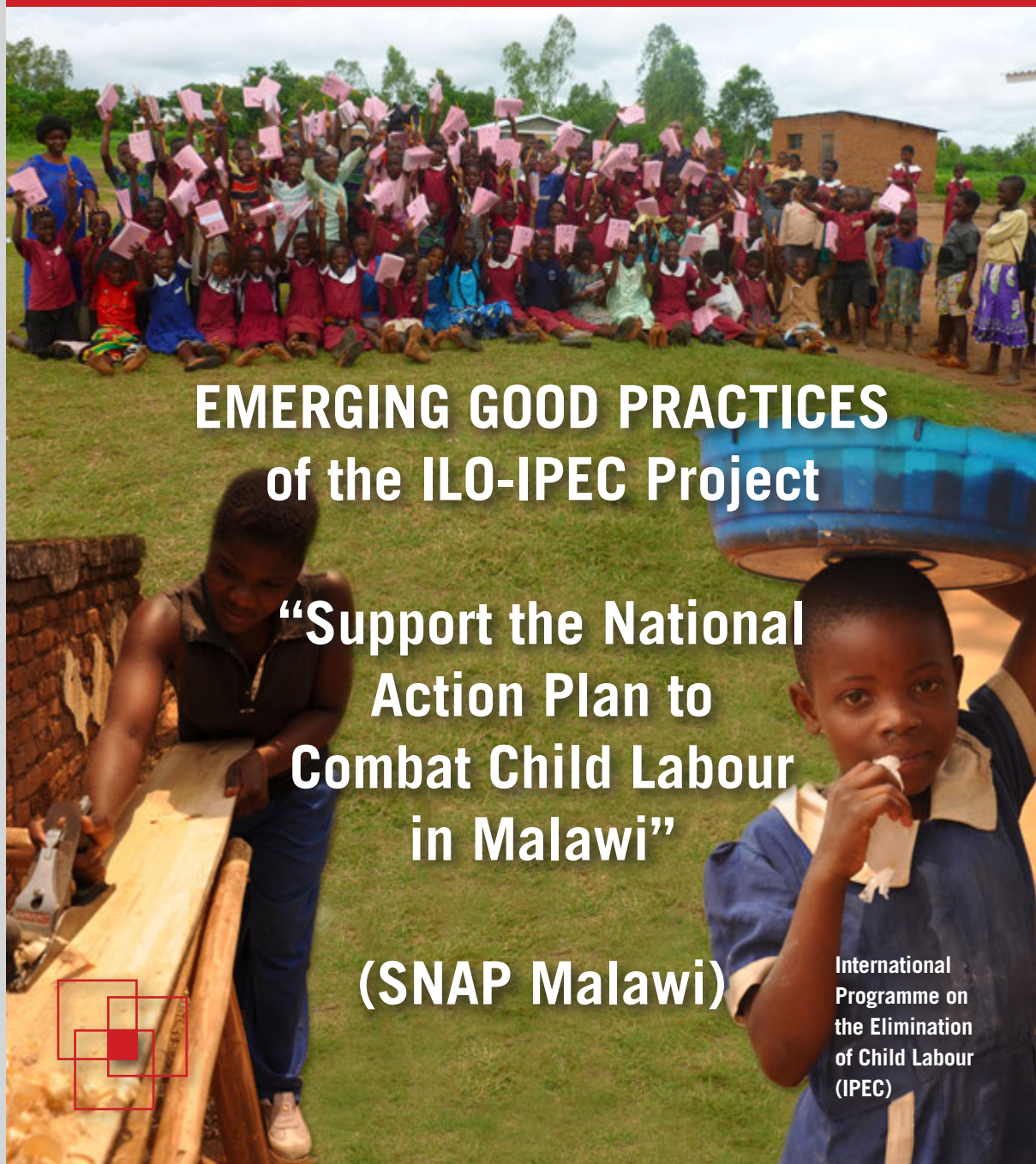




Republic of  
Malawi



International  
Labour  
Organization



## EMERGING GOOD PRACTICES of the ILO-IPEC Project

“Support the National  
Action Plan to  
Combat Child Labour  
in Malawi”

(SNAP Malawi)

International  
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## FOREWORD

The ILO-IPEC “Project of Support to National Action Plan of Malawi” (SNAP Malawi), funded by the US Department of Labour (USDOL), is among the best ILO-IPEC projects. It established various good practices and demonstrated replicable models. It offered systematic opportunities for diverse stakeholders including the public sector, social partners and civil society organizations, to work in unison to address the issue of child labour in Malawi. The project has significantly contributed towards awareness of the issue of child labour, rehabilitating child labourers (particularly girls), and increasing the participation and retention of children in schools to prevent the incidence of child labour. I am confident that this model can be successfully replicated in other countries within the region and beyond.

This report captures experiences from this project that pioneered some useful models. The report has been produced thanks to the energy, inspiration and hard work of a team consisting of consultant and project staff, and was supervised by Mr. Khalid Hassan Chief Technical Advisor, IPEC Malawi and Ms. Nadine Osseiran, Desk Officer, IPEC Geneva.

I would specially like to thank the project team for successfully implementing the ILO-IPEC SNAP Malawi Project during 2010-2013. The team was lead by Mr. Khalid Hassan and included Mr. Archangel Bakolo, National Programme Coordinator, Mr. Simwaka Chimwenje, National Programme Coordinator, Mr. Gracious Ndalama, Monitoring and Evaluation Assistant, Ms. Florence Khwiya, Admin and Finance Assistant and Mr. Peter Thawle, Project Driver/Clerk.

In particular, I would like to acknowledge the role of the project partners, including the Ministry of Labour and Vocational Training, Malawi, Employers’ and Workers’ Organizations and the NGOs. These organizations have actively participated in the implementation of this project, and also provided extensive inputs and support to help compile this report. In the end, I would like to assure that ILO will continue to provide technical assistance to its tripartite constituents to help implement the Decent Work Agenda in Malawi.



Martin Clemenson  
Director

ILO Country Office for Zambia, Malawi and Mozambique





# ACRONYMS

<b>CBE</b>	Complementary Basic Education
<b>CCLC</b>	Community Child Labour Committee
<b>CLMS</b>	Child Labour Monitoring System
<b>CLU</b>	Child Labour Unit
<b>DBMR</b>	Direct Beneficiary Monitoring and Reporting
<b>DCLC</b>	District Child Labour Committee
<b>DDP</b>	District Development Plan
<b>DWCP</b>	Decent Work Country Programme
<b>FBO</b>	Faith-based organization
<b>IABA</b>	Integrated area-based approach
<b>ILO</b>	International Labour Organization
<b>IPEC</b>	International Programme on the Elimination of Child Labour
<b>MUFIS</b>	Malawi Union for the Informal Sector
<b>NAP</b>	National Action Plan
<b>NCLDB</b>	National Child Labour Data Base
<b>NGO</b>	Non-Governmental Organization
<b>OSC</b>	Outreach Skills Centre
<b>SCREAM</b>	Supporting Children's Rights through Education, the Arts and the Media
<b>SNAP</b>	Support the National Action Plan to Combat Child Labour in Malawi
<b>TOTAWUM</b>	Tobacco Tenants and Allied Workers Union of Malawi
<b>TUM</b>	Teachers Union of Malawi
<b>UNDAF</b>	United Nations Development Assistance Framework
<b>USDOL</b>	United States Department of Labour
<b>WFCL</b>	Worst Forms of Child Labour



# EXECUTIVE SUMMARY

Two perspectives premise the **rationale** for documenting the emerging good practices from the ILO-IPEC Project to Support the National Action Plan to Combat Child Labour in Malawi. First, the documentation is broadly consistent with the ILO Policy Guidelines for Results-Based Evaluation to share the knowledge generated in lessons learned and from good practices and feed it into the design of new projects or the next phase of a project. Second, it is specifically consistent with the SNAP Malawi Project's overall strategic focus to improve Malawi's child labour knowledge base and create good practice models for laying the foundations and costing of child labour free zones that can be replicated and scaled up throughout the country.

The **methodology** and **scope** in documenting the emerging good practices involved desk review of relevant documents, consultations with the Project Management Team and Implementing Partners, field visits to selected Implementing Partners, consultations during key meetings and presentation of good practices to stakeholders. Several independent elements, including the: (i) guiding rationale and/or theme for the good practice; (ii) background to the project in which the good practice emerged; (iii) achievements and results of the good practice, and finally; and (iv) lessons to be drawn from implementation of the good practice formed basis for the identification and presentation of the emerging good practices.

The **emerging good practice on continuous and consistent programming in the fight against child labour** recognizes that no single and time-bound project or intervention can fix, at once, the complex constellation of factors which cause child labour. The SNAP Malawi Project carried over key loose ends in ILO-IPEC previous efforts in Malawi. By leveraging and expanding on structures, partners, institutions and strategies as well as drawing lessons from past ILO-IPEC country programmes, the SNAP Malawi Project made an impressive performance reported during the project evaluation and managed to complete some of the unfinished business of previous programmes, including finalization and launch of the National Action Plan (NAP), finalization of the list of hazardous child labour, placement of a focal point person in the Child Labour Unit (CLU) of the Ministry of Labour and establishment of key structures for the institutionalization of a monitoring system for child labour in the country. Learning from the good practice, consistence is better than rare moments of greatness. Child labour interventions do not arrive in a

vacuum, and they become more effective when they build on what already exists and are valued as basis for learning and ongoing improvement.

The **emerging good practice on the National Action Plan for Malawi** acknowledges the significance of integrating National Action Plans (NAPs) into national development policies to create a framework for proper coordination mechanisms, laws and policies that bring positive change in public perceptions about children's needs and rights. First, the Malawi Growth and Development Strategy II (MGDS II) – which is the country's current overarching medium term strategy designed to attain Malawi's long-term aspiration as spelt out in the Vision 2020 – integrates measures to combat child labour. Second, the United Nations Development Assistance Framework (UNDAF) 2012-2016, and the Malawi Decent Work Country Programme (M-DWCP), which are closely aligned to the MGDS II, represent the UN contribution to achieve the goals of the MGDS II and contain strategies and priorities to address the child labour issues and eliminate the worst forms of child labour. Third, the SNAP Malawi Project supported the finalisation and implementation of the Child Labour National Action Plan (NAP) 2010-2016) to translate the policy pronouncements into concrete programmes and activities and to ensure coordination of the various institutions and their programmes. Consistent with the MGDS II, UNDAF and M-DWCP, the NAP was developed through a very consultative process, depicts potential for demonstrable positive impact on child labour, addresses capacity development and coordination issue through a multi-disciplinary approach and finally assures sustainable change through participatory and transparent approaches involving key stakeholders at national, district and community levels.

The SNAP Malawi Project achieved the finalisation and launch of the NAP, thereby facilitating the mainstreaming of child labour issues in national strategies and some District Development Plans (DDPs). It also facilitated the finalisation of the list of hazardous child labour – a major milestone in the elimination of child labour in Malawi. Learning from the NAP, the integration of NAPs into national development policies involves a long process, more or so that government bureaucracy in approving and vetting essential policy and legislation takes time. However, the involvement of all relevant stakeholders, led by a Government key sector institution (Ministry of Labour) ensures effective finalization, adoption and implementation and provides potential for government, civil society, private sector and other actors to appreciate the cause and work together for a common cause.

The **emerging good practice on the integrated area-based approach (IABA) to eliminate child labour** advocates for a holistic approach across sectors and players in an integrated, comprehensive and coherent manner to address the multi-dimensional issue of child labour. To garner the ownership needed to support long-term change, the IABA model calls for programme strategies that create an environment where children do not shift from one hazardous sector or occupation to another, where vulnerable families and communities

are empowered to address their livelihood and economic situation, and where the necessary consensus at both community and national levels is generated. Through IABA, the SNAP Malawi Project's overall strategy operated at two levels, namely that of building an enabling environment at the national level as well as actual direct action at the district/community level to lay the foundations for the creation of child labour free zones in three districts in Malawi by targeting all the WFCL in the target areas in those districts. In so doing, the SNAP Malawi Project implementation surpassed its targeted outputs regarding withdrawn children (114.6% of the target) and prevented children (105% of the target) despite its late start. Learning from the good practice, the IABA model offers an alternative to the vertical programming and sector based initiatives that have thus far fallen short in achieving lasting results in eliminating child labour in Malawi. It affirms that child labour is one symptom of the bigger picture and requires holistic approaches using “upstream” at national and international levels as well as “downstream” in families and communities to create and ensure sustainable change that is in the best interests of the children concerned. However, targeting all relevant sectors under IABA is easier done at upstream than downstream level where each sector requires specific activities/interventions. In addition, IABA is a complex model which requires careful thought in the logical mix and timing of interventions.

The **emerging good practice on the strengthening local action for community-based Child Labour Monitoring Systems (CLMSs) and community infrastructure programmes (CIPs)** provides the opportunity to empower and allow individuals, families and the communities at large, one hand, and districts and national governments on the other hand, to have access to information that facilitates ownership, leadership and individual or collective decisions on strategies for achieving sustainable changes under consideration. To ease the country's local and international reporting obligations, the SNAP Malawi Project supported the further development of the CLMS started under the auspices of the Country Programme so that information on child labour is collected, analysed and reported on a continuous basis. District governments in all the four SNAP districts either established District Committees on Child Labour (DCLCs), or revived those already in existence from previous interventions. Community Child Labour Committees (CCLCs) were also established at the community level to enhance the spotlight on child labour and support implementation of the SNAP district action programmes. The basic concept underlying the CLMS was the identification of children and referrals to services (if available in the target area like education and training services, and decent work). Thus, any unresolved issues at the household and village level were referred to the community level through CCLCs for action. Likewise, any unresolved issues at the community level were referred to the district level through DCLCs for action and if the issues still remain unresolved at the district level, they were referred to the national level.

The SNAP Malawi Project also introduced the development of community infrastructure programmes (CIPs) and empowered communities to design these programmes to provide for social and economic capital so that communities are allowed to run referral services and community-level CLMS as well as to develop, maintain and increase its knowledge base to address child labour issues. As such, the project's model of interventions provided the dual purpose of identification and referral services, representing an innovative departure from programmes that do not address households' dependence. The development of community infrastructure programmes for the community based service outlets, business schemes and school improvement programmes, provided communities economic impetus, benefits and incentives to monitor the situation and increase their knowledge base to address child labour issues in a sustainable manner.

The SNAP Malawi Project instituted and strengthened important structures to effectively use the information collected at the field level for planning at the community, district, or national management levels. The CIPs empowered and provided incentives to community in treating child labour as “our problem” and reported new child labourers within the vicinity and their respective employers as well as take appropriate action. Learning from the good practice, CLMS become more sustainable when CCLCs and DCLCs made an integral part of the government known-development structures that fall under the district planning processes. In addition, there is need to separate inspection functions on the enforcement side from monitoring functions on the planning side so that the Planning Unit of the lead Ministry is provided space to champion the CLMS. Finally, recognition of the role of chiefs at an earlier stage combined with a more active Action Programme than DCLC provide a better platform for an active model for CLMS.

The **emerging good practice on community regulation through by-laws and service delivery in downstream interventions** ensures that communities own and lead change in an effort to effectively and immediately reach children and ultimately create a child labour free society in the long term. With free but non-compulsory primary school education in Malawi, issues of quality education continued to adversely affect the education system and exacerbated the situation of children dropping out of school and ending up in child labour. As such, the SNAP Malawi Project strengthened the capacity of ILO tripartite partners and other key stakeholders using both upstream and downstream strategies. At the downstream level, the project introduced as part of improving the working conditions, by-laws in specific communities, according to which, all children who reached the employment age and sought employment would be required to be registered with Traditional Authorities. Traditional Chiefs in both Mulanje and Kasungu districts developed and popularised by-laws to eliminate child labour practices. In addition, the Project refined the by-laws to ensure uniformity in application as well as undertake

sensitization campaigns such that currently the TAs have established community funds which administer payments made by offenders of the by-laws in support of community activities such as payment of school fees. Learning from the good practice, by-laws require uniformity in application and transparency mechanisms to ensure checks and balances of community leaders and that the application of the local “penal code” to support local efforts against child labour ensures effective enforcement.

The **emerging good practice on special needs of child domestic workers** recognizes the different characteristics of child labourers and calls for more effective, sustainable and empowering strategies for working children to ensure responsible and humane treatment by their employers. As internal factors within the formal school system and the family lead too many children missing out on formal schooling, the SNAP Malawi Project adopted a two-pronged approach to: (i) create appropriate development opportunities for working children themselves through specific education-related interventions; and (ii) reinforce responsible and humane treatment of the working children by their employers. An innovation system for the protection of children (14-17 years) in domestic work was developed to improve working conditions by establishing a system at the Traditional Authority (TA) level of registering, with Chief of the TA, all the children who seek employment as domestic workers. The system monitored the children employment conditions and, in case of any conflict, provided a resolution system through the CCLC members (e.g., Kawale). In addition, employment contracts designed by the Implementing Agency (YECE) for the target group in the targeted communities significantly improved the working conditions of the children beneficiaries. Learning from the good practice, vocational training activities for preparing working children merit greater attention to ensure quality control of skills training so that the working children are able to produce quality finished products.

The **emerging good practice on involving children through SCREAM programme** ensures children’s direct participation in decisions and activities that concern them by building their confidence and skills in expressing what they think about child labour, providing solutions to child labour and enhancing their personal development. In line with the ILO-IPEC global initiative, the SNAP Malawi Project provided IEC material on child labour and drama tool kits. The Project adapted and translated into Chichewa, the ILO-IPEC SCREAM Kit, with the idea to eventually integrate the kit into the Complementary Basic Education modules and SCREAM training modules into national curricula. The IAs actually initiated the process of making SCREAM as part of the curriculum in the non-formal schools and vocational training centres. Learning from the good practice, SCREAM models ensure direct involvement of children which is often conspicuously absent on most coordination and advisory bodies at both the district and community levels (mid-term evaluation).

Nonetheless, as a platform for children's voice to offer solutions to child labour issues, SCREAM needs follow-up support on a continuous basis.

The **emerging good practice on informal sector targeting through worker organizations and market structures** recognizes the huge decent work deficits within the informal sector and the need for targeted programmes and structures to exploit its immense potential for poverty reduction and wealth creation. The SNAP Malawi Project worked with MCTU, the workers' organization, to implement an Action Programme to mobilize policy makers, trade unions, law enforcement agencies, employers association for enforcement of child labour laws as well as inform workers and tenants on their rights. The project reviewed the Law Enforcement Manual, commenced training of workers and formed informal sector structures such as child rights clubs and OSH market committees. Learning from the good practice, setting monitoring systems and organizing the communities and the informal sector through CLMS is a promising development in terms of increasing access to child labourers otherwise hidden, and improving the environment for those children employed in the informal sector. However, the development of a monitoring system within the informal sector as part of the national CLMS requires lasting incentives beyond time-bound programmes by worker and employer organizations.

Finally, the **emerging good practice on exchange visits** provides a unique opportunity for sharing good practices and lessons learnt at district and community level. It recognizes the different capacities and opportunities among districts, implementing partners and structures as well as the need to enhance motivation for sharing common challenges and solutions. As such, the SNAP Malawi Project supported exchange visits between implementing partners, DCLCs and CCLCs from different districts to ensure knowledge sharing and identify and share good practices. The project incorporated a system of intra-exchange information sharing among various districts through exchange visits, joint presentation, meetings and newsletters to ensure ownership at the district and intra-district level. In this way, district and community structures were strengthened and motivated to bring change in attitudes and practices for addressing child labour issues. Learning from the good practice, exchange visits refresh the operations of district and community structures as well as partners in addressing development issues, including sustainability of structures through district plans and committees and involvement of communities and their leaders.









# 1. INTRODUCTION AND BACKGROUND

ILO's International Programme on the Elimination of Child Labour (IPEC) efforts to address issues of child labour in Malawi date back to the year 2000, including support for withdrawal and rehabilitation of children in commercial agriculture (2000-2005) and development of a National Action Plan to combat child labour (2005-2008). The latter effort aimed at mainstreaming child labour across sectors and roll out direct action projects at district and community levels to test models for withdrawing and preventing children from child labour through institutional capacity building, skills training, school mainstreaming and enhancing household

food security. The implementation of the ILO-IPEC Project to Support the National Action Plan to Combat Child Labour in Malawi (SNAP Malawi) 2009-2012, carried over key loose ends to consolidate and expand these previous efforts. The overarching development objective of the project was to contribute towards the elimination of the worst forms of child labour in Malawi and consistently assist Malawi in reaching the global IPEC goal of eliminating child labour through the development and implementation of National Action Plans (NAPs) to fight child labour.





## 2. RATIONALE, SCOPE AND METHODOLOGY FOR DOCUMENTING THE GOOD PRACTICES

ILO Policy Guidelines for Results-Based Evaluation demand that “the knowledge generated in lessons learned and from **good practices** are made available and feed into the design of new projects or the next phase of a project”<sup>1</sup>. Cognizant of the many different countries that ILO-IPEC is working in, including a multitude of different partners and organizations within countries, there is need to share information on what is working or not, so that no considerable effort is made in “re-inventing the wheel” or repeating mistakes that others have made. The **good practices**, are defined by IPEC as “*anything that works in some way in combating child labour.....and that may have implications for practice at any level elsewhere*”<sup>2</sup> are meant to stimulate thinking and to suggest ideas for consideration.

Specifically, the SNAP Malawi Project aimed to improve Malawi’s child labour knowledge base<sup>3</sup>, institutionalize at the

national level intervention models yielding **good practices** and shift the focus from targeted sectors of child labour to a more integrated area-based approach (IABA). The SNAP Malawi Project narrowed the geographical scope of action projects from eight districts (Mchinji, Kasungu, Mangochi and Mzimba; Lilongwe; and in three labour supplier districts in the southern regions, Thyolo, Mulanje and Phalombe) to three (Mzimba, Kasungu and Mulanje), as well as a site in a fourth district (Lilongwe) designated to replicate and improve **good practices** to withdraw and prevent children in or at risk of being in domestic work. The idea behind a small number of districts was to create **good practice** models for laying the foundations and costing of child labour free zones that can be replicated and scaled up throughout the country.

Thus, the documentation of **good practices** of the SNAP Malawi Project is consistent with the ILO-IPEC policy as well as project’s overall strategic focus and provides useful information for replication and scalability by stakeholders

1 ILO: *ILO policy guidelines for results-based Evaluation: Principles, rationale, planning and managing for evaluations*. Geneva, 2012.

2 IPEC: *Guidelines on Good Practices: identification, review, structuring, dissemination and application*. Geneva, ILO, 2003.

3 A key component of SNAP Malawi Project’s second objective.

at all levels<sup>4</sup>. Beyond the SNAP Malawi Project, future programmes and players in combating child labour in Malawi should be able to benefit from these practices. As such, the identification of good practices in this documentation is based on several independent elements<sup>5</sup>, including the: (i) guiding rationale and/or theme for the good practice; (ii) background to the project in which the good practice emerged in terms of relevant actions taken under the project and reasons behind the actions; (iii) achievements and results of the good practice; and finally, (iv) lessons to be drawn from implementation of the good practice.

The ILO contracted Mr. Sirys Chinangwa to provide consultancy services in producing documentation of good practices of the SNAP Malawi Project. The assignment involved desk review of relevant documents, consultations with the Project Management Team and Implementing Partners, field visits to selected Implementing Partners (to, in some cases, substantiate the good practices<sup>6</sup>), presentation of good practices to stakeholders and provision of the final good practices of the SNAP Malawi Project. The following is a summary of the terms of reference for the assignment:

1. review the SNAP Malawi Project document and TPRs to identify good practices;
2. produce the identified good practices for consultations with key stakeholders including ILO-IPEC Staff and Implementing Partners;
3. present good practices report to stakeholders; and
4. provide final good practices report of the SNAP Malawi Project.

Key deliverables of the assignment included: (i) draft documentation of the good practices; (ii) Presentation of the good practices; and (iii) final documentation of good practices of the SNAP Malawi Project.

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4 National, district and community levels.

5 Criteria for determining good practices represent general guidelines and good practices do not have to be perfect in every aspect, see IPEC: *Guidelines on Good Practices*:... (2003), op. cit.

6 "While there should be some evidence that the practice is indeed effective, definitive "proof" ordinarily is not essential", IPEC: *Guidelines on Good Practices*:... (2003), op. cit.

### 3. EMERGING GOOD PRACTICES OF THE SNAP MALAWI PROJECT

#### 3.1 Emerging good practice on continuous and consistent programming in the fight against child labour



##### 3.1.1 Guiding rationale/theme for the good practice

No single and time-bound project or intervention can fix, at once, the complex constellation of factors which cause child labour. Continuous and consistent programmes are necessary to mend the loose ends in most time-bound projects or interventions, including displacement effects, unfinished legislative and policy initiatives as well as shortcomings inherent in approaches limited to vertical programming and sector based efforts.



##### 3.1.2 Background to the project in which the good practice is emerging

Malawi had implemented two successful child labour programmes funded mainly by the United States Department of Labour (USDOL). Specifically, the ILO-

IPEC previous efforts in Malawi aimed to: (i) provide support for withdrawal and rehabilitation of children in commercial agriculture (2000-2005); and (ii) develop a National Action Plan to Combat Child Labour (2005-2008) so as to mainstream child labour across sectors and roll out direct action projects at district and community levels. Under the two programmes, the National Action Plan and the list of hazardous tasks were drafted; a database on child labour was developed within the Ministry of Labour; and successful models of intervention for prevention and withdrawal from child labour as well as models for the support of adult caregivers were developed.

However, the two programmes left several loose ends to be mended, including the displacement effects, unfinished legislative and policy initiatives as well as shortcomings inherent in approaches limited to vertical programming and sector based efforts. For instance, according to the mid-term evaluation, the second<sup>7</sup>

<sup>7</sup> ILO-IPEC Country Programme to Reduce Child Labour in Malawi (2005-2008), an USDOL-funded project.



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of these previous programmes was “... more effective on some fronts than others, (and) left a legacy of encouraging, but in many cases unfinished, legislative and policy initiatives to enhance the enabling environment for reducing child labour, as well as a portfolio of promising institutional arrangements and interventional stepping stones.”

The implementation of the ILO-IPEC Project to Support the National Action Plan to Combat Child Labour in Malawi (SNAP Malawi Project) (2009-2012), therefore, carried over these key loose ends. Specifically, the Project was tasked to consolidate, expand and build on the ILO-IPEC previous efforts. It was designed to counter the displacement effects of previous interventions and address the remaining gaps in previous efforts to mainstream child labour into national

policies and legislation and provide alternative to vertical programming and sector based efforts which fell short of achieving lasting results. As such, the SNAP Malawi Project enhanced the efforts of the Government of Malawi by supporting the finalisation and implementation of the “Child Labour National Action Plan (NAP) for Malawi (2010-2016), in line with the Malawi Growth Development Strategy’s overall priority on poverty reduction and the Decent Work Country Programme priority of “Creating more and better employment and income generation opportunities particularly for the vulnerable groups, including the youth, women and people with disabilities, as well as ensuring the elimination of the worst forms of child labour.”

The SNAP Malawi Project also inherited the country programme’s unfinished



business of supporting the Child Labour Unit (CLU) to be upgraded to a Section or Department within the Ministry of Labour so as to raise the profile of child labour and create more opportunities for resource mobilization. Under the country programme, the groundwork was laid for a national data base on child labour (NCLDB) to inform policy and planning and generate data to meet international standards for child labour- free certification. Also developed during the country programme was an incipient Child Labour Monitoring System (CLMS) for identifying working children and referring them to appropriate services which had to be piloted through local structures in the targeted AP districts. Thus, the Project innovatively supported further development of a monitoring system for child labour in the country as a whole as well as within its area of operations to both monitor and allow future interventions to learn from it.



### 3.1.3 Achievements/outcomes

- The SNAP Malawi Project managed to complete some of the unfinished business of previous programmes, including: (i) finalization and launch of the NAP in October 2010 in line with the Malawi Growth Development Strategy and the Decent Work Country Programme; (ii) finalization of the list of hazardous child labour; (iii) placement of a focal point person in the Child Labour Unit (CLU) of the Ministry of Labour; and (iv) establishment of key structures for the institutionalization of a monitoring system for child labour in the country as a whole as well as within its area of operations to both monitor child labour and allow future interventions to learn from it; and
- The SNAP Malawi Project leveraged and expanded on structures and strategies already in place and its use of existing and experienced partners and institutions that had already

#### Text Box 1: Success story and case for consistence in Kasungu

The adage “the past is there for us to learn from” brings back to the fore the need for consistent and continuous programming of child labour interventions.

The Final Project Evaluation acknowledges that Kasungu, where ILO interventions have been present for close to 10 years, had such structures as the District Child Labour Committee (DCLC) with exceptional performance in terms of having a strategic plan as well as effective resource mobilization, in part, due to existence of the strategic plan. The mid-term evaluation also acknowledged Kasungu as a model district of IABA implementation.

Nonetheless, despite Kasungu District’s achievements from longer years of consistent programming, gaps still existed and it is not surprising that the Community Child Labour Committee (CCLC) training that took place in Kasungu in May, 2012 confirmed that the initial knowledge level of communities on key concepts and guidelines on matters of child labour was still limited.



implemented similar programmes on the Country Programme as well as project design that drew lessons from past ILO-IPEC country programmes also contributed to the impressive performance reported during the mid-term evaluation<sup>8</sup> when the project surpassed its targeted outputs regarding withdrawn children (114.6%) and prevented children (105%) despite the late start of the project and squeeze in timeframe.



### 3.1.4 Key lessons

- Consistence, especially in child labour interventions, is better than rare moments of greatness, and since these interventions do not arrive in a vacuum, they become more effective when they build on what already exists;

<sup>8</sup> The mid-term evaluation attributed the impressive performance to the doggedness of the SNAP Malawi Project Team which compensated for time.

- It is not feasible to treat any one time-bound child labour intervention in isolation and the multi-sectoral and multi-dimensional nature of child labour requires that all and partial successes should be valued as the basis for learning and ongoing improvement.

## 3.2 Emerging good practice on the National Action Plan for Malawi



### 3.2.1 Guiding rationale/theme for the good practice

The development and implementation of the National Action Plan (NAP) to fight child labour will assist Malawi in reaching the global IPEC goal of eliminating child labour if the NAP forms an integral part of national development policies and provides a framework of proper

coordination mechanisms, laws and policies in a holistic manner to support specific interventions (by all players) and bring positive change in public perceptions about children's needs and rights.



### **3.2.2 Background to the project in which the good practice is emerging**

The Malawi Growth and Development Strategy II (MGDS II), covering the period 2011-2016, is the country's current overarching medium term strategy. It is designed to attain Malawi's long-term aspiration as spelt out in the Vision 2020. Unlike its predecessor, MGDS II explicitly recognizes labour and employment as a sub-theme and integrates measures to combat child labour. Due to, in part, lobbying by ILO-IPEC and other stakeholder, it also includes reducing child labour among its sector development priorities. The specific and relevant sub-theme of the MGDS II seeks to achieve, among other outcomes, increased gainful and decent employment for all as well as elimination of worst forms of child labour. Key strategies to achieve these outcomes include establishing an effective and efficient labour market information system; promoting occupational safety and health; integrating child labour issues into development initiatives and interventions; reviewing, harmonizing and enforcing legislation on child labour; reducing all forms of labour market discrimination; promoting skills development;

establishing a robust database of labour and employment statistics; and finally, promoting labour administration systems.

The United Nations Development Assistance Framework (UNDAF) (2012-2016) and the Malawi Decent Work Country Programme (M-DWCP), which are closely aligned to the MGDS II, represent the UN contribution to achieve the goals of the MGDS II. The UNDAF recognizes that child labour and other exploitative employment practices are common and a constraint to the creation of decent and productive employment. It also recognises that inefficiency in primary schools is due to, among other things, high dropout and repetition rates, caused by poor learning environments, household food insecurity and child labour. The strategies proposed under UNDAF to address the child labour issues include the enforcement of existing labour laws and labour services and enactment of the pending legislations and policies. The Malawi Decent Work Country Programme (M-DWCP), launched in August 2011, includes among its three priorities, "creating more and better employment and income generation opportunities, particularly for the vulnerable groups, including the youth, women and people with disabilities, as well as ensuring the elimination of the worst forms of child labour".

The Government of Malawi has further developed the Child Labour National Action Plan (NAP) (2010-2016) to translate the policy pronouncements into

concrete programmes and activities and to ensure coordination of the various institutions and their programmes. The SNAP Malawi Project supported the finalisation and implementation of the NAP, in line with the Malawi Growth Development Strategy's overall priority on poverty reduction and the Decent Work Country Programme. It attempted, through the UNDAF and DCWP development frameworks, to influence the planning and budgeting system of the government. Consistent with the MGDS II, UNDAF and DWCP, the NAP has identified six priority areas, including: (i) development and improvement of the policy and legislative framework; (ii) building the capacity of the education sector; (iii) bridging the information gap in child labour; (iv) building the institutional and technical capacity of service providers; (v) providing services to withdrawn and prevented children to enable them achieve their education objectives; and (vi) mitigating the effects of HIV and AIDS on working and at risk children.

The development of the NAP, launched in October 2010, started in 2006 through a very **consultative process** involving a wide range of social partners, non-governmental and civil society organizations. It involved (i) a detailed situational analysis, (ii) development of the NAP documents and tripartite plus brainstorming meeting to discuss a framework of strategic objectives and priorities, (iii) alignment and prioritization of the NAP objectives in line with the national priorities by a

specifically constituted tripartite technical committee, and (iv) endorsement by the national stakeholders on child labour and child protection and the National Steering Committee as well as the adoption by the Tripartite Labour Advisory Council. In addition, its implementation plan calls for all stakeholders across sectors and at all levels to mainstream child labour in their programmes, involving: (i) public sector institutions (labour, gender/child development, community services, education, agriculture, security, justice); (ii) district assemblies; (iii) NGOs/FBOs; (iv) Worker organizations; (vi) Employer organizations; and (vii) communities.

Further, the NAP depicts **potential for demonstrable positive impact** on child labour as it targets common and fundamental contributing issues of child labour in Malawi, including both supply and demand side factors. The supply side factors include persistent high poverty levels at household level, poor education system, household characteristics – household size, the prevalence of HIV, cultural and traditional beliefs and practices and inadequate information on the effects of child labour among parents. Demand side factors include children being cheaper labour and easier to control than adults as well as children being in need of employment as a way of helping them and their families.

Furthermore, the NAP addresses **capacity development and coordination issue** as it, in its second intermediate objective,





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recognises the need for a multi-disciplinary approach to elimination of child labour and the need to develop the capacity of those who participate in the process. The SNAP supported this objective by building the capacity of tripartite partners (employers' and workers' organizations), key role players (parents and guardians of targeted children), and other stakeholders (District and Community Child Labour Committees) so they can support the implementation of the integrated approach to eliminating child labour. Finally, the NAP assures **sustainable change** through participatory and transparent approaches involving key stakeholders at national, district and community levels.



### 3.2.3 Achievements/outcomes

- The NAP was finalised and launched in October 2010;
  - The NAP had already succeeded in
- marshalling tentative commitments from ECLT, Master Card and Japan Tobacco International, among other potential partners, to help Malawi progressively eliminate the WFCL;
  - Establishment of institutional structures at various levels, including the National Steering Committee (NSC), CLU with a focal point person in place in the Ministry of Labour, DCLC and CCLC in fighting WFCL and providing basis for stakeholder ownership, institutional capacity building and sustainability;
  - Child labour issues have been mainstreamed in MDGS II and some District Development Plans (DDPs); and
  - The list of hazardous child labour – a major milestone in the elimination of child labour in Malawi – has been gazetted (April 2012), translated in local language (Chichewa) publicized and disseminated.



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### 3.2.4 Key lessons

- The integration of the NAP into national development policies involves a long process, more or so that government bureaucracy in approving and vetting essential policy and legislation takes time;
- The involvement of all relevant stakeholders, led by a Government key sector institution (Ministry of Labour) ensures effective finalization, adoption and implementation of the NAP as evidenced by the Outcome Document and Framework for Action following the Malawi National Conference on Child Labour in Agriculture attended by the State President; and
- SNAP has demonstrated that potentially government, civil society, private sector and other actors can work together for a common cause if they all well appreciate the cause.

## 3.3 Emerging good practice on the integrated area-based approach (IABA) to eliminate child labour



### 3.3.1 Guiding rationale/theme for the good practice

Addressing the multi-dimensional issue of child labour calls for holistic approaches across sectors and players in an integrated, comprehensive and coherent manner. Programme strategies must aim at creating an environment where children do not shift from one hazardous sector or occupation to another, where vulnerable families and communities are empowered to address their livelihood and economic situation and where the necessary consensus at both community and national levels is generated to garner the ownership needed to support long-term change.





### 3.3.2 Background to the project in which the good practice is emerging

Within the country, child labour had not been perceived as a problem. In Malawi, there was need to break the cycle of denied potential and to insert a modicum of hope or possibility for a different way of life for children. Child Labour in the formal and informal economy could not be further ignored. But it was a difficult landscape due to the complexity of bureaucratic process, rigid mindsets, poor quality of education, a tradition of exploiting the young, and the need of families to draw on every member for contribution to their survival.

IPEC, with funding support from US Department of Labour (USDOL) took

on those difficulties when it started in 2009 an attempt to change the situation and the project initiated an institutional shift in “the attitude and behaviour pattern of the government officials (particularly the District Officials of Labour, Education, Social Welfare, Police etc.) and the communities (including general public, parents, workers and employers and children etc.) which is now clear indications that it has changed. The often very heavy procedure-minded style of work is gradually changing into a focused drive with strong commitment to achieve the common goal-to reduce child labour”

The success of the project was dependent on balance, sort of tight-rope like: changing parents’ and communities





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mindsets on one side (both about children not working and about educating girls) and offering worthwhile and productive alternatives on the other side, through either quality education or skills training and income generating activities. The rope would be a steady twist of government, social partners and civil society organizations support.

Addressing this multi-dimensional issue of child labour calls for holistic approaches across sectors and players in an integrated, comprehensive and coherent manner. Programme strategies must aim at creating an environment where children do not shift from one hazardous sector or occupation to another, where vulnerable families and communities are empowered to address their livelihood and economic situation and where the

necessary consensus at both community and national levels is generated to garner the ownership needed to support long-term change.

Drawing lessons from ILO-IPEC previous efforts in Malawi, vertical programming and sector based initiatives had thus far fallen short in achieving lasting results in eliminating child labour. To achieve the balance the project introduced the integrated area-based approach (IABA). Eliminating child labour in rural and semi-urban communities requires addressing all forms of child labour jointly to avoid that as a result of interventions children shift sectors or locations while continuing to work. The IABA promotes a programme of interventions based on the involvement of local communities into dialogue and cooperation with government entities,



employers' and workers' organizations and civil society organizations. These stakeholders are supported in identifying the root causes of child labour, promoting alternatives and changes in supply chains through policy coherence, institutional development and community level interventions. This approach allows close integration of various interventions aimed at prevention, removal and rehabilitation of child laborers, and protection of young workers with those aimed at empowering vulnerable families and local communities. This is called convergence model which supports the establishment of Child Labour Free Zones through joint effort of government entities, Social Partners and civil society organization.

Through an integrated area-based approach (IABA), the SNAP Malawi Project applied and broadened the scope of government models already on the ground in Malawi for extending education to working children through Complimentary Basic Education and skills training and improving household food security. Specifically, the Project:

- (i) extended access to education in light with the government's Complementary Basic Education and provided bridging activities to mainstream children into the formal school system;
- (ii) established Multi-purpose Learning Centres (MPLCs) and Community based Outreach Vocational Skills Centres (CBOVSC) within communities to provide counselling, referral and skills training especially for older children who did not want to go back

to school, but were still too young to be legally working full time; (iii) provided skills and income generation opportunities at the household level to help working children and those at risk stay in school and out of child labour; and (iv) empowered communities to recognize that child labour is a problem and that there are alternatives for their children.

With IABA, the SNAP Malawi Project's overall strategy operated at two levels, namely that of building an enabling environment at the national level as well as actual direct action at the community level. At the level of direct action at the community level, the project aimed at laying the foundations for the creation of child labour free zones in three districts in Malawi (Mzimba, Kasungu and Mulanje<sup>9</sup>) by targeting, through IABA, all the WFCL in the target areas in those districts and engaging a multi-faceted and multidisciplinary approach at all levels. The targeting of all forms of CL prevalent in a well defined geographical area assisted in overcoming the CL displacement effects from one sector to another. It also allowed for an integration of various types of interventions aiming at socio-economic development of a well defined geographical area. The idea was to sustain both the rehabilitation of former child labourers and other preventive measures to combat child labour through education, skills development, and poverty

<sup>9</sup> The focus on a small number of districts aimed to create good practice models for laying the foundations and costing of CL free zones that could be replicated and scaled up throughout the country.

reduction. Thus, the IABA involved many actors and combined non-formal education and bridging schools, vocational education and training, social protection, school and workplace monitoring, community's empowerment, and income-generating activities.



### 3.3.3 Achievements/outcomes

- Despite its late start, SNAP Malawi Project implementation was at full speed (during the Extended Project Evaluation) such that the project surpassed its targeted outputs regarding withdrawn children (114.6% of the target) and prevented children (105% of the target);
- Specifically:
  - A total of 5,617 children were withdrawn or prevented from entering in child labour through the provision of educational services, against the total target of 4,982 Children. Out of the 5,617 children beneficiaries, a total of 2,553 working children (1,123 female & 1,430 male) were withdrawn from the WFCL and were being provided with rehabilitation and educational services against the target of 2,192;
  - A total of 3,064 children (1,363 female & 1,701 male) were prevented and being provided with rehabilitation and educational services against the target of 2,790;
  - 11 Multipurpose Learning Centres (MPLCs) were established (AYISE 4, CICOD 2, COYIDA 3 and YECE 2) against the target of 14. 7 Skills outreach centres have been established (AYISE 1, CICOD 2, COYIDA 2 and YECE 2);
  - 309 Children (127 female & 182 male) underwent vocational training in the Project Outreach Vocational Skills Training Centres in Tailoring, Carpentry, and Brick Laying, Hair Dressing, Welding and Home Economics;
  - 175 youth (60 female and 115 male) were trained in business management skills;
  - 813 IGAs were implemented in which 285 goats, 144 pigs, 82 business schemes were distributed; and
  - Adult beneficiaries of Income Generating Activities (IGAs) continued to form groups or clubs (e.g., in Chiuzira) where they make savings and provide loan facilities to one another in order to boost their businesses.
- The NAP was finalized and launched in October 2010;
- Two pieces of legislation were enacted (Child Care Protection and Justice Act and the National Registration Act) and the list of Hazardous Occupation were gazetted in April 2012 and later translated in local language and popularised;
- The National Steering Committee on

CL is established and the focal point person is placed under CLU;

- IABA had already started (mid-term evaluation) to indicate a growing awareness at district and community levels that child labour is a concern to population welfare;
- DCLCs and CCLCs have been re-activated, strengthened and operationalized coupled with incorporation of CL issues into relevant DDPs; and
- Child labour free zones have been piloted in Mzimba, Kasungu Mulanje and Lilongwe



### 3.3.4 Key lessons

- The IABA offers an alternative (or in some instances, complement) to the vertical programming and sector based initiatives that have thus far fallen short in achieving lasting results in eliminating child labour in Malawi;
- Child labour is one symptom of the bigger picture and requires holistic approaches using “upstream” at national and international levels as well as “downstream” in families and communities to create and ensure sustainable change that is in the best interests of the children concerned;
- Targeting all relevant sectors under IABA is easier done at upstream than downstream level as each sector requires specific activities/interventions;

- IABA is a complex model which requires careful thought in the logical mix and timing of interventions. For instance, the withdrawal of children from the workplace needs to be tallied at the same time with IGA activities in order to help families or guardians cope with loss of income and support their children in more sanguine alternatives; and
- IABA calls for comprehensive budgeting at the Action Project level in order to address repatriation and monitoring of displaced children withdrawn from working in one district and who want to return to their district of origin.
- The IABA model eliminates CL and creates Child Labour Free Zones (CLFZs) from three perspectives: (i) Work place or Labour – based; (ii) Rights based and, (iii) Decent work.

## 3.4 Emerging good practice on strengthening local action for community-based Child Labour Monitoring Systems (CLMSs) and community infrastructure programmes (CIPs)



### 3.4.1 Guiding rationale/theme for the good practice

For communities to own and lead change, there is need for individuals, families and the communities at large to have access to information and opportunities to discuss and analyse the advantages



and disadvantages of the changes under consideration. They are then in a position, both individually and collectively, to make decisions, develop strategies and organise themselves to implement what they have decided in a sustainable manner.



### **3.4.2 Background to the project in which the good practice is emerging**

Malawi's heavy reliance on periodic surveys has resulted in obsolete data for planning child labour interventions; thereby complicating the country's reporting obligations locally and internationally. This calls for a monitoring system that ensures continuous data collection, analysis and reporting. Thus, consistent with the recommendations of the final evaluation of the IPEC Country Programme, the SNAP Malawi Project was tasked with improving Malawi's child labour knowledge base. The country programme laid the groundwork for a national data base on child labour (NCLDB) to inform policy

and planning and generate data to meet international standards for child labour-free certification. It also initiated the development of a Child Labour Monitoring System (CLMS) for identifying working children and referring them to appropriate services piloted through district and community structures in the targeted districts. As such, the SNAP Malawi Project supported the further development of the CLMS started under the auspices of the Country Programme.

So a need for establishment of a robust and sustainable monitoring system was felt which is self-sustaining, creates empowerment in the communities and accountability in duty bearers where it is implemented. The project introduced the Community based Child Labour Monitoring System (CB-CLMS). The model is based on the use of community based organizations (e.g. CCLCs) to conduct surveillance and identification of working children in the communities and pass it on to District Child Labour Committees (DCLCs) for

analysis and referral to competent services. Thus empowering the communities to take responsibility of monitoring the child labour situation in their impact area and also speak on behalf of the children to make the duty bearers accountable for achieving good governance.

In short CB-CLMS with active support from communities:

- Identifies children in CL or at-risk of CL,
- Withdraw and protect them, e.g.: refer them to appropriate services (such as education, vocational skills training or appropriate and decent work) with support from District Child Labour Committees,
- support in awareness and enforcement of by-laws through traditional authorities and plans of action against child labour,
- supports labour inspection system and prosecution of the perpetrators with law enforcement agencies e.g. labour inspection system;
- Regularly monitor the situation of child labour to prevent children from entering in child labour.

District governments in all the four SNAP districts (Mzimba, Kasungu, Mulanje and Lilongwe) either established District Committees on Child Labour (DCLCs), or revived those already in existence from previous interventions. The DCLCs had broad cross sector participation, including government officers, NGOs, development

partners, Private Sector companies (where applicable), employers and workers organizations, teachers, and Traditional Authority Chiefs. In addition, Community Child Labour Committees (CCLCs) were also established at the community level to enhance the spotlight on child labour and support implementation of interventions.

Community members were trained in the CLMS to collect data at community level and report to CCLCs with representation at village level. The presence of village and area chiefs on these committees, whether as chairs or not, strategically positioned them to marshal awareness of child labour and collaborate to reduce it.

The identification of child labourers without referrals to appropriate services is meaningless. As such, the basic concept underlying the CLMS was the identification of children and referrals to services (if available in the target area like education and training services, and decent work). Thus, any unresolved issues at the household and village level are referred to the community level through CCLCs for action. Likewise, any unresolved issues at the community level are referred to the district level through DCLCs for action and if the issues still remain unresolved at the district level, they are referred to the national level through the CLU in the Ministry of Labour and the National Steering Committee.

The APs in general and the CLCCs in particular were largely designed to be dependent on volunteerism in



communities. However, according to the mid-term evaluation, the project's efforts to marshal community volunteerism were up against the reality of Malawi especially in the face of economic adversity. Thus, something had to motivate, drive and bind communities together towards pursuance of the "noble cause" if the CCLCs and the community at large were to remain committed to child labour monitoring in the face of household economic hardship. Therefore, the SNAP Malawi Project introduced the development of community infrastructure programmes (CIPs) and empowered communities to design these programmes and provide social and economic capital.

In return for the monitoring by the communities, interventions were required to be designed which sustain the system and empower the communities to manage local economic development process in partnership with public and private stakeholders thus a knowledge leveraging community infrastructure is produced so that social and economic capital can be developed. The project therefore developed models of community infrastructure programmes (CIP) in the shape of both hard (physical) and soft infrastructure like developing Community based Service Outlets (CBSOs) for creating business schemes, employment creation, knowledge sharing, community development and vocational skills trainings.



The development of CIPs allowed communities to run referral services and community-level CLMS as well as to develop, maintain and increase its knowledge base to address child labour issues. Through the CIPs, the project expanded Outreach Vocational Skills Centers (OVSCs) to a model of Community based Service Outlets to serve as focal point for educating parents, employers and the community on child labour issues (and the hazards it creates not only for the children but rather more for the society in general) on one hand.

And on the other hand to provide pre-employment training to ex-child labourers to further improve beneficiaries' knowledge and skills and to overcome the challenge of non-availability of equipment in marginalized and vulnerable communities. Under this concept, a community-based outlet was produced after handover of the equipment and management into the community ownership. This concept created sustainability as the equipment was owned by the community as opposed to individuals. In addition, these Service outlets promoted the linkage between the trainees and the market to provide them access to the market and act as employment exchange.

The centre was used as business, display, community development and marketing and knowledge sharing platform. To improve the management and assure the full support of a competent community in order to secure effective and efficient operation and sustainability, CCLCs

were established around Multi-Purpose Learning Centers (MPLCs) and Outreach Vocational Skills Centers (OVSCs) and were empowered to sustain the operation effectively and assume the role of child labour monitoring in the area of influence. The project conducted orientation meeting for IPs on how to convert the Outreach Skills Centres (OSC) to Service Outlets and continued to establish the Service outlets in the communities as part of the exit strategy.

Thus, the project's model of interventions provided the dual purpose of identification and referral services and empowered the communities to make the duty bearers accountable to provide sustainable solutions to the issues of child labour. The model of community-based CLMS and Community Infrastructure Programmes represented an innovative departure from programmes that do not address households' dependence. The development of community infrastructure programmes for the community based service outlets, business schemes and school improvement programmes, provided communities economic impetus, benefits and incentives to monitor the situation and increase their knowledge base to address child labour issues in a sustainable manner.



### 3.4.3 Achievements/outcomes

- Three baseline studies were completed and information shared with partners and stakeholders;
- A Tripartite plus Consultative Workshop on "Development of the Child Labour

Monitoring System (CLMS) and Information Flow to Stakeholders” was conducted on 4-5 June 2012;

- The rolling out of the project’s beneficiary data monitoring reporting system (project DBMR) to SNAP implementing partners in four districts;
- Information collected at field level is being used to inform planning at the community, district, or national management levels. For instance, an area in TA Santhe in Kasungu was able to get a school based on information reported and lobbying by the community through the CCLC and DCLC. Further, in Mulanje, a school feeding programme was initiated at Malo, Mapanga and Mendulo primary schools due to information reported through the CCLCs and DCLC. Furthermore, construction of a school block and teacher’s houses was initiated at Chigonjetso and Mapanga primary schools, respectively, due to reports through the CCLCs and DCLC in Mulanje;
- The downstream interventions to either establish or revive as well as empower CLCCs and DCLCs has assisted targeted communities to directly address poverty issues related to child labour and communities are being empowered through MPLCs and Community Service Outlets to recognize that child labour is a problem and that there are alternatives through collaborative action;
- 11 Multipurpose Learning Centres (MPLCs) have been established (AYISE 4, CICOD 2, COYIDA 3 and YECE 2) against the target of 14 and 7 Skills outreach centres have been established (AYISE 1, CICOD 2, COYIDA 2 and YECE 2);
- DCLCs and CCLCs have gone a step ahead in institutionalizing their efforts in fighting against child labour as they continue to take up the responsibility of managing the MPLCs, OVSCs and Service Outlets;
- Domestic child labour workers forums and employers forums are being established and managed by the communities themselves. The forums provide an opportunity for domestic workers to share experiences and ensure that the work environment remains decent. In addition, through the forums they are able to report new domestic child labourers within the vicinity and their respective employers. The CCLCs either take appropriate action or report the matters to responsible authorities such as the District Labour Office; and
- Adult beneficiaries of IGAs continue to form groups or clubs where they make savings and provide loan facilities to one another in order to boost their businesses. Such forums facilitate experience and knowledge sharing in as far as business management is concerned.





### 3.4.4 Key lessons

- Setting up cross-sector DCLCs and multi-stakeholder CCLCs serves as a stepping-stone to stakeholder ownership, institutional capacity building and sustainability;
- Setting monitoring systems and organizing the communities and the informal sector through CLMS is a promising development in terms of increasing access to child labourers otherwise hidden, and improving the environment for those children employed in the informal sector;
- The use of local structures like a makeshift but functional structure that the community had built on land owned by a local chief and a church compound (Lilongwe, YECE) as well as space provided by a CCLC member (Kasungu, CICOD) for MPLCs/conducting training are good signs of community ownership and commitment;
- Depending on the nature of the infrastructure programme, public and private partnerships become necessary in leveraging local resources and ensuring sustainability (Tea industry in Mulanje – as part of their corporate social responsibility and contribution to the CLMS and the infrastructure programme to enhance child labour monitoring and referral systems in the tea estates and small holder farms which produce tea for the benefits of wider communities);
- The CCLCs and the DCLCs should form part of the government known-development structures that fall under the district planning processes to guarantee sustainability. However, inspection functions require separation from monitoring functions such that instituting CLMSs should be championed under the ambit of the Planning Unit in the MoL;
- Training in business models and management should be part of the MPLCs to augment sustainability;
- The CLMS is a dynamic long-term process in development and demands a thoughtful process of establishing key stakeholders and linkages with various service providers;
- Imported models of volunteerism introduced in the face of economic adversity or that run counter to local behavior and customary laws may lead to more frustration and disappointment than success;
- Provision of IGAs for needy households requires careful thought in situations where definition of being needy becomes complicated due to adverse poverty levels and where communities inevitably prefer immediate to short term gains; and
- Recognition of the role of chiefs at an earlier stage combined with a more active Action Programme than DCLC made Mulanje an active model for CLMS with a specific person identified in MoL to work on CLMS.

## 3.5 Emerging good practice on community regulation through by-laws and service delivery in downstream interventions



### 3.5.1 Guiding rationale/theme for the good practice

Unless communities own and lead change, it is too difficult to create a child labour free society in the long term. While labour inspection and law enforcement are important, the most effective and immediate way to reach children is by community regulation of child labour. It is important to identify and involve community leaders and other key people in all community initiatives, since they are the ones that set priorities and influence ideas and behaviour change.



### 3.5.2 Background to the project in which the good practice is emerging

For the ILO, child labour is closely associated with poverty and a lack of free quality education. Although primary school education has been free in Malawi since 1994 – resulting in an increase in total enrolment from 1.9 million to nearly 3 million – there remain some costs (uniforms and other scholastic materials) and factors that compel poor households to have their children out of school. Moreover, the education system in Malawi is not compulsory and issues of quality education continue to adversely affect

the education system and exacerbate the situation of children dropping out of school and ending up in child labour. Other barriers and challenges being experienced in providing education to children engaged in, or at risk of engaging in child labour, include cultural and religious beliefs and practices, distances to nearest primary school and parents' literacy levels. As such, the SNAP Malawi Project in Malawi focussed on strengthening the capacity of ILO tripartite partners and other key stakeholders using both upstream and downstream strategies, including (i) strengthening the upstream enabling environment through cross sector policy, legislation and institutional development at national and district levels, and (ii) promoting social mobilization and strengthening the downstream enabling environment. At the downstream level, the project introduced as part of improving the working conditions, by-laws in specific communities, according to which, all children who reached the employment age and sought employment would be required to be registered with Traditional Authorities so that monitoring mechanism could be introduced to monitor the children working condition and save them from abuses like trafficking or other hazardous work. This system also provides a forum to discuss issues of the working children and decide with Community-based Child Labour Committee (CCLCs) on ways to address them.



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### 3.5.3 Achievements/outcomes

- Traditional Authorities manifested their support for reducing child labour by issuing by-laws against child labour in their jurisdictions. For instance, by-laws have been developed by the Traditional Chiefs in both Mulanje and Kasungu districts, and are being popularized with the aim to promote good practices to eliminate child labour practices and promote education for working children;
- The project continued to work closely with Traditional Authorities and stakeholders in the respective districts to further improve the by-laws and develop effective implementation strategies and a reporting and monitoring system for the by-laws. For instance, some Traditional Authorities were initially not transparent in the use of any payments made by offenders of the by-laws. In response, the Project recruited a law consultant to refine the by-laws to ensure uniformity in application as well as undertake sensitization campaigns such that currently the TAs have established community funds which administer payments made by offenders of the by-laws in support of community activities such as payment of school fees;
- The project Counselling Manuals and the Law Enforcement Manual are used to provide training in Child Rights and Child Labour in the project MPLCs, OSC and community meetings and children are provided information about child rights and child labour in the counselling strategies designed by the project in the MPLCs and OSCs;
- Workshops were also conducted on the Law Enforcement Manual in Kasungu (14-15 June) and Mulanje (18-19 June) in which 60 participants coming from Ministry of Labour, Police, NGOs, Workers Organizations (TUM and MUFIS) and Community Members were trained;



- In response to the training, TUM and MUFIS have established Child rights clubs – 6 clubs in Dzenza Zone, 6 clubs in Mkukula Zone, 5 clubs in Chitakali Zone and 5 clubs in Lumbuli Zone;
- Domestic child labour workers forums and employers forums are established and managed by the communities themselves. The forums provide an opportunity for young domestic workers (above the legal minimum age for admission to employment) to share experiences and ensure that the work environment remains decent. In addition through the forums, they are able to report new domestic child labourers within the vicinity and their respective employers. The CCLCs either take appropriate action or report the matters to responsible authorities such as the District Labour Office; and
- Adult beneficiaries of IGAs continue to form groups or clubs where they make savings and provide loan facilities to

one another in order to boost their businesses. Such forums facilitate experience and knowledge sharing in as far as business management is concerned.



### 3.5.4 Key lessons

- Downstream interventions are critical in ensuring community buy-in so that child labour is perceived as “our problem” at all levels;
- The introduction of By-Laws for Elimination of Child Labour and Improving the working conditions in specific communities ensures long-term sustainability of the interventions;
- The by-laws require uniformity in application and transparency mechanisms to ensure checks and balances of community leaders; and
- The application of local “penal code” should be supportive of local efforts against child labour.



## 3.6 Emerging good practice on special needs of child domestic workers



### 3.6.1 Guiding rationale/theme for the good practice

Child labourers have different characteristics and more effective, sustainable and empowering strategies should recognize the special needs of children, especially working children, in order to reinforce responsible and humane treatment by their employers.



### 3.6.2 Background to the project in which the good practice is emerging

Access to quality education is universally acknowledged as a key factor in eliminating child labour. However, internal factors within the formal school system<sup>10</sup> and the family<sup>11</sup> lead to many children missing out on formal schooling. On the supply side, due to poverty, older children – with the support of their parents – opt to stay out of school to work so that they can add to the family income. On the demand side, employers hire children as a subservient workforce that can be manipulated without fear of censure. Thus,

<sup>10</sup> The education system can accommodate only a proportion of school age children and is characterized by weak infrastructure, poor teaching quality, lack of qualified teachers, teacher absenteeism and lack of learning materials, which discourage children from attending school and parents from sending them.

<sup>11</sup> Poverty is key to fomenting child labour and older children may be reluctant to return to school.

working children had special needs that required innovative interventions within the SNAP Malawi Project, for which the existing systems did not make any provision.

The SNAP Malawi Project adopted a two-pronged approach to address both the supply and demand sides of the special needs of working children. First, there was need to create appropriate development opportunities for working children themselves through specific education-related interventions. Specifically, the SNAP Malawi Project offered alternatives for children whose parents gave preference to skills learning over general education by extending their access to skills training and complimentary basic education (CBE). While the Project mainstreamed younger children back into the formal school system at the first available calendar opportunity, some children who had dropped out of school were provided with Complimentary Basic Education (CBE) from 3-6 months and children aged 14 and above were offered vocational training options such as sewing, tin-smithing, bricklaying, carpentry in addition to functional literacy training and counselling.

Second, there was need to reinforce responsible and humane treatment of the working children by their employers. The project incorporated the establishment of a standard for protection of children (14-17 years) in domestic work by improving working conditions through review of the Contract Agreements that

were signed between the young workers and their employers. This ensured that the children were not forcefully removed from employment but rather that their conditions of work were improved and monitored.

Second, there was need to reinforce responsible and human treatment of the working children by their employers. The project established a standard for protection of children above the legal minimum age to work (14-17 years) in domestic work by improving the working conditions of domestic workers through the review of the Contract Agreements that were signed between the young workers and their employers. This ensured that the children were not forcefully removed from employment but rather that their conditions of work were improved and monitored.

This innovative strategy consists in protecting child domestic workers from abuse who are above the legal minimum age to work and provide them with decent working conditions. In summary, in Lilongwe, the project has designed a unique support system by involving the traditional authorities and workers organizations (Malawi Congress of Trade Union) for children who seek to work as domestic workers. The system provides the children and their families, the prospective employers, traditional authorities and workers' organization (MCTU) with the framework of roles and responsibilities to improve the working conditions and monitor the situation of children. According to the system, all children who intend to work as



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domestic workers in the area are required to be registered with the traditional authority and for the first time, a written contract is negotiated with the employers which specify pay, working hours and conditions of work. The conditions of the contract are regularly monitored by the Community Child Labour Committees (CCLCs), Traditional Authority (Group Village Headman) with technical support from Malawi Congress of Trade Union. In addition to this framework, forums for Domestic Workers have been established to discuss issues of mutual interest and agree on the way forward to resolve them in consultation with CCLCs and create awareness among the domestic workers about their rights and responsibilities. The system has established that under age children (below 14 years) are not allowed to work as per the Employment Act of Malawi, and they will be provided with alternatives

like education and skills training. The domestic workers above the legal minimum who wish to continue as domestic workers have their working conditions improved, and at the same time, are able to attend a vocational skills training to shape their future.

This system has successfully created transparency in the recruitment, monitoring, working conditions and promoting rights of the domestic workers and has support in the implementation of existing laws.



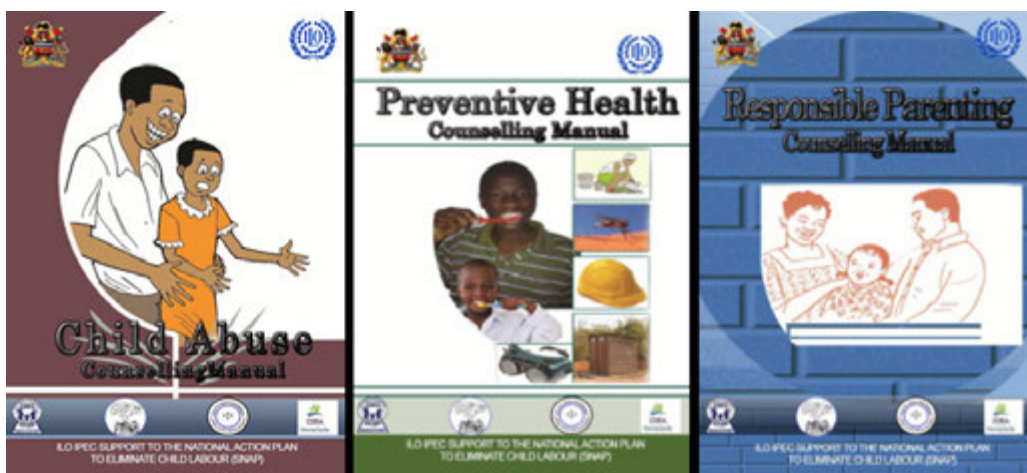
### 3.6.3 Achievements/outcomes

- Four Action Programmes, vetted through tripartite consensus, rolled out mainstreaming, CBE, skills training and eventually income generating and small business development activities in four districts (COYIDA in Mzimba, CICOD in Kasungu, AYISE in Mulanje and YECE in Lilongwe);
- 309 Children (127 female & 182 male) underwent vocational training in the Project Outreach Vocational Skills Training Centres in Tailoring, Carpentry, and Brick Laying, Hair Dressing, Welding and Home Economics;
- SNAP models of extending education and skills training opportunities to working children and those at risk helped the government to build capacity, particularly at the community level to meet the needs of hard to reach populations and offer children alternatives to child labour;
- Three of the SNAP Malawi Project partners in Lilongwe and Blantyre have been identified for the GIZ funded project that has been launched by the



Ministry of Education in ten districts to establish Complimentary Basic Education (CBE schools) for children out of schools, thereby providing an excellent opportunity to present the SNAP Malawi Project model of interventions to the GIZ, mainstream the issue of child labour in Education Sector Donor Coordination group and provide an opportunity for resource mobilization for the project intervention;

- Counseling Manual developed for use in project education programmes targeting working children and their employers, teachers and CCLCs, with very positive impact on behavioural change;
- Educational counselling manuals were developed which will target working children, Community Child Labour Committees (CCLCs), Parents, Traditional Leaders, employers of children and adult workers. They concern a) Preventive Health, b) Responsive Parenting, c) Counselling & Guidance, d) Child Abuse, e) Working with Young People.
- Employment contracts designed by the Implementing Agency (YECE) for the target group in the targeted communities have significantly improved the working conditions of the target beneficiaries; and
- An innovation system for the protection of children in domestic work who are above the legal minimum age to work (14-17 years) has been developed, to improve and monitor their working conditions. The strategy establishes a system at the Traditional Authority (TA) level that sets up an innovative registering system with the Chief of the TA, of all the children who seek employment as domestic workers, as a system for monitoring the children's working conditions. In case of any conflict, the system provides for a resolution system through the CCLC members (e.g., Kawale). If the issue could not be resolved at the CCLC level, this issue is forwarded to the DCLC for their consideration and action.







### 3.6.4 Key lessons

- Vocational training activities merit greater attention to ensure quality control of skills training so that the working children are able to produce quality finished products.

## 3.7 Emerging good practice on involving children through SCREAM programme



### 3.7.1 Guiding rationale/theme for the good practice

Practices that facilitate children's participation in decisions and activities that concern them are an integral part of the necessary actions to ensure that changes are locally owned and led within the local context. Children should be involved to find out what they think about child labour



### 3.7.2 Background to the project in which the good practice is emerging

SCREAM, or Supporting Children's Rights through Education, the Arts and the Media, is an education and social mobilization initiative developed by ILO-IPEC to help educators worldwide, in both formal and non-formal education settings, to cultivate young people's understanding of the causes and consequences of child labour. The programme uses visual, literary and performing arts and provides young people with a range of tools for self-expression while supporting their personal and social





development. Thus, in line with the ILO-IPEC initiative, the SNAP Malawi Project was designed to provide support in the form of IEC material on child labour as well as drama tool kits (drums, the scream package etc). This was based on the lesson learnt from the previous programmes that child participation in child labour prevention activities through community-based multi-media approaches (poems, community radio, essay competitions, drama, sports), is very effective. As such, the SNAP Malawi Project adapted and translated into Chichewa, the ILO-IPEC SCREAM Kit, being integrated into IPEC initiatives worldwide. Much like the LIFESKILLS curricula has

been incorporated into primary school education, the idea was that the SCREAM kit would eventually be integrated into the CBE modules and that the government would integrate the SCREAM training modules into national curricula.



### 3.7.3 Achievements/outcomes

- The translation into the local language (Chichewa) and adaptation of all the 18 modules of the SCREAM have been finalized and field-tested through the partner NGOs in all four project districts;
- Teachers from all the MPCLs and

programme managers were involved in the review and adaptability process;

- Training of master trainers for SCREAM (AYISE, CICOD and YECE);
- Soft and Hard copies of the manuals have been distributed to all the IAs;
- IAs have initiated the process of making SCREAM as part of the curriculum in the non-formal schools and vocational training centres; and
- The project secured USD 58,465 under the UNDAF II for the child labour interventions with possibility to include training in the formal schools on SCREAM.



### 3.7.4 Key lessons

- While child representation is often conspicuously absent on coordination and advisory bodies at both the district and community levels (mid-term evaluation), the SCREAM models ensures direct involvement of children;
- The involvement of teachers in discussions and SCREAM training provide avenues for mainstreaming favourable environment for children and developing understanding of education officials on the problem of child labour and how to address it; and
- As a platform for children's voice to offer solutions to child labour issues, SCREAM needs follow-up on a continuous basis.

## 3.8 Emerging good practice on informal sector targeting through worker organizations and market structures



### 3.8.1 Guiding rationale/theme for the good practice

The informal sector, which has both significant decent work deficits and immense potential for poverty reduction and wealth creation through the promotion of decent work, has hidden child labourers that require targeted programmes and structures.



### 3.8.2 Background to the project in which the good practice is emerging

The SNAP Malawi Project worked with worker organizations, including MCTU and sectoral unions: Teachers Union of Malawi (TUM), the Tobacco Tenancy and Allied Workers Union (TOTAWUM) and the Malawi Union for the Informal Sector (MUFIS), relevant to elimination of child labour. An Action Programme was implemented by MCTU to mobilize policy makers, trade unions, law enforcement agencies, employers association for enforcement of child labour laws and inform workers, tenants on their rights. It also aimed to organize the informal sector.







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### 3.8.3 Achievements/outcomes

- The Action Programme successfully reviewed the Law Enforcement Manual and commenced training of workers;
- The IA trained 5 Trainers and devised a training plan for all the targeted districts of the project;
- Three workshops were conducted on the Law Enforcement Manual in Kasungu (14-15 June) and Mulanje (18-19 June) in which 60 participants coming from Ministry of Labour, Police, NGOs, Workers Organizations (TUM and MUFIS) and Community Members were trained;
- In response to the training, TUM and MUFIS have established Child rights clubs – 6 clubs in Dzenza Zone, 6 clubs

in Mkukula Zone, 5 clubs in Chitakali Zone and 5 clubs in Lumbuli Zone; and

- OSH Committees have been formed in Lilongwe in Lilongwe Market, Area 23 Market, Area 24 Market and Kawale market. The members of these committees are employers and workers in these markets for Social Protection and formulation of Associations of Trades' People to protect their rights



### 3.8.4 Key lessons

- Setting monitoring systems and organizing the communities and the informal sector through CLMS is a promising development in terms of increasing access to child labourers otherwise hidden, and improving





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the environment for those children employed in the informal sector; and

- Development of a monitoring system within the informal sector as part of the national CLMS requires lasting incentives beyond time-bound programmes by worker and employer organizations.

### 3.9 Emerging good practice on exchange visits



#### 3.9.1 Guiding rationale/theme for the good practice

As an integral part of capacity development, exchange visits provide a unique opportunity for sharing good practices and lessons learnt on how child labour is addressed at district and community level, sharing of success stories that enhance motivation and sharing on common challenges and how these can be addressed.



### 3.9.2 Background to the project in which the good practice is emerging

Different districts and implementing partners have different capacities and opportunities. When two or more DCLCs and IPs meet, a lot of sharing takes place about how efforts can be increased, and this refreshes operations since development areas are identified in the process. The SNAP Malawi Project supported exchange visits between implementing partners, DCLCs and CCLCs from different districts to ensure knowledge sharing and identify and share good practices. The Project undertook exchange visits between IA, DCLCs, other district level staff, and CCLCs from different areas of implementation. The project devised a system of intra-exchange information sharing among various districts through exchange visits,

joint presentation, meetings and newsletter to ensure ownership at the district and intra-district level.



### 3.9.3 Achievements/outcomes

- District and community structures were strengthened by exchange visits and information sharing from other districts and programmes;
- Change in attitudes and practices introduced by the targeted communities to apply the newly found knowledge were shared with other implementing partners during the exchange visits;
- Effective models for monitoring the child labour situation (e.g. CLMS), and for improving non-formal education, vocational training were presented to



various stakeholders in the exchange visits to project sites and project presentations;

- An exchange visit of all the project implementing partners along with the Ministry of Labour and DCLCs of Kasungu, Lilongwe and Mzimba was undertaken to Mulanje to learn from the experience of AYISE and DCLC Mulanje in combating child labour; and
- Two exchange visit were conducted between the implementing agencies to Mulanje and Kusungu districts to share experiences in the field.



### 3.9.4 Key lessons

- Exchange visits refresh operations of district and community structures as well as partners in addressing development issues, including sustainability of structures through district plans and committees and involvement communities and their leaders.

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