



International Programme on the Elimination of Child Labour (IPEC)



International
Labour
Office

IPEC Evaluation

Country Programme to Combat Child Labour in Malawi

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An independent 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 November 2008. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

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Bright B. Sibale
Andy Safalaoh
Monday, 30 March 2009

List of abbreviations

AIDS	Acquired Immune Deficiency Syndrome	MCTU	Malawi Congress of Trade Union
AP/SO	Action Programme/Summary Outline	MGDS	Malawi Growth and Development Strategy
AYISE	Active Youth for Social Enhancement	MoU	Memorandum of Understanding
CCLC	Community Child Labor Committee	NA	Not Applicable
COMAGRI	Commercial Agricultural Programme	NAC	National AIDS Commission
CL	Child Labor	NAP	National Action Plan for Child Labor
CLMS	Child Labor Monitoring System	NCLN	National Child Labor Network
CP/MT	Country Programme/Management Team	NGO	Non-Governmental Organization
CL/U	Child Labor/Unit	NPA	National Plan of Action for OVC
CTA	Chief Technical Advisor	OVC	Orphans and other Vulnerable Children
DCLC	District Child Labor Committee	OJTP	On-Job Training Programme
DED	Design, Evaluation and Documentation (Section of ILO/IPEC)	PIF	Policy Investment Framework for Education
DBMR	Direct Beneficiary Monitoring and Reporting	PMU	Programme Management Unit
DDP	District Development Plan	ProDoc	Programme Document
DIP	District HIV and AIDS Implementation Plan	SED	Small Enterprise Development
DLO	District Labor Office	SDI	Skills Development Initiative
DSWO	District Social Welfare Officer	SFP	Supplementary Feeding Programme
ECAM	Employers Consultative Association of Malawi	SPIF	Strategic Programme Impact Framework
EU	European Union	TAMA	Tobacco Association of Malawi
GoM	Government of Malawi	TANARD	Targeted Nutrition and Relief for National Development
HIPC	Highly Indebted Poor Countries	TEVETA	Technical, Vocational and Entrepreneurial Training Authority
HIV	Human Immunodeficiency Virus	TPR	Technical Progress Report
IA	Implementing Agency	TUM	Teachers Union of Malawi
IEC	Information, Education, Communication	USD	United States Dollar
IFE	Independent Final Evaluation	USDOL	United States Department of Labor
IFET	Independent Final Evaluation Team	UNICEF	United Nations Children's Fund
IGA	Income Generating Activity	UNDP	United Nations Development Programme
ILO/IPEC	International Labor Organization-International Programme on the Elimination of Child Labor	VDC	Village Development Committee
MASAF	Malawi Social Action Fund	WFP	World Food Programme
MHRYN	Malawi Human Rights Youth Network		
MoL	Ministry of Labor		

Executive Summary

The **International Programme on the Elimination of Child Labor (IPEC)** is a technical cooperation programme of the International Labor Organisation (ILO). The aim of IPEC is the progressive elimination of child labor with the worst forms of child labor having to be eliminated as a matter of urgency.

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 labor, promoting social mobilization against it, and implementing demonstrative direct action programmes (AP) to prevent children from child labor and remove child laborers from hazardous child labor and provide them and their families with appropriate alternatives.

In 2000, Malawi became one of the 5 countries in Eastern Africa that were selected to participate in an IPEC programme that was to deal with withdrawal and rehabilitation of children who were engaged in commercial agriculture (Comagri). The programme was implemented up to April 2005 with very good outputs. However, ILO/IPEC realized that there was a need to consolidate the gains made by the Comagri programme and at the same time assist the government of Malawi to make faster progress towards the elimination of child labor. The ILO therefore decided to assist Malawi in its ambition to develop a National Plan of Action to eliminate child labor, and to use this to solicit national and international support, and to build sufficient capacity in the country to embark on a Time-Bound Programme to eliminate the Worst Forms of Child Labor.

The ILO/IPEC country programme in Malawi (CP Malawi) had used two main strategies for addressing child labor, namely:

Strategic Component A: Promotion of an enabling social, political and legislative environment leading to effective action against child labour. The immediate objectives under Strategic Component A were:

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

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

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

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

Strategic Component B: Effective direct action with girls, boys and families to prevent child labor and to withdraw and rehabilitate child laborers. The immediate objectives under Strategic Component B were:

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

The programme covered two main sectors – children working in agriculture and in domestic services in 8 geographical areas. The four districts previously covered by Comagri (Mchinji, Kasungu, Mangochi and Mzimba) and Lilongwe city were to implement direct action activities. Three districts in southern region (Thyolo, Mulanje and Phalombe) who are labor suppliers to the tobacco growing districts were targeted in accordance with the findings from a rapid assessment carried out regarding child labor in urban areas and child domestic labor in urban and rural areas. Malawi ratified the ILO Conventions No. 138 on minimum age for employment and No. 182 on the worst forms of child labor in 1999 and 2000 respectively.

The focus of this independent evaluation was on the assessment of key aspects of the programme, such as validity of the project design, strategy, implementation, and achievement of objectives. The team assessed the effect of the work carried out during the implementation phase.

The main purpose of this evaluation was therefore to determine if the project achieved its stated immediate objectives (including specific targets) and explain why or why not and then to assess the overall and specific outcomes and impacts of the project in terms of sustained improvements. The evaluation also aimed to draw lessons and document potential good practices from the experiences gained during the period of implementation and consider how these could be applied in future programming against child labor in the context of Malawi. The main evaluation issues covered in the framework were Planning and Design (Validity of Project), Achievements (implementation and effectiveness), Relevance and Sustainability of the Project.

The methodology used in the evaluation process involved review of key documents such as the CP Project Document, MGDS, the OVC Policy and the National Plan of Action for Orphans and other Vulnerable Children, Action Programme Summary Outlines (APSO), Technical Progress Reports (TPRs) and ILO/IPEC/DED Documents. These were complimented with stakeholder interviews and focus group discussions with key implementing partners such as Active Youth for Social Enhancement (AYISE), Employers Consultative Association of Malawi (ECAM), Teachers Union of Malawi (TUM), Malawi Congress of Trade Union (MCTU), Targeted Nutrition and Relief for National Development (TANARD), Malawi Human Rights Youth Network (MHRYN), United Nations Children's Fund (UNICEF), World Food Programme (WFP), United Nations Development Programme (UNDP), District Child Labor Committee (DCLCs), Community Child Labor Committee (CCLCs), Government of Malawi (GoM) through the Ministry of Labor and project beneficiaries comprising withdrawn, prevented children and their parents. Finally, a stakeholders meeting was held whose main objectives were to consult key stakeholders on their perceptions of ILO/IPEC Country Programme on Child Labor, present preliminary findings of the final independent evaluation, identify lessons learnt and propose recommendations for future programmes. The Team Leader had phone discussions with USDOL, ILO/IPEC Programme Officer in Geneva and the ILO/IPEC DED.

The evaluation had the following key findings;

- The period for implementation of the CP was short and delays in the development of proposals by IAs worsened the process.
- Despite the delays, the CP achieved its quantitative targets, although most of the achievements were recorded after the midterm review, especially for upstream activities.
- The CP was more successful with downstream activities than upstream activities. The later having been negatively affected by weak capacity of the Ministry of Labor and its slow and delayed involvement in the implementation of the CP.
- Though not gazetted, the CP managed to finalize the List of hazardous occupations for children which is now with the Ministry of Justice for gazetting
- The CP did not manage to revise key pieces of legislation, including Employment and the Education Acts
- Due to not being able to review any legislation, legislators and other key stakeholders, including trade unions and employers organizations were not adequately sensitized on the reforms
- The CP managed to train labor inspectors, police officers, court officials and prosecutors on child labor related legislation through DCLCs and CCLCs. A training manual was also produced by TUM. The CP also developed a National Child Labor Training Manual that is now in print.

- The CP did not manage to translate and publish relevant legislative documents in local languages and in friendly formats. This was mainly attributed to the failure in developing the Child Labor Policy.
- The CP was instrumental in initiating use of the Direct Beneficiary Monitoring and Reporting System (DBMR). The CP has supported the Ministry of Labor with design and set-up of the Child Labor Monitoring System (CLMS). The introduction of the CLMS system itself is a contribution by the CP, although more could have been done to make the CLMS more functional by strengthening the MoL capacity at district and community level data collectors in data collection.
- The CP initiated a change in cultural values such as keeping the girl child in school and aligning traditional ceremonies to the school calendar.
- The project was instrumental in mobilizing youth and children in the promotion of action against child labor and in favour of education through community based drama, essay competitions and other artistic works such poetry, song and dance.
- The CP was partially able to initiate creation of an enabling environment for dealing with child labor through the NAP and list of hazardous work. However, the CP was unable to ensure that the child labor policy was developed and finalized during project implementation as planned.
- The CP managed to support development of the National Plan of Action on Child Labor which was in the final stages as the project ended. Once the National Plan of Action is completed it will facilitate inclusion of child labor issues in national policy documents. This role will be enhanced further if the Child Labor Policy is concluded by government.
- Due to the lack of a child labor policy, the CP was unable to include or mainstream child labor as a key topic in major related policies and plans. It is envisaged that the CL Policy would be used as a guiding document.
- The CP ably developed and implemented effective direct action with girls, boys and families to prevent child labor and to withdraw and rehabilitate child laborers
- The project planned to withdraw a total of 1900 children but managed to withdraw 1965 children, representing a success rate of 103 percent.
- The CP also surpassed its targets regarding prevention of children that were likely to join child labor. The CP planned to prevent a total of 3250 children, but managed to prevent 3422 children, representing a success rate of 105 percent.
- The CP, through various stakeholders, managed to bring about 96 cases to court for prosecution.
- The CP managed to jointly conduct a study on child trafficking with support from UNICEF. This activity had previously never been implemented by IPEC in Malawi.

The CP produced good practices which included:

1. The involvement of CCLCs in the identification and withdrawal/prevention of child labor promotes sustainability. Including government workers in the CCLCs to directly work with community members in the committee
2. Development of models for withdrawing children such as:
 - a. placing children in school and supporting them with scholastic materials.
 - b. providing transitionary/bridging up classes for withdrawn children to enable them to catch up with other pupils.
 - c. providing educational material incentives for withdrawn/prevented children to encourage them to remain in school.
 - d. provision of IGAs for financial support.

3. The DCLCs comprise stakeholders from a wide range of sectors including agriculture, education, social welfare, police, Judiciary and the District Assembly secretariat while CCLC include extension workers, teachers and community members. The multi-sectoral nature of these committees promotes wide ownership and sustainability of child labor interventions.
4. Involvement of ECAM with private tobacco growers, who provide the market for child labor and also involvement of TUM with teachers to backstop direct action programmes. TAMA involved in monitoring of child labor activities in tobacco estates.
5. Child participation in elimination of child labor through community-based multimedia approaches (poems, community radio, essay competitions, drama, sports)
6. Partnerships with WFP in the School Feeding Programme.
7. Collaboration/partnership with UNICEF in CL activities such as child trafficking
8. Improving conditions of work for children in domestic labor, especially those with highly vulnerable parents/guardians.
9. Provision of initial cash to enable parents and guardians start their own chosen IGAs

The major lessons that emerged from the design and implementation of the programme include the following:

Lesson 1: Programmes for withdrawal and prevention of children from child labor need sufficient time to be implemented. It is important to consider and link CL programme timeframes to the education systems in the design and implementation of a CL programme.

Lesson 2: Provision of income generating activities is an important component of child labor programmes to address poverty and food insecurity. The IGAs should be however, linked or/and sequenced in a way that they address short-term basic needs first, then medium term livelihoods needs followed by long-term developmental needs. This will address the vulnerability of these households in a realistic timeframe.

Lesson 3: Child labor interventions can be very expensive investments as they have to deal with many facets and causative factors of child labor. The evaluation finds that that it is practically impossible for one programme to address all these needs at the same time, although the children require them to be addressed at the same time. The evaluation team thereby conclude that there is a need for partnerships with other stakeholders to complement each other. These partnerships, however, need to be documented, with clear roles that are also shared between the partners.

Lesson 4: Upstream and downstream interventions in a child labor programme require different tactics and approaches. The CP has shown that it might be easier to implement downstream activities with limited central government involvement, but not so with upstream interventions. CPs should ensure that the Government drives the process so that ownership of CPs by government can be guaranteed. The CP has shown that without active participation from the Ministry of Labor and functioning national coordinating structures, it is difficult to implement upstream interventions.

Lesson 5: Use of an integrated approach to undertake prevention, withdrawal and rehabilitation of children from hazardous agriculture and exploitative child domestic service is an important approach to addressing the many faces of child labor. Provision of vocational skills and IGAs removes barriers that make children go into child labor. Equipping adolescent boys and girls with vocational skills enables them to access employment or start their own enterprises.

Lesson 6: Building the capacity of implementing partners is critical and has to be factored in the design of CL programmes. Where the CP is not able to build local capacity, it has to be linked with other programmes or organisations.

Lesson 7: It is also clear from the CP that vocational skills training is an important component of direct interventions. But these interventions require a lot of programme time to begin to show impact. Hence for these to be effective, they need to start early during implementation and require frequent monitoring and guidance to be given to the children. This should therefore be considered at the design stage and in the process of identifying implementing partners.

Lesson 8: While it is absolutely necessary to work with both labor demand and labor supply districts to ensure permanent withdrawal of tenant farmers' children, it is even more important to ensure that implementing partners and their interventions in these two extremes are linked.

Some of the children moved back to their districts of origin with their parents after the tobacco season and no follow-up mechanism was designed to ensure that they went to school in their new environment.

Lesson 9: Child labor programmes are affected by external factors in the health, education, economic and social arena. It is important to include, in the design of the programme, how factors such as poverty, food insecurity, school infrastructure, availability of teachers and school infrastructure could affect implementation of activities. The development of the strategy followed a problem analysis done and the recommendations of a Strategic Planning meeting held in Malawi in April 2005. The strategic planning workshop followed the ILO-IPEC's Strategic Programme Impact Framework (SPIF) approach, which allowed for the preparation of a country-level framework including a range of outcomes that were necessary for the elimination of child labor in Malawi. While outcomes of the process identified critical causes of child labor, such as education, income generation and promotion of food security, vocational training, social and cultural issues and legislation, the design could have been supported by a risk management strategy that should have been done with appropriate mechanisms included in the programme to address such risks.

The IFET makes the following recommendations:

1. Although the project has achieved its targets, most of the processes used to achieve the targets started late. It is therefore recommended that ILO should identify funds to continue the programme for at least one more year. The purpose of the additional year will be to consolidate and sustain the achievements made within the areas that the CP had been implemented. Future programmes should extend project implementation to at least five years as the minimum to reflect reality on the ground.
2. The ILO CPs are national programmes that benefit children and the population of Malawi in general that are affected by child labor. The IFET recommends that the Ministry of Labor should provide adequate leadership of CPs, regardless of donor policies, which may not be easy to change in the short to medium term. To facilitate this, it is important that future CPs ensure that the MoL drives CP implementation and that there should be clarity of roles, between the CP team and the MoL. The CP team should be mandated to operate from the Head Office of MoL, not outside, to encourage communication and exchange of skills, knowledge, challenges and experiences. Provision of office space could be part of the MoU. The MoL and CP should ensure that the governance structures of the CP, particularly the National Steering Committee is functional and supported in its functions. An MoU articulating these aspects of the CP should be developed and signed by both parties and launched together with the CP.
3. Government through the Ministry of Labor should expedite the formulation of the Child Labor Policy and also the National Action Plan on Child Labor to provide national policy objectives and guidelines on child labor. The MoL should also follow-up on the list of hazardous work that is said to be with the Ministry of Justice.
4. Although the CP did well by building strong partnerships with UNICEF and WFP, it is important to strengthen partnerships with other players, especially at district level. Key programmes that the CP should partner with are HIV and AIDS programmes (e.g. NAC), Social Cash Transfer, MASAF, the EU and other international NGO programmes.
5. Government and other players like UNICEF and WFP, should roll-out safety-net programmes such as the social cash transfer programmes and the school feeding programmes to child labor affected communities. These mechanisms have shown through the current CP to be very effective in reducing child labor.
6. The ILO (Lusaka) needs to consolidate its programmes in Malawi and ensure that the country programmes are coordinated and do not combine political and programme

roles. It should also ensure that the Lusaka Office plays its oversight roles over programmes adequately. It would be a good idea for ILO to open an office in Malawi.

7. The CP management team or the CTA should ensure that IAs are adequately and appropriately capacitated with human, material and financial resources to effectively implement CL programmes. In the selection of IAs, it is important that appropriate capacity assessments are done, and that where there are gaps, these should be taken into account in programme design, planning and implementation.
8. Provision of vocational skills and income generating activities should be properly analyzed and a strategy/approach, which should be subjected to annual review, should be developed to guide implementation of these interventions. The interventions should be sequenced according to the needs of the children and their households. Implementation should start early enough so that benefits can be measured within the project lifetime. Linkages with microfinance organizations should be explored while partnerships with TEVETA and the Ministry of Women and Child Development (Economic Empowerment Programme) should be strengthened.
9. Knowledge on child labor is still low in Malawi. There is need to continue raising awareness through multi-track communication initiatives and tools. It should be ensured that once IEC materials are produced they are appropriately disseminated. The role of the media should be enhanced and planned for.
10. The Ministry of Labor should invest in the CLMS that has been established with CP support. The Ministry should start data collection in the CP impact district. If a one year CP is identified by ILO or the government, as recommended above, the CLMS should be a priority activity and should be implemented together side by side with the DBMR. The Ministry of Labor should be supported to ensure that it utilizes the CLMS from community to national levels.
11. Implementing Partners in supply and demand districts should coordinate their efforts so that the withdrawal of children is also linked to prevention and repatriation between the partners. Sharing of information should be a must not a might.
12. There is a need to bring on board advocacy partners such as civil rights NGOs who should be holding government accountable on child labor policy issues. Such NGOs can be supported to advocate for finalization of the policy, list of hazardous work, national action plan etc. Experience shows that where such NGOs are active, government becomes more proactive rather than reactive.

In conclusion, the CP managed to accomplish more of the downstream than upstream interventions. The NAP gives the government of Malawi an opportunity to forge ahead with the wall against child labor by creating an enabling environment through development of appropriate legislations such as the Child Labor Policy.

1.0 Background²

1.1 Project background

The **International Programme on the Elimination of Child Labor (IPEC)** is a technical cooperation programme of the International Labor Organisation (ILO). The aim of IPEC is the progressive elimination of child labor, especially its worst forms. 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 labor, promoting social mobilization against it, and implementing demonstrative direct action programmes (AP) to prevent children from child labor and remove child workers from hazardous work and provide them and their families with appropriate alternatives.

Poverty in Malawi is rampant particularly in rural areas. Child labor in Malawi, in particular in tobacco growing, has received considerable international attention, and the Government and social partners in Malawi have responded by giving importance to the problem. In 2000, Malawi became one of the 5 countries in Eastern Africa that were selected to participate in an IPEC programme that was to deal with withdrawal and rehabilitation of children who were engaged in commercial agriculture (Comagri). The programme was implemented up to April 2005 with very good outputs. However, ILO/IPEC realised that there was a need to consolidate the gains made by the Comagri programme and at the same time assist the government of Malawi to make faster progress towards the elimination of child labor. The ILO therefore decided to assist Malawi in its ambition to develop a National Plan of Action to eliminate child labor, and to use this to solicit national and international support, and to build sufficient capacity in the country to embark on a Time-Bound Programme to eliminate the Worst Forms of Child Labor.

The ILO/IPEC country programme in Malawi (CP Malawi) has used two main strategies for addressing child labor, namely:

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

Immediate Objectives under Strategic Component A:

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

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

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

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

Strategic Component B: Effective direct action with girls, boys and families to prevent child labor and to withdraw and rehabilitate child laborers.

Immediate Objectives under Strategic Component B:

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

² See Terms of Reference for the Final Evaluation, ILO/IPEC 2008

The programme has covered two main sectors – children working in agriculture and in domestic services in 8 geographical areas. The four districts previously covered by Comagri (Mchinji, Kasungu, Mangochi and Mzimba) and Lilongwe city were to implement direct action activities. Three districts in southern region (Thyolo, Mulanje and Phalombe) who are labor suppliers to the tobacco growing districts were targeted in accordance with the findings from a rapid assessment carried out regarding child labor in urban areas and child domestic labor in urban and rural areas.

1.2 Scope and purpose of the Independent Final Evaluation

The focus of the evaluation was on the assessment of key aspects of the programme, such as validity of the project design, strategy, implementation, and achievement of objectives. The team assessed the effect of the work carried out during the implementation phase, using data collected on the indicators of achievement, consultation with stakeholders and literature review. Being a final evaluation and considering that the midterm evaluation had already indicated likelihood of the programme meeting its targets, the IFET was keen to concentrate on effectiveness of interventions and elements of sustainability of the programme activities carried out.

According to the Terms of Reference, the main purpose of the evaluation was to determine if the project had achieved its stated immediate objectives (including specific targets) and to explain why or why not and then to assess the overall and specific outcomes and impacts of the project in terms of sustained improvements. The evaluation also aimed at drawing lessons and documenting good practices from the experiences gained during the period of implementation and how these could be applied in future programming against child labor in the context of Malawi.

The IFET was asked to focus on the following evaluation issues. Under each of them, a set of evaluation questions were required to be answered by the IFET. The team used this as the evaluation framework³.

- Planning and Design (Validity of Project)
- Achievements (implementation and effectiveness)
- Relevance
- Sustainability of the Project

1.3 Methodology

The IFET team conducted the evaluation of the CP in a participatory manner where a wide range of stakeholders at national, district, community, household and individual levels were consulted in addition to document review.

The IFET reviewed a number of key documents such as the CP Project Document, MGDS, the OVC Policy and the National Plan of Action for Orphans and other Vulnerable Children, Action Programme Summary Outlines (APSO), Technical Progress Reports (TPRs) and ILO/IPEC/DED Documents.

A national stakeholder meeting facilitated by the IFET was held on 13th November 2008. A total of twenty participants, including the CP Team attended the workshop which attracted participants (see annex for details) from Ministry of Labor and Vocational Training, other government departments and Implementing Agencies (IAs). The workshop used group and plenary discussions to seek views of stakeholders about the CP, focussing on the 4 evaluation issues. To ensure unbiased inputs, the CP Team was not included in the groups, but was allowed to participate in the plenary to listen to stakeholders and in some cases, provide explanations and/or clarifications.

³ See annexes

The IFET conducted various stakeholder interviews, beginning with a briefing by the CP Team to provide a bird's eye-view of the programme. The team visited and held discussions with CP IAs in Mangochi (AYISE 1), Mulanje (AYISE 2), Blantyre (ECAM), Lilongwe (MHRYN) and Mchinji (TANARD). Meetings were also held with District Child Labor Committees, Community Child Labor Committees (in all sites); teachers (all sites), beneficiaries (in all sites), traditional leaders (Mangochi, Lilongwe, Mulanje) and government representatives (District Labor Officers and other District Assembly Staff). EveryChild, which is one of the IP, but whose programme ended earlier was interviewed in Lilongwe.

For the upstream activities, the team held interviews with the Ministry of Labor, other UN agencies⁴, including other ILO programmes⁵, ECAM, TUM, and Malawi Congress Trade Union (MCTU).

The Team Leader had phone discussions with USDOL, ILO/IPEC Programme Officer in Geneva and ILO/IPEC DED.

1.4 Evaluation constraints

The evaluation progressed very well, although the IFET did not have adequate time to prepare for the evaluation field visits. However, this did not largely impact on the quality of the evaluation. The IFET takes responsibility and accountability for any omissions or errors whatsoever.

⁴ UNICEF, WFP, UNDP

⁵ ILO HIV Mainstreaming in the Transport Sector

2.0 Overview of the operating environment

The Country Programme was implemented in a dynamic and ever changing context that needs to be understood before the specific findings of the evaluation are presented. The IFET recognised the need to do so, bearing in mind that some developments in the macroeconomic policy framework may have affected, negatively or positively, the design, implementation and monitoring of the CP.

2.1 Free Primary Education Policy

The introduction of free primary education policy in Malawi in 1994 provided an opportunity for poor households to send their children to school. As a result, an additional one million pupils (55%) enrolled in the 1994/95 school year, raising the number of children in primary schools from 1,895,423 million to 2,860,819 million, (PIF, 2001)⁶. With this increase in enrollment, the demand for teachers, classrooms, teaching and learning materials and teachers' houses increased abruptly and the government has been unable to meet the demands. These challenges still exist and have negatively affected implementation of the child labor programme, especially with regard to creating a safe, attractive and enabling environment for withdrawn or prevented children.

2.2 Malawi Growth and Development Strategy

In 2006, the Malawi Government introduced the Malawi Growth and Development Strategy (MGDS) as the overarching development policy for Malawi (2006/07 – 2010/2011). The purpose of the MGDS is to provide an overarching policy and planning framework for all stakeholders in Malawi (GoM, 2006). The MGDS do not specifically have strategies on child labor, but their focus on economic empowerment matches well with the CP which also addresses poverty through economic empowerment.

2.3 Sectoral policy reforms and measures

One outstanding sectoral policy reform is the agricultural input subsidy. Through the programme, poor smallholder farmers are provided with coupons to buy fertiliser at MK800/50kg bag (about 7 USD) which is 12 times less the commercial price (of about MK10,000, about 70USD/50kg bag). As a result of the programme, food security has improved and in 2008 bumper yields were recorded across the country⁷. All interviewed children and their households reported food insecurity and poverty as the major reason for their engagement in child labor or migration to other areas to seek economic opportunities. Apart from improving food security at household level it is also expected that income which households would have spent on agricultural inputs, would be invested in other household livelihood activities including provision of scholastic materials to the children, hence indirectly reducing child labor.

2.4 Political environment

Good policies and programmes require a supportive political environment and the goodwill to implement them. The IFET has found that despite the good policies that the country has, the national political landscape has not been supportive⁸. The current administration is a minority government in parliament, a situation that has made it difficult for the government to pass critical bills. For, example, the Child Protection Bill, which has included child labor and trafficking related issues, has not been passed into Law. Delays in passing the national budget negatively affect the operations of Government Ministries such as Agriculture and Food Security, Women and Children Affairs, Health and Education. The APR of 2008 reports that the delay in passing the budget, for example, resulted in the delayed processing of teacher's salaries and consequently a disruption in delivery of education services throughout the country.

⁶ GoM, 2005, Ministry of Education, Policy Investment Framework for Education

⁷ Malawi CP USDOL TPR September 2008, 1st March 2008 – 31st August 2008

⁸ The government has fewer members of parliament than the opposition, which makes it difficult for government to pass legislation and government business in Parliament.

2.5 HIV and AIDS

During the period of CP implementation, HIV and AIDS have continued to negatively affect the economy at all levels. HIV and AIDS accounts for more than 50 percent of OVCs (orphans and other vulnerable children) in Malawi who number over 1 million. Orphaned children and those made vulnerable by HIV (with chronically ill parents or living with grandparents etc), are likely to engage in child labor to meet their daily livelihood needs. With funding from NAC, District Implementation Plans (DIPs) have been developed and are being carried out, targeting prevention, treatment and impact mitigation. The CP did not have a deliberate strategy to link its interventions to the DDP/DIP and the evaluators note that had this been done, it would have increased the value of the programme and its sustainability. For instance AYISE in Mangochi accessed some funding of about MK500, 000 for monitoring of child labor activities, including those by the CP. The district has further included budgeted child labor activities in the District Development Plan⁹.

Box 1: HIV/AIDS and Child Labor

The majority of children we talked to reported that they were orphans living alone or with very old grand-parents. One girl child we talked to in Mulanje is a double orphan, aged 15, and looks after 3 siblings. The girl was withdrawn from child labor through the CP and placed at a nearby Junior Primary School. She was given a goat as an IGA after being trained, but the goat could not meet her immediate needs of food, clothing and pocket money. She later dropped out again because the support was not sufficient. She left the village and became a domestic worker in Blantyre. At the time of the IFE, she had returned to the village. Two of the 3 siblings are now being looked after by an orphanage.

2.6 Macro-economic policy issues

Malawi's economy relies heavily on agriculture, which contributes more than 30% of the GDP and more than 90% of the export earnings. Since 2004, the macroeconomic performance has generally improved and the government has also pursued sustainable macroeconomic policies. Because of a sound track record of good macroeconomic management, Malawi reached the HIPC Completion Point in August 2006 and, subsequently, qualified for the Multilateral Debt Relief Initiative (NAC, 2007). Inflation reached 9.2% in January 2007 and this was the first time Malawi hit single digit inflation in four years. As of June 2007, inflation had reached 7.7 %. The improvement in macroeconomic environment, lead to general stability in prices of basic goods and services. For instance, with low inflation rates, the cost of inputs such as those used in income generating activities remained reasonable for a long period of time during implementation except towards the end of the implementation period where the price of crude oil went up leading to fuel price increases, which in turn lead to higher commodity prices.

The global economic outlook has been characterized by unstable and often increasing oil and food prices coupled with increasing financial credit crunches. The impacts of these global market developments have not spared Malawi. For example the price of petrol and diesel rose from about MK150/litre in 2005 to the current price of about MK250/litre. The increasing price of commodities did not spare the CP implementing partners because their budgets were fixed in Malawi Kwacha. In such cases, IAs bought fewer and/or cheaper commodities or increased the number of beneficiaries per item/tool in an attempt to reach the same number of targets as agreed with the CP. This mostly affected vocational skills training and income generating activities where more children were grouped together to benefit from one equipment or tool box than originally planned¹⁰.

⁹ The DDP is the district development planning framework at district level. It guides all development planning at district level.

¹⁰ A child beneficiary in Mangochi was told that he will be given his own sewing machine. But the AP could not afford to buy every child that opted for tailoring their own machine. Now the machine the beneficiary uses belongs to 3 children.

3.0 Findings and Discussion

3.1 Programme design and validity

3.1.1 Intervention Logic

The project's strategy had been defined on the basis of the problem analysis conducted during the programme preparation phase and also by the outcomes of the Strategic Planning meeting held in Malawi in April 2005 (ProDoc). The CP intervention areas were Education, Income generation and promotion of food security, Vocational training, Social and cultural issues, Legislation and Child labor monitoring. The CP had two main strategic components (A and B):

- A. Promotion of an enabling social, political and legislative environment leading to effective action against child labor, including the main crosscutting outcomes (development of a national plan and capacity building at the national level, national-level awareness raising and work towards the harmonization of legislation).

Component A had the following expected outputs:

- The national legislation will be harmonized in view of the child labor conventions
- The national capacity for enforcement will have been increased
- Cultural values and attitudes in relation to child labor and education will be modified
- The policy environment for dealing with child labor and education will be improved

Component A was also referred to as “upstream interventions”. Implementation was mainly to be carried out by the Ministry of Labor and Vocational Training and other national level organizations.

- B. Effective direct action programme (AP) with girls, boys and families to prevent child labor and to withdraw and rehabilitate child laborers in two selected sectors of intervention: agriculture and child domestic labor. The Selection of the two sectors had been decided upon because nearly 70% of child labor happens in these sectors. This would be done in selected districts of the country through work on education, vocational training, income generation, protection for OVCs, local awareness raising efforts and extension of child labor monitoring systems.

The main objective of this component was to develop and implement models for the withdrawal and prevention of boys and girls engaged in or about to engage in child labor in the agricultural and domestic labor market. Component B was also referred to as “downstream interventions”, designed to be implemented by district assemblies and NGOs.

The IFET found that the conceptualization of the two categories of interventions was consistent with the analysis of needs done, which identified gaps¹¹ in national policy and legislation, limited national capacity to enforce child labor regulations, unfavorable culture, illiteracy, HIV and AIDS and poverty at individual and household level. The activities identified under each component were logical, but the IFET thinks that the upstream component could have been improved by reducing the number of objectives, to ensure that they were realistic and achievable, rather than being over-ambitious. This problem partly explains why outputs under Component A have not been as satisfactory as those for Component B.

Apart from the weak involvement of the Ministry of Labor (at national level), the IFET believes that the CP may not have achieved all the objectives under component A given the limited time and the workload by the CP Team. The view of the evaluation team is that the most realistic objectives that the CP should have focused on were preparation of the NAP, capacity building of IAs and their implementing structures, the Child Labor Unit (CLU) and development of child labor monitoring systems. With the capacity gained, the CLU would then have embarked on

¹¹ Malawi does not have a Child Labor Policy and did not have a national action plan against child labor at the time of design.

implementation of the remaining long-term interventions, such as developing the child labor policy, review of legislation and review of cultural practices. The IFET also believes that the CP would have addressed more effectively issues of culture had they been included in the downstream interventions, not in the upstream component as was the case herein. Local level analysis¹² on cultural issues such as gender, religion, traditional social norms and practices would have been conducted by individual IAs to complement the meta-analysis which was done during the design. The local level analysis could have informed what specific activities would have been implemented directly by the CP in its downstream activities or advocated for in its upstream strategy, to address underlying cultural-related causes of child labor.

For the downstream activities, it would have improved effectiveness of the design to have 3 specific objectives around withdrawal, prevention and rehabilitation/repatriation. This might then have allowed a more detailed analysis on how to withdraw children, what to support them with and how, what type of income generating activities to implement for withdrawn and prevented children, how to sequence the interventions and how to sustain the same. Despite this observation, the project, using one broad objective, was still able to accomplish activities on withdrawal, prevention and rehabilitation/repatriation and achieve its objectives.

3.1.2 Integration of Lessons Learnt from COMAGRI

The evaluation team have found that the design process incorporated lessons learnt from the COMAGRI project which preceded the CP against child labor. Foremost has been the integration of interventions to raise public awareness on child labor in the CP. The current programme prioritized raising awareness at both district and community level. For example, the ECAM has produced a 15 minute video¹³ on child labor, AYISE has been implementing child labor campaigns through poem and essay competitions, panel discussions on Radio Maria and Radio Islam in Mangochi District, while MHRYN has been using the print media to disseminate issues of child labor. Noteworthy, CCLCs have also played crucial roles in mobilising communities against child labor, disseminate information to create awareness¹⁴ on child labor, withdraw children already involved and identify those at risk and designing ways of preventing them from entering child labor. At district level, sectors are being mobilized to recognize child labor as a development issue through the DCLCs to the extent that child labor is being included in district plans (see Mangochi District Development Plan).

The COMAGRI had also learnt that withdrawn children require food and other livelihood needs in addition to scholastic materials and clothing. The current CP addressed this issue by linking with WFP School Feeding Programme to provide food to schools where withdrawn children are placed. In addition the CP introduced agricultural income generating activities to address food insecurity at household level.

Another lesson learnt in the COMAGRI project was the need to work with labor supply districts and hence the current CP worked in Mulanje, Thyolo and Phalombe districts¹⁵, from where families seasonally migrate to the Northern Region to work as tobacco estate tenants. The IFET observed that linkages between IAs in labor supply and labor demand districts (particularly Lilongwe and Mchinji)¹⁶ were weak. IAs worked in isolation. The IFET team is of the view that IAs would have provided a more coordinated support to withdrawn and repatriated children had

¹² Experiences from Concern Universal Malawi (Ntcheu Programme) showed that when a local level analysis is done to address gender inequality, the community are able to identify priority issues to address cultural issues that promote gender inequalities.

¹³ The video has already been shown on TV Malawi

¹⁴ One woman said, "Many pupils are now going to school and not opting to go to estates because of the knowledge gained from the project"

¹⁵ The CP also worked in Lilongwe District, which supplies labor to Mchinji and Lilongwe City (for domestic work).

¹⁶ Children repatriated from Mchinji to Lilongwe were not referred to MHRYN for follow-up and there were no joint interventions between the two.

they worked more closely together, through for example, establishing a referral system between themselves and linking it to the social welfare office .

The need for strong collaboration was another lesson learnt from COMAGRI. The current CP has collaborated well with key sectors such the police¹⁷, the judiciary, District Social Welfare Office, District Labor Office, WFP, UNICEF, NGOs¹⁸ and the District Assembly through the DCLCs. Stakeholders interviewed in the IFE indicated that collaboration was partly affected by lack of capacity by IAs, especially lack of transport and lack of adequate and qualified field staff in implementing areas. The evaluation also noted that partnerships with other important programmes such as NAC programmes were weak.

3.1.3 Programme timeframe

The programme was designed for a period of 3 years with a project start date of 30 September 2005 and an end-date of 30 September 2008. The programme timeframe, according to USDOL, was consistent with other programmes funded by the USDOL. However, all stakeholders interviewed mentioned that the time for implementing the programme was too short to effectively implement interventions around child labor. A Head teacher at a primary School in Mangochi, who is also a member of a CCLC, had this to say:

“This project is very good, but the problem is that it has just started and now it is already closed. Programmes that involve withdrawal of children need at least 5 years, to ensure that we have more time to monitor the child in school”.

The IFET found out that about half programme implementation time was actually spent on mobilizing the IAs, assisting them to develop proposals and the approval process. By the end of 2006, only 3 APSOs (AYISE, TANARD and MHRYN) had been approved. Hence, actual activity implementation began in February, 2007¹⁹. Even by that time (February, 2007), the CP had not received any application for implementing interventions in labor supply districts of Thyolo, Mulanje and Phalombe. The impact of the delay is that most achievements made in the project have been done towards the end of the CP, leaving very little time to build capacities of CCLC to sustain the benefits and the processes used to achieve the benefits. For example, for all IAs, education support has only be given for one school year, vocational skills trainings are just being concluded²⁰ and IGAs have just begun, without any training in business management. Some children that have been withdrawn and sent to primary schools have been selected to secondary schools and yet there is no support from the CP²¹.

The IFET feels that the long proposal development process could have been streamlined by adopting one or more of the following options: 1) by using consultants to help IAs develop proposals²², 2) by packaging interventions by district and call for organisations to bid for the same²³, and 3) by conducting an independent rapid institutional assessment of selected NGOs in country and using findings to directly nominate the good ones to implement the CP²⁴.

¹⁷ In Mchinji already 3 child labor cases have been successfully prosecuted in court

¹⁸ Such as the Action AID Malawi, in Lilongwe (MHRYN) and Kasungu (TANARD).

¹⁹ Hence only about 20 months of implementation remained.

²⁰ In Mchinji, Kadziyang’ane Village, a group of youth were still undergoing carpentry skills under the programme, yet the programme had closed. The tools the CP bought got damaged the first day they started using them.

²¹ MHRYN and AYISE reports

²² This option was used by the National AIDS Commission in 2004 when it introduced, for the first time, a sub-granting facility for Government or NGOs.

²³ This option would have allowed organisations working in supply districts to apply at the same time as demand districts.

²⁴ This option would work better if backed by a National Steering Committee (NSC) to ensure transparency and accountability

3.1.4 CP organizational set-up and institutional arrangements

Implementation of the CP was coordinated by the ILO/IPEC CP Management Team (CPMT). The CPMT was led by a Chief Technical Adviser (CTA) and supported by a Programme Officer, a Financial Officer²⁵, Office Assistant and Driver. The IFET agrees with the midterm evaluation which ascertained CP's capability. But it was found that the team were overwhelmed with work. For example, in addition to provision of technical advice, the CTA also played two additional roles: 1) the political role of an ILO Country Office and 2) as National Coordinator of the CP. The ILO Office in Lusaka has the formal mandate to play political liaison roles with the Malawi Government, but during the project design, this role was not emphasised and during implementation, it was not done. Instead their roles were restricted mostly to disbursement of funds. This contributed to the CP lacking political support from Government. The situation was exacerbated by the fact that the CP office was geographically outside the MoL headquarters.

The IFET feels that, by design, the CPMT should have been located in the MoL, particularly within the Child Labor Unit. The evaluation team thinks that had the CPMT been located in the Ministry, it would have provided opportunities for: building capacity of the ministry through skills transfer, improved communication, joint planning, implementation and monitoring²⁶. The IFET noted that at the beginning of the project, the CP team was offered an office within the structure of the MoL at the Trade Test Centre offices approximately two and half kilometres from the MoL headquarters. However, the CP Team was not satisfied with the proposed office due to its location and that it had insufficient space. The IFET feels that this was a minor mishap which could have been sorted out with further amicable discussions.

There was a general feeling that the CTA played both an implementer and advisor role while the constituents thought that the implementing role could have been more in the hands of the National Programme Officer. In this case, the CTA would be giving advisory services to both the project and the MoL. This may also have been hampered by the poor rapport between the PMU and the MoL and stemming from the feeling that another institution, other than the MoL itself, was managing and implementing the project.

The IFET agrees with constituents and feels that had the project been designed in such a way that the CPMT was coordinated by a national, while the CTA only concentrated on provision of technical assistance or advice to the Ministry (particularly the CLU) and the CPMT, the CP, particularly upstream activities, would have been more successful, government ownership of the CP would have been assured and that sustainability would have been improved.

²⁵ At the time of the IFE, the officer had resigned.

²⁶ In the evaluation's view this could still happen within the context of USDOL not funding government directly.

3.2 Achievements (implementation and effectiveness)

3.2.1 Achievement of targets

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

The Component A was designed to be implemented by the Ministry of Labor and its social partners at national level. This is the component that has been significantly affected by USDOL policy where the government would not be financed directly, unless a particular request and justification to do is made by ILO/IPEC. However, it was seemingly not clear and understood by the MoL that it was still possible to partner with them and have them as the implementing agency of action programmes. In this case, the Malawi CP would have submitted a form to USDOL and awaited USDOL approval for financing the MoL. With convincing justification and reasons, it was possible that the Malawi ILO/IPEC could have had an AP with the MoL as evidenced by other ILO/IPEC projects that do have APs with governments. The MoL did not have this information at hand and hence no attempt was made to develop and justify an AP. This misunderstanding on the USDOL policy inadvertently reduced the government's participation in the CP, In Mzimba, causing conflict between an implementing agency and the District Social Welfare Office. It is important that in future clarifications on funding policies are made to improve government ownership of country programmes.

Other national IAs that implemented the Component were ECAM (through TAMA) and TUM. The Malawi Congress of Trade Unions was not involved. The IFET was however concerned that the IAs for national level organization were very small, averaging about MK3 Million (about \$20000). This limited the impact the organisations could make. The IFET was also surprised that the Malawi Congress of Trade Union did not participate adequately in the CP. The component had 4 immediate objectives, with a total of 10 outputs that were expected to be achieved by end of the CP. The findings are presented by objective and by outputs in the following section.

Immediate Objective 1: The national legislation will be harmonized in view of the child labor conventions

The CP planned to contribute to the strengthening of the country's legal and policy framework to make it more supportive of efforts against child labor.

Output 1: List of hazardous occupations for children finalized

The main achievement undertaken is the development of the list of hazardous occupations, which is now with Ministry of Justice for review before it can be gazetted. Delays in document reviews and consultations led to a late submission of the list to the Ministry of Justice for review and ultimately gazetting. As it was not a government institution, the CP did not manage to implement reviews of other legislation with the aim of harmonizing such legislation to create a favorable environment for child labor. Limited follow-up with the Ministry of Justice by the MoL, has also delayed gazetting of the list. Without finalization of the list of hazardous work or occupations and without the child labor policy, it was difficult for the CP to accomplish this task. It was expected that the Child Labor Policy, would be used as the guiding document in the whole process on legislation.

Output 2: Proposals for revision of key pieces of legislation, including Employment and the Education Acts, developed

The CP did not manage to achieve this result. Similar to above, the process could not be completed as key documents such as the Child Policy, List of Hazardous occupations and National Action plan were not yet completed. These could have been used as guiding documents in the review process.

Output 3: Legislators and other key stakeholders, including trade unions and employers organizations sensitized on the reforms needed:

Because no review of legislation was done, it was difficult for the programme to achieve this result.

The IFET view is that immediate objective 1 has only partially been achieved. Although the list of hazardous work has been drafted, not much follow-up has been done on it by the Ministry of Labor to ensure that it is actually gazetted and made into an enforceable piece of regulation. No further work on legal reform has been done and due to lack of a child labor policy in Malawi, it has been difficult for the MoL through the CP to facilitate legal reform. It was incumbent upon MoL to follow-up with Ministry of Justice to have the list adopted.

Immediate objective 2: The national capacity for enforcement will have been increased

The CP has been more successful with capacity building than legal reform.

Output 4: Labor inspectors, police officers, court officials and prosecutors trained on child labor related legislation

Through IAs, the programme has trained DCLCs and CCLCs in all the CP districts. DCLCs comprise key enforcement agencies such as the judiciary, Malawi Police, District Social Welfare Officer, District Labor Officers, District Assemblies and some key NGOs, such as Plan Malawi. In Mangochi, as a result of increased awareness of child labor issues, due to the project, the Mangochi District Assembly has included child labor issues in its District Development Plan²⁷. Related to capacity building, the Teachers Union of Malawi (TUM) has also produced a child labor training manual and distributed it to its constituency in its IPEC impact districts and among its membership. As a result of the training the DCLCs have received, the IFET was told that there is an increase in the number of child labor cases that are being prosecuted in court²⁸. At community level, CCLCs have actively mobilized their communities to identify, withdraw, prevent and rehabilitate children affected by child labor. However, the geographical coverage of the CCLC has been limited by poor transport, as the CP could only provide one pushbike to a CCLC, due to limited budgets.

The CP has developed a National Child Labor Training Manual that is now in print. Although the training manual is completed, the process to develop it took too long (more than two years) as consultants recruited could not perform according to the expectations of stakeholders. The IFET is also worried that because of the delay in finalizing the training manual, it is not ready for dissemination to stakeholders. The need for wide dissemination cannot be overemphasized²⁹. The IFET is worried and rather pessimistic³⁰ that with delays in printing the manual, it may not be used by stakeholders due to lack of awareness and competence on how to use it.

Output 5: Relevant legislative documents translated into local languages and published in friendly formats made available

The CP did not manage to translate any documents into local languages because the key documents that should have been translated were not ready in time. The list of hazardous occupations has not yet been approved by government, so it cannot be translated. However, the CP produced some IEC materials, such as the ECAM video, the AYISE IEC activities at community level that have also disseminated legal and policy guidelines to the public.

Output 6: An accessible database with relevant policy-related and legislation information created in the Ministry of Labor (the Child Labor Monitoring System)

²⁷ See Mangochi District Development Plan

²⁸ In Mchinji, it was reported that 3 cases had been prosecuted and many more in Kasungu.

²⁹ Dissemination is not equal to distribution as it involves raising awareness and building capacity of stakeholders to use the manual.

³⁰ A meeting with Ministry of Labor also highlighted the same fear.

Using lessons and experiences from the Direct Beneficiary Monitoring and Reporting System (DBMR), the CP has supported the Ministry of Labor with design and set-up of the Child Labor Monitoring System (CLMS). At the time of the evaluation, the system had been established at national and regional level, but data collection had not started as the CCLCs and most DCLCs³¹/DLO had not been oriented in the system. The CP has provided four computers (3 at regional and 1 at national) to host the data-base. Despite this assistance, the IFET thinks that the CP could have supported the MoL with initial implementation of the system, possibly side by side with the DBMR. At the moment, the CLMS is not functional and no data is being entered. The MoL has indicated that the CLMS is an important tool for monitoring child labor activities in Malawi. The IFET agrees with the Ministry's view, but think that the CP could have started it earlier, tested it with the DBMR data and provide training to MoL, especially, particularly at district level, before the programme closes.

The view of the IFET is that the CP has achieved immediate objective 2 through trainings that it has conducted at national, district and community level. The IFET found commendable the capacity that has been developed within District and Community Child Labor Committees, who are composed of various stakeholders concerned with issues of child labor. The training manual on child labor and the child labor monitoring system, that have been developed by the CP, will help the Ministry to sustain the capacity gained through the programme, especially if the MoL can invest dissemination and scaling up of the same.

Immediate objective 3: Cultural values and attitudes in relation to child labor and education will be modified

Output 7: Awareness raising campaigns (national and local) targeting parents, children, community leaders and the general public

The CP has supported IAs staff and partners with awareness raising and training activities on child labor issues in the context of the programme. At national level, the CP team participated (though limited) in the National Child Labor Network, where child labor issues are discussed. At district level the CP managed to mobilise sectors and raise their awareness on child labor. At community level, the CCLCs have been a key actor in community mobilization against child labor. Training of the IAs, supported with the availability of the manual, will go a long way in building their capacity to implement child labor interventions in the country. However, the CP did not sufficiently address issues of IP capacity, such as gender/HIV mainstreaming skills and issues of mobility³², at district and community levels and yet it was noted during COMAGRI that Malawi lacks strong local NGOs who can meet the rigorous requirements of IPEC programme implementation and monitoring.

The CP has initiated information, education and communication activities on issues that promoted child labor. By withdrawing girl children from child labor, particularly from domestic work, and sending them back to school, the CP programme is directly challenging cultural beliefs and hence supporting girls' education. In Mangochi, the IFET noted that the CP has worked with initiation (chinamwali) leaders, to the extent that within the project area, the chinamwali has been aligned with the school calendar, to ensure that children, both boys and girls, do not absent themselves from school to attend the initiation ceremony.

³¹ Especially those from non-CP districts

³² The CP did not provide vehicles to IAs to facilitate implementation and in the majority of cases, provided only 1 bicycle per CCLC.

Output 8: Youth and children mobilized for promoting action against child labor and in favour of education

The CP has supported raising awareness on child labor by children themselves. In Mangochi, the IFET noted that children were directly involved in creating awareness through community based drama, essay competitions and other artistic works such as poetry, song and dance. This has helped to increase awareness and capacity to undertake child labor issues.

The view of the IFET is that the CP has achieved immediate objective 3 through various awareness meetings and trainings conducted with IAs at various levels, including at national, district and community level. The project has made gains regarding the awareness of child labor issues at all levels, particularly at District and Community. The use of various media has been a strategic intervention to raise awareness amongst the public, to the extent that some District Assemblies (Mangochi) are beginning to allocate their own resources to child labor issues.

Immediate objective 4: The policy environment for dealing with child labor and education will be improved

Output 9: A National Plan of Action on Child Labor developed

The CP, jointly with UNICEF, has supported development of the Child Labor National Action Plan (NAP). According to the draft NAP, the process to develop the National Action Plan on Child Labor followed a participatory and extensive consultation process. However, just like the Training Manual, the process started in 2006 and has also taken a long time to complete. The IFET thinks that the process may have been sped up had stakeholders learnt from the procedure that was used to develop the National Plan of Action for Orphans and other Vulnerable Children, which took less than a year, between 2004 and 2005³³. On an encouraging note, it was learnt and observed that the process of reviewing and finalizing the draft NAP by stakeholders was held during the evaluation period – 18-19th November 2008. The MoL has now been requested to cost all the proposed activities in the action plan for proper budgeting.

Output 10: Child labor is included as a key topic in major related policies and plans:

Malawi does not currently have a child labor policy. Without a child labor policy document, it is often difficult to influence sectors to mainstream child labor issues and strategies. What guidelines would one use? Policies provide national objectives and guidance for implementation of sectoral programmes. In the absence of such policy statements, it is not expected that sectors would be mainstreaming child labor issues. This may explain why the MGDS do not directly refer to child labor issues as a priority. The failure to facilitate formulation of a child labor policy has been a major set-back of the CP. To influence policy, the CP could have improved its advocacy work at national level through more effective participation in the NCLN. Despite the availability of the National Child Labor Network (NCLN), the IFET and the stakeholders' workshop noted that the CP Team did not regularly attend its meetings.

Additionally, the MoL had no funds budgeted for development of a Child Labor Policy. As a sponsor, it would have been good had the CP 'pushed' and followed up with the MoL until the child labor policy was developed, but this was not possible because of limited collaboration and initially, a poor relationship between CP and MoL. At a technical level, with all the expertise and as a facilitator, the IFET expected that the CP team would have also taken advantage of the NCLN to advocate for a conducive and enabling policy environment to reduce child labor. The IFET also noted that, generally, the CP had no clear policy level engagement and advocacy strategy, yet it aimed to influence policy. Experience from other programmes shows that advocacy is key in influencing policies, but it must be planned for, budgeted for and monitored. The evaluation team did not see these ingredients in the CP. On the other hand, the MoL could

³³ The NPA for OVC was launched in June 2005, following the conclusion of the 2004 Rapid Assessment Action Plan (RAAAP) process that the country implemented

also have taken an active and upper hand realising that the policy being developed was for Malawi and not for ILO/IPEC.

The CP would also have influenced policy more effectively, had it supported the operations and functionality of the National Steering Committee³⁴ against child labor.

The ECAM has however, facilitated and completed the development of a Child Labor Policy for employers, who are its members. The policy has been printed and 150 copies have been distributed to some of its 250 direct members and 7 umbrella associations of employers, according to ECAM. The Child Labor Policy for employers has now been included as an integral component of the Code of Conduct for the ECAM memberships. While ECAM conducted the whole policy development process with its membership, IPEC assisted with funds for printing and dissemination of 150 copies of the Child Labor Policy to all members of ECAM.

The view of the IFET is that the CP has partially achieved immediate objective 4 through the drafting of the National Plan of Action on Child Labor. However, the CP could have done more in terms of influencing other national planning processes to recognize child labor. The IFET feels that the CP was affected by limited time, weak national structures such as the NSC and the limited support from MoL. On a positive note, the IFET found that the CP managed to start influencing planning systems at district level to start integrating child labor issues in district development planning systems, such as in Mangochi and Kasungu. If there was time remaining in the CP, these good practices would have been scaled out to other districts.

Strategic Component B: Effective direct action with girls, boys and families to prevent child labor and to withdraw and rehabilitate child laborers

This component had the following objective:

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

Implementing Partners

Implementing Partners for Component B were local NGOs that the CP had selected through a bidding process. The IAs for component B are:

Table 1: Implementing partners for Component B and their focus

Implementing Partner	Focus and District		
	Withdrawal	Prevention	Domestic work
AYISE	Mangochi	Thyolo, Mulanje, Phalombe	Not Applicable (NA)
TANARD	Mchinji and Kasungu	Mchinji, Kasungu	NA
Malawi Human Right Youth Network	Lilongwe	Lilongwe	Lilongwe
Every-Child	Mzimba	NA	NA

In general the IAs worked well with District Assemblies in the areas concerned. In all districts the evaluation team visited, the IAs had established or revitalised the District Child Labor Committee and the Community Child Labor Committees. The IFET particularly notes the good working practice that, where applicable, the IAs did not establish new committees but worked with those that were established through COMAGRI. By working with existing institutions, the CP has consolidated the gains made by COMAGRI and ensured that the structures are

³⁴ According to the CTA, the CP felt it was not necessary to do so.

sustainable. In districts such as Lilongwe and Kasungu, IAs worked well with other child-focused NGOs, particularly Plan International.

In general with some exceptions, the IFET felt that the IAs were not as strong as needed in terms of the quantity and quality of staff, transport facilities and technical skills on child related issues. However, most IAs, particularly direct action IAs ensured that these gaps were covered by working very closely with District Assemblies, which have more capacity. An implementing agency faced a number of internally and externally driven challenges that limited its partnership with district assemblies. Some of these challenges included the fact that their AP was actually not designed by themselves but by the District Social Welfare Office (DSWO), who continuously felt that they had the right to implement the AP. There were further issues of internal financial and project management challenges, (including frequent and irregular changes of staff) and the problem of in which DCLC the AP should work. These challenges limited the effectiveness of the IA and also its collaboration with the CP team and the District Assembly.

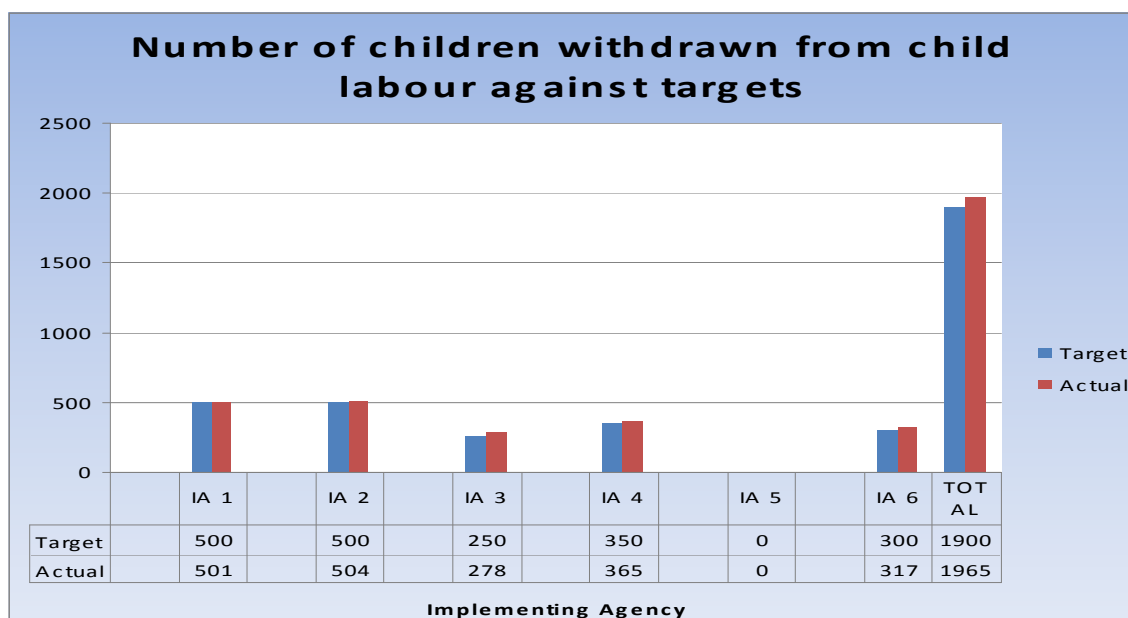
The objective had 7 outputs, on which findings are presented below.

Output 1: Boys and girls in targeted areas identified, including their specific needs and the existing capacities for providing assistance to them:

Withdrawal of children engaged in child labor

The CP has surpassed its targets regarding withdrawal of children from child labor. The CP planned to withdraw a total of 1900 children, but managed to withdraw 1965 children, representing a success rate of 103 percent. In terms of IAs performance, all IAs surpassed their targets as indicated in Figure 1 below. AYISE AP in Mulanje, Thyolo and Phalombe were not implementing withdrawal interventions, as they focused on prevention.

Figure 1: Number of children withdrawn from child labor against targets for the Malawi Country Programme



The project was able to detect worst forms of child labor in the targeted areas through the work of CCLCs. The CCLCs designed and implemented community-based systems to identify children in child labor, facilitate withdrawal, place them in schools and provide basic educational materials. For example, in Mchinji, CCLCs have child labor monitors who patrol tobacco estates, identify children involved in child labor and liaise with estate owners to withdraw them. In Mangochi, the CP has, through ECAM and AYISE, formed employers

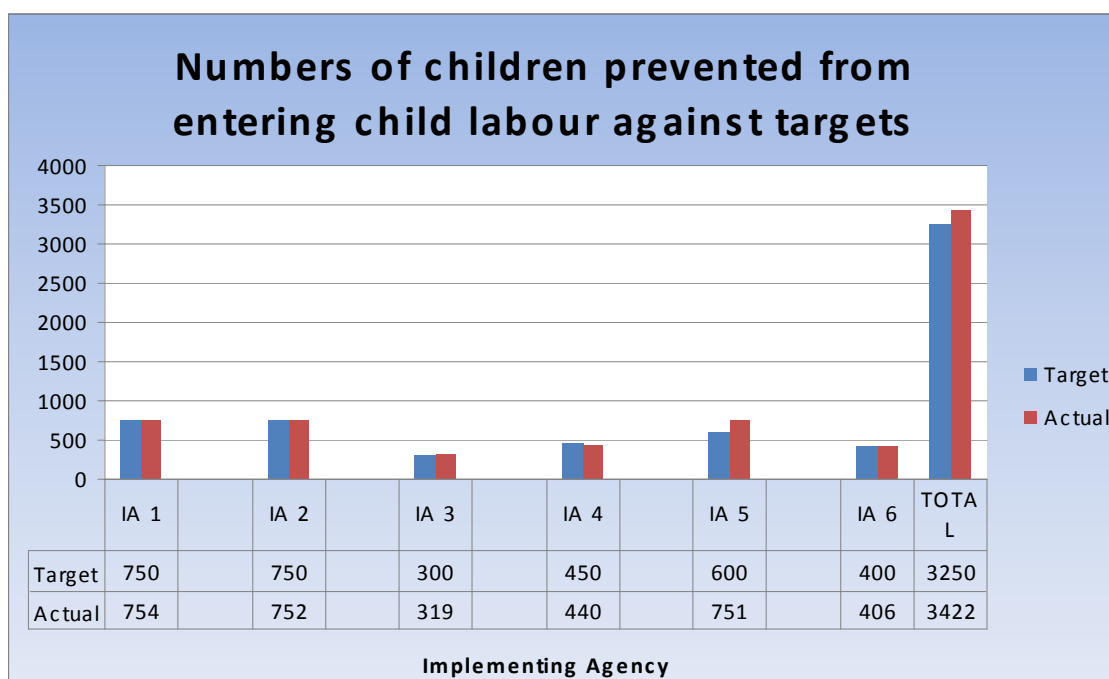
committees, who work hand in hand with CCLCs to identify and withdraw children from tobacco estates.

Since some of the children would be identified when the school term had already started, withdrawn children who opted to return to school were provided with non-formal education or transitional classes³⁵ for them to catch up with other pupils. The extra tuition was provided by teachers from schools where the children were placed after being withdrawn. Some children, particularly those without parents in the places where they worked, were repatriated to their homes. In a bid to address the major causes of CL, the children were provided with scholastic materials such as notebooks, pens, rulers and uniforms. The IFET found that the mechanisms for withdrawal of children developed by the CP have been generally very successful in this area. However, the follow-up support to withdrawn children was inadequate and some of the IGAs provided required more time to be implemented and produce outputs. This was particularly true for IGAs such as goats which would take longer to meet immediate needs such as lack of cash. Additionally, this was also affected by the late start up of project activities. At design level, providing support to withdrawn youth with tools for vocational skills could have been done at individual rather than group level. This was, however, done due to inadequate funds. The IFET has noted that participation by stakeholders both at district level (especially the DCLC) has facilitated the effectiveness of withdrawal processes. Noteworthy, employers of CL, represented by ECAM through TAMA, involvement of CCLC, DCLCs, school committee members and teachers made the whole process participatory and will, hopefully, contribute to the CP's sustainability.

Prevention of children from entering child labor

The CP also surpassed its targets regarding prevention of children that were likely to join child labor. The CP planned to prevent a total of 3250 children, but managed to prevent 3422 children, representing a success rate of 105 percent. Again, in terms of performance, all IAs, except one, surpassed their targets as indicated in the Figure 2 below.

Figure 2: Number of children prevented from entering child labor against targets for the Malawi Country Programme



³⁵ These are additional formal classes provided by school teachers to enable withdrawn pupils to catch up with the syllabus

The process for identification of children to be prevented from child labor involved CCLCs. The CCLC worked with schools and developed criteria for prevention, which included poor performance at school, absenteeism, levels of vulnerability to poverty and whether such children have siblings that have already been involved in child labor. These children were followed by the CCLCs and their families identified and supported with income generating activities. The children themselves were assisted with scholastic materials to enable them to remain in school.

Output 2: The Learning Environment in targeted rural and urban areas is improved and made more attractive for boys, girls and families:

The CP contribution to improving the learning environment has been through 1) the provision of material support (Figure 3) to withdrawn, prevented and repatriated children³⁶, 2) linking some CP targeted schools with the WFP for the school feeding programme, 3) training of teachers and parents on child labor issues, 4) provision of informal classes for withdrawn children and 5) provision of IGAs for parents to address long-term food insecurity and poverty. These interventions have been very useful but they are being affected negatively by three major challenges that schools face: lack of teachers, poor and inadequate infrastructure such as school blocks, teachers' houses and water and sanitation facilities, 3) poverty. The CP did not have resources and capacity to address these problems. The evaluation team finds that had there been adequate programme budget and time, the CP could have linked the project to funding partners like the Malawi Social Action Fund (MASAF)³⁷, and to the various EU and World Bank programmes that implement education related interventions.

All the schools that the IFET visited had a higher than the recommended number of pupil to teacher ratios and also poor school infrastructure, with pupils learning under trees. The CP, as per design, was supposed to rehabilitate schools, as part of creating an enabling environment, but this never happened, because of lack of funds. Limited implementation time could not enable IAs to link with other stakeholders to collaborate in providing a conducive teaching and learning environment such as construction of classrooms. The evaluation team feels that linkages between the CP and District Assemblies should have been strengthened to deliberately target CP schools with District Development Fund projects, which are used to construct school blocks, water points and other services.

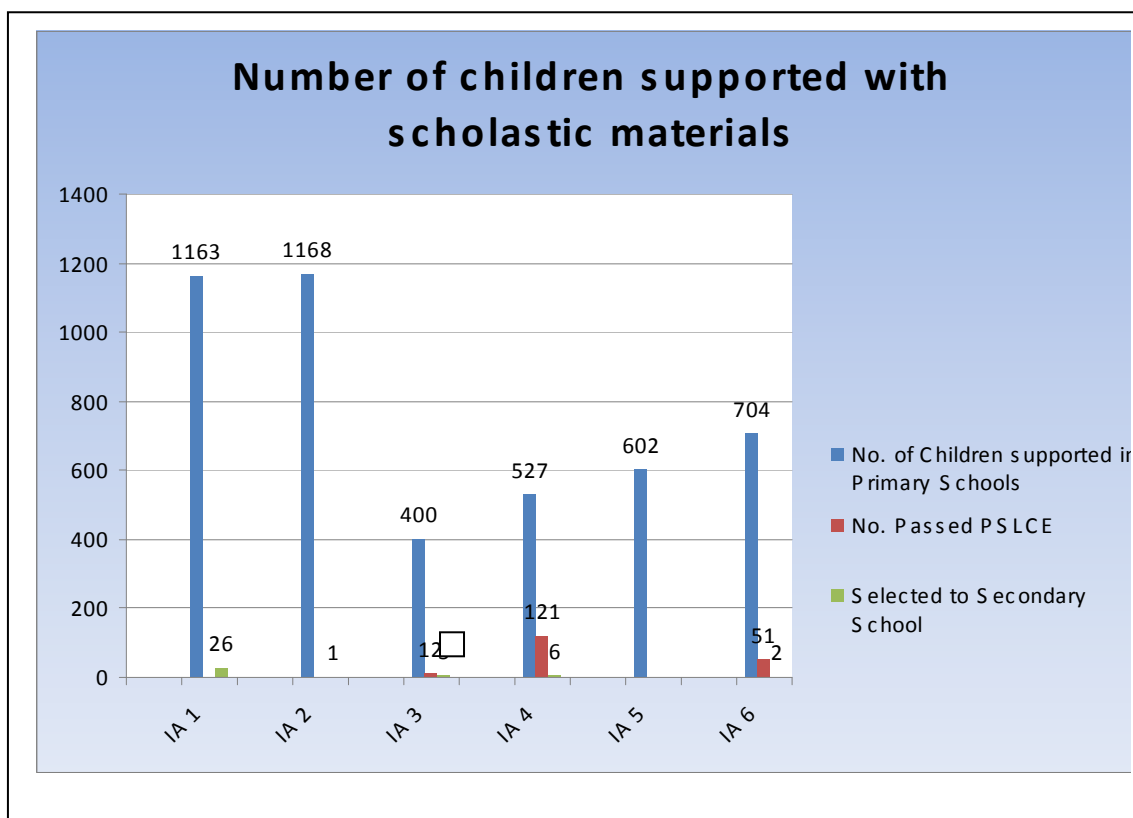
Box 2: Poor school environment negatively affecting withdrawn children

A Primary School in Mangochi, which has been receiving withdrawn children from tobacco estates around the area, has 3 teachers against an enrollment of 618 pupils, giving a teacher pupil ratio of 1:209, which is almost 4 times the national standard of 1:60. Due to shortage of teachers, pupils stay idle at the school and become frustrated and either return to child labor or get married. At the school, out of the 16 withdrawn- children received through the ILO/IPEC CP, 4 have already gone into marriage. There are many schools that face the same problems as this one.

³⁶ Twenty-six pupils that benefitted from the CP have been selected to various secondary schools

³⁷ The CP planned to help communities develop proposals to MASAF and other partners, but due to time limitations this has not happened.

Figure 3: Number of children that benefited from scholastic materials



Repatriation of children from child labor and domestic work

Repatriation activities were implemented by four IAs namely; TANARD in Mchinji and Kasungu, MHRYN (domestic work) in Lilongwe and EveryChild in Mzimba. Targets for repatriation were not met as only 82 (48%) of the target of 170 were met. IAs involved in repatriation attribute the failure to a number of problems. Firstly, repatriation was very expensive as it involved many costs including transport, food, accommodation³⁸ for the child and an escort and later costs for monitoring. Secondly, repatriation involved provision of support to the repatriated child in their home districts and the additional challenge of ensuring the support reached the child. Thirdly, repatriation was not a feasible strategy where children were still living with their parents and/or guardians, who were working in estates. IAs also encountered problems where the child is likely to face more poverty when repatriated than in their current environment. In cases of domestic work, where repatriation was not possible, improving conditions of work for the children and monitoring compliance by employers to the conditions³⁹ was the most effective strategy.

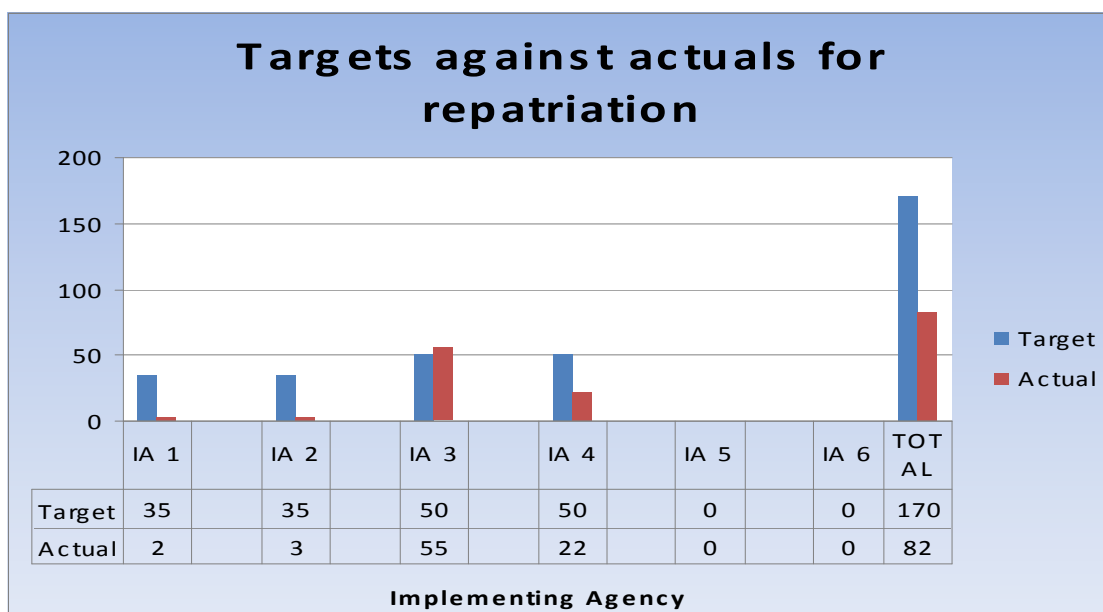
The IFET found that repatriation was mostly feasible in urban areas of Lilongwe, targeting domestic work. This was also possible where children come from villages surrounding the city⁴⁰.

³⁸ A CCLC in Lilongwe had rescued some children who needed repatriation to the outskirts of Lilongwe. The children needed beddings and food, which MHRYN provided. There was no transport money to ferry the children to Nathenje, so the committee had to travel almost 20 km to and from on foot.

³⁹ Such as the employer agreeing to send the child to school, raising the salaries, reducing workload to match age etc as in MHRYN.

⁴⁰ Hence reduced costs

Figure 4: Number of children repatriated to their home villages against targets for the Malawi Country Programme

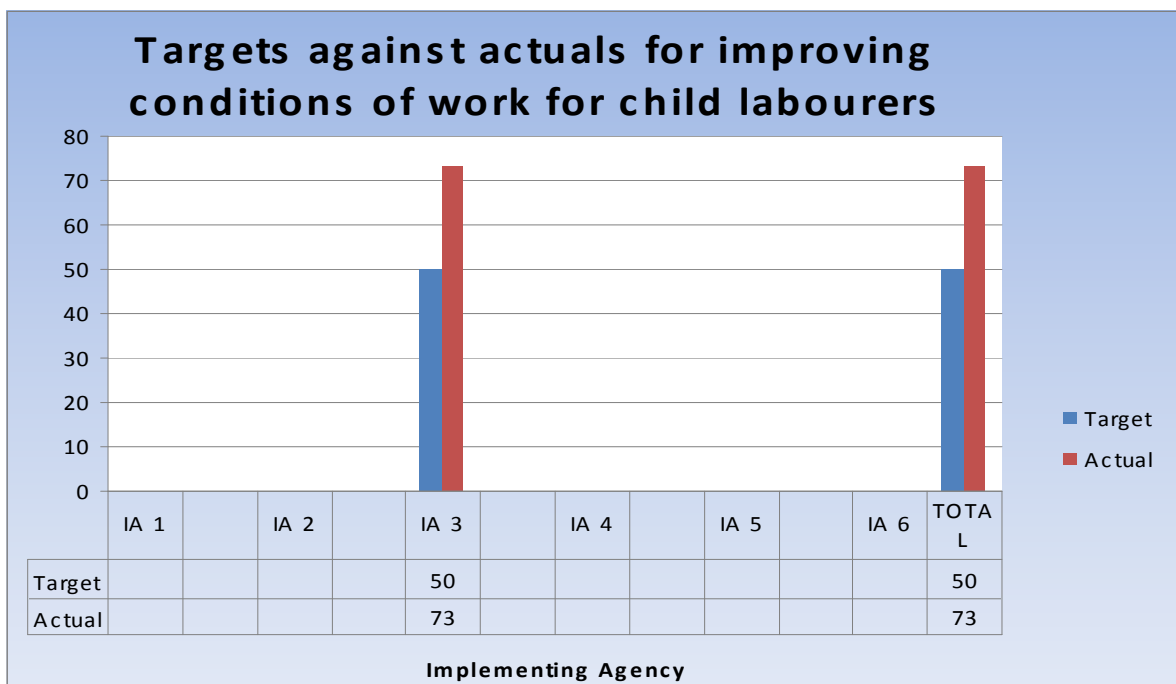


Improving conditions of work for domestic workers

Interventions to improve conditions of work for child laborers were implemented by MHRYN and targeted domestic workers (most of whom are girls) in Lilongwe City. The intervention targeted children who could not be repatriated to their home villages due to a higher risk of poverty. The MHRYN worked with employers and the DCLC to improve the conditions of work for such children, including a conditionality of sending children to school. In Lilongwe one such girl child, who benefited from the conditionality on education has been selected to secondary school. Families of children who had been withdrawn and repatriated to their villages (especially villages around the city) were provided with an initial capital in the form of cash⁴¹ that they used as a capital to start small businesses (especially in trading). Although provision of direct cash is not consistent with USDOL policy, the approach has been very useful as it helped households to start trading businesses, which addressed their immediate needs. A focus group discussion, held at Chiuzira Village on the outskirts of Lilongwe City with 7 women who had their children withdrawn from domestic work, showed that all women are involved in profitable small businesses (selling of tomatoes, vegetables and confectionaries). There was evidence that the small businesses were also growing.

⁴¹ The beneficiary household would identify an income generating activity that they were interested to engage in. They would then prepare a budget if the project was agreed then cash would be provided for the household to procure inputs that they need to start that business.

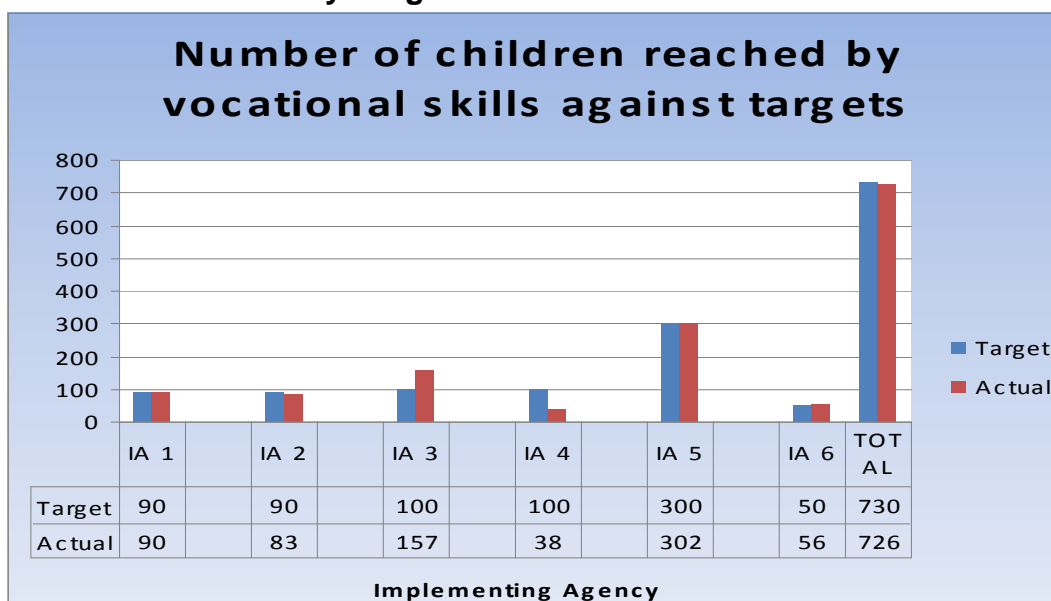
Figure 5: Number of children with improved conditions of work against targets for the Malawi Country Programme



Output 3: Quality, useful, marketable and sustainable vocational skills training offered to adolescents in targeted areas

The programme managed to reach 726 children with vocational skills (99%) of its target of 730 children. Although the target was not met, the IFET is satisfied with the performance of the CP on this indicator. Figure 6 below shows targets versus actual achievements.

Figure 6: Number of children reached by vocational skills against targets for the Malawi Country Programme



Vocational education was targeted to children above age 14, who were not willing or not able to rejoin/join school. Children who chose the same skill were assigned to one local artisan. The training period varied between IAs (from 3 weeks in EveryChild to 8 months in AYISE). The

CP linked with TEVETA, who provided training for 20 trainers of trainers (master trainers) for the CP. At the end of the training attachment, each child/or their groups were provided with start-up tools and equipment.

The IFET has concerns about the vocational skills programme. Firstly, the programme implementation of vocational skills training started too late and at the time of the evaluation, the evaluators were not able to see any direct benefits on the livelihoods of the children and their families. Despite this potential was recognised in the intervention especially if the quality of training provided to children improved, if the timing of interventions starts earlier and the IAs improve on follow-up and supervision support provided to children. In some groups, such as at Kaziyang'ane Group in Mchinji, the equipment provided to children was poor and broke down on the first day of use. A critical analysis revealed that poor quality equipment was bought due to budgetary constraints. The IFET is also concerned that children are left to choose skills without any proper guidance in terms of career development, market feasibility and business management training. The evaluation team also believes that providing training in groups, such as the CP implemented, is a good approach, but the provision of group IGAs after training, for children, who may be coming from different villages, has not been an effective strategy. The evaluators think that if these issues were taken into account, the acquired vocational skills could have potential to result into sustainable income generating activities. In the long term it is anticipated that the gained skills will provide beneficiaries with a sustainable livelihood. Some of the graduates of the programme such as builders and carpenters are already being hired in their communities and beyond.

Output 4: Non-formal education (transitional) offered to targeted boys and girls

The CP managed to arrange transitional classes for all withdrawn children before they could join formal classes. The CCLCs worked with teachers who were given an honorarium by the CP to motivate them to cover the extra classes. The IFET team is of the view that the transitional classes are a good practice that needs to be documented as a success story. However, payment of honoraria to teachers may not be sustainable at community level.

Output 5: Community based safety nets and mechanisms that support HIV/AIDS affected children and OVCs in general strengthened

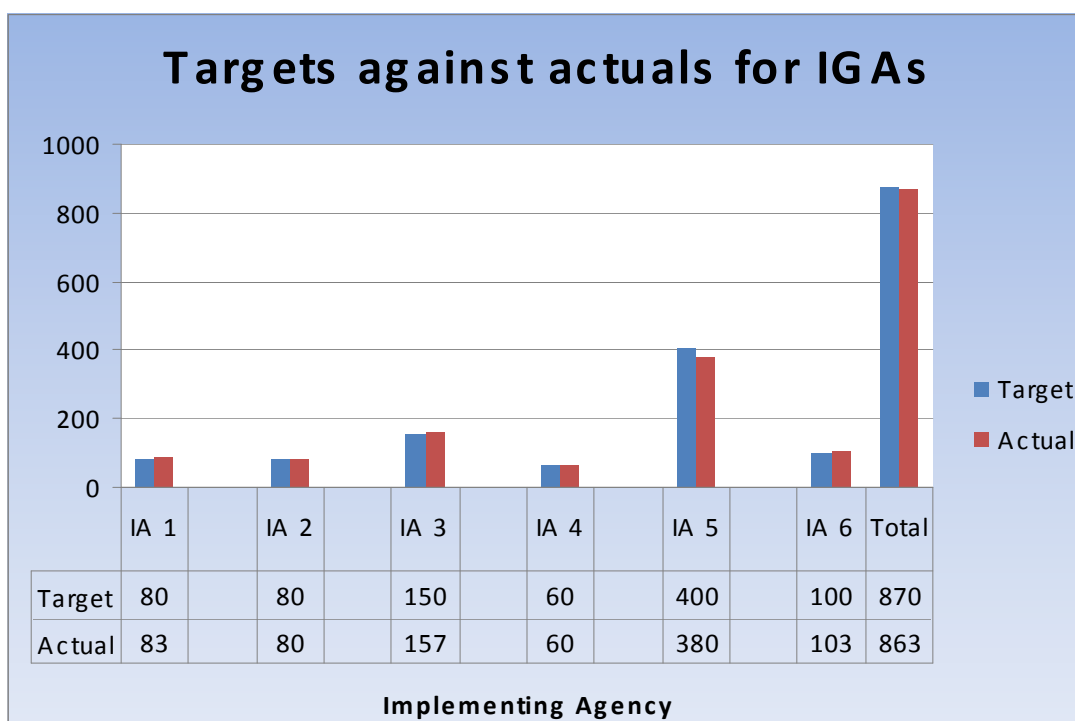
The programme was not able to achieve this result. It was planned that the programme would link with UNICEF and WFP to identify systems for providing support to OVCs, but no specific interventions were designed during implementation. One notable problem was that the mainstreaming of HIV/AIDS was not incorporated in the planned activities. The IFET thinks that the design was not particularly guided on how to mainstream HIV and AIDS issues in child labor and that during implementation, due to a shortage of time and gender/HIV/AIDS skills in the CPMT, no deliberate action programme was developed to help partners develop skills for gender and HIV and AIDS mainstreaming in the CP. Neither did the CP collaborate with the ILO HIV and AIDS Programme or the National AIDS Commission and other players in the HIV and AIDS sector. Although the interactions between HIV and AIDS and child labor were identified in the problem analysis during design and an output included in the programme document, the IFET has noted that the CP did not proactively mainstream HIV and AIDS in the programme. This challenge might have come about due to limited HIV and AIDS mainstreaming capacity, which is not unique to the CP. Furthermore, the programme did not engage with NAC, who would have advised on how best to address issues of HIV and AIDS in the programme. The ILO is implementing two CPs related to HIV and AIDS-opportunities that the IPEC CP should have utilized to implement HIV and AIDS activities. The absence of an ILO liaison office contributed to lack of synergy between the ILO CPs.

Output 6: Income generating alternatives for adults in agriculture, manufacturing and services promoted

Targets for income generating activities were 99% achieved by the programme. As can be seen from the table below, the CP managed to reach 863 out of planned 870 children with IGAs, representing an impressive 99% of the target. The type of IGAs implemented ranged from agricultural (crop production, vegetables production, goat keeping) to vocational skills (tailoring, tin-smiths, carpentry) and trading (particularly for MHRYN in Lilongwe).

In the context of child labor and the high vulnerability of households which provide for these children, IGAs should address first and foremost the immediate food and income needs while building the capacity at household level to address medium term to long-term needs. Due to limited capacity of IAs in the area of economic empowerment, IAs, with exception of MHRYN⁴², did not implement activities that matched with immediate or short term needs of children⁴³.

Figure 7: Targets against actual on income generating activities



It is not enough to count numbers of people reached, but to see how people are benefiting at household or individual level through IGAs. The IFET is concerned that IGAs were implemented very late into the programme. This was mainly attributed to late commencement of the project activities. Moreover, most of them were medium to long term ones and are unlikely to address the short-term/immediate needs of the children and their households. Short-term and often high turnover IGAs were largely not promoted. The evaluation also observed that the CP did not sufficiently promote short-term but high-turnover agro-based IGAs such as vegetable production, winter irrigation and others. These initiatives would have been very useful in addressing short-term and medium-term food insecurity and thereby reduce the

⁴² MHRYN provided cash to procure start-up capital inputs for families of withdrawn children. All beneficiaries started small trading enterprises and discussion with the families who were involved showed a lot of impact.

⁴³ For example, IAs like AYISE provided goats to children as an IGA. While this IGA is good in the long-term, it does not address short-term needs of food and income for children. This is also true with regard to the vocational skills provided.

likelihood of children entering child labor because of the immediate needs of food and daily livelihood support. The evaluation team noted that this problem partially arose as a result of a lack of capacity in IGA management at CP and IP level. Hence the selection of income generating projects and vocational skills were entirely left to the community/children without adequate guidance on feasibility and relevance to the needs of the children and their households. The view of the evaluation team is that had these issues been addressed, they would have contributed to sustainability of the CP at community level.

Output 7: Child labor monitoring systems created in targeted areas

The CP managed to achieve this result through the establishment of the DBMR system that IAs used to collect, store and report on child labor in the project areas. The DBMR is a database that uses data from forms that are filled by CCLCs and submitted to the IAs for data entry and final submission to the CP. The IFET noted that the IAs were using the system mainly because it was an obligation to do so. Most of them complained that the training provided was only for three days hence not long enough to master the tool. The tool was also reported as being very involved and demanding a lot of data from children and their households. The IFET's view is that the DBMR is an important tool that the programme has used successfully, but it is too complicated and not friendly for the current IAs. It is unlikely that the IAs will continue to use the DBMR after the CP. The evaluation team feels that the data-base created by the CP for the Ministry of Labor should have been done earlier and piloted alongside the DBMR. A link would then have been created between the MoL and the IAs in terms of data collection and child labor monitoring.

The IFET feels that despite observations made on specific interventions on the immediate objective 5 and the late start of the CP in general, the objective has generally been well achieved. The team feels that the CP has done well with regard to the withdrawal, prevention and repatriation of children from child labor and domestic work. It has also done very well to mobilize communities and stakeholders in the CP districts and communities to recognize child labor as an issue that negatively affects children. Despite, the capacity constraints that IAs faced, the IFET found the implementation and achievement of downstream outputs very good. The IFET found that initiatives that have strengthened the functionality of local child labor structures such the District Child Labor Committees, Community-based labor committees and integration of various stakeholders into these committees was well done. These structures have been inclusive and have contributed to the sustainability of the programme at local level.

4.0 Relevance

In general, the CP was and still remains very relevant to Malawi as child labor is rampant in various sectors. As such, the project was relevant to tackle current and emerging issues on child labor. Findings from consultations with stakeholders show that the design of the ILO/IPEC CP involved consultations with a wide range of stakeholders at national, district and community levels. As a result of the consultative process for developing the programme, the IFET has found that the programme addressed the needs of the communities and children particularly in the districts of implementation. This was reflected in the type of activities implemented by the various IAs which targeted both upstream and downstream issues. Additionally, the selection of target areas was relevant as evidenced by inclusion of both demand and supply districts of child labor.

The CP identified the causes of and factors that facilitate child labor as being economic, educational, labor related, HIV and AIDS, social cultural factors, policy and legislation and lack of public knowledge⁴⁴ on child labor. Interviews with stakeholders show that poverty (mainly economic and food poverty) are critical underlying causes of child labor⁴⁵ and that despite implementation of the CP, poverty still exists, even with the children and the households reached with the programme. To this end interventions that included provision of IGAs, vocational skills, scholastic material support, awareness campaigns and creation of an enabling legislative environment were therefore relevant. But as expected, the CP cannot address all the needs within three years and the problem of child labor still exists in the country and in the CP target districts. For example, households in Mulanje/Thyolo/Phalombe districts, especially in Traditional Authorities that were not targeted by the CP, continue to migrate to work in tobacco estates in the Central and Northern Region in search of economic and food security opportunities.

The link between child labor and HIV and AIDS makes the CP programme even more relevant. The IFET findings have revealed that HIV and AIDS are playing a major role in accelerating child labor. The IFET has found that after the death of parents, children are left to live with grandparents, who are mostly economically inactive, which makes such children vulnerable to child labor, understandably to earn a livelihood. In some cases, such as in the villages in Lilongwe where MHRYN works, the IFET found that parents actually send children to work as domestic workers in the City, so that they can support their families back in the villages⁴⁶. Although such children join work and are being paid, they have very limited control over the income earned. The need for continued awareness on child labor cannot therefore be overemphasized.

In terms of policy, the evaluation notes that the country still does not have a child labor policy to guide implementation of child labor issues and mainstreaming of child labor in national policy and legal instruments. Though not accomplished, inclusion of this upstream component in the project design was relevant.

⁴⁴ See ProDoc pp5-10.

⁴⁵ All children and household heads interviewed mentioned these two.

⁴⁶ For example, in one case, a child worked as a domestic servant in Area 24 and was encouraged by parents to join work after a prospective employer visited their village looking for a worker.

5.0 Good practices and model interventions

The IFET was asked to identify good practices through the evaluation. These are presented below.

Box 3: Ten good practices and interventions from the Malawi CP on Child labor

1. Involvement of CCLC in the identification and withdrawal/prevention of child labor promotes sustainability. Including government workers in the CCLCs to directly work with community members in the committee strengthens the committee as community members learn from extension workers through direct interaction.
2. Empowering children withdrawn from CL. This model involves withdrawing children and placing them in school. This good practice includes withdrawal, rehabilitation, placement in schools, provision of scholastic materials, and linking children to social and health services when needed, and working with parents to provide them with sustainable economic alternatives.
3. Transitional classes for withdrawn children to enable them catch with other pupils. This model provides an opportunity for children withdrawn from child labor to join the formal school academic year anytime. Special classes are organized for withdrawn children who are taught intensively so that they can catch up with other pupils. The project pays for extra teaching by school teachers.
4. Providing educational material incentives and support with IGAs for withdrawn/prevented children and parents/guardians encourages children to remain in school. IGAs have showed potential in building the capacity of families to look after their children to ensure their survival, growth, development and protection.
5. Multi-sectoral composition of DCLC and CCLC (agriculture, education, Social Welfare, Police, Judiciary, District Assembly) and CCLC (agric, education, villagers, Village Development Committees- VDCs)
6. Involvement of ECAM with private tobacco growers, who provide the market for child labor and also involvement of TUM with teachers to backstop direct action programmes. TAMA involved in monitoring of child labor activities in tobacco estates.
7. Child participation in child labor through community-based multimedia approaches (poems, community radio, essay competitions, drama, sports)
8. Partnerships with WFP in the School Feeding Programme. Through the food provided, vulnerable children who would have otherwise withdrawn from school due to food insecurity and hunger have been prevented from doing so.
9. Improving conditions of work for children in domestic labor, especially those with highly vulnerable parents/guardians. Working with employees of children, government officers, local child protection committees and other leaders and ensuring that child domestic workers are also allowed to go to school has been very successful, particularly for those children who may not be repatriated because of high levels of poverty and risk in their original households.
10. Provision of cash to enable parents and guardians to start their own chosen IGAs. The cash allowed parents to obtain materials and inputs to start their own business.

The IFET has deliberately not provided a detailed analysis of these models because a separate exercise has been commissioned by the CP team to document good practices. The following criteria were used to identify the practices: innovativeness, effectiveness, potential for replication, simplicity, sustainability and relevance/responsiveness to the needs of children. The IFET believes that the above models satisfy this criteria used. The IFET suggests that these should be included in the documentation of good practices, if they have not been included already. It is further suggested that some policy briefs be written to document how each of the models has been implemented and how it addresses the criteria that is suggested above.

6.0 Sustainability

As an ILO/IPEC requirement during design of programmes, the CP developed a sustainability strategy at the design stage. The sustainability strategy adopted by the programme involved the creation and strengthening of local structures, leveraging resources by working through the MPRS and other national programmes as well as mainstreaming of child labor into the agenda of the implementing agencies and partners.

6.1 IA Capacity

In general, IAs at national level had weaker capacities in terms of numbers and quality of staff than the direct action IAs. The CP has been weak in building capacity of IAs in terms of recruitment of key staff, providing transport and professional development. For both upstream and downstream IAs, the CP budgets for IAs were limited and too small to implement sustainability activities. Hence the main focus of the IAs was to ensure that targets are met. Working with District Assembly, through the DCLC, helped to reduce the capacity problem, especially at district level.

6.2 National Action Plan on Child Labor

The development of the NAP will ensure that there is a national document that provides a framework for coordination of child labor issues amongst stakeholders. Hence, at national level, sustainability, which has been hampered by the limited participation of the Ministry of Labor, will be ensured through the NAP. While it is appreciated that the Ministry's perception of the CP has been weak and only improved towards the end of the programme, the evaluation team's view is that the NAP will oblige the Ministry to begin to take a leading role in mobilizing stakeholders around issues of child labor. The NAP also provides a jump-start for the formulation of the child labor policy. The ECAM private sector child labor policy has been integrated in the Code of Conduct for members, a development that will remain beyond the project.

6.3 Creation/revitalization of local structures

Creation of or revitalization of local structures was a key sustainability objective at the design stage. However, during implementation, the CP has been weak at working with national level structures, which has compromised sustainability at that level. It is noted for example, that although there is the Child Labor Network and the National Steering Committee (NSC), the CP did not adequately engage with these structures, particularly the NSC. Had the CP revitalized the National Steering Committee (which was one of the planned sustainability activities), the CP would have promoted sustainability. The CP has however managed to capacitate the DCLC and the CCLC, which will contribute to sustainability at their levels.

Unlike at national level, there is more evidence that local structures will continue after the CP at district and community level, where the CP has revitalized DCLC and CCLCs. As indicated in the report, in all districts visited, the DCLCs are very active. They comprise stakeholders from key sectors such as education, labor, social welfare, police and judiciary. It is likely that these sectors will continue to collaborate on child related issues through the district assembly structure. With the knowledge the sectors have gained through the training provided by the CP, it is likely that child labor issues will remain high on the agenda. Some districts are already incorporating child labor issues in their district development plans (such as Mangochi). At community level, the CCLCs will most likely continue to work, although they will do so at a reduced rate. The evidence for this is that committees were formed during the COMAGRI project but worked on a low profile or were dormant after COMAGRI closed.

6.4 Child labor monitoring system

The creation of the CLMS at national level would have promoted sustainability of the programme in terms of providing national data on child labor had the system been functional. But CP started implementing the CLMS very late, giving little time for the MoL to test the system. But with the training provided and the recognition of the importance of the system by the Ministry, the evaluation team thinks that the MoL is likely to invest in the system and maintain it. If the CP implemented this activity earlier, the ministry would have had more time to implement and better understand it hence use it more.

6.5 Direct action interventions

There are mixed findings about sustainability of specific interventions under the direct action programmes. Withdrawal of children will be affected by poor mobility of CCLCs and also limited follow-up support such as provision of educational materials and IGAs for withdrawn children. In the same vein, the IFET feels that some withdrawn children and those prevented will rejoin/join child labor. Households that had been prevented from migrating to the north to seek employment in tobacco estates are most likely to go again, because food security and poverty still remain among them. One woman in Mulanje indicated and confirmed that she would go back to Rumphu if support (agricultural inputs – seed and fertilizer) by AYISE was discontinued early.

The CCLC and households have limited capacity to continue providing educational support to children. The CP only provided support for one year and it is very unlikely that these committees can continue doing so. Unfortunately, the Government does not have a reliable and predictable system for distributing education materials such as notebooks, which would otherwise, have sustained the benefits of CP intervention on provision of educational materials. The evaluation team views that the continuing poor school environment will reduce sustainability of education related interventions of the CP.

Vocational skills are sustainable because they remain with the children and can be used at any time later in life. However, in the short-term, these have not provided the needed income and food to sustain the livelihoods of the children and their households. The CP needed to ensure high quality training was provided to the children, and support them with adequate tools and capital to start off their businesses. Income generating activities that addressed medium and long-term needs of children and their households are not sustainable. It is likely that once the CP closes, the households that were given IGAs such as goats will liquidate them for either cash or food, particularly during lean months. On the other hand, most families opted for goats as a long-term investments. The IFET is of the view that IGAs that have a quick turn-over, such as those promoted by MHRYN in Lilongwe, are more likely to be sustainable, as they address daily livelihood needs, first.

In summary, the IFET has found that there is more evidence of sustainability in the direction action programmes than in the upstream activities at national level,

6.6 Partnerships and leverage of resources

The IFET found that the CP worked and established strong partnerships with the World Food Programme School Feeding Programme⁴⁷ and UNICEF Child Protection Programmes. Under the school feeding programme, children are given a meal (porridge) in the morning and a take home ration which also benefits other members of the household. The school feeding programme (SFP) directly addresses immediate food needs to the children and motivates them to remain in school. However, the IFET observed that such benefits are limited to full primary schools and not junior primary schools. Additionally, schools without water facilities, shelter for cooking and which are inaccessible are ineligible. Hence the need for a holistic approach where the CP or IP could link up with the District Assembly to provide such services to take advantage of the SFP by WFP.

⁴⁷ Based on a Memorandum of Understanding

The CP has partnered with UNICEF to build capacity of DCLCs and CCLCs. In Lilongwe, UNICEF provided bicycles to CCLC established and promoted by the CP. The CP has also worked well with TEVETA. TEVETA was involved in training 20 master artisans for the CP. The IFET believes that the CP could benefit more from TEVETA through the On-Job Training Programme (OJTP), the Small Enterprise Development Programme (SED) and the Skills Development Initiative (SDI). In Mulanje, the IFET was pleased to note that AYISE 2 linked their beneficiaries with the Ministry of Agriculture's Input Subsidy Programme. This enabled households of prevented children to access cheap fertilizer.

The IFET found that there are very strategic initiatives that the CP, especially at IP levels, would have linked with. Particularly, it is noted that in Mchinji, the Government with support from the National AIDS Commission is implementing the Social Cash Transfer Scheme. Through the programme, ultra poor households and those that are labor constrained are provided with a monthly financial support (average \$13/month) that is used to augment their livelihoods at household level. Beneficiaries are selected by the community members themselves, based on agreed targeting criteria. To motivate households to send children to school a household is given a bonus of MK200, for each child enrolled in primary school, while, for each child in secondary school, a bonus of MK400 is added. According to recent reports⁴⁸, currently the programme has reached 4,454 beneficiary households in 48 Village Clusters. It has also reached 9,836 orphans, 3,485 senior citizens (65yrs and above) and 442 persons with disabilities.

Except in Kasungu⁴⁹, the other opportunity that the CP should strongly consider in other districts, is the District Bursary for Education Support, which is also funded by NAC and operates in all districts. Under the scheme, the District Bursary Committee identifies needy secondary school pupils and pays school fees, provides scholastic materials and pocket money to such pupils. This CP could have connected withdrawn pupils who have been selected to secondary schools to join the scheme. After all, all members of the DCLC are involved in the District Bursary Committee. Lastly, the IFET feels that the CP could have cultivated more linkages with other development programmes at the District Assembly level. ILO has CPs that deal with HIV and AIDS in Malawi. The CP and the HIV and AIDS programmes have both confirmed that they do not work together and yet the IFET sees a lot of synergy between the three ILO programmes. The lack of collaboration could not be levelled against the CP on Child Labor only, but largely on ILO as a whole-for lacking an office locally to coordinate its programmes, besides Malawi being a member.

The CP would have made better advances towards gender and HIV and AIDS mainstreaming had it collaborated with the two ILO HIV and AIDS Programmes⁵⁰ currently being implemented in Malawi.

⁴⁸ Sibale, B and Nthambi, B.T, 2008; Draft Report for UNICEF, Midterm Evaluation of the National Plan of Action for OVCs in Malawi.

⁴⁹ The CP actually learned of the bursary scheme from the Kasungu DCLC and gave the Kasungu team an opportunity to talk about it during one of the programme review meetings. The Kasungu DCLC was proactive and their withdrawn children benefited a great deal from this.

⁵⁰ HIV and AIDS in the Transport Sector and the other cross-sectoral HIV and AIDS Programme

7.0 Lessons learnt

The following lessons have emerged from the design and implementation of the programme.

Lesson 1: Programmes for withdrawal and prevention of children from child labor need sufficient time to be implemented. It is important to consider and link CL programme timeframes to the education systems in the design and implementation of a CL programme.

Lesson 2: Provision of income generating activities is an important component of child labor programmes to address poverty and food insecurity. The IGAs should be however, linked or/and sequenced in a way that they address short-term basic needs first and then medium term livelihoods needs and then long-term developmental needs. This will address the vulnerability of these households in a realistic timeframe.

Lesson 3: Child labor interventions can be very expensive investments as they have to deal with many facets and causative factors of child labor. The evaluation has learnt that it is practically impossible for one programme to address all these needs at the same time, although the children require them to be addressed at the same time. The evaluators thereby conclude that there is a need for partnerships with other stakeholders to complement each other. These partnerships, however, need to be documented, with clear roles that are also shared between the partners.

Lesson 4: Upstream and downstream interventions in a child labor programme require different tactics and approaches. The CP has shown that it might be easier to implement downstream activities with limited central government involvement, but not so with upstream interventions. CPs should ensure that the Government drives the process so that ownership of CPs by government can be guaranteed. The CP has shown that without active participation from the Ministry of Labor and functioning national coordinating structures, it is difficult to implement upstream interventions.

Lesson 5: Use of an integrated approach to undertake prevention, withdrawal and rehabilitation of children from hazardous agriculture and exploitative child domestic service is an important approach to addressing the many faces of child labor. Provision of vocational skills and IGAs removes barriers that make children go into child labor. Provision of adolescent boys and girls with vocational skills enables them to access employment or start their own enterprises.

Lesson 6: Building capacity of implementing partners is critical and has to be factored in the design of CL programmes. Where the CP is not able to build the local capacity, it has to be linked with other programmes or organisations.

Lesson 7: It is also clear from the CP that vocational skills training is an important component of direct interventions. But these interventions require a lot of programme time to begin to show impact. Hence for these to be effective, they need to start early during implementation and require frequent monitoring and guidance to be given to the children. This should therefore be considered at the design stage and in the process of identifying implementing partners.

Lesson 8: While it is absolutely necessary to work with both labor demand and labor supply districts to ensure permanent withdrawal of tenant farmers' children, it is even more important to ensure that implementing partners and their interventions in these two extremes are linked. Some of the children moved back to their districts of origin with their parents after the tobacco season and no follow-up mechanism was designed to ensure that they went to school in their new environment.

Lesson 9: Child labor programmes are affected by external factors in the health, education, economic and social arena. It is important to include, in the design of the programme, how factors such as poverty, food insecurity, school infrastructure, availability of teachers could affect implementation of activities and contribute to eliminate CL. The development of the strategy followed a problem analysis and the recommendations of a Strategic Planning meeting held in Malawi in April 2005. The strategic planning workshop followed the ILO-IPEC's Strategic Programme Impact Framework (SPIF) approach, which allowed for the preparation of a country-level framework including a range of outcomes that were necessary for the elimination of child labor in Malawi. While outcomes of the process identified critical causes of child labor, such as education, income generation and promotion of food security, vocational training, social and cultural issues and legislation, the design could have been supported by a risk management strategy that should have been done, with appropriate mechanisms included in the programme to address such risks.

8.0 Main recommendations and follow-up

The IFET makes the following recommendations:

To ILO/IPEC

1. Although the project has achieved its targets, most of the processes used to achieve the targets started late. It is therefore recommended that ILO should identify funds to continue the programme for at least one more year. The purpose of the additional year will be to consolidate and sustain the achievements made within the areas that the CP had been implemented. Future programmes should extend project implementation to at least five years as the minimum to reflect reality on the ground.
2. The ILO CPs are national programmes that benefit children and the population of Malawi in general who are affected by child labor. The IFET recommends that the Ministry of Labor should provide adequate leadership of CPs, regardless of donor policies, which may not be easy to change in the short to medium term. To facilitate this, it is important that future CPs ensure that the MoL drives CP implementation and that there should be clarity of roles, between the CP team and the MoL. The CP team should be mandated to operate from the Head Office of MoL, not outside, to encourage communication and exchange of skills, knowledge, challenges and experiences. The MoL should strengthen the child labor unit/department and make adequate budgetary provisions and staff for child labor activities. The MoL and CP should ensure that the governance structures of the CP, particularly the National Steering Committee is functional and supported in its functions. A MoU articulating these aspects of the CP should be developed and signed by both parties and launched together with the CP.

To Malawi Government

3. Government through the Ministry of Labor should expedite the formulation of the Child Labor Policy and the National Action Plan on Child Labor to provide national policy objectives and guidelines on child labor. The MoL should also follow-up on the list of hazardous work that is said to be with the Ministry of Justice.

To ILO/IPEC Partnerships

4. Although links were built with UNICEF and WFP, it is important to strengthen partnerships with other players, especially at district level. Key programmes that the CP should partner with are HIV and AIDS programmes (NAC), Social Cash Transfer, MASAF, the EU and other international NGO programmes.
5. Government and other players like UNICEF and WFP, should roll-out safety-net programmes such the social cash transfer programmes and the school feeding programmes to child labor affected communities. These mechanisms have shown through the current CP to be very effective in reducing child labor.

To ILO

6. The ILO (Lusaka) needs to consolidate its programmes in Malawi and ensure that the country programmes are coordinated and adequately supported by the regional office, particularly because Malawi is a non-resident country. It should also ensure that the Lusaka Office uses its political oversight roles adequately during programmes. It would be a good idea in future for ILO to examine the feasibility of being resident in Malawi.

To CP partners

7. The CP partners (CPMT and the Ministry of Labor), should ensure that IAs are adequately and appropriately capacitated with human, material and financial resources to effectively implement CL programmes. In the selection of IAs, it is important that appropriate capacity assessments are done, and that where there are gaps, these should be taken into account in programme design, planning and implementation.

To ILO IPEC Management

8. Provision of vocational skills and income generating activities should be properly analyzed and a strategy/approach, which should be subjected to annual review, needs to be developed to guide implementation of these interventions. The interventions should be sequenced according to the needs of the children and their households. Implementation should start early enough so that benefits can be measured within the project lifetime. Linkages with microfinance organizations should be explored while partnerships with TEVETA and the Ministry of Women and Child Development (Economic Empowerment Programme) should be strengthened.
9. Knowledge on child labor is still low in Malawi. There is a need to continue raising awareness through multi-track communication initiatives and tools. It should be ensured that once IEC materials are produced they are appropriately disseminated. The role of the media should be enhanced and planned for. The Ministry of Labor should invest in the CLMS that has been established by the CP. The Ministry should start data collection in the CP impact district. If a one year CP is identified by ILO or the government, as recommended, the CLMS should be a priority activity and should be implemented side by side with the DBMR. The Ministry of Labor should be supported to ensure that it utilizes the CLMS from community to national levels.

To the Ministry of Labor in Malawi

10. The Ministry of Labor should invest in the CLMS that has been established with CP support. The Ministry should start data collection in the CP impact district. If a one year CP is identified by ILO or the government, as recommended above, the CLMS should be a priority activity and should be implemented together side by side with the DBMR. The Ministry of Labor should be supported to ensure that it utilizes the CLMS from community to national levels.

To ILO/IPEC future strategies

11. Implementing Partners in supply and demand districts should coordinate their efforts so that withdrawal of children is also linked to prevention and repatriation between the partners. Sharing of information should be a must, not a might.
12. There is a need to bring on board advocacy partners such as civil rights NGOs that should be holding government accountable on child labor policy issues. Such NGOs can be supported to advocate for finalization of the policy, list of hazardous work, the national action plan etc. Experience shows that where such NGOs are active, government becomes more proactive rather than reactive.

Annex 1: Terms of Reference



**International Labor Organization- International
Programme on the Elimination of Child Labor**

ILO/IPEC

TERMS OF REFERENCE

FOR

**Independent Final Evaluation
(October/November 2008)**

“Country Programme to Combat Child Labor in Malawi”

ILO Project Code:	MLW/05/50/USA
TC Code :	P.250.10.134.050
Financing Agency:	United States Department of Labor
Type of Evaluation:	Independent Final Evaluation
Geographic Coverage:	Malawi
Project start date:	30 September 2005
Project end date:	31 December 2008
Date of the Evaluation:	November 2008
Total Project Funds of Donor:	US\$ 2,100,000

I. Background and Justifications

Project Background

1. The **International Programme on the Elimination of Child Labor (IPEC)** is a technical cooperation programme of the International Labor Organisation (ILO). The aim of IPEC is the progressive elimination of child labor, especially its worst forms. The political will and commitment of individual governments to address child labor - 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 labor, promoting social mobilization against it, and implementing demonstrative direct action programmes (AP) to prevent children from child labor and remove child workers from hazardous work and provide them and their families with appropriate alternatives.
2. Child labor in Malawi, in particularly prevalent in tobacco growing, it has received considerable international attention. The Government and social partners in Malawi have responded by giving importance to the problem. In 2000, Malawi became one of the 5 countries in Eastern Africa that were selected to participate in an IPEC programme that was to deal with withdrawal and rehabilitation of children who were engaged in commercial agriculture (Comagri). The programme was implemented up to April 2005 with very good outputs. However, ILO/IPEC realized that there was a need to consolidate the gains made by the Comagri programme and at the same time assist the government of Malawi to make faster progress towards the elimination of child labor. The ILO therefore decided to assist Malawi in its ambition to develop a National Plan of Action to eliminate child labor, to use this to solicit national and international support, and to build sufficient capacity in the country to embark on a Time-Bound Programme to eliminate the Worst Forms of Child Labor.
3. The ILO/IPEC country programme in Malawi (CP Malawi) has used two main strategies for addressing child labor, namely:

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

Immediate Objectives under Strategic Component A:

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

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

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

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

Strategic Component B: Effective direct action with girls, boys and families to prevent child labor and to withdraw and rehabilitate child laborers.

Immediate Objectives under Strategic Component B:

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

4. The programme has covered two main sectors – children working in agriculture and in domestic services in 8 geographical areas. The four districts previously covered by Comagri (Mchinji, Kasungu, Mangochi and Mzimba) and Lilongwe city were to implement direct action activities. Three districts in southern region (Thyolo, Mulanje and Phalombe) that are labor suppliers to the tobacco growing districts were targeted in accordance with the findings from a rapid assessment carried out regarding child labor in urban areas and child domestic labor in urban and rural areas.

5. Malawi has ratified the ILO Conventions No. 138 on minimum age for employment and No. 182 on the worst forms of child labor in 1999 and 2000 respectively.

Decent Work Country Programme

6. From the perspective of the ILO, the elimination of child labor 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 project should be analyzed.
7. 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, as well as partners within a broader UN and International development context. For further information please see <http://www.ilo.org/public/english/decent.htm>
8. The DWCP defines a corporate focus on priorities, operational strategies as well as a resource and an implementation plan that complements and supports partner plans for national decent work priorities. As such DWCP are broader frameworks to which the individual ILO project is linked and contributes. DWCP are beginning to gradually be introduced in various countries. In Malawi, initial consultations on the elaboration of a DWCP are ongoing.

Mid-term evaluation:

9. A mid-term evaluation was conducted in September 2007 by an independent evaluation consultant. The evaluation consisted of a desk review, field visits to project sites and Lilongwe and a stakeholder workshop at the end of the data collection period.
10. The mid-term evaluation found that the CP Malawi was on the way to attaining its targets. Work on downstream was, however, found to achieve more than the upstream, the latter of which has potential for more strategic achievements. The evaluation recommended a more constant engagement of the project's CTA with Ministry of Labor leadership and to encourage the Ministry of Labor/Child Labor Unit to take a firmer control of planning and implementing the planned upstream activities. The mid-term evaluation moreover concluded that CP Malawi had been delayed as a result of communication difficulties, slow cooperation on the part of Ministry of Labor and the overall challenging socio-cultural and political terrain of working on elimination of child labor.

Background to the Final Evaluation

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

II. Scope and Purpose

Scope

12. The scope of the evaluation includes all project activities to date including action programmes. The evaluation should look at the project as a whole and address issues of project design, implementation, lessons learned, replicability and recommendations for future projects.
13. The evaluation is expected to emphasize the assessment of key aspects of the programme, such as validity of the project design, strategy, implementation, and achievement of objectives. It will assess the effect of the work carried out during the implementation phase, using data collected on the indicators of achievement. It will also evaluate the relevance, effectiveness, and elements of sustainability of the programme activities carried out.

Purpose

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

III. Suggested Aspects to be addressed

17. The evaluation should address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency and sustainability as defined in the ILO Guidelines on "Planning and Managing Project Evaluations" 2006. This is further elaborated in the ILO document "Preparation of Independent Evaluations of ILO Programmes and Projects" 1997. For gender concerns see: ILO Evaluation Guidance: Considering Gender in Monitoring and Evaluation of Projects, September 2007.
18. The evaluation should be carried out in adherence with the ILO Evaluation Framework and Strategy, the ILO Guideline, the specific ILO-IPEC Guidelines and Notes, the UN System Evaluation Standards and Norms, and the OECD/DAC Evaluation Quality Standard.
19. In line with outputs-based framework approach used by ILO-IPEC for identifying outputs at global, strategic and project level, the evaluation will focus on identifying and analysing outputs through addressing key questions related to the evaluation concerns and the achievement of the Immediate Objectives of the project using data from the logical framework indicators.
20. The suggested aspects for the evaluation to address are given in Annex I. Other aspects can be added as identified by the evaluation team in accordance with the given purpose and in consultation with ILO/IPEC Geneva's Design, Evaluation and Documentation Section (DED). It is not expected that the evaluation address all of the questions detailed in the annex; however the evaluation must address the general areas of focus. The evaluation instrument prepared by the evaluation team will indicate further selected specific aspects to be addressed. The evaluation instrument should identify the priority aspects to be addressed in the evaluation. Below are the main categories that need to be addressed:

- Planning and design (validity of the project)
- Achievements (implementation and effectiveness)
- Relevance
- Sustainability
- Special aspects to be addressed

IV. Expected Outputs of the Evaluation

21. The expected outputs of the evaluation are:
 - 1) A desk review
 - 2) An evaluation instrument prepared by the evaluation team prior to the field visits
 - 3) Field visits to project sites in Malawi
 - 4) A stakeholder workshop facilitated by the evaluation team leader at the end of the field visits
 - 5) A draft evaluation report including stakeholder workshop proceedings, findings from field visits by evaluation team, and all the annexes
 - 6) A final report including:
 - Cover Page including the proper project title and the project number
 - Table of Contents
 - Acronyms (All acronyms used for the first time in the report must be spelled out.)
 - Executive Summary including recommendations
 - Clearly identified findings
 - Clearly identified conclusions and recommendations
 - Lessons learned
 - Potential good practices and effective models of intervention.
 - Appropriate annexes including the present TORs
 - Standard evaluation instrument matrix

22. The total length of the report should be a maximum of 30 pages for the main report, excluding annexes; additional annexes can provide background and details on specific components of the project evaluated. The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.

23. All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided both in paper copy and in electronic version compatible for Microsoft WORD for Windows. Ownership of the data from the evaluation rests jointly with ILO/IPEC and the consultant. Use of the data for publication and other presentation can only be made with the agreement of ILO/IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

24. The final report will be circulated to key stakeholders (those participants present at the stakeholder evaluation workshop will be considered key stakeholders) for their review. Comments from stakeholders will be consolidated by the Design, Evaluation and Documentation Section (DED) of ILO/IPEC Geneva and provided to the team leader. In preparing the final report the team leader should consider these comments, incorporate as appropriate in the report and provide a brief note explaining why any comments might not have been incorporated.

V. Evaluation Methodology

25. The following is the proposed evaluation methodology. While the evaluation team can propose changes in the methodology, any such changes should be discussed with and approved by DED provided that the research and analysis suggests changes and that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.

26. The evaluation team will be asked to use the **standard evaluation instruments** that ILO/IPEC has developed for documenting and analyzing achievements of the projects and contributions of the Action Programs to the project.

26. The evaluation will be carried out using a desk review of appropriate material, including the project documents, progress reports, previous evaluation reports, outputs of the project and action programmes, outputs of any internal planning processes in the countries and relevant materials from secondary sources. At the end of the desk review period, it is expected that the evaluation team leader prepare a brief document indicating the methodological approach to the evaluation, the evaluation instrument, to be discussed and approved by DED prior to the commencement of the field mission.

The evaluation methodology will include a desk review, field visits to Malawi for consultations with project staff and project partners and other key stakeholders. The evaluation team leader will facilitate an evaluation workshop where the major findings will be presented to key stakeholders.

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

Composition of the evaluation team

28. The evaluation team will consist of two evaluators who previously have not been involved in the project. One of the evaluators (an international consultant) will be designated team leader, the other evaluator will be a national consultant recruited from Malawi. 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.

The background of the **evaluation team leader (international 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 and undertake field visits to Malawi • Draft evaluation report • Finalize the report based on feedback and comments from stakeholders • Present evaluation findings and facilitate end of project workshop 	<ul style="list-style-type: none"> • Experience in the design, management and evaluation of development projects, in particular with local development projects • Relevant background in social and/or economic development • Experience in evaluations in the UN system • Relevant regional experience, preferably prior working experience in Malawi • Experience in the area of children’s and child labor issues and rights-based approaches in a normative framework are highly appreciated • Experience in the area of education and legal issues would also be appreciated • Experience in the UN system or similar international development experience • Familiarity with and knowledge of specific thematic areas • Fluency in English; local language skills would be appreciated • Experience facilitating workshops for evaluation findings

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

The background of the **evaluation team member (national consultant)** should include:

Responsibilities	Profile
<ul style="list-style-type: none"> Undertake desk review of project related documents Prepare brief for team leader prior to field visits Conduct field visits in Malawi Provide inputs and support to evaluation team leader in drafting evaluation report 	<ul style="list-style-type: none"> Relevant background in social and/or economic development Experience in design, management and evaluation of development projects Fluency in English Experience in the area of children's and child labor issues and rights-based approaches in a normative framework are highly appreciated

30. The evaluation team member (national consultant) will be responsible for undertaking a desk review of the project files and documents, draw up a short brief for the team leader prior to the commencement of the field visits, undertake field visits to the project locations with the team leader, and provide support to the team leader in drafting the evaluation report.

31. The evaluation will be carried out with the technical support of DED and with the logistical support of the project office. DED will be responsible for consolidating the comments of stakeholders and submitting it to the evaluation consultant.

Timetable and Workshop schedule:

32. The total duration of the evaluation process including submission of the final report should be within two months from the end of the field mission.

33. The evaluation team leader will be engaged for 24 days of which nine days will be field visits and facilitating a workshop in Malawi. The national consultant will be engaged for 16 days.

Detailed Schedule and Duration

The tentative timetable is as follows:

Phase	Responsible Person	Tasks	Duration and Dates
I	Evaluation team	<ul style="list-style-type: none"> Telephone briefing with IPEC DED Desk Review of project related documents Evaluation instrument based on desk review 	29 October - 2 November 2008 (5 work days)
II	Evaluation team with logistical support by project	<ul style="list-style-type: none"> Data collection Consultations with project staff /management Field visits Consultations with girls and boys, parents and other beneficiaries Workshop with key stakeholders 	3-14 November consultation and field visits 14 Nov. 2008 evaluation workshop (9 work days for int. consultant, 8 work days for nat. consultant)
III	Evaluation team leader with support from national consultant	<ul style="list-style-type: none"> Draft report based on desk review, consultations, field visits and workshop findings 	17-21 Nov. 2008 (5 work days for int. consultant, 3 work days for nat. consultant)
IV	DED with stakeholder input	<ul style="list-style-type: none"> Circulate draft report to key stakeholders Consolidate comments of stakeholders and send to team leader 	
V	Evaluation team leader	<ul style="list-style-type: none"> Finalize the report including explanations on why comments were not included 	Mid December 2008, when consolidated comments received (5 work days)
TOTAL WORK DAYS			24 days for international consultant 16 days for national consultant

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

Consultations with:

- Project management and staff
- USDOL & US Embassy representative in Lilongwe as appropriate
- Partner agencies
- Relevant social partners, Employers' and Workers' groups
- Boys and girls
- Parents of boys and girls
- Community members
- Teachers, government representatives, legal authorities, child labor monitors etc. as identified by the evaluation consultant

Final Report Submission Procedure

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

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

VI. Resources and Management

Resources:

35. The resources required for this evaluation are:

For the evaluation team:

- Fees for an international evaluation consultant for 24 work days
- Fees for a national evaluation consultant for 16 work days
- Fees for local DSA as per ILO rules and regulations
- Fees for international travel for the international consultant to Malawi in line with ILO rules and regulations

For the evaluation exercise as a whole:

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

A separate budget is available.

Management:

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

Annex 1 of ToRs: Suggested Aspects to be addressed**Planning and Design (Validity of Project)**

- Assess whether the problems and needs of the target groups 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.
- Analyze whether available information on the socio-economic, cultural and political situation in Malawi was taken into consideration at the time of the design and whether these were reflected in the design of the programme.
- How well did the project design take into account local efforts of other actions (e.g. UNICEF, WFP, government) already underway to address child labor and promote educational opportunities for targeted children and existing capacity to address these issues? Did the project's original design fill an existing gap in services that other ongoing interventions were not addressing?
- How well did the project design incorporate lessons learned from the Comagri project?
- Assess whether the project design was logical and coherent and took into account the institutional arrangements, roles, capacity and commitment of stakeholders.
- Assess the internal logic of the project and the external logic of the project (degree to which the project fits into existing mainstreaming activities that would impact on child labor). In assessing the external logic of the project please consider especially whether the Strategic Programme Impact Framework (SPIF) - process was used for planning the intervention, links with other interventions, synergies and economies of scale created, etc.
- Were the linkages between inputs, activities, outputs and objectives clear and logical? Did the APs designed under the project provide clear linkages and complement each other regarding the project strategies and project components (legislation, capacity, awareness, policies and models of intervention)?
- Was the time frame for project implementation and the sequencing of project activities logical and realistic? If not, what changes would be needed to improve them?
- To what extent were external factors identified and assumptions identified at the time of design?
- How relevant were project indicators and means of verification? Please assess the usefulness of the indicators for monitoring and measuring impact.
- Were the objectives of the project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)?

Achievements (implementation and effectiveness)

- a. Achievement of targets (by objective)
 - How effective were action programmes (direct action on education and non-education) and how did they contribute to the project meeting its immediate objectives? Assess the lessons learned from action programmes and the possibilities to replicate models of intervention.
 - Assess the project's effectiveness in meeting its withdrawn and prevented targets.
- b. Recommendations from midterm
 - How were the recommendations from the mid-term evaluation used and acted on by the project, by management and other stakeholders?
 - Did the intervention reach the expected target population?
- c. Awareness raising and capacity building
 - To what extent do project staff, implementing organizations, and other stakeholders have a clear and common understanding of definitions used by IPEC for identifying a child as prevented or withdrawn from child labor?
 - Was the project successful in terms of raising awareness about child labor and on promoting social mobilization to address this issue?
- d. Targeting and beneficiary selection

- Were different strategies used for delivering project interventions to the different target groups? Were the strategies culturally and gender sensitive?
- How successful has the project been in mainstreaming the issue of child labor into ongoing efforts in areas such as education, employment promotion, and poverty reduction and data collection?
 - e. Effectiveness of interventions
 - The evaluation should assess whether or not the number of target beneficiaries (receiving both education and non-education services), the methodology for selecting beneficiaries and the types of services being provided were appropriate, realistic and provided as designed.
 - f. DBMR and the CLS
 - Please assess the project monitoring mechanism including the use of work plans and project monitoring plans (PMPs).
 - How effectively are strategies for child labor monitoring being implemented? Is the Child Labor Monitoring System (CLMS) likely to be sustainable?
 - Assess the Direct Beneficiary Monitoring and Reporting (DBMR) system used by the project for monitoring direct beneficiaries, its use by partners and any recommendations.
 - Effectiveness of local structures
 - How did the local management structures (National Steering Committee, Local Steering Committees) work? Assess the participation of different relevant actors in the NSC (Ministry of Labor, Ministry of Education, trade unions, employers' organizations, etc.) How did these structures participate in terms of program implementation? How did this participation affect the outcomes of the project?
 - Best Practice Models
 - Were specific models of intervention developed? Are there possibilities for replication within Malawi? Under which circumstances? What about possible replication within the region?
 - Efficiency
 - Assess the efficiency of the project; compare the allocated resource with outputs obtained. In general did the outputs obtained justify the costs incurred?
 - How efficient is the process by which AP proposals are reviewed and approved and resources ultimately allocated? How were partner implementing agencies, AP regions and sectors selected? Were the selected agencies the most relevant and appropriate for carrying out the activities?

Integration with other initiatives

- Assess the relationships between the project and other child-labor interventions in the country. Were synergies and economies of scale created?
- Please assess the effectiveness of the project in building sustainable networks between organizations working to address child labor on the national and local levels.
- How was the capacity of the implementing agencies and other relevant partners (such as social partners) to develop effective action against child labor enhanced as a result of the project activities?
- Identify if there were any, unexpected effects on boys and girls, men and women, both in the target groups or in other sectors of the population.
- To what extent did factors outside the control of project management affect project implementation and the attainment of objectives? How did the project deal with these external factors? Section 1.
- Identify, as appropriate, unexpected and multiplier effects of the project.

Relevance

- Assess whether the problems and needs that gave rise to the project still exist or have changed.
- Assess the appropriateness of the sectors/target groups and locations chosen to develop the project based on the findings of baseline surveys.
- How does the strategy used in this project fit in with national education and anti-poverty efforts, and interventions carried out by other organizations?

Sustainability of the Project

- Was the strategy for sustainability defined clearly at the design stage of the project?
- Assess the process of promoting local ownership of the program and promoting long-term sustainability. Specifically, assess how the idea of a phase-out strategy for project components was addressed during the project's design and implementation stages, as well as the actual efforts to phase out activities as a means of promoting sustainability.
- Are the Action Programs well-rooted within the communities in which they operate? What is the likelihood that the partner organizations involved in the project will continue to work to eliminate child labor after the project ends?
- Identify whether actions have been taken to ensure the continued access of vulnerable groups to services and resources. Examine whether social-cultural and gender aspects endanger the sustainability of the project and assess whether action has been taken to sensitize local institutions and target groups on these issues.
- How was the project linked to other relevant government run programs to ensure sustainability of action?
- How effective has the project been in promoting local and national ownership of the program and promoting long-term sustainability?
- What are the long-term prospects for local/national institutions (including governments) and the target groups to build on the achievement of the project once it ends?

Special aspects to be addressed:

- Please identify any remaining needs for capacity-building in Malawi which would enable the adoption of the national list on hazardous child labor and allow for a time-bound programme for the elimination of child labor to be implemented.

Annex 2: List of people met

No.	Name	Designation	Organisation
1.	M. Gachago	Chief Technical Adviser	ILO/IPEC Malawi
2.	C. Simwaka	Programme Officer	ILO/IPEC Malawi
3.	N. Asukai	Evaluation Officer (by phone and emails)	ILO/IPEC/DED
4.	Nadine Osseiran	Project Officer	ILO/IPEC Geneva
5.	Patrick White	Programme Officer (by phone)	US Department of Labor
6.	Malaika Jeter	Programme Officer (by phone)	US Department of Labor
7.	G. Ndalama	Project Officer	AYISE Mangochi
8.	A. Dandawire	Chairperson	Balakasi CCLC
9.	N. Chatha	Chairperson	Malekano CCLC
10.	M. Ukacha	Headteacher	Kaloka FP School
11.	FGD with 7 children	Beneficiaries	Kaloka FP School
12.	A. J	Beneficiary	Kaloka FP School
13.	M.K Pemba	Headteacher	Kwiputi FP School
14.	J. Misolo	Member	Kwiputi CCLC
15.	B. Chinsati	Chairperson	Kwiputi FP School
16.	E. D	Beneficiary	Malulu Village
17.	E. A	Beneficiary	Kaloka FP School
18.	M. M	Beneficiary	Kaloka FP School
19.	K. Mughogho	Director of Planning and Development	Mangochi District Assembly
20.	E.F Lichapa	District Labor Officer	Mangochi District Assembly
21.	B. Kayuni	Executive Secretary	Employers Consultative Association of Malawi
22.	Z. Mmanga	ILO/IPEC Project Officer	Employers Consultative Association of Malawi
23.	L. Cheleuka	ACTEMP Project Officer	Employers Consultative Association of Malawi
24.	M. Chisi	Executive Director	AYISE
25.	P. M'mangitsa	Project Coordinator	AYISE
26.	D. Mhuwo	Project Officer	AYISE
27.	N. S	Beneficiary	Fulama Village
28.	L. F	Beneficiary	Fulama Village
29.	K. K	Beneficiary	Chikanda Village
30.	G. S	Beneficiary	Chikanda Village
31.	S. M	Beneficiary	Chikanda Village
32.	D. M	Beneficiary	Chikanda Village
33.	F. T	Beneficiary	Chikanda Village
34.	G. Mothisa	District Labor Officer	Mulanje District Assembly
35.	C. Katembo	Assistant Labor Officer	Mulanje District Assembly
36.	P. Ntayananjah	Crops Officer	Mulanje District Assembly
37.	A. Fweta	Assistant Labor Officer	Mulanje District Assembly
38.	M. Duwe	Assistant Labor Officer	Mulanje District Assembly
39.	M. Makwelero	Executive Director	Malawi Human Rights Youth Network
40.	W. Msowoya	Project Officer	Malawi Human Rights Youth Network
41.	F. Ngwira	Finance Officer	Malawi Human Rights Youth Network
42.	Area 24 Lilongwe	CCLC	Malawi Human Rights Youth

			Network
43.	J. Mapeto	Patron	Ngwenya CCLC
44.	R. Shumba	Deputy Headteacher	Ngwenya FP School
45.	MN	Beneficiary	Chiuzira Village
46.	E. Imedi	Chair	Chiuzira CCLC
47.	FGD with Isha Youth Club	Beneficiaries	Chiuzira Village
48.	FGD with 7 women	Beneficiaries	Chiuzira Village
49.	Y. R	Beneficiary	Chiuzira Village
50.	T. T	Beneficiary	Area 24, Lilongwe
51.	C. Chisale	Project Manager	TANARD
52.	H. Chonzi	Project Officer	TANARD
53.	DCLC Mchinji	Various Officers	Mchinji District Assembly
54.	Chapakama CCLC	CCLC	Mchinji
55.	Tsekwe CCLC	CCLC	Mchinji
56.	S. Namagonya	EveryChild Malawi	Lilongwe
57.	B. Mughogho	EveryChild Malawi	Lilongwe

Annex 3: Achievements vs targets table

IMPLEMENTING AGENCY	WITHDRAWAL		PREVENTION		REPATRIATION		IGA'S		VOCATIONAL TRAINING		TOTAL TARGET	TOTAL ACTUAL	IMPROVING WORKING CONDITIONS	
	Target	Actual	Target	Actual	Target	Actual	Target	Actual	Target	Actual			Target	Actual
TANARD KASUNGU	500	501	750	754	35	2	80	83	90	90	1455	1430		
TANARD MCHINJI	500	504	750	752	35	3	80	80	90	83	1455	1422		
MHRYN	250	278	300	319	50	55	150	157	100	157	850	966	50	73
EVERYCHILD	350	365	450	440	50	22	60	60	100	38	1010	925		
AYISE 2	0	0	600	751	0	0	400	380	300	302	1300	1433		
AYISE MANGOCHI	300	317	400	406	0	0	100	103	50	56	850	882		
											6,920	7,058		

Annex 4: Literature review

1. National Plan of Action for Orphans and Other Vulnerable Children: Ministry of Women and Child Development
2. Functional Appraisal of the NAC Organizational Systems and Institutional Arrangements: Management international
3. Malawi HIV and AIDS National Action Framework (NAF) 2005-2009: National AIDS Commission
4. Malawi Country Report April 2005: UNICEF
5. Universal Access Indicators and Targets for Malawi: Final Report National AIDS Commission
6. Malawi Annual Report 2007; UNICEF
7. Final Draft An Integrated Strategic & Implementation plan for Early Childhood Development (ECD) 2008-2012: MOWCD
8. Malawi HIV & AIDS Monitoring and Evaluation Report 2007: Malawi Government
9. Community Child Protection on Programme Review of progress and Recommendation 1 January 2007; Plan Malawi
10. Community Based Child Care Centres in Malawi Past Present and future; UNICEF
11. National HIV and AIDS Impact mitigation Conceptual framework: NAC
12. Guidelines for Child Participation in Malawi; MOWCD
13. Guidelines for Internal monitoring of the Mchinji Pilot cash transfer Scheme; Bernd Schubert September 2006
14. Manual of Operations for the Malawi Pilot Social transfer Scheme; Bernd Schubert august 2007
15. Monitoring and evaluation of Orphans and other Vulnerable children (OVC) 2008: MOWCD
16. Guidelines for Community Dialogue: NAC 2007
17. Minimum Standards Rules and Regulations for The Establishment and Management of Children Homes and Orphanages in Malawi: MOWCD 2006
18. The Road Towards Universal Access; Sealing Up access to HIV prevention, treatment, care and support in Malawi: NAC December 2006
19. National HIV and AIDS Response Integrated annual Work Plan July 2007 June 2008: NAC Initiated
20. HIV and AIDS Communications Guidelines: Part 3 Information, Education and Communication: NAC 2006
21. Assessment of the Effectiveness of the IGAs for HIV and AIDS Impact Mitigation Interventions Draft Report: JIMAT Consultants September 2007
22. Monitoring and Evaluation Plan of HIV/AIDS Programme in MOWCD (2007 -201): MOWCD July 2007
23. National HIV and AIDS Response Integrated annual Work Plan July 2007 June 2008: NAC Partner Implemented
24. HIV and AIDS Research Strategy For Malawi: NAC January 2005
25. Ethical Approach top Gathering Information from Children and adolescents in International setting: Horizon population council Impact Family health planning Kate Schenk and Jan Williamson
26. A Report on Consolidating the Coordinating Capacity of the NAC: NAC August 2003
27. National HIV Testing and Counselling Week 16Th-21st July 2007: Technical Report November 2007 NAC
28. National HIV and AIDS Research and Best Practices Dissemination conference; Malawi Institute of management (MIM) 25-27 June 2008: NAC
29. Conceptual Framework for Mainstreaming HIV and AIDS Response into Development, Policies and programmes, Projects and action plans: NAC 2006
30. Malawi HIV and AIDS Monitoring and evaluation Report 2005-2006: NAC
31. Malawi Growth and development strategy 2006-2011: Ministry of Economic Planning and Development
32. Directory of Orphans and Vulnerable Children and Child Protection Community based organisations in Malawi: UNICEF 2005