



International Programme on the Elimination of Child Labour (IPEC)



International
Labour
Office

IPEC Evaluation

**Project of Support to the Time-Bound
programme in Zambia**

Report of the Final Expanded Evaluation

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An independent final evaluation by a team of external consultants

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This document has not been professionally edited.

NOTE ON THE EVALUATION PROCESS AND REPORT

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

The evaluation was carried out by a team of external consultants¹. The field mission took place in March 2011. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

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

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The views expressed in this evaluation report are entirely the views of the independent evaluation team and do not represent the views of ILO-IPEC, the U.S. Department of Labor, or the government of Zambia.

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ACRONYMS AND ABBREVIATIONS

| | |
|---------|---|
| ANPPCAN | African Network for Prevention and Protection against Child Abuse & Neglect |
| ASLIZ | Association of Sign Language Interpreters of Zambia |
| CCLC | Community Child Labour Committee |
| CL | Child Labour |
| CLMS | Child Labour Monitoring System |
| CLU | Child Labour Unit (in MLSS) |
| CSO | Central Statistical Office |
| CYC | Community Youth Concern |
| DBMR | Direct Beneficiary Monitoring and Reporting |
| DC | District Commissioner |
| DCLC | District Child Labour Committee |
| DLO | District Labour Officer |
| DWCP | Decent Work Country Programme of ILO |
| FBO | Faith Based Organisation |
| FNDP | Fifth National Development Plan |
| GRZ | Government of the Republic of Zambia |
| HIV | Human Immune Deficiency Virus |
| Hosana | Hosana Mapalo Orphans and Widows Care Centre Inc. |
| ILO | International Labour Organisation |
| IP | Implementing Partner for the TBP/SP |
| IPEC | International Programme on the Elimination of Child Labour |
| JCM | Jesus Care Ministries |
| LP | Lead Partner (in TBP/SP) |
| MCDSS | Ministry of Community Development and Social Services |
| MDA | Ministries, Departments & Authorities |
| MDG | Millennium Development Goals |
| MLGH | Ministry of Local Government and Housing |
| MLSS | Ministry of Labour and Social Security |
| MOE | Ministry of Education |
| MVC | Most Vulnerable children |
| MYSCD | Ministry of Sport, Youth and Child Development |
| NAP | National Action Plan |
| NGO | Non-Government Organisation |
| OVC | Orphans and Vulnerable Children |
| RC | Recreation Centre |
| SCREAM | Supporting Children's Rights through education, the arts, and the media |
| SNDP | Sixth National Development Plan |
| SP | Social Partner (tripartite) |
| TBP | Time-Bound Programme |
| TBP/SP | ILO-IPEC's Project of Support to the Time Bound Programme |
| TU | Trade Union |
| UN | United Nations |
| UNICEF | United Nations Children's Fund |
| WFCL | Worst Forms of Child Labour |
| ZAMISE | Zambia Institute of Special Education |
| ZCTU | Zambia Congress of Trade Unions |
| ZFAWIB | Zambia Federation of Associations of Women in Business |
| ZFE | Zambia Federation of Employers |

EXECUTIVE SUMMARY

Background to the evaluation

ILO-IPEC Project of Support to the Time Bound Programme (TBP/SP) of Zambia commenced in September 2006 for a 42 month period and is funded by the United States Department of Labor (USDOL) through ILO-IPEC Geneva. Its key aim is to prepare the way for the development and implementation of a national Time Bound Programme for the Elimination of the Worst Forms of Child Labour (WFCL). It has worked through and with a wide range of partners including government departments, social partners (Employers and Workers), and NGOs. Its strategies include support to upstream policy-related activities and the main-streaming of child labour, as well as to downstream direct interventions with children. At the *meso* level it has supported the building of coordination structures and capacity, awareness raising and sensitization efforts, and fostered alliances of partners to fight WFCL.

This is an expanded final evaluation of the Project by an independent team of consultants in accordance with ILO and USDOL requirements. It includes a sub-study examining structures and capacity building at *meso* level. The bulk of the information was gathered during an 18 day evaluation tour in March 2010, which included field visits to selected parts of Copperbelt, Luapula, and Central Provinces, as well as to government and partner offices in Lusaka. Methods employed include a review of relevant documents and interviews with key stakeholders including government officials, ILO-IPEC team, representatives of Employers and Workers, implementing partners (IPs), members of child labour committees at district and community level, Heads and teachers of cooperating schools, child beneficiaries and their families. Preliminary findings were presented at a Stakeholders Workshop in Lusaka on March 17th which was attended by representatives of all the main stakeholders.

Key Findings

The Project has very clearly fulfilled its overall development objective and has made a significant contribution through supporting the construction and strengthening of the TBP framework. While it has not achieved all its objectives and outputs, it has made impressive progress given the short implementation period of 42 months. The most significant achievement is the emergence of an independent TBP owned by the Government. Other strong area is building of capacity at *meso* level particularly at the NGO partnerships and the Community Child Labour Committees (CCLCs).

The broad design of the Project is very relevant to its goals, and its holistic approach combining interventions on several levels has been an excellent one. The Project is ambitious in its scope and it is impressive what has been achieved under the management and guidance of the small ILO-IPEC team. However, consistent follow-through has been weak in certain activities, and there is a sense that this is partly due to money having been spread too thinly and partly to the tight time-frame.

However, the Project has been largely effective in producing its outputs, and contributing to its objectives.

The Government of Zambia (GRZ) is undoubtedly better equipped to design, implement and monitor TBP/WFCL initiatives, though there are still gaps in this capacity. The Statutory Instrument on Hazardous Child Labour, and the Child Labour Policy are finally close to adoption, but the considerable delays have prevented their dissemination under this Project. This has impacted on efforts downstream, where they have been conscious of the lack of back-up from relevant policy and legislation. The formulation of a draft National Action Plan (NAP) through a participatory process involving the development of provincial action plans, is a significant accomplishment.

The Child Labour National Steering Committee (NSC) is in the process of being re-formed, and strengthened through being integrated into the planning and monitoring systems of GRZ's National Development Plans, but progress on this has been slow and consequently coordination weak during

the lifetime of the Project. Coordination between the four ministries most relevant to child labour has improved but could benefit by stronger collaboration and communication links. The Child Labour Unit of the Ministry of Labor and Social Security (MLSS Secretariat to the NSC) are very committed and capable but lack sufficient staff and resources.

With the support of the Project, MLSS/CLU has established 18 District Child Labour Committees (DCLCs). Those constituted as sub-committees under the District Development Coordination Committee are functioning better than others and it is recommended that this should be the model. The support of the District Commissioner has been identified as a key factor in their effectiveness, as well as the recruitment of members truly committed to the cause. Some DCLCs have already submitted proposals to MLSS for funding of child labour activities.

Members of the Project team have engaged in policy dialogue at national level and have seen child labour taken up as a key target to be pursued under the United Nations Development Assistance Framework. Social partners (Employers and Workers) have been supported to develop and disseminate child labour policies for their constituent members. The time-frame has been short for them to achieve all their desired outputs, and there is a need for follow-up.

The knowledge base has been increased through the inclusion of a child labour module in the 2005 and 2008 labour force surveys. Secondary analysis of this data has been carried out and a number of policy options outlined. Further cost-benefit analysis is being done through a sister project in order to come up with policy recommendations. Efforts to develop and pilot a Child Labour Monitoring System have been delayed and will be taken up by the same sister project.

In the education sector, the Project has supported the dissemination of SCREAM packs to teachers and the training of 3000 children as peer educators. Child labour has been mainstreamed into the training curricula of 14 colleges of higher education including teacher training colleges. The outputs have been achieved, but follow-up support is essential. Impact studies will be useful to see whether the SCREAM packs and training are being used and are effective. Recreation Centers for after-school activities and to prevent engagement in child labour have shown their potential. The Ministry of Youth, Sports and Child Development is supporting this initiative which is strongly recommended for scaling up. Sustained effort to seek sponsorship from the private sector is recommended. Overall, the education sector needs further strengthening in terms of quality and accessibility.

Strong progress has been made in building national capacity through partnering many NGOs. Implementing partners are committed and generally of high caliber. Several of them now have child labour as their core agenda. One of the most exciting impacts is the emergence of a Child Labour consortium. There are many issues needing advocacy, and future efforts should have a stronger advocacy focus. Partners are in need of specific training in this field and it is also recommended that they benefit from training on a 'rights-based approach', PRA tools, and Reflect methodology. Support to media and other awareness raising interventions have suffered somewhat from budget constraints and a delayed start. Greater effort is needed to build public awareness in the country as a whole. The engagement of the social partners could be stronger, and support and sponsorship from the private sector is needed to ensure the TBP meets its goals.

Models of direct support interventions have been implemented, and their good practices have been documented. Using lead partners to mentor less experienced partners has been useful and generally worked well. Problems have occurred where the distances between the cluster of partners has been very great or the timing of their activities has not coincided. Target numbers for child beneficiaries have been reached (3,000 children withdrawn; 7,000 prevented) and around 3500 care-givers out of 4000 targeted have been supported. Seventy three Community Child Labour Committees (CCLCs) have now been established covering all nine provinces of the country. This is proving a very effective strategy to address child labour at community level. The CCLCs are very committed and have worked tirelessly (with little or no financial reward) to raise awareness and to identify children for support. It is found they are stronger and more motivated where the NGO partner has made a deliberate point of

empowering them through a more inclusive approach. Some reflection is going on as to ways to make the CCLCs sustainable.

Education support has brought about a dramatic rise in enrolment, resulting in the building of new classrooms or even new schools in the target areas. Children are undeniably happy at being enrolled in school and not sent to work. The challenge is to make the impact sustainable. Stakeholders are concerned that children will drop out when the education support is withdrawn at the termination of this Project. Strategies regarding sustainability have not evolved as hoped.

Vocational training for older children has proved expensive due to high costs of formal training institutes. The money budgeted was not sufficient for tool and materials so very few children have been able to start their own workshops or find employment. The opportunity cost while undergoing training has proved too high for some children and they have dropped out as a result.

In the entrepreneurship training of care-givers aimed at their economic empowerment the evaluation found that this activity has been more successful than previously thought. Money management was the most important lesson learned by beneficiaries. This has brought about a small but significant step in the right direction. However, these households are still a long way from achieving full self-reliance that allows them to pay their children's school fees and keep them out of child labour.

Broad Recommendations

The outputs and achievements of this Project are quite considerable. The next challenge is to evolve stronger linkages to form a more coherent whole, and it is recommended that ILO-IPEC should seek funding for a follow-on project to support consolidation of the gains made under this one. The TBP should focus on creating closer ties and networking between stakeholders, and finding ways to foster greater trust and respect for the efforts and contribution of each.

The government should pursue the resourcing and implementation of the NAP with vigor. It is recommended that DCLCs be firmly integrated into district government structures under the DDCCs, and their links to CCLCs strengthened before scaling up. The identification of a suitable data management system for the CLMS and the development of indicators and collection methods in collaboration with inputs from CCLCs should also be prioritized.

Future efforts at downstream level should focus on developing intervention models that are more affordable and sustainable, and could be managed by a CCLC. Establishing an Education Support Fund for vulnerable children at every school, resourced by school-based income generation activities would help ensure on-going support for those in need. At the same time, economic empowerment of families needs to take precedence over support to individual children, and should include a strong emphasis on establishing savings and credit groups.

Finally, there needs to be a stronger engagement in advocacy by all the stakeholders, coupled with continued effort through media and sensitization campaigns to raise public and government awareness about the cost to the country in not addressing child labour. Social partners need to take a stronger lead in advocacy, and it is recommended that Employers maintain and strengthen their efforts to mobilize resources from the private sector to support interventions.

1. INTRODUCTION AND BACKGROUND

1.1 Child Labour in Zambia and the national Time Bound Programme

1. Zambia has signed and ratified Convention 182 (1999) of the ILO on the Elimination of the Worst Forms of Child Labour (WFCL), and along with other signatory countries has pledged to take immediate and effective time-bound measures to eliminate WFCL. This is the basis for the government-led Time Bound Programme (TBP)
2. The TBP is a framework for pulling together a wide variety of approaches and interventions at national and local level into a comprehensive programme for the elimination of WFCL. One of its key strategies is to establish or strengthen the institutional framework, and ensure that relevant policies and legislation support the elimination of child labour and its worst forms. The TBP is owned by the Government but involves a broad partnership of national and international development partners.
3. In Zambia the worst forms of child labour includes child domestic labour (CDL), the commercial sexual exploitation of children (CSEC), and children in mining, agricultural plantation labour, and fishing. Over the past decade the HIV/AIDS epidemic has exacerbated poverty and created a generation of orphaned children, triggering an alarming increase in the incidence of child labour (CL). The number of working children doubled from approximately 600,000 in 1999 to over 1.2 million in 2005² and child labourers are estimated to number 900,000, dominantly in rural areas. More recently, the global economic crisis has caused the loss of 19,000 jobs in the mining sector, and this too is impacting upon children's education and labour incidence.

1.2 ILO-IPEC Project of Support to the TBP (TBP/SP)

4. ILO-IPEC has been working with the Government of Zambia on addressing child labour since 2000.
5. There was the National Programme (2000-2003), Commercial Agriculture Project (Comagri, 2002-2005), the Domestic Labour Project (2002-2006), the Capacity Building Programme for Anglophone Africa (CBP, 2003-2006) and a USDOL funded project to combat HIV/AIDS induced child labour (2004-2008).
6. The TBP/SP builds upon the achievements and lessons learned during the implementation of those projects and programmes, but its key aim is to prepare the way for the development and implementation of a national Time Bound Programme on the Elimination of WFCL in Zambia. To this end a major focus is on building national capacity among all stakeholders, particularly government, NGO sector and social partners.
7. The Project of Support to the TBP commenced in September 2006 with a completion date of March 2010 and is funded by the United States Department of Labour (USDOL) through ILO-IPEC Geneva. Its primary objectives are as follows:-
8. **Development Objective:** to contribute to the elimination of WFCL in Zambia through strengthening national capacity to formulate and implement a national TBP against WFCL
9. **Immediate Objectives:**
 - By the end of the project, the Government of Zambia is equipped to design, implement and monitor initiatives to address WFCL through a national TBP

² Statistics from Child Labour Survey of 1999 and 2005 by Central Statistics Office of Zambia

- By the end of the project, inclusive educational and training opportunities for (ex) child labourers and at-risk children have improved sufficiently to support the NPA’s education-focused strategies
 - By the end of the project, models of interventions on providing direct support to children and families are implemented and documented
10. The Project addresses both upstream policy-related activities and downstream direct interventions with children, while also building coordination structures and capacity at *meso* level, and fostering alliances and coalitions of partners to fight WFCL. This holistic approach is built on recommendations from the final evaluation of the CBP (above). In its capacity building measures with a range of partners it aims to create a ‘locomotive’ to drive forward the national TBP.

1.3 Expanded Final Evaluation

1.3.1 Scope and purpose of the evaluation

11. The Terms of Reference (TOR) specify an evaluation of ILO-IPEC’s Project of Support to the TBP. In carrying this out, it has been necessary to assess the progress of the national TBP, but the focus is on the TBP/SP. As an ILO-IPEC Project it is subject to a standard end of project evaluation in accordance with ILO procedures and donor requirements. This is the final evaluation of the Project and it is ‘expanded’ in the sense that it includes a sub-Study focusing on the District Framework and *meso* level capacity. A full copy of the Terms of Reference is appended in the annex.
12. The purpose of the evaluation is to measure achievements against objectives, to analyze and document good models and practices, to draw out lessons learned during implementation, and to show how these can be applied in any future interventions in the broader context of the Time Bound Programme process. It also includes a special focus on after-school recreational facilities. The evaluation is asked to make recommendation to the Government on taking forward the national TBP, and to ILO-IPEC as to how its exit strategy could support the longer term consolidation of the TBP.
13. The Sub-study focuses on a review and assessment of institutions and structures at the meso level, their capacity to advocate, network and mainstream child labour into their agendas and workplans, and the Project’s role in building these. Its key findings have been included in this report.

1.3.2 Methodology

14. The evaluation was carried out by an independent team of consultants which included an international team leader and two national consultants, one of whom focused entirely on the Sub-Study of the District Framework. The bulk of the information was gathered during in the period 1 - 18 March 2010. This data collection period culminated in a Stakeholders’ Workshop on 17th March in Lusaka at which a preliminary analysis of the key findings was presented for discussion and further feedback. Findings and reflections gathered during the workshop have been incorporated into this report.
15. Field trips to assess the Meso level framework and targeted interventions were made to centers in the Provinces of Copperbelt (Kitwe, Ndola, Mufulira Districts) and Luapula (Mansa, Samfya, and Lubwe), as well as a small sample in Central Province (Mkushi District) and Lusaka. The choice of these provinces was selected in consultation with the IPEC Project team. Copperbelt is a mining area and more urbanized; it has a high concentration of partners and activities for the Sub-Study. To complement this, the main evaluation team visited the very rural province of Luapula since this had not been visited during the Mid-Term Evaluation. It allowed the evaluation team to see the project activities covering a range of WFCL sectors and implementing partners, in both old and new target districts. Visiting two very different provinces widened the understanding of the evaluation team and strengthened the validity of the findings, although it is not, as such, a representative sample.

16. Meetings and discussions were held with nine Implementing and Lead partners based in these provinces, as well as a sample of DCLCs, CCLCs, and beneficiaries. Other methods included observations, in-depth interviews, focus group discussions, a short questionnaire, and a review of relevant documents. Key informants included ILO-IPEC team members, direct beneficiaries and their families, community leaders and members of the Community and District Child Labour Committees, government officials from the key Ministries (Labour; Child Development; Community Development; Education) representatives of the Police, Coordinators of implementing agencies, tripartite partners, NGOs and providers of other services at district level e.g. teachers, representatives of other stakeholder organizations. A full list is appended in the annex.

1.3.3 Constraints and Limitations of the study

17. Due to the broad scope of this project and the geographical size of Zambia, the evaluation team did not have the time or resources to visit all the field projects or to talk to all the stakeholders. We tried to interview beneficiaries from each category and gender, and maintained a fair degree of independence in the choice of interviewees. However, it was not possible to make a systematic attempt to gather views from a representative sample.
18. It was necessary to use a translator in interviewing most of the child beneficiaries, and as these were either a teacher, member of the CCLC, or IP staff member, and children's responses may have been biased by their presence. The Evaluation Team (ET) does not believe this has affected the overall findings.
19. In Lusaka, some of the scheduled interviews with government or other stakeholders were unfortunately cancelled and could not be re-scheduled within the tight time-frame. To overcome this, a short written questionnaire was handed out during the Stakeholder Workshop and information from that has fed into this report.
20. We are aware that the findings and conclusions in this report may be based on incomplete information which may not fairly represent the Project in its entirety. Nevertheless we have done our best to consult and test our findings through reflecting them on key team members and partners, and through holding the stakeholders' evaluation workshop. Feedback from this was affirmative of the validity of our broad findings and conclusions presented at the time.

1.4 Report Structure

21. Chapter 2 provides an assessment of the design and implementation process. Chapter 3 presents an analysis of the upstream interventions to support the government, followed by an assessment in chapter 4 of the Project's contribution to fostering more inclusive educational and training opportunities, including a special section on the Recreation Centers. Chapter 5 focuses on the findings of the sub-study on the meso level, and in chapter 6 key findings on the targeted direct interventions are presented. Finally, chapter 7 presents overall conclusions and makes broad recommendations regarding the way forward.

2. DESIGN AND IMPLEMENTATION PROCESS

2.1 Design of the TBP/SP

22. The overall design of the TBP/SP is excellent. It is relevant to its goals and there is a logical and coherent flow between activities, outputs, and objectives. The Project Document (PRODOC) provides a clear statement of aims together with a detailed Log framework. Its holistic approach, engaging with institutions and players at every level from central government to grass-roots has laid the groundwork for future synergies. Its main weakness is the short time-frame which tends to blinker longer-term vision. This is especially true for the direct interventions which had an average

duration of 18 months. Given that about 6 months go on preparatory activities, community level interventions really need a 3 year span to achieve sustainable structures and impact on root causes. The Project could have benefited from a stronger focus and concentration of resources, and there is a sense that money has been spread too thinly.

23. This evaluation feels there could have been greater stress and planned activities with the Ministry of Education, and that this would have helped to further build national ownership. The second objective of fostering more inclusive educational and training opportunities might have profited by including a wider range of activities (over and above the promotion of the SCREAM packs), for example either supporting legislation on compulsory education, promoting a more rights-based school culture, building psycho-social counselling skills of teachers, or training and sensitization of PTAs. Possibly these were not included in the design knowing that TACKLE Project was in the pipeline. Similarly, targeted engagement with the other ‘child’ ministries of MYSCD and MCDSS (Ministry of Community Development and Social Services), could have helped strengthen the TBP framework.
24. The direct interventions at community level have some design weaknesses with regard to sustainability (see 6.1), and could have benefited from greater activities and a stronger budget committed to economic empowerment. The evaluation greatly regrets the limitation on using donor funds in credit activities, since many studies show that access to credit is the most important factor – and sometimes the sole factor - in helping families eliminate dire poverty. Perhaps an exception could be made in the future for support as seed money or matching funds to grass-roots savings and credit groups?

2.2 Implementation Process

25. The Project is wide-ranging and ambitious in scope, and it is not surprising that as time went by some things were put aside or not covered in the planned depth (e.g. sensitization of media, awareness rising in general). This need to be picked up and any future project should place greater stress on advocacy and awareness-raising. Weaknesses in follow-up and follow-through in certain activities suggest that financial and human resources may have been spread too thinly. Exchange rate losses threatened the cancellation of some APs and activities. But the losses were recouped and target numbers met.
26. On the whole things have moved along fairly smoothly, and much credit must go to the IPEC team and their sustained effort. They are a strong and cohesive team, who are clearly committed and passionate about the goals of the Project. Monitoring visits have been regular and thorough, but also conducted in a spirit of ‘let’s learn together’. Implementing Partners (IPs) spoke highly of the mentoring and support which they have received from all members of the IPEC team, as well as from their Lead Partners (LPs). The strength and solidarity of the team has helped them survive the heavy workload. The ability of the IPEC team and their partners to reflect and learn from their experiences is a very positive finding.
27. While monitoring and support to the direct interventions has been strong, but some of the other APs including those of MDAs and social partners, might have benefited from more frequent monitoring and greater support as progress on them has been slow and some of their objectives and outputs had not been met at the time of this evaluation. In any programme as ambitious and broad as this one, keeping all the irons in the fire is a challenge, and the IPEC team has done a good job in managing its many elements. The decision to partner many NGOs has undoubtedly increased national capacity but the monitoring load of the downstream interventions has been high. Possibly more attention should have been given to speeding up the policy/legislative framework *vis-à-vis* the downstream interventions, though any comment is speculative. The CTA has been strongly engaged in policy dialogue in a number of relevant areas. So much of what happens (or doesn’t happen) within government circles are opaque to the outsider, and do not respond in a normal curve to increased attention. The concentration on building the capacity of the NGO sector has seen the emergence of a coalition which is an essential part of the ‘locomotive’.

28. Consideration has been given to an exit strategy. Several on-going initiatives have been handed on to TACKLE. Concept notes have been drafted to help partners mobilize resources to maintain their endeavours. Steps have also been taken to secure bridging funds in the hope that funding for a subsequent phase will be forthcoming. Engagement within the One UN processes has insured that child labour remains a key focus under their education and social protection targets. The high profile accorded child labour within the government and UN systems has been greatly helped by positioning it as one of three priority areas within ILO's Decent Work Country Programme.
29. However, at community level, some stakeholders expressed surprise when informed of the reason for the evaluation and a number claim they were not aware the Project is ending so soon. The IPs were all clearly informed on the end-date, but it appears that they did not sufficiently stress this in their dealings with community members, possibly because they were embarrassed by the short-term nature of the support which they were offering. Important institutions such as the transitional schools or Recreation Centers are threatened by a sudden cut-off in funding, and school Heads may be embarrassed after having demanded and received new classrooms and teachers to find that enrolment drops the moment the education bursaries cease.

Mid-term Evaluation of the TBP/SP

30. A mid-term evaluation (MTE) of the Project was carried out in June 2008. This found that the Project was making good progress and was well on target towards meeting its outputs, although it questioned whether these would be met due to losses in exchange rates. It praised GRZ for having managed to establish 50% of the targeted DCLCs, and for opening and staffing Labour Offices in a number of districts. It noted that progress had been made in the policy and legislation framework; but that things needed to move faster in this arena.
31. It recommended that particular attention should be focused on district-level stakeholder consultations preparatory to formulating the National Action Plan (NAP) It noted the need for greater aggression by MLSS to mobilize human and financial resources and for DCLCs and CCLCs to develop modalities to become self-supporting and sustainable. It stressed the need to focus on bringing on board other players within GRZ, stressed that all MDAs dealing with children or community development should be represented on the DCLCs. In relation to MLSS, it is strongly recommending better resourcing and staffing.
32. At community level it felt that greater effort could be made in sensitization and awareness raising. It notes the importance of selecting strong committed members onto the CCLCs i.e. those who are motivated by the right reasons.
33. This evaluation feels that the TBP/SP team took these findings to heart and did their best to address them. Nevertheless the general nature of some of these concerns regarding GRZ still remains e.g. the need for better resourcing, greater ownership, commitment, and these issues are commented upon in the appropriate places below. The team found creative ways to overcome the exchange rate losses and thus was able to fully meet its output targets with regard to the targeted interventions.

3. SUPPORTING THE GOVERNMENT TO ADDRESS WFCL

34. Immediate Objective 1: By the end of the project, the Government of Zambia is equipped to design, implement and monitor initiatives to address WFCL through a national TBP

3.1 Contribution to the Evolution of the National TBP

35. Embedded within the Project was the aspiration that by the time of its termination there would be "a fully fledged TBP in place and operational". It is fair to say that a TBP, owned by the Government, is now in existence, and this is a very significant achievement.

36. It is not exactly clear when it emerged. Soon after the commencement of the Project in 2006, the Government of Zambia (GRZ) made a statement of intent to launch the national Time Bound Programme (TBP), and in some ways this *was* the birth date of the TBP. Regardless of the precise date, during the Project's lifetime the TBP has taken shape and adopted a time target (2015) for the elimination of WFCL.
37. The TBP exists as a Government owned programme over and above ILO-IPEC's agenda, but is still reliant on the latter for support and 'push'. In the minds of stakeholders there is considerable confusion between the TBP and the TBP/SP, and there is a need to constantly emphasize the distinction. Greater clarity and delineation will undoubtedly come with the implementation of the National Action Plan (NAP). Commitment to the TBP within government circles has been greatly helped by having it as a priority area in the DWCP.
38. Although there is no official document as such for the TBP³ according to officials at MLSS/CLU the TBP has a target date of 2015. This is in line with Millennium Development Goals (MDG), and the draft NAP, but the latter expects to have a follow-on NAP 2. It would be helpful for the Government to cement the time-bound nature of the programme by giving the TBP a more realistic overall target date.
39. Many of the essential components of the TBP have been initiated, but lift-off has not yet been achieved. A considerable amount of consolidation work lies ahead for the TBP, particularly in terms of linking the component parts together and providing strong coordination and direction. Alongside this it needs to find ways to cement closer ties between the government players, NGOs, and social partners, and to foster greater trust and respect for the effort and contribution of each.

3.2 Strengthening the institutional framework

40. The Ministry of Labour and Social Security (MLSS) spearheads the TBP and takes the lead role in ensuring that Zambia meets its commitments to Conventions 138 and 182. Since child labour is a cross-cutting issue many more Ministries and Departments (MDAs) must necessarily be involved. Mobilization and coordination of these players is crucial to the success of the TBP. To this end a National Steering Committee (NSC) was established composed of representatives from all the major relevant MDAs, with representatives from Trade Unions, Employers, and NGOs active in the field, together with the CTA for the TBP/SP.
41. The TBP/SP supported a review of the NSC. The consensus was that the NSC could be more effective, and that some members were not seriously engaged. Moreover, it was generally perceived to be an arm of IPEC, largely concerned with giving the seal of approval to IPEC partnered activities. The decision was made to disband the NSC and re-constitute it as a sub-committee of the Employment and Labour Sector Advisory Group (ELSAG) for the FNDP (Fifth National Development Plan). At the time of the evaluation this was in process. It is a good move which should improve coordination and bring the additional benefit of firmly integrating it into the FNDP processes, thereby raising the profile and status of child labour as an issue of national importance. MLSS, the secretariat to the NSC, are committed to recruiting representatives who will take the role seriously.
42. It is regrettable this step was delayed so long. A strong NSC throughout the operating period of the TBP/SP could have greatly improved coordination and assisted in other ways e.g. in securing sufficient resourcing for the MLSS/CLU to establish and train Districts Child Labour Committees (DCLCs see Section 5.). Stakeholders observe that MLSS is one of the least resourced Ministries. While one Ministry cannot be compared against another in this way, it is significant that this

³ The term TBP is used here to refer to the broad background framework of government commitment to the goals of ILO Convention 182. Once the NAP is officially launched, the TBP and NAP will, in essence, be synonymous, with the NAP acting as the policy document for the TBP

perception exists. In fact, resourcing of the child labour unit (CLU) under MLSS has steadily increased, though it remains less than adequate. It is a pity that the child-friendly Budget analysis did not take place as planned in the Project Document (PRODOC) since this would have created a substantive basis on which to leverage resources. MLSS/CLU could benefit from a sustained advocacy campaign by stakeholders e.g. to demand the deployment and resourcing of more District Labour Officers.

43. Consideration was given to placing the NSC under a national Child Affairs Committee. Bearing in mind the cross-cutting root causes of child labour, this would be a more logical placement than under Labour and Employment, one which could have generated greater synergies and rewards, but it did not come to pass. Although it would have been preferable, at this stage it is hard to see the wisdom of promoting such a move, unless there is general consensus among the MDAs to do so.. MLSS have demonstrated their commitment and capability to play the lead role. It is better to advocate for proper resourcing of MLSS, and to push for closer coordination and cooperation with the other three child-related ministries (MOE, MYSCD, MCDSS).
44. In this respect it is a pity that there were not more specific activities built into the Project design which would have fostered stronger relationships and greater engagement between these four. The MLSS is doing a valiant effort but it cannot address child labour on its own. Although MLSS claims there is good cooperation and coordination between the four Ministries, this evaluation believes these could be further strengthened. Strategies such as common capacity building workshops, discussion seminars, exchange/exposure visits, and joint action task groups at meso level should be considered to build the desired cooperation and perception of being a team with a common platform.
45. There is a tendency among partners to view ‘coordination’ as the preserve of the NSC or of ILO-IPEC. The evaluation would like to stress that every player needs to play their part in improving coordination and collaboration. An important task for the TBP is to find better ways to bring together the key MDAs of education, police, social protection, labour inspectorate, child development, etc. to maintain a constant dialogue.
46. The forward momentum of the TBP depends greatly on the Child Labour Unit within MLSS. This is currently staffed by two officers, one full-time (Child Labour Programme Officer and Senior Labour Officer) and one part-time (Assistant Labour Commissioner and Child Labour Manager.) The seniority and caliber of the two is a demonstration of the priority MLSS accords to child labour. However, they are over-stretched for the scale of the task ahead, and a permanent increase in their human and financial resources is recommended. It is inefficient to pay the salaries of Labour Inspectors/Officers at District/Province level, but not to provide them with the vehicles or budget to carry out their jobs in an effective manner.
47. A key strategy of the TBP is to extend the institutional framework to district level through establishing District Child Labour Committees (DCLCs). The MLSS/CLU is to be congratulated in achieving the establishment of 18 DCLCs over the past three years. It is essential that these are fully integrated into the existing government structures at district level i.e. become a sub-committee of the District Development Coordination Committees (further discussion under Section 5. Meso Level) Progress in this field would be accelerated if MLSS could assign and resource full-time child labour officers, at least to the key ‘child labour’ districts. Similarly, a much faster pace of decentralization would greatly help the TBP framework and its effectiveness at district level.
48. TBP/SP has successfully maintained a background role but has been constant and consistent in its support – no easy task – and it clearly has a strong and good relationship with MLSS/CLU.

3.3 Addressing Child Labour through Policies, Plans, and Legislation

49. Zambia is currently nearing the end of its Fifth National Development Plan (FNDP) or Poverty Reduction Strategy, and is embarking on preparations for the Sixth (SNDP). Since poverty is the

major root cause of child labour, the FNDP is an extremely relevant plan and the Employment and Labour chapter features elimination of WFCL as a priority programme.

50. The TBP/SP has been closely engaged in the planning and monitoring processes for the FNDP and SNDP and UNDAF. This vital presence not only serves to keep the Project informed of government actions, but ensures child labour maintains a high profile. Some of the activities related to this 'presence' stray beyond the narrow boundaries of this Project, but the returns, although hard to measure precisely, are of inestimable value to the TBP, not least in the goodwill and relationships which have been built. An example of the dividends is seen in the role the TBP/SP was able to play in linking Recreation Centre partners to resources within Ministry of Youth, Sports, and Child Development.
51. The TBP has focused on developing, and to some extent is hostage to⁴, three major pieces of policy and legislation: the Child Labour Policy, the Statutory Instrument on Hazardous Child Labour, and the National Action Plan. The Project has given considerable technical input into all three as well as providing background support and some financial support.

3.3.1 Child Labour Legislation and Policy

52. The list of Hazardous Child Labour is a Statutory Instrument (SI) related to the Employment of Young Persons and Children Act (Cap 274) which was amended in 2004 to bring it into line with the ILO Convention 182 on WFCL. The SI details the precise nature of hazardous work, defining certain activities such as fishing and mining as intrinsically hazardous, and elsewhere setting the limits of 'safe' work by specifying the weight of loads, the length of a working day etc for children (aged under 15 years) and for young persons (aged under 19 years). It is an essential requirement without which the Act cannot be applied in a court of law.
53. It was first submitted to the Ministry of Justice in early 2007. It was redrafted in line with their recommendations and is currently still awaiting final approval by the MOJ. The slowness of MOJ has been frustrating, and delayed the dissemination of this vital piece of legislation.
54. The Child Labour Policy (CLP) is based upon Conventions 138 and 182 and contains some strong statements on the national economic and individual human costs of child labour, which should serve as an anchor and springboard for activities and mobilizing greater resources. It lays out clearly the roles and contributions expected from each of the relevant line ministries, and stress their inter-connectedness. It is encouraging that it highlights gender equity, empowerment, community participation, and rights-based approach among its guiding principles. It is hoped that these will not remain mere words but realized in plans and programmes. It was first presented to the Cabinet in 2006, but at the time of the evaluation was still awaiting cabinet approval⁵
55. While it is important that such important pieces of policy and legislation should be the best that they can be – and it is good to see that care has been taken to ensure they are harmonious with other policies e.g. Child Policy - the delays in adoption and dissemination have impacted on progress in raising awareness at community level. Agencies and CL committees implementing direct interventions have sensed the lack of policy and legal authority as the foundation for their efforts. It seems likely that there was little more that either the Project or MLSS/NSC could have done to expedite the passage of these, which fell victim to unforeseen delays largely related to the death of the President. However, a more clearly framed strategy for consistent and sustained lobbying and advocacy, supported by individual stakeholders or a coalition of these, might have made a difference.

⁴ In the sense that should these three – particularly the NAP – not be implemented, the TBP itself may falter
⁵ it may subsequently have been adopted

3.3.2. National Action Plan (NAP)

56. NAP is essentially the operationalisation of the Child Labour Policy and the child labour components of the FNDP. The process for its development was to first develop provincial-level action plans, and to distil their key foci into the NAP. Although this approach took a longer time, this was time it has undoubtedly helped to build awareness and ownership at provincial level, which improves its prospects for implementation. According to the MLSS/CLU the NAP is ready for approval by the Cabinet.
57. Its six strategies are: 1) To review and improve enforcement of laws on CL + implement CL policies and plans; 2) to protect ages 16-18 from hazardous CL; 3) To strengthen the institutional and technical capacities of stakeholders; 4) To strengthen coordination, coalition building and M&E; 5) To raise awareness on CL; 6) To enhance prevention, withdrawal and reintegration systems. It stresses the same guiding principles as the Child Labour Policy and it is good to see that it calls for greater participation by children themselves.
58. Overall it is an excellent draft document, though in need of editing for some minor inconsistencies. Effort has been taken to ensure that it is harmonious with the FNDP, and it is accompanied by a detailed Implementation Framework and a Monitoring and Evaluation (M&E) Framework. However, in the draft reviewed⁶, the conceptual framework for coordination is insufficiently developed and could benefit from detailed clarification concerning the links from district level (through the DDCC?) to line ministries and the NAP secretariat (MLSS). This is a critical point which is taken up in Section 5.
59. It would be good to see a stronger or more visible role in the document for Employers and Workers, and a stronger emphasis on advocacy and ways to achieve greater government investment in education and social protection.

3.3.3 Mainstreaming into other MDA policies and plans

60. There are a number of other government MDAs whose spheres of influence are highly important to the child labour question e.g. Ministry of Agriculture, Ministry of Mining, and others, but who were not specifically targeted in the design. While the evaluation recognizes that the Project cannot address every area (it is already wide-ranging) these two are critically important sectors and it is recommended that future efforts take specific steps to dialogue with them and win their support.
61. The decision to concentrate less on mainstreaming into policy and more on the implementation of policy and efforts at meso level is logical, but leaves the question hanging as to how to energize the support of these ministries towards the TBP.
62. [Efforts regarding mainstreaming CL into the education sector are discussed in chapter 4.]

3.3.4 Engagement in joint donor efforts

63. The CTA of the Project has been closely engaged with UNDAF (United Nations Development Assistance Framework) within the Education and Social Sector Working Groups. The latter is developing a programme to support and protect Most Vulnerable Children, which will include a major component on CL. Such policy engagement is important for sustaining measures to address child labour, and the achievements in this regard are important and very relevant to the TBP.
64. The Project has also played a catalyst role in the establishment of the UN Joint Programme on Human Trafficking into which CL issues have been mainstreamed.

⁶ The Evaluation Team may not have been shared the latest draft

3.4 Building the knowledge base

3.4.1 Child Labour Survey

65. Labour Force Surveys containing a CL module were carried out in 2005 and 2008 by the Central Statistical Office. The official report from the 2008 survey is not yet available so trends cannot be analyzed as yet. Understanding Children's Work (UCW) were recruited by TBP/SP and UNICEF to carry out further analysis of the 2005 data (and other sources) in collaboration with CSO with a view to recommending policy options and setting priorities for the TBP.
66. UCW used the LFS dataset to model household decisions concerning schooling and work. The report outlines a considerable number of policy options for addressing child labour, some of which have been tested and proved useful in other countries.
67. The evaluation believes the UCW study was a very worthwhile investment. The report was only launched in June 2009 but already it has proved a useful tool in advocating for free and compulsory education. This study deserves to be widely disseminated and discussed at meso level. The English is clear and not difficult, but the sight of statistics may be off-putting to some. It is recommended that a condensed version of the key findings and policy options could be more widely disseminated to DCLCs and CCLCs and used to stimulate discussion and thinking. It is particularly helpful in that it cites experiences from other countries of methods which have worked well. It is understood that IPEC/TACKLE project has requested UCW to do a follow-on cost-benefit analysis of the various policy options.
68. The only regret is that the report appeared late in the Project cycle. It was hoped that its analysis would feed into the NAP formulation processes, but there is no evidence that this was the case. During UCW visits they also assisted in building national capacity through training CSO officers in regression analysis. According to CSO they do not feel fully confident and would like refresher training.
69. To date, there appears to have been no progress on integrating a CL module into other national surveys. Since the LFS takes place every three years it produces fairly frequent updates on child labour incidence. The main challenge is the long delay before the findings are released, so that the information is sufficiently current to reliably inform planning. It is thus essential that reliable – though less detailed - data can be generated and collated and disseminated in a more rapid manner in order to inform on-going design and implementation of CL interventions. This is a primary purpose of the CLMS, which also plays a double role as an intervention or entry point.

3.4.2 Child Labour Monitoring System

70. According to ILO-IPEC's definition the principle activities of a CLMS include "regularly repeated direct observations to identify child labourers and to determine risks to which they are exposed; referral of these children to services; verification that they have been removed; and tracking them afterwards to ensure that they have satisfactory alternatives." PRODOC outlines the Project's intention to embed the CLMS in all downstream activities, simplifying its tools and processes so that they can be sustainably handled at local level.
71. Little substantive progress has been made with regard to developing, piloting, and implementing a CLMS. MLSS and the NSC were tasked with developing a list of indicators and elaborating how such a system could be integrated into existing systems. Existing data management systems were investigated for their suitability to carry the CL data but no firm decision made. This evaluation supports the idea that the education data system (EMIS) may offer the best prospect (see 6.5). No piloting has been carried out yet and the CLMS development has been passed on to the TACKLE Project. A number of extenuating circumstances may have contributed to limited progress in the CLMS, but this evaluation feels it was not prioritized sufficiently.

72. The CLMS is an essential building block of a TBP and needs to be developed as early as possible. Some stakeholders feel that it is too ambitious. **It is recommended** that a simplified system be developed and piloted, building upon lessons learned in the downstream identification and monitoring activities. While the DBMR has been developed for the specific purpose of verifying numbers in the direct targeted interventions conducted by IPs, it includes the essential activities in the definition above.
73. In this respect it is regrettable that the DBMR and the CLMS have not been more closely allied in their development. **It is recommended** that the development of the CLMS begins with consideration of capacity and practicality issues at grass-roots level. (see 6.5)

3.4.3 Other initiatives

74. Rapid appraisals have been carried out on children in Mining, Agriculture, and Trafficking. These have been well received and proved useful studies in a number of ways, particularly relating to awareness and advocacy. The Resource Centre being established by MLSS/CLU with support from TBP/SP will help in making such information easily available to researchers and practitioners. This is an excellent initiative which deserves support. During the course of interviewing government departments and NGO offices, the evaluation gained the impression that information is still a scarce commodity. There is a dearth of copies of existing policy and legislation, and this leads to incomplete knowledge and sometimes errors.
75. The study tour to Kenya for key stakeholders was an excellent orientation strategy which has helped in building conviction and mobilizing support. Everyone spoke highly of its usefulness, and such exercises are recommended for the future. Some of the measures, activities, and approaches being implemented arose from observations made during the tour, particularly with regard to the DCLCs. At a later stage a Good Practice Workshop was attended by all the major partners and this identified and documented. Once again, this was considered a very worthwhile exercise by all the participants. A further spin-off benefit was the seeds of a Child Labour Coalition (3.4.2).

3.5 Sensitization, awareness raising, and advocacy

76. The Project's design recognized the need to develop a 'locomotive' that would drive forward the TBP agenda. A good start has been made on this excellent strategy but more needs to be done to connect the different 'parts' together to make a functioning locomotive.

3.5.1 Social Partners

77. Two important parts of the locomotive are the Employers and Trade Unions and both received funding and technical support from the Project. The Zambia Federation of Employers (ZFE) developed a Code of Conduct on Child Labour for employers building on the concept of Corporate Social Responsibility. It also publicized CL concerns through its newsletter, website, and targeted workshops. The latter had the purpose of training peer educators to further sensitize and disseminate the Code.
78. ZFE are clearly committed have demonstrated their commitment to be partners in the TBP. However, not all their outputs or objectives have been achieved as yet. The bulk of CL occurs in the informal sector; there is little evidence that sensitization is 'trickling down' to informal sector as desired. They planned to convince their members to sponsor Recreation Centers and/or to adopt anti-CL slogans on their products. Neither has materialized as yet. ZFE are aware that their monitoring has been weak and that they need a good monitoring system. The evaluation also recommends that they examine their advocacy approaches in order to develop more effective ones. Their failure to fully achieve their outputs suggests the need for stronger commitment on their part. These points should be noted by ILO/IPEC as capacity building needs. At the same time future projects should be

wary of depending on outputs (e.g. that employers would sponsor Recreation Centres) that are based on assumptions of how a third party will respond to sensitization.

79. Perhaps there is also a need to focus less on the negative/enforcement aspects of CL, and more on the positive benefits to business which visible sponsorship of anti-child labour interventions can bring through generating public goodwill. It is recommended that ZFE pursue these goals with greater vigor. Perhaps the place to start is to target a high-profile multi-national company already familiar with corporate sponsorship and the benefits of supporting ethical initiatives.
80. ZFE were invited to present information on their child labour efforts to a Parliamentary Select Committee, and the parliamentarians **recommended** that they engage more at LGA level. This is also a finding of this evaluation. Representatives from Employers are weakly engaged in the DCLC process and stronger connections between NGO partners and Employers need to be fostered.
81. The important role which Employers can play cannot be over stressed. Their request to Parliamentarians to engage with the executive of the Cabinet in order to forward the adoption of the CL Policy is an excellent example. **It would be good to see** much greater engagement by them in advocacy to Government, as well as to their membership to mobilize the considerable financial resources which lie within the private sector
82. The Zambia Congress of Trade Unions (ZCTU) was supported to formulate an institutional Policy on the elimination of Child Labour. The process was participatory and this has helped to sensitize and raise awareness among members. A participatory process takes time and so the Policy was approved and adopted not long ago, and at the time of the evaluation had not been printed and disseminated. It is hoped that this will lead members to develop their own sector policies.
83. Like the Employers it would be good to see TUs taking a bigger role in advocacy at national and at district level, and connecting with other players. Both ZFE and ZCTU were appreciative of the quality of the input from ILO-IPEC but frustrated by the short-term nature of the Project since sensitization takes time to achieve results.

3.5.2 Other

84. Some activities planned for awareness raising were put on hold due to insufficient funds. It is understood that some activities were carried out in a more limited way at a later date, for example seminars for journalists. The absence of key policy/legislation to support awareness campaigns has already been mentioned. In general, much more need to be done with regard to raising public awareness (on a national scale) and in targeted sensitization (e.g. MPs, Chiefs, DCs, PTAs etc) to create 'lift-off' for the TBP.
85. The TBP/SP has supported the establishment of civil society advocacy coalition on free and compulsory education. Overall, capacity for advocacy and lobbying needs strengthening, and there is a need for closer collaboration between government and civil society, and recognition that each needs the support and respect of the other.
86. One of the most exciting developments emanating from the TBP/SP is the formation of an embryonic consortium of agencies engaged on CL. This excellent initiative grew out of discussions during the Good Practices Workshop. A total of 11 organizations have formed a working group with CYC as the contact organization. The purpose of the consortium is to drive the child labour agenda at national level, to strengthen the collective voice of NGOs addressing child labour, and to act as a pressure group on particular issues. To date a technical committee has been established, a concept paper with Terms of Reference developed, together with a proposal for seeking funding. The enthusiasm and commitment of the agencies is likely to see the concept become a reality in the near future. This important development validates the TBP SP's approach of working intensively with a large number

of NGO partners. A question that will need discussing is whether they will remain an exclusively NGO consortium and if so, to what degree they will be able to form a common platform with SPs.

3.6 Summary of lessons learned

- Everything is inter-connected. A weakness in one, impacts on the others.
- Direct interventions need the support or authorization of legislation and policy, and government efforts need to be supported by advocacy from civil society
- Data and other research are a vital support to effective advocacy
- It is better to prioritize participation and ownership over speed
- Coordination and collaboration is not the sole responsibility of ILO/IPEC or NSC, but needs to be taken seriously by all players
- Study tours are an excellent tool in building awareness and commitment
- Information and motivation do not ‘trickle down’ without active follow-up.

3.7 Recommendations to the TBP

- Strengthen coordination among all stakeholders, but particularly between those Ministries dealing with children’s affairs. Also to foster greater trust and respect between government and NGO sector (Addressed to NSC and MLSS in particular; but also to ,MOE, MYSCD, and MCDSS and other MDAs; and to all other stakeholders including social partners, NGOs and ILO-IPEC, including DCLCs) Ensure full resourcing and implementation of NAP. Implementation of the NAP requires a wide range of government MDAs to take specific steps to mainstream CL into their plans and budgets. The recommended strategy is to win the support of those at the highest level first. In sectors where the district government has control of planning and budgeting, efforts should focus at this level, again starting by sensitizing top-level i.e. the District Commissioners who are important and influential players who are appointed by the President’s Office (see findings under 5.1)
- (to the Government, Ministry of Finance and MLSS and NSC; also to all stakeholders to ensure on-going advocacy in support of this resourcing)
- Ensure prompt dissemination of policies and legislation currently in the pipeline (particularly addressed to MLSS and NSC; but also to all stakeholders, particularly social partners and NGOs active at meso/community level; also to the DCLC/CCLCs; also to ILO-IPEC to provide support in whatever way they are able)
- Refine the DCLC model (clarifying its links upstream and downstream) and integrate as sub-committee of DDCC, then scale up (addressed to MLSS and NSC)
- Consider assigning full-time Child Labour officers to key districts (to MLSS)
- Greater effort to sensitize DCs (to MLSS; also to partner NGOs, and to ILO-IPEC and other relevant stakeholders) Employers and Workers organizations to take a stronger or more visible role in advocacy, both to the government and to their constituencies, and to develop more effective advocacy strategies and monitoring systems (addressed to Employers and Workers)
- Develop and pilot a simplified CLMS, building upon lessons learned in the downstream identification and monitoring activities, and giving due consideration to capacity and feasibility issues at grass-roots. (To MLSS/NSC to coordinate; but also addressed to ILO-IPEC for technical support, and to NGOs, DCLCs/CCLCs to partner and provide input from their expertise with the DBMR)

4. FOSTERING INCLUSIVE EDUCATION/TRAINING OPPORTUNITIES

4.1 Background

87. **Immediate Objective:** “By the end of the Project, inclusive educational and training opportunities for (ex) child labourers and at-risk children have improved sufficiently to support the NAP’s education-focused strategies”
88. Currently, many children in Zambia fail to complete their education, and a few never enrol. For those who do remain in school there are wide disparities in the quality of education between urban and rural schools and this impacts on their attainment and entry to higher education or training. The gender gap has been reduced but still more boys enroll and complete compared to girls. Parents and teachers believe that standards have fallen in recent years. The quality of education influences whether resource-constrained households decide that educating their children is likely to yield higher returns than sending them to work.
89. Although, basic schooling (grades 1-9) is free in theory, all schools charge some ad hoc fees to resource themselves. These fees are set by the PTAs and the evaluation found that the level of fee varies greatly from one district to another (disregarding additional fees which are levied for specific building projects). This effectively bars access for the poor. Although PTAs are in theory open to all parents, in effect are the domain of the wealthier and higher-status parents for whom money is not a major deterrent. Poorer parents feel that their voices are not listened to and they have no say. School Heads assured the evaluation team that no child is turned away for lack of money to pay school fees, yet the evidence did not always support this claim. A more egalitarian system is urgently needed.
90. Recognizing that quality and equity of education are important for prevention, the Project has engaged in policy dialogue with MOE and the education sector through UNDAF. It has been instrumental in the establishment of a coalition lobby group pushing for free and compulsory basic education which partly grew out of the findings of the UCW report. All this is good as far as it goes, but the evaluation would like to have seen a stronger advocacy focus on education issues to support this Immediate Objective.
91. Lack of access has driven the growth of community schools in recent years. Some of these are ‘charity’ schools operated by NGOs or FBOs (Faith-based Organizations), or sometimes they are started by the community. Opinions are mixed on whether they should be promoted; some support the initiative and some fear that it creates a parallel (and arguably inferior) education system for vulnerable children. Community schools are currently offering free education to disadvantaged children, including ex child labourers. There appears to be a policy whereby the government takes over a community school once it is built and running. This is a good policy, but they need to have a strong independent school Board to ensure that excessive fees are not then introduced leading to drop-out of the very students for whom the community school is designed to target.

4.2 Mainstreaming CL into curricula of higher institutions

92. The bulk of Project activities under this objective have focused on mainstreaming information about child labour into the curricula of higher institutions. The Project has supported MOE/Institute of Special Education (ZAMISE) to draw up and implement a plan. Fourteen institutions were targeted including teacher training colleges, the National Institute of Public Administration, and the Police Training School
93. Consultations were initiated to consider where CL issues could best be incorporated into existing subject or thematic areas. It is good to see that many locations have been highlighted for mainstreaming. They also considered at what ages children are most vulnerable to drop-out and how the curricula for these age-groups could best incorporate CL issues. A generic child labour module was developed accompanied by training manuals. Tutors were trained in both. Principals of all the

colleges were sensitized on the need for education to be inclusive and sensitive to the needs of (ex) child labourers, and on how they could work the CL issues into the curriculum.

94. The module and manual are excellent - comprehensive but easy to follow - and the training was well received by tutors and students alike. The only weakness is the short time-frame which left too little time for ZAMISE to monitor impact and effectiveness.

“I’m sorry I’m turning 60 and have to retire according to government rules. This has been a good Project and I really wish I could stay on and do the follow-up so that we learn what sort of an impact we have achieved. Are teachers actually using the materials and methods which they have been taught?” **Zamise lecturer**

95. In theory, this strategy makes excellent sense. It is vital that within the next year a thorough evaluation is done to estimate its impact in order to inform on-going efforts.

4.3 SCREAM

96. Based on earlier positive results, the Project supported further training and dissemination of the SCREAM packs through MOE/ZAMISE and also through the NGOs involved in the Recreation Centers. Under MOE, the objective was to train 3000 children as peer-educators through training 30 teachers (from all nine provinces) who in turn would work with NGOs to identify and sensitize the children. At the time of the evaluation around 2,800 children had participated. The concept is excellent. Child-to-child is the most acceptable method of raising awareness on sensitive topics such as this. It would be interesting to take this a stage further and see whether community or school Children’s Child Labour Committees would be a useful strategy for preventing and/or monitoring CL.

97. Assessment of the usefulness of the SCREAM package is mixed. ZAMISE consider it excellent for their purposes and the level of people they are training (teachers). The practical activities are much appreciated. A school teacher trained in SCREAM commented that *“it is an enriching programme for young people; it helps them distinguish between child labour and child work; when they become parents they will treat their own children appropriately.”* Parents who had participated in the training recommended that more parents be sensitized through SCREAM, and children have generally been enthusiastic. However, some facilitators commented that the pack is not user-friendly, it is too bulky and complex, and assumes a level of facilitation skill which is not necessarily there. Clearly thorough training and building of facilitation skills are necessary to reap the full benefits from SCREAM.

98. There were some delays in the printing and distribution of SCREAM packs to schools and elsewhere. Inquiries revealed that schools are not sure whether they have received them or not. Some gave a positive reply, but also admitted that they had not used them yet. Follow-up is essential.

4.4 Recreation Centres

99. One of the most innovative approaches of the Project is the support which they have given to the establishment of Recreation Centers. In Zambia, due to the shortage of classrooms, children typically attend school in shifts, and there is the risk that the rest of the day they may engage in hazardous or overly demanding child labour. The Recreation Centers (RCs) are an effort to prevent this by providing a safe and stimulating environment where children may gather and receive support services, and become empowered as agents of change through SCREAM based activities. Three NGOs with relevant experience were selected to spearhead this initiative targeting the establishment and operation of 7 RCs.

100. The evaluation team was able to interview three of the partner NGOs and visited two RCs, one of which was one already established by Don Bosco and already fully operational for youth. The TBP/SP support allowed them to extend the age range to younger children. Although exceptional in what it offers, it is a special case. The other one visited had only become operational in September 2009.

4.4.1 Implementation process

101. Delays were experienced in finding suitable buildings for the Recreational Centers. This aspect was weakly developed in the APSOs and perhaps too many assumptions were made that pre-existing centers would be identified which could be utilized immediately. Progress was only made when the IPs were linked to the Ministry of Youth, Sports, and Child Development (MYSCD) and the Ministry of Local Government and Housing (MLGHA) who made available abandoned buildings under its authority at district level.
102. This is an example of good practice collaboration, where ILO-IPEC had invested in developing relationships with key ministries and was able to use its influence to build linkages for their partner NGOs. MYSCD is now thoroughly committed to continuing the effort and have included establishing new RCs in their annual budget. One NGO commented *“We want to continue to work with MYSCD. They only entered in the middle of the Project, but their partnership has been very fruitful. It is a pity their input was not there in the design stage when we only considered MLSS as the key player.”*
103. The buildings were dilapidated and unsafe for children. Renovation costs had not been included in the APSO budgets, and so once again delays were experienced. Five out of seven centers targeted are now operational in urban centers within the four provinces of the TBP/SP. Some are still in a rather dilapidated state, without only a hand pump for water and no functioning toilets.

4.4.2 Activities and Impact

104. According to both the RCs visited, the response from children has been “overwhelming” - clear evidence that RCs are filling the gap between school and home. One volunteer supervisor commented that it shows how rarely these children experience the pleasure of the ‘right to play and recreation’. Children said *“we have learnt games we never knew before, such as badminton.”*
105. Some of them operate as a drop-in centre and no attempt is made to keep a formal register. In other cases, children must show that they are attending school in order to access the facility. Some are open all day, while others open only after school hours. Some have close supervision, while others appear to let the children mostly play unsupervised. Counsellors were trained in psycho-social skills and counselling is available for children experiencing particular problems, although in one of the RCs visited the counsellor is not available in a regular way.
106. SCREAM-based activities are done with children. The children said that they enjoyed the SCREAM activities and that they now understand the difference between helping their parents with light work, and child labour. In one case, supervised homework or extra-curricular tuition is available for older children. Another IP operates a library that children can access after the RC closes and where they engage in SCREAM activities. All of these activities are having a positive effect on children’s morale and morals. Some centers are now being used by schools and clubs.

4.4.3 Sustainability and the Way Forward

107. The IPs and RC committees are seriously looking into possibilities to secure sustainability. Each of the RCs has a committee or board, which should include key community leaders such as teachers, and one or two members of the CLCs. They are thus owned by the community, but resourcing is a

challenge. The play equipment will eventually be broken. It is sad to note that vandalism has been a problem for the one in Lusaka.

108. The original concept was that private sector employers through sensitization from Employers organizations would be sponsor an RC. It is greatly regretted that this support has not materialized, and it is recommended that greater effort be made. According to one source, commercial companies are actively searching to sponsor something more meaningful than a strip of roadside. Volunteerism should be encouraged but it has its limits, and if these centers are to develop and offer their full potential a full-time committed supervisor is necessary. Night guards are essential where vandalism is a problem.
109. Other income may be earned through hiring and sharing of the facilities. This is already happening, and private clubs and schools are making use of the RCs. Private pre-schools might be interested to use them in the mornings. Supporting the RCs to become multi-purpose venues is a great idea, but first the RCs must have a strong constitution and Management Board. As the children of the better-off move in, there is always a risk that the idea gets high-jacked by 'middle classes' and the more disadvantaged are overlooked.
110. Regarding access, some IPs noted that only children who live close to the RC can access it. For those children in rural areas they have taken the initiative to develop a much simpler recreational facility – a chest of sports and play equipment which is placed in a shady play area, and is supervised by a volunteer from the community. Such a solution is very cost-effective, and children in rural areas are content with very little. While an RC such as that run by Don Bosco has superb facilities, the key to its success is really the involvement of the local community and the tremendous team of volunteers each of whom takes a personal interest in the children.
111. To conclude, despite some very frustrating delays, this initiative is finally launched and holds tremendous potential, especially now that the Ministry of Youth, Sports, and Child Development has put it onto their budget.

4.5 Recommendations

112. To the Government:

- To strengthen its commitment to improving inclusive education opportunities, particularly through abolishing or finding a more equitable way of raising ad hoc school fees (MOE)
- To improve the quality of education so that education will act as a stronger 'pull' factor away from child labour. (MOE)
- To further develop and expand the Recreation Centres (MYSCD)

113. To ILO-IPEC

- To strengthen its commitment to improving inclusive education opportunities, and to find ways to engage more closely with MOE to improve the quality of education and the school environment
- Target school PTAs for sensitization on child labour issues
- Support the government in refining the Recreation Centre model, particularly for rural areas.
- Ensure follow-up on whether the SCREAM packs and associated curricula are being utilized

5. MESO LEVEL

114. A major strategy of the TBP is to extend the institutional framework for addressing child labour down to district and community level through the establishment of District Child Labour Committees (DCLCs) and Community CLCs. These will provide coordination and monitoring structure for interventions at district/community level, supporting the mainstreaming of child labour into district level planning processes, and acting as the necessary link between upstream and downstream interventions.

5.1 District Child Labour Committees

115. Eighteen DCLCs have been established to date, all but two of them in districts where MLSS has assigned officers. Eleven of these have received a 2 day training outlining their roles and responsibilities. To assist in their formation and training, TBP SP supported the development of two excellent manuals which include information on mainstreaming into district plans. MLSS has disbursed 1.4m kwacha⁷ to the DCLCs to cover meeting costs. Given the time and effort it takes to initiate a new activity, this is a positive start.

116. Certain DCLCs have already effected mainstreaming into district plans, or developed and submitted proposals to MLSS for CL interventions, or been instrumental in establishing CCLCs under them. But few DCLCs are fully operational. The sub-study highlighted a number of factors contributing to their strengths and weaknesses including: their linkages to existing government structures; quality of training and support; and selection and commitment of members. These are discussed in greater detail below.

117. Those DCLCs which have been constituted as a sub-committee of the District Development Coordination Committee (chaired by the District Commissioner (DC) are functioning better. It is recommended that *all* DCLCs be integrated into the DDCC so that they are strategically placed to influence district planning processes, and possibly to benefit from resources available at district level. Only one DCLC was found to have formal links to CCLCs, but this linkage is also crucially important and should be established.

118. The DC is a very influential figure. It was found that where the DC has been strongly supportive, the DCLC agenda has prospered. Much depends upon the individual in that position. The DC is not appointed by the Public Service Commission like other civil servants, but is appointed directly by the President's Office, and is therefore vulnerable to change according to the party in government. Such insecurity of tenure does not facilitate engagement with issues such as child labour. There appears to have been no systematic effort to sensitize and win the support of the DCs. **This is strongly recommended for the future.**

119. It is good that membership draws in a range of stakeholders, including the key 'child' ministries (e.g. MOE, MLSS, MYSCD, MCDSS) victim support unit (VSU) of the police, social partners, and NGOs. Experience shows that great care needs to be taken in the selection period to fully explain the nature of the role and emphasize the volunteerism aspect. Some members dropped out or never attended after realizing there was no personal benefit to them. The relatively weak support from Employers and Workers is disappointing. There has been some instances of surprisingly strong engagement from the Police (VSU), and media (local radio station), as well as from NGO partners. It may be due to particular individuals, or it may be due to other factors. It would be a worthwhile exercise to investigate and analyse the reasons which lead to strong engagement in order that future efforts can foster such.

120. Normally the District Labour Officer (DLO) performs the function of secretariat, but MLSS does not have DLOs in all districts, and in two districts MYSCD fill that role. MLSS reports that the latter are

⁷ Approximately 300 USD

functioning just as well, if not better, largely because MYSCD are not burdened with overwork and can devote more time. DLOs are expected to continue to carry most of their regular workload of inspections in addition to this new role. **It is recommended** that their duties should be reduced as appropriate, and that MLSS should seriously consider assigning full-time Child Labour Officers to the districts with the highest incidence of child labour or the WFCL. This could really make a crucial difference and boost the effectiveness of the DCLC.

121. Training was helpful but too short (2 days). Few of the DCLCs have copies of policies and legislation as yet. Members also expressed the wish that ILO-IPEC had been more directly involved in the formation and training of the DCLCs (although their manuals are helpful). The high staff turnover of government means that capacity building and sensitization is a constant need.
122. In most districts IPs are members of the DCLC but in some instances none of the IPs have been invited on to the DCLC (even though one of them sits on the NSC). This seems a strange oversight. The sub-study noted a profound suspicion of NGOs by the government. This possibly hinges on their perception that donors give money to NGOs but not to government departments. This situation is causing some damage to efforts at addressing child labour and ways to mitigate its effect need to be found. The DCLCs and CCLCs represent a cross-section of private/public sector and civil society. Goodwill and positive collaboration, as well as faster progress on eliminating child labour, would be generated if NGOs and ILO-IPEC could offer funding to DCLC/CCLCs for specified activities such as a joint awareness raising campaign.
123. Although the DCLCs are still weak, establishing them has been a significant step forward and it is believed that the main problems will resolve with time and further effort, providing they remain motivated by seeing results. It is very important that the links to the DDCC, to the CCLCs, and to MLSS/NSC are strengthened. Currently the DC holds considerable power and influence, and finding ways to bring the DCs on board must be a critical strategy. Reforms to the government structure would facilitate efforts at meso level. Faster progress on decentralization would also help to empower the DDCCs and DCLCs, but it should be noted that education and health are already decentralized.

Case Study
MUFULIRA DLCL

Mufulira is the most active and successful of the DCLCs. It meets regularly and has been instrumental in establishing several CCLCs and conducting monitoring visits. Although it had no fixed budget to carry out the latter it mobilized resources of individual members. Following the monitoring it has been involved in restructuring the CCLCs so that they are now seen as an integral part of the DDCC and not an appendage to NGOs.

Its success is due to a number of factors. Firstly, a very committed District Commissioner who was, not only active in the formation of the DCLC, but supports all activities that they undertake.

Secondly, two very committed officers from MLSS who were said to consistently work hard even without adequate resources. Having two persons within the District MLSS office had helped to share the workload. Unfortunately one of them has since been transferred. An NGO member has subsequently offered to support the MLSS in its secretarial duties. This action indicates a strong positive relationship existing between NGOs and MLSS in this district.

It was noted that all the current members of the DCLC are self-motivated. This was not the case originally. Several appointees dropped out when they realized they were not going to receive any money, so those who remain are committed for the sake of helping eliminate child labour and not for any other agenda.

5.2 Community Child Labour Committees

124. The CCLCs are one of the most successful achievements of the TBP SP. Currently 73 are operational, most of them established by IPs. Stakeholders (and this evaluation) feel the concept is excellent, and the majority of them are working well, and in some cases exceptionally well. The CCLCs have been involved in the social mapping and identification exercises and in monitoring the prevention and withdrawal of children.
125. Membership has been drawn from people respected in their communities, including headmen, school teachers, faith leaders, social workers, police (VSU), as well as ordinary farmers and citizens. A good

gender balance has been maintained. Those interviewed spoke enthusiastically about their work, and the amount of time which they have devoted on a volunteer basis is evidence of their commitment.

126. It was noted that the combined educational level of the committees varies considerably. Some of the least qualified members have been the most active and engaged but where standards are low the CCLC requires greater training and support from the IP. They have all received some days of formal training as well as benefiting from informal on-the-job training. Most of them are well-informed about WFCL, though occasionally confused by the terminology or the precise ages at which certain types of work are allowed.

127. It is encouraging that some CCLCs are engaging in lobbying and advocacy. Several have

CCLC: Good Practice

One partner operating in Copperbelt has made a point of empowering their CCLCs through giving them responsibility for tasks such as requesting school places, delivering cheques and collecting receipts from schools. This has helped to foster ownership of the programme by the CCLC, and created a sense of accountability to their communities as well as increasing sustainability of the interventions and promoting linkages.

successfully lobbied for the construction of new schools (Lubwe/Luapula; Mtenge/Ndola) or for a health clinic (Dagamashoed/Ndola). Elsewhere they have reported abuse cases to the police, or have instituted open community meetings to discuss child labour issues. Several mentioned how their lives have been changed and how they have gained respect in their communities. In one case a man has been appointed Headman which he attributes to his activities with the CCLC. This demonstrates how much their efforts are appreciated by the community. Two further factors identified as being critical to the sustained functioning of the CCLCs is having a charismatic and committed leader, and receiving consistent support and monitoring from IPs during the initial stages.

128. The main structural weakness is that CCLCs are referring to the NGO partners rather than to the DCLC. This is only partly because some DCLCs were established later than the CCLCs. The 'direction' needs to be adjusted and strong links established to government offices. Having a representative on the DCLC could assist, but DCLCs must take the main task of fostering and monitoring CCLCs.

129. Many CCLCs are considering ways to become sustainable entities and maintain their interventions. To date their work has been on a volunteer basis but a small incentive – e.g. provision of bicycles – would go a long way to sustaining motivation, and would facilitate geographical reach. Others are considering installing and operating a commercial hammer mill, or joining an income-generating savings and credit association. For some of the poorer members the opportunity cost of their time is quite considerable and they are highly commended for their service to the community. A further issue needing resolution is whether CCLC members may also be beneficiaries if they are themselves vulnerable care-givers meeting the criteria set by the CCLC. In one CCLC several female members are benefiting; in another CCLC an elderly vulnerable member complained that although she meets the criteria she has been told she may not benefit. The former raises a conflict of interest; the latter avoids this, but seems harsh. It is recommended that CCLCs understand and institute ways whereby individual members may temporarily withdraw from discussions/decisions wherein they have a personal stake.

5.3 Building national capacity among non-government players

130. A key component of the TBP SP programme was to build national capacity for addressing CL among CSOs and SPs, with the idea that they would form part of the 'locomotive' driving the TBP. To this end, the Project deliberately chose to partner a large number of IPs. This has generally been very positive for national capacity although it produced a heavy monitoring workload for the TBP SP team.

131. Capacity building focused on addressing two identified gaps: conceptualization of CL and formulation of convincing proposals, and technical and financial reporting skills. The Project gave a series of workshops covering all the main activities in design, proposal writing, programme management, monitoring, and reporting.
132. All the IPs appreciated the workshops. The quality of their proposals and reports and their achievements on the ground indicates the training was useful. IPs also expressed a need for greater knowledge of legislation and policy. More emphasis is needed on general skills such as lobbying and advocacy, and on methodologies for addressing root causes. In the future, organizations of value to the TBP are not limited to those who work with orphans, where experience is mainly of a ‘hand-out’ nature, but should include NGOs having a strong track record in empowering communities, including experience of a Rights’ Based Approach, and tools such as PRA and Reflect.
133. The request for further training is a constant theme. **It is recommended** that IPs benefit from the good practices developed by Hosana and a study tour could be considered. Greater understanding is needed for mainstreaming and resource mobilization. The evaluation team noted many issues which could benefit from local advocacy, yet IPs tend to accept the status quo and are not fully cognizant of advocacy as an effective tool for change. IPs need to be encouraged to perceive ‘connections’ and to think outside the box of direct interventions. Addressing child labour may mean, for example, taking a stance on issues such as local land tenure systems (See 6.4.3).
134. The strategy of allocating Lead Partners (LPs) to a cluster of IPs has been an excellent one in principle which has assisted in building capacity of both. In practice it has worked extremely well in one case (see box), moderately well in another, and encountered problems in a third. The challenges centre largely around lack of time and adequate budget and, in some cases, the distance separating the partners, but success is also dependent upon the effort invested by the LP, and their approach to mentoring.
135. In districts where IPs are members of the DDCCs, they have sometimes been identified as resource persons to give input into government processes for the SNDP. But in general IPs relate largely to ILO-IPEC, and do not invest sufficient effort into building relationships with government and working alongside them.
136. Building capacity should include building capacity for innovation. To the end, **it is highly recommended** that any future funding of IPs should allow them a degree of flexible ‘space’ in which they can be innovative and design their own interventions grounded in their particular geo-cultural contexts. This would also serve to build a greater sense of ownership of the TBP since it is less directed by ILO-IPEC and donors.
137. To conclude, capacity is now considerably stronger than it was at the outset. Child labour is now ‘core business’ for many NGO partners and the emergence of a CL consortium augurs well for the future of the TBP.

Good Practice: Lead partnering

Hosana Mapalo (LP in Copperbelt) offered their IPs a comprehensive package of support. They first conducted an organizational capacity assessment of all the IPs under them. They then provided training and mentoring on reporting and financial capacities, encouraged their IPs to develop organizational strategic plans and strengthen their governance systems, in one case establishing a Board where this did not exist. They also built their capacity to seek resources outside of the ILO-IPEC fold, and three of them have successfully done so. They attribute their success to their improved management and financial control systems. Alongside trainings they provided on-going follow-up and support.

5.4 Recommendations from the Sub-study

138. To MLSS

- Carry out a review of the existing DCLCs and their capacity needs, and to develop a ‘strengthening’ strategy based on lessons learned from Mufulira DCLC (addressed to MLSS).
- Take greater care in selection of members, stressing the volunteer ethos, and better training in understanding the role and coordination tasks of the DCLC, particularly with regard to supporting the local CCLCs and with regard to advocating or implementing the mainstreaming of child labour into district policies and plans with appropriate resources (to MLSS; but also to members of the DCLCs, whether NGOs, social partners or other, to take their commitment as members very seriously)
- Facilitate exchange of experiences and lessons learned – e.g. through study tours to Mufulira, or DCLCs in Iringa, Zambia (to MLSS and ILO-IPEC)
- Strengthen links btw DCLC and DDCC/DC. Clarify how DCLCs will link to MLSS and other relevant ministries and structures at central level. Intensify sensitization, so that CL becomes a consideration in each and every programme/plan at district level (addressed to MLSS and MLGHA, and DCLC members)
- Strengthen links between DCLCs and CCLCs to provide the latter with the support (practical and moral) they need to remain active, so that they are less dependent on NGOs (to MLSS and DCLC members, and NGO partners)
- Increase funding, financial controls, transparency. Encourage other MDAs to share costs of DCLC (to MLSS, NSC,DCLC members, DCs, and participating MDAs – MOE, MYSCD, MCDSS)
- Make more policy literature available (to MLSS and all stakeholders, including ILO-IPEC)

139. To ILO-IPEC and NGO partners

- Further training for CCLCs in design and management of interventions (see recommendation 16. below)
- Assistance to CCLCs to establish steady sources of income for activities
- Ensure that CCLCs relate to DCLCs rather than to NGOs. Provide assistance to link CCLCs to Parliamentary Constituency Offices.
- Clearer guidance to LPs on their roles and activities, with indicators for monitoring milestones
- Adequate funding related to geographical circumstances
- Sharing and dissemination of good practices in lead partnering
- To recognize that national capacity needs to be built in developing innovative contextualized responses, and offer partners a portion of ‘flexible’ funding to do so (to ILO-IPEC).
- To provide more extensive training (ILO-IPEC) and engagement (NGOs) in advocacy and lobbying at community, meso, and national level
- Training and practice of community empowerment tools such as a Rights-based approach, and Reflect methodology to assist in community mobilization, ownership, and self-sufficiency (addressed to ILO-IPEC, for NGOs and CCLCs).
- Ensure policies and legislation are thoroughly disseminated and understood.

6. TARGETED INTERVENTIONS AT COMMUNITY LEVEL

140. **Immediate Objective:** By the end of the project, models of interventions on providing direct support to children and families are implemented and documented

6.1 Rationale and design

141. The purpose of the targeted interventions at community level where children are the direct beneficiaries has been two-fold. Firstly, to withdraw or prevent children deemed to be at high-risk of WFCL. The Project recognizes that the numbers reached (10,000) are small relative to the scale of the problem (900,000 in CL). But this strategy serves the secondary purpose of demonstrating how such interventions can be managed and supported, testing models for future replication and providing a learning experience for the partners involved. It is understood that the withdrawal/prevention of a specified number of children is also a condition of the donor funds.
142. All the direct interventions Action Programmes (APs) are essentially similar in design and contain the following components: awareness raising activities; social mapping and identification of target beneficiaries; counselling for child and family; provision of appropriate support (payment of education or vocational training costs, or entrepreneurship training); monitoring. The basic components were prescribed by ILO-IPEC and are built upon lessons learned under the earlier Capacity Building and HIV/AIDS Induced Child Labour programmes in Zambia.
143. While the design is broadly logical, it does include a number of risky assumptions that have broken down or not materialized during implementation. Firstly, the assumption that the time-frame was sufficient for families to be economically empowered to replace the lost income of the child; secondly, that children would remain in school after the bursary finishes or that ways would be found to maintain intervention support; thirdly that target numbers would match numbers eligible according to the criteria developed. Greater flexibility in the design would have helped, and the 'one-size-fits-all' approach has precluded the opportunity to experiment.
144. Given the nature of the problems which have occurred it is a pity that there was not greater freedom for the IPs to trial more radically different models, or test more sustainable approaches.

6.2 Selection of partners and Implementation process

145. The Project chose its implementing partners wisely and systematically built their capacity. All of them are very committed to the goals of the TBP. The decision to partner a wide number of NGOs in order to build capacity at meso level has proved very positive, although the monitoring work-load for ILO-IPEC team has been heavy at times.
146. Similarly, the decision to use a lead partner to mentor and support other partners in each geographical cluster has generally worked well (see section 5.3), and **is recommended for the future**. *"We feel like one family; our LP has helped us prepare our proposal. They have a relaxed approach they don't monitor us, but help with problems when needed."* An LP commented that they are using the approach in programmes with other donors. Problems have arisen where the travel distances were great (e.g. JCM was LP in both Luapula and Northern provinces) or where the implementation periods of the action projects of the LP and its related IPs were not in synchrony. It would appear that many of them have had insufficient experience in developing realistic budgets, particularly for travel costs which are very high in a country the size of Zambia. But the problem may relate more to managing the budget or being forced to reduce their desired budget.
147. A very positive finding is their ability to reflect and learn from their experiences. At the same time they shared that they felt pressurized by the target numbers, leaving them with too little space for thinking outside box to consider what is *not* being addressed but should be.

148. One of the weak points in implementation is the lack of a clearly articulated Exit strategy. Some effort has gone into this as CCLCs are considering ways to make them sustainable. But many stakeholders were surprised to learn that the Project is ending so soon, and claimed they had not been informed.

6.3 Mapping, identification, and awareness raising

149. In each AP, members of the CCLCs carried out a social mapping exercise. This proved to be an excellent tool in raising awareness, and created the entry point for identification of beneficiaries. CCLCs invested considerable time and effort into this exercise, largely on a volunteer basis (some IPs elected to give the CCLC members a small stipend), and they are to be highly commended in their considerable achievements.

We made observations in bars, tobacco plantations, train stations, and market places. We tracked down and interviewed any child we saw working. We learned a lot. We knew that some families had problems making ends meet; but we hadn't realized quite how bad their situation is. Now we know. It took us two months to map our school's catchments area. We went out every day and often went hungry while we did this.”” Tazara CCLC, Mkushi

150. Transparent criteria were developed by the CCLCs, in consultation with the IPs, for the identification of target beneficiaries, and it is believed that the process was well-managed and largely free from bias (beneficiaries were later checked by DBMR). Initially some parents were suspicious and uncooperative, but as soon as the promise of support became a reality, the response was overwhelming. The lack of harmony between target numbers and number of children found to meet the criteria - which were generally far greater – posed a challenge. It appears that IPs and CCLCs dealt with this problem in different ways. Some kept strictly to the target numbers and found themselves accused by parents of ‘favoritism’ or of ‘lacking compassion’. Others tried to help all those who met the criteria but this created additional pressures⁸.
151. Probably the most positive and sustainable impact from the social mapping/identification process is that awareness about the risks of CL, the importance of education has been greatly raised. One CCLC reckoned that 75% of households in their community have heard their message. This is a significant figure and such awareness does not go away but remains within the community.
152. Targeted awareness raising activities have played a crucial role in helping communities to understand the difference between light work, child labour, and WFCL, and to generate support for the interventions. Drama groups and local radio have proved particularly effective media to spread the message. In Lubwe, a drama about children falling asleep in school after all-night fishing drew large crowds and generated good discussion about the hazards of WFCL. In Mkushi, the Project Coordinator was interviewed about their child labour efforts on the local radio channel, who have continued to include regular messages on CL.

6.4 Impact and findings

153. Ten thousand children (3000 withdrawn; 7000 prevented) have been assisted to start a new life of greater opportunity through the provision of educational and training support. Nearly 4000 caregivers of the most vulnerable of these children have been provided with knowledge to improve their income earning possibilities. Children were overwhelmingly positive about returning or remaining in

⁸ In the final count and TPR, the number of children assisted matches the number targeted (10,000). But some IPs mistakenly helped more than the targeted number. They were able to negotiate additional ‘free’ places at cooperating schools, but in some cases have found themselves liable for other costs incurred. The purpose is not to apportion blame, but to illustrate the pressures when a pre-fixed target number is at variance with actual needs, and the conflict this introduces into a community.

school. “I am so excited to be in school with my peers; studying is much better than working. I hope to become a teacher” is a typical response. Both the CCLCs and the IPs are to be commended in overcoming various obstacles to reach the target numbers in the time-frame.

6.4.1 Support for education

154. Children targeted for withdrawal were provided with counselling and the choice of enrolling in school or enrolling in vocational training (older children). That the majority chose school is encouraging, and evidence of partners’ efforts in raising awareness regarding the importance of education. ‘Prevented’ children were already enrolled in school but were deemed at risk of drop-out or low attainment due to child labour after school. Support was provided to both categories in the form of school uniform, shoes, books, bag, and the payment of school fees for 1 year or occasionally for 2 years.
155. All the child beneficiaries were strongly appreciative of this support (see case studies in Annex I). This has led to a huge increase in school enrolment in formal and transitional schools. To accommodate the extra numbers some CCLCs have successfully lobbied MOE to construct/open new schools and classes (e.g. Lubwe CCLC). This is an extremely promising development, illustrating the capacity of the CCLCs to create linkages and move beyond the designated activities. The Heads are appreciative not only of the ‘PTA fees’ which they have gained through the Project supported bursaries, but also its indirect impact on government funding since schools are resourced according to the number of girls enrolled. Placing withdrawn children into transitional schools for 6 months is helping to prepare them for formal enrolment.
156. This strongly positive impact is qualified by concerns over sustainability. In all fairness one cannot count a child as ‘prevented’ until s/he completes education or reaches 18 years. It is hard to predict how many children will remain in school beyond the Project period. The logic of the design hangs on the assumption that a one-year bursary is sufficient to kick-start schooling and entraps that child into the education system, so that when the bursary ends parents/care-givers will be convinced to retain the child in school and in a financial position to do so thanks to the economic empowerment interventions.
157. The assumption may hold for the group of children whose households are ‘moderately’ poor i.e. they could afford school fees but due to “uncultured” attitudes enrol their children late or send them to work after school hours. But there are those children whose parents cannot afford to pay the school fees without hurting in some other area of their lives, and the small number who cannot even cover their basic food and shelter costs without the child’s earnings. None of these children thought it likely that they would remain in school after the bursary finishes. The assumption that economic empowerment activities would help their families meet their needs has not been sufficiently achieved in the short time-frame.

CASE STUDY

M. has received education support and is enrolled in grade 7. She is 15 and the oldest of 5 children who live alone with their mother. M’s academic progress suffered because of the amount of work which she did, and several times she had to repeat grades. She used to do field work and was given clothing plus 2.00 USD for 5 days work. She much prefers to be in school. “*Working the hoe makes your arms ache, and there’s risk of snake bite. Some children get chest pains from the heavy work.*” She would like to become a nurse or teacher, but says that if the education support does not continue she would have to leave school. “*The worst thing about leaving school is having nothing to do. I don’t like that. I would probably get married. Girls get married young is there’s no income support at home, because then it’s one less mouth to feed, and a few extra mouthfuls for those who remain.*”

158. Stakeholders expressed doubts over the sustainability of education support and the prospects for children remaining in school till completion of schooling. “*It is better not to start something at all, than to come here, raise expectations, and then leave without following through,*” commented one stakeholder. To a certain extent the evaluation concurs; this approach runs the risk of destroying a community’s trust in NGO interventions and renders them less likely to be cooperative with future projects. IPs are painfully aware of this weakness of the programme, and feel that their reputation is at risk. In some cases they have faced open hostility in the media or been told to leave the area. These are serious issues.
159. On the positive side a few schools have indicated that they might waive fees for truly vulnerable children, but they cannot help all the at-risk children. As mentioned earlier, these are *ad hoc* fees set by individual PTAs, and the evaluation found that the amount charged varies widely between schools and districts. The issue of fair representation of the most disadvantaged is a concern; the evaluation did not learn of any partners or CCLCs who have targeted school PTAs in a systematic sensitization effort.
160. Many CCLCs are seriously considering ways in which their activities – and support to children - can be sustainable. St Anthony’s HBC have purchased a hammer mill and others are considering something similar. While this might support the expenses of CCLC members, it is doubtful the income could provide bursaries to so many children on a regular basis. A few of the most vulnerable may be picked up by MOE bursaries but these are limited in number.
161. For the group of “most vulnerable children (MVCs) the opportunity cost of schooling is very high, as the intervention threatens their other basic needs. Some are orphans living with step-parents or elderly grandparents or in child-headed households. There is a risk that their children are now in school but their nutrition has suffered as a result. “*You have taken my breadwinner*” one grandparent was reported as saying. Admittedly, this group is very small – possibly 5-10% of the total targeted number – but any negative consequence is a serious concern. Their needs are targeted under the ‘economic empowerment of care-givers’ (6.4.3) but this activity needed to be in place and producing results before the withdrawal of children.
162. There is a sense that these MVCs have disappeared beneath the flood of ‘moderately’ vulnerable children. A study of a sample of DBMR forms suggests that around 50% of ‘withdrawn’ children receiving education support are aged 5-7 years – i.e. not yet beyond official MOE enrolment age (7 years). They are not undeserving of support, but the strategies to address their needs⁹ may be different to an older orphaned child who has been forced to drop-out and become a bread-winner.
163. In conclusion, clearer conceptual guidelines based upon the three categories of beneficiaries outlined above would have been helpful given the tight budget and target number constraints, **and this is a recommendation to ILO-IPEC Geneva (Operations) for any future projects.**

6.4.2 Support for vocational training

164. Those who did not elect to return to school were offered vocational training (VT) support, for the most part in formal training institutes. Typically girls trained in tailoring and boys in carpentry. At the time of the evaluation very few children had completed their training and a number were still awaiting its start, so the full outcome and impact is not yet known.
165. All the children spoken with were strongly appreciative of the opportunity and felt the training was practical and relevant. None of the children interviewed are earning money as yet from their new skill. One boy had tried to find employment as a carpenter – even to the extent of travelling outside his province to Copperbelt – but had failed. He cannot start up on his own as he lacks tools and capital.

⁹ Studies show children enrolling early do better and remain longer in school

166. IPs commented on the cost of formal VT institutions which prevented them sending more than a very small number. Such institutions exist only in the larger towns and are therefore not accessible for rural children. More flexible apprenticeship training would help children remain earning while training, and be a more appropriate preparation for work in the informal sector. The mind-set in Zambia is to undervalue training and employment of the informal sector, and IPs could have made a greater effort to change this attitude and pursue apprenticeship training.
167. Some beneficiaries mentioned the high ‘opportunity cost’ while undergoing training and some have dropped out as a consequence. For example, a few of them are single parents supporting their own children. There are some questions over the selection of beneficiaries. Why has VT been given to a boy who has completed 12 years of schooling? There is the case of single mother who received 6 months tailoring training. She was unable to earn a living from that skill because she could not afford to buy a sewing machine. She subsequently decided to re-enrol in school and is currently completing grade 12. To cover school fees she makes and sells fritters at the gate of her compound.
168. It is not known whether these examples are typical. However, it does appear that implementation of this activity has been weak in some locations. **It is recommended** that support should include seed money for tools and raw materials, and that beneficiaries should be encouraged to join or form savings and credit groups before receiving training.

6.4.3 Economic empowerment for care-givers

169. The purpose of this activity is to boost the skills and income of poor families so that they can afford to keep children in school and not send them to work. The main activity appears to have been a 3 day training (some received half the time) in entrepreneurial skills. The linkage to micro-credit has not proved possible in practice. Some trainees have become members of pre-existing savings and credit groups, but many others have not.
170. Beneficiaries were ambivalent about this activity. They felt it was useful, but did not go far enough. They would like to have access to capital, membership of savings/credit groups, and more specialized vocational skills. *“The training was too short, and there was no follow-up. They are like people who sow seeds, and don’t go back to see if their crops are growing,”* commented one female beneficiary.
171. Despite these weaknesses, the evaluation team observed some very positive impact. Interviews suggest that the most useful skill they learnt was money management. This alone has helped to boost their small businesses. The case study in the box is typical. In other cases, women had boosted their income through learning to diversify their products e.g. to sell

CASE STUDY

P.M. is a widow with 5 children to support. She traditionally traded in fish but slowly lost her capital as expenditure on her children increased. Without capital she was unable to earn more than a pittance.

She received 3 days training in entrepreneurship. She learnt the importance of money management and building up a capital float, and ways to get going without start-up capital.

Following the training advice, she made 40 brooms from wasteland grass. From their sale she built up a capital fund of 4 USD. She then bought 10 litres of small fish each day and through selling these slowly increased her capital. *“In the training I learnt how to woo customers and this has increased my sales”* she comments.

She currently trades 30 litres of fish a day which earns her a daily profit of around 4 USD. She notes that when she went from 20 litres fish turnover to 30 litres, her profit did not go up commensurately. The reason is that fish are perishable and near the end of the day she has to reduce the price. From her profits she pays 0.10 USD per day for renting a market stall, and house rent of 5.00 USD per month.

She would like further counseling in business skills, and to become a member of a savings/credit group. She would like to gain an income of 10.00 USD per day from a capital float of 100 USD.

avocados as well as bananas, or to locate their wares in a place where many passed by, or even to follow the crowds and not to remain in a fixed spot all day. Such small and seemingly insignificant tips had helped a young single mother to double her capital and increase her income.

172. The conclusion is that the decision by the Project to give the contract to two organizations experienced in this field was sound and logical. In practice, however, it created some conflicts, and the full benefits which could have accrued were not realized. The target area IPs expressed their frustration and disappointment that the specialist NGOs had no pre-existing presence in the target area, and provided no follow-up. They felt the training provided was too short, and there needed to be further refresher training. The specialist NGOs justified the brevity of their input by the lack of budget and time. It would appear that they failed to calculate sufficiently for these.
173. The conflict between the two parties revolves around a commonly occurring problem where technical training is concerned: *who* is responsible (or best placed) for follow-up and monitoring – the expert NGO giving the training, or the NGO who is on the ground targeting the beneficiaries? More clearly defined roles and responsibilities would have helped in this case.
174. Nonetheless, a positive start has been made in this critically important intervention. Future replication should ensure access to credit or to savings & credit groups in order to maximize the benefits. It must also consider the time it takes to reap the benefits of training, and an adjustment to the sequencing of intervention activities **is recommended** so that economic empowerment is in place and sufficient to support other interventions.
175. In Mkushi, care-giver beneficiaries revealed that although land is plentiful and fertile (and owned by the government), they work as casual labourers on other people's farms; they do not have their own land to farm, so they themselves cannot grow the fruit and vegetables that they trade on the streets. Some of the better-off are share-croppers on land owned¹⁰ by Chiefs. This is one example of the need for thinking outside the box. Might a low-cost advocacy/lobbying effort at local level achieve greater and more lasting results? Apparently land is available at the discretion of the Chiefs or Headmen. Are the current arrangements for share-cropping reasonably equitable? What is the GRZ's position and policy on these issues?

6.5 Monitoring

176. The Direct Beneficiary Monitoring and Reporting (DBMR) is a system to record details of every beneficiary child in the targeted interventions for the purpose of monitoring and tracking/tracing their rehabilitation. It is used to verify the beneficiaries selected through the CCLC identification exercise. All IPs received a computer and training in the DBMR.
177. Unfortunately IPs are not generally appreciative of the DBMR - even its updated version. They feel it is overly detailed and time-consuming and has distracted them from the other programme activities. They would prefer to spend that time and cost directly helping more beneficiaries. The training which the IPs received from ILO-IPEC was good but still they are struggling. For the LPs, supporting their IPs in the operation of the DBMR has been the major workload.
178. According to the IPs the questionnaire form is lengthy, but the evaluation believes the interview time (15-30 minutes) is not unreasonable if the information is valid and useful. The evaluation team appreciates that the questions are designed to verify whether a child is a 'working child', a 'child labourer' or engaged in WFCL or hazardous work. These definitions are quite complex and require some detailed questions on work habits, ones that might challenge even an experienced interviewer in terms of getting accurate and honest responses. Concepts such as 'name' and 'age' are very fluid in African culture; questions about work are unlikely to be answered honestly, either because of its stigma or because of the hope of receiving support. Several repeat visits may be necessary to reach

¹⁰ In Zambia all land is owned by the government, and individuals have negotiated leasehold rights

the most vulnerable beneficiaries who are highly mobile. Entering the data onto the computer is more time-consuming than the interviewing, and electricity supply is sporadic.

179. It is understood that ILO-IPEC Geneva have taken these concerns on board and made some improvements in the DBMR format since 2007-08. Nevertheless, the evaluation is sympathetic to the challenges of the situation in which the IPs work, their lack of familiarity and confidence on computers, the constant electricity cuts,
180. But arguably the main reason IPs are unappreciative is because they perceive the DBMR as something imposed from the outside, a regulatory tool for ILO-IPEC and the donor.. They do not feel the need for such a sophisticated system for their own monitoring purposes. Other than verifying beneficiaries, no analysis of the DBMR data occurs in Zambia, either because the ACCESS software provided to the team does not allow for it, or because they have not received any training in the statistical analysis parts of the programme¹¹. **It is strongly recommended** to find some way which allows IPs and the TBP/SP team to apply statistical analysis to their data. If they could do so, the DBMR would immediately become more relevant to them, and they more supportive of it. If providing ACCESS software is too expensive, then they could be shown how to import the data into EXCEL for analysis.
181. Figures submitted in the AP/TPRs are not necessarily derived from the computer-entered DBMR data, but come from a hand-count of the forms or some other tally sheet, as computer entry is lagging way behind collection. However, IPs do take the paper forms with them when they make repeat visits to a child/family although a 1 page summary sheet would be more practical. To date, DBMR system has not been used to trace ex-beneficiaries.
182. If the purpose of the DBMR is simply to verify target numbers, and when the project is over the data, training, and software becomes obsolete, the conclusion is that this is not efficient in either time or money.
183. It is a pity that the development of the DBMR and of the CLMS have not been more closely allied. As it stands, the DBMR seems too complex to form the basis of a viable CLMS. CCLCs developed their own methods for identifying and recording potential beneficiaries. It would be useful to research the methods they used and document the good practices. **It is also recommended** that future projects (or the CLMS) consider a much more rapid cost-effective measure to identify children engaged in CL: to compare a child's age against their education attainment. It can be assumed that any that are lagging behind their peer average are engaged in CL or at-risk.
184. With regard to monitoring outside of the DBMR, the evaluation found that IPs are generally doing a good job. CCLCs report that their visits are frequent and helpful. IPs are already aware of many of the points raised in this evaluation report, and this in itself is positive finding and evidence that they are monitoring and reflecting.

6.6 Lessons learned

- Partnering many NGOs has helped to build national capacity
- The Lead Partner strategy is a good one but needs further refinement
- CCLCs are highly respected by the community
- Drama and radio are very effective media for awareness raising
- For most children, payment of schools fees and provision of uniform is sufficient motivation for them to enroll, but an inflexible model risks adverse impact on the most vulnerable

¹¹ The TBP SP Monitoring Officer

- Fixed target numbers can introduce conflicts into a community
- Impact must match expectations raised, and it takes time to achieve sustainable impact
- The opportunity cost of vocational training in formal institutes is too high for some children.
- Women are highly motivated to improve their livelihood. A very small amount of help goes a long way with them
- Lack of access to capital is a root cause of child labour
- The sequencing of activities is critical to success
- A bottom-up approach helps to build ownership

6.7 Recommendations

6.7.1 Broad Recommendations ILO-IPEC and Government

185. This evaluation believes that ILO-IPEC and Government TBP Stakeholders should focus on developing and testing models that are more affordable and sustainable, and could be managed by a CCLC with minimal support from outside, even though these may fall short of the ideal. For example, the following model might be feasible for a community to manage alone:
- Non-enrolled children ages 5-8. Sensitization. Lobbying to MOE to establish pre-school centers, and to schools to reduce or waive fees in certain cases.
 - Children already enrolled in grades 1-7. Sensitization. Lobby schools reduce or waive fees for certain needy cases. The promise of support in grades 8-9 should act as an incentive.
 - Children in grades 8-9. Target for CCLC bursary support (+ donor funds if available) to see them complete basic education.
 - Children in grades 10-12 - these are aged 15 or over. Actively encourage them to pay their own fees through working in the holidays. Provide intensive sensitization on decent work, proper protection in the workplace and potential hazards of different work activities. This is a pragmatic interim approach, not the ideal.
 - Out-of-school children aged 9 or over who have not completed grade 7. This group is more of a challenge: they represent the most vulnerable, but are probably relatively small in numbers. Their families need to see income boosted. Social welfare measures may be necessary.
186. The establishment of a school Education Support Fund for vulnerable children, resourced through school-based income generation activities (e.g. agriculture) is another option worth exploring as a way to ensure sustainability.. The Fund and IGA might be managed by the School teachers, or the School Committee, or the PTA or a new committee. Transparency and accountability would need to be carefully addressed, and systems put in place to prevent the exploitation of children, and ensure representation of the less well-off on the management committees.
187. A more radical move away from support to individual children could also be considered. The current approach is rather like a sticking plaster, patching over problems rather than curing the underlying ailment. The problem with ‘hand-outs’ is that they perpetuate dependency and do not build self-respect. , “*It takes time to change perceptions and convince people of the need to become self-reliant*” commented one IP. Building on lessons learned during this Project, a refined or alternative model should place greater stress on income generation, vocational and entrepreneurial training and - most crucial of all – access to credit, either through the formation of savings and credit groups or other sources If the formation of savings and credit groups could precede other interventions, families could draw on this socio-economic support system during the period of income-hardship

when a child is withdrawn from CL. This approach need not be based on individuals but could treat the community as a holistic unit, targeting community development, community livelihoods, and community empowerment.

6.7.2 Detailed recommendations

- Provide clearer conceptual guidelines to partner NGOs for priority groups based upon the three categories of beneficiaries to ensure that the particular needs of the most vulnerable children are not overlooked (to ILO-IPEC Zambia)
- Refine and encourage the lead partner approach (to ILO-IPEC and NGO partners)
- Encourage CCLCs to pursue a sustainable income source. A small incentive such as the provision of bicycles would assist in their mobility and motivation (To CCLCs; also to ILO-IPEC Zambia and NGO partners to support.
- Ensure that clear guidelines are drawn up regarding which organization is responsible for on-going support and follow-up after a specialized training (To ILO-IPEC Zambia and NGO partners)
- Explore ways to allow field partners to carry out statistical analysis of DBMR data for their own purposes and in general to reap greater benefits from the system (To ILO-IPEC Zambia and Geneva Operations).
- In the context of modifying the DBMR to form the basis for a viable CLMS, to consider piloting an alternative rapid way to identify children engaged in CL: namely to compare a child's age against their education attainment. Children lagging one year or more behind their peer average (or MOE desired grade level) can be assumed to be engaged in CL or at-risk (To ILO-IPEC Zambia and ILO-IPEC Geneva; and to MLSS/NSC).
- Provide training in a rights-based approach and general advocacy skills and/or reflect methodology to CCLCs and IPs. To strengthen TBP capacity by partnering NGOs with a proven track record in this field. (To ILO-IPEC Zambia)

7. CONCLUSIONS AND RECOMMENDATIONS

188. **Development Objective:** To contribute to the elimination of the WFCL in Zambia through strengthening national capacity to formulate and implement a National TBP against the WFCL

7.1 Summary of findings and conclusions

189. The Project has very clearly fulfilled its overall development objective and has made a significant contribution to the TBP framework. The Government is undoubtedly better equipped to design, implement and monitor TBP/WFCL initiatives. An independent TBP now exists in terms of a supportive policy framework and a draft NAP. The NSC is in the process of being strengthened, and a good start has been made on establishing coordination structures at district level. The best of the DCLCs has shown great potential for what can be achieved at district level. Monitoring capacity is still not strong enough. The NAP has a monitoring framework, but a lot of work remains to develop and roll out a viable CLMS. The Labour Force Survey is providing regular data on child labour, and the Project has contributed towards increasing capacity for analysis in-country.
190. A degree of progress has been made towards greater inclusion in educational and training opportunities for ex/child labourers through training in SCREAM and the development of child labour modules in curricula of higher institutions. Obviously it will take time for the impact of these to appear. New manuals and curricula generally need rigorous follow-up and monitoring in the initial period, and the Project is ending too soon for these to be carried out. Cost and quality are two factors which continue to prevent children enrolling or remaining in school, and intensive advocacy

at national and local level remains an outstanding need to build inclusion. The education sector is still in need of reform and support to ensure equitable access to quality education for all children, and intensive advocacy at national and local level is required.

191. At community level, models of intervention have provided direct support to 10,000 children and nearly 4000 care-givers, and the good practices from these have been documented. In the target areas many more children are enrolled in school, their knowledge is growing along with their self-esteem and future prospects. At the same time, the direct interventions have helped to increase national capacity in the NGO sector, and the creation of a large number of CCLCs has built community awareness and ownership and laid the groundwork for on-going effort.
192. This has been an effective and very worthwhile project. While it has not achieved all its objectives and outputs, it has made impressive progress given the short implementation period. One of its strongest achievements lies in the building national capacity at *meso* level. Among its most effective strategies has been the study tour to Kenya, the decision to partner many NGOs, the lead partnership approach, and the establishment of CCLCs. Its holistic design with interventions at many levels should have achieved greater synergies, but the policy/legislation achievements have been too delayed to provide effective support to the downstream interventions. Advocacy has not featured very strongly and greater use could have been made of this potentially very effective strategy to complement and support other interventions. In general, stronger linkages between the many component parts could have led to greater synergies.
193. A lot has been achieved within fairly tight time and budget constraints, which suggests that this has been a very efficient project. However, many things have been started but not all of them followed through to fruition. If these ‘beginnings’ are left in their present state without rigorous follow-up and monitoring, it is possible that they will fail to reap the desired benefits. There is a sense that money and other resources may have been spread too thinly over a few too many activities and partners and that greater focus and concentration of funds might have proved more efficient.
194. The Project has been successful in seeing CL issues mainstreamed into the DWCP and into the One UN Joint Programme on Human Trafficking, and these two achievements greatly assist in sustaining action against CL. Many of the Project activities have had sustainability at their core: awareness raising, sensitization, and mainstreaming of CL into government and other policies and programmes, including the adoption of it as a core agenda for some NGOs ensures sustainability of the fight against WFCL. The emergence of an umbrella coalition holds promise for on-going effort. Reflection has gone into ways to make the downstream interventions sustainable, but the intervention model as it stands is costly and therefore unlikely to be sustainable without donor funds. There is a risk that beneficiary children may revert to child labour once support is withdrawn. More cost-effective interventions need to be developed. Overall, the Project’s broad objectives could have profited from a stronger emphasis on addressing underlying root causes, and from more intensive awareness-raising and targeted sensitization.
195. Nevertheless, it is impressive what has been achieved under the management and guidance of the relatively small ILO-IPEC team with its committed partners. Reflection and learning has been one of their strong points. The next challenge is to find ways to foster greater trust and respect between the many stakeholders of the TBP. This has been an ambitious project, broad in its scope. A promising start has been made on many fronts, but without follow-through some of this commendable effort may be wasted. **It is therefore strongly recommended to ILO-IPEC to seek funding for a further phase, building on the lessons learned from this Project.**

7.2 Way Forward and broad recommendations

196. The first recommendation is to evolve stronger coherence and synergies between the individually successful components. For the TBP to achieve ‘lift-off’ it needs to see its goals absorbed into public consciousness. Structures are in place but stronger linkages are needed. The TBP needs to focus on

creating closer ties and networking between stakeholders, especially between government, NGO partners, and social partners, and to find ways to foster greater trust, respect, and recognition for the effort and contribution of each. Stronger links are needed between the CCLCs and the DCLCs, and between DCLCs and the existing government structures at district level. NGOs need to refer and collaborate more closely with their local government authorities. Social partners should also be more closely engaged with other players.

197. A stronger focus on building capacity for advocacy and carrying it out is also strongly recommended. The Government needs the support of the NGO sector to leverage the necessary resources to implement the NAP. But advocacy needs to be supported by legislation and policy, and the TBP must focus on immediate and comprehensive dissemination and sensitization regarding the CL policy and legislation.
198. More DCLCs need to be rolled out, and mobilized to integrate CL thinking into district planning processes. Existing Calks are in need of some support and incentives until they can establish their own sustainable resource base. The CLMS needs to be piloted. It is recommended to start with a very simple system on a small-scale before considering scaling up.
199. In the downstream interventions more radical strategies for achieving sustainable impact could be trailed e.g. those that focus on addressing the root cause of poverty. Tracer studies would be useful to confirm or refute whether the current direct support intervention model is achieving sustainable impact or not. CCLCs need support to establish a secure income base.
200. Finally, there needs to be a continuous media and sensitization campaign to raise public awareness and government awareness about the cost to the country, and cost to the individual child, in not addressing child labour.

7.3 Specific key recommendations

201. To the government

- Strengthen coordination among all stakeholders, particularly between those Ministries dealing with children's affairs, and foster stronger links and trust between government and NGO sector (MLSS/NSC).
- Ensure full resourcing and implementation of NAP, along with thorough dissemination of NAP and other relevant policies/legislation (MLSS/NSC)
- Carry out a review of existing DCLCs and their capacity needs. Refine and strengthen the DCLC framework so that it is empowered to see CL mainstreamed into district planning processes (ensure DCLCs become sub-committees of the DDCCs). Strengthen and clarify their links upstream and downstream, and then roll out. (MLSS/NSC)
- Consider assigning full-time Child Labour Officers to key districts (MLSS/NSC)
- Develop indicators and pilot a simple CLMS that can utilize an existing data management system (MLSS/NSC)
- Strengthen inclusion in education through abolishing ad hoc PTA fees or ensuring that needy families are exempted; strengthen the attractive 'pull' of education versus child labour by improving quality of teaching, and relevancy of the curriculum (MOE)
- Promote and support the establishment of Recreation Centres (MYSCD)

202. To ILO-IPEC

- In partnership with the government, develop and pilot a simple prototype CLMS, building on lessons learned from DBMR and CCLCs.

- Develop clearer conceptual guidelines for sub-groups of children engaged or at-risk of CL, indicating, those groupings who should receive priority if resources limit the numbers which can be helped, and ways in which limited resources might be stretched to assist greater numbers. (reference 6.7.1 particularly out-of-school aged >9 years group)
- Continue to facilitate the sharing of good practices and study tours where appropriate
- Carry out representative tracer studies on past beneficiaries. Based on these results, refine the downstream intervention model where necessary to make it more sustainable and affordable in the longer-term. Consider more radical alternative (and cost-effective) models which could be scaled up
- In downstream efforts in general, lay greater stress on economic empowerment of families and communities
- Support partners (including CCLCs) to receive training in advocacy/lobbying and the 'rights-based approach' to community development

203. To Employers and Workers

- Scale up current efforts in sensitization among constituency
- Increase involvement in advocacy to support the government's efforts
- Mobilize membership at meso level to be more engaged with local efforts (e.g. in DCLCs)
- Develop and implement a comprehensive plan to recruit private sector support and funds (including multi-national companies operating in Zambia) for the TBP goals (including but not limited to the Recreation Centers)

204. To NGO partners

- Pursue the establishment of an NGO consortium on child labour, and engage in advocacy to support the government's efforts with regard to the TBP/NAP goals.
- Make greater effort to inform, engage with, or work through government structures
- Continue to assist CCLCs to become sustainable and remain active in the longer-term
- Develop their understanding and skills in a rights-based approach so that they can better promote the economic and social empowerment of communities

For further more detailed recommendations please see the appropriate section at the end of each chapter.

ANNEXES

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Case studies

1. These case studies were collected by Sanyikosa during the evaluation field visit. All four come from the first place visited – Mkushi – and a single NGO partner St Anthony

Prevention

2. B is a twelve-year old girl comes from a family of five children and is single orphaned with the mother taken care of them. Only four of the children go to school but the fifth, the oldest does not owing to the inability of the mother to meet the school requirements. The mother is engaged in petty trading, selling bananas at the nearby major road junction. The mother put her into selling bananas at the same place to raise money for books because she would sometimes not attend school for extended periods as a result of having no books and not being able to pay school fees. At fifteen she should be in grade nine or ten but is only in grade five, the gap as a result of the years not being able to attend school. The family has only one meal a day and B is not engaged in and recreation activities outside the school and she says she is no interested in recreation activities.
3. In 2009 she was identified by the CLCC for support to prevent her from dropping out of school, she was initially found at the selling point. The project paid for her school fees, bought the uniforms, shoes, bag and school bag and she immediately stopped selling. Her mother does not ask her anymore to go and sell and she is grateful for this intervention which she says has made such a great change in her life, because she was certainly going to be out of school sooner.

Withdrawal

4. S. was engaged in doing odds and pieces, ‘piece work’ around the main district centre, was on hire so to say for mostly slashing and worked from 7am to 4 pm a whole week. The pay was however extremely low and the work hurt his hands. Other times he sold drinks at the major road junction. He comes from a family of eight children and both parents are living with the father working for the railway company, TAZARA while the mother is in petty trading and seasonal farming. He says he has not received support for school from his parents since first grade and has therefore had to fend for himself when he could. Many of the other children have not completed school for lack of money. He has been to school intermittently, when there is money he goes and does not attend school when there isn’t.
5. In September 2009, the CLCC identified him for support because they noticed he worked and did not go to school; then he had stoooped school in first term of grade nine. With the project’s support in the form of school fees, uniform, school bag and shoes, he re-entered school and is now in grade eleven. He was grateful for the support which included K600,000 school fees for the year.

Withdrawal

6. B is a fifteen-year old girl in grade 10. She lives with both her parents and eight of her siblings, a total of nine children. The father works for the railway company TAZARA and everyone goes to school except the youngest. In 2008 she sat for grade 9 examinations and passed but could not commence grade 10 because there was no money. As a result she decided to start work to raise the money and worked on a farming block, a farm belonging to a commercial farmer. She was engaged in harvesting and transporting tobacco on the farm for a wage of K9,500 per day and worked every day walking 1 hour and 30 minutes to the farm and staring off at 3 am and knocking off at 2 pm without lunch. The money supplemented family income.
7. She was identified by the CLCC in late 2009 and is earmarked for education support. The project will provide her uniform, shoes, bag and pay her school fees and this is expected in March when disbursements from the ILO are made. She looks forward to getting started in high school and is grateful for the opportunity to continue with her education, which she values immensely.

8. She previously had no idea that what she was doing was categorized as child labour until she was counselled by the CLCC at the point of their initial interaction with her.

Economic Empowerment Support

9. E. P. is a married woman and runs a poorly-stocked grocery where she sells drinks, bread, cooking oil and related goods at the main town market. She also does seasonal farming of maize and groundnuts. The husband does not do anything and relies on her efforts, he was found hovering around the shop and chatting with his male colleagues. Clearly the wife detested his idleness and thought he would do better. E. also takes care of four children aged 14, 18 and 7, all of them orphans of relatives except one with whom she has no relationship. Her own children are old and independent, living on their own.
10. E is a member of small group of five women at the market engaged in rotation of savings and lending called locally as 'chilimba'. The women put aside an equal amount of money every month and lend it to one of them at an interest in rotation. This is used in buying stocks or for household consumption, a micro credit scheme; which is common among the marketers in Zambia. Her income is still too low and enables the family to have only one meal per day and two on a good day. She says the months of January to March are the most difficult for business, presumably because of school obligations of parents and often this affects her ability to pay school fees for the children, leading to their starting school late.
11. The project is supporting one child of grade 9 by providing her with uniform, books, shoes, school bag and paying her school fees; the child had stayed for a year without going to school because of lack of money. She appreciates the support, without which the girl would certainly continue to be out of school.
12. E. received Income generation training from the project; the training being in entrepreneurship to help her sustain her income base so that she could be able to pay for the children's school requirements. The training was for two days and she thinks it was good and has been useful to her. It was easy to understand with explanations and has made some noticeable difference in the way she now manages her business. Notably, she now saves every bit of her money which was not the case before. She however bemoans that the training was not supported by the means to expand her business through, for instance, additional capital. The intervention has certainly made a positive change in her family; the child is going to school and she has acquired knowledge in the management of her business. She would certainly be most grateful to have seed funds to buy fertilizer for farming.
13. She acknowledges that going to school is much more important for the child than the short-term benefits of letting the child work. School also prevents children from engaging in socially unacceptable activities. Before she went back to school, the child used to loiter around doing odd jobs to raise money. She thinks child labour is not good at all. The challenge is obviously next year when she will have to raise the money for the child's education after the end of the project and she says she is determined to do so despite the huge constraints.
14. E thinks the CLCC in her area is working very well; there are dedicated members sacrificing their time to perform community work; identifying children needing help and giving support without demanding compensation. They are doing something honorable and she thanks them.
15. Since she learned about the coming to end of the project she is depressed because she thinks that it is premature to stop the project hardly ten months of its commencement. After the sensitization of children and parents, many children are now coming forth. She says withdrawing children is not easy because sometimes the children are difficult and need extended periods of counselling and this takes time; therefore ten months is not enough. She says habits take time to change and somehow the project is delivering positive precedents for the children, encouraging more children to stop child labour and into schools. She feels it is unacceptable for the project to stop now; rather it did not start

in the first place. Even for parents and care givers, there are only now just starting to adjust themselves to doing other things apart from thinking of fees and then the end?

Vocational Training

16. M is 19 and completed grade 12 in 2007 and has since been doing piece works such as farming. He lives with her mother and four other children, aged 17, 15, 13 and 9; but the father ran away from home and lives with another wife, providing no support to the family. Her mother sales floor polish. Up to now he has not collected his official results transcript because he owes the school K500,000 in unpaid school fees. His aunt introduced him to the project and he has been earmarked for skills training when money is made available by ILO. He is one of the 50 children to do the skills training from March. He thinks that there are no suitable income-generating activities in Mkushi and would much prefer to learn driving. Most of his friends are involved in 'ego-ego', moving with various merchandise to sell. He has been helping his mother with farming. He has received counselling from the project and he found it useful.

List of persons/organizations interviewed

Donor:

United States Department of Labor: Ms Tanya Rasa (Africa Division Chief); Ms Malaika Jeter (International Relations Project Analyst). Telephone interview

TBP SP and partners: In-depth Interviews

ANPPCAN, Mr. Peter Matimba

Central Statistical Office: Mr. G. Banda

CIC: Ms M Kangwa (Recreation Centre Coordinator, Bauleni)

Don Bosco Recreation Centre, Mansa: Mr. Emmanuel Mark Phiri (Project Coordinator); Mr. Mwansa (SCREAM Facilitator)

Fibale Community Organization, Mansa: Mr. Kims Mwila (ADD and Finance Officer)

ILO Zambia: Mr. Gerry Finnegan (Director)

ILO-IPEC Geneva: Ms Naomi Asukai; Ms Nadine Osseran (East Africa Programmed Officer)

ILO-IPEC Zambia, TBP SP team: Ms Brigitte Poulsen (Chief Technical Advisor); Ms Maria Theresa Hamusimbi (Programme Officer); Ms Shebha Malila (Monitoring, Evaluation, and Research Officer); Mr. Boas Chitembe (Financial Officer)

Jesus Cares Ministries: Mr. Obed Maambo (Coordinator, Luapula)

Ministry of Education, Zambia Institute of Special Education: Mr. Simon Kaoma (Assistant Manager for Child Labour Desk, and Senior Lecturer)

Ministry of Labour and Social Security : Mr. Seti Venus (Assistant Labour Commissioner and Child Labour Unit Manager); and Mr. Michael Mulwanda (Programme Officer for Child Labour and Senior Labour Officer)

Ministry of Youth, Sports, and Child Development: Mr. Nicholas Banda (Chief Child Development Officer)

MultiVision Youth Development and Job Creation Centre, Luapula: Mr. Chilomba Cleopatra (Finance Officer) and Mr. Joseph Phiri (Executive Director)

SSIAZ: Mr. M Nunkwe (President)

St Anthony Home Based Care, Mkushi, Central: Mr. Thadious Bwembye (DBMR Officer);

Mr. Vincent Musouda (Finance Officer); Ms Dg'andu Nchimunya (Project Coordinator)

Zambia Federation of Employers: Mr. Harrington Chibanda (Executive Director) and Mr. Daniel Mwewa (Accountant)

ZFAWIB: Ms N Kawandami (Treasurer/Board Member)

District Child Labour Committees:

Mkushi District, Central Province: Mr. Lukona Nanwanyi (District Labour Officer; Mr. Mwimi Mubita (Police Inspector, Victime Support Unit, member of DCLC); Mr. Kelvin Musonda (Community Development Officer and Treasurer of DCLC)

Community Child Labour Committees (Focus Group Discussions and individual interviews):

Samfiya (Luapula): Mr. Peter Bondola; Ms Jennifer Machina; Pastor Goodson Musonda; Ms Mary Mwekia; Mr. Victor Kahona; Pastor Damascus; Ms Doris Mulenga

Lubwe (Luapula: Mr. P Mbilima (Vice Chair) + 5 members

Tazara Mkushi (Central)

Collaborating schools and Recreation Centres

Kombaniya Basic School, Mansa: Mr. Alexander Musibwe (Headmaster)

Transitional School, Samfiya: Ms Mary Mwekia (teacher)

Don Bosco Recreation Centre, Mansa: Mr. Musanshi Mwansa (SCREAM Facilitator)

Tazara Basic School, Mkushi: Mr. Majaliwa Sakala (Headmaster) and Ms Patricia Mafuta (Deputy Head)

Prevented beneficiaries: (Focus Group Discussions)

Kombaniya Basic School, Mansa:

Mkushi (Central Province): B age 12, female; B, age 15, female

Withdrawn beneficiaries:

Mansa (Fibale) F. (male, vocational training support)

Mansa (Fibale) : G (female, vocational training support)

Mkushi (St Anthony HBC): S. (male, education support)

Mkushi (St Anthony HBC): B, age 15, female (education support)

Mkushi (St Anthony HBC): M, (male, vocational training support)

Tazara Basic School, Mkushi: P.K. age 13 yrs, female (education support)

Tazara Basic School Mkushi: E.M. age 14 yrs, female (education support)

Transitional School, Samfiya (Focus Group discussion)

Vocational Training beneficiaries

Fibale, Mansa

Care-giver beneficiaries (Focus Group discussions and individual interviews)

P.M. (Samfiya, Luapula)

M. (Samfiya, Luapula)

Mkushi – group discussion

Others

Bwafani Home-Based Care, Mkushi (Networking partner) : Ms Elsina Banda

Field log

TBP SP Main Evaluation Programme

| Date | Activity | Person(s) responsible |
|--------------------|---|--|
| 22 – 26 Feb 2010 | Desk Review | Evaluation Team |
| 28 Feb – 1st March | Travel to Zambia | Team Leader |
| Mon 1 March | Briefing with the Director (OIC in his absence) Briefing with IPEC staff | Evaluation team, IPEC staff and the Director/OIC |
| Tue 2- Wed 3 March | Reviewing project documents Preparing evaluation instruments/methodology | Evaluation team Team Leader and SSC |
| Thu 4 March | Interviews with MLSS Interviews with ZFE | Evaluation team leader and team members |
| | Interviews with MYSCD, ANPPCAN , and CIC | Team member Team leader and special study team member |
| Fri 5 March | Field visit to CYC Field visit to CIC Field visit to ASLIZ Field visit to Kwasha Mukwenu | Team members |
| Sat 6 March | Preparation of Inception Report | Team Leader |
| Sun 7 | | |
| Mon 8 | a.m. Travel to Mkushi pm Interviews with St Anthony HBC staff and field visit to Tazara CLC | TL/NC |
| Tues 9 | Am Interviews with Mkushi beneficiaries and CLC members Pm Travel to Luapula | TL/NC |
| Wed 10 | Am Discussions with Cluster of Luapula partners _Jesus Cares Ministries, Fibale, MultiVision, and Don Bosco | TL/NC |
| | Pm Visit to Fibale and Don Bosco | TL/NC |
| Thurs 11 | Visits to beneficiaries and CLCs in Samfya and Lubwe | TL/NC |
| Fri 12 | Am Visit to VT beneficiaries. Further discussions with JCM and Fibale Pm Travel back to Mkushi | TL/NC |
| Sat 13 | Am Travel back to Lusaka | |
| Sun 14 | | |
| Mon 15 | am Evaluation Team meeting to discuss findings | All |
| | pm Preparation of briefing notes pm Visit to ZFAWIB and SSI AZ | TL NC |
| Tues 16 | Am Preparation for Stakeholders workshop Pm Debriefing for ILO-IPEC team | All |
| 17 March 2010 | Stakeholder workshop | Evaluation team, all IPs and IPEC team |
| 18 March | Visit to Recreation Centre of CIC Lusaka | NC |
| | Travel | TL |
| | Report writing | TL |

Sub Study Consultant

| Date | Organization/place visited |
|---------------------------|---|
| 3 March 2010 | Interviews with ILO-IPEC Finance and Programmes Officers |
| 4 March | Interview with MLSS and ZFE |
| 5 March | Interview with CYC |
| 8 March | Travel to Copperbelt/Ndola Meeting with CCLC members at Mwange, Meeting with Hosana Mapalo officers |
| 9 March | Interview with DCLC secretariat AROS Programme Coordinator Interview with Lubuto CCLC member |
| 10 March | Visit to Kitwe Meeting with Salem staff Interview with CCLC Mindolo |
| 11 March | Visit to Mufulira Talks with Advocacy for Human Rights Interviews with Mufulira DCLC |
| 13 March | Travel back to Lusaka Maybe field visit to DACKANA (on way back to Lusaka) |
| Mon 15- Tue 16 March 2010 | Field work debriefing with project team Workshop preparations |

List of documents reviewed

Project Document Support to the TBP Zambia (ILO-IPEC)
All TBP SP Technical Progress Reports and their attachments from September 2006 to September 2009 (ILO-IPEC)
Mid Term Evaluation of TBP SP June 2008
All Action Programme Documents for TBP SP
Sample of Technical Progress Reports, Activity Reports and Final Output Reports for APs
Draft National Action Plan for the Elimination of Child Labour (Ministry of Labour and Social Security)
Draft of Statutory List of Hazardous Child Work in Zambia
Handbook for Community Child Labour Committees, TBP SP, Zambia
Handbook for District Child Labour Committees, TBP SP, Zambia
Handbook for Facilitators of D/CCLCs, TBP SP Zambia
National Child Labour Policy (draft, Dec. 2007), and its Implementation Framework and M&E Framework, MLSS

Evaluation matrix

| DEVELOPMENT OBJECTIVE: To contribute to the elimination of WFCL through strengthening national capacity to formulate and implement a national TBP | | | | | |
|--|---|---|---|------------------------------|--|
| | OUTPUTS and EVALUATION GUIDE | PROJECT INDICATORS | SOURCES INTERVIEWS | RELEVANT DOCUMENTS | |
| Immediate Objective 1. By the end of the project GOZ is equipped to design, implement and monitor initiatives to address WFCL through a TBP | | | | | |
| 1.1 | Draft NPA, including costed priorities, draft implementation and M/E framework <ul style="list-style-type: none"> • Current status and in the pipeline. Linkage to FNDP. Funds allocated? • Assess draft NPA package – any gaps? Assumptions? • Consultation/coalition process? Reasons for success/delays/obstacles? • Assess strength of awareness/commitment and allocation of resources – is their a sense of national ownership for TBP? • Assess IPEC approach, strategies used, lessons learned. | <ul style="list-style-type: none"> • NPA and related tools are basis for dialogue, planning and action by national partners • No. of orgs. Sending consistent high-level reps to NSC etc. | MLSS NSC IPEC team | TPRs NPA Province NPAs | |
| 1.6 | Implementation framework (+ financial resources) and M&E improved and coordinated with other child-related issues <ul style="list-style-type: none"> • Composition, mandate, status and linkages of NSC • CL units/desks in relevant departments/CSOs? • See 1.7 Assess capacity/role of CLU/NSC in providing leadership/guidance. Identify problem areas. • Assess institutional framework at meso level • IPEC inputs/training (see 1.7) . Lessons learned etc. | <ul style="list-style-type: none"> • Costed framework • M&E framework • No.of functioning DCLCs/CCLCs | MLSS NSC Other relevant ministries IPEC team | NSC minutes TPRs | |
| 1.2 | Awareness/commitment of relevant officials /orgs. to implementation of NPA as an integral part of the FNDP improved <ul style="list-style-type: none"> • Who has been targeted? Assess degree of success/awareness • Role of media campaigns • Assess awareness/commitment meso level govt. partners • Any advocacy work by partners? | <ul style="list-style-type: none"> • Awareness on NPA goals/efforts | CLU/MLSS | | |
| 1.3 | Legal instruments harmonized and disseminated | <ul style="list-style-type: none"> • No. copies disseminated | | Copies of | |

| DEVELOPMENT OBJECTIVE: To contribute to the elimination of WFCL through strengthening national capacity to formulate and implement a national TBP | | | | | |
|---|--|---|---------------------------------------|---|--|
| | OUTPUTS and EVALUATION GUIDE | PROJECT INDICATORS | SOURCES INTERVIEWS | RELEVANT DOCUMENTS | |
| | <ul style="list-style-type: none"> Assess Current status. Any problem areas? Access and awareness at meso level? Role of IPEC support | <ul style="list-style-type: none"> Visibility and use in district offices Stakeholder knowledge of laws | | simplified leg. TPRs | |
| 1.4 | Knowledge base improved to support implementation of NPA <ul style="list-style-type: none"> Are effective/sustainable data/monitoring systems in place? What efforts have been made? Assess progress on CLMS. Integration with existing systems? Assess capacity and training at all relevant levels Quality of analysis – is the data being used to inform planning? Assess at meso level Assess input of IPEC (including support to social mapping by APs) Lessons learned | <ul style="list-style-type: none"> CL module in LFS and other surveys Analysis of LFS data by UCW Baseline on CL in mining CLMS pilot | CLU/MLSS CSO IPEC M&E | LFS survey UCW report Baseline mining CLMS pilot TPRs | |
| 1.5 | CL mainstreamed into relevant policies/plans <ul style="list-style-type: none"> Assess effectiveness of mainstreaming strategy Current gaps, weaknesses, achievements Assess capacity building for M/S Assess meso level IPEC input. Lessons learned | <ul style="list-style-type: none"> Guides for M/S at district level Child-friendly budget analysis No. of districts where CL is M/S No. of district plans with CL | CLU/MLSS DDCCs/DCLCs Ministries | District plans and minutes | |
| 1.7 | Capacity of key partners for planning etc. strengthened <ul style="list-style-type: none"> What has been done? By/to whom? How successful? Current needs? Assess strategies and approaches used IPEC input? Lessons learned | <ul style="list-style-type: none"> Study tour | | | |
| Immediate Objective 2. Inclusive educational/training opportunities for ex CLs and at-risk, have improved sufficiently to support NPA's education-focused strategies | | | | | |

| DEVELOPMENT OBJECTIVE: To contribute to the elimination of WFCL through strengthening national capacity to formulate and implement a national TBP | | | | | |
|--|---|--|---------------------------|---------------------------|--|
| | OUTPUTS and EVALUATION GUIDE | PROJECT INDICATORS | SOURCES INTERVIEWS | RELEVANT DOCUMENTS | |
| 2.1 | CL mainstreamed into higher education/training programmes (law, social, police, immigration) <ul style="list-style-type: none"> Assess success. Any gaps? Assess IPEC role and strategies. Lessons learned | <ul style="list-style-type: none"> No. CL modules developed/applied Understanding among target | | | |
| 2.2 | CL mainstreamed into teacher training <ul style="list-style-type: none"> Assess success. IPEC's inputs. Lessons learned | <ul style="list-style-type: none"> No. instits. teaching CL subject | | | |
| 2.3 | 3000 children empowered as peer informants on CL <ul style="list-style-type: none"> Assess strategy, success, and contribution to overall goals Assess input from IPEC. Lessons learned | No. teachers/children trained in SCREAM No. using SCREAM | Teachers/Children | | |
| Immediate Objective 3. Models of interventions for direct support to children/families are implemented and documented | | | | | |
| 3.1 | Strong partner coalitions for direct services formed <ul style="list-style-type: none"> Criteria and selection process for LPs and IPs and others Assess quality of input given by LPs to their IPs Assess overall strategy – has it worked well? Any general problem areas? Assess IPEC support | | LP/IPs | | |
| 3.2 | Partners for co-implementation and support identified and mobilized by IPEC for benefit of Implementing partners (IPs) <ul style="list-style-type: none"> Collaboration and networking? IPEC support to | | IPEC team | | |
| 3.3 | CCLCs and DCLCs formed and/or strengthened in target intervention areas <ul style="list-style-type: none"> Assess activities and capacity. Gaps? Linkages to centre? Coordination? Awareness/commitment to CL goals. Sense of ownership. Relationship to IPs/APs Monitoring activities and capacity to date | <ul style="list-style-type: none"> No. of functional DCLC/CCLCs | CCLC/DCLCs IP/LPs | Minutes of DCLCs | |

| DEVELOPMENT OBJECTIVE: To contribute to the elimination of WFCL through strengthening national capacity to formulate and implement a national TBP | | | | | |
|--|--|---|---|---------------------------|--|
| | OUTPUTS and EVALUATION GUIDE | PROJECT INDICATORS | SOURCES INTERVIEWS | RELEVANT DOCUMENTS | |
| | <ul style="list-style-type: none"> • Sustainability issues • IPEC input and lessons learned | | | | |
| 3.4 | <p>10,000 children supported with educational, vocational training etc.</p> <ul style="list-style-type: none"> • Social mapping? Have relevant children been identified? • Appropriateness and quality of support given • VT linkage to micro-credit and on-going support groups? • Appropriateness of models developed for demonstration purposes • Sustainability of impact on children and their families • Monitoring. DBMR. • Lessons learned | <ul style="list-style-type: none"> • Nos. prevented/withdrawn • Nos. remaining out of CL • Nos. earning regular income from new skill | LP/IPs Beneficiaries CCLCs Teachers VT trainers | AP/TPRs | |
| 3.5 | <p>4000 adult caregivers economically empowered</p> <ul style="list-style-type: none"> • Identification of relevant families? • Quality and relevance of training and support offered • Impact, and its sustainability • Linkages to other on-going support systems • Lessons learned | <ul style="list-style-type: none"> • Nos. supported • Nos. earning regular sufficient income from empowerment • Nos. able to access credit • Impact on children | Beneficiaries LP/IPs Community Trainers | AP/TPRs | |

Evaluation guide

| ORGANISATION | PURPOSE | Methods/Indicators/Data/Documents | WHO? |
|---------------|---|--|-------|
| IPEC CTA/Team | HR capacity Broad areas of success/disappointments Upstream/downstream Implementation process Exit strategy | Interviews TPRs | All |
| MLSS/CLU | Assess capacity, Status/plans for NPA, consultative process their evaluation of IPEC inputs/relationship CL policy Harmonization of laws? Progress on mainstreaming CL at national + district level Knowledge/awareness on WFCL Assess ownership, sustainability of effort | Interviews NPA + costing + implementation + M&E framework Provincial NPAs CL policy Relevant laws | All |
| NSC | Membership, regularity of meetings, status, Assess ownership/commitment to TBP, sustainability Coordination capacity, power/leverage, Progress on CLMS their evaluation of IPEC inputs/relationship | Interviews No. organizations sending consistent high-level reps CLMS pilot report? | TL |
| MOE/ZAMISE | Ownership/commitment to TBP; capacity in general Current challenges/goals for education sector relevant to at-risk children Awareness on CL issues Mainstreaming CL into training colleges SCREAM Their evaluation of IPEC inputs/relationship | Interviews Education statistics for past 5 years Policies/plans containing CL | TL/NC |
| MCDSW/MYSCD | Awareness on WFCL, ownership/commitment to TBP Mainstreaming of CL into policies/plans Budget allocations to CL components? Their evaluation of IPEC inputs/relationship | Interviews Policies/plans containing CL Related legislation | TL/NC |
| CSO | CL module in LFS survey; their understanding of CL definitions CLMS?? General capacity Their evaluation of input from IPEC and UCW and SIMPOC | Interviews Copies of all relevant surveys Relevant CL statistics for past 5 yrs | NC |

| ORGANISATION | PURPOSE | Methods/Indicators/Data/Documents | WHO? |
|--------------------------------------|---|---|---------------|
| ZCTU | Awareness on CL and legislation CL activities during past 4 years Commitment to TBP Advocacy capacity and activities Their evaluation of IPEC inputs/relationship | Interviews Reports TPRs CL strategy document | TL |
| ZFE | Awareness on CL and legislation CL activities during past 4 years Advocacy capacity and activities Their evaluation of IPEC inputs | Interviews Reports CL Strategy document | TL |
| ANPPCAN | Recreation centers Any advocacy? | Interviews TPRs | TL/NC |
| ZFAWIB/SSIAZ | Zambia IG/micro-credit background Their activities –challenges, needs Sustainability | Interviews TPRs | NC |
| Lead partners HQ: JCM, Hosanna, CYC. | APs challenges/achievements Capacity on CL Advocacy? Networking? Sustainability of CL efforts? Their evaluation of IPEC inputs/relationship | Interviews TPRs/reports | SSC |
| Implementing partners HQ | Any advocacy? Sustainability of CL efforts? Their evaluation of IPEC/LP inputs/relationship | Interviews TPRs/reports | TL/NC and SSC |
| LP/IP Field coordinators | Capacity and commitment Knowledge on CL Training received via Project, quality, relevance Their evaluation of IPEC inputs Evidence of learning/reflection, adjustment in activities? Sustainability? | Interviews | TL/NC and SSC |
| District DDCCs | Awareness/commitment to CL Relationship to DCLCs Progress on mainstreaming Databases? , M&E? CLMS?? Relationship to centre, to NGOs | | SSC |

| ORGANISATION | PURPOSE | Methods/Indicators/Data/Documents | WHO? |
|-------------------------------|--|--|-------------|
| DCLCs | Membership, regularity of meetings, inst. framework Awareness/commitment to CL Capacity – strengths/weaknesses; M&E/CLMS?? Activities (any awareness campaigns?) Their evaluation of inputs from Project (IPEC or IPs) Relationships to IPs etc Sustainability aspects | Interviews Minutes/reports Copies of relevant laws in offices? | SSC |
| CCLCs | Membership, meetings Activities? Social mapping? Awareness on CL issues, legislation Relationship to IPs Their evaluation of inputs from Project (IPEC or IPs) Sustainability aspects | Focus Group Discussions (FGD) Interviews Any bye-laws? | All |
| School Heads/teachers | Awareness on CL, why children not attending school Awareness on relevant legislation Local challenges to provide access to at-risk Use of SCREAM Impact | Interviews or FGD | TL/NC |
| Recreation centres | Counseling Activities Impact | Interviews FGD with children | NC |
| Peer counsellors | SCREAM Knowledge on CL Impact, usefulness Case studies | FGD or individual interviews | NC |
| Child beneficiaries prevented | Prior situation/current situation Benefits received, duration, quality, relevance Future prospects Any negative consequences? Family situation Knowledge on CL | FGD and/or individual interviews | TL/NC |
| Beneficiaries withdrawn | Prior/current situation Benefits received, duration, quality, relevance | FGD and/or individual interviews | TL/NC |

| ORGANISATION | PURPOSE | Methods/Indicators/Data/Documents | WHO? |
|---------------------|---|--|-------------|
| | Past/present income/prospects Knowledge on CL | | |
| Caregivers | Prior/current situation Benefits received, duration, quality, relevance Past/current income; past/current challenges Knowledge on CL | FGD and/or individual interviews | TL/NC |
| Community members | Knowledge on CL, legislation Commitment | FGD | TL/NC |

Stakeholders evaluation workshop

SUMMARY AND HIGHLIGHTS OF WORKSHOP OUTPUTS

PLENARY

1. It seems that the project has not addressed the differently lobbying government to establish laws that compel economic units to provide for this group. Children with disabilities will not adequately communicate with their parents in the first place; later alone anybody else. The children themselves do not know about themselves. Monitoring for this group is supposed to be simple but complex. The handicapped also start their school late because they have to develop, mentally and they need twice or more the time. There are many pregnancies and abortions among the elder children

2. Hossana raised four questions to stimulate discussion and debate:

2.1 Ownership by government

It appears that ILO and not government is in the forefront of the TBP and related interventions and this is not good. He foresees a mismatch between policy and implementation, specifically because the resources are not properly defined

2.2 Ministry of Education

Children being given education support are still at risk unless the MOE takes a more positive attitude. There is no linkage between the MOE and the MLSS

2.3 DLCC

Certainly a good concept, but need to define coordination mechanisms concept to sustain DLCC. Personnel limitations at MLSS

2.4 Sustainability

Implementation is limited by limitations in resources

2.5 CLCC

Time is too short to have meaningful capacity built for the CLCCs

3. MLSS

There are many things beyond the MLSS's capacity to enable speedy realization of policy documents necessary to support the TBP

Advocacy – partners should talk out, use the media to lobby government

Government fully owns the TBP, but government is primarily a policy maker while partners are the implementers

Ministry is understaffed, made worse by high staff turnovers

4. Advocacy

There was tremendous agreement that advocacy is key and more sustainable to get government working and doing the right thing. Focus on training and capacity building should therefore be directed towards this aspect a matter of priority

The NGO coalition concept should be operationalized to undertake advocacy

5. Coordination

MLSS should be the coordinator of the TBP and its component parts

There is a problem at the inter-ministerial level as line ministries have their respective core functions and there is also lack of specific guidelines to mainstream CL issues into their own policies

Culture and attitudes have maintained the suspicions between government and NGOs, hindering functional coordination

Manuals for DCLC and CCLC exist but there is no harnessing on how to work together

The NGO coalition could be a receiving plate for TA on CL

6. Private sector participation

The assumption that the private sector could support CL activities has not materialized for many reasons; despite the many attempts to involve them

The drive may ideally come from the ZFE

Private sector looks at social responsibility as public relations and will get involved in areas with highest potential benefits to them

7. Children's Child Labour Committees

The idea was overwhelmingly supported

LESSONS LEARNED

- The CLCCs have in some case become accepted social structures for other activities related to community mobilization
- For advocacy, there is need for strong links between downstream and upstream supported by strong information system that informs
- Delays by government clearly evidence of lack of advocacy
- Uneducated care givers place a low premium on child education
- A torn shirt can affect a child's esteem, so educational support is useful
- The tendency to look at the programme as ILO; with some kids being referred by their parents as "ILO child"
- Early commencement of school allows girls to finish school early without interruptions and there are rarely early pregnancies or marriages
- Early identification of children with disabilities is critical to cater for them early enough

- The strength of DCLC was compromised when some CCLC have been left out of the selection process
- It is important for CLCC to also develop their own Action Plans
- Important to include teachers in CLCC
- Allow CLCC to be independent so as to allow room for their innovation
- CLCC need to be aware they are accountable to the community
- Transparency and trust builds confidence and commitment
- LPs must take IPs as equal partners not to impose on them; partly because the IPs have their own institutional systems that must be respected

Small Group discussions

1. POLICY AND ADVOCACY GROUP

- What lessons have you learned in implementing your part of the TBP or THP SP Project? Are there any lessons which all in your group share in common?
- What are the links between Upstream and Downstream interventions and how does the one support the other? What concrete examples can you share from your experiences during this Project? How could the links be strengthened?
- To what extent does the nature of the Zambian government system help (or hinder) in progress towards TBP goals?

2. EDUCATION GROUP

- What lessons have you learned in implementing your part of the TBP or THP SP Project? Are there any lessons which all in your group share in common?
- What are the pros and cons of advocating for an earlier enrolment age in basic school? And what might be the implications of the earlier age at which pupils would complete basic education?
- Should children without resources or support who are over age 15 and enrolled in grades 10-12 be encouraged to work during the holidays in order to earn money to pay for school fees? What about those aged 15+ and enrolled in grades 8-9? (EDUCATION)

3. TARGETED INTERVENTIONS GROUP

- What lessons have you learned in implementing your part of the TBP or THP SP Project? Are there any lessons which all in your group share in common?
- Do you believe that targeting individual children is the best approach to achieving a sustained decrease in the incidence of child labour?
- What happens when the 'western' ideal of childhood is superimposed onto a context of poverty in a developing country?

4. MESO/DISTRICT LEVEL GROUP

- What lessons have you learned in implementing your part of the TBP or THP SP Project? Are there any lessons which all in your group share in common?
- How can the DCLCs and CCLCs be empowered and effective?

- What recommendations would you make for improving the overall capacity building strategy at the meso (district + implementing partners) level?

Feedback from EDUCATION GROUP

Questions:-

- What lessons have you learned in implementing your part of the TBP or THP SP Project? Are there any lessons which all in your group share in common?
- What are the pros and cons of advocating for an earlier enrolment age in basic school? And what might be the implications of the earlier age at which pupils would complete basic education?
- Should children without resources or support who are over age 15 and enrolled in grades 10-12 be encouraged to work during the holidays in order to earn money to pay for school fees? What about those aged 15+ and enrolled in grades 8-9? (EDUCATION)

Response to question 1.

- Low value placed on education
- Too much dependence on the project by the care-givers
- Little value placed on cost-sharing
- Involvement of all stakeholders in the programme
- Given a conducive environment people can manage the programme
- There was improvement in the enrolment attendance and performance of the power

Response to question 2

- Early enrolment can be negative or positive depending on the ability.
- Early school finishing
- Reduction in early marriages and pregnancies
- Possibility of loss of interest in education.
- It disadvantages those with learning difficulties.

Response to question 3

- Can engage in light work to earn some money.(guidance & counseling teachers).

Feedback from Policy and Advocacy Group

Questions:-

- What lessons have you learned in implementing your part of the TBP or THP SP Project? Are there any lessons which all in your group share in common?
- What are the links between Upstream and Downstream interventions and how does the one support the other? What concrete examples can you share from your experiences during this Project? How could the links be strengthened?
- To what extent does the nature of the Zambian government system help (or hinder) in progress towards TBP goals?

Response to question 1

- As IP we operate more or less like in a vacuum given that there was no policy, NAP and S.I to guide the implementation of the TBP or THP sp project.
- No coordinates of stakeholders hence they couldn't lobby government to speed up the process of finalizing the policy, NAP and S.I.
- Links between upstream and downstream interventions and how they can support each other.
- With strong child labour laws in place it could be easy for direct action partners to raise awareness in the communities given that they have the backing of the law
- In the absence of NAP it is very difficult
 - Raise resources
 - To coordinate implementing ministries and other partners
- N.B NAP would be the road map
- Help towards TBP goals.
 - There is political will i.e. drafting of the NAP, child labour policy and statutory instruments (S.I)
 - Coordinates of child labour activities the lead ministry (MLSS)
 - Government funds child labour activities within the implementing ministries [MLSS, MCDSS, MDE, and MSYCD].
- Hinder towards TBT goals.
 - Delays in finalizing (NAP, SI, & child labour policies)
 - Lack of harmony in the various pieces of legislation relating to children.
 - Delays in disbursement of approved funds

Feedback from Direct Interventions Group

Questions:

- What lessons have you learned in implementing your part of the TBP or THP SP Project? Are there any lessons which all in your group share in common?
- Do you believe that targeting individual children is the best approach to achieving a sustained decrease in the incidence of child labour?
- What happens when the 'western' ideal of childhood is superimposed onto a context of poverty in a developing country?
- Government involvement in taking a leading role created an enabling environment for the implementation of the TBP/SP (policy guide)
- Establishment and involvement of CLCCS has been effective to realize the desired programme impact.
- Civil society partnership with government and employers implementation level enhanced the implementation.
- Implementation of recreation facilities. (use of lufunsa)
- Incorporation of sign language interpretation a good practice.
- Community involvement and participation in the programme the spirit of ownership.

OWNERSHIP

- Use of volunteers has been cost effective in sense of delivery at community levels especially where some form of incentives are provided motivate them in their work.

- DCLC and CLCCs need clear linking mechanisms for their effective operation.
- YES/NO
- It encourages active participation of children from a peer to peer interaction hence raises and participation. Esteem among those undergoing psychological dramatic conditions
- One to one talk with children to open up
- Need for a holistic approach in intervention e.g. food security empowerment and improved income levels in households.
- Resistance due cultural clash of African perspective.
- Due to economical conditions children may not be able to get employment after school hence coping up with life realities may be difficult.
- Due to poverty HIV/AIDS increase in child headed households hence engaging in child labour for meet.

Feedback from MESO/DISTRICT LEVEL GROUP

- ILO/PEC partners meetings have been very effective in enhancing skills knowledge based and experience sharing.
- The holistic approach by different partners based on their expertise
- Economic empowerment should focus on training, skills and economic empowerment.
- Capacity building should be more comprehensive in improving IP's systems, management practice organization governance and organization development.
- Need for a very effective exit strategy at household level in education support.
- DCLC's
- Empowered
- Capacity building in everything (human resource, transport, skills and understanding the concept)
- EFFECTIVE
- LINK DCLC's should be linked to DDCC.
- Coordination mechanism and operations.
- CCLC'S
- EMPOWERED
- By training the CCLC'S in tot's
- Encourage CCLC'S to set up IGA's and link them to micro finance.
- EFFECTIVE
- Link CCLC's to the DCLC'S.
- Scale up CCLC'S committees in zones.
- Strengthen referral and coordination systems to key stake holders and government structures.
- Improve government NGO relationship.
- Build community capacity to question government on service delivery.

List of partners

| No. | Name of participant | ORGANIZATION |
|-----|-------------------------|--|
| 1. | Mr. Gift Daka | Advocacy on Human Development |
| 2. | Mr. Peter Matimba | African Network for the Prevention and Protection against Child Abuse and Neglect <i>(ANPPCAN Zambia Chapter)</i> |
| 3. | Ms. Sally Bwalya | Association for the Restoration of Orphans and Street Children |
| 4. | Ms. Getrude Hamwiinga | Children In Crisis |
| 5. | Mr. Beston Banda | Children In Need |
| 6. | Mr. Haachizovu S B | Community Youth Concern |
| 7. | Mr. Kims Mwila | Fibale Community Organization |
| 8. | Mr. Patrick Multhanga | Hossana Mapalo Care Projects |
| 9. | Mr. Oberty Mambo | Jesus Cares Ministries |
| 10. | Mr. Frankwell Mwila | Kasama Christian Community Care(KCCC) |
| 11. | Mrs Alfonsina Phiri | Kwasha Mukwenu Women`s Group |
| 12. | Mr. Nkandu Peter | Mpika District Children at Risk Committee |
| 13. | Mr. Joseph Phiri | Multi Vision Youth Development and Job Creation Centre |
| 15. | Mr. Barnabas Mwansa | Hossana Mapalo Care Projects |
| 16. | Mrs Proscovia Banda | Samaritan Youth Training Centre and Orphanage Home |
| 17. | Mr. Mukuka Nunkwe | Small Scale Industry Association of Zambia |
| 18. | Ms. Ngandu Nchimunya | St. Antony Community Home Based Care Project |
| 19. | Ms. Linah Musukuma | The Young Women`s Christian Association Lusaka Branch |
| 20. | Ms. Olga Mwanza | Zambia Congress of Trade Unions |
| 21. | Ms. Nancy Kawandami | Zambia Federation of Associations of Women in Business (ZFAWIB) |
| 22. | Ms. Mwenya Kapasa | Zambia Federation of Employers |
| 23. | Mr. Imasiku Lifunana | Zambia Institute for Special Education |
| 24. | Father Peter Mutale | St. Peters Parish |
| 25. | Mr. Venus Seti | Ministry of Labour and Social Security |
| 26. | Ms. Margaret Katai | Jesus Cares Ministries |
| 27. | Ms. Emmy Banda | Community Youth Conern |
| 28. | Mr. Sinyangwe | Ministry of Labour and Social Security |
| 29. | Ms. Jamillah Kosa | Association of Sign Language Interpreters of Zambia |
| 30. | Mr. Sifuniso Nyumbu | GAWUZ |
| 31. | Ms. Mary Mulenga | COIHEP |
| 32. | Mr. Mwape Mbai | SALEM |
| 33. | Ms. Birgitte Poulsen | ILO |
| 34. | Ms. Maria T. Malila | ILO |
| 35. | Ms. Sheba Hamusimbi | ILO |
| 36. | Ms. Joy Stephens | Consultant |
| 37. | Ms. Mpala Nkonkomalimba | Consultant |
| 38. | Mr. Robert Sanyikosa | Consultant |
| 39. | Mr. Boas Chitembu | ILO |

Terms of Reference



International Labour Organization- International Programme on the Elimination of Child Labour

ILO/IPEC

Final TOR

TERMS OF REFERENCE

Independent Expanded Final Evaluation

(use of impact assessment studies)

For ILO/IPEC Project:

**Support to development and implementation of time bound measures against the WFCL
in Zambia**

| | |
|---------------------------|--|
| ILO Project Code | ZAM/06/50/USA |
| ILO Project Number | P.250.10.165.050 |
| ILO Iris Code | |
| Country | Zambia |
| Starting Date | 15 September 2006 |
| Ending Date | 30 April 2010 |
| Project Duration | months |
| Type of Evaluation | Independent Expanded Final Evaluation |
| Date of Evaluation | February/March 2010 |
| Project Language | English |
| Executing Agency | ILO-IPEC |
| Financing Agency | United States Department of Labor US DOL |
| Donor contribution | USDOL: US \$ 3,920,000 |

Background

1. The aim of IPEC is the progressive elimination of child labour, especially its worst forms. The political will and commitment of individual governments to address child labour - in cooperation with employers' and workers' organizations, non-governmental organizations and other relevant parties in society- is the basis for IPEC action. IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes strengthening national capacities to deal with this issue, legislation harmonization, improvement of the knowledge base, raising awareness on the negative consequences of child labour, promoting social mobilization against it, and implementing demonstrative direct action programmes (AP) to prevent children from child labour and remove child workers from hazardous work and provide them and their families with appropriate alternatives.
2. A **TBP**¹² 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.¹³
3. The most critical element of a TBP is that it is implemented and led by the country itself. The countries commit to the development of a plan to eradicate or significantly diminish the worst forms of child labour in a defined period. This implies a commitment to mobilize and allocate national human and financial resources to combat the problem. The TBP process in Zambia is one of approximately 20 programme frameworks of such nature that are being supported by IPEC at the global level.¹⁴
4. From the perspective of the ILO, the elimination of child labour is part of its work on standards and fundamental principles and rights at work. The fulfilment of these standards should guarantee **decent work** for all adults. In this sense the ILO provides technical assistance to its three constituents: government, workers and employers. This tripartite structure is the key characteristic of ILO cooperation and it is within this framework that the activities developed by the Time-Bound Programme should be analyzed.
5. ILO Decent Work Country Programmes (DWCPs) are being introduced in ILO to provide a mechanism through which to outline agreed upon priorities between the ILO and the national constituents partners within a broader UN and International development context. For further information please see <http://www.ilo.org/public/english/decent.htm>

¹² Also referred to as National Plan of Action (NPA) or National Action Plan (NAP) depending on country.

¹³ 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>.

¹⁴ The term "national TBP" normally refers to any national programme or plan of action that provides a strategic framework for or plan for the implementation of Convention 182 on the worst forms of child labour. TBP is a generic term for such frameworks and for a concept or proposed general approach which will be used in different ways in different national contexts. In many cases the terminology TBP is not used even though the process and the framework will have many of general characteristics of the approach. ILO/IPEC has formulated the TBP concept and approach based on the work of ILO and partners. ILO/IPEC is providing support to the TBP process as in the different countries through "projects of support", which is seen as one of the many component projects, interventions and development partner support to the TBP process.

6. The DWCP defines a corporate focus on priorities, operational strategies as well as a resource and implementation plan that complement and supports partner plans for national decent work priorities. As such DWCP are broader frameworks to which the individual ILO project is linked and contributes to. DWCP are beginning gradually introduced in various countries planning and implementing frameworks and for **Zambia** the current DWCP covers the period of 2007 to 2011 for further information please refer to: http://www.ilo.org/intranet/english/bureau/program/dwcp/download/dwcp_zambia.pdf or can be provided as a pdf document.

Background to the Project of Support to the TBP Zambia

7. ILO/IPEC has been working with the Government of Zambia since 2000. Since 1999/2000, ILO/IPEC has supported the national partners in Zambia to raise awareness on child labour, strengthen the legislative framework and pilot direct service interventions through a number of projects. These include the National Programme (2000-2003), the commercial agriculture project (Comagri) (2002-2005), the domestic labour (CDL) project (2002-2006) and the Capacity Building Programme for Anglophone Africa (CBP) (2003-2006). There was a USDOL funded project to combat HIV/AIDS induced child labour from 2004-2008. These projects have all contributed to raising awareness on child labour and piloted models of intervention, some of which can be scaled up and replicated within the framework of the current project.¹⁵ In addition, the projects have contributed to strengthening the national and local networks of partners working for elimination of the WFCL. This is an area, however, that still needs substantial attention.¹⁶
8. A policy review carried out under the TBP preparatory phase found, however, that though the policy environment is favourable it is also uncoordinated. According to the study, the lack of a common implementation framework may cause policies not to be implemented – especially, when considering an inherent tendency to view policy documents as an end in themselves, rather than as a means to an end. The policy review therefore recommended urgent “harmonisation through action”, for example through formulating and agreeing on a National Plan of Action (NPA/TBP) and through reviewing and revising the institutional mechanisms in place to oversee implementation of the various policies. This would entail reviews and possible mergers of various steering committees concerned with child rights and welfare issues. It was recommended that any new project should facilitate the formulation of the National Plan of Action (NPA) and support the related institutional reforms.
9. The Government of Zambia’s Fifth National Development Plan launched in July 2006 notes as its overall priority to promote economic growth and employment creation to reduce poverty. Within the different sectors, detailed in the Plan, priority is given to addressing the needs of vulnerable children, youth, and households. A specific programme towards the elimination of child labour was catered for under the employment and labour sector within the FNDP.
10. The Ministry of Labour and Social Security (MLSS) is the custodian of this programme, and is well placed to coordinate national initiatives towards the elimination of child labour, having a functional Child Labour Unit (CLU) in place. It was expected that the relatively general programme in the

¹⁵ Models of intervention that can be replicated and scaled up include the mainstreaming of child labour into higher learning curricula/institutions, holistic direct support to children and their families (combining educational support with psycho-social support, income generation support, health care and recreational facilities) and not least systematic community mobilization and strengthening of local structures to sustain local action against the WFCL. Earlier experience points to mainstreaming into higher learning as a very effective strategy that can be replicated and scaled up. At community level, the formation of CCLCs has proven highly effective and has substantial potential for replication. In terms of direct support, support to education materials and uniforms, coupled with counselling and support for IGAs has earlier proven effective. However, IPEC would like to develop more cost-effective delivery mechanisms that can provide more holistic support (for example taking in also home based care for HIV/AIDS affected children/families). Please, refer to strategy for further details

¹⁶ Please, refer to the final evaluation of the Capacity Building programme for Anglophone Africa (CBP) carried out in February/March 2006

FNDP can develop into a national Time-Bound Programme starting from the development of a National Plan of Action (NAP) that would detail the general provisions of the FNDP. The development of the national TBP therefore was embedded in overall national development priorities and frameworks. The FNDP suffered from limited coordination efforts that then have had an effect on the development of the TBP.

11. In 2006 ILO/IPEC with USDOL funding launched the project, “Support to the development and implementation of time-bound measures against the WFCL in Zambia.” The primary deliverable of the project was set out to support to the Government of Zambia to formulate a comprehensive National Plan of Action (NAP) for time-bound elimination of the WFCL. The NAP is to specify priority interventions, including costing, and contain an implementation framework intended to support improved coordination of interventions against WFCL.
12. An important element in this project’s support to national stakeholders is to strengthen capacity for coordination of action against WFCL. Given that the WFCL are multidimensional and therefore require broad based action, coordination of efforts become key to sustainable, time-bound action. A number of policies, programmes and actors create a favourable environment to tackling the WFCL and past IPEC interventions have worked on these issues, but further coordination was deemed necessary. Therefore, a key goal of this project was to support national stakeholders to coordinate and harmonise interventions. Improved coordination is a priority at both national and local levels, leading to the establishment, by the Ministry of Labour and Social Security, of District Child Labour Committees to improve local coordination, as well as the link between national and local levels.
13. The current project of support to the Zambia national TBP has **three major objectives:**
14. I/O 1: By the end of the project, the Government of Zambia is equipped to design, implement and monitor initiatives to address WFCL through a national TBP.
15. I/O 2: By the end of the project, inclusive educational and training opportunities for (ex) child labourers and at risk children have improved sufficiently to support the NAPs education-focussed strategies.
16. I/O 3: By the end of the project, models of interventions on providing direct support to children and families are implemented and documented.
17. Under these objectives the project is supporting activities aimed at creating an enabling environment and direct action in the following areas:
 - Awareness raising, primarily targeted at mobilising strategically placed agents of change and ensuring that current legislation is widely disseminated and known to employers, parents, children and other stakeholders.
 - Strengthening the knowledge base on child labour and effective interventions towards its elimination
 - Intensified policy dialogue with both the Government and other stakeholders towards improved budgetary allocations for law enforcement, provision of basic social services, especially inclusive quality education for all
 - Mainstreaming and integration of child labour issues and concerns into national policies, plans, and programmes, including supporting the integration of child labour issues at district level and harmonisation of policies through action
 - Improve coordination and collaboration among and between national partners and their international collaborating partners

- Targeted training and other capacity building measures in key partners organisations (MLSS and other line ministries, social partners and selected NGOs, and other civil society organisations)
- Particular attention will be paid to strengthening capacities in the education sector through teacher training and mainstreaming of child labour into higher learning programmes
- Improved capacity for service delivery at local level through strengthening partner alliances and service delivery structures
- Direct support to children, their families and communities for demonstration purposes
 - At both levels, the project will support documentation of lessons learned and good practices. This will include also support to sharing of information among partners.

Mid-Term Evaluation (June 2008)

18. In line with ILO/IPEC policies and procedures and as outlined in the project document a mid-term evaluation was held in June-July 2008. The mid-term evaluation focussed on the project strategy, implementation of the project activities, and the progress towards achievement of the Immediate Objectives.
19. The mid-term evaluation found that according to the available data, the average percentage achievement of the project at midline, taking into account all the three immediate objectives indicator targets was 66%. Though there were indicator data gaps in the calculation of this percentage value, nonetheless it gave a fair picture of the overall project performance at midline and shows that the project is on track. The evaluation found that the project would not be able to meet its overall target of supporting 10,000 children in the remaining half of its life if the budget, due to exchange rate losses, was not remedied.

Recent Activities and Outcomes

20. The recent financial/economic crisis continues to impact on the Zambian economy. A study conducted by ILO Lusaka estimates that a loss of 19,000 jobs have been lost in the mining sector over the past 12 months. This raises serious concerns over the impact of the crisis on children's welfare in general, for the project, its partners and on the potential impact on the incidence of child labour in the country.

Enabling environment work

21. At the project level the activities are being implemented and finalised as planned, the Ministry of Labour and Social Security have picked up the pace and they have finalised the draft statutory instrument containing the hazardous child labour list and a definition of light work. Furthermore provincial consultations for the NAP and tripartite plus working groups has completed drafting the NAP and was scheduled to be presented to a national symposium in November/December 2009.
22. Furthermore the project continues its close collaboration with various partners to implement capacity building, capacity to mainstream child labour, data collection, and to partners for the phase out of this phase of the project. The project is in the process of finalizing a document on good practices identified.

Direct action

23. The project continues its progress towards reaching its objectives in the provision of direct services to the children and the target of 10,000 children is expected to be reached by the project end date. The Direct Beneficiary Monitoring and Reporting system (DBMR) is being implemented effectively to provide more accurate reporting and lessons learned from the roll-out will provide significant results in improving the system across all IPEC projects.

24. The review report will feed into the expanded final evaluation and serve as an important input into the evaluation report.

Background to the Expanded Final Evaluation

25. ILO/IPEC projects are subject to end of project evaluations as per ILO TC policies and procedures and in agreement with the donor. As a project of support to the TBP approach that has been formulated as a comprehensive framework for the implementation of the provisions of C. 182, the final evaluation of this and other similar projects of support to the TBP processes in other countries is done as an Expanded Final Evaluation. An Expanded Final Evaluation (EFE) combines an impact assessment study and a more traditional final evaluation and is based around a set of core areas of achievement or suggested aspects to be used across all final evaluations for TBP projects of support. Expanded Final Evaluations are essentially evaluations with a number of impact assessment studies that allow for more in-depth quantitative and qualitative assessments of impact of the project in identified areas and in the context of broader and longer-term impact.

Standard Framework for final evaluations of TBP projects of support

26. The design of the EFE was influenced by the initial work on the development of a standard framework for the evaluation of TBP projects of support. While a number of core questions have been identified and elements of the proposed standard evaluation framework have been used here, it is expected that further EFEs will allow for the full development of such an evaluation framework to be used for subsequent TBP projects of support (POS TBP).
27. In addition to serving as a project evaluation, using such a standard framework will allow for a broader, more comprehensive approach that will lead to further development of the national TBP framework, including identifying future action. Using a consistent approach across the ILO/IPEC projects of support will ensure that a number of core questions and aspects will be addressed. It will also provide for a comparative perspective when drawing out lessons learned. As such, it is part of the ongoing review process of the TBP concept in ILO/IPEC and could potentially provide an opportunity for involving other stakeholders and development partners in the evaluation process. It is also possible that the proposed approach could be done as a joint evaluation of either the whole national TBP framework, including the different component projects of support, or for clusters of ILO/IPEC projects of support.
28. Ideally, such a standard evaluation framework would become the basis for broader joint evaluations of several projects of support or components within the national TBP process as implemented by a number of development partners.

Impact Assessment in IPEC

29. Impact assessment is a fundamental pillar in IPEC's evaluation system. Impact assessment methodologies looking at broader and longer term changes are being developed as part of the development of the Time Bound Programme methodology, where the first considerations and discussions on impact assessment have taken place.
30. Work has been done on an Impact Assessment Framework as a source book to guide the work on impact assessment of child labour programmes, both ILO/IPEC and non-ILO/IPEC. An initial focus has been on measuring the direct impact on children and families directly benefiting from ILO/IPEC interventions through developing methodologies for tracer studies¹⁷ and tracking¹⁸ systems.

¹⁷ **Tracer studies** in IPEC are a one-off study, looking back at the evolution of the situation of a sample of children, giving us a 'before and after' picture.

¹⁸ **Tracking studies** in IPEC are a continuous following of a sample of children targeted in a series of interventions. This is a forward-looking inquiry approach that will assess impacts as they occur in the future.

31. In the context of larger programmes such as time bound programmes, it is proposed to include impact assessment studies as a way to follow-up on baseline studies. This is in order to obtain an initial assessment of the changes or impact in the target areas as a result of project activities. The intention is for the results of such “repeat baseline” or follow-up studies to provide valuable input to the assessment of the possible broader and medium-to-longer term changes as part of a final evaluation.

Combined Impact Assessment and Final Evaluation (Expanded Final Evaluation)

32. In this evaluation a combined impact assessment/sub-study will therefore combine impact assessment attempts to assess short-term project impact by including one indirect impact assessment study. The sub study will focus on the **meso-level** focussing on the project’s impact on building the capacity from local government level to NGO partners and the social tripartite partners and their capacity to deal with (including their advocacy work) the issue of child labour. In addition the study will look into the networking work done under the guidance of the POS TBP Zambia project. A second part of the study will concentrate on looking into an assessment of the Community Child Labour Committee (CCLCs) and the District Child Labour Committees (DCLCs) models developed and piloted under the project. The assessment will include elements on the capacity building in the development of CCLCs as a meso-level institution.
33. In ILO/IPEC evaluations of its projects are carried out to enhance organisational learning. As per IPEC procedures, a participatory consultation process on the nature and specific purposes of this evaluation was carried out three months prior to the scheduled date of the evaluation. 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.

Scope and purpose

Scope

34. The expanded final evaluation will cover the IPEC project of support project in Zambia. It will focus on the ILO-IPEC programme mentioned above, its achievements and its contribution to the overall national efforts to achieve the elimination of WFCL. The evaluation should focus on all the activities that have been implemented since the start of the project to the moment of the field visits.
35. The scope of the present IPEC evaluation includes all project activities to date including Action Programmes. If relevant for the assessment of the project, any preparatory work for the Project of Support will also be considered. The evaluation should look at the project as a whole, including issues of initial project design, implementation, lessons learnt, replicability and recommendations for future projects and any specific recommendations for use in the project of support to the Zambian POS to TBP.
36. The contribution of IPEC to the national TBP process normally covers the promotion of an enabling environment, and the role of IPEC as technical advisor or facilitator of the process of developing and implementing the national TBP strategic programme framework. In order to assess the degree to which this contribution has been made, the evaluation will have to take into account relevant factors and developments in the national process. The focus of the evaluation however will be on the IPEC project in support of the Zambian Time-Bound Programme.
37. 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 and impact of the work carried out during the implementation phase, using data collected on the indicators of achievement and the associated impact assessment studies to provide detailed assessment of achieved and potential impact at the upstream (policy), middle (meso) and down stream (community) levels of

the Project's interventions. It will also evaluate the effectiveness, relevance, and elements of sustainability of the programme activities carried out.

Purpose

38. 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 any future or planned ILO/IPEC interventions in the broader terms of action against child labour in the context of the Time Bound Programme process.
39. In addition, the evaluation will serve to document potential good practices¹⁹ as identified by the evaluation team, lessons learned, models of interventions. The evaluation should document specific areas of work as identified in the suggested aspects to be addressed section. The evaluation will serve as an important information base for key stakeholders and decision makers regarding any policy decisions for future subsequent activities in the country.
40. The evaluation team may also wish to consider documenting life histories of the beneficiary children in the evaluation. However the use of life histories or case studies should be conducted only if a robust method for collecting qualitative information can be developed. The life stories of the children or families identified should be “typical” or “representative” of the total beneficiary group following a set of common criteria to be identified by the evaluation team. The use of life histories is encouraged following a target group impact assessment study or a tracer study on former beneficiary children.
41. The evaluation will also involve a review of the role of the IPEC project in promoting the development of a TBP as an overall TBP framework in Zambia to identify any needed changes in its strategy, structure and mechanisms. The analysis should focus on how the TBP concept and approach is being promoted, its relevance, how it has contributed to mobilizing action on child labour, what is involved in the process of designing a TBP process type of approach and what the IPEC project has done for the process. The focus however will be on the IPEC project’s role within the development of a national TBP framework.
42. Given that the broader TBP approach is relatively young (since 2001), the innovative nature and the element of “learning by doing” of the approach should be taken into account. The TBP concept is intended to evolve as lessons are learned and to adapt to changing circumstances. The identification of specific issues and lessons learned for broader application for the TBP concept, as a whole, would be a particular supplementary feature of this evaluation.
43. 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.
44. The evaluation will provide recommendations to the Government on taking forward the National TBP and it will make recommendations to ILO-IPEC as to how its proposed exit strategy supports the longer term consolidation of the National TBP. This could include how ILO can consider how to continue to support exit strategies and sustainability elements, for instance in the context of DWCP.

| |
|------------------------------------|
| Suggested aspect to address |
|------------------------------------|

45. 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. These concerns are further elaborated the “Preparation of Independent

¹⁹ The project is currently finalizing a separate good practices document.

Evaluations of Projects,” 1997. For gender concerns see: ILO Guidelines on “Considering Gender in Monitoring and Evaluation of ILO Programmes and Projects,” 2007.

46. The evaluation should be carried out in adherence with the ILO Evaluation Framework and Strategy, ILO Guidelines, specific ILO-IPEC Guidelines and Notes, the UN System Evaluation Standards and Norms, and OECD/DAC Evaluation Quality Standards.
47. In line with the 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. This should be done by addressing key questions related to the evaluation concerns as well as the achievement of the programme’s immediate objectives using data from the logical framework indicators.
48. The following suggested aspects to address were identified during the process of formulating the current terms of reference. 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. 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 instruments, which are to be prepared by the evaluation team, and these will be shared with and reviewed by DED before field work begins, should indicate if there are other specific aspects to be addressed. Below are the main categories that need to be addressed:
 - Design and planning (including validity and adaptability to external circumstances)
 - Achievements (Implementation and Effectiveness)
 - Relevance of the project
 - Sustainability (including overall contribution and legacies)
 - Special aspects
49. The suggested aspects to be addressed within these categories are in ANNEX I.
50. The current list of core aspects and questions to be addressed as part of the Standard Framework for evaluation of TBP Projects of Support provides key suggested questions/aspects to be examined by the evaluation. The focus will be on the contribution of the ILO/IPEC Project of Support to the national TBP framework.
51. Particularly in TBP evaluations, questions of levels of analysis in IPEC evaluations, namely at the project and country levels, should be specifically addressed by evaluations. In the localities in which IPEC projects operate, policy changes can be analyzed by understanding the nature of local political support for projects or programmes, and the specific actions taken by mayors or other community leaders to support, integrate, or replicate activities advocated by the project or programme. In the case of sectoral studies, the evaluator should explicitly document changes in policy or practice that occurred within targeted sectors.
52. These results are also intended to contribute to the understanding of ILO/IPEC contributions at the global level. In projects of support for time bound programmes or other broad-based national projects, effects can include institutional strengthening, the development of sustainable organizations, and partnering networks.

Aspects for Impact Assessment Sub-study (Meso-level study)

53. The study will aim to review the work done and provide more detailed information on the impact of the POS TBP’s work on building the capacity of the meso-level institutions to advocate, network and mainstream child labour issues into their established agendas and workplans. The second part of the

study will assess the institutions built at the meso-level notably the CCLCs and the DCLCs in the Zambian context and its potential as a model for replication throughout Zambia as well as to other countries in the region. The primary purpose of the study is to feed into the final evaluation and allow an in-depth analysis into a specific area of intervention of the project. The study will not only be used as input for the final evaluation but will also feed into the larger knowledge base on the TBP.

54. The sub-study will focus on bringing out the necessary elements of building the capacity of the meso-level institutions, to look at the various structures (CCLCs and DCLCs)/networks that were built (including the proposed establishment of a NGO consortium to support the implementation of the National Action Plan).

Extended review of the project intervention on after-school recreational facilities

55. The consultation process identified additional areas of project components that may benefit from a further direct target group impact assessment study. Due to budgetary constraints it will not be possible to include a direct target group study on the impact of project interventions on the beneficiary children however a further study into the potential impact through more in-depth interviews with teachers, parents and beneficiary children during the evaluation field visits will be undertaken in an effort to document and shed light on the potential impact of the package of services offered by the project.
56. The specific intervention to be looked into (as noted under the suggested aspects to be addressed) is the development of the recreational centers by the present project. In Zambia, children attend school in shifts and for only 3-4 hours a day, it is possible and likely that during the rest of the day children may fall into child labour situations. In an effort to prevent this, the project established after-school centers where children can receive reading and homework support and services provided in recreational activities. It is expected that the evaluation team look into this issue and as possible document and look at the potential impact of such centers through expanded interviews and focus group discussions.

Expected outputs of the Evaluation

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

By International Evaluation Team Leader

- Desk review
- Briefing meeting with local agency for the sub-studies
- Ongoing support to the studies
- Preparation of an evaluation instrument
- Evaluation field visits including interviews and consultations with key stakeholders in Zambia
- Preparation and facilitation of national stakeholder evaluation workshop for the project of support, including workshop programmes and background note
- Debriefing with project staff and key national partners
- Draft report
- Second and final version of report, including any response to consolidated comments
- Notes on the experience of the evaluation and suggestions for the further development of the standard evaluation framework

By evaluation team member (national consultant)

- Desk review
- Background report of relevant information after discussion with evaluation team leader and recommended to take lead on the extended review of the recreational center intervention
- Support to international team leader during evaluation phase
- Co-facilitation of national stakeholder evaluation workshop
- Input and support to the preparation of the final evaluation report

By sub-study consultant on meso-level (national consultant)

- Desk review of relevant project documents
- Briefing with project team in Zambia
- Field visits to selected districts in discussion with evaluation team leader, DED and project management
- Draft findings for inclusion in the draft evaluation report
- Final report including documentation of the meso-level work
- The final evaluation report should include:
- Executive Summary with key findings, conclusions and recommendations
- Clearly identified findings focussing on impact, including findings from sub-study, enabling environment and knowledge base mobilization of employers, workers and their organizations and of civil society groups against child labour, and coordination mechanisms
- Clearly identified conclusions and recommendations
- Findings from the sub-study
- Lessons learned
- Potential good practices and effective models of intervention.
- Appropriate Annexes including present TORs
- Standard evaluation instrument matrix

58. It is recommended to structure the final reports along the lines of the elements in the core questions that will be provided and at minimum with the following headings:

- TBP and Project of Support preparatory process
- Process of development and design of
 - National TBP
 - Project of Support
 - Action Programmes
- Implementation Process
- Performance and Achievement
 - Support to National TBP process
 - Enabling environment
 - Targeted Interventions
 - Networking and Linkage
 - Evidence of sustainability and mobilisation of resources

- Key contribution and legacy of ILO-IPEC support

59. The total length of the report should be a maximum of 40 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.
60. All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided both in paper copy and in electronic version compatible for Word for Windows. Ownership of data from the evaluation rests jointly with ILO-IPEC and the consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO-IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.
61. The final report will be circulated to key stakeholders (project management, ILO/IPEC, ILO Regional, all participants present at the stakeholder evaluation workshop, donor and others as identified by DED) for their review. Comments from stakeholders will be consolidated by the Design, Evaluation and Documentation Section (DED) of ILO/IPEC Geneva and provided to the team leader. In preparing the final report the team leader should consider these comments, incorporate as appropriate and provide a brief note explaining why any comments might not have been incorporated.

Evaluation methodology

62. The following is the proposed methodology for the expanded final evaluation. While the evaluation team 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.

1. Expanded Final Evaluation:

1.1 Desk Review

63. The evaluation will be carried out using a desk review of appropriate materials, including the project documents, progress reports, outputs of the programme and the projects (action programmes), results of any internal planning process and relevant materials from secondary sources. At the end of the desk review period, it is expected that the evaluation team leader will prepare a document indicating the methodological approach to the evaluation in the form of the inception report and evaluation instrument, to be discussed and approved by DED.

1.2. Field visits by evaluation team

64. The evaluation team leader, assisted by the evaluation team member (national consultant) will conduct evaluation missions in-country that will consist of the following:
- Working sessions with ILO/IPEC staff, sub-study national consultants and local partner agency
 - Interviews with key national stakeholders and informants
 - Field visit to selected project sites (in consultation with project management, evaluation team and DED)
 - One national stakeholder evaluation workshop to be held in Lusaka

65. The team leader and the team member will work together as a team, particularly during the field mission, including a division of work when talking to key national stakeholders. The evaluation team leader will prepare the final report with input from the evaluation team member and the sub-study consultant.
66. The evaluation team leader will interview the donor representatives, ILO/IPEC HQ, and ILO/IPEC regional staff either in person or by conference calls early in the evaluation process, preferably during the desk review phase.
67. The evaluation team will be asked to include as part of the specific evaluation instrument to be developed, the **standard evaluation instruments** that ILO/IPEC has developed for documenting and analyzing achievements of the projects and contributions of the Action Programmes to the project.
68. The methodology for the evaluation should consider the multiple levels involved in this process: the framework and structure of the national efforts to eliminate the WFCL in Zambia and IPEC's support to this process through this project. Data gathering and analysis tools should consider this methodological and practical distinction.

1.1.3 National Stakeholder Evaluation Workshop

69. The evaluation methodology includes a one day stakeholder workshop in Lusaka at the national level to be attended by national level stakeholder participants. The workshop will be facilitated by the evaluation team.
70. The workshop will be attended by IPEC staff and key partners, including the donor as appropriate, in order to gather further data as appropriate, present the preliminary findings, conclusions and recommendations and obtain feedback. The workshop will take place towards the end of the fieldwork. The results of the workshop should be taken into consideration for the preparation of the draft report. The evaluation team leader will be responsible for organizing the methodology of the workshop. The identification of the number of participants of the workshop and logistics will be under the responsibility of the project team. Key project partners should be invited to the stakeholder workshop. The project will propose together with the evaluation team leader a list of participants.

Composition of the evaluation team

71. The evaluation will be carried out by the international evaluation team leader and an evaluation team member that previously have not been involved in the project. The evaluation team leader is responsible for drafting and finalizing the evaluation report. The evaluation consultant will support the team leader in preparing the field visit, during the field visit and in drafting the report. 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.
72. In addition to the evaluation team leader and the evaluation team member, a national consultant working solely on the sub-study on the meso-level impact sub-study will be part of the evaluation team.
73. The background of the **evaluation team leader and the evaluation team member** should include:

| International Team Leader | |
|--|--|
| Responsibility | Profile |
| <ul style="list-style-type: none"> • In-country to brief national consultant on the sub-study and provide ongoing support by providing guidance and feedback on the design of the study and findings • Briefing with IPEC DED • Telephone Interviews with donor and | <ul style="list-style-type: none"> • Relevant background in social and/or economic development. • Experience in the design, management and evaluation of development projects, in particular with policy level work, institution building and local development projects. • Experience in evaluations in the UN system or other international context as team leader • Relevant regional experience preferably prior working |

| <p>IPEC HQ</p> <ul style="list-style-type: none"> • Desk review • Prepare evaluation instrument • Conduct field visits in selected project sites in Zambia • Facilitate one stakeholder workshops with the support of the evaluation consultant • Draft the evaluation report • Finalize the evaluation report taking into consideration comments from key stakeholders. | <p>experience in sub-region and experience with past and current policy context in the country</p> <ul style="list-style-type: none"> • Experience in the area of children’s and child labour issues and rights-based approaches in a normative framework are highly appreciated. • Experience at policy level and in the area of education and legal issues would also be appreciated. • Experience in the UN system or similar international development experience including preferably international and national development frameworks in particular PRSP and UNDAF. • Familiarity with and knowledge of specific thematic areas. • Fluency in English. • Experience facilitating workshops for evaluation findings. |
|--|--|
| Evaluation Consultant: Evaluation team member | |
| Responsibility | Profile |
| <ul style="list-style-type: none"> • Prepare desk review in coordination with the team leader • Conduct site visits with the team leader • Support the team leader in facilitating the stakeholder workshop • Provide inputs to the team leader in drafting the evaluation report • Provide inputs and clarification for the team leader in finalizing the evaluation report. | <ul style="list-style-type: none"> ▪ Extensive knowledge of development in Zambia, preferably on child labour issues ▪ Experience in evaluations conducted at the multi-bilateral level in development ▪ Experience in facilitating stakeholder workshops and preparation of background reports |

74. The evaluation team leader will undertake a desk review of the project files and documents, be responsible for undertaking a field visit to Zambia, provide support to the sub-study consultant in the design of the study, and undertake field visits to the project locations and facilitate a stakeholder workshop.

75. The evaluation team leader will be responsible for **drafting** the evaluation report with support from the national evaluation consultant and the sub-study consultant. Upon feedback from stakeholders to the draft report, the team leader will further be responsible for **finalizing** the report **incorporating** any comments deemed appropriate.

76. The evaluation will be carried out with the technical support of the IPEC-DED section and with the logistical support of the project office in Lusaka with the administrative support of the ILO Lusaka. DED will be responsible for consolidating the comments of stakeholders and submitting it to the team leader.

77. It is expected that the evaluation team will work to the highest evaluation standards and codes of conduct and follow the UN evaluation standards and norms.

1.2 Sub-study on the meso-level

78. An independent consultant will design and implement an indirect impact assessment sub-study through desk review, interviews with project staff and project partners and visits to the selected districts. The consultant will receive technical guidance from the evaluation team leader. The study findings as will feed into the final evaluation report.

79. The following is the suggested approach to the study

- Based on these TORs and initial desk review of relevant project documents from the current ILO/IPEC project directly and other relevant documents, an initial annotated outline and

analytical framework (study design) is prepared. This should indicate the areas of review analysis as related to the work of the project; the methodology to be used in the analysis and the relevant sources of information, including key informants to consult.

- The study design will be discussed with the international evaluation team leader, ILO/IPEC Zambia, IPEC HQ, project management and ILO/IPEC DED and revised based on received comments.
- Further desk review and data collection will take place through study of documents, follow-up interviews, field visits etc as per agreed analytical framework.
- Visits to selected project sites will be undertaken as appropriate for interviews at the district level. The choice of the sites will be made in consultation with the project management, DED, team leader and the sub-study consultant.
- Interviews will be conducted with a list of key informants to be agreed upon by the consultant, ILO/IPEC Zambia and DED.
- Consultations will be held with the overall evaluation team during the in-country work of that team. This will include adjustment in the analytical framework to provide key information and analysis for the evaluation.
- A revised annotated outline will be presented immediately before the first analysis for quick comments.
- An initial presentation of key analysis and findings will be prepared in time for use by the overall evaluation team for the first draft of the report on the expanded final evaluation.
- A more comprehensive draft is presented for comments by the functions indicated in bullet point (b.).
- Final technical sign-off by DED and the evaluation team leader.

80. The background of the sub-study consultant 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 • Interview project management and project partners • Draft study design and the study and share with the team leader • Undertake interviews and visits to the district as relevant • Draft study • Finalize the study with inputs from the team leader | <ul style="list-style-type: none"> • Experience with policy analysis, strategic planning and design of country programmes • Familiar with the development policy set-up in Zambia; knowledge of the specific policies is desirable • Experience in policy level evaluation or assessment • Experience evaluating gender issues. • Experience and knowledge of capacity building issues and experience of work at the community level • Knowledge and experience of child labour or at the very least children's issues. • Familiarity with impact assessment debates or experience in implementing impact assessment • Relevant background in social and/or economic development. • Experience in the design, management and evaluation of development projects, in particular with policy level work, institution building and local development projects. • Experience in the UN system or similar international development experience including preferably international and national development frameworks in particular PRSP and UNDAF. • Familiarity with and knowledge of specific thematic areas. |

81. The tentative timetable is as follows:

| Expanded Final Evaluation | | |
|-------------------------------|---|---|
| Responsible Person | Tasks | Duration and Dates |
| Team leader & team member | <ul style="list-style-type: none"> Briefing with IPEC DED in Geneva Telephone interview with IPEC HQ, IPEC regional, USDOL Desk Review of project related documents Evaluation instrument based on desk review Support to sub-study consultant | February 17-26 T. leader 8 work days T. member 5 days |
| Team leader & team member | <ul style="list-style-type: none"> Consultations with project staff Briefing with sub-study consultant and local partner agency Field visits including consultations with girls and boys, parents and other beneficiaries Stakeholder workshop | March 2-18 |
| | | T. leader 14 days |
| | | T. member 12 days |
| Team leader and team member | <ul style="list-style-type: none"> Draft evaluation report | Team leader 5 days Team member 3 days |
| DED Evaluation team leader | <ul style="list-style-type: none"> Circulate draft report to key stakeholders Consolidate comments of stakeholders and send to team leader Finalize the report including explanations on why comments were not included | End March |
| | | Team leader 5 days in mid-April |
| | | Team member 1 day |
| TOTAL number of days | • | Team Leader 32 days |
| | • | Team member 21 days |

| Sub-study on meso-level | | |
|--|--|--------------------|
| Responsible Person | Tasks | Duration and Dates |
| Sub-study consultant | <ul style="list-style-type: none"> Desk review | 5 days |
| Sub-study consultant in consultation with ILO/IPEC and team leader | <ul style="list-style-type: none"> Development of study design in consultation with ILO/IPEC | 3 days |
| Sub-study consultant | <ul style="list-style-type: none"> Interviews and visits | 17 days |
| Sub-study consultant with input from evaluation team leader | <ul style="list-style-type: none"> Drafting of sub-study report and finalize with inputs from team leader | 5 days |
| TOTAL number of days | | 25 days |

82. Sources of Information and Consultations/Meetings

| | |
|---|---|
| Available at HQ and to be supplied by DED | <ul style="list-style-type: none"> • Project document • DED Guidelines and ILO guidelines |
| Available in project office and to be supplied by project management | <ul style="list-style-type: none"> • Progress reports/Status reports • Technical and financial reports of partner agencies • Direct beneficiary record system • Good practices and Lessons learnt report (from TPR) • Other studies and research undertaken • Action Programme Summary Outlines Project files • National workshop proceedings or summaries • Any other documents • Good practice study |

83. Consultations with:

- Project management and staff
- ILO/HQ and regional backstopping officials
- Partner agencies
- Interviews with national partners, employers' organization, trade union/workers' organization,
- Boys and Girls
- Community members
- Parents of boys and girls
- Teachers, government representatives, legal authorities etc as identified by evaluation team
- National Steering Committee
- Community Child Labour Committee members and District Child Labour Committee members
- Telephone discussion with USDOL
- US Embassy staff in Zambia
- Representatives from UN agencies and other relevant NGOs and International Organizations working to combat child labour

Final Report Submission Procedure

- For independent evaluations, the following procedure is used:
- The evaluator will submit a draft report to IPEC DED in Geneva
- IPEC DED will forward a copy to key stakeholders for comments on factual issues and for clarifications
- IPEC DED will consolidate the comments and send these to the evaluator by date agreed between DED and the evaluator or as soon as the comments are received from stakeholders.
- The final report is submitted to IPEC DED who will then officially forward it to stakeholders, including the donor.

Resources and Management

Resources

84. The resources required for this evaluation are:

For the evaluation team leader:

- Fees for an international consultant for 32 work days
- Local DSA in project locations for maximum 18 nights in various locations in Zambia
- Travel from consultant's home residence to Zambia in line with ILO regulations and rules
- Fees for local travel in-country

For the evaluation consultant (evaluation team member):

- Fees for an evaluation consultant for 21 days
- Local DSA in project locations for a maximum 15 nights in various location in Zambia in line with ILO regulations and rules
- Fees for local travel in-country

For the consultant carrying out the sub-study:

- Fees for a national evaluation consultant for 25 days
- Fees for local travel in-country and 7 days of DSA in line with ILO regulations

Other costs:

- Fees for local travel in-country
- One national stakeholder workshop in Zambia
- Any other miscellaneous costs.

A detailed budget is available separately.

Management

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

Suggested aspects to be addressed

Design and Planning (Validity of design)

- Assess whether the project design was logical and coherent and took into account the institutional arrangements, roles, capacity and commitment of stakeholders. Were lessons learned from past IPEC interventions such as the CBP project, HIV/AIDS, etc successfully incorporated into the project design?
- Assess the internal logic (link between objectives achieved through implementation of activities) 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).
- Analyze whether available information on the socio-economic, cultural and political situation, (this includes local efforts already underway to address CL and promote education opportunities for targeted children and existing capacity) in Zambia was taken into consideration at the time of the design and reflected in the design of the project. Did the project's original design fill an existing gap in services that other ongoing interventions were not addressing?
- To what extent were external factors identified and assumptions identified at the time of design? Have there been any changes to these external factors and the related assumptions and, if, so, how did this impact project implementation and the achievement of objectives? In particular the exchange rate fluctuations and its impact on the project as well as the project's response to it.
- 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.
- Was the time frame for project implementation and the sequencing of project activities logical and realistic? If not, what changes were made to improve them?
- Was the strategy for sustainability of achievement defined clearly at the design stage of the project?
- What lessons were learned, if any, in the process of conducting baseline survey for the identification of target children?
- Were the objectives of the project clear, realistic and achieved within the established time schedule and with the allocated resources (including human resources)? Were the provisional targets realistic? Were the linkages between inputs, activities, outputs and objectives clear and logical? Did the action programmes designed under the project provide clear linkages and complement each other regarding the project strategies and project components of intervention? Specifically regarding:
 - Project strategies:
 - Policy and institutional framework
 - Promotion of targeted action against WFCL through replication and scaling up of models of interventions on direct support to children and families
 - Programme Component of Intervention:
 - Policy and legal framework for addressing child labour
 - Knowledge base on child labour
 - CLMS
 - Strengthening institutional and technical capacity for addressing the child labour problem and coordination, strategic planning and review, monitoring and evaluation

- Awareness raising, advocacy and social mobilization
- Strengthening the response of the formal and non-formal education system to reach child labourers and other out-of-school children

Achievements (Implementation and Effectiveness)

- Has the project achieved its immediate objectives? Has the entire target population been reached? Please distinguish between beneficiaries as reported to receive educational services and beneficiaries that have received non-educational services.
- Assess the process of /NPATBP formulation and the role of the project in supporting its formulation and eventual implementation including mobilizing resources, policies, programmes, partners and activities to be part of the TBP.
- Assess the project's contribution in developing various legal frameworks including the Fifth National Development Plan and the Sixth National Development Plan that is currently being formulated
- How effective was the project in terms of leveraging resources? What process was undertaken by the project to identify and coordinate implementation with other child labour-focused initiatives and organizations such as TACKLE
- Please assess the project's work and relevance within the context of the ILO's other programs including the TACKLE, UN One activities, and others geared to addressing core labor standards.
- Were the selected agencies the most relevant and appropriate for carrying out the activities?
- Was the project successful in terms of raising awareness on the child labour problem and on promoting social mobilization to address this issue?
- Assess the effectiveness of the education and non-education services being provided to beneficiaries.
- What was the quality and how effective were the APs, and how did they contribute to the project meeting its immediate objectives? Examine the capacity constraints of implementing agencies and the effect on the implementation of the designed APs. Consider the particular role of Government as Implementing Agency.
- Were the expected outputs being delivered in a timely manner, with the appropriate quantity and quality?
- Assess the efficiency of the project i.e. compare the allocated resources with results obtained. In general, did the results obtained justify the costs incurred?
- Assess the participation of different relevant actors in the National Steering Committee (e.g. How are these structures participating in project implementation? Examine the relationship between the NSC and the implementing agencies, what is their collaboration. How did this contribute to progress toward project's objectives? How did these bodies contribute to building local capacity and promoting local ownership of the national program?
- Examine any networks that have been built between organizations and government agencies working to address child labour on the national, provincial and local levels. Assess the project's partner linking and networking strategy.
- Assess the level of government involvement in the project and how their involvement with the project has built their capacity to continue further work on future programmes
- Which are the mechanisms in place for project monitoring? Please assess the use of work plans and project monitoring plans (PMPs), Direct Beneficiary Monitoring and Reporting System (DBMR) processes or systems.

- How were recommendations from the mid-term evaluation acted upon by the project and to what effect?
- How did factors outside of the control of the project affect project implementation and project objectives and how did the project deal with these external factors?
- Assess the progress of the project's gender mainstreaming activities.
- How were the strategies for monitoring of child beneficiaries implemented and coordinated? Assess how the project monitored both the work and education status of all direct beneficiaries, discussing whether or not the system was appropriate and efficient in monitoring each child to ensure that he/she was no longer working and/or that work conditions were no longer hazardous, and were attending education programs regularly. Assess how project staff and implementing partners understand and use the DBMR forms and database.
- 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 labour?
- How effective was the project in raising awareness about child labour and in promoting social mobilization to address this issue?
- Identify unexpected and multiplier effects of the project.
- How successful was 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 whether the baseline study data was collected in a manner that makes it suitable for impact assessment purposes, ex-post evaluations or any other further analysis.
- Assess the process for documenting, disseminating and replicating/up-scaling pilot projects.
- Assess to what extent the planning, monitoring and evaluation tools (such as the Strategic Programme Impact Framework- SPIF) have been promoted by the project for use at the level of planning for the TBP and by other partners, including at the district level.

Relevance of the Project

- Assess the validity of the project approach and strategies and their potential to replicate.
- Assess whether the problems and needs that gave rise to the project still exists or have changed.
- Assess the appropriateness of the sectors/target groups and locations chosen to develop the project based on the finding of baseline surveys.
- Were the Action Programs well-rooted within the communities in which they operated?
- How does the strategy used in this project fit in with the TBP and national education and anti-poverty efforts, and interventions carried out by other organizations?
- Did the strategy address the different needs and roles, constraints, access to resources of the target groups, with specific reference to the strategy of mainstreaming and thus the relevant partners, especially in government?
- Did the service package promoted by the project respond to the real needs of the beneficiaries? Do children/families/communities get the support they need to protect children from WFCL?

Sustainability

- Assess to what extent a phase out strategy was defined and planned and what steps were taken to ensure sustainability. Assess whether these strategies had been articulated/explained to stakeholders as well as the actual efforts to phase out activities or to transfer responsibilities to local partners as a means of promoting sustainability.
- Assess what contributions the project has made in strengthening the capacity and knowledge of national stakeholders and to encourage ownership of the project to partners.
- Assess how the district level work has provided a sufficient model for further work, including with gradual expansion and replication
- Assess the long-term potential for sustained action and involvement by local/national institutions (including governments) and the target groups as a result of the support from the project, such as the building of capacity.
- Examine whether socio-cultural and gender aspects endanger the sustainability of the programme and assess whether actions have been taken to sensitize local institutions and target groups on these issues.
- Assess project success in leveraging resources for ongoing and continuing efforts to prevent and eliminate child labour in the context of the TBP. Based on the project's experience: which are some of the factors that might impact on the likelihood of the TBP being taken further?

Special Aspects to be Addressed:

- Assess the extent to which the IPEC program of support to the Zambia Time Bound Programme process was successful in encouraging Zambia's development and implementation of its own national Time Bound Program?
- Assess how ILO used the experience of support to TBP in the context of the DWCP process and other broader policy level work and advocacy?
- A specific service package offered to children under this project was the development of after-school recreational facilities. Examine this project intervention and its potential impact in prevention and withdrawal of children in Zambia as part of the extended review study.