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“Combating and preventing HIV/AIDS-induced child labour in Sub-Saharan Africa: Pilot Action in Uganda and Zambia”

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This document has not been professionally edited.

NOTE ON THE EVALUATION PROCESS AND REPORT

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

The evaluation was carried out a team of external consultants¹. The field mission took place in December 2008. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

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List of Abbreviations and Acronyms

AIDS	Acquired Immune Deficiency Syndrome
AP	Action programme
CBO	Community based organization
CCLC	Community child labour committee
CHEP	Copper belt Health Education Project
COFTU	Central Organisation of Free Trade Unions
CTA	Chief Technical Advisor
CWACS	Community welfare assistance committees
DCLC	District child labour committee
EI	Education International
HBC	Home based care
HIV	Human Immunodeficiency Virus
IA	Implementing Agency
IGA	Income generating activities
ILO	International Labour Organization
ILO-AIDS	ILO Programme on HIV/AIDS and the World of Work
IPEC	International Programme on the Elimination of Child Labour
JCM	Jesus Cares Ministries
JUNTA	Joint UN Team on AIDS
JWS	Juvenile welfare services
KIN	Kids In Need
LACP	Livingstone Anglican Children's Project
LC	Local councillor
NAP	National Action Plan
NCLP	National Child Labor Policy
NGO	Non-Governmental Organization
NOTU	Ugandan National Organization of Trade Unions
OVC	Orphaned and other Vulnerable Children
PAC	Project Advisory Committee
PLHIV	People Living with HIV
PTA	Parent-teacher association
RA	Rapid Assessment
SCREAM	Supporting Children's Rights through Education, the Art and the Media
SPF	Strategic Programme Framework
TBP	Time Bound Programme for the elimination of child labour
UNAIDS	United Nations Joint Programme on HIV/AIDS
UNICEF	United Nations Children's Fund
US DOL	United States Department of Labor
UYDEL	Uganda Youth Development Link
VCT	Voluntary counselling and testing
VSU	Victim support unit
WHO	World Health Organization
ZCTU	Zambia Congress of Trade Unions
ZRCS	Zambia Red Cross Society

Executive Summary

The Project Combating and preventing HIV/AIDS-induced child labour in Sub-Saharan Africa: pilot action in Uganda and Zambia has sought to develop well tested models for extension within the project countries and replication in new countries. The project was implemented from September , 2004 and is scheduled to end in December 2008. The project was evaluated by an independent international evaluator, one national evaluator in Uganda and one interpreter in Zambia in September and October, 2008.

The project works towards two objectives:

Immediate Objective One: Community based models for assisting HIV/AIDS orphans and girls and boys affected by HIV/AIDS in child labour or at risk of entering child labour, through education and social protection, will have been adopted by relevant national organizations in Uganda and Zambia, and will be available for replication in other countries in the sub-region.

Immediate Objective Two: Policy makers and programme planners in the field of HIV/AIDS and child labour in the sub-region will have mainstreamed tools, policy, recommendations and good practices for dealing with HIV/AIDS and child labour.

The outputs and activities stemming from these objectives include facilitating HIV/AIDS affected children and orphans to access schools, providing vocational training for girls and boys at risk, providing psycho-social rehabilitation and community based protection schemes.

As stated in the Terms of Reference, the primary goal of the evaluation process was to assess the achievements of the project toward reaching its targets and objectives as outlined in the project document. The evaluation considered all activities that were implemented over the life of the project, addressing issues of project design, implementation, lessons learned, replicability and recommendations for a future project.

The project has achieved all of the stated purpose and outputs proposed in the project document. The project demonstrated the importance and effectiveness of addressing the special issues of HIV induced child labour at all levels. The project's greatest strengths lie in modelling the ability to withdraw and prevent child labour among the most vulnerable children, the development of good tools and materials that demonstrate how to engage in this process and contributing to national policies on HIV induced child labour. The tools that were developed are of good quality.

The project was very relevant to the local situation given the high HIV prevalence rates in Uganda and Zambia and the impact on child labour in both countries. The project design was logical and coherent and generally took into account institutional arrangements, roles, capacity and commitment of stakeholders. At national level some capacities and policies that impact on child labour were already in place and provided a sufficiently supportive environment to implement the project. Gender aspects were considered in the project design by mainstreaming gender issues into the outputs. The inclusion of non-core countries in the project design was not entirely realistic. The development of new methods, testing them and developing tools for replication requires much time. Given the short time frame of the project it was difficult to ensure that non-core countries benefited substantially during the implementation period.

Implementing partners, government, employers and workers organizations recognized that mainstreaming HIV induced child labour into initiatives on child labour is possible. Doing so is seen as a good way to keep resources on both HIV and child labour focused on issues that

are strongly related to child well-being, particularly with regards to education. Initial hesitance by tripartite partners during the first year was overcome and their input and recognition of the importance of addressing HIV induced child labour was evident at the time of the final evaluation.

The project was able to contribute to the development of policies, strategies and governance in Uganda and Zambia. The project has worked intensively to obtain district government support from project inception. The project contributed to the establishment of functioning child labour district committees in both countries. The involvement of district level officials as active partners was key to project success.

In Uganda and Zambia employers' and workers' organizations were associated with the project to raise awareness and mainstream child labour and HIV/AIDS issues into their programmes and activities. The employers' and workers' organizations developed policies and strategies as well as facilitated awareness raising on HIV induced child labour.

The capacities of the stakeholders to take action on HIV induced child labour were substantially strengthened. Government officials at national and district level, community child labour committees, teachers, and implementing partners have all benefited from capacity strengthening. Many tools were developed, particularly since the project mid-term evaluation. Training workshops were held with a wide range of stakeholders from government officials to child labour committees and implementing partner staff.

Most of the implementing partners worked hard to achieve project objectives and had a real impact on HIV induced child labour. The project has worked with other UN agencies such as UNICEF and UNAIDS as well as with international NGOs such as the International Rescue Committee. Most of this cooperation was centred on improving the national enabling environment although the project also shared tools that were developed with many other agencies.

The project was able to exceed its targets in terms of the number of children withdrawn and prevented from child labour. The number of children that was targeted for withdrawal or prevention through the project was 3,600 (1,600 for withdrawal and 2,000 for prevention). The number of children withdrawn or prevented from child labour through the project at the time of the evaluation is 5,338 children. Out of these, 2,623 are boys and 2,715 are girls. At the time of the final evaluation, three months prior to the end of the project, a total of 1,076 children had completed vocational training. The vocational training component has been successful and sustainability for most children appears likely. Government schools have become receptive to integrating the highly vulnerable HIV affected children. Absenteeism has generally reduced. Stigma and discrimination against children reintegrating into school has been very limited.

Mainstreaming HIV into the usual child labour projects extends attention from the individual child to their household as a whole. The child in the HIV Induced Child Labour project was supported to access education. Adding psychosocial support placed the child in his/her family and community context. The emphasis on the SCREAM methodology with the focus on relationships and how they influence the impact of HIV on the child contributes to extending the perception of the child as a being who is a part of a larger milieu. Adding IGA supports means the child and the family can also be assisted as a unit.

Development of community based social protection networks was a challenge because of the complexity of creating and supporting such networks. Child labour committees were formed in communities and at district level that functioned well at the time of the evaluation. Support to develop income generating activities and savings groups was a good investment overall with positive outcomes as compared to many similar projects in other parts of the world.

Savings groups are functioning and some are being linked to larger national savings cooperatives and other financial institutions. Psychosocial support methods were developed with promising results.

The project has substantially contributed to the knowledge base on addressing child labour with particular attention to HIV induced child labour. Materials on lessons learned, good practices, mainstreaming attention to HIV in child labour initiatives and other efforts have been disseminated.

Management of the project was difficult in the early stages but the ILO took concrete and successful steps to address them. All of the management issues were resolved after this ILO intervention and staff was dedicated and competent. In Uganda the project was able to build on the experience of IPEC efforts and the contacts that had been established. In Zambia the existence of other IPEC projects contributed to the development of the project throughout implementation. A program officer at Headquarters in Geneva who believed in the project despite the early challenges was also useful.

Sustainability with regard to project initiatives is good overall although ensuring that children will remain in education and out of child labour after the end of the project is somewhat uncertain. The project was successful in raising awareness on the link between HIV and child labour among stakeholders that is likely to be sustainable. The project effectively contributed to sustainability of its actions by ensuring that government policies and strategies include attention to HIV induced child labour. The project partners have acquired capacities on implementing child labour projects. Teachers, counsellors and media specialists have acquired capacities on awareness raising and/or providing psychosocial support that are likely to be sustainable. The project has developed the capacities of trainers who can sustainably continue to provide capacity strengthening using the tools developed by the project.

Summary of Recommendations

1. Provide technical support and monitoring when introducing the new model on mainstreaming HIV induced child labour in additional countries. Extensive dissemination of tools and materials that were developed in the project within the two project countries as well as new countries. Dissemination of tools and materials in new countries needs to be associated with capacity strengthening for implementers so that they can adapt the materials to local circumstances.
2. Further dissemination of the NCLP in Uganda and adoption of the NCLP in Zambia accompanied by advocacy on the implementation of recommendations on HIV induced child labour. In both countries the legislation on child labour and HIV issues needs to be harmonized, disseminated and enforcement capacities strengthened.
3. Coordination of existing government agencies working on HIV and child labour can be further improved to avoid duplication and overlapping of activities.
4. Advocacy to increase funding of HIV induced child labour components in projects on orphans and other vulnerable children and child labour projects could be increased.
5. Associate employers and workers organizations from inception as they have extensive networks and are able to reach relevant stakeholders.
6. Pedagogical training for teachers needs to include learning how to deal with and teach children of different ages and levels in their classrooms. Teachers also need to be trained on handling traumatized children and those who have lagged behind for various reasons including those with disabilities.
7. Additional types of vocational training need to be identified in accordance with local labour market needs.
8. There is a need for continued capacity strengthening as the project was only able to work in four districts in each country, special attention needs to be paid to capacity strengthening of labour officers and inspectors.

9. Training needs to be well coordinated to avoid duplication but still allow for refresher training and continued learning on new approaches
10. Promote IGAs based on existing knowledge and skills of families where possible.
11. Consider assisting community child labour committees to start an IGA to assist in funding activities such as for transport to carry out follow up in households
12. There is a need for a national child labour monitoring system in both countries and a practical monitoring tool for the Child Labour Committees to use.
13. It is important to fully analyse the capacities of implementing partners and their linkages to other stakeholders in the area. It is also necessary to consider that agencies can also change in terms of quality of delivery over time.
14. The key to sustainability and elimination of child labour, particularly HIV induced child labour, is addressing the poverty levels through improving and implementing well functioning social protection schemes and employment generation.
15. Country decent work initiatives, particularly if they include local economic development approaches, need to concentrate on areas of the country with high levels of HIV and child labour prevalence.
16. Ensuring that vulnerable families are aware of and able to access available government social protection schemes should be an important goal at district and community level.

"I am living with my grandmother. I come to school because I want to be independent and to help the people who are looking after me now."
Girl age 14, project beneficiary.

1. Introduction

The Project Combating and preventing HIV/AIDS-induced child labour in Sub-Saharan Africa: pilot action in Uganda and Zambia has sought to develop well tested models for extension within the project countries and replication in new countries. The project was implemented from September, 2004 and is scheduled to end in December 2008. The project was evaluated by an independent international evaluator and one national evaluator in Uganda and an interpreter in Zambia in September and October, 2008.

The project works towards two objectives:

Immediate Objective One: Community based models for assisting HIV/AIDS orphans and girls and boys affected by HIV/AIDS in child labour or at risk of entering child labour, through education and social protection, will have been adopted by relevant national organizations in Uganda and Zambia, and will be available for replication in other countries in the sub-region.²

Immediate Objective Two: Policy makers and programme planners in the field of HIV/AIDS and child labour in the sub-region will have mainstreamed tools, policy, recommendations and good practices for dealing with HIV/AIDS and child labour.

The outputs and activities stemming from these objectives include facilitating HIV/AIDS affected children and orphans to access schools, providing vocational training for girls and boys at risk, providing psycho-social rehabilitation and community based protection schemes including scholarships and assisting in linkages and design of pension and insurance programmes benefiting affected families. The project targeted 3,600 children for withdrawal or prevention of child labour (1,600 for withdrawal and 2,000 for prevention).

The project is implemented in Uganda and Zambia. In addition to the two project countries, 8 non-core countries (South Africa, Tanzania, Ghana, Madagascar, Kenya, Senegal, Malawi, and Cameroon) benefit from information sharing, research and in the future may possibly replicate those models being tested by the present project.³

² International Labour Organization (ILO), International Programme on the Elimination of Child Labour (IPEC), Multi-bilateral Programme of Technical Cooperation) Government of the United States of America, Governments of Uganda and Zambia (July 2004).

³ International Labour Organization (ILO), International Programme on the Elimination of Child Labour (IPEC), Multi-bilateral Programme of Technical Cooperation) Government of the United States of America, Governments of Uganda and Zambia (July 2004).

2. Evaluation Objectives and Methodology

2.1 Evaluation Objectives

As stated in the Terms of Reference, the primary goal of the evaluation process is to assess the achievements of the project toward reaching its targets and objectives as outlined in the project document. The evaluation considered all activities that were implemented over the life of the project, addressing issues of project design, implementation, lessons learned, replicability and recommendations for a future project.

The evaluation specifically:

- 1) Determined if the project achieved its stated immediate objectives (including specific targets) and explained why or why not.
- 2) Assessed the overall and specific outcomes and impacts of the project in terms of sustained improvements.
- 3) Drew lessons from the experiences gained during the period of implementation.
- 4) Showed how these lessons can be applied in programming future activities, existing or planned ILO/IPEC interventions as well as in the broader terms of action against child labour in the context of any future HIV/AIDS related projects.
- 5) Served to document potential good practices, lessons learned and models of interventions that were developed in the life cycle of this project.
- 6) Presented the results so that they can be used as part of strategic planning and possible orientation for further phases of the various projects, including models of interventions.

It is important to stress that the evaluation intended to learn from the past and study how efforts can be further improved in the future. This means learning lessons not only for future projects implemented by the ILO and its partners in Uganda and Zambia but also for other child labour projects including projects that mainstream HIV induced child labour in other countries. The evaluation concentrates on what should be avoided, what can be improved, and what can be added so that the elimination of child labour—particularly in its worst forms and HIV induced—can be achieved more effectively.

2.2 Evaluation Methodology

The evaluation team combined a number of methods to complete a thorough and well-rounded evaluation. The evaluation team first met with senior project staff from the project in Kampala and Lusaka after arriving in each country to finalize the issues to address and obtain their further input into the evaluation process. Locations selected for the evaluation included those with greater and less success in implementation and was adjusted taking scheduling and travel realities into account. The evaluator believes the selection of the sites visited was a fair representation of project implementation.

Project staff provided an overall briefing. Further meetings were held with representatives of the partner NGOs, government official and representatives of workers and employers. Following the initial meetings the evaluation team proceeded to the field. The evaluation team visited stakeholders and observed activities in the schools and communities. The team also held meetings with various government officials involved in project activities.

Unfortunately the evaluation team was not able to visit some key sites because of time limitations. Representatives from sites that could not be visited were interviewed in Kampala and Lusaka cities and included in the stakeholder workshops. They were provided with an opportunity to provide input individually and in groups during the workshop.

The stakeholders' workshop concentrated on identifying further successes, challenges and ways to address gaps as identified by all the stakeholders. Input during the workshop was especially important as the time allotted to field visits was less than 4 days in each country. The evaluation team developed a special methodology to allow for the maximum generation of views and ideas for future projects. The evaluation team also shared some brief initial observations with the participants. Following the workshop, the evaluation team briefly discussed the overall conclusions of the workshop and the evaluation. The project team provided every support that they could despite their busy schedules. The evaluation team perceived the evaluation process as a joint and participative effort to identify the key conclusions that could be drawn about each of the project areas. The evaluation team however remained independent and adhered to the principles of independent evaluation. Some constraints to the evaluation were experienced in that certain documents from the initial phase of the project under the first CTA were no longer available and could not be studied Project Design and Relevance

Although the final evaluation concentrates on results after the mid-term evaluation it is important to note that the design and start up of the project had a continued influence on project implementation. The project had only been implementing direct actions for four months at the time of the Mid-term Evaluation and some design issues were only apparent in later stages. A brief discussion of major issues regarding the relevance of the strategy and design are important to understand the achievements of the projects and the challenges faced.

The project was very relevant to the local situation given the high HIV prevalence rates in Uganda and Zambia and the impact on child labour in both countries.⁴ At national level some capacities and policies that impact on child labour were already in place and provided a sufficiently supportive environment to implement the project. The project contributed to further strengthening capacities at national and district level, specifically as related to HIV induced child labour.

Local capacities, particularly at the level of the implementing partners, were highly variable. The project design primarily considered HIV and child labour presence in the choice of project districts as opposed to the availability of local implementing partners with good capacities. The selection of implementing partners was partially influenced by their presence in the districts selected in the project design.⁵ Some implementing partners were very experienced in child labour and/or HIV and had adequate management capacities. Others were able to absorb project efforts to provide capacity strengthening on child labour and/or HIV easily and were able to implement actions. A few implementing partners had less experience or were hampered by internal management shortcomings and had more difficulties to attain project objectives. The availability of good implementing partners in the project districts could have received more emphasis in the project design.

The proposal was originally designed as a pilot action research project that included input from tripartite representatives during a workshop on the impact of HIV/AIDS on child labour

⁴ The project document cites the prevalence rates of HIV and also provides available data on child labor to the extent that it was available in both countries. International Labour Organization (ILO) International Programme on the Elimination of Child Labour (IPEC) Multi-bilateral Programme of Technical Cooperation Government of the United States of America Governments of Uganda and Zambia (July 2004).

⁵ International Labour Organization (ILO) International Programme on the Elimination of Child Labour (IPEC) Multi-bilateral Programme of Technical Cooperation Government of the United States of America Governments of Uganda and Zambia (July 2004).

in Sub-Saharan Africa, Lusaka, held in May 2003 but substantial input from the target beneficiaries at national, district and community level was not obtained during the project design period. Input from the target beneficiaries was expected during the initial development of the project strategies and actions in upstream and downstream components.⁶ National stakeholder's workshops to design the Strategic Programme Framework (SPF) were held in Uganda and Zambia only in the second six month period after project start up.⁷ In fact, due to serious problems during the first year of implementation, participative input into the design of actual implementation was limited.⁸

The assignment of an International consultant from Feb to June 2006 and consequently appointment of new CTA in August 2006 served to address most of the challenges that resulted from the actions undertaken during the first year. The SPF and other project data could not be located so the evaluator could not assess the SPF or other detailed input from the first year. This lack of information resulted in some delays when the new CTA joined the project because she needed to check information which could otherwise have been readily available. This situation did not, however, significantly affect project implementation. During the first year no project monitoring plan was developed which initially hampered a key output required under any pilot project, i.e. the gathering of adequate documentation on implementation.

The new CTA was able to obtain only limited participation in the design of the actions. In fact, when designing a pilot action a difficult balance needs to be found between the attainment of research objectives—in this case the development of a model—and obtaining possibly variable participative input. Great variation in the approaches, particularly when used in the different action programs, could lead to difficulties in interpreting the overall results. The project did develop a template for the action programs that was sufficiently consistent to be able to draw comparisons and conclusions to assess the model.

Gender aspects were considered in the project design by mainstreaming gender issues into the outputs. Educational services, training materials and awareness raising were to be gender sensitive and address gender biases. An overview of key potential partners is included for each of the project countries in the project document. The project linked well to other child labour projects and activities in Uganda and Zambia.

The project design included some available information on the socio-economic, education, cultural and political situation in Uganda and Zambia. The information was supplemented by a Knowledge Attitudes and Practices study in Uganda and a Rapid Assessment in Zambia.

The project design was logical and coherent and generally took into account institutional arrangements, roles, capacity and commitment of stakeholders. The project purpose, objectives and outputs were mostly realistic although some outputs needed to be revised.

Some interviewees noted that the design needed to include more attention for reducing and preventing child labour of secondary school students. Most of the attention of the project was oriented to primary schools and the development of vocational training options.

The inclusion of non-core countries in the project design was not entirely realistic. The project document states: *"The project will carry out research in at least two non-core countries to identify existing good practices in projects, programmes and policies, thereby expanding the set of*

⁶ Upstream: enabling environment at national, provincial and district level. Downstream: direct actions aimed at beneficiaries in communities and awareness raising.

⁷ International Labour Office – IPEC (September 2005).

⁸ As a result of the actions of a Chief Technical Adviser (CTA) during the first year of the project who had little understanding of the issues.

*models and examples that will inform programmes across the sub-region.”*⁹ As already stated, the development of new methods, testing them and developing tools for replication requires much time. Given the short time frame of the project it was difficult to ensure that non-core countries benefited substantially during the implementation period. The project did produce a range of useful tools that can be used by non-core and other countries on mainstreaming initiatives and methods on HIV induced child labour. These tools were shared at a workshop but the project was unable to carry out extended research in non-core countries as originally planned.

The project staff found that some of the indicators were difficult to measure and a project revision in July 2007 allowed for changes. The indicators that were changed related to measures of the integration of project recommendations on policy and activities in other programs. The project staff noted that it was difficult to accurately measure the number of organizations and actions that had been influenced. The evaluation team noted that a large number of copies of tools were distributed and awareness was raised using a range of methods. The extent to which other agencies might implement policies, strategies and concrete actions was correctly identified as not verifiable.

The time frame for the project implementation was underestimated, particularly taking the difficult first year start up into account. Interviewees during the evaluation were adamant on this issue. While it is true that evaluators commonly note that time for implementing a project was insufficient, in this case the duration was especially problematic. A pilot project that needs to develop new methodologies needs more time than a traditional project. Designing new approaches, testing and adapting action research activities, documenting results and developing tools is very time consuming. While at the level of the upstream activities the available time was closer to sufficient, for the direct actions with beneficiaries the time was underestimated. The actual implementation of most direct actions with beneficiary children was 18-24 months, too short to ensure very good sustainability (See Section 10). As one interviewee stated: *“It is an experimental program which is not a good thing for the community if it is too short! By the time everyone understood the project it was already time to close.”*

The sequencing of project activities was logical but not always realistic. The identification and related assessment of capacities of the implementing partners needed more time. In fact, some of the implementing partners were not adequately selected and assessed during the start up year under the first CTA. The effects continued to be problematic throughout the project despite the best efforts of the new CTA and dedicated project staff to lend support to all the implementing partners. Given the fact that the approaches were new, particularly with regard to the direct actions, the preparation of the Action Program proposals was also more time consuming than envisaged. Future pilot projects need more time to prepare the implementing partners, strengthen their capacities, and develop the quality of the education in the schools and centres where children will be integrated. Efforts could be undertaken such as provision of materials and equipment that are missing, such as good blackboards, learning materials, etc. Teachers who are trained to use the SCREAM awareness raising packages can learn how they can apply similar methods in other lessons.

Although the current project is not part of the US Department of Labor financed Education Initiative, improving the quality of education in the schools and centres would have benefitted the children. Implementing partners, district child labour committees and community child labour committees often commented on the importance of quality education to ensure that children go to and stay in school.

⁹ International Labour Organization (ILO) International Programme on the Elimination of Child Labour (IPEC) Multi-bilateral Programme of Technical Cooperation Government of the United States of America Governments of Uganda and Zambia (July 2004).

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The Action Programs (AP) designed under the project provided clear linkages and complemented each other regarding the project strategies. The design did not, however, include a well designed plan on how tripartite partners should be involved. Due to time and budget constraints some APs were limited, particularly the awareness raising activities implemented by the Employers and Workers Organizations. A larger role for Employers and Workers Organizations could have increased synergy of the actions at district and community level.

Some interviewees noted that the situation of children who enter child labour due to HIV issues are quite different from each other. Children who are affected by HIV tend to be more emotionally traumatised than other working children and the project took this into account by developing psycho-social support in the schools. Interviewees indicated that the design could have taken these differences more into account. The evaluation team, however, is of the opinion that under this initial pilot project overall approaches could only be developed due to the limited time, financial and other resources. If implementers have good capacities they can adapt the tools that were developed under the project because these are sufficiently flexible to allow for adaptation to different types of children.

The strategy for sustainability was clearly stated in the project document and the project was able to implement many of the approaches indicated. As will be discussed in Section 10 it should be stated that, while at the upstream level, sustainability is likely to be good, at community level the ability of children to remain in school is somewhat uncertain.

3. Implementation and Effectiveness of Support to the Enabling Environment

The project demonstrated the importance and effectiveness of addressing the special issues of HIV induced child labour at all levels. The project has achieved all of the stated purpose and outputs proposed in the project document. In Uganda the project was able to build on the experience of IPEC efforts and the contacts that had been established. In Zambia the existence of other IPEC projects contributed to the development of the project throughout implementation. A program officer at Headquarters in Geneva who believed in the project despite the early challenges was also useful.

Initial hesitance by tripartite partners during the first year was overcome and their input and recognition of the importance of addressing HIV induced child labour was evident at the time of the final evaluation. Most of the implementing partners worked hard to achieve project objectives and had a real impact on HIV induced child labour. The project has worked with other UN agencies such as UNICEF and UNAIDS as well as with international NGOs such as the International Rescue Committee. Most of this cooperation was centred on improving the national enabling environment although the project also shared tools that it developed with many other agencies.

3.1 *Nation Policy, Strategy Development and Governance*

The project was able to contribute to the development of policies, strategies and governance in Uganda and Zambia. In Uganda the project contributed to the inclusion of HIV induced child labour in the National Child Labour Policy document. In fact, the 49 page policy document includes no fewer than ten references to HIV issues as they relate to child labour

and steps that need to be taken to address it.¹⁰ The project contributed to ensuring that child labour and related HIV issues are reflected in a range of other policy documents and plans of actions such as the recent adoption of the National Policy on HIV/AIDS and the World of Work (July 2007)¹¹. The project continues to work towards the inclusion of HIV induced child labour in the National Action Plan that is currently under development. The adoption and full implementation of the National Action Plan is still a challenge and it is unsure if it will be adopted prior to the closing of the project. The project ensured that the child labour component is reflected in the Joint UN Team on AIDS (JUNTA) framework milestones and budget.¹² Key aspects include supporting the development of the National Child Labour Policy (NCLP).¹³

The project is also working to ensure that HIV induced and all other forms of child labour are included in the current revision of the Uganda poverty eradication plan, now to be called the national development plan. The project is a member of the “social development sector group” which brings all the partners on board on social issues. The project is, further, contributing to the ILO and Uganda Decent Work Country Programme. In Zambia the project was able to effectively contribute to the mainstreaming of HIV/AIDS issues in the 2006 National Child Labour Policy (NCLP) which is currently pending adoption by parliament. As in Uganda, the project faces the challenge of ensuring that the National Action Plan (NAP) by the Ministry of Labour and Social Security is adopted prior to project closing. The process to develop the action plans in both countries is long although progress is slowly being made.

The National Steering Committee in both countries met more regularly after the mid-term evaluation at the rate of three to four times annually. As the National Council for Children representative of Uganda stated, *“It is difficult for people to attend such meetings as the same people are on all the committees and they do not have time.”* The meetings are important, however, as the Steering Committee is responsible for approving Action Programs. Willingness to attend such meetings can be a measure of the success of the project linkages to key actors on the committee.

In Uganda there was confusion during the first year of the project as it appeared to members of the Steering Committee that it was moving in a different direction as compared to other IPEC projects. The project appeared to concentrate almost solely on direct action implementation. Interviewees from the government, employers and workers organizations in both countries all complained that initially their role was unclear and appeared almost unnecessary. After the new CTA joined and the role of the project was more clearly defined, committee members were more motivated and interested. Improvements noted in the number of meetings and attendance in National Steering Committee meetings are a reflection of overall improved relationships with the member representatives. As one interviewee from another development agency stated: *“The (new) CTA gave the ILO back the dignity that it deserves. That to me is very important as an agency because we can get jointly advocate to get things on the table.”*

¹⁰ Ministry of Gender, Labour and Social Development (November, 2006). National Child Labour Policy. Kampala: Government of Uganda.

¹¹ Combating and preventing HIV/AIDS induced child labour in Sub-Saharan Africa: pilot actions in Uganda and Zambia Project (2008a).

¹² Combating and preventing HIV/AIDS induced child labour in Sub-Saharan Africa: pilot actions in Uganda and Zambia Project (2008a). Joint UN Programme of Support for AIDS in Uganda. (2007)

¹³ Combating and preventing HIV/AIDS induced child labour in Sub-Saharan Africa: pilot actions in Uganda and Zambia Project (2008a).

Other Ugandan policy and legal framework developments include the drawing up of a list of hazardous labour for children that is expected to be formally recognized by the government; the passing of a labor act that specifically prohibits the employment of children in 2007 and the passing of the Occupational Safety and Health Act in 2006/7 and which requires employers employing children above the minimum age to register and keep records of the employment of children. This also applies to the informal economy.

In Uganda the project was able to gradually increase collaboration with the Ministry of Gender, Labour and Social Development as well as the Ministry of Education and Sports, Employers and Workers Organizations. In Zambia the project similarly increased collaboration with the Ministry of Labour and Social Security, Ministry of Education, Employers and Workers Organizations. The project staff participated in joint meetings on a range of issues such as policy and national policy. In Zambia the project financed a mini-action through the Ministry of Education to train teachers to integrate the SCREAM awareness raising materials in their lessons plans. The employers and workers organizations in both countries implemented small actions on awareness raising and training on HIV induced child labour with their membership (See Section 4.3 for details).

In Uganda the Ministry of Gender, Labour and Social Development, Child Labour Unit and the National Council for Children are key project partners. The Child Labour Unit is very small, consisting of one person who also has other duties and, according to several interviewees, needs to be restructured. Fortunately, the issue of child labour finds a champion in one of the personal secretaries in the ministry who has pushed the child labour policy through parliament with the support of the partners. The Child Labour Unit has also been in charge of the secretariat to coordinate of the finalizing of the draft national child labour policy. The National Council for Children is responsible to coordinate and monitor all programs and policies on child survival, protection, and participation. The Department of Youth and Children has more staffing, resources and a structure that spreads to districts and sub counties through community development officers, probation officers and community development assistants. The Department of Youth and Children would be most suited to host the child labour unit. This department is already hosting the OVC secretariat that is visible both at national and district level and would provide a good opportunity to mainstream CL and upscale lessons learned across the country.

The relationship of the project with the Zambian Ministry of Education improved over the life of the project but further cooperation, particularly to support the integration awareness raising and improvement of quality of education efforts, is recommended.

Next steps Uganda would include the further dissemination of the National Child Labour Policy accompanied by advocacy on the implementation of recommendations on HIV induced child labour. In Zambia the adoption dissemination of the National Child Labour Policy will be important. Some interviewees pointed out that senior politicians are often still unconvinced and/or confused about the difference between child work and child labour. Ensuring that all government ministers, members of parliament and the police force are well informed about the National Child Labour Policy and relevant legal framework is important so that they can be fully implemented and enforced.

In both countries the legislation on child labour and HIV issues needs to be harmonized and enforcement capacities strengthened. Additional research on child labour is needed to increase understanding of ways to address different specific types of child labour. A national monitoring system on child labour also needs to be developed that is strongly linked to community and district level child labour committees. Such committees can provide useful input into monitoring systems.

Coordination of existing government agencies working on HIV and child labour can be further improved to avoid duplication and overlapping of activities. Currently most efforts to address HIV induced child labour are channelled through child labour projects. Advocacy to increase funding of HIV induced child labour components in projects on orphans and other vulnerable children and child labour projects could be increased. Further increasing coordination of child labour projects with the Ministry of Education and Ministry of Local

Government is also recommended so that more emphasis is placed on improving quality of education as a means to reducing child labour.¹⁴

3.2 Provincial, District and Community Level Policy, Strategy Development and Governance

The project has worked intensively to obtain district government support from project inception. The project contributed to the establishment of functioning child labour district committees in both countries. The involvement of district level officials as active partners was key to project success. In some locations collaboration between the Implementing Partners and district officials was so well developed that the Implementing Partner was asked to chair the District Child Labour Committee.¹⁵ During a support mission the country program coordinator observed, however, that there was a risk to sustainability of the committee because the committee mostly discusses project matters. The CPC correctly advised the committee that they could build on this opportunity of the existing good level of participation to address other matters on child labour. Unfortunately the evaluation team was unable to visit all of the districts in the project so it was not possible to determine the extent of well functioning district committees in all of the project intervention sites.

The project provided awareness raising activities and capacity strengthening to address HIV induced child labour within districts and communities. In Zambia the Ministry of Labour and Social Security has mainstreamed the creation of the district child labour committees in the four districts where the project is being implemented.¹⁶ One of the future challenges is to ensure that district child labour committees are created and functioning in all districts in Uganda and Zambia. Continued follow up and capacity strengthening of district child labour committee members will also be important to ensure that they remain motivated to work on the issues. This is particularly essential so that continuity is assured in the common situation of frequent reassignment of government staff in both countries.

In several project districts addressing child labour has been integrated in the district development plan partially as a result of advocacy by the project and Implementing Partners. One of the challenges at district level is, however, the lack of financial and human resources to address the issue of child labour. As one labour officer pointed out *“We have integrated this in the work plan and budgets but that does not mean that we will actually be able to get that money! It is really difficult and is one of our biggest challenges.”* District child labour committees face difficult odds to achieve their goals because of a lack of a sufficiently supportive legal framework and difficulties in enforcing existing laws. Supporting the development of ordinances and bylaws at local levels is recommended because these can contribute to eliminating child labour. Well targeted ordinances and bylaws will not be sufficient to overcome the challenges but their dissemination in communities can at least improve awareness of local government positions on the issues.

Most district labour officers have been associated from an early stage in project implementation which has resulted in good commitment to the issues. The ability of district labour officers to implement and sustain initiatives on child labour is, however, variable in both countries. The labour officers have multiple duties and their offices usually consist of only one or two individuals at district level. While they are usually willing to support the actions their ability to implement and enforce policies, laws, and regulations is primarily limited by lack of time and transport. In Uganda, for example, labour officers and inspectors

¹⁴ Quality of education contributes to reduced child labour by encouraging parents to become convinced that the investment needed to keep a child in school is useful and a better alternative than sending a child into labour.

¹⁵ e.g., in the case of the Zambian Copper belt Health Education Project and the Livingstone Anglican Children's Project.

¹⁶ Combating and preventing HIV/AIDS induced child labour in Sub-Saharan Africa: pilot actions in Uganda and Zambia Project (2008b).

are financed through local revenues which are often very limited. Several Implementing Partners indicated that the moral support provided by the labour officers was very useful. Naturally moral support alone can only go so far.

In both countries some awareness raising and capacity strengthening activities were implemented for district stakeholders to orient them on HIV, child labour and the relationship between the two. In Zambia the Ministry of Labour provides some financial support to the District Child Labour Committees although it is very limited. The District Child Labour Committees interviewed for the evaluation indicated their commitment to actions on child labour in strong wording. In the district of Luanshya in Zambia, for example, almost all members of the committee attended the interview and expressed strong interest in the issues of HIV induced child labour and child labour overall. In Luanshya district the committee developed community child labour committees in each of the district zones. In Livingstone in Zambia, the committee also developed a local monitoring system on child labour. The committees expressed satisfaction with the project and the Implementing Partner working in their district. District Child Labour Committee members did point out that the root causes of child labour need to be addressed more assertively. The members point to the fact that the major root cause is poverty although there are linkages to cultural practices such as early marriage. Young girls in poor families are married at a very young age so they provide labour to their new family.

3.3 Employers and Workers Organizations

In Uganda and Zambia employers' and workers' organizations were associated with the project to raise awareness and mainstream child labour and HIV/AIDS issues into their programmes and activities. Employers' and workers' organizations were only directly associated with the project after the new CTA joined so it was initially difficult to obtain their cooperation. Their role had been unclear during the first year of project implementation. As employers and workers organizations representatives are used to the tripartite working methods of the ILO they had been disappointed in that early stage of the project. Fortunately, the project staff was able to associate them in a positive sense and results were ultimately good. As one workers representative noted: *"We have now established a good working relationship and plan to build on that with the ILO on child labour in the future."*

Further opportunities to associate employers and workers on child labour in general but HIV induced child labour in particular exist and should be taken. The Federation of Uganda Employers (FUE) developed guidelines on child labour for their members. The Federation also adapted the IPEC training manual on child labour and HIV/AIDS to its environment. They also developed several awareness raising materials such as posters and brochures for their members. One employers' organization representative stated: *"It was a worthwhile intervention because people did not know that there was an issue of HIV and link to CL. We needed to really make the employers aware."* Such statements are interesting because they also indicate that the employers' federation staff themselves have also become well aware of the issue.

The HIV induced child labour training manual was used by the Ugandan National Organisation of Trade Unions (NOTU) and Central Organisation of Free Trade Unions (COFTU) as a basic tool at awareness raising workshops.¹⁷ The Ugandan unions conducted workshops for district administrations and municipal councils and developed their own child labour policy. As one Ugandan workers' representative stated: *"HIV induced child labour is not one person's affair but everyone's problem."* The Zambia Federation of Employers (ZFE)

¹⁷ Combating and preventing HIV/AIDS induced child labour in Sub-Saharan Africa: pilot actions in Uganda and Zambia Project (2008a).

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and the Zambia Congress of Trade Unions (ZCTU) also conducted awareness raising activities using the project training manual with their membership and local partners.¹⁸ Some workers representatives also found a “*remarkable improvement in collaboration and planning among the people attending the training.*” The federations in Uganda even joined together to prepare a letterhead showing both their logos that they use to write letters on issues of joint importance.

According to one interviewee, the late association of the unions did have an effect on the follow-up of the actions that were undertaken because the project is already coming to an end. As another said: “*We should have been associated earlier, we have to build up awareness and that takes time. You can’t just put in a focal point and leave.*”

Funds for replication of efforts are available in limited amounts among employers’ organizations but almost absent in the case of the unions. The federations of workers only receive funds from their affiliates and not directly from members so their financial resources are very limited. In Uganda one federation that includes many civil service members has also been affected by the restructuring of the civil service and retrenching in private companies losing over 10,000 members. At the same time, another union representative noted that his union was able to recruit more members by showing how workers can participate in such actions as on child labour.

Employers’ organization representatives noted that much more awareness raising needs to be done, particularly for chief executives. As ILO experience in other HIV in the workplace projects indicates, ownership at the top level of companies is essential to ensure that concrete steps are taken regarding all HIV issues.¹⁹ Linking the efforts to other HIV in the workplace efforts is essential to ensure a comprehensive approach to addressing HIV induced child labour. In Uganda and Zambia linkages to workplace programmes on HIV need to be up scaled and integrated.

3.4 Capacity Strengthening

The capacities of the stakeholders to take action on HIV induced child labour have been substantially strengthened. Government officials at national and district level, community child labour committees, teachers, and implementing partners have all benefitted from capacity strengthening.

Many tools were developed, particularly since the project mid-term evaluation. Training workshops were held with a wide range of stakeholders from government officials to child labour committees and implementing partner staff.

Overall staffing of the project was limited and no specialist on capacity strengthening of Implementing Partners was allocated to the project. Given the fact that the subject area of the project, HIV induced child labour, was new to the Implementing Partners (IP) it would have been advisable for the project to have at least one part time specialist for capacity strengthening. Some of the IPs stated that they had difficulties initially understanding the project and needed guidance. The capacities of others were not adequate to implement a complex new pilot project and would have benefitted from more in-depth support in the early stages. Some IPs stated that they learned a great deal from working on this project, particularly on HIV induced child labour and how to plan and implement actions in a

¹⁸ Combating and preventing HIV/AIDS induced child labour in Sub-Saharan Africa: pilot actions in Uganda and Zambia Project (2008b).

¹⁹ Confirmed by a recent cross country study of ILO HIV in the Workplace projects financed by US Department of Labour. Witherite and Zegers, (2008).

streamlined manner. As one interviewee stated: *“We gained a lot of experience from this and we also really learned a lot about things that are happening in these areas of the country.”*

The need for continued capacity strengthening is clear as the project was only able to work in four districts in each country. At district level the need for upscaling capacity strengthening of labour officers and inspectors is evident. The formation of additional district committees will automatically mean that capacity strengthening will be required to ensure that they can take up their tasks effectively. Training also needs to be well targeted so that it meets the exact needs of the different stakeholders. Stakeholder groups can also be encouraged to adapt tools developed by the project to suit their particular needs as has been done by an employers' federation in Uganda. Training needs to be well coordinated to avoid duplication but still allow for refresher training and continued learning on new approaches that are developed over time. Follow up will be needed to ensure that committees remain motivated to address the issues.

Almost all interviewees at national level as well as the Implementing Partners mentioned the usefulness of exchange trips between Uganda and Zambia to view project progress and activities. Government representatives, employers and workers organization representatives noted the importance of linking together in ways that they had never envisaged before. The sharing of experiences, lessons learned and good practices was particularly viewed as valuable and added to their capacities to implement initiatives on child labour.

4. Direct Action Implementation Process and Results

The project has been effective in achieving its direct action program results and the project immediate objectives overall. Direct actions were implemented including to:

- withdraw and prevent children from child labour
- sensitize of the general public through the media
- implement a rapid assessment in Zambia and a knowledge, attitudes and practice study in Uganda
- train trainers on using the special SCREAM methodology in HIV induced child labour
- awareness raising and capacity strengthening in districts, among employers and workers

4.1 Overview of Number of Children Withdrawn and Prevented from Child Labour.

The number of children that was targeted for withdrawal or prevention through the project was 3,600 (1,600 for withdrawal and 2,000 for prevention). The number of children withdrawn or prevented from child labour through the project at the time of the evaluation is 5,338 children. Out of these, 2,623 are boys and 2,715 are girls.

Uganda

	Male	Female	Total
Withdrawn	750	706	1,456
Prevented	677	809	1,486
Total	1,427	1,515	2,942

Zambia

	Male	Female	Total
Withdrawn	594	560	1,154
Prevented	602	640	1,242
Total	1,196	1,200	2,396

(Information courtesy of Combating and preventing HIV/AIDS-induced child labour in Sub-Saharan Africa: Pilot Action in Uganda and Zambia project)

The coverage of the direct beneficiaries under this project is good for a pilot project but it is important to note that the actual number of children and families requiring assistance is overwhelming.²⁰ Mainstreaming the pilot experiences is vital to increase reach. In Luanshya district in Zambia, for example, the District Child Labour Committee estimates that there are at least 26,000-30,000 HIV orphans and other vulnerable children so the need is very great.

4.2 Selection of Action Program Implementing Partners and Start-Up

Little information is available about the selection of the IPs because it was mostly already completed when the existing staff joined the project. Documentation on the selection process was unavailable so could not be analysed.

The action programs had not been approved by the time the first of the current staff joined the project because ILO Headquarters had reservations about some of the proposals which did not meet requirements. Several of the action programme proposals needed to be substantially revised which delayed start-up. Most of the action programmes were finally approved after the departure of the first CTA. The bridging period between the two CTAs from February to June 2006 was filled by an International Consultant whose first task was to review the Action Programmes and incorporate a strong component on social protection. All APs (5 in Uganda and 3 in Zambia) were approved in May 2006 and implementation started in June/July 2006.

Some of the implementing partners appeared to lack the necessary capacities to fully implement their proposals. In fact, after approval, some of the implementing partners were found to lack the capacities or efficient structure to adequately implement the actions.²¹ The project staff ultimately had to provide intensive capacity strengthening and, in one case, hire a consultant to do an agency analysis to determine whether the project should continue to support the implementing partner.

One of the lessons learned from the selection of implementing partners was that it is important to fully analyse their capacities and their linkages to other stakeholders in the area. It is also necessary to consider that agencies can also change over time in terms of quality of delivery. In the case of one implementing partner, initial assessment indicated that it was a good NGO but staff turnover and decreased funding sources resulted in drastic changes in

²⁰ According to many interviewees including parents. Also, combating and preventing HIV/AIDS induced child labour in Sub-Saharan Africa: pilot actions in Uganda and Zambia Project (2008a).

²¹ In the case of one NGO heavy micro-management by the central headquarters in Lusaka impeded efficient implementation by staff in the field.

capacities. New staff was hired that had not been involved in the design of the action programme so they were not well versed in the context and implementation process.

4.3 Awareness Raising

One of the project's greatest achievements is the raising of awareness among stakeholders about child labour in general but also particularly on the link between HIV and child labour. Awareness raising efforts accelerated during the latter stages of the project, particularly after the mid-term evaluation, when effective tools were designed and published. Many of the tools that were developed served a dual purpose of awareness raising and providing concrete information on how to implement initiatives on HIV induced child labour.²² The tools could thus be integrated and used in workshops to raise awareness and provide capacity strengthening on implementation at the same time. The tools that were developed included:

- a special module on HIV, AIDS and Child Labour as part of the ILO Supporting Children's Rights through Education, the Art and the Media (SCREAM) methodology
- a training manual on child labour and HIV
- a paper on enhancing social protection efforts to alleviate HIV induced child labour
- handbook on mainstreaming HIV/AIDS into child labour initiatives
- teachers manual on psycho social support (Zambia)
- emerging good practices of the community based models in Uganda and Zambia

The results of the Knowledge, Attitudes and Practices Study in Uganda and the Rapid Assessment in Zambia were also useful to raise awareness. The studies were used to provide background information particularly when discussing with decision makers in government, with employers and workers organizations. Some of the findings were also used to inform the tools that were developed in the project.

Decision makers who were interviewed expressed good understanding of the impact of HIV on the prevalence of child labour and credited the project for their knowledge. Decisions makers also expressed commitment to address and support initiatives on HIV induced child labour. An important caveat, however, is that they usually also expressed frustration at the lack of all types of resources to ensure that child labour is effectively addressed in both countries.

The tools that were developed are of good quality. Presentation styles in the handbooks and modules are clear with concrete and actual examples from experience accompanied by detailed guidelines for implementation. One educator noted: "*the ILO has done a tremendous job producing these books*". A small drawback is that the training manual on HIV and child labour has a few statements that make it appear to be primarily oriented for use in Uganda instead of being useful in a range of countries. It should also be noted, however, that two interviewees from Uganda and Zambia suggested that the materials be translated back to their own country situation. They stated that the tools became quite general once fully developed because they are supposed to serve as a model to many countries. The degree to which implementers can adapt tools, within Uganda and Zambia as well as in other countries, often depends on the ability of the individuals to do so. For this reason it is important that capacity

²² See Annex 4 for references: Combating and preventing HIV/AIDS induced child labour in Sub-Saharan Africa: pilot actions in Uganda and Zambia. (December 2006); Equilibria Research Associates (2007); International Labour Organization, International Programme on the Elimination of Child Labour (IPEC). (July 2006); International Labour Organization, International Programme on the Elimination of Child Labour (IPEC). (March, 2007); International Labour Organization, International Programme on the Elimination of Child Labour (IPEC). (January, 2008a). International Labour Organization, International Programme on the Elimination of Child Labour (IPEC). (February 2008).

of implementers to use and adapt tools is strengthened in the countries where they are disseminated. As one interviewee pointed out: *“The information is so good that people enjoy it but there is so much information to deliver that it is a challenge for people to absorb and use it all.”*

Although the project was able to achieve good results on awareness among key stakeholders much more needs to be done to reach a wider audience. The project did associate media specialists to reach the general public. As with other project initiatives the media project partners indicated that they should have been associated from the very beginning of the project so that they could lay the groundwork for awareness. Unfortunately their association was only rendered concrete well into the project although media collaboration was cited as a key project success in the end of evaluation workshops. The media project partners worked hard to access airtime and promote the publication of articles on child labour in general and HIV induced child labour in particular. The media project partners noted that it was very difficult to obtain such access to the media as the ILO has a policy not to pay for airtime. As a result they had to create situations so that the media would cover stories that might be of interest to their audiences for free. In one case, for example, they associated the media to cover the Uganda-Zambia exchange trip of project stakeholders. In Uganda the media project partner was also able to gain access to a popular television program on children in which they were able to integrate a presentation on child labour. The partner reported that the program was given an award for the attention that they gave to this subject.

While the efforts undertaken by the media partners to gain access to publications and other media were creative and laudatory they could still be much improved. Most of the media coverage was in news reporting or documentary form because of the problem in paying for airtime. Even rural radios noted that they are commercial and cannot air short plays or “soap operas” as enacted through SCREAM methodology that would really capture the interest of their audience.

Despite the hard work of the media project partners it is unclear to which extent their efforts have had an impact. The media specialists did collect articles that were published as result of their actions. They also saved letters they had received in response to media productions but these do not offer a clear reflection of impact on general opinion. One media personality pointed out that the letters were also sometimes painful to read. People wrote from various parts of the country asking for help with a serious case of exploitation in child labour but media personnel could not provide assistance for such cases due to lack of resources. Media efforts need to be coupled to information sources where interested individuals can turn to for assistance and support. In the future it would be useful to increase the media component of a similar project and include funding to assess the impact of media initiatives. Media project partners also indicated that resources need to be made available so that they can implement monitoring and follow up with community radio stations for long term impact.

As many interviewees pointed out, it is difficult for people to step away from their traditional view of child involvement in various types of work. In both Uganda and Zambia the majority opinion is that children learn and are socialized by contributing to the household through work. The definition of “work” is broad and no clear distinction is made between light household tasks and heavier work for pay. The project tried to show through its awareness raising efforts that heavy work in the home for long hours as well as outside the home is detrimental to child and family wellbeing. Some media personalities were not entirely convinced even after awareness raising. In one example the evaluator was shown an article by a prominent writer that argued for child labour as an important tool for child development and against arguments to the contrary. Such examples serve to indicate the importance of continued awareness raising by preferably associating highly respected persons. Some countries already have personalities who serve as ambassadors on HIV awareness who could, for example, also be associated to extend their support to the impact of HIV on child labour.

The issue of child labour is clearly complex and HIV induced child labour is only one aspect. Additional tools and awareness raising materials need to be developed that also integrate more gender aspects as they apply specifically to each socio-cultural group within a country. In both Uganda and Zambia girls are affected by specific situations that lead to child labour as it applies to them. The development of awareness raising materials on specific forms of child labour will also contribute to improving understanding of the risks and long term consequences of child labour.

In both countries tertiary level institutions and the ministry of education expressed interest in including the issue of child labour in the school curriculum. In Zambia the Ministry of Education will hold a conference in October to associate principals of teacher's colleges to include it in their curriculum. With active participation of the project and KURET, child labour has been mainstreamed into the thematic curriculum in Uganda. In both countries training on the SCREAM methodology was implemented for lecturers, teachers and teachers-in-training.

The Ugandan Kyambogo University implemented training for teachers on using SCREAM. The evaluation team was able to witness some of the activities of the training on the last afternoon of one workshop. Many interesting flipcharts were visible on the walls. School children had been included in some sessions so that the teachers could practice their methods. Piles of very moving drawings by children were a testament to the importance of addressing child labour and associated issues. Teacher participants were able to clearly describe their plan on how to implement the methodology: *"We will involve the children themselves and they will inform the rest of the school. We will have parents meetings. We will call a meeting and the children will explain the purpose and what they have learned in front of their parents."*

In some primary schools SCREAM is already being used and children were able to demonstrate skits, songs and poems to the evaluation team. Educators noted that the SCREAM module is child friendly and includes some flexibility so that teachers can adapt it to fit their classroom situation. Some trainers also indicated that learning these techniques also helps teachers to learn how to be more creative in their other lessons.

As with all other challenges the lack of resources to implement the methods was cited as an impediment. Although actions such as the development of skits and songs cost little money some of the very effective methods such as drawing pictures require paper and coloured pens or pencils that are difficult to obtain. The participants also noted that they each need to have their own copy of the SCREAM module so that they can use it easily. Although the pack comes with a DVD many indicated that they have no means to view a DVD. Dissemination of additional copies is a key to up scaling implementation of the methodology.

As with some other actions monitoring and follow up is not very developed in the action programs on SCREAM. Trainers of trainers indicated that unless monitoring and follow up are well planned and implemented it is uncertain whether teachers will really continue to work with the SCREAM pack over the long term. Monitoring and follow up require yet more resources which are also lacking. It is recommended that district and community child labour committees be informed of the teachers who have been trained on SCREAM and other project methodologies such as on psychosocial support. The monitoring and follow up can then be taken over from the universities by the local committees. Increasing and building on a range of other partnerships such as with local employers and civil society groups can also be beneficial. Where employers provide some school materials, for example, they can be used for SCREAM activities.

Recommendations suggested in the final evaluation workshop include increasing the direct involvement of employers in awareness programs; localizing messages to individual communities; include traditional leaders and also orienting materials for use by families with disabilities.

4.4 District and Child Selection Criteria and Selection Processes

Selection of most of the districts was done during the project planning phase although in the first few months one district was dropped and another selected in Uganda. In Zambia the government was not completely satisfied with the choice of districts included in the project document. There were no records of the proceedings where decisions about districts were made early in the project. In Uganda some national steering committee stakeholders reported that they believed Kampala needed to be represented. In Zambia a fourth district was added later in the project period. In general districts were selected because of high HIV prevalence and high levels of worst forms of child labour.

The Rapid Assessment in Zambia and Knowledge Attitudes and Practices (KAP) study in Uganda later provided some background information that was used to assess the situation in project areas. The information was then used as input into the design of the interventions which contributed to effectiveness. The Uganda KAP study also included social mapping to determine available services in the area and to identify the most vulnerable families.

Determining selection criteria of beneficiaries may seem simple initially but in fact proved to be a major challenge. Children were to be selected first and foremost because they are affected by HIV. The overall criteria were that a child should either have lost a parent to HIV, had a parent affected by HIV and/or was living with HIV him or herself. Proving HIV is, however, an ethical issue as testing should remain voluntary. UNAIDS and WHO clearly state: “The voluntariness of testing must remain at the heart of all HIV policies and programmes, both to comply with human rights principles and to ensure sustained public health benefits.”²³

The project determined that testing would not be required but that the community would identify the children that were suspected of being affected by HIV. In Zambia this was simplified by the fact that most implementing partners were able to identify the children through Voluntary Counselling and Testing (VCT) centres and/or community Home Based Care (HBC) givers. VCT and HBC workers were found to be good and reliable sources of information on eligible vulnerable children. In Uganda the situation was more complex as VCT and HBC are not as common in the project sites. Schools and community child labour committees were the primary sources to identify children.

The number of children qualifying according to the overarching criteria was very large. The project could not meet the needs of all the qualifying children so it was necessary to further narrow down the choices to the neediest among the children. An additional criterion often used was the case of child headed households. Communities fine-tuned the criteria to identify the children most in need of assistance from the project. It is possible that some children who were not completely eligible were included but it is almost certain that all children included were highly vulnerable.

All interviewees shared their concern about the overwhelming number of children needing assistance from the project in both countries. School teachers, district and community child labour committee (CCLC) members shared their emotions about the difficult selection process. As one implementing partner representative stated: “*Just 250 withdrawn is just a*

²³ UNAIDS (June 2004)

drop in the bucket". Members of the CCLC were particularly distressed because they have to face the children and families who were not selected on a daily basis. Many indicated that families who were not finally selected blamed them for playing favourites or taking bribes to include certain children. As one stated: *"Some families are cursing us because their families were not selected."* Most difficult of all was to face the children themselves. An interviewee pointed out that the children are doubly rejected, first because of being affected by HIV and secondly by the project, the children say *"Why was I not selected, why am I not wanted?"* In most child labour projects difficult choices need to be made about who should be included. In the case of a project on HIV induced child labour the problem was even more challenging for all concerned.

4.4.1. Community Child Labour Committees

Forming community child labour committees was a difficult process. In some locations committee members had high expectations that they would receive various types of rewards for joining the committee. A spirit of "volunteerism" was said to be absent among some and the project asked committees to restructure themselves to associate people with more commitment. Some committees indicated that finding such persons is difficult, especially where all people are poor.

In some communities the evaluation team found that there was an overlap between the CCLC and the IGA and Savings Groups. The extent to which this is common was unclear. Having such overlap is not necessarily wrong since it is reasonable that beneficiaries are more interested in helping their fellow community members. At the same time there is a risk that the status of beneficiaries is too low to fully have an impact on changing behaviour with regard to child labour. In some situations projects have found that it is preferable to have mostly local formal and informal leaders on their CCLC.

CCLC made work plans but some found it difficult to keep up with their plans. Follow up visits to children's homes were sometimes gradually reduced except where HBC were involved. CCLC mostly did continue to meet on a fairly regular basis and stayed in contact with schools. CCLC members reported that the areas they have to cover are very large and the negative attitudes of non-selected families make their field visits difficult. CCLC members reported being given a small amount of support in the form of T-shirts and transport. Having the T-shirts was considered important so that community members could identify the CCLC members. One CCLC suggested that their committee should be provided with assistance to start an IGA so that they can raise some funds to finance their activities.

In Zambia some CCLC were quite active, particularly where teachers were also associated. Teachers were able to easily identify children who are absent from school and check on the families in their homes.

4.4.2. Education

The project was able to exceed its targets in terms of the number of children withdrawn and prevented from child labour (see Section 5.1). Absenteeism has generally reduced. Government schools have become receptive to integrating the highly vulnerable HIV affected children. Stigma and discrimination against children reintegrating into school has been very limited. In most cases children in school are from the same community so they already know each other. Although a few children are affected by stigma teachers state that almost all children have been affected by HIV directly or indirectly. As a result of personal experience they are more willing to accept such children and bullying is rare. The use of SCREAM methodologies in the schools has also contributed to increased understanding by teachers and students.

Aside from awareness raising of caregivers, teachers and children about the importance of education as opposed to child labour the funding of supplies, uniforms and other resources were key to withdrawing and preventing children from child labour. Interviewees of all types but especially caregivers and children, reported that not having such resources was the major cause of not attending school. All the children interviewed reported that if their fees and supplies are paid that they will be able to stay in school. In most cases the financial cost of putting a child in school weighs more in decision making than the income lost if a child does not work. If a child is not in school then he/she is automatically expected to work and contribute to the family. If such small school costs are not covered many of them said they will have to drop out.

Although government schools are now supposed to be free some costs still remain. The Parent Teacher Associations collect mandatory fees from children to pay for infrastructure improvements and other activities. Uniforms are not officially required but children normally wear them. In some schools lunches are provided to children whose parents have paid and children who do not provide payment do not get food. The importance of school lunches cannot be underestimated according to some teachers. As one head teacher stated: *“Some of the homes where they come from are so poor they have not eaten breakfast. The ones who do not work anymore now come to school hungry. Those are the ones who do poorly.”*

The quality of the schools is a major factor that influences attendance over the long term. The project did not provide funding to improve the quality of education although many persons associated with the project stated that it is vital. Many schools have poor infrastructure with overcrowding, lack of desks, learning materials, cleaning supplies, etc. Other challenges include the inadequate number of places for children in government schools that make the integration process *“long and frustrating.”* Community schools in Zambia are said to be important structures because children do not have to wear uniforms and there is greater flexibility in terms of accepting all children. At the same time conditions in community schools are often even more difficult because they have less funding. Teachers are often not qualified and turnover is very high as they rely on irregular donations from communities and well wishers.

In the final evaluation workshop the participants requested that more attention be paid to increasing awareness of the negative impact on children of corporal punishment in schools. Corporal punishment is illegal in both Uganda and Zambia but is still a common occurrence. Although the evaluation team has no information on corporal punishment of particular IPEC beneficiary children. In Uganda some parents reported to the evaluation team that they ask the teachers to strike their children if they are disobedient. The existence of corporal punishment is detrimental beyond the mere physical and emotional effects as it can have an impact on school attendance. One person noted: *“It makes children hate school to be beaten. This child is an orphan; he feels that he is taken to school as a punishment.”* One child interviewed had an interesting goal for his future that also indicates his good level of awareness of the illegality of corporal punishment: *“I want to be a lawyer. I am going to pass judgement against thieves. If someone knocks a child down I will pass judgement. If I get a teacher and he has abused and beaten a child then that one I will get.”* It should be noted that the child was speaking about the issue of corporal punishment broadly and his comment did not reflect his personal experience as a student in an IPEC-supported school. The evaluation team recommends that the SCREAM pack integrate a component on corporal punishment. Tools developed by other projects and individuals in Uganda and Zambia on methods of disciplining without using corporal punishment need to be disseminated widely.²⁴

In Uganda some IPs mainstreamed children directly into government schools while a few had transitional opportunities for children to adapt to school before being mainstreamed. In

²⁴ For example, Nabuzoka, D. , Mwape, G. and Phiri, D. (2005) Discipline without corporal punishment. Lusaka: The Department of Psychology, University of Zambia

Zambia community schools are more common and many children pass through these schools before being mainstreamed. Children who are mainstreamed from community and transitional schools are reported to integrate quite well into government schools, sometimes even with a higher level than children in their new classes. As one child commented: *“I did not know the right thing to do. I used to behave so badly but when we came here we had some type of order, we used to do whatever we wanted but now we had to do things according to the rules. I got used to it slowly.”*

In Uganda stakeholders who had been able to visit Zambia as part of the exchange visits between the two countries suggested that more efforts need to be undertaken in Uganda to develop community schools. Although community schools often have poorer infrastructure and overall quality than government schools, the Ugandan stakeholders saw them as a viable option for children to transition into government schools. It is also important, however, that teachers in all schools learn how to deal with and teach children of different ages and levels in their classrooms. Reliance on community schools should be seen as a temporary alternative and not a good long term strategy.

A few IPs in Zambia such as Jesus Cares Ministries, Copper belt Health Education Project and Livingstone Anglican Children’s Project have permanent relationships with community schools. In these cases the community schools are dependent on the funding the IPs are able to obtain from donors and funding gaps also occur. The government sometimes provides support for school materials and access to supplementary feeding but that is also intermittent and unreliable. Ensuring that government schools can absorb and assist all types of vulnerable children who need to be reintegrated is a better objective. For this to occur governments need to allot specific financing to government schools for tutoring and counselling sessions for children who need it. Teachers also need to be trained on handling traumatized children and those who have lagged behind for various reasons including those with disabilities.

4.4.3. Vocational Training

At the time of the final evaluation, three months prior to the end of the project, a total of 1,076 children had completed vocational training. The vocational training component has been successful and sustainability for most children appears likely. Although many children were trained in common subjects such as tailoring and hairdressing the project also undertook efforts with the IPs to ensure that a broader range of skills were covered. Children were trained in subjects such as car mechanics, heavy vehicle mechanics, computer operations, catering and driving. In some cases vocational training was not so successful. Equipment provided for brick making was broken during training in one case and training was halted. Some children were trained on subjects that interested them but provided little employment opportunities such as decorating.

Children either attended vocational training centres or were trained through a specially designed apprenticeship programme. Some children were mainstreamed directly into vocational training while others needed to pass through transitional education to improve their educational level first. The evaluation team interviewed graduates and students of vocational training in both countries although time limits prevented them from meeting many. The team also discussed the vocational training programs with the IPs, district and community child labour committees and other stakeholders. Many children have already found employment or have become self-employed because they were provided with the necessary tools such as sewing machines. Many children still need further support with tools and materials because they did not receive such assistance or because it was too limited.

The vocational training was particularly important in the case of child headed households in both Uganda and Zambia. Children learned that it is possible to earn money without being

exploited and many stated that they felt empowered. The apprenticeship programme was successful as children were often hired by their trainers following completion.

Some challenges still remain and need to be addressed. The risk of exploitation in apprenticeship programmes is real. Some IPs found that they need to intensively guide and monitor apprenticeship trainers to ensure that the programme does not become a hidden form of free or low cost child labour. A system of formal guidelines, preferably recognized by the national government, on apprenticeship training should be developed and adopted. In each individual case an agreement needs to be signed by the trainer and apprentice witnessed by his or her guardian. The agreements need to include a specific duration of training and a simple training plan that indicates the learning objectives for the training. District child labour committees (DCLC) can review the agreements and authorize them. Once the training is completed a certificate can be provided by the DCLC to both the trainer and the apprentice recognizing satisfactory completion of the training.

Additional types of vocational training need to be identified in accordance with local labour market needs. Employers need to be increasingly sensitized and lobbied to hire graduates of both vocational training centres and apprenticeship programmes. Some children were given flyers that they can use to sensitize their environment and such efforts need to be scaled up.

Currently vocational training centres only accept children who have completed primary school so efforts to place and educate children through transitional schools need to be increased. The project has also already been working with the Ministry of Education in Uganda to adjust requirements on an individual basis. Primary school equivalency tests need to be easily available and testing dates well disseminated. Motivating apprentice trainers to supervise independent study of their apprentices to pass primary equivalency tests need to be stimulated.

4.4.4. Strengthening Support Networks and Social Protection

Evaluation interviewee: *“One of the biggest causes of CL is poverty and the only way to address that is through improved livelihoods.”*

The project was intended to work on developing community based models to create safety nets for children affected by HIV. Developing such models proved to be a challenge and some schemes such as pension schemes and community insurances schemes proved to be too complex and time consuming for the IPs to establish. The project was able to mostly meet this objective but the challenge of developing sustainable community based models is quite difficult to overcome. Experience in other countries such as Cambodia indicates that intensive work is needed to establish true community based models such as in the area of health.²⁵

The community based models that were developed in the project had three areas of focus.

1) The establishment of district and community child labour committees and encouraging the creation of synergies with external social protection systems. Linking local vulnerable families to existing national and district social protection safety nets is more feasible although many of these are complex to access. In many cases even district officials are unaware of all the existing schemes and/or lack the staff to assist vulnerable families to access them.

²⁵ The NGO GRET has, for example, been working to develop such a health scheme in Cambodia since 1999. It took over 5 years to develop the first sustainable pilot scheme. GRET's experience indicates that it is feasible but requires intensive field work. GRET Research and Technological Exchange Group. (2007)

2) Promising mechanisms still need time to develop their full impact such as income generation and savings schemes.

3) The development of community (school) based psychosocial support systems has been positive but needs to be intensified within schools and scaled up for full effectiveness. (See Sections 4.8.1 and 4.8.2 for more details)

The project implemented a study and published a report on enhancing social protection in Uganda.²⁶ The report gives a good overview of steps that can be taken to increase social protection at community level but many elements require some type of input from outside the community and are not community based. Unfortunately the key factor that impedes successful development of community safety nets is straightforward financial resources at community level. Systems such as pension schemes and local scholarships are difficult to finance in extremely poor locations where child labour is high. Every social protection scheme requires investment in some type of resources, either financial, human or logistical. It is for this reason that it can be overly optimistic to consider that fully community based schemes can be developed in just a few years. The savings schemes developed through the project have good potential since they will help families and community based organisations manage locally generated funds. As in most countries, it takes at least 4 years for such schemes to take hold, however. The requisite duration is beyond the life of the project since such schemes could not be started immediately at project inception. More time is required for full effectiveness and so most savings schemes initiated through the project have not yet begun to show real impact. A post project analysis may be useful to analyse impact.

All of the IPs worked on developing support groups such as community child labour committees and worked with Home Based Care givers groups where they existed. Some IPs were also able to link project beneficiaries to other community level groups such as faith-based groups and self-help or parent groups. Such groups are often effective at providing moral support but where financial resources are lacking the ultimate root cause of child labour is difficult to address.

A thorough study of previous experiences in Uganda, Zambia and other countries on developing different community based models could have been useful in the early stage of the project. Such an analysis of lessons learned and good practices could have provided a foundation on how to approach the development of such community based models on child labour. The time allotted to the project develop and disseminate such schemes with little prior experience or knowledge was very limited.

The project was able to establish that systems to disseminate knowledge on existing government and other large scale social protection schemes can be useful. Child labour committees can then function to help disseminate such knowledge and assist families to access the schemes. The project was, further, able to confirm that representatives of other countries were very interested in replication of community based schools such as are common in Zambia. Such schools receive minimal financial support and provide basic education in often poor environments but provide alternatives for children who cannot afford and/or access public schools.

4.4.4.1 Income Generation Projects and Savings Groups

As a result of difficulties in developing community schemes on pensions and health the project focused more strongly on the development of Income Generating Activities (IGAs) and savings groups. Unfortunately, due to funding shortages, less than a quarter of the families of beneficiaries could be included in the IGA development component of the project.

²⁶ International Labour Organization, International Programme on the Elimination of Child Labour (IPEC). (March, 2007)

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Only the neediest families were selected among those that were already highly selected in terms of HIV impact.

The team leader of the final evaluation has often heard in various countries that the key to ensuring that children are withdrawn or prevented from child labour is some form of income improvement for families. The amount of money that is necessary to ensure a child goes to and stays in school is not necessarily very large once the importance of education is accepted. The fact that projects can be successful—even in especially dire situations such as withdrawing and preventing HIV affected children from labour—shows that caregivers do recognize the importance of education. Well planned projects that include community support such as in the current project are able to accomplish this objective. Keeping children in education after the life of the project is essential and IGAs and savings groups are seen as the key.

The evaluation team was unable to assess the success of the IGAs quantitatively. A qualitative assessment among the IGA beneficiaries and their friends indicates that results were fairly good but variable. A positive lesson learned was that the project approach to encourage beneficiaries to invest in an IGA that they were already familiar with was mostly successful. Most IGA beneficiaries reported having been able to increase their income although some were affected by the loss of their investments due to death of animals, blight of their product (bananas), low prices for product (e.g., vanilla), competition and theft of their product.

Savings groups used a variety of structure types as decided upon by members with support of the IP. In only one of the savings groups interviewed had members been able to lend to each other using their savings. Other groups were waiting to increase their savings as a group so that they could withdraw some funds when needed or borrow from their group. Some savings groups have been associated with the help of the IPs to larger schemes such as cooperative groups and banks that also cater to small savings groups. Long term support to ensure that these groups are able to grow, support each other and are able to join larger schemes will be needed.

The IGA beneficiaries benefitted from some basic management training through the IP responsible for their area. Where IP had no expertise on such training they usually hired consultants to provide the training. In most cases the content of the training was well appreciated and participants could easily cite the major points that they had learned about. The beneficiaries were also able to report that most of what they learned was useful, particularly basic bookkeeping and marketing. Several beneficiaries and other interviewees indicated that one or two days of such training is too short. Some also requested refresher training.

IGA beneficiaries were sometimes unclear about whether they were earning sufficiently from their activities to pay for all scholastic requirements of the children in their care. In Zambia, for example, some beneficiaries said they used some of the income for their daily needs, had not yet accessed their savings and were uncertain how much they had saved. Regardless of some of the shortcomings, however, the IGA support appeared to be a good investment overall with positive outcomes as compared to many other similar projects in other parts of the world. The evaluation team recommends that such efforts, coupled with savings programmes, be scaled up and linked to national and local IGA development and savings programs.

4.4.4.2 Providing Psycho-social Support to HIV affected children

The project implemented a training program for teachers and other individuals so that they could provide the important psycho-social support needed by many HIV affected children. Children were provided with psychosocial support in schools through the project. Counselling

was also provided in some IPs offices, among IPs associated with Voluntary Counselling and Testing Centres and Home Based Care givers.

Child beneficiaries interviewed in Uganda explained that they had attended counselling in school for one term on an individual basis: *“We liked that. It helped us to get some good behaviour at school like how you behave differently in school then elsewhere. We also talked about our problems. After they listen to our problems they would help us to find a way to solve them.”* Another child stated: *“Some of us felt shy to talk about our personal problems but we did anyway.”*

The project also recently implemented a teachers’ needs assessment to determine what needs to be done so that can better address psycho-social needs of children. In Zambia the Ministry of Education representative indicated that teachers lack knowledge on how to handle the children who are affected by HIV. If the children are also very poor, in child labour and/or orphaned it is even more of a challenge for teachers. The Ministry representative further noted that training on psycho social support for teachers was very helpful. Teachers and school heads likewise noted the usefulness of the training provided. The training included formal classroom sessions and field experience so that trainees could practice their psycho social support skills. Unfortunately developing good skills in providing good psycho-social support takes time and more than a short training. Continued follow up and additional training of school focal points will be necessary to achieve very good results.

The evaluation team met a number of children who were clearly traumatized, including one family of 5 headed by a 13 year old girl. The impact of HIV goes far beyond being an orphan and includes the pain of watching a parent or both die and having to assume responsibilities far beyond their years. Other factors were also clearly important in the case of the child headed household visited by the evaluation team. Several of the children appeared to lack socialization skills and behaved in a manner unusual for children who are raised in a family structure. As one IP representative stated: *“ Children in child headed households and children who are living with HIV need a program of their own to teach them how to live and grow up in society. Teachers often concentrate on the curriculum and forget about the HIV issues.”*

A government representative also stressed the complexity of the issues affecting child labourers: *“Sometimes a child has gone through different types of abuse. They are abused as orphans and then exploited in work and then sexually abused. It is hard to identify how to rescue a child from such a situation.”* Children working on the streets and/or in drugs or suspected commercial sexual exploitation tend to be traumatized more and need more assistance. Many children are also affected by alcoholism which is a major problem among young people and also adults in the project countries. The evaluation team noted a large number of young men, older men, and even some women who were very drunk when visiting one community to watch some peer education performances. IP representatives noted that alcoholism is also a factor that contributes to child labour. When parents are chronically dependent on alcohol children are put into labour to earn an income for the family instead of the parents.

5. Improving the Knowledge Base and Capturing Lessons Learned

The project has substantially contributed to the knowledge base on addressing child labour with particular attention to HIV induced child labour. Due to the early start up problems the project was late to develop a documentation system for IPs to use. One IP, Livingstone Anglican Children's Project, developed its own impressive but simple system which can easily be replicated. The NGO has a large file with separator pages clearly marked with the project objectives and expected outputs. The NGO collected reports, letters and other information at each step during implementation which they inserted under the appropriate section. The evaluation team was unable to actually visit the project site but the file was clearly the "next best thing." It contained summaries of meetings but also outlines of training and results of peer education sessions.

The project ultimately hired consultants to develop the materials documenting the lessons learned, good practices, and other tools developed based on the experience of the project. These materials have been widely disseminated within the two project countries. The repeated requests for additional copies of the tools are a testament to their overall quality.

The materials were also shared with representatives of IPEC projects in the non-core project countries through a conference and other communications. A budget revision and extension enabled the project to share their experiences and disseminate the tools that were developed through the conference. The project did not have the authority to ensure that projects in other countries effectively use the knowledge and tools during the lifetime of the Uganda/Zambia project.

As stated in Section 3 on the project design, the project was unable to fully implement all of the intended work with non-core countries. Time to fully develop and test the methodologies was already too limited so that expecting the project to also support testing in other countries was too ambitious and unrealistic. The project staff wisely concentrated on effectively completing its work in the two project countries and shared information with the other countries as well as possible.

An important aspect to consider in up scaling the lessons learned from the HIV induced child labour project is the level of HIV prevalence in the countries. Representatives from non-core countries such as Madagascar where HIV prevalence is comparatively low had doubts about how to mainstream HIV into their project. The tools that have been developed generally presume a high HIV prevalence rate and may need to be adapted to situations with lower prevalence. Emphasis on prevention of HIV, stigma and discrimination are important factors in low prevalence countries that need more emphasis. Much can be learned from experience of other ILO project on HIV in the workplace on how to address this problem.

6. Implementation of Mid-Term Evaluation Recommendations

The project worked hard to implement all of the mid-term recommendations and was largely successful.

Challenges	Action Taken
ILO and IPEC Bureaucracy, lengthy and complicated procedures by ILO regional and sub-regional offices Inadequate budgetary allocation of resources for advocacy work.	Bureaucratic lengthy and complicated procedures remain a challenge. The project has worked to address them but is also dependent on disbursement processes by ILO Sub-regional offices.
ILO IPEC HIV/AIDS + CL project level Effect of the late start of the project on the process and outcome documentation Unclear roles of the Employers and Workers Trade Union in the project	Project has been able to address these issues. Documentation is completed and published. Roles of Employers and Workers organizations clarified and supportive of HIV induced child labour initiatives.
National Project Steering Committee Irregular meetings and attendance of members of the national project steering committees to provide guidance and direction to project implementation.	Meetings were more regular (3-4 times per annum) and attendance improved. Meetings in Zambia are more regular and well attended than in Uganda.

<p>Implementing Partner Level Incomplete process and outcome documentation undermines capturing of Implementing partners' actions, lessons and potential good practices Implementing partners' and social protection service providers have low resource capacity to sustain action programmes. Unclear role of local governments and leaders in project implementation and monitoring.</p>	<p>The emerging good practices on community based models in Uganda and Zambia report is finalised, published and disseminated. The emerging good practices on the upstream and mainstreaming report is in the process of being finalized. Some IPs have started raising funds to improve sustainability of project actions. Some are assisting with linking of beneficiaries to other government social protection resources. Others are unable or have not yet undertaken efforts. Local governments and leaders role is substantially more clarified. Sustainability will need follow up by interested parties within government and among other stakeholders.</p>
<p>Recommendations and Way forward</p>	<p>Action Taken</p>
<p>ILO/IPEC level Extend project implementation period by 9 months</p>	<p>Project duration extended.</p>
<p>ILO/IPEC HIV/AIDS + CL Project Expedite the process of understanding the second generation of direct action programmes Back stopping of CPC Support Capacity Building of IPS in process, outcome documentation and information management. HIV/AIDS + CL team to work with Geneva to support IPS in the IGAs. Facilitate IPS Quarterly meetings and exchange programmes Increase the involvement of the strategic partners to ease the mainstreaming processes and outcomes of actions, lessons and potential good practices Support IPS to build their capacity in implementation of social protection action programs. Increase the involvement of Employer's organization and workers' Trade Unions in the project. Increase the involvement of the Child Labour units in mainstreaming of the project products.</p>	<p>Second generation of direct action programmes implemented. Backstopping of CPC good by CTA and supplemented with consultants' input. Capacity building of IPs improved. Outcome documentation and information management system overly complex and difficult for IPs to manage. IGAs implemented with some success although choice of IGAs needs some improvement in certain cases, duration and funding of support for IGAs should have been greater/longer. IP meetings and exchange programmes held and were very useful. Capacity on social protection improved, particularly with respect to IGA development and savings groups.</p>
<p>National Project Steering Committee Ministries of Labour in both Uganda and Zambia should make the national project steering committee more functional and effective by enforcing regular and full member attendance of meetings.</p>	<p>National Steering Committee on project became more functional.</p>

<p>Implementing Partner Level Integrate process and outcome documentaries into routine IPS work schedules. Networking with other stakeholders should be scaled up. Carryout market studies for vocational skills provision and IGAs support. Support the creation of HIV/AIDS orphaned child labour committees and clubs as well as parent support groups. Increase involvement and participation of Local Governments in implementing of Action Programs</p>	<p>Some IPs have integrated process and outcome documentaries in routine work. Others find the process too long and intensive and request simplification of tracking and documentation for sustainability. Child labour committees at community level created but sustainability is dependent on district child labour committee follow up and motivation of members. District child labour committees are involved and participated in actions. Long term commitment will depend partially on financial and other resources.</p>
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7. Management and Coordination

7.1 Project Partnership, Collaboration, and Coordination

The project was able to build good partnership, collaboration and coordination with partners including the implementing partners, government units, employers' and workers' organizations, media and other development projects in both countries. As already discussed in previous sections, the staff had to overcome a difficult start to the project in terms of building partnerships and coordination but was able to do so.

The new CTA worked hard together with national staff to overcome hesitancy to build and consolidate partnerships with government, employers and workers representatives. In some cases individual government representatives were very preoccupied with other activities which impeded attaining ideal levels of collaboration, particularly in Uganda.

The project worked with other agencies working on child labour such as those implementing the KURET and LEAP child labour projects which are also funded by the US Department of Labor in Uganda. The projects worked together on several issues affecting child labour and HIV through joint participation in meetings and conferences. A particular area of joint effort is the development of the National Plan of Action on Child Labour in Uganda. The project also provided the tools that were developed within the project to the KURET and LEAP projects. The projects were interested in the tools and requested additional copies. The KURET project also joined with the HIV Induced Child Labour Project to organize a peer education event in Kampala.

The IPs were mostly already selected when the CPC and new CTA joined the project and adequate documentation on selection procedures of IPs could not be located. One of the selected IPs could not even produce a certificate of NGO registration so thorough review was necessary. The new CTA worked with staff to design new strategies to assist the IPs to improve their capacities so that they would be able to implement their Action Programmes correctly. In some cases the project found that IPs were not fully implementing actions as originally planned but these issues were resolved. Some of the problems of the IPs included incorrect understanding of USDOL project implementation regulations, incorrect procedures for identifying beneficiaries, micro management by IP headquarters and/or NGO Board members trustees so that field workers were hampered in AP implementation.²⁷ The project

²⁷ One agency also had to dismiss staff due to some transparency problems with regard to an action funded by another donor.

took steps to address the issues such as to hire a consultant to assist with identifying the challenges within an IP and to suggest solutions. Follow up support with IPs having difficulties was also intensified overall to ensure correct and full implementation of Action Programme plans.

7.2 Project Management

During the first year of the project it lagged behind in terms of achieving implementation milestones. A clear work plan to cover the life of the project was not developed until well into the project once the new CTA was hired and particularly after the midterm evaluation. The CTA, the Country Project Coordinator (CPC) and other project staff are dedicated, competent and hard working. Relationships within the team are good even despite the stress of working in a complex environment on a pilot project that needs to develop and document new initiatives.

In Uganda there is no ILO country office so the project staff sometimes had to assist in activities to represent the ILO at important functions which influenced the amount of time allotted for implementation. In Zambia the role of the ILO country director was well appreciated, he provided consistent and thorough support to the project and the staff.

Although both Country Project Coordinators are competent, the role of the CTA was important because she had experience working on child labour and with the ILO in other countries. The CTA was based in Uganda so it was difficult to provide the same level of technical support to the CPC in Zambia that she was able to provide in Uganda. In Zambia the project collaborated closely with the other two IPEC projects being implemented in the country. As the CTA could not be continually present in Zambia and communications were sometimes difficult, having the support and suggestions from project staff of other IPEC projects in Zambia was useful. In fact, the CTA had successfully worked with one of the IPEC project staff in Zambia while posted in another country which greatly facilitated the collaboration and support provided. No conflict in terms of lines of authority occurred. The IPEC projects also supported each other in national meetings with tripartite and other key decision makers, particularly on the development of policies and strategies.

The project received good support from the program officer in Geneva, the technical experts on SCREAM, HIV in the workplace and other specialists. Turn-around of support from Geneva was generally good and high quality. Communications with the donor were clear and consistent. The donor clarified issues on selection of beneficiaries and was also willing to adapt and understand the realities related to the ethics of identifying HIV affected children.

7.3 Development and Implementation of HIV Induced Child Labor Monitoring Systems

Prevention of child labour is interpreted by the project to include children who are at high risk of dropping out, usually because of high absenteeism coupled with having siblings in child labour and being affected by HIV. The evaluation team found that few of the children were still working after school even in non-hazardous work although it should be added that the team could not interview many children and parents. Many children explained that they either participated in after school activities planned by the school and/or assisted only with light household activities at home.

The CPC visited the agency and concluded that there was no direct evidence of problems with the transparency of the HIV Induced Child Labour Action Programme. The dismissal of the staff did have some repercussions on the last stage of the Action Programme, particularly with respect to the viability of IGAs which did not benefit from sufficient support. As the problems were not caused by the HIV induced child labour project, however, the evaluation team notes that this problem is not typical of the overall work of the IPs associated with the project.

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The project developed the monitoring system only well into the project. There was no project monitoring plan when the new CTA joined the project over one year after start up. The project developed forms for selection of children that include a wide range of information. The forms were later used as the basis to develop a Direct Beneficiary Monitoring Reporting (DBMR) System. The DBMR was useful to ensure that children are no longer working and/or working in conditions that were no longer hazardous as well as attending educational programs regularly. Although the project was able to accurately collect data for the project data tracking tables, the DBMR was a major challenge within the project and among the IPs. The project ultimately had to hire a specialist on monitoring and information systems to train the IPs.

There were several versions of the DBMR which led to some confusion, particularly as it was seen as next to impossible to integrate data from an earlier version into the newer version. All data needed to be entered again. Since the information system for the DBMR was integrated later on in the project period (from June 2007) the IPs already had a relatively large amount of data that needed to be entered into the system. Some IPs found it impossible to do such large amounts of data entry with their existing staff. As a result the project assisted some IPs to hire a clerk to enter all the data. Although IPs generally were appreciative of having a monitoring system they felt it needed to be greatly simplified. Considering the cost and the long term sustainability of the DBMR efforts it would be advisable to decrease the amount of information collected. The data entry staff complained of the complexity of data entry process.

Other problems with the DBMR included the fact that some data, such as school names, needs to be entered manually every time for updating. Some types of data cannot be entered such as in the case of children who were born outside of the area. Some data also has to be entered several times by hand in the same form. One clerk pointed out that a service provided to any one child needs to be entered eight times. In a good data entry system such data is automatically entered in relevant sections. No shortcut codes are provided that simplify data entry. No ways of changing information are provided when children are mainstreamed and all data has to be entered again. Other problems also exist and it is vital that they be addressed for smooth and accurate data entry and monitoring purposes.

The DBMR needs to be divided into several components to be more realistic and user friendly. The basic format can be adopted with minor adjustments to serve for baseline and impact data collection. The DBMR then needs to be simplified to include only essential data for regular, e.g., six monthly, monitoring purposes. The DBMR should consist of a format that will also be sustainable for IPs and other agencies working on child labour in the long term. To ensure that IPs continue to use the system it is advisable that the same format is used throughout the project.

7.4 Efficiency

The project efficiency was quite poor in the first year of the project but improved over the life of the project. Budget line allocations were changed as the realities of funding needed for some important activities became evident while those for others were found to be less important.

A major impediment in the project was the slow and bureaucratic disbursement of funds and difficult processing of budget revisions by the ILO Sub-regional office in Tanzania. All IPs and the project staff were affected by the slow processes and struggled to complete work within the planned timeframes. Beneficiaries were left waiting for assistance as the bureaucracy plodded to process disbursement of funds. As one interviewee noted: *“The CTA could have done maybe 30% more if the time and stress of dealing with cumbersome disbursement had been avoided.”* The CTA and the FAA were able to push for and obtain disbursement only after repeated requests. Consultants, both national and international, were

also paid very late, even only after completing field work because of the slow disbursement processes. Steps need to be undertaken to ensure that disbursement procedures are clear at all levels. Sufficient and well trained staff needs to be assigned to process disbursement of funds so that actions are not impeded. The amount provided for the first instalment of an Action Programme is only 30% which is insufficient for the start up of an action since costs are always highest at the beginning.

8. Equality, Gender, Environment Issues

The project included attention for reducing stigma and discrimination with regard to HIV and also gender. Due to the high prevalence levels of HIV in the project countries the level of stigma and discrimination of people living with HIV and their families is somewhat less than in countries with low prevalence. Children and teachers noted that, although there might be some hesitancy, HIV affected children were generally integrated within the school without a great deal of problem. If the project is replicated in a country with lower prevalence rates materials such as the SCREAM pack on HIV and Child Labour will need to put more emphasis on stigma and discrimination.

Gender issues are addressed in the various tools developed by the project. Gender issues, particularly with respect to abuse, are especially addressed in detail in the manual on psychosocial support. Girls and boys are equally considered, withdrawn and prevented from child labour in the different Action Programs.

Child participation is increasingly seen as an important aspect to include in development project with children. The project included child participation by promoting peer education groups that also often have an emotional peer support component. At the same time, children did not have a major role in planning and implementation of actions. An interviewee stated: *“The children should be more actively be engaged in the projects that affect them. They are the ultimate goal and they really know what they feel and often how they can be helped.”* Child participation in planning and implementing actions could have been increased and advocated for more intensively at both national and local levels.

The IGAs that were selected are mostly not detrimental to the environment. Charcoal selling and pig raising are some of the IGAs that were developed as requested by several families. Charcoal making is commonly considered a source of fuel that is detrimental to the environment because it contributes to deforestation. In terms of energy creation it is also not efficient. For this reason some environmental projects promote cooking stoves that use less charcoal or alternative fuel sources. Although certificates permitting the buying and selling of charcoal were said to be acquired it is not necessarily an IGA that is very desirable. Piggeries can also have environmental effects although the number of pigs being raised is so small that the impact is fairly small.

9. Sustainability, Replication, Capturing of Lessons Learned

9.1 Sustainability of the Project

A plan for sustainability was integrated into the project document but it was somewhat general. In practice the project was successful in raising awareness on the link between HIV and child labour among stakeholders that is likely to be sustainable. The project also contributed to sustainability of its actions by ensuring that government policies and strategies include attention to HIV induced child labour. The project partners have acquired capacities

on implementing child labour projects. Teachers, counsellors and media specialists have acquired capacities on awareness raising and/or providing psychosocial support that are likely to be sustainable. The project has developed the capacities of trainers who can sustainably continue to provide capacity strengthening using the tools developed by the project.

Some implementing partners such as Jesus Cares Ministries in Zambia and Livingstone Anglican Children's Project in Zambia have already committed to continuing their programs and trying to sustain the children in school. Both agencies have few resources but are not entirely donor dependent. Other IPs are dependent on international donor support which, in some cases, may be supplemented by limited injections of funds through government support.

The weak link is, however, the sustainability of the children withdrawn and prevented from child labour in schools. Although the project was able to demonstrate that HIV affected children—who are among the most traumatized and vulnerable among all children in Uganda and Zambia—can be withdrawn and maintained in schools it is uncertain that they will remain there. In fact, none of the children in three groups interviewed in Uganda said they would remain in school if the support they got from the project was stopped.²⁸ One child said: *"My mother is sick, my grandmother who is looking after us may also die soon. So what can we do? We need help. Please tell them to help us so we can finish school."* Another stated: *"If the project stops my mother cannot afford to send me to school. My father already died. Mom will ask me to just sit at home."* One IP representative also stated that he believed that about ¾ of the children would drop out of school. In Zambia the situation was somewhat more encouraging as community schools have fewer requirements in terms of uniforms and other supplies and stronger support through VTC and HBC.

In both countries caregivers and teachers note the vital importance of the IGA support scheme in helping children stay in school. The main challenges to maintaining children in school are said to be the continued costs required by the PTAs, uniforms and school supplies. The factor that children need to stop going to school so they can earn money does not seem to be the major factor for possible dropout. As long as these needs cannot be met children may drop out. Although some children might drop out after the project ended several did report that they would *not* go back to work but just stay home. Those who drop out may thus not automatically go into child labour although they are more likely to do so.

The project tried to promote the integration of Action Programmes into district plans with only limited success. Available funds for local initiatives is very limited at district level and many aspects play a role that determine the allocation of funds. The project has, however, built up different support systems such as child labour committees at community and district level. The committees interviewed showed a good level of ownership. These committees, if adequately provided with technical follow up, will mostly continue to exist and work on child labour issues. Although the governments are beginning to allot funding for some committees, more needs to be done. The allotment of adequate funding to cover basic costs such as awareness raising materials, T-shirts to identify group members, record keeping materials and tools, and some funds for occasional transport is needed. It is clear that only talking about the issues will only go so far to ensure sustainability.

The major key to sustainability and elimination of child labour, particularly HIV induced child labour, is addressing the poverty levels through well functioning social protection schemes and employment generation. Ensuring that vulnerable families are aware of and able to access available government social protection schemes should be an important goal at district and community level.

²⁸ Children were asked to answer the following question: "When this project ends and it cannot provide you with more of the support (with supplies, etc) will you be able to stay in school or not?"

Country decent work initiatives, particularly if they include local economic development approaches, need to concentrate on areas of the country with high levels of HIV and child labour prevalence. The project has laid good foundations through the development of useful tools that can be used by a range of institutions in a variety of settings including in projects not directly related to child labour. The project has been relatively effective in terms of communicating and implementing an exit strategy for the end of the project. The project held an end of project workshop during which the first draft of the evaluation report was also used as input for discussions. Many of the district and community child labor committees appeared prepared to take over the responsibility for continuing child labor interventions although resource inputs will be required for them to continue to their full potential.

In Zambia a new program has been launched by the government to assist vulnerable people to obtain soft loans to run small but viable projects that will create some employment. The range of project sizes is wide with potential viability being the most important criteria for approval. A district employment empowerment committee will be established through which applicants can channel their proposals. Similarly the government also has a program to support vulnerable children to stay in school and the District Child Labour Committee members indicated that they were in the process of trying to identify children who could be supported. In both countries such schemes need to be clearly identified and application of individuals to access them needs to be supported. Future projects can include an emphasis on assisting the committees at community and district level as well as local NGOs to support applicants to the schemes. Once an applicant is admitted chances of sustainability are likely to last for a longer time than anything offered through a temporary external development project.

One District Commissioner commented: *“We appeal for an extension. If the program comes to an end I think there will be a vacuum. I have seen some positive results, some miracles, and I want to know why it can’t continue.”*

9.2 Replication

The project experience has indicated that a project uniquely concentrating on only HIV induced child labour is not necessarily a good approach over the long term. The needs of children in child labour overall are just too great and mainstreaming attention to HIV induced child labour is preferable. The project has developed special materials to assist in mainstreaming the experiences of the project in larger child labour initiatives. Several projects have already started using the tools that were developed in the project and have asked for more copies. Employers and workers organizations have already started mainstreaming some of the lessons learned and materials into their own initiatives on child labour. Universities and colleges are training teachers on using the SCREAM materials. The reach of the project is already broad and cannot even be measured. It is certain that the materials are being studied and perhaps also used in places where the developers are not even aware of.

10. Conclusions, Lessons Learned and Recommendations

The project’s greatest strengths lie in the demonstration of the ability to withdraw and prevent child labour among the most vulnerable children, the development of tools and materials that demonstrate how to engage in this process and to contribute to national policies on HIV induced child labour.

Interviewees among the implementing partners, government, employers and workers organizations agreed that mainstreaming HIV induced child labour into initiatives on child labour is possible. Doing so is seen as a good way to keep resources on both HIV and child labour focused on issues that are strongly related to child well-being, particularly with regards

to education. As one IP representative pointed out, linking HIV to the “usual approach” of child labour projects extends attention from the individual child to their household as a whole. The child is more perceived as a member of a larger unit. This larger unit is the family and even extends to the community. The child is supported through the usual education support of child labour project. Adding psychosocial support places the child in his/her family and community context. The emphasis on the SCREAM methodology with the focus on relationships and how they influence the impact of HIV on the child also contributes to extending the perception of the child as a being who is a part of a larger milieu. Adding IGA supports means the child and the family can also be assisted as a unit.

The conclusions, lessons learned, and recommendations have been integrated into one section since they are closely linked. The lessons learned include positive points demonstrated in the project that the evaluator recommends be implemented similarly in future projects. The recommendations also address some challenges that can be overcome in similar projects.

Key Lessons Learned and Recommendations

Recommendation	Suggested Entities to Consider Implementing Recommendation			
	ILO & IPEC	Government at National & Local Level	Employers & Workers Organizations	NGOs, Civil Society, Other Partners
Project Inception				
1. Provide technical support and monitoring to introducing the new model on mainstreaming HIV induced child labour in additional countries. Sharing tools and experiences alone is not sufficient to ensure that the model can be mainstreamed. (Recommendation based on lesson learned)	X			
Advocacy and Awareness Raising				
2.Extensive dissemination of tools and materials that were developed in the project within the two project countries well as new countries is recommended. Dissemination of tools and materials in new countries needs to be associated with capacity strengthening of implementers so that they can adapt the materials to local circumstances.	X	X	X	X
3.Additional awareness raising materials and tools need to be developed that also integrate gender aspects as they apply specifically to each socio-cultural group within a country	X	X		X
4.The development of awareness raising materials on specific forms of child labour will contribute to improving understanding of the risks and long term consequences of child labour.	X	X		X
National Policy, Legal Framework and Governance				
5.Next steps in both Uganda and Zambia should include the further dissemination of the National Child Labour Policy accompanied by advocacy on the implementation of recommendations on HIV induced child labour.	X	X		
6.In both countries the legislation on child labour and HIV issues needs to be harmonized, disseminated and enforcement capacities strengthened.		X		
7.A national monitoring system on child labour needs to be developed that is strongly linked to community and district level child labour committees. Such committees can provide useful input into monitoring systems.	X	X		

8.Coordination of existing government agencies working on HIV and child labour can be further improved to avoid duplication and overlapping activities.		X		
9.Advocacy to increase funding of HIV induced child labour components in projects on orphans and other vulnerable children and child labour projects could be increased.	X	X	X	X
10.Associate employers and workers organizations from inception as they have extensive networks and are able to reach relevant stakeholders.	X		X	
District Level Environment				
11.Provide support to ensure that district child labour committees are created and functioning in all districts in Uganda and Zambia. (Recommendation based on good practice)	X	X		X
12.A thorough study of previous experiences in Uganda, Zambia and other countries on developing different community based models could have been useful. Such an analysis of lessons learned and good practices could have provided a foundation on how to approach the development of such community based models on child labour. (Recommendation based on lesson learned)	X			
Primary and Secondary Education				
13.Pedagogical training for teachers needs to include learning how to deal with and teach children of different ages and levels in their classrooms. Teachers also need to be trained on handling traumatized children and those who have lagged behind for various reasons including those with disabilities.	X	X		X
Vocational Training				
14.Additional types of vocational training need to be identified in accordance with local labour market needs. (Recommendation based on lesson learned)	X	X		X
Capacity Strengthening				
15.There is a need for continued capacity strengthening as the project was only able to work in four districts in each country particularly among labour officers and inspectors. Training also needs to be well targeted so that it meets the exact needs of the different stakeholders. (Recommendation based on lesson learned))	X	X	X	X
Income Generating Activities and Savings Groups				
16. Consider assisting community child labour committees to start an IGA to assist	X			X

in funding activities such as for transport to carry out follow up in households. (Recommendation based on good practice from one committee)				
17. Promote IGAs based on existing knowledge and skills of families where possible. (Good practice)	X			X
Management				
18. For the selection of implementing partners it is important to fully analyse their capacities and their linkages to other stakeholders in the area. It is also necessary to consider that agencies can also change in terms of quality of delivery over time. (Recommendation based on lesson learned)	X			
19. The amount provided for the 1st installment of an Action Programme is only 30% which is insufficient for the start up of an action since costs are always highest at the beginning. First installments should be higher to ensure that implementation is not slowed down in the initial phase	X			
Monitoring				
20. There is a need to develop a practical tool for the Child Labour Committees to use. Likewise there is a need for a national child labour monitoring system in both countries.	X	X		X
Project Sustainability				
21. Sustainability of child labour committees at community and district level, if adequately provided with technical follow up, will be good if adequate funding to cover basic costs is provided. Although the governments are beginning to allot funding for some committees more needs to be done. (Recommendation based on good practice)	X	X		X
22. Country decent work initiatives, particularly if they include local economic development approaches, need to concentrate on areas of the country with high levels of HIV and child labour prevalence.	X	X		
23. Ensuring that vulnerable families are aware of and able to access available government social protection schemes should be an important goal at district and community level. (Recommendation based on lesson learned)	X	X	X	X

Annex 1- Detailed Lessons Learned and Recommendations with Supporting Findings

Recommendation	Suggested Entities to Consider Implementing Recommendation			
	ILO & IPEC	Government at National and Local Level	Employers & Workers Organizations	NGOs, Civil Society, Other Partners
Project Inception				
<p>1. It is recommended that extending project initiatives to non-core countries should be limited to tools and experience sharing during the life time of a pilot project</p> <p>Finding supporting the recommendation: The inclusion of emphasis on extending the model to the non-core countries during the project implementation period was ambitious and not realistic given that the project was developing and testing a new model.</p> <p>The time needed to fully develop and analyse the methods did not permit also introducing and testing the same model in other countries. Implementing a workshop close to the end of the project period to share the tools that were developed and experiences is useful and can be included in any future project.</p>	X			
<p>2. Provide technical support and monitoring to introducing the new model on mainstreaming HIV induced child labour into child labour projects in additional countries. Sharing tools and experiences alone is not sufficient to ensure that the model can be mainstreamed. Adjustments will be needed to adapt the mainstreaming and other tools to suit conditions to other countries. Special methods may need to be developed to mainstream the approach in countries with low HIV prevalence (lessons can be extracted from ILO projects working on HIV in the workplace in non-high prevalence countries).</p>	X			
<p>3. In a project that aims to develop a new methodology a capacity strengthening specialist, at least on a part time basis, should be included to assist implementing partners to develop and effectively implement strategies.</p>	X			
<p>Finding supporting the recommendation: The subject area of the project, HIV</p>				

induced child labour, was new to the Implementing partners and some of the IPs stated that they had difficulties initially understanding the project and needed more in-depth guidance for full efficiency in the initial stages. The capacities of other IPs were not adequate to implement a complex new pilot project and would have also benefitted from more in-depth management support in the early stages.				
Selection of Beneficiaries				
<p>4. The selection of beneficiaries by Community Child labour Committees should be vetted by another group such as the District Child Labour Committee in an event open to the public so that the effect of envious reactions from families that were not selected can be minimized.</p> <p>Finding supporting the recommendation: the effectiveness of Community Child Labour Committees is affected by distrust of the selection process by families that meet the overarching criteria but were ultimately not selected.</p>	X	X		
Advocacy and Awareness Raising				
<p>5. Extensive dissemination of tools and materials that were developed in the project within the two project countries as well as new countries is recommended. Finding supporting the recommendation: the tools that were developed are of good quality. Presentation styles in the handbooks and modules are clear with concrete and actual examples from experience accompanied by detailed guidelines for implementation.</p>	X	X	X	X
<p>6. Dissemination of tools and materials in new countries needs to be associated with capacity strengthening of implementers so that they can adapt the materials to local circumstances.</p> <p>Finding supporting the recommendation: conditions in different countries differ vastly, particularly with respect to HIV prevalence rates. The tools and materials developed are generally sufficiently comprehensive to cover a range of conditions but socio-cultural, economic, organizational capacities and institutional networking conditions vary. Adaptation and integration into very different conditions requires follow up and support.</p>	X			
7. Associate highly respected and recognized persons to the awareness campaign	X	X		

<p>to indicate the importance of continued awareness raising. Some countries already have personalities who serve as ambassadors on HIV awareness who could, for example, also be associated to extend their support to the impact of HIV on child labour. Some countries have child labour ambassadors who can be requested to raise the issue of HIV induced child labour.</p> <p>Finding supporting the recommendation: it is difficult for people to step away from their traditional view of child involvement in various types of work. In both Uganda and Zambia the majority opinion is that children learn and are socialized by contributing to the household through work. The definition of “work” is broad and no clear distinction is made between light household tasks and heavier work for pay.</p>				
<p>8. It would be useful to increase the media component of a similar project and include funding to assess the effect of media initiatives. Ways to increase the interest of those accessing media need to be explored by finding ways to include additional creative approaches (e.g., stories, songs, puppet shows) in media communications.</p> <p>Finding supporting the recommendation: the media component was impeded by the policy not to pay for media air time. Although efforts were made to heighten interest of readers, listeners and viewers, most media used a documentary or news format.</p>	X	X		X
<p>9. Additional awareness raising materials and tools need to be developed that also integrate gender aspects as they apply specifically to each socio-cultural group within a country.</p> <p>Finding supporting the recommendation: the SCREAM and other tools include gender aspects but they are highly generalized to cover broad circumstances. Socio-cultural aspects of gender issues are among the most highly specific to particularly groups so special attention is needed to ensure that they address local issues.</p>	X	X		X
<p>10. The development of awareness raising materials on specific forms of child</p>	X	X		X

labour will contribute to improving understanding of the risks and long term consequences of child labour. Finding supporting the recommendation: interviewees indicated the need to localize awareness raising materials to pay particular attention to local forms of child labour.				
11. Media efforts need to be coupled to information sources where interested individuals can turn to for assistance and support. Finding supporting the recommendation: implementing partners were contacted through letters and phone calls for information about where families can seek help.	X	X	X	X
12. Increase availability of resources to fund art materials to implement SCREAM and other awareness raising methodologies in schools. Finding supporting the recommendation: As with all other challenges the lack of resources to implement the methods was cited as an impediment. Although actions such as the development of skits and songs cost little money some of the very effective methods such as drawing pictures require paper and coloured pens or pencils that are difficult to obtain.	X	X	X (employers)	
13. Dissemination of additional copies is a key to up scaling implementation of the SCREAM methodology. Funding is needed to finance dissemination. Finding supporting the recommendation: Training participants noted that they each need to have their own copy of the SCREAM module for effective implementation with groups of children.	X	X	X	X
14. It is recommended that district and community child labour committees be informed of the teachers who have been trained on SCREAM and other project methodologies such as on psychosocial support. The monitoring and follow up can then be taken over from the universities by the local committees. Finding supporting the recommendation: resources for the follow up and monitoring of implementation of SCREAM methodologies is difficult if dependent	X	X		X

on central input.				
National Policy, Legal Framework and Governance				
15. Next steps in both Uganda and Zambia should include the further dissemination of the National Child Labour Policy accompanied by advocacy on the implementation of recommendations on HIV induced child labour.	X	X		
16. In both countries the legislation on child labour and HIV issues needs to be harmonized, disseminated and enforcement capacities strengthened. Finding supporting the recommendation: a range of different laws and regulations exist but are not always harmonized, many stakeholders are unaware of legislation and enforcement is uneven.		X		
17. A national monitoring system on child labour needs to be developed that is strongly linked to community and district level child labour committees. Such committees can provide useful input into monitoring systems. Additional research on child labour is needed to increase understanding of ways to address different specific types of child labour. Finding supporting the recommendation: good data that can support planning is still lacking in Uganda and Zambia.	X	X		
18. Government- In Uganda: Restructure the Child Labour Unit and integrate under The Department of Youth and Children. Finding supporting the recommendation: The Child Labour Unit is understaffed and not directly and effectively integrated in broader initiatives on children. Department of Youth and Children has more staffing, resources and a structure that spreads to districts and sub counties through community development officers, probation officers and community development assistants. The Department of Youth and Children would be most suited to host the child labour unit. This department is already hosting the OVC secretariat that is visible both at national and district level and would provide good opportunity to mainstream CL and upscale lessons learned across the country.		X		

19. Coordination of existing government agencies working on HIV and child labour can be further improved to avoid duplication and overlapping activities.		X		
20. Advocacy to increase funding of HIV induced child labour components in projects on orphans and other vulnerable children and child labour projects could be increased. Finding supporting the recommendation: currently most efforts to address HIV induced child labour is channelled through child labour projects.	X	X	X	X
21. Pay particular attention to inform all government ministers, members of parliament and the police force about the National Child Labour Policy and relevant legal framework so that they can be fully implemented and enforced. Finding supporting the recommendation: some interviewees pointed out that senior politicians are often still unconvinced and/or confused about the difference between child work and child labour.		X		
22. The relationship of the project with the Zambian Ministry of Education improved over the life of the project but further cooperation, particularly to support the integration awareness raising and improvement of quality of education efforts is needed.	X	X		
23. Associate employers and workers organizations from inception as they have extensive networks and are able to reach relevant stakeholders. Finding supporting the recommendation: the late association of the unions had an effect on the sustainability of the actions that were undertaken because the project is already coming to an end.	X		X	
District Level Environment				
24. Provide support to ensure that district child labour committees are created and functioning in all districts in Uganda and Zambia. Finding supporting the recommendation: child labour committees can be a great asset to ensure effective elimination of child labour if provided with capacities and at least some resources.	X	X		X

Primary and Secondary Education				
<p>25. Include emphasis on quality of education in child labour initiatives.</p> <p>Finding supporting the recommendation: the quality of the schools is a major factor that influences attendance over the long term. The project did not provide funding to improve the quality of education although many persons associated with the project stated that it is vital.</p>	X	X		X
<p>26. Pedagogical training for teachers needs to include learning how to deal with and teach children of different ages and levels in their classrooms. Teachers also need to be trained on handling traumatized children and those who have lagged behind for various reasons including those with disabilities.</p> <p>Finding supporting the recommendation: children who are mainstreamed back into school can be much older than their classmates. Their learning styles and needs can be different from other children.</p>	X	X		X
<p>27. Reliance on community schools should be seen as a temporary alternative and not be a good long term strategy. Strengthening government schools and ensuring access to all children should be a priority. Governments need to allot specific financing to government schools for tutoring and counselling sessions for children who need it.</p> <p>Finding supporting the recommendation: Community schools are often even poorer in infrastructure and overall quality than government schools although they can viable option for children to transition into government schools.</p>		X		
Vocational Training				
<p>28. Additional types of vocational training need to be identified in accordance with local labour market needs.</p> <p>Finding supporting the recommendation: the project identified some viable vocational training options but matching options to local labour market needs is needed to ensure viable up scaling.</p>	X	X		X
29. There is a need to intensively guide and monitor apprenticeship trainers to		X		X

ensure that the programme does not become a hidden form of free or low cost child labour.				
30. A system of formal guidelines, preferably recognized by the national government, on apprenticeship training should be developed and adopted. In each individual case an agreement needs to be signed by the trainer and apprentice witnessed by his or her guardian. The agreements need to include a specific duration of training and a simple training plan that indicates the learning objectives for the training. District child labour committees (DCLC) can review the agreements and authorize them. Once the training is completed a certificate can be provided by the DCLC to both the trainer and the apprentice recognizing satisfactory completion of the training.		X		
31. Employers need to be increasingly sensitized and lobbied to hire graduates of both vocational training centres and apprenticeship programmes. Some children were given flyers that they can use to sensitize their environment and such efforts need to be scaled up.			X	X
32. Motivating apprentice trainers to supervise independent study of their apprentices to pass primary equivalency tests need to be stimulated.				X
33. Currently vocational training centres only accept children who have completed primary school so efforts to place and educate children through transitional schools need to be increased. Primary school equivalency tests need to be easily available and testing dates well disseminated.		X		
Capacity Strengthening				
34. There is a need for continued capacity strengthening as the project was only able to work in four districts in each country particularly among labour officers and inspectors. Training also needs to be well targeted so that it meets the exact needs of the different stakeholders. Finding supporting the recommendation: the formation of additional district committees will automatically mean that capacity strengthening will be absolutely required to ensure that they will be able to take up their tasks effectively.	X	X	X	X
35. Stakeholder groups can be encouraged to adapt tools developed by the project to suit their particular needs.			X	X

Finding supporting the recommendation: such adaptation has been successfully implemented by employers' federation in Uganda.				
36. Training needs to be well coordinated to avoid duplication but still allow for refresher training and continued learning on new approaches that are developed over time.	X	X		X
Income Generating Activities and Savings Groups				
37. Consider assisting community child labour committees to start an IGA to assist in funding activities such as for transport to carry out follow up in households.	X			X
Finding supporting the recommendation: committees lack resources to fully implement their activities.				
38. Long term support to ensure that savings groups are able to grow, support each other and are able to join larger schemes will be needed.	X			X
Finding supporting the recommendation: some savings groups have been associated with the help of the IPs to larger schemes such as cooperative groups and banks that also cater to small savings groups.				
39. IGA support appeared to be a good investment overall with generally positive outcomes. Promote IGAs based on existing knowledge and skills of families where possible.	X			X
Finding supporting the recommendation: the evaluation team recommends that such efforts, coupled with savings programmes, be scaled up and linked to national and local IGA development and savings programs. Choice of IGAs needs to be carefully planned for maximum feasible success and more likely to be successful if based on existing knowledge and skills.				
40. More time is required particularly for the implementation of the IGA action programs to directly withdraw and prevent child labour.	X			X
Finding supporting the recommendation: the IGAs are seen as key to ensure sustainability but only a fraction of beneficiary families were able to benefit. Although government schools are now supposed to be free some costs still remain				

Management				
41. Personal relationship building with tripartite and civil society stakeholders is essential to ensure effective creation of synergies. Finding supporting the recommendation: poor relationship building in early project stages had a negative impact on the project and was only overcome with new and intensive work by committed staff.	X			
42. Suggest to delete this recommendation as per earlier comment from pg. 14	X			
42. For the selection of implementing partners it is important to fully analyse their capacities and their linkages to other stakeholders in the area. It is also necessary to consider that agencies can also change in terms of quality of delivery over time. Finding supporting the recommendation: in the case of one implementing partner initial assessment indicated that it was a good NGO but staff turnover and decreased funding sources resulted in drastic changes in capacities. New staff was hired that had also not been involved in the design of the action programme so they were not well versed in the context and implementation process.	X			
43. Steps need to be undertaken to ensure that disbursement procedures are clear at all levels. Sufficient and well trained staff needs to be assigned to process disbursement of funds so that actions are not impeded. The first instalment should be at least 40%. Finding supporting the recommendation: confusion affected attitudes towards the project and efficient implementation. The amount provided for the first instalment of an Action Programme is only 30% which is insufficient for the start up of an action since costs are always highest at the beginning.	X			
Monitoring				
Project Sustainability				
44. Sustainability of child labour committees at community and district level, if adequately provided with technical follow up, will be good if adequate funding to cover basic costs such as awareness raising materials, T-shirts to identify group members, record keeping materials and tools, and some funds for occasional	X	X		X

transport are provided. Although the governments are beginning to allot funding for some committees more needs to be done.				
45. The key to sustainability and elimination of child labour, particularly HIV induced child labour, is addressing the poverty levels through well functioning social protection schemes and employment generation.		X		
476. Country decent work initiatives, particularly if they include local economic development approaches, need to concentrate on areas of the country with high levels of HIV and child labour prevalence.	X	X		
47. Ensuring that vulnerable families are aware of and able to access available government social protection schemes should be an important goal at district and community level.	X	X	X	X
Dissemination of Project Lessons Learned				
48. An important aspect to consider in upscaling the lessons learned from the HIV induced child labour project is the level of HIV prevalence in the countries. Much can be learned from experience of other ILO project on HIV in the workplace on how to address this problem.	X			
49. The tools that have been developed generally presume a high HIV prevalence rate and may need to be adapted to situations with lower prevalence. Emphasis on prevention of HIV, stigma and discrimination are important factors in low prevalence countries that need more emphasis. Finding supporting the recommendation: representatives from non-core countries such as Madagascar where HIV prevalence is comparatively low had doubts about how to mainstream HIV into their project.	X			
50. Mainstreaming the pilot experiences is vital to increase reach. Finding supporting the recommendation: The coverage of the beneficiaries under this project is good for a pilot project but it is important to note that the actual number of children and families requiring assistance is overwhelming	X			

Annex 2: List of Interviewees

Uganda

Date	Location	Name	Organization & position and/or type of stakeholder (Beneficiaries and groups total by gender)
29/09/08	Kampala	Harriet Luyima	MGLSD Child Labour Unit
29/09/08	Kampala	Martin Kizza	Program Officer Communication and Advocacy
29/09/08	Kampala	Twase Ismail	Rural Development Media Communications
29/09/08	Kampala	Abuiin Juliet	RUDMEC
29/09/08	Kampala	Aguwa Stephen	RUDMEC
29/09/08	Kampala	Sarah Kisolo	RUDMEC
29/09/08	Kampala	Kizito Hamidu	RUDMEC
29/09/08	Kampala	Adiko Yayeri	RUDMEC
29/09/08	Kampala	Dr. Regina Mbabazi	Consultant/Good practices Documentation
29/09/08	Kyambogo University	Gloria Geria	National Coordinator Child to Child Program
29/09/08	Kyambogo University	Omeke Michael	Kyambogo University member of the Child to Child Committee and Facilitator
29/09/08	Kibuli PTC	Otukol Janet	Deputy Principal Kibuli PTC
29/09/08	Kibuli PTC	17 male teachers 27 female teachers	Kyambogo University Child to Child
30/09/08	IRC	Dorothy Jobdingo	LEAP Project Director
30/09/08	NOTU	Mary Irene Kaboole	NOTU Vice Chairperson General
30/09/08	Central organization of Free Trade Unions – Uganda	Mauku R. Moses	COFTU Deputy Secretary General
30/09/08	Kampala Ntinda FUE Headquarters	Matovu Michael	Coordinator HIV/AIDS induced Child labour Project
1/10/08	Mbale Wanale Division Mbale MC	Khaukha Bala Abraham	Head Teacher Mayor Mbale P/S
			School children (other children also interviewed in a total of 3 schools for a total of 25 with approximately half girls and half boys)
1/10/08	Moni	Wopicho	IGA Hair Dresser
1/10/08	Moni	Sanyu	IGA Hair Dresser
1/10/08	Nauyo	Nagudi Junic	Nafubi Sacco
1/10/08	Nauyo	Muyama	Safina
1/10/08	Child Restoration Outreach	Julius Gizamba	Project Coordinator HIV/AIDS
1/10/08	Child Restoration Outreach	Munguatine Charles	Finance Officer National Office
1/10/08	Child Restoration Outreach	Bwayo Moses	Program Manager
1/10/08	Child Restoration Outreach	Magona Nathan	Finance Assistant CRO-Mbale
1/10/08	Child Restoration Outreach	Makokha Stella	Social Worker CRO-Mbale
1/10/08	Mbale District Administration Malukhu	Makai Nangosya Steven	Labour Department Mbale
1/10/08	Busamaga Ward Mbale	Mungasa Sam	Chairperson
1/10/08	Busamaga Ward Mbale	Namuhu Mutwalibi	Member/advisor
1/10/08	Busamaga Ward Mbale	Perezi Bitumu	Treasurer

2/10/08	Mukono	Boys: 7 Girls: 4	Vocational Training
2/10/08	Seeta	Females: 5 Males: 2	Child Labour Committee
3/10/08	Kampala	Olac Tom	Labour Office
6/10/08	Kampala	Nsubuga Godfrey	Project Coordinator
6/10/08	Kampala	Juliet Namuddu Kiggundu	UYDEL Social Worker stationed at secretariat & Nakulabye
6/10/08	Kampala	Nabulime Clare	UYDEL Accounts Assistant
6/10/08	Nakulabye	Birungi Peninah	UYDEL
6/10/08	Nakulabye	Namutebi Florence	
6/10/08	Nakulabye	Namakula Robinah	
6/10/08	Nakulabye	Nakatudde Solome	
6/10/08	Nakulabye	Owamazima Judith	
6/10/08	Nakulabye	Makate Oliver	Vocational Drop in Center
6/10/08	Nakulabye Junior Primary School	Zimbe Moses	Headmaster Nakulabye Junior Primary school
6/10/08	Nakulabye Junior Primary School	Asiimwe Christopher	Focal Tr.
6/10/08	Nakulabye Junior Primary School	Rogers Kasirye	UYDEL
6/10/08	Nakulabye Zones	Berunga Amooti	UYDEL
6/10/08	Nakulabye Zones	Gwaita Lucy	UYDEL
6/10/08	Nakulabye Zones	Mulala Ismail	UYDEL
6/10/08	Nakulabye Zones	Bezirika Ssalongo	UYDEL
6/10/08	Nakulabye Zones	Nakabugo Getrude	UYDEL
6/10/08	Nakulabye Zones	Nakasujja Jane	UYDEL
6/10/08	Nakulabye Zones	Birungi Peninah	UYDEL
7/10/08	Mengo Kisenyi	Namatovu Jane	KIN Tailor
7/10/08	Mengo Kisenyi	Nakimuli Justine	KIN Tailor
7/10/08	Mengo Kisenyi	Namirembe Diana	KIN Hair maker
7/10/08	Mengo Bukesa	Wasajja Geoffrey	KIN Technician (concrad Motor LTD)
7/10/08	Mengo Kisenyi	Waila Umaru	KIN Welder
7/10/08	KIN Head Office Kabusu Rubaga	Asiimwe Stephen	HIV/Child Labour Project Coordinator
7/10/08	KIN-Kisenyi Boys Center	Musisi Godfrey	Social Worker (Field Worker)
7/10/08	KIN-Nansana Girls Centre	Nabateregga Margaret	Social Worker (Residential Staff)
7/10/08	KIN-Kisenyi Boys Centre	Mugisha Ahmed	Social Worker Residential Officer
7/10/08	KIN-Kisenyi Boys Centre	Ekapu John Robert	Social Worker
7/10/08	KIN Nansana	Turyahahare Betty	Social Worker
7/10/08	Budonian	Sendula Mwere	Community Leader
7/10/08	Grace of Lord Kisenyi	Kirabwa Jackson	Director of Studies Grace of the Lord

ZAMBIA

DATE	LOCATION	NAME	ORGANISATION
06/10/08	Lusaka	Kalima Kalima	University of Zambia
06/10/08	Lusaka	Cephas Moonga	Prime Images Production
07/10/08	Luanshya	Barbara Nsonge	CHEP/Student
7/10/08	Luanshya	Mr Kapu	District Commissioner
07/10/08	Luanshya	Mary Chisenga Akafuna	CHEP/Counsellor
07/10/08	Luanshya	Raymond Shakabonga	CHEP/Driver
07/10/08	Luanshya	Precious Mambwe Chikasa	CHEP/Support staff
07/10/08	Luanshya	Collins Chisha Sampa	CHEP/Programme Officer
07/10/08	Luanshya	Bridget Kanyemba	CHEP/M & E Officer
07/10/08	Luanshya	Payne Mano	CHEP/Luanshya Programme Manager
07/10/08	Luanshya	Evelyn Nalanwwe	CHEP/Luanshya Deputy Programme Manager
09/10/08	Lusaka	Chilufya Siwale	Jesus Cares Ministries (JCM)
09/10/08	Lusaka	Audrey Halayanda	As above
09/10/08	Lusaka	Barbara Mwila	As above
09/10/08	Lusaka	Godfridah Kasupa	As above
09/10/08	Chawama Lusaka	Boy 10yrs Girl 10yrs Girl 09yrs Girl 09yrs	JCM Community School
09/10/08	Gorge Compound	Mr D Susiku	JCM

DATE	LOCATION	NAME	ORGANISATION
09/10/08	Gorge Compound	Barbara Mumba	JCM
09/10/08	Livingstone	Fr. Jackson James Katete	Livingstone Anglican Childrens Project (LACP)
09/10/08	Lusaka	Ruth Njobvu	JCM Chawama
09/10/08	Chawama Lusaka	S Banda	Chawama Skills Training Centre
09/10/08	Kapiri Mposhi	Mahanyi Moshosho	Zambia Red Cross Society
10/10/08	Lusaka	Michael Mulwanda	Min. of Labour and Social Services
10/10/08	Kitwe	Olga Silimi Mwanza	Zambia Congress of Trade Unions (ZCTU)

Annex 3: Evaluation Schedule and Site Visits

Draft programme for final evaluation – Uganda 28 September to 7 October 2008

Date	Time	Activity	Venue
Sunday 28 Sep	14.00-17.00	Meeting team leader, national consultant and CTA, Kampala	Hotel of team leader
Monday 29 Sep	08.30-11.30	Meeting with IPEC HIV staff	ILO-IPEC office, Workers' House
	12.00-13.00	Meeting with Ministry of Gender, Labour and Social Development (MGLSD), CLU and NCC	MGLSD
	13.00-14.00	Lunch	
	13.30-14.15	RUDMEC on media activities	RUDMEC
	14.30-15.15	Consultant on good practices, Dr. Regina Mbabazi	IPEC office
	15.30-16.30	Kyambogo University (KYU) on education and child labour and SCREAM implementation	Field in Nsambia
Tuesday 30 Sep	9.00-10.00	IRC – LEAP project (USDOL funded education initiative programme on child labour)	IRC office, Naguru
	10.15-11.15	National Organisation of Trade Unions (NOTU). And Congress of Free Trade Unions (COFTU).	NOTU office in Ntinda
	11.30-12.30	Federation of Uganda Employers (FUE)	FUE office in Ntinda
	12.30-17.30	Lunch and travel to Mbale If time allows, meeting with Labour Officer and CRO staff in CRO office, Mbale	Vincent, team leader and National consultant
Wednesday 1 Oct	8.30-17.00	Visit to Child Restoration Outreach (CRO) in Mbale. Field visits and mini-workshops with beneficiaries (children and IGAs) and with child labour committee members.	CRO office and field (CRO to organize the groups of beneficiaries in the field for FGDs)
Thursday 2 Oct	7.30-11.30	Travel from Mbale to Mukono	
	11.30-16.30	Visit to Juvenile Welfare Services (JWS) in Mukono. Field visits and mini-workshops with beneficiaries (children and IGAs) and with child labour committee members.	JWS office and field (JWS to organize the groups of beneficiaries in the field for FGDs)
	16.30-17.30	Travel from Mukono to Kampala	
Friday 3 Oct	8.30-15.30	Stakeholders workshop in Kampala (see programme attached). Side meetings with: Children of Uganda (COU),	Grand Imperial Hotel
	16.00-18.00	Debriefing session, evaluators and IPEC team	
Saturday 4 Oct	9.00-12.00	Additional debriefing session, evaluators and IPEC team	
Sunday 5 Oct		Flight team leader from Entebbe to Lusaka	
Monday 6 Oct	9.00-16.00	Visit to Uganda Youth Development Link (UYDEL) in Kampala. Field visits and mini-workshops with beneficiaries (children and IGAs) and with child labour committee members. (by the Local Consultant)	UYDEL office and field (UYDEL to organize the groups of beneficiaries in the field for FGDs)
Tuesday 7 Oct	9.00-16.00	Visit to Kids in Need (KIN) in Kampala. Field visits and mini-workshops with beneficiaries (children and IGAs) and with child labour committee members. (by the Local Consultant)	KIN office and field (KIN to organize the groups of beneficiaries in the field for FGDs)

Final Programme for final evaluation – Zambia
5 to 11 October 2008

Date	Time	Activity	Venue
Monday 6 Oct	08.30-12.30	Meeting with IPEC HIV, TBP-S and TACKLE staff. Meeting with ILO Director and HIV/AIDS P.O.	ILO-IPEC office
	12.30-13.30	Lunch	
	14.00-15.00	Meeting with Ministry of Labour and Social Security (MLSS) and CLU and DWCP focal points (meeting cancelled, held instead after Friday workshop)	MLSS
	15.30-16.15	Prime Images on media activities	IPEC office
	16.15-17.00	Meeting with ZAMISE (Mr. Kaoma and Mr. Kalima)	IPEC office
Tuesday 7 Oct	08.00-08.45	Flight from Lusaka to Ndola/ Luanshya	
	09.30-19.00	Visit to CHEP in Luanshya. Field visits and mini-workshops with beneficiaries (children and IGAs) and with child labour committee members.	CHEP office and field (CHEP to organize the groups of beneficiaries in the field for FGDs)
Wednesday 8 Oct	8.30-	Flight back from Ndola/Luanshya to Lusaka	
	10.30-14.30	Visit to Tasintha in Lusaka. Field visits and mini-workshops with beneficiaries (children and IGAs) and with child labour committee members.	Tasintha office and field (Tasintha to organize the groups of beneficiaries in the field for FGDs)
	14.30-15.30	Meeting with Peter Matimba (ANPPCAN) on SCREAM, WDACL	IPEC Office
	16.00-17.00	Meeting with Employers	ZFE
	17.00-19.00	Meetings with project staff	IPEC office
Thursday 9 Oct	9.00-13.30	Visit to Jesus Cares Ministries (JCM) in Lusaka. Field visits and mini-workshops with beneficiaries (children and IGAs) and with child labour committee members.	JCM office and field (JCM to organize the groups of beneficiaries in the field for FGDs)
	13.30-14.00	Lunch	
	14.30-16.00	Meeting with LACP from Livingstone	IPEC office
	16.00-17.00	Make final preparations for stakeholders workshop	IPEC office
Friday 10 Oct	8.30-15.30	Stakeholders workshop in Lusaka (see programme attached). Side meetings with: Meeting with Workers Tasintha, Zambia Red Cross Society (ZRCS) and Child Health and Education Project (CHEP)	ILO office conference room
	15.30-16.30	Meetings with Ministry of Labor Representative Followed by Zambia Congress of Trade Unions representative	ILO office conference room
	16.00-19.00	Debriefing session, evaluators, IPEC team Zambia, CTA and IPEC HQ	ILO office
Saturday 11 Oct		Flight team leader from Lusaka to BKK	

Annex 4: References-Documents Reviewed

Combating and preventing HIV/AIDS induced child labour in Sub-Saharan Africa: pilot actions in Uganda and Zambia. (December 2006) Knowledge Attitudes and Practices on child labour and HIV/AIDS in Uganda. Kampala: ILO-IPEC

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International Labour Organization (ILO), International Programme on the Elimination of Child Labour (IPEC), Multi-bilateral Programme of Technical Cooperation) Government of the United States of America, Governments of Uganda and Zambia (July 2004). Project Document. Combating and preventing HIV/AIDS-induced child labour in Sub-Saharan Africa: pilot action in Uganda and Zambia. Geneva: ILO-IPEC

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International Labour Organization, International Programme on the Elimination of Child Labour (IPEC). (January, 2008a). Handbook on mainstreaming HIV/AIDS issues into child

labour initiatives. Geneva: International Programme on the Elimination of Child Labour (IPEC).

Kalima Kalima & Kapasa Kaoma, Simon (January, 2008b). Psychosocial needs and skills for teachers and community groups supporting working and at risk children affected by HIV/AIDS in Zambia. Edited by George Mubita and Akky de Kort. Lusaka: International Labour Organization, International Programme on the Elimination of Child Labour (IPEC)

International Labour Organization, International Programme on the Elimination of Child Labour (IPEC). (February 2008). Emerging good practices of the community based models in Uganda and Zambia. Paper Number 12. Geneva: International Programme on the Elimination of Child Labour (IPEC).

Joint UN Programme of Support for AIDS in Uganda. (2007) Joint UN Programme of Support for AIDS in Uganda: 2007-2012. Lusaka: United nations Agencies.

UNAIDS and World Health Organization (June 2004). UNAIDS/WHO Policy Statement on HIV Testing. Geneva.

Witherite, L., and Zegers, M. (2008) Cross-Country Study of the ILO/USDOL HIV/AIDS Workplace Education Program. Prepared for U.S. Department of Labor. Bethesda, Md.: Macro International.

Project generated tables and summaries including:

Project Monitoring Plan. Monitoring Forms, PMP Tools

Technical Progress Reports from March 2006 to September 2008.

Annex 5: Stakeholder Workshop Agenda and Participant List

Kampala, Uganda			
3RD OCTOBER 2008			
Attendance List			
No.	NAME	ORGANISATION	DISTRICT
1	Matovu Michael	FUE	Kampala
2	Julius Gizamba	CRO	Mbale
3	Martin Omukuba	IRC	Kampala
4	David Kasozi	JWS	Mukono
5	Olal Tom	KCC	Kampala
6	Mutaawe Rogers	UYDEL	Kampala
7	Steven Asiimwe	KIN	Kampala
8	Nsubuga Geoffrey	UYDEL	Kampala
9	Twase Ismail	RUDMEC	Kampala
10	Peter Mugagga	ANPPCAN	Kampala
11	Dr. Regina Mbabazi	Consultant	Kampala
12	Martin Kiiza	NCC	Kampala
13	Makai Nangosya S.W	Mable DLG	Mbale
14	Harriet Luyima	Ministry of Gender, Labour & Social Development	Kampala
15	Kisakye Julius	MOES – TAAG	Kampala
16	Kaboole Mary Irene	NOTU	Kampala
17	Mauku R. Moses	COFTU	Entebbe
18	Matovu Michael	FUE	Kampala
19	Julius Gizamba	CRO	Mbale
20	Martin Omukuba	IRC	Kampala
21	David Kasozi	JWS	Mukono
22	Olal Tom	KCC	Kampala
23	Mutaawe Rogers	UYDEL	Kampala
24	Steven Asiimwe	KIN	Kampala
25	Nsubuga Geoffrey	UYDEL	Kampala
26	Twase Ismail	RUDMEC	Kampala
27	Peter Mugagga	ANPPCAN	Kampala
28	Dr. Regina Mbabazi	Consultant	Kampala
29	Steven Asiimwe	KIN	Kampala
30	Martin Kiiza	NCC	Kampala
31	Makai Nangosya S.W	Mable DLG	Mbale
32	Harriet Luyima	Ministry of Gender, Labour & Social Development	Kampala
33	Kisakye Julius	MOES – TAAG	Kampala
34	Kaboole Mary Irene	NOTU	Kampala
35	Mauku R. Moses	COFTU	Entebbe
36	Matovu Michael	FUE	Kampala

Lusaka, Zambia
Evaluation Workshop- 10 October 2008

NAME	Title	ORGANIZATION
Luke Chungu	Labour Inspector	Ministry of Labour and Social Security
Fr. Jackson Katete	Programme Director	Livingstone Anglican Children's Project
Cephas Moonga	Media Consultant	Prime Images
Chobela Thama	SLO	Ministry of Labour and Social Security
Mulwanda Michael	CLPO	Ministry of Labour and Social Security
Evelyn Nalavwe	Dep. Program Manager	CHEP Luanshya
Payne Mano	Program Manager	CHEP Luanshya
Daniel Mwewa	Accountant	Zambia Federation of Employers
Mwenya Kapasa	Economist	Zambia Federation of Employers
Victor Kachabe	SSWO	Ministry of Community Development and Social Security
Mahanyi S. Moosho	HIV/AIDS officer	Zambia Red Cross Society
Wilmont Sinyangwe	S/ Labour Officer	Labour
George Mubita	CPC	ILO
Olga Silimi-Mwanza	D/ Director Gender	Zambia Congress of Trade Unions
Maria-Theresa Malila	SPO	ILO
Mukatimui Sifuniso-Chabala	CPC	ILO
Simon Kaoma	MOE Asst. Manager	MOE
Akky de Kort	CTA ILO-IPEC	ILO-IPEC
Mark Kapaipi	Consultant	HIV/AIDS
Mwila Chilakata	Programme Officer	Tasintha Programme
Chilufya Siwale	M&E Manager	JCM
Audrey Hamayanda	Project Officer	JCM
Sergius Matipa	OVC	Tasintha
Mwansa C. Malupande	PO-CB	CHIN
Nalwamba Tamala	SLO	Ministry of Labour and Social Security
Michael Mulwanda	CLPO	Ministry of Labour and Social Security
Martin Lukonde		Prime Images

Annex 6: Terms of Reference



**International Labour Organisation- International
Programme on the Elimination of Child Labour**

ILO/IPEC

**TERMS OF REFERENCE
FOR
Independent Final Evaluation
(October 2008)**

Final TOR for
stakeholder inputs:
August 2008

“Combating and preventing HIV/AIDS-induced child labour in Sub-Saharan Africa: Pilot Action in Uganda and Zambia”

ILO Project Code:	RAF/04/P57/USA
TC Code :	P25008100057
Financing Agency:	United States Department of Labor
Type of Evaluation:	Independent Evaluation
Geographic Coverage:	Uganda and Zambia
Project start date:	30 September 2004
Project end date:	31 December 2008
Date of the Evaluation:	October 2008
Total Project Funds of Donor:	US\$ 3,000,000

I. Background and Justifications

Project Background

1. The **International Programme on the Elimination of Child Labour** (IPEC) is a technical cooperation programme of the International Labour Organisation (ILO). The aim of IPEC is the progressive elimination of child labour, especially its worst forms. The political will and commitment of individual governments to address child labour - in cooperation with employers' and workers' organizations, non-governmental organizations and other relevant parties in society- is the basis for IPEC action. IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes strengthening national capacities to deal with this issue, legislation harmonization, improvement of the knowledge base, raising awareness on the negative consequences of child labour, promoting social mobilization against it, and implementing demonstrative direct action programmes (AP) to prevent children from child labour and remove child workers from hazardous work and provide them and their families with appropriate alternatives.
2. **HIV/AIDS** creates numerous new problems and situations, compromising development achievements and initiatives. As the HIV/AIDS pandemic in sub-Saharan Africa has grown in size and intensity, the situation of children has become more precarious. Older children are at risk of HIV infection. Girls and boys, whose parents became infected and later fell ill and died are affected in multiple ways. Educational opportunities also have been compromised, as children are withdrawn from school and assume many care-giving functions with families affected by HIV/AIDS. Many children have entered the world of work in order to supplement family income lost when an adult becomes ill or has died due to HIV/AIDS. The work done by children is often low paid, stressful and physically and emotionally demanding, in addition to jeopardizing their health and future. Not least of those hazards in the era of AIDS is sexual harassment, exploitation and the risk of HIV infection.
3. HIV/AIDS has led to an increasing number of boys and girls engaged in different types of labour, including the worst forms of child labour as defined by ILO Convention 182 adopted in 1999 such as involvement in prostitution, in armed conflict, drug trafficking and hazardous work. Indeed, HIV/AIDS has reinforced the immediate economic factors that push children into the labour market. In addition, the epidemic has made the long-term opportunities for decent lives more difficult for hundreds of thousands- if not millions-of children in sub-Saharan Africa. Between 2001 and 2003, ILO-IPEC collected information from four countries (Tanzania, Zambia, Zimbabwe and South Africa) that establish links between HIV/AIDS and child labour. Furthermore, SIMPOC studies in Uganda on Commercial Sexual Exploitation of Children (CSEC) and HIV/AIDS and child labour, (ILO-IPEC 2004) have brought to light the need to integrate HIV/AIDS concerns into child labour programmes and policies.
4. The present project design was built on existing knowledge and aims to create models over the project duration in two core countries, **Uganda** and **Zambia**. In each of

these countries, the large number of children who have lost one or both parents to HIV/AIDS dramatically magnifies the real and potential risk of children being forced to work. In 2003 it was estimated that 940,000 children in Uganda and 630,000 children in Zambia have been orphaned by HIV/AIDS. The project activities were designed to expand and sustain education and skills training opportunities for 3,600 girls and boys withdrawn from child labour and to prevent girls and boys from entering work situations through community-based social protection schemes. Finally, the project has used its experiences to expand the knowledge base around the issues of child labour and HIV/AIDS in order to generate appropriate policy responses and expand the resources available to eliminate the worst forms of child labour and promote a reduction in HIV/AIDS risks for girls and boys.

5. The project has two immediate objectives:

Immediate Objective One: Community based models for assisting HIV/AIDS orphans and girls and boys affected by HIV/AIDS in child labour or at risk of entering child labour, through education and social protection, will have been adopted by relevant national organizations in Uganda and Zambia, and will be available for replication in other countries in the sub-region.

Immediate Objective Two: Policy makers and programme planners in the field of HIV/AIDS and child labour in the sub-region will have mainstreamed tools, policy, recommendations and good practices for dealing with HIV/AIDS and child labour.

6. Within the two project countries, specific geographic locations have been identified for activities on the basis of previous ILO-IPEC Rapid Assessments and other studies. These locations have been chosen for its high HIV/AIDS prevalence rates, large number of boys and girls orphaned by HIV/AIDS, economic and social conditions contributing to child labour and existing ILO-IPEC and partner activities. In addition to the two project countries, 8 non-core countries (South Africa, Tanzania, Ghana, Madagascar, Kenya, Senegal, Malawi, and Cameroon) will benefit from information sharing, research and in the future possibly replicate those models being tested by the present project.
7. The project was implemented through direct action programmes which begun implementation in June/July 2006. (A full list is available in the Annex).
8. In **Zambia** in 2006 ILO/IPEC began work on supporting the Government of Zambia develop a national action plan on the worst forms of child labour through the project to support development and implementation of time bound measures against the Worst Forms of Child Labour in Zambia . A **Time-bound programme** is essentially a national strategic programme framework of tightly integrated and coordinated policies and initiatives at different levels to eliminate specified 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. ILO, with the support of many development organizations and the financial and technical contribution of the United States' Department of Labor (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 C. 182 to implement comprehensive measures

against WFCL.²⁹ A preparatory project to support this time-bound process is currently under design for **Uganda** and is expected to begin work in September 2008.

Recent Situation

9. The project has made considerable progress in both Zambia and Uganda. In **Uganda**, the project has been working on consolidating gains made under the Action Programmes and working towards its closure. Through the direct APs, the project has been able to withdraw and prevent a total of 3,248 children. The project reports that SCREAM activities in schools were strengthened and child labour community committees further boosted. On the upstream level the project has contributed towards the development and finalisation of the hazardous list on child labour, an expanded knowledge base through production of the Uganda child labour report, Draft National Action Plan on Child Labour and the project has also contributed towards the National Development Plan. Furthermore, through its advocacy work the project has contributed towards the adoption of the National Policy on Child Labour. These interventions at the policy and community levels consolidate efforts towards the eventual elimination of child labour in Uganda.
10. The preparatory project on supporting the National Action Plan in Uganda, currently being designed by ILO/IPEC and scheduled to begin in Fall 2008 will consolidate and build on the gains made under the Uganda component of the present project.
11. In **Zambia**, Action Programmes have worked towards meeting targets on direct beneficiaries and in ensuring that children were prevented and withdrawn from HIV/AIDS induced child labour through educational support, recreational and psychological support and that their families were provided with income generation activities. The project to date³⁰ has recorded a total of 2,913 children withdrawn and prevented through educational services/training support and other non-education related services.
12. In conjunction with the USDOL funded support to the TBP in Zambia project, the present project has worked on training district labour officers in Strategic Programme Framework (SPF) or Strategic Programme Impact Framework methodology (SPIF) to effectively design future HIV/AIDS induced child labour interventions. The project has as in Uganda, taken measures to train community and government schools in the SCREAM HIV/AIDS pack which has helped enhance collaboration between the IAs and the government schools. The District Child Labour Committees (DCLC) and the Community Child Labour Committee (CCLCs) were further strengthened in Zambia and are now seriously involved in the monitoring of child labour projects in the districts.

Mid-term evaluation:

13. A mid-term evaluation was conducted in October/November 2007 by an independent evaluation consultant. The evaluation consisted of a desk review, field visits to both Uganda and Zambia and stakeholder workshops in each country.
14. The mid-term evaluation found at the time that the project needed to accelerate its pace in regards to objective one on prevention and withdrawal of direct beneficiaries to be able to reach the set targets by the end of the project. The mid-term evaluation made recommendations on how to strengthen the project's activities related to immediate objective two in that further policy dialogue, commitment, patience,

²⁹ More information on the TBP concept can be found in the Time Bound Program Manual for Action Planning (MAP), at <http://www.ilo.org/childlabour>.

³⁰ As of the March 2008 Technical Progress Report Table III.B

resources, strong stakeholder participation and training, would be necessary to ensure that HIV/AIDS-CL is high on the agendas of government and partners.

Background to the Final Evaluation

15. The project document states that an independent external final evaluation will take towards the end of project implementation. In ILO/IPEC evaluations of its projects are carried out to enhance organisational learning and demonstrate achievement. As per IPEC procedures, a participatory consultation process on the nature and specific purposes of this evaluation was carried out three months prior to the scheduled date of the evaluation. Inputs were received from key stakeholders: Project management, IPEC HQ, National level stakeholders including implementing agencies and the donor. The present Terms of Reference is based on the outcome of this process and inputs received in the course of the consultative process.

II. Scope and Purpose

Scope

16. The scope of the evaluation includes all project activities to date including Action Programs. The evaluation should look at the project as a whole and address issues of project design, implementation, lessons learned, replicability and recommendations for future programs and any specific recommendations for IPEC's support to a national TBP in Uganda (scheduled to begin September 2008) and in Zambia (Project of support to TBP ongoing since 2006).
17. The evaluation is expected to emphasize the assessment of key aspects of the programme, such as strategy, implementation, and achievement of objectives. It will assess the effect of the work carried out during the implementation phase, using data collected on the indicators of achievement. It will also evaluate the effectiveness, relevance, and elements of sustainability of the programme activities carried out.

Purpose

18. The main purposes of the evaluation should be to determine if the project achieved its stated immediate objectives (including specific targets) and explain why or why not and to assess the overall and specific outcomes and impacts of the project in terms of sustained improvements. The evaluation is to be conducted with the purpose of drawing lessons from the experiences gained during the period of implementation. It will show how these lessons can be applied in programming future activities, existing or planned ILO/IPEC interventions as well as in the broader terms of action against child labour in the context of any future HIV/AIDS related projects.
19. In addition, the evaluation will serve to document potential good practices, lessons learned and models of interventions that were developed in the life cycle of this project. It will serve as an important information base for key stakeholders and decision makers regarding any policy decisions for future subsequent activities in the country as well as for projects that may be designed under similar conditions.
20. The results of the evaluation will be used as part of strategic planning and possible orientation for further phases of the various projects, including models of interventions. The results should also be used by IPEC to design future programmes and allocate resources.

III. Suggested Aspects to be Addressed

21. The evaluation should address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency and sustainability as defined in the ILO Guidelines on "Planning and Managing Project Evaluations" 2006. This is further elaborated in the ILO document "Preparation of Independent Evaluations of ILO Programmes and Projects" 1997. For gender concerns see: ILO Guidelines for the Integration of Gender Issues into the Design, Monitoring and Evaluation of ILO Programmes and Projects, January 1995.
22. The evaluation should be carried out in adherence with the ILO Evaluation Framework and Strategy, the ILO Guideline, the specific ILO-IPEC Guidelines and Notes, the UN System Evaluation Standards and Norms, and the OECD/DAC Evaluation Quality Standard.
23. In line with results-based framework approach used by ILO-IPEC for identifying results at global, strategic and project level, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation concerns and the achievement of the Immediate Objectives of the project using data from the logical framework indicators.
24. The suggested aspects for the evaluation to address are given in Annex I. Other aspects can be added as identified by the evaluation team in accordance with the given purpose and in consultation with ILO/IPEC Geneva's Design, Evaluation and Documentation Section (DED). It is not expected that the evaluation address all of the questions detailed below; however the evaluation must address the general areas of focus. The evaluation instrument prepared by the evaluation team will indicate further selected specific aspects to be addressed. The evaluation instrument should identify the priority aspects to be addressed in the evaluation. Below are the main categories that need to be addressed:
 - Design
 - Achievements (Implementation and Effectiveness) of Objectives
 - Relevance of the project
 - Sustainability
 - Special Aspects to be Addressed

IV. Expected Outputs of the Evaluation

25. The expected outputs of the evaluation are:
 - 1) A desk review
 - 2) An evaluation instrument prepared by the evaluator prior to the field visits
 - 3) Field visits to project sites in Uganda and Zambia
 - 4) Stakeholder workshop facilitated by the evaluator in Kampala and Lusaka
 - 5) Draft evaluation report including stakeholder workshop proceedings, findings from field visits by evaluation team, and all the annexes
 - 6) Final Report including:
 - Cover Page including the proper project title and the project number
 - Table of Contents
 - Acronyms (All acronyms used for the first time in the report must be spelled out.)

- Executive Summary including recommendations
- Clearly identified findings
- Clearly identified conclusions and recommendations
- Lessons learned
- Potential good practices and effective models of intervention.
- Appropriate Annexes including the present TORs
- Standard evaluation instrument matrix

7) End of project workshop in November 2008 to discuss the evaluation report in
Kampala and Lusaka

26. 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.
27. All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided both in paper copy and in electronic version compatible for Microsoft WORD for Windows. Ownership of the data from the evaluation rests jointly with ILO/IPEC and the consultant. Use of the data for publication and other presentation can only be made with the agreement of ILO/IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.
28. The final report will be circulated to key stakeholders (those participants present at the stakeholder evaluation workshop will be considered key stakeholders) for their review. Comments from stakeholders will be consolidated by the Design, Evaluation and Documentation Section (DED) of ILO/IPEC Geneva and provided to the team leader. In preparing the final report the team leader should consider these comments, incorporate as appropriate in the report and provide a brief note explaining why any comments might not have been incorporated.

V. Evaluation Methodology

29. The following is the proposed evaluation methodology. While the evaluation consultant can propose changes in the methodology, any such changes should be discussed with and approved by DED provided that the research and analysis suggests changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.
30. The evaluation consultant will be asked to use the **standard evaluation instruments** that ILO/IPEC has developed for documenting and analyzing achievements of the projects and contributions of the Action Programs to the project.
31. The evaluation will be carried out using a desk review of appropriate material, including the project documents, progress reports, previous evaluation reports, outputs of the project and action programmes, results of any internal planning processes in the countries and relevant materials from secondary sources. At the end of the desk review period, it is expected that the evaluation consultant prepare a brief document indicating the methodological approach to the evaluation, the evaluation instrument, to be discussed and approved by DED prior to the commencement of the field mission.

The evaluation will be carried out using a desk review, field visits to Zambia and Uganda for consultations with project staff and project partners and other key stakeholders. Two one day workshops will be held in Zambia and Uganda. The national evaluators will facilitate an end of project workshop where the major findings will be presented to key stakeholders and to discuss/map the next steps to continue the combat against child labour in Kampala and Lusaka in November 2008.

32. The evaluation team will interview US-DOL representatives in Washington DC, IPEC HQ officials, and ILO/IPEC regional persons through a conference call early in the evaluation process, preferably during the desk review phase.

Composition of the evaluation team

33. The evaluation team will consist of three evaluators that previously has not been involved in the project. One of the evaluators will be designated team leader, the other two evaluators will be national consultants recruited from Uganda and Zambia. 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.
34. The evaluation will be carried out using a desk review and field visits to project sites in the Uganda and Zambia for consultations with project staff, project partners, beneficiaries and other key stakeholders and to hold stakeholder workshops in Kampala and Lusaka with national level partners.

Qualifications and Responsibilities of the Evaluation Consultant

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

The background of the **evaluation team leader** should include:

Responsibilities	Profile
<ul style="list-style-type: none"> • Desk review of project documents • Briefing with ILO/IPEC-DED • Telephone Interviews with IPEC HQ desk officer, donor • Undertake desk review of project related documents • Interview project management and project partners and undertake field visits to Uganda and Zambia • Draft evaluation report • Finalize the report based on feedback and comments from stakeholders 	<ul style="list-style-type: none"> • Experience in the design, management and evaluation of development projects, in particular with local development projects. • Relevant background in social and/or economic development • Experience in evaluations in the UN system • Relevant regional experience preferably prior working experience in Uganda and Zambia • Experience in the area of children's and child labor issues and rights-based approaches in a normative framework are highly appreciated. • Experience in the area of education and legal issues would also be appreciated • Experience in the UN system or similar international development experience • Familiarity with and knowledge of specific thematic areas • Fluency in English. Local language skills would be appreciated. • Experience facilitating workshops for evaluation findings

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

The background of the **evaluation team members** (national consultants) should include:

Responsibilities	Profile
Desk review of project documents	Relevant background in social and/or economic development
Undertake desk review of project related documents	Experience in design, management and evaluation of development projects
Prepare brief for team leader prior to field visits	Fluency in English
Conduct field visits with evaluation team member in Uganda or Zambia	Experience facilitating workshops for evaluation findings
Provide inputs and support to evaluation team leader in drafting evaluation report	Experience in working on HIV/AIDS issues in their country
Present evaluation findings and facilitate end of project workshop	Experience in the area of children's and child labour issues and rights-based approaches in a normative framework are highly appreciated

38. The evaluation team members (Uganda and Zambia national consultants) will be responsible for undertaking a desk review of the project files and documents, draw up a short brief for the team leader prior to the commencement of the field visits, undertake field visits to the project locations with the team leader, and provide support to the team leader in drafting the evaluation report (2 days of work), the national consultants will also be responsible for facilitating the end of project workshop in November.
39. The evaluation will be carried out with the technical support of DED and with the logistical support of the project office. DED will be responsible for consolidating the comments of stakeholders and submitting it to the evaluation consultant.

Timetable and Workshop schedule:

40. The total duration of the evaluation process including submission of the final report should be within one month from the end of the field mission.
41. The evaluator will be responsible for 28 days *of which two weeks will be in field visits and workshops in Uganda and Zambia.*

Detailed Schedule and Duration

The tentative timetable is as follows:

Phases	Tasks	Dates	Duration
I: Desk Review	Desk review of relevant project documents	September 22-26	5 work days International and national
Field Visits Uganda	Briefing by project management in Kampala, Field visits and one day evaluation workshop in Uganda	September 29 th – October 3	5 work days International and national
Field Visit Zambia	Field visits and one day evaluation workshop in Zambia	October 6-10	5 work days
Draft Report	Evaluator drafts evaluation report	October 13-17	5 work days
Stakeholder comments	Draft report circulated by DED to key stakeholders for their comments to the draft evaluation report. DED consolidates the comments and forwards to evaluator	October 20-November 7	Three weeks
Final report	Evaluator finalizes the evaluation report taking into consideration the consolidated comments	November 10-14	5 work days
End of project workshop	Preparation for the workshop Present findings of the evaluation report Facilitate discussion on future steps Produce reports on the workshop	○ November 28 th	○ 5 days

Desk Review Materials and Other Sources of Information

Available at HQ and to be supplied by DED	<ul style="list-style-type: none"> • Project document • DED Guidelines and ILO guidelines
Available in project office and to be supplied by project management	<ul style="list-style-type: none"> • Progress reports/Status reports • Technical and financial reports of partner agencies • Other studies and research undertaken • Action Programme Summary Outlines • Project files • National workshop proceedings or summaries • National Action Plan • Any other documents as identified by the project

Consultations with:

- Project management and staff
- USDOL (and/or a labor officer from the US Embassy-Kampala and Lusaka as appropriate)
- Partner agencies
- Relevant Social Partners, Employers' and Workers' Groups
- Boys and Girls
- Community Members
- Parents of boys and girls

- Teachers, government representatives, legal authorities etc. as identified by the evaluation consultant

Final Report Submission Procedure

42. For an independent evaluation, the following procedure is used:

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

VI. Resources and Management

Resources:

43. The resources required for this evaluation are:

For the evaluation consultant:

- Fees for an evaluation consultant for 28 work days (25 days of work plus three days additional time during field visit)
- Fees for local DSA as per ILO rules and regulations
- Fees for international travel from evaluator's home residence to Uganda and Zambia in line with ILO rules and regulations

For the national evaluation consultant Uganda:

- Fees for a national evaluation consultant for 20 work days
- DSA for project site visits as per ILO rules and regulations
-

For the national evaluation consultant Zambia:

- Fees for a national evaluation consultant for 20 work days
- DSA for project site visits as per ILO rules and regulations

For the evaluation exercise as a whole:

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

A separate budget is available.

Management:

44. The evaluation consultant will report to and discuss any technical and methodological matters **directly with DED** should issues arise. IPEC project officials in Kampala and Lusaka and the ILO area office in Lusaka will provide administrative and logistical support during the evaluation mission.

Annex I: Suggested Aspects to be Addressed

Project Design (Validity of Project)

- Assess whether the project design was logical and coherent and took into account the institutional arrangements, roles, capacity and commitment of stakeholders.
- Assess the internal logic of the project and the external logic of the project (degree to which the project fits into existing mainstreaming activities that would impact on child labour). In assessing the external logic of the project please see especially if the Strategic Programme Impact Framework –SPIF - process was used for planning the intervention, links with other interventions, synergies and economies of scale created, etc.
- Analyze whether available information on the socio-economic, cultural and political situation in Uganda and Zambia were taken into consideration at the time of the design and whether these were reflected in the design of the programme.
- To what extent were external factors identified and assumptions identified at the time of design?
- Assess whether the problems and needs were adequately analyzed and determine whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified taking gender issues into concern.
- How well did the project design take into account local efforts already underway to address child labour and promote educational opportunities for targeted children and existing capacity to address these issues? Did the project design taken into account child-focused interventions supported by IPEC or other organizations in Uganda and Zambia? Did the project's original design fill an existing gap in services that other ongoing interventions were not addressing?
- Was the time frame for project implementation and the sequencing of project activities logical and realistic? If not, what changes would be needed to improve them?
- Was the strategy for sustainability of impact defined clearly at the design stage of the project?
- How relevant were project indicators and means of verification? Please assess the usefulness of the indicators for monitoring and measuring impact.
- 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)?
- Are the linkages between inputs, activities, outputs and objectives clear and logical? Did the APs designed under the project provide clear linkages and complement each other regarding the project strategies and project components of intervention?
- Whether the beneficiaries were clearly identified at this phase of the project (sub-groups, age, socio-economic status etc.) Determine if more details are needed to better target interventions

Achievements of the Project (Effectiveness and Efficiency)

- How were the recommendations from the mid-term evaluation used and acted on by the project, by management and other stakeholders?
- Assess the relationships between the project and other child-labor interventions supported by IPEC or by other organizations in the country. Were synergies and economies of scale created?
- Assess the effectiveness and efficiency of the education and non-education services provided to beneficiaries.

- Examine how a decision was made on what type of service was most appropriate for individual beneficiaries; the impact on beneficiaries of receiving a series of services versus receipt of only one type of service.
- Assess how the project monitored both the work and enrollment status of all direct beneficiaries, analyzing whether or not the system/process was appropriate and efficient in monitoring each individual child to ensure that they were no longer working and/or that work conditions were no longer hazards, and were attending education programs regularly.
- The evaluation should assess whether or not the number of target beneficiaries (receiving both education and non-education services), methodology for selecting targets and types of services being provided were appropriate, realistic and provided as designed.
- Assess the project's effectiveness in meeting its withdrawn and prevented targets.
- How effective were action programmes and how did they contribute to the project meeting its immediate objectives?
- Was the project successful in terms of raising awareness about HIV-AIDS and child labor and on promoting social mobilization to address this issue?
- Please assess the effectiveness of the project in building sustainable networks between organizations working to address child labor on the national and local levels.
- How was the capacity of the implementing agencies and other relevant partners to develop effective action against child labour enhanced as a result of the project activities?
- Identify if any, unexpected effects on boys and girls, men and women, both in the target groups or in other sectors of the population
- To what extent did factors outside the control of project management affecting project implementation and attainment of the objectives/goal
- Did the intervention reach the expected target population?
- Were different strategies used for delivering project interventions to the different target groups? Were the strategies culturally and gender sensitive? (i.e. different times for training activities for working women versus non-working women, separating classrooms for girls and boys)?
- Examine the role and involvement of national steering or advisory committees
- Were specific models of intervention developed? Are there possibilities for replication within Uganda and Zambia? Under which circumstances? What about possible replication within the region? (non-core countries)
- How closely did the project adhere to its work plan? Also assess the quality and the use of work plans and monitoring plans.
- How efficient and effective has the process been of communication from the field office to the regional office, headquarters and the donor?
- How effectively are strategies for child labor monitoring being implemented? Is the Child labour monitoring system (CLMS) likely to be sustainable?
- To what extent do project staff, implementing organizations, and other stakeholders have a clear and common understanding of definitions used by IPEC for identifying a child as prevented or withdrawn from child labor?
- Assess how the project has been cooperating with other development aid and donor community, particularly with other UN agencies.

- How did the local management structures (National Steering Committee, Local Steering Committees) work? Assess the participation of different relevant actors in the NSC (Ministry of Labor, Ministry of Education, trade unions, employers' organizations, etc.) How did these structures participate in terms of program implementation? How did this participation affect the outcomes of the project?
- Identify, as appropriate, unexpected and multiplier effects of the project.
- How was the Strategic Programme Impact Framework or similar strategic planning approaches used as a national planning process with national key stakeholders?
- How successful has the project been in mainstreaming the issue of child labour into ongoing efforts in areas such as education, employment promotion, poverty reduction and data collection?
- Assess the efficiency of the project, compare the allocated resource with results obtained. In general did the results obtained justify the costs incurred?
- How efficient is the process by which AP proposals are reviewed and approved and resources ultimately allocated? How were partner implementing agencies selected? Were the selected agencies the most relevant and appropriate for carrying out the activities?

Relevance of the Strategy

- Was the project relevant to the local situation concerning child labor, specifically the needs of the target groups, the local capacities to address these issues and the national policies and programs in place?
- Does the strategy address the different needs and roles, constraints, access to resources and access to project services of women and men, boys and girls, in the target group? Have men and women, girls and boys, participated in the definition of their own needs? Do these needs still exist?
- Does the program address practical and strategic gender needs of boys and girls? Was gender equality adequately promoted in the strategy
- How does the strategy fit within national efforts (policies and programs)

Sustainability of the Project

- Identify and assess the relevancy, coherence, adequacy and effectiveness of strategies adopted by the project and the Action Programs to ensure sustainability.
- Assess the process of promoting local ownership of the program and promoting long-term sustainability. Specifically, assess how the idea of a phase-out strategy for project components was addressed during the project's design and implementation stages, as well as the actual efforts to phase out activities or to transfer responsibilities to local partners as a means of promoting sustainability.
- Were the Action Programs well-rooted within the communities in which they operate? What is the likelihood that the partner organizations involved in the project will continue to work to eliminate child labor after the project ends?
- How was the project linked to other relevant government run programs to ensure sustainability of action?
- How effective has the project been in promoting local and national ownership of the program and promoting long-term sustainability?
- Assess the degree of ownership of and participation in the project both institutionally and individually, considering boys and girls, women and men.

- What are the long-term prospects for local/national institutions (including governments) and the target groups to build on the achievement of the project once it ends?
- Identify whether actions have been taken to ensure the continued access of vulnerable groups to services and resources
- Examine whether social-cultural and gender aspects endanger the sustainability of the project and assess whether action has been taken to sensitize local institutions and target groups on these issues.

Special Aspects to be addressed:

- Examine whether sharing of experiences between countries are taking place between Zambia and Uganda and how this is further being shared with the 8 non-core countries.
- Examine the project's strategy to implement/test the models of intervention and its work on promoting its replication in the sub-region (in the 8 non-core countries in particular).