyondo CCLC and CBTs Selection of beneficiaries VSLA groups Coffee processing plant	Field visit Interviews with Head/teachers and beneficiary children FGDs and interviews, home visits FGD Observation visit
3 Oct		CRO field visit Wanale Division, Mbale Mayor Mbale School and Wambwa School Selection of beneficiaries Namakwekwe CCLC VSLA groups Visit to Musoto brewing sites	Field visit Interviews with Head/SCREAM teachers & beneficiary children Interviews and visits FGD Observation visit
4 Oct		UWCM Office and field visit Bubirabi School  Selection of beneficiaries Khamoto CCLC and CBTs Visit to quarry site (+ ½ day preparation for workshop)	Interview with Director Interviews with Head/SCREAM teachers & children Interviews/home visits FGD Observations and case studies
5 Oct		Half-day workshop Police CPFU Mbale Polytechnic Return Kampala	Presentation of findings Interview Interview
6 Oct		<b>Writing up notes</b>	
7 Oct		<b>Travel to Rakai</b>	
8 Oct	Rakai	Consultations with District Labour Officer, Probation Officer  RACA, OCBO, ANPPCAN coordinators and M&E, and facilitators	Interviews (due to independence other officers not available)  FGD
9 Oct		ANPPCAN Field visits to Nabigasa, and Mbale municipality Nabigasa Community Conversation Facilitators and CCLC members Selection of beneficiaries Visit to market	Field visit (Independence Day – offices and schools closed)  FGD  Interviews and home/work visits Observations
10 Oct		RACA	Field visit

Date	Place	Activity/persons	Purpose
		Field Visit to Kialangila sub-county Ntebe Zaddungu school and Ahmadiya School Selection of beneficiaries CCLC Visit to Beach Management Unit, Ntuvu VSLA group, Ntuvu	Interviews and FGDs  Interviews and home/work visits FGD Observations, FGD FGD
11 Oct		OCBO Field visit to Kasasa sub-county Kabaale Ssanje school Selection of beneficiaries Visit to secondary school Kasasa CCLC (+ ½ day preparation for workshop)	Field visit  Interviews with Head, SCREAM teachers and pupils and FGDs Beneficiary interviews FGD
12 Oct		a.m. Workshop p.m. Return to Kampala	Presentation of findings
13 Oct	Wakiso	<b>Writing up notes; Preparation for workshops</b>	
14 Oct	Kampala	<b>Writing up notes; Preparation for workshops</b>	
15 Oct	Wakiso	Field visit KIN, Entebbe KIN office CLFZC, Kitibulu SCREAM Teacher, Kitibulu school Selection of beneficiaries Market  Field visit Huys Link, Entebbe Dewe Lutembe CCLC Selection of beneficiaries	Field visit Interview FGD Interview Interviews and workplace visits Observations  Field visit FGD Interviews and home visits
16 Oct	Wakiso	Wakiso DLG DLO, Inspector of Schools, Probation Officer, D/CDO UNATU MGLSD/CLU	Interviews  Interview Interview
17 Oct	Kampala	Children's workshop	
18 Oct	Kampala	a.m. National Workshop UBOS p.m. ILO/IPEC	Presentation of findings Interview Debriefing

## Annex 6: Evaluation instruments

OUTPUTS	MAIN ACTIVITIES	MDA	KEY INTERVIEW TOPICS & QS	RELATED DOCS	ET LEAD
<b>Immediate Objective 1 (I/O 1)</b> By the end of the project, social and economic policies and legal and regulatory frameworks that form the foundation for actions to combat the WFCL will be reinforced.					
<b>1.1. Support to NAP</b>	1.1.1 – 1.1.4 Relate to drafting & adoption of NAP  1.1.5 Mobilize resources (donors etc) for implementation of NAP and to M/S into different plans/budgets	MGLSD	1. Status of NAP – progress on implementation 2. Degree of participation in prep of NAP 3. Dissemination of NAP to MDAs – M/S into other plans/budgets? 4. Mobilisation of resources for implementation? 5. Their assessment of SNAP input/role	• NAP	JS  GM
<b>1.2 Harmonise legislation</b>	<b>1.2.1.</b> Support to Law Reform Comm. to harmonise min age standards.	M/Justice	1. Status. If delayed, reasons 2. Their assessment of SNAP input/role	• Acts?	GM
	1.2.2. Hazardous List.	MGLSD	1. Status. If delayed, reasons 2. If done, dissemination? 3. Input/role of SNAP?	• Haz List	GM
	1.2.3. Anti-trafficking law.	MGLSD M/Int. Affairs Ug Women Parl. Assoc	1. Status. If delayed, reasons 2. Collaboration 3. Input/role of SNAP	Copy of law	GM
<b>1.3. Reinforce legal framework</b>	<b>1.3.1.</b> Formal regulations to labour law in key CL sectors of ag; CDW; informal sector.	MGLSD	1. Status. If delayed, reasons 2. Input/role of SNAP	Copy of regs	GM
	<b>1.3.2.</b> CB of district officials in the IABA to develop/enforce bylaws and ordinances	? District level	1. Status – did training take place? Where? How many? 2. Their assessment of its value 3. Evidence (e.g.s) of practice 4. Input/role of SNAP	Copies/Eg's of bye-laws	GM
	<b>1.3.3.</b> Train actors for dev & implem of Codes of conduct.	Trade Unions + ??	1. Status – on trainings 2. Number who have adopted Codes of Conduct 3. Progress on putting into practice 4. Usefulness of	Copies of Codes	GM

OUTPUTS	MAIN ACTIVITIES	MDA	KEY INTERVIEW TOPICS & QS	RELATED DOCS	ET LEAD
			SNAP input		
<b>1.4. Training for key enforcement actors – child protection, trafficking,</b>	1.4.1. Integrate CL module into training for a.) labour officers etc b.) police officers; c.) magistrates.	MGLSD Police M/Justice Magistrate	1. Status? 2. Did trainings take place – was it rolled out? 3. Usefulness of module & training? 4. Is learning being put into practice? Evidence/eg 5. Their assessment of SNAP input		GM
	1.4.2. Conduct training of trainers (TOT) workshop for all three				
	1.4.3. Produce AR materials for these target groups for distribution in the districts. Reference Hazardous List.	District level Police Magistrates Labour Offs	1. What was produced? 2. Do they have and are they using materials? 3. Their assessment of usefulness with evidence/egs	Copies of AR material	GM
<b>1.5. Strengthen internal MGLSD collaboration on M/Sing CL into other socio-econ dev plans</b>	1.5.1. Support to DW/CL unit. including gender, youth and children, disability, and occupation health and safety.	MGLSD	1. Progress on M/S-ing CL and collaboration within MGLSD		GM
	1.5.2. Support OVC & DW/CL Units - to include child welfare and youth employment indicators in revised PEAP (Nat Dev Plan) that ref elim of WFCL	MGLSD	1. Have indicators been included? What?	PEAP	GM
	1.5.3. Support OVC & DW/CL Units & Min/LG to include CL in district plans and budgets	MGLSD M/LG District gov	1. Progress on M/S-ing at district level – specific eg's? With budget? And funds?		GM
<b>1.6. Strengthen ISSC (NSC?) for NAP process</b>	<b>1.6.1.</b> Support DW/CL unit & NSC to agree plan for inter-sectoral collaboration on CL	MGLSD/DW/C L	1. Status of ISSC/NSC? Is it working better?		JS
	<b>1.6.2.</b>				
	<b>1.6.3.</b> Training for ISSC and unit managers in MGLSD on: WFCL, NAP	MGLSD/DW/C L	1. Did training take place? 2. Assessment of training by participant/s?		JS
	<b>1.6.4.</b> Train key Ministry officials at ILO Turin; and/or facilitate exchange visits to CL programs in Uganda and	MGLSD? + others?	1. Who and what happened? 2. Usefulness of training or visit? 3. Since returning,		JS

OUTPUTS	MAIN ACTIVITIES	MDA	KEY INTERVIEW TOPICS & QS	RELATED DOCS	ET LEAD
	abroad		have they put into practice?		
	<b>1.6.5.</b> Nurture potential CL champions at high levels including Parliament and key Ministries.	SNAP	1. Who have they identified? 2. What has been their (SNAP) approach? 3. Any visible effect?		JS
<b>1.7. Task force to support M/S-ing of CL into education policies /plans</b>	1.7.1. Create EFA and child labour task force within EFAG. 1.7.2. Share GPs from CL direct action activities re provision education and training services to combat CL.	EFAG?	1. Was the Task Force set up? Who is on it? Is it representative? What is it doing? 2. Workshop? Who attended? Impact?		? GM?
<b>Immediate Objective I/O 2</b> By the end of the project, people and institutions at all levels of Ugandan society will be supported to mobilize against child labour through heightened awareness of its negative consequences and increased knowledge of the ways and means to combat the problem.					
<b>2.1. CL studies and policy papers are produced and diffused.</b>	<b>2.1.1</b> With OVC Sec. of MGLSD, IRC/LEAP, DW & CL Unit, commission studies to fill knowledge gaps. Assure linkages to DA and AR activities.	MGLSD (OVC/DW/CL IRC/LEAP	1. What studies? 2. How have they been dissem and used? 3. Feedback from users of usefulness?	• Copies of studies	?
	<b>2.1.2.</b> Document/share LLs, GPs developed w/i IABA activities in 3 districts. Produce policy papers.	? SNAP	1. What has been done? 2. How widely has sharing gone on? 3. How useful has it been?	• Copies of LLs, GPs etc	?
<b>2.2. Improve MIS for sharing info and GPs on CL and related OVC</b>	<b>2.2.1.</b> Evaluate how info and GPs are shared among actors, esp those engaged in addressing OVCs.	?	Qs as in 2.1.2 above		JS
	<b>2.2.2</b> Based on 2.3.1, design new MIS (possibly NAP or OVC website/online resource centre; and/or physical resource centres.	?	1. What has been done? 2. Are they being used?		JS
<b>2.3. CLM within OVC MIS framework is enhanced.</b>	<b>2.3.1.</b> Analyze OVC MIS capacity to monitor CL <b>2.3.2.</b> Recommend changes to fill identified gaps. Test in pilot districts. <b>2.3.3.</b> With OVC MIS implement proposed changes to improve CLM		1. Status? 2. Recommended changes & challenges	• Consultant's report	JS

OUTPUTS	MAIN ACTIVITIES	MDA	KEY INTERVIEW TOPICS & QS	RELATED DOCS	ET LEAD
<b>2.4. Sensitize teachers, Heads, Boards about their role in combating child labour is conducted.</b>	<b>2.4.1.</b> Support Uganda National Teachers Union and National Union of Education Institutions to conduct AR of their membership. Develop AR materials	UNATU NUEI	1. Achievements 2. Challenges & on-going needs? 3. Their assessment	<ul style="list-style-type: none"> <li>UNATU APSO</li> <li>AR materials</li> </ul>	JS
	<b>2.4.2.</b> Organize TOT for IA to train teachers in project districts to use SCREAM in clubs/schools	IA?	1. Assessment of training 2. Extent of SCREAM usage & usefulness (egs)	IA APSO??	JS
<b>2.5. A public awareness campaign on the NCLP and related child labour laws is conducted.</b>	2.5.1. Popular version NCLP booklet + posters & A/V accessible for kids	SNAP?	1. Status 2. Dissemination and use? Examples/evidence	Popular NCLP & NAP booklets?	GM
	2.5.2. Support districts do AR on CL laws/regs among SHs. Translate the legal texts into accessible formats	Districts	1. Status		GM
	2.5.3. With Coop/Africa, support the Uganda Cooperative Alliance (UCA) to sensitize thru coop education field network.	UCA	1. Achievements to date 2. Response/impact (egs?) 3. On-going gaps/needs	UCA APSO?	?
	2.5.4. Conduct joint nat. AR campaign on NCLP/NAP with IRC/LEAP, OVC Sec.and UNICEF	LEAP SNAP UNICEF?	1. Response/Impact?		JS
<b>Immediate Objective I/O 3</b> By the end of the project, a multidisciplinary and integrated area-based model of intervention laying the foundation for the establishment of “child labour free zones” at the district level will be created and available for replication throughout the country.					
<b>3.1. With DAs, prep activities at district level – identification of localities, priorities etc.</b>	3.1.1. Baseline in target districts in conjunction with the planned SIMPOC/UBOS CL/Labour survey.	SNAP	1. How has baseline been used? 2. Assess whether b-line and follow-up data match ET qualitative data in field	Baseline Report	JS
	3.1.2. Analyze OVC social mapping and strategic plan; identify gaps; design interventions to strengthen CL district strategies 3.1.3. District planning w’shop and Fwork to launch project.	SNAP? DAs/IAs	1. What has been done? 1. Assess selection criteria & process – has it resulted in strong partners? 2. Assess capacity of IAs selected		JS/GM

OUTPUTS	MAIN ACTIVITIES	MDA	KEY INTERVIEW TOPICS & QS	RELATED DOCS	ET LEAD
	3.1.4. Select IAs, develop APs				
<b>3.2. Boost capacity of IAs/LGAs to manage sustain SNAP led CL interventions</b>	3.2.1. Train IA and LGA partners on CL project design 3.2.2. Train IAs, LGAs, CCLCs on M&E (DBMR) 3.2.3. Train IAs LGAs on resource mobilization and fund-raising.	IAs DAs	1. Their assessment of training 2. And follow-up support?		GM/JS
<b>3.3. Strengthen service providers' models of intervention for combating WFCL</b>	3.3.1. Apprenticeship schemes – improve regulatory framework, elim of haz work, exploitative practices, training for informal sector, consider certification, and involvement of business assocs	IAs? SNAP?	1. What has been done? 2. Any challenges or on-going needs? 3. Their assessment of SNAP input		GM/JS ?
	3.3.2. Assistance to include life skills, core skills and pre-vocational skills & guidance in F/NFE programmes. ILO Emp/Skills and COOP/Africa (thru its UCA Youth Dev Prog) to provide inputs.	SNAP COOP/ AFRICA	1. What has been done? 2. Any challenges or on-going needs? 3. Their assessment of SNAP input		GM/JS
	3.3.3. Support the introduction of SCREAM modules and Zambia psychosoc training manual for teachers in existing psychosocial support programs.	?	1. Achievements. Coverage. Number of schools/clubs using SCREAM 2. Impact on awareness 3. Examples/evidence of impact		JS
	3.3.4. Improve mechs/fora for sharing GPs & exchange visits btw districts	SNAP	1. What has taken place? 2. Who participated? 3. Was it useful?		JS
<b>3.4. Capacity to monitor child labour (CLM) at the local community and district levels is reinforced.</b>	3.4.1. Review existing monitoring systems for integrating CLM 3.4.2. Prepare and design CLM conceptual framework and tools with national contributions 3.4.3. Pilot CLM in selected areas 3.4.4. Analyse and	?	1. Progress on CLM 2. Has it been piloted – feedback? 3. Can DBMR feed into it?		JS

OUTPUTS	MAIN ACTIVITIES	MDA	KEY INTERVIEW TOPICS & QS	RELATED DOCS	ET LEAD
	publish results of the pilot test				
3.5. <b>8,138 children are withdrawn and prevented from the WFCL</b>	<b>3.5.1.</b> Develop criteria to identify beneficiaries of DAs <b>3.5.2.</b> Identify children for support, ensuring gender balance	DA/IAs	1. Have they correctly identified deserving beneficiaries? 2. Any problems/challenges in process?	APSOs AP/TPRs Final reports	JS/GM
	<b>3.5.3.</b> Assess needs, provide support. Monitor (DBMR tracking) child's development with CCLCs <b>3.5.4.</b> Assess skill needs & trades for vocational/apprenticeship training <b>3.5.5.</b> Ensure plans for child's continued education & training put in place with child's caregivers or. <b>3.5.6.</b> Provide F/NFE or VT/apprenticeships; ensure linkage to training providers & certification	DA/IAs	3. Have children received support due? 4. Any problems/challenges in process? 5. Beneficiaries' assessment of usefulness of support offered 6. Has vocational/apprentice training been appropriate, mkt based, with business skills for self employment (and certification)? 7. Sustainability of impact? How? 8. Examples of stories, case studies		
3.6. <b>1,100 parents/adult caregivers are economically and socially empowered.</b>	3.6.1. Develop common criteria for selection of beneficiaries.	DA/IAs	1. Have deserving group been correctly identified – criteria used? Who made selection? Challenges? 2. What support have they received? 3. How do they assess its usefulness? Have they been able to increase income as a result? (eg's of Case stories). Do they believe it will ensure their children remain in school? 4. Have they been linked to social welfare & protection mechanisms? 5. What other support		
	3.6.2. Sensitise parents/caregivers on CL and education. Ensure they can access appropriate social protection & welfare	DA/IAs			
	3.6.3. Identify parents/caregivers for support, ensuring that both women and men benefit from the support.	DA/IAs			
	3.6.4. Carry out mkt surveys, needs assessments with individual/groups to be supported and identify types of support required.	? DA/IAs?			
	3.6.5. Provide required support eg:	? DA/IAs + others?			

OUTPUTS	MAIN ACTIVITIES	MDA	KEY INTERVIEW TOPICS & QS	RELATED DOCS	ET LEAD
	<ul style="list-style-type: none"> <li>• refs to financial services (VSLAs)</li> <li>• business development services</li> <li>• extension services</li> </ul> ILO's Start and Improve Your Business <ul style="list-style-type: none"> <li>• exchange visits</li> <li>• link to social welfare systems,</li> <li>• cash transfer programmes for carers.</li> </ul>		or referalls, linkages? 6. Establishment of IGAs and VLSAs. Achievements, impact, challenges?		
	<b>3.6.6.</b> Monitor progress in IGAs and provide follow-up support as required.	DA/IAs			

## **Annex 7. Some reflections by the evaluation team on the findings of the Baseline and Follow-up Survey (UBOS) and the final evaluation study**

***Note:** The reflections presented here are based on a draft copy of the 2012 UBOS follow-up survey, while discussions on the editing for the final report were still in progress. It is possible that the final copy will have modified some of the issues mentioned below.*

### **Preamble**

While the UBOS surveys and the evaluation had different purposes and different methodologies they also contain some areas in common, and both are ultimately interested in learning ‘what has been the effect of the SNAP interventions?’

This paper examines selected thematic areas and variables to see where the findings of the one are supported by the other; where there is divergence it examines possible explanations and highlights which findings are valid within which parameters.

To follow this discussion it is necessary to understand the epistemological basis of the two approaches used, and hence this paper begins with an examination of their differing methodologies, and the strengths and weaknesses of both.

### **Methodological approaches**

The two UBOS studies (2009 and 2012) used quantitative survey methods and covered 35 sample Enumeration Areas (EAs) in each of the 3 SNAP districts. It supported these with a number of focus group discussions (FGDs) and key informant interviews (KII) but the results and analysis presented in the report focus largely on the quantitative results. A stratified sampling procedure was used in order to produce results which, within a certain level of confidence, are representative and statistically valid for the whole of the three districts. Its purpose was to establish a baseline measurement (2009) on a range of key variables and then to repeat the measurement (2012) of the same key variables in order to measure change.

The final evaluation (FE) used qualitative methods – FGDs and KIIs, supplemented with observations and project documents. It covered all three districts but only selected communities within a few sub-counties among those which were targeted under SNAP. It was thus much more limited in geographical scale (though not in other dimensions) and its findings do not claim to be representative of the entire three districts. In fact, it cannot guarantee with any statistical confidence that its findings are representative even of the targeted sub-counties. The bulk of its findings are based on people’s observations and perceptions, but wherever possible it has tried to back these up with hard evidence, or compared them with information from other sources (technique known as triangulation). However, this qualitative approach allowed it to go into greater depth of detail in certain areas and to ascertain causal factors (which a quantitative approach on its own is unable to do). The FE was able to talk to a wide range of stakeholders including the perspective of employers and workers, parents and children, as well as school teachers, NGO partners, government officials and others. Its purpose was to ascertain whether the project had met its stated objectives and outputs.

The quantitative or ‘scientific’ approach is widely recognized and used by governments and opinion polls for their ability to produce statistically valid representative results which apply to a whole ‘population’. But one of their weaknesses is that they do not (normally) allow causal analysis with confidence. Also, statistics can be easily manipulated and massaged to produce very different findings according to the wish of those interpreting them (as every government and political party knows!). During the 20<sup>th</sup> century qualitative methods received increasing recognition and usage in social research as they can provide more detailed and nuanced findings, and can more confidently relate cause to effect. Their weakness is that, while precautions are taken to be so, they cannot claim with any confidence to be representative of a whole population.

Both approaches contain the potential for bias, and no one method is superior over another. The major factor to be taken into consideration in comparing the results is that the UBOS study had greater geographical coverage, and included sample households from sub-counties which were not targeted by SNAP, as well as those which were. The breakdown of how many sampled households fell within a SNAP target area is not known at this point.

In an attempt to ascertain whether there is a difference between the SNAP targeted areas and which changes can be attributed to SNAP interventions, chapter seven of the draft 2012 UBOS report disaggregates the data into two categories: those households which received SNAP support (either children or adults) and those which did not. The findings for the two key variables – school attendance, and economic activity – shows no difference between the two groups. However, there is a third important variable which is not controlled in this disaggregation – economic status of the household. It is known that the economic status of the SNAP beneficiary target group are below the average, and this is likely to have skewed the results. Since the methodology is weak, those particular results have not been considered in this assessment.

## **DISCUSSION OF FINDINGS**

### **1. School enrolment and attendance**

1. Based on triangulation of information from interviews with Head Teachers, pupils, community members, and beneficiary families, the evaluation (FE) concludes that school enrolment, attendance, and retention have risen in the target areas.
2. The UBOS 2012 survey shows a high rate (94%) of primary school enrolment (Table 4.1) which would appear to support the evaluation finding.
3. But according to UBOS, the actual change in enrolment between 2009 and 2012 is very small. UBOS observes only a two percentage point increase (2012 Table 8.2). Furthermore, net enrolment rates (NER) (2012 Table 4.2 and 2009 Table 4.3) actually show quite a significant drop in enrolment of 7 percentage points from 89.8 in 2009 to 82.0% in 2012. This difference *within* the UBOS is not explained, but assumed to be due

to the NER measure<sup>33</sup>. But the reason why the NER is dropping is not known, unless there has been a bulge intake at some point in the recent past which inflated figures for that time period.

The two main factors which could explain why UBOS appears to be more pessimistic than the FE findings are:-

- UBOS includes EAs which were not targeted under SNAP, and the findings from these will have ‘diluted’ the findings from the SNAP target areas.
- The FE may inadvertently have been led to visit schools and communities which are relatively high performing ones, and not visited those where project interventions have been less successful (these are likely to be more remote and therefore less visited and supervised)

Another possibility is that little change has taken place in enrolment, but quite a considerable change has taken place in *attendance*. This is not captured in Table 8.2. but is implicit in Table 8.3 (2012) which presents changes in Child Activity Status between 2009 and 2012. This shows an increase of 20 percentage points in ‘total attending school’ category (73.7% in 2009; 93.7% in 2012), and this finding is consistent across all three districts. Why this positive change in attendance is not reflected in changes in enrolment (as captured by UBOS) is not clear<sup>34</sup>. As things stand they appear to be highly discrepant. It is almost certain that two different measures and questions have been used, but even so one would expect to see a closer link.

Regardless of that point, the data in Table 8.3 supports the FE’s finding that attendance rates have improved quite dramatically during the lifetime of SNAP – and may also support the finding that enrolment has risen. More on this table is discussed below under Children’s Work.

4. When the figures are examined in more detail by comparing UBOS Table 4.1 (2012) with Table 4.3 (2009), it shows quite a significant drop in the number of children reported as ‘never attended school’ from 6.9% (2009) to 2.2% (2012), and particularly for Rakai District. This supports the findings of the evaluation that fewer children are out of school (but it must be remembered that the UBOS data covers the entire district and therefore this positive change cannot necessarily be attributed to SNAP).

At the same time these tables show a very slight rise (1%<sup>35</sup>) in the group of children reported as ‘not enrolled but have attended school in the past’. These may have dropped out *during* primary school but they may well have completed primary school but did not transition to secondary. The slight rise supports the concern expressed in the FE of the need to address the emerging group of children who complete primary school but for various reasons do not enroll in secondary school or soon drop out of it.

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<sup>33</sup> NER measures only children of the correct school-age group. In reality, there are many attending primary school who are older than the desired age. This latter group will have been counted in the UBOS administered survey, but not in the NER statistic.

<sup>34</sup> This demonstrates the weakness of quantitative methods, that they cannot provide explanations or causes.

<sup>35</sup> There appear to be some errors in the cumulative percentages in table 4.1

5. It is a pity that the UBOS surveys did not gather data on the degree/frequency of absenteeism and drop-out. The FE tried to gather this data from the schools interviewed but it proved impossible – the schools do not collate their attendance registers or drop-outs. It is recommended that this should be done (to feed into the CLMS)<sup>36</sup>

## 2. Children's involvement in work

1. The FE finds that child labour has been greatly reduced within certain limited work localities. This is based both on observations made by the evaluators on impromptu visits and on interviews with CCLCs, children, IAs, DLOs, and other stakeholders. Extrapolating from these, the school data, and the level of awareness, it also concludes that child labour has probably been reduced throughout the target areas, and there is some suggestion that children are controlling the number of hours they spend on household chores.
2. Economic activity. UBOS finds that “the proportion of children in economic activity has remained almost the same between 2009 and 2012” (section 8.3). At face value this is dissonant with the findings of the FE. Since there is no reason to dispute the UBOS figures, the two most obvious explanations are:-
  - UBOS includes sub-counties which were not targeted by SNAP interventions
  - FE inadvertently visited more successful communities, and this has biased their findings. [It is impossible to prove or disprove this – however triangulation of a variety of FE sources all showed similar findings, providing some validation; it is also pointed out that not every intervention in every community visited was successful, which runs counter to the claim of bias.]
3. However this statistic hides several significant changes which have occurred, and a closer look at Table 8.3 reveals a number of interesting dynamics:-
  - It does indeed show that the total number of children involved in economic activity stayed almost static, 34.8% (2009) and 35.1% (2012).
  - But it also shows (as already mentioned) that the total ‘attending school’ (whether working on the side or not) shows a very significant rise from 73.7% (2009) to 93.7% (2012).
  - Rakai and Mbale districts both show a steep rise in the category combining ‘economic activity and school’, from 32.7% to 58% (Rakai) and 24% to 52.3% (Mbale). While Wakiso shows a small drop from 21.1% to 14.2%
  - If a detailed breakdown is examined by comparing Table 8.3's source tables of Table 5.2 (2012) and Table 5.1 (2009) then Wakiso shows a dramatic increase in the numbers ‘attending school only’ from 54% (2009) to 81% (2012) while the other two districts show a decline of 7-8 percentage points.
  - All three districts show a significant drop in the category ‘economic activity only’ which fell from 10.1% (2009) to 3.9% (2012), and an even sharper drop in the

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<sup>36</sup> In Tanzania it is standard practice for all schools to collate and provide such data – including reasons for drop-out – to district level where it is further collated, and this provides an extremely useful and accessible guide to trends.

category ‘neither in school nor in economic activity’ from 16.1% (2009) to 2.4% (2012). If one combines these two categories into a new category ‘children not attending school’ this shows a fall from over one quarter of all children in 2009 (26.2%) to 6.3% in 2012, the drop being 20 percentage points which exactly equals the corresponding increase in the group ‘attending school’. This clearly supports the FE finding that more children are in school, but what about economic activity? The group of children who were apparently ‘idle’ (neither school, nor work) in 2009 may be composed largely of young children in the 5-8 age bracket who are now starting school at a younger age. Whether they were truly ‘idle’ is debatable, since all children of all ages (except from the wealthiest of homes) will be doing considerable household chores if not actual economic activity.

Putting these together, how to interpret the apparent contradictions? The explanation which best fits is that during the three years there has been a significant rise in the numbers attending school, but these additional children come largely from more vulnerable households who have been obliged to maintain some level of economic activity while attending school. Therefore this group shows an upward trend. But the important change is that these children are now in school rather than out of school, and this should be interpreted as a positive finding which supports the FE’s conclusions.

The fact that they are in school might mean that there has been a decrease in their weekly hours of work. UBOS measures in this table are too broad to capture important positive changes which may have taken place. They have used the standard ILO/IPEC definition that ‘economically active’ means ‘*at least one hour per week in work for payment/non-payment, family gain or own final use or consumption*’. Thus a child combining school and work might have been working 30 hours a week in 2009, and reduced this to one hour per week in 2012, but the data will not capture any difference because both are defined simply as ‘economically active’. UBOS does examine ‘intensity of work’, but it is difficult to compare across the two surveys since they are presented in different disaggregate forms in the UBOS report: Figure 5.8 (2012) and Table 5.10 (2009). The latter suggests that the average hours worked by children combining work and school in the different modalities in 2009 was considerably higher than the hours in 2012 (Figure 5.8), but this cannot be confirmed due to the different presentations. However, it is clear that children who combine work and school do fewer hours of work than those who do not attend school, therefore the rise in school attendance can be taken as a decline in the number of hours worked.

4. Child labour. Table 8.7 (2012) shows that child labour has risen in Mbale and Wakiso districts by about 5 percentage points, but dropped in Rakai by 10 percentage points. Overall, 16.3% of children are defined as being in child labour in 2012 compared to 14.8 in 2009. This is clearly discordant with the findings of the FE which concludes that there has probably been a drop in child labour and that there has been greater progress registered in Mbale. Besides the two explanations presented elsewhere (that UBOS includes non-targeted sub-counties in its sample; that the FE is biased) a third explanation for the differences between the districts is that Wakiso and Mbale are seeing an influx of vulnerable children/families from outside their districts. This would support the findings

and concern of the evaluation that although children are being removed from CL, other children are possibly moving in to take their place, and that alternate strategies to targeting individual children are needed, and supports the recommendation that it is essential that the CLMS captures not only those removed, but those entering CL.

5. Hazardous work. According to UBOS the number of children engaged in hazardous work has dropped in Mbale from nearly 4000 (2009) to 1,700 (2012) and dropped in Rakai from nearly 11,000 (2009) to 1,600 (2012). If correct, this lends solid support to the findings and observations of the FE that child labour at various sites/sectors such as fishing, quarrying, domestic work, and alcohol brewing has been reduced. In Rakai district, for example, UBOS shows 604 children engaged in fishing in 2009 and zero in 2012. This supports the finding of the FE that the sensitization of workers associations such as Beach Management Units has greatly reduced child labour and is a sustainable way forward.

But in Wakiso the numbers have increased dramatically from 13,000 (2009) to over 31,000 (2012) – which suggest the strength of the ‘demand’ factor in major cities. Due to the huge Wakiso increase, the total for the three districts shows a rise from 27,772 in 2009 to 34,744 in 2012.

However, there are many inconsistencies in the categories between tables 8.8 and 8.9 (in 2012 report) so it is unwise to base too many conclusions on these figures<sup>37</sup>. Possibly the overall figures are correct but this needs confirmation.

Finally, to point out that most of vocational training provided to male beneficiaries supposedly ‘withdrawn’ from CL, are listed in UBOS Tables 8.8 and 8.9 (correctly, according to the Hazardous List) as categories of conditional hazardous work, e.g. welders, motor vehicle mechanics, bicycle and related repairers, brick layers. Thus, these would all still have been counted as in child labour (and in conditional hazardous CL) in the 2012 UBOS survey, as indeed they should be since they are still in forms of conditional hazardous work at the end of the project. This supports the finding of the FE that the usefulness of the VT is questionable (at times).

6. Overall, the sideways movement of children, or the replacement of withdrawn children with new migrant children upholds the recommendation of the FE that the implementation of NAP must find ways to link and coordinate action between supply and demand districts, in order to better control this phenomenon.
7. Overall, there is concern that a lack of consistency in the measures and in the way the questions were worded to respondents may easily have skewed the results (and this demonstrates the weaknesses of so-called scientific methods)
8. In summary, the UBOS figures suggest progress in the right direction and support the findings of the evaluation:-

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<sup>37</sup> For example, in 2009 subsistence animal rearing had the highest number of children engaged in it, yet this category is completely lacking from the 2012 table (8.9). In 2012 over 5,000 children are documented in the hazardous work of water and firewood collection and over 9,000 in building construction yet both these categories are missing from the 2009 list.

- There are fewer children in hazardous child labour in Rakai and Mbale (leaving aside Wakiso which is an exceptional case).
- There are more children combining school and work, but it is likely that their hours of work are less than formerly.

### 3. Changes in attitudes and values

1. The evaluation concludes that there has been a real increase in community awareness about child labour, and the importance of education.
2. UBOS did not gather data on awareness levels as they were not requested to do so and it is acknowledged that this is a gap. Nevertheless, many of their findings suggest underlying changes in attitudes.
3. UBOS shows a decrease in the age at first enrolment which suggests that parents are becoming more aware of the value of education and the importance of enrolling their children at the correct age in order to give them a good start. (Add ref)
4. UBOS also shows dramatic changes in children's exposure to injury and physical or sexual abuse. Table 8.11 (2012) shows that 64% of working children in 2009 were operating potentially dangerous tools, but this had fallen to 11.2% in 2012<sup>38</sup>. In 2009 81.3% of children reported no work-related injuries in the previous 12 months, but this had risen to 93.7% in 2012. In 2009 45% of children in the study area carried heavy loads at their places of work, but in 2012 this had declined to 22%. Furthermore, the number of children reporting exposure to verbal abuse had fallen from 22% in 2009 to 6% in 2012, and the incidence of physical abuse had fallen from 20% to just 0.4%. These indicate a widespread change in attitudes and practices. Mbale shows particularly dramatic positive changes (but the concerns about inconsistency in data collection may still apply). However if the data is reliable this upholds the FE's finding that awareness raising and sensitization has been particularly successful in Mbale district, and support the observation that the increase in incomes through the VSLAs has led to a reduction in child (and gender) abuse.
5. Overall these UBOS findings support the FE's findings that intensive sensitization has taken place, that awareness has been raised, and moreover translated into action and positive impact.

## Conclusions

The overall conclusion from this exercise is that, despite first appearances, there is a fair degree of common findings between the UBOS surveys and the final evaluation, and that there has been a significant movement of children into school and although their engagement in work has not changed, the hours which they work have considerably reduced, as have their work-related injuries and verbal abuse, and significantly fewer are engaged in hazardous work.

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<sup>38</sup> There are such huge differences between the districts (as well as between 2009 and 2012) which seem quite inexplicable and suggest that data collection methods may not have been consistent across these boundaries. It would be helpful to know if the same enumeration team operated in all the districts and what modalities were used to ensure consistency in the way in which the questions were asked and responses interpreted

The exercise shows that in future it is important at the outset to plan how the baseline will be able to compare target areas with non-target areas in a methodologically rigorous manner. The number of apparent errors or inconsistencies within the UBOS data also demonstrates the importance of a mixed methods approach which allows for triangulation of data and the identification of dissonant findings as well as providing insight into causal relationships.



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

September 2012  
Final

**Annex 8. Terms of Reference For Independent Final Evaluation**

**Project of Support for the Preparatory Phase of the  
Uganda National Action Plan  
for the Elimination of Child Labour**

ILO Project Code	UGA/08/50/USA
ILO Iris Code	
Country	UGANDA
Duration	48 months
Starting Date	30 September 2008
Ending Date	30 November 2012
Project Locations	Uganda (i.e. Districts of Wakiso, Rakai and Mbale)
Project Language	English
Executing Agency	ILO-ILO-IPEC
Financing Agency	USDOL
Donor contribution	USDOL: USD 4,791,000

## List of Abbreviations

AIDS	Acquired Immune Deficiency Syndrome
AP	Action Programme
C182	ILO's Worst Forms of Child Labour Convention, No. 182 of 1999
CSEC	Commercial and Sexual Exploitation of Children
CL	Child Labour
CLMS	Child Labour Monitoring System
DBMR	Direct Beneficiaries Monitoring and Reporting
DWCP	Decent Work Country Programmes
EIA	Evaluation and Impact Assessment Section
GAP	Global Action Programme
HIV	Human Immune Deficiency Virus
HQ	Headquarters
IA	Implementing Agency
IABA	Integrated Area Based Approach
ILO	International Labour Organization
IPEC	International Programme on the Elimination of Child Labour
LEAP/IRC	Livelihoods, Education and Protection to End Child Labour Project/ International Rescue Committee
NAP	National Action Plan
NC	National Consultant
OVC	Orphans and other Vulnerable Children
PMP	Project Monitoring Plan
PRSP	Poverty Reduction Strategy Paper
TBP	Time Bound Programme
TL	Team Leader
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

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1. The aim of the ILO-International Programme on the Elimination of Child labour (ILO-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 ILO-IPEC action. ILO-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 ILO-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, such as National plans, Strategic frameworks, have provided such focus.
3. Starting in 2001, ILO-IPEC has promoted the implementation of the "Time Bound Programme" approach, as such national framework. A Time Bound Programme (TBP) is essentially a National Action Plan (NAP), 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/NAP is that it is implemented and led by the country itself. The countries commits 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. ILO-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 and NAPs 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. Africa is a very relevant region for ILO-IPEC. The GAP 2006 stressed the need for “a special emphasis on Africa” by both the ILO and its international partners in the fight against child labour. In this regard, ILO-IPEC committed to devote a larger proportion of its efforts to Africa and has sought to strengthen activities in the region through the *Focus on Africa* programme. A regional strategy was adopted in 2011.
8. 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.
9. At ILO level, Decent Work Country Programmes (DWCPs)<sup>39</sup> provide a mechanism to outline agreed upon priorities between the ILO and the national constituent partners within a broader UN and International development context. It complements and supports partner plans for national decent work priorities and acts as broader framework to which the individual ILO projects are linked and contributes to. The DWCP programme for Uganda is available at:  
  
<http://www.ilo.org/public/english/bureau/program/dwcp/download/uganda.pdf>
10. The Government of Uganda started design the Uganda’s NAP on CL in 2006, with support of ILO-IPEC. The process has included surveys and assessments, policy analysis and drafting the NAP on the elimination of the WFCL; through process with active involvement of tripartite stakeholders. This draft plan has been the basis for the design of the project to be evaluated.

## **Project Background**

11. This project is grounded in the draft NAP and ILO-IPEC work in the country since 1999 through sub regional<sup>40</sup> and national<sup>41</sup> projects, mostly with financial support from USDOL.
12. In addition, various other UN agencies and International NGOs including UNICEF, International Rescue Committee (IRC), World Vision, Save the Children Alliance; local NGOs and other Civil Society organizations have implemented also projects on child labour, some of them with support of USDOL are linked to the current project.
13. All these initiatives have been implemented in partnership with the Government of Uganda at national and sub-national levels.

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<sup>39</sup> Please see <http://www.ilo.org/public/english/decent.htm>

<sup>40</sup> Prevention, Withdrawn and Rehabilitation of Children Engaged in Hazardous Work in the Commercial Agricultural Sector in Africa (2000-05) and Building the Foundations for Eliminating the WFCL in Anglophone Africa (2002-06)

<sup>41</sup> National Program on the Elimination of Child Labour in Uganda (1999-2003) and Combating and Preventing HIV/AIDS-induced Child Labour in Sub Saharan AFRICA Pilot Action in Uganda and Zambia

14. The project has the following objectives:
  - a. Development objective:
 

To contribute to the elimination of the worst forms of child labour in Uganda.
  - b. Immediate objectives:
    - a. By the end of the project, social and economic policies and legal and regulatory frameworks that form the foundation for actions to combat the WFCL will be reinforced.
    - b. By the end of the project, people and institutions at all levels of Ugandan society will be supported to mobilize against child labour through heightened awareness of its negative consequences and increased knowledge of the ways and means to combat the problem.
    - c. By the end of the project, a multidisciplinary and integrated area-based model of intervention laying the foundation for the establishment of “child labour free zones” at the district level will be created and available for replication throughout the country.
15. The project works at two levels: national and sub-national (districts of Wakiso, Rakai, and Mbale).
16. Key results as reported by the project management by August 2012 are:
  - a. 2,712 girls and boys withdrawn and 5,726 prevented, including CSEC and trafficking
  - b. 8,438 boys and girls with educational and other services
  - c. 1,250 households reached with income generation activities and saving schemes
  - d. CL NAP that received technical support from the project approved and launched by the Government
  - e. Annual campaigns on child labour implemented at national level and sub national in the 3 prioritised districts
  - f. Child labour elimination included in the Uganda UNDAF within strategies in OVC, social protection, population issues, and livelihoods programmes, among others.
17. The project has developed two key innovative work areas through developed the IABA and to involve children not as beneficiaries of the project, but as key actors that implement it.

### **Evaluation background**

18. ILO considers evaluation as an integral part of the implementation of technical cooperation activities. Provisions are made in all projects in accordance with ILO evaluation policy and based on the nature of the project and the specific requirements agreed upon at the time of the project design and during the project as per established procedures.
19. Evaluations of ILO-IPEC projects have a strong focus on utility for the purpose of organisational learning and planning for all stakeholders and partners in the project. As per ILO-IPEC evaluation approach, a participatory consultation process on the nature and specific purposes of this evaluation is carried to determine the final Terms of Reference.
20. The project has undergone an USDOL initiated external Mid-term evaluation implemented by ICF Macro in November-December 2010. A summary of conclusions and recommendations are included in Annexes III.
21. The project has produced key studies that will provide central data for the evaluation. Amongst these are

- a. The Child Labour baseline and follow-up surveys in the three project districts (2009 and 2012) that presents the changes in CL at district level for the project target districts
- b. Action research on the Integrated Area Based Approach and Child Labour Monitoring Systems in Rakai District, Uganda (2012) that document the intervention model of the IABA and identified good practices on it
- c. Emerging good practices from the Integrated Area Based Approach in Uganda

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## II. Scope and Purpose

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### Purpose

22. The main purposes of the final evaluation are:

- a. Determine if the Project has achieved its stated objectives and how and why have been/have not been achieved (i.e. achievements and shortfalls in project implementation)
- b. Identify all relevant unintended changes at outcome and impact levels
- c. Determine the implementation effectiveness and efficiency of the Project
- d. Establish the relevance of the project implementation strategy and outcomes and the level of sustainability attained.
- e. Provide recommendations regarding relevant stakeholders, building on the achievements of the Project in supporting NAP or other institutional framework at local and national level toward the sustainability of the project outcomes.
- f. Identify lessons learned and potential good practice and further documentation (i.e. models of intervention) that should be pursued for upscaling and replication, valid for Uganda, the African region and beyond.
- g. Assess and identify lessons from the cross cutting strategy of involvement of children in design, implementation and evaluation of project interventions.

### Scope

23. The evaluation should look at the project as a whole, including issues of initial project design, implementation, lessons learnt, replicability and recommendations for current and future projects. It should cover 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)
24. The contribution of ILO-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.
25. The evaluation should cover expected (i.e. planned) and unexpected results in terms of non planned outputs and outcomes (i.e. unintended effects). Some of these unexpected changes

could be as relevant as the ones planned. Therefore, the evaluation team should reflect on them for learning purposes.

26. The analysis should identify how and why project achievements have been attained in a specific manner, to learn from the pursued project strategies for future interventions.
27. The evaluation should pay particular attention to two particular themes: a) the implementation of an IABA, and b) the development of a participatory project implementation approach with children as the key actors as implementers and not only as beneficiaries

### **III. Suggested Aspects to be Addressed**

28. The evaluation should be carried out in adherence with the ILO Evaluation Framework and Strategy, the ILO Guideline, the specific ILO-ILO-IPEC Guidelines and Notes, the UN System Evaluation Standards and Norms, and the OECD/DAC Evaluation Quality Standard.
29. The evaluation will address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency, impact and sustainability to the extent possible as defined in the ILO Policy Guidelines for Results-Based Evaluation: Principles, Rationale, Planning and Managing for Evaluations, January 2012

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_168289/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_168289/lang--en/index.htm)

30. Gender concerns should be addressed in accordance with ILO Guidance note 4: “Considering gender in the monitoring and evaluation of projects”

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165986/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm)

All data should be sex-disaggregated and different needs of women and men and of marginalized groups targeted by the programme should be considered throughout the evaluation process.

31. In line with results-based framework approach used by ILO-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.
32. 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/ILO-IPEC Evaluation and Impact Assessment Section (EIA/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.
33. The main categories that need to be addressed are the following:
  - Design
  - Relevance of the project
  - Achievements (Implementation and Effectiveness) of Objectives
  - Potential impact
  - Sustainability

- Special Aspects to be Addressed

#### IV. Expected Outputs of the Evaluation

34. The expected outputs to be delivered by the evaluation team are:

- A desk review of appropriate material
- Preparation of an Inception report centered on the 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.
- Field visit to the project location in the three geographic areas.
- Stakeholder workshops at sub national (3) and national (2) levels, 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
- Final evaluation report including:
  - ✓ Executive Summary with background section, key findings, conclusions, recommendations, lessons and good practices.
  - ✓ 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 (identifying for the last ones to which stakeholders is oriented each one)
  - ✓ Lessons learnt
  - ✓ Potential good practices (including relevant ones from the sub study draft report)
  - ✓ Appropriate Annexes including present TORs, and Standard evaluation instrument matrix (adjusted from the one developed in the Inception report), summary of findings from the sub study draft report

35. 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.

36. 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-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-ILO-IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

37. The final report will be circulated to key stakeholders, including project staff for their review. Comments from stakeholders will be consolidated by the EIA section of ILO-IPEC in 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

38. 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 EIA, 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.
39. 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/ILO-IPEC has developed for documenting and analyzing achievements of the projects and contributions of the projects (Action Programmes) to the project.
40. The evaluation will be carried out using a desk review of appropriate materials, including the project document, work plan, monitoring plan, progress reports, outputs of the project 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 EIA and provided to the Project for input prior to the commencement of the field mission.
41. The evaluation team leader will interview the donor representatives and ILO/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.
42. The evaluation team will undertake field visits to the three project areas for direct action. 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.
43. The selection of the field visits locations should be based on criteria to be defined by the evaluation team. Some criteria to consider include:
  - a. 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
  - b. 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.
  - c. Areas known to have high prevalence of child labour.
  - d. Both, locations next to and locations not so close to main roads
44. The evaluation process will include, at sub-national level, 3 workshops (½-1day) with local stakeholders per each one of the 3 project zones (at the last day of field visits in each zone), a 1 day national workshop with selected youth from the 3 zones and a 1 day national stakeholder's workshop at the end of the whole evaluation process.
45. The youth workshop will cover a qualitative sample of adolescents, 14-17 years old boys and girls, which have had a relevant participation in their communities and districts. The purpose is

to provide room for capturing the perception of the adolescents on child labour elimination, from their own experiences. The workshop will apply a participatory methodology.

46. While all the workshops will be an opportunity for the evaluation team to gather further data, present the preliminary findings, conclusions and recommendations and obtain feedback, the emphasis of the sub-national ones and the youth one will be focus more on gathering data that in presenting findings, conclusions and recommendations from the evaluation team..
47. At the end of the national stakeholders' workshop a short debriefing to the project team and EIA will be done in Kampala.
48. The consultant will be responsible for organizing the methodology of the workshops and definition of participants, with representation of all key stakeholders. The identification of the number of participants of the workshops and logistics will be the responsibility of the project team in consultation with the evaluation team leader
49. 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 evaluation 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.
50. The evaluation will be carried out with the technical support of the EIA section and with the logistical support of the project office in Kampala. EIA will be responsible for consolidating the comments of stakeholders and submitting it to the team leader.
51. 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**

52. Team leader (International consultant):

<b>Responsibilities</b>	<b>Profile</b>
<ul style="list-style-type: none"> <li>• Desk review of project documents</li> <li>• Development of the evaluation instrument</li> <li>• Briefing with ILO/ILO-IPEC-EIA</li> <li>• Telephone interviews with ILO-IPEC HQ desk officer and donor</li> <li>• Technical guidance to national consultant</li> <li>• Undertake field visits in Uganda</li> <li>• Facilitate stakeholder workshops</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 experience in East Africa countries</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 international development experience including preferably international and national development frameworks in particular PRSP and UNDAF.</li> <li>• Fluency in English is essential</li> </ul>

	<ul style="list-style-type: none"> <li>• Experience facilitating workshops for evaluation findings.</li> </ul>
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### 53. National consultant

Responsibilities	Profile
<ul style="list-style-type: none"> <li>• Desk review of project 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 (i.e. participatory methods with youth).</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

54. 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.

55. The timetable is as follows:

Phase	Responsible Person	Tasks	No of days	
			TL	NC
I	Evaluation team	<ul style="list-style-type: none"> <li>○ Briefing with ILO/ILO-IPEC</li> <li>○ Desk Review of project related documents</li> <li>○ Telephone briefing with EIA/DED, donor, ILO-IPEC HQ and ILO regional</li> <li>○ Contact with the case study evaluator</li> </ul>	5	3
II	Team leader and NC w/logistical support by project	<ul style="list-style-type: none"> <li>○ In-country for consultations with project staff</li> <li>○ Consultations with national stakeholders</li> <li>○ Field visits</li> <li>○ Consultations with girls and boys, parents and other beneficiaries</li> </ul>	20	20
III	Stakeholder Workshop	<ul style="list-style-type: none"> <li>○ 4 Workshops with key stakeholders (3 sub national and 1 national)</li> <li>○ 1 Workshop with youths</li> <li>○ Sharing of preliminary findings</li> </ul>	5	5
IV	Evaluation team leader	<ul style="list-style-type: none"> <li>○ Debriefing</li> <li>○ Draft report based on consultations from field visits, desk review, workshops and draft report of the case study report</li> </ul>	5	1
V	EIA/DED	<ul style="list-style-type: none"> <li>○ Circulate draft report to key stakeholders</li> </ul>	0	0

		○ Consolidate comments of stakeholders and send to team leader		
VI	Evaluation team leader	○ Finalize the report including explanations on why comments were not included (if any)	1	0
<b>TOTAL</b>			<b>36</b>	<b>29</b>

#### 56. Summary schedule

Phase	Duration	Dates
<b>I</b>	<b>5 days</b>	<b>10-14 September</b>
<b>II-III</b>	<b>26 days</b>	<b>24 Sept. – 18 Oct.</b>
<b>IV</b>	<b>5 day</b>	<b>22-26 October</b>
<b>V</b>	<b>10 days</b>	<b>29 Oct – 9 Nov.</b>
<b>VI</b>	<b>1 days</b>	<b>14 November</b>

#### 57. Sources of Information and Consultations/Meetings

<b>Available at HQ and to be supplied by EIA/DED</b>	<ul style="list-style-type: none"> <li>• Project document</li> <li>• EIA/DED, ILO-EVAL and UNEG Guidelines</li> </ul>
<b>Available in project office and to be supplied by project management</b>	<ul style="list-style-type: none"> <li>• Work plans</li> <li>• Project Monitoring Plan</li> <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 workshop proceedings or summaries</li> <li>• National Action Plans</li> </ul>

#### Consultations with:

- Project management and staff
- ILO/HQ and regional backstopping officials
- Partner agencies (i.e UN agencies and NGOs)
- 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 process
- National Steering Committee
- 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
- US Embassy staff (i.e. Regional Labor Officers)

#### Final Report Submission Procedure

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

The evaluator will submit a draft report to **ILO-IPEC EIA in Geneva**

ILO-IPEC EIA will forward a copy to **key stakeholders** for comments on factual issues and for clarifications

**ILO-IPEC EIA** will consolidate the comments and send these to the **evaluator** by date agreed between EIA and the evaluator or as soon as the comments are received from stakeholders.

The final report is submitted to ILO-IPEC EIA who will then officially forward it to stakeholders, including the donor.

## **VI. Resources and Management**

### **Resources**

59. The resources required for this evaluation are:

For the evaluation team leader:

- Fees for an international consultant for 36 work days
- Fees for local DSA in project locations
- Travel from consultant's home residence to Kampala in line with ILO regulations and rules

For national consultant

- Fees for the national consultants for 29 days each
- Fees for local DSA in project locations

For the evaluation exercise as a whole:

- Fees for local travel in-country
- Stakeholder workshop expenditures

A detailed budget is available separately.

### **Management**

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

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

### **Design**

Determine the validity of the project design, in particular whether it assisted or hindered the achievement of the project goals as set out in the Project Document.

Assess whether the project design was logical and coherent:

- Were the objectives of the project 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?
- Were the different components of the project (i.e. capacity building, policy and legislation, awareness raising and social mobilization, direct action to beneficiaries, etc.) clearly and realistically complementing each other?
- Have been the time frame for project implementation and the sequencing of project activities logical and realistic?

Analyze whether available information on the socio-economic, cultural and political situation of Uganda was taken into consideration at the time of the design and whether it was reflected in the design of the project.

To what extent have key external factors been identified and assumptions formulated in the Project document? Have the identified assumptions on which the project has been based, proven to be true?

Assess whether the problems and needs were adequately analysed

Does the design of the project take into account the existing institutional arrangements, roles, capacity and commitment of stakeholders (i.e. education, livelihoods, etc.)? Does it fit into existing mainstreaming activities that would impact on child labour?

Have gender issues clearly taking into account in the project design in its components and outcomes?

Has the strategy for sustainability of project results defined clearly at the design stage of the project?

How relevant have project indicators and means of verification been for monitoring and measuring change at outcome and impact levels?

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

Assess whether the project has achieved its immediate objectives.

How has the project responded to positive and negative factors (both foreseen and unforeseen) that arose throughout the implementation process? Has the project team been able to adapt the implementation process in order to overcome these obstacles without hindering the effectiveness of the project?

Examine delivery of project outputs in terms of quality and quantity (within the APs, research projects, and policy projects)

To what extent were rapid assessments, policy papers, discussion documents, and other forms of project research shared with relevant stakeholders and linked to programme activities?

Have unplanned outputs and results been identified and if so, to what extent are significant to achieve project objectives?

Assess the criteria for selecting beneficiaries and implementing agencies for the projects.

Assess the programme monitoring system including the PMP, work plans, processes or systems (i.e. data collecting and processing, analysis and reporting)

Did the ILO-IPEC programme and project partners understand the definitions and their use (i.e. withdrawal and prevented, in the pilot projects) and did the partners have similar understanding of the terminology used? Please assess whether the programme was accurately able to report on direct beneficiaries based on partners' understanding of the definitions/terminology.

Assess the programme's gender mainstreaming activities in the whole project (i.e. national level and direct action -access of girls groups to services and resources)

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?

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

What has been the level of achievement of the program in strengthening the CL National Steering Committee? What were the key factors for it?

Examine the networks that have been built between organizations and government agencies to address child labour on the national, district and local levels.

How effective has the programme been at stimulating interest and participation in the programme at the local and national level?

Assess the extent to which the project has been able to mobilize resources, policies, programmes, partners and activities to be part of the NAP. resources (e.g., by collaborating with non-ILO-IPEC initiatives and other programmes launched in support of the NAP processes thus far)

How has the capacity of the implementing agencies and other relevant partners (at national and local levels), to develop effective action against child labour, been enhanced as a result of programme activities?

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 (i.e. government ownership and implementation of the NAPs)?

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/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 processes.

Assess the quality and extent of dissemination (i.e. utility) of situation analysis and rapid assessments produced for the WFCL and OVC

### **Relevance of the Project**

Assess whether the problems and needs that gave rise to the programme still exists or have changed.

Examine whether the programme responded to the real needs of the beneficiaries and stakeholders at national and sub national zones (i.e. Direct action)

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?

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? Did the programme remain consistent with and supportive of the NAP?

Assess validity of the programme approach and strategies and its potential to be replicated and scaled-up.

### **Sustainability**

Assess to what extent a phase out strategy was defined, planned and implemented (i.e. government involvement and ownership of initiatives designed and implemented by the project).

Assess whether the phase out strategies had been articulated to the project stakeholders

Assess the role played by phase out strategy implemented in supporting that key outcomes would last after the end of project

Assess what contributions the programme has made in strengthening the capacity and knowledge of national stakeholders and to encourage ownership of the programme to partners.

Examine whether socio-cultural and gender aspects were reflected in 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 NAPs.

Analyse the level of private sector / employers' and workers organizations support to the NAPs, within the project activities.

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

Assess the extent to which this project (and its relationship to previous IPEC projects) was successful in development and implementation of the **Uganda NAP owned by the Government and local stakeholders**. In particular consider the following two sub items:

- How far has the project facilitated the inclusion of local institutions in the preparation of the NAP
- In which areas ILO office could provide further support to the NAP after the end of the project?

Analyse the **potential impact achieved in CL in the communities covered in regard to the whole three districts using the district Baseline and Follow-up studies**, the project monitoring data and the –mainly qualitative- data collected by the evaluation team

Assess the documentation and dissemination of models of intervention developed in terms of usefulness for replication and scaling up in Uganda (and in Africa) of the **Integrated Area Based Approach**. Please consider lessons learned and good practices

Assess, the documentation and dissemination of models of intervention developed in terms of usefulness for replication and scaling up in Uganda (and in Africa) of **effective change in the OVC group regarding the CL dimension**,

Assess the project **child participation strategy at design, implementation and evaluation of project interventions and outcomes**. Take on account the perspectives of the following actors: children, parents, teachers and government officers. Please consider lessons learned and good practices.

Assess process and results lessons of **collaboration with other projects** towards elimination of CL; particularly with LEAP/IRC, the CORE Initiative, ILO projects and UN agencies projects (within the UNDAF and One UN approaches)

How has the project addressed the **recommendations of the midterm evaluation?**

## Annex II. Project objectives and outputs

<b>Development Objective: To contribute to the elimination of the worst forms of child labour in Uganda.</b>
<b>Immediate Objectives and outputs</b>
<b>Immediate Objective 1</b> By the end of the project, social and economic policies and legal and regulatory frameworks that form the foundation for actions to combat the WFCL will be reinforced.
1.1. The draft National Action Plan against the WFCL is reviewed and finalized by tripartite partner
1.2. Selected priority legal texts harmonised with the relevant national and international instruments
1.3. The development of additional formal and informal measures to reinforce the existing legal framework to combat the WFCL is supported.
1.4. Key actors responsible for enforcing child labour, child protection and child trafficking laws are trained on ways and means to combat child labour.
1.5. Interdepartmental collaboration within the MGLSD on mainstreaming child labour into other social and economic development plans is strengthened
1.6. Inter-sectoral steering committee to oversee, monitor and coordinate the implementation of the NAP is reinforced
1.7. A task force is created to support continued mainstreaming of child labour concerns into education policies and programmes
<b>Immediate Objective 2</b> By the end of the project, people and institutions at all levels of Ugandan society will be supported to mobilize against child labour through heightened awareness of its negative consequences and increased knowledge of the ways and means to combat the problem.
2.1. Child labour studies and policy papers are produced and diffused.
2.2. Knowledge management systems for sharing information and good practices from past and present child labour and related OVC projects are improved.
2.3. CLM within OVC MIS framework is enhanced.
2.4. Awareness raising for teachers and school administrators about their role in combating child labour is conducted.
2.5. A public awareness campaign on the NCLP and related child labour laws is conducted.
<b>Immediate Objective 3</b> By the end of the project, a multidisciplinary and integrated area-based model of intervention laying the foundation for the establishment of “child labour free zones” at the district level will be created and available for replication throughout the country.
3.1. The IA, localities and priorities for project supported direct action programs are developed and agreed upon among stakeholders.
3.2. IA and district and local government partners’ capacity to coordinate, manage and sustain project supported child labour interventions is enhanced.
3.3. Social service providers’ (vocational training institutions, cooperatives, savings and loans associations, etc.) models of intervention for combating WFCL are strengthened in targeted districts.
3.4. Capacity to monitor child labour (CLM) at the local community and district levels is reinforced.
3.5. 8,438 children are withdrawn and prevented from the WFCL
3.6. 1,250 parents/adult caregivers are economically and socially empowered.

## **Annex III Mid-Term Evaluation Report pages 51-53**

### **EVALUATION CONCLUSIONS AND RECOMMENDATIONS**

#### **8.1 Conclusions**

Ultimately, it is GOU's responsibility to ensure that there is a favorable legal and policy framework to support interventions against child labor. It is also their responsibility to raise awareness and carry out all interventions to end child labor in all its forms and wherever it appears; the project's contribution to make this possible defines its success. The SNAP project is a pilot project to help the country prepare the ground for the implementation of the action plan on child labor. At midterm, there are some achievements but also challenges and lessons that the project can use to shape the remaining period and actualize its goals. While the project has so far made impressive strides to challenge the national-level policies and legal framework to make it responsive to ending child labor, there are clear indications of continuing gaps at the community level, which may warrant changes in present approaches the project is using. Particular attention needs to be made to ensuring that households can sustainably keep their children in school and out of work.

#### **8.2 Recommendations**

##### **8.2.1 Key Recommendations**

Involve the IAs more in awareness raising with a specific focus on their coverage areas. This recommendation may prompt a revision of the IA APSOs, their budget, and an extension of the project by at least 6 months.

On the direct action component, the project needs to rethink the demonstration strategy of the project. It is necessary to determine the extent to which models can be replicated taking efficiency, effectiveness, and sustainability into account. Models should be easy to adapt and contribute to increasing household incomes and/or support for the child in a sustainable manner.

A redesign can be considered to provide scholastic materials to the children for a period of 12 months, while supporting their households to increase their incomes. These households need to be prepared to take over provision of scholastic materials after 1 year. During the second year, households will be expected to cover the cost of scholastic materials but will continue to receive some support in the form of training or other inputs. In the third year, this arrangement is monitored to further support struggling households to cope with this responsibility, before eventually phasing out all support. This recommendation, if adopted, will require a revision of the number of households supported and the project period, which needs to be extended.

The project needs to operationalize its plans for widening its partnership to include ministries of finance, education, agriculture, and local government.

##### **8.2.2 Other Recommendations**

###### **Effectiveness**

The project can consider increasing child participation by integrating child beneficiaries to give testimonies as former child laborers and use artistic expression such as drama and dance to raise awareness on child labor in their communities. This will be possible if IAs are involved in awareness-raising activities along with the employers and workers organizations. Child participation can be strengthened with the involvement of the schoolteachers. This approach can

be strengthened by increasing the use of SCREAM methodologies outside of the school context in communities.

In the short term, the SCREAM methodology can be helpful in improving the teacher-pupil communication and appreciation of each other's concerns without recourse to physical means such as caning, which creates aversion to schooling. Further, and specifically to acts of corporal punishment in project schools, the project should consider revising the DBMR to include corporal punishment as one of the monitoring aspects. If a question is included in the DBMR, the Final Evaluation terms of reference should include corporal punishment as an evaluation aspect, with a specific question to determine the prevalence of the practice and steps taken by the project to combat it.

In the long term, the project should maintain its planned engagement with MOES and the district local government to ensure that the schools within the project area benefit from the School Facilities Grant program, under which improvement of the physical education infrastructure falls

### **Impact**

The project should support harmonizing strategies and cross learning, which are based on good and tested practices. These practices should also be extended to other project components, including direct support to children, IGA support to households, and the vocational skills training component.

Consolidate achievements made so far in raising the awareness and changing the attitude of the district political leadership and senior technocrats. Use this good practice to reach out to the sub counties and community-level structures, mainly the CLCs.

### **Sustainability**

Maintain plans to have political champions marshal support for child labor intentions at local and central government level.

Support the CDO to undertake community mobilization and awareness raising on OVC, including child labor followed by establishing the OVC committee, which should include child labor issues. This committee should take over the roles of the CCLCs. Where possible and as preferred by the beneficiary community, the existing members of the CCLCs can be absorbed into the OVC committee. As much as possible, creation of parallel structures should be avoided; rather, a strengthening and/or rejuvenating of existing and legally recognized but dormant structures should be pursued.

The IAs need to be helped to build synergies and leverage resources from existing and possible partners, including the government and donors, for instance, through the Civil Society Fund. The Civil Society Fund funding criteria cover interventions that potentially contribute to preventing and withdrawing children from child labor.