UGANDA

Kampala

Fighting Commercial Sexual Exploitation of Children

UN/ILO INITIATIVE TO END CHILD LABOUR

Study of Good Practices in Interventions in Uganda

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ILO IPEC

International Programme on the Elimination of Child Labour

The ILO's International Programme on the Elimination of Child Labour (IPEC) is dedicated to the progressive elimination of child labour worldwide, emphasizing, as a matter of urgency, the eradication of its worst forms. IPEC works to achieve this through country-based programmes which implement concrete measures to end child labour; and through international and national advocacy and awareness-raising aimed at changing social attitudes and promoting ratification and effective implementation of ILO conventions relating to child labour.

IPEC

International Labour Organisation
International Programme on the Elimination of Child Labour
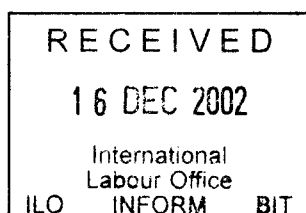
Fighting Commercial Sexual Exploitation of Children

Study of Good Practices in Interventions in Uganda

Vol. IV

Report by
David Kyaddondo

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ACRONYMS

ADSN	Adolescent Development Support Network
AIDS	Acquired Immune Deficiency Syndrome
ANPPCAN	African Network for the Prevention and Protection Against Child Abuse and Neglect
AUWMD	Association of Uganda Women Medical Doctors
CHW	Community Health Workers
CRO	Child Restoration Outreach
CSE	Commercial Sexual Exploitation
CSEC	Commercial Sexual Exploitation of Children
FOCA	Friends of Children Association
FUE	Federation of Uganda Employers
GUSCO	Gulu Support the Children Organization
HAR	Hope After Rape
HIV	Human Immune Deficiency Virus
ILO	International Labour Organization
IPEC	International Programme on the Elimination of Child Labour
KCC	Kampala City Council
KIN	Kids in Need
NGO	Non Government Organization
NOTU	National Organization of Trade Unions
OAU	Organization of African Unity
PLE	Primary Leaving Examinations
SAP	SLUM-AID Project
STI	Sexually Transmitted Infections
TBA	Traditional Birth Attendant
UN	United Nations
UPE	Universal Primary Education
UYDEL	Uganda Youth Development Link
WAYS	Women and Youth Services

ACKNOWLEDGMENTS

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EXECUTIVE SUMMARY

Commercial sexual exploitation of children (CSEC), is the sexual abuse of children in exchange for cash or in kind favours from the customer to the child or an intermediary. The negative impact of CSEC is profound and often permanent, hence the problem needs urgent attention. Following the adoption of the International Labour Organisation (ILO) Convention 182 on the worst forms of child labour in 1999, ILO's International Programme on the Elimination of Child Labour (IPEC) is intensifying its technical assistance to countries in their efforts to combat the worst forms of child labour. Sharing of experiences from IPEC supported programmes and other agencies is important for future policy and programme formulation, thus this study on good practices.

The main objective of the study is to create a better understanding of successful approaches in combating CSEC. This includes on-going IPEC supported and other national initiatives being implemented to combat children engaged in prostitution in Uganda. This is part of the sub-regional study done in four countries i.e., Kenya, Tanzania, Zambia and Uganda, from which a sub-regional synthesis report is being developed.

The magnitude of child sexual exploitation is not known in Uganda, due to lack of comprehensive national statistics. The fact that CSEC is illegal and hidden makes it difficult to obtain information. Only scanty small-scale studies have been done mainly focusing on Kampala, and one in Lira in Northern Uganda (UYDEL; SLUM-AID). However, media reports, NGO reports working in this area and discussions with communities indicate that CSEC is a serious problem, which is on the increase.

Prevention is better than cure, and is thus the most efficient and effective way of eliminating CSEC. The existing preventive interventions are in the form of policy and advocacy; awareness raising (to parents, communities and children themselves) as well as direct action on prevention such as support to families whose children are at risk of commercial sexual exploitation.

The Government is at the forefront in the area of policy and legal interventions as well as establishing structures that can be used to combat sexual exploitation of children. The Uganda government has made a number of commitments such as ratification of the ILO Conventions 138 on Minimum age of admission to employment and Convention 182 on Worst forms of child labour. It has also ratified other international and regional treaties on children like the UN Convention on the Rights of the Child in 1989, and the OAU charter on the Rights and Welfare of Children in 1990.

NGOs working in the area of improving the well being of children in Uganda have participated at different levels of policy formulation, dissemination, implementation as well as advocacy for formulation of specific policies towards improving child protection and well being. Participation of NGOs and other practitioners in policy formulation and dissemination is a good practice.

While there are efforts undertaken by government at policy and practical level to eliminate CSEC, there are still some gaps which need to be addressed in future if the problem is to be eliminated. There is no explicit government policy on child labour, though this would be useful in providing guidelines for the elimination of the worst forms of child labour including CSEC.

Awareness raising is a key strategy in preventing CSEC. Given that CSEC is a hidden problem, people need to be sensitised about its causes, effects and possible means of prevention. ILO/IPEC national programme supports agencies doing awareness creation, advocacy and community sensitisation activities and there are also other non-IPEC programmes present. Rural Development Media Communication (RUDMEC) is the IPEC funded organization with a main focus on awareness creation. However, other IPEC supported agencies such as UYDEL, RYDA, WAYS and KIN have a component of awareness raising in their programme activities.

Good practices are exhibited in a variety of strategies for awareness campaigns e,g, public media; music and drama; printed materials, murals; community-based face-to-face sensitisation interactions as well as participation of community members and children in awareness creation activities. While some activities are undertaken for awareness creation, they mostly target the supply of child labour. Geographical coverage and monitoring are also still inadequate.

Strategies in direct action for prevention include community mobilization, economic support to vulnerable families, mass awareness raising, support for formal and vocational training as well as withdrawal of children from environments that expose children to the risk of CSE. Going where the children are and allowing them to participate in decision making about their future is a key good practice. Organisations such as KIN, CRO and ADSN have specific activities of going to depots of street children, slum areas and other communities where vulnerable children are. HAR on the other hand has a programme of going out to reach children in schools through its letter-writing programme.

WAYS, RYDA, CRO and KIN allow children to actively participate in decision making about their future e.g. nature of vocational skills they would like to undertake. Agencies also promote community mobilisation. Other good practices identified include operation of Day centres, Girls' centres and Drop in Centres as well as the provision of alternative work skills to children and economic support to vulnerable families.

When children are already entangled in CSE, they need to be withdrawn from the environment in which they are exploited, be rehabilitated and possibly later re-integrated in the community. UYDEL, SLUM-AID, Adolescent Development Support Network and GUSCO are some of the NGOs that were identified in this study to be involved in withdrawing children from sexual exploitation, and their experiences are presented as examples of good practices. Centres for withdrawn children such as crisis centres or temporary shelters like those operated by GUSCO and UYDEL is a good practice. This not only allows children to receive rehabilitative services such as counselling but provides a protective environment as they are preparing for resettlement.

Community involvement in the process of withdrawal and rehabilitation is a good practice that UYDEL, SAP and GUSCO employ. Using a holistic approach to rehabilitation of children and involving them in determining their future is a good practice. UYDEL allows children to choose from a wide range of possible vocational skills. These agencies assist reintegration wherever possible, which is a more sustainable strategy. It is a good practice to monitor how children are coping with counselling, vocational skills training and re-integration within families and communities, but monitoring and follow-up are still inadequate in all the agencies.

1. INTRODUCTION AND BACKGROUND

1.1 Introduction

Commercial sex exploitation of children (CSEC), is the sexual abuse of children in exchange for cash or in kind favours from the customer to the child or an intermediary. CSEC exists virtually everywhere in the world; however, the act is hidden and silent. The negative impact of CSEC is profound and often permanent, hence the problem needs urgent attention. Following the adoption of International Labour Organization (ILO) convention on the worst forms of child labour (C182) in 1999, International Programme on the Elimination of Child Labour (IPEC) is intensifying its technical assistance to countries in their efforts to combat the worst forms of child labour as a matter of urgency. IPEC has been supporting a number of partner agencies in Uganda to implement direct action programmes to prevent, protect and provide rehabilitative services to children engaged in the worst forms of child labour, and to build national capacity and raise awareness about the problem. There are also other agencies working in the area of improving the well-being of children, though not implementing IPEC supported programmes, whose activities contribute to elimination of child labour and CSEC in particular. Experience from both IPEC supported programmes and by other agencies is important and lessons could be learned for future policy and programme formulation.

1.2 Objectives of the Study

The main objective of the study is to create a better understanding of successful approaches in combating CSEC. This includes on-going IPEC supported and other national initiatives being implemented to combat children engaged in prostitution in Uganda.

Specific objectives include:

* To identify lessons learned and good practices from existing approaches and interventions applied to eliminate the commercial sexual exploitation of children.
* To facilitate the sharing of experience and lessons learned among IPEC partner agencies and other key actors at country and sub-regional level.
* To come up with recommendations for future interventions against CSEC.

1.3 Methodology

This study is part of the sub-regional study done in four countries i.e., Kenya, Tanzania, Zambia and Uganda, from which a sub-region synthesis report will be developed. A consultant did individual country studies from the four countries respectively. A planning workshop was held in Tanzania where all the four consultants from the region participated under the facilitation of an international consultant and the IPEC sub-regional programme officer in Dar es Salaam. The workshop was utilized to discuss and determine data collection methods to be used as well as development of the key issues to be explored during the study.

Data collection methods used include:

* Key informant interviews with the project staff; Government departments; IPEC staff; and local leaders in the areas where interventions on CSE exist.
* Group discussions were held with beneficiaries of the interventions in particular children and parents of children.
* Drawing as a tool was used to invoke discussions with children benefiting from the program e.g., children drawing a river to reveal their path and how their lives have changed with the participation in the interventions of the IPEC programs.

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- The study also involved literature review of materials relating to IPEC programs in the area of CSEC in Uganda.

Field visits were conducted, and consultations and discussions held with IPEC supported organizations and projects to gather information on interventions against CSEC. The Headquarters of these organizations were visited and discussions were held with the relevant project officials. Data was collected from IPEC partner organizations and their beneficiaries, other projects dealing with related activities in the prevention and /or elimination of CSEC, professional bodies such as Association of Uganda Women Medical Doctors (AUWMD), and Association of Uganda Women Laywers were also visited and discussions were held with their members. Government staff in departments that are concerned with prevention and elimination of child abuse and other child related issues were also interviewed. These included: the Child Labour Unit in the department of Labour in the Ministry of Labour Gender and Social Development (MoLGSD); Children's Desk in the Youth Department in the MoLGSD; and the Child and Family Protection Unit in the police department in the Ministry of Internal Affairs.

1.4 Elements of Good practices

In this study, six elements were considered as analytical components of a good practice:

- *Efficiency*: A good practice should be that leading to optimum outputs from invested resources or costs.
- *Effectiveness*: A good practice has to be able to meet the intended objectives, in this respective prevention and eliminative of CSEC
- *Relevance*: Actions must be in accordance with the needs of the exploited children and or problems they are faced with.
- *Ethical soundness*: A good practice should be that which does not violate the dignity or confidentiality of the children.
- *Impact*: A good practice should bring a positive change to the well-being of children.
- *Sustainability*: A good practice should be one that can be sustained and replicated

1.5 Report Structure

This reports starts by giving a brief description on the situation of the problem of CSEC, it outlines some of the existing efforts towards prevention i.e., policy level, direct intervention and the existing interventions on withdrawal and rehabilitation of CSE children, identifying the different good practices and gaps in each intervention. It also deals with some crosscutting issues towards elimination of commercial sexual exploitation such as networking, resource mobilization and monitoring aspects. In the final chapter, the report has summary conclusions on the good practices, areas that need replication and scaling up.

2. KEY FEATURES OF CSEC IN UGANDA

2.1 Nature and Extent of the Problem

The magnitude of child sexual exploitation is not known in Uganda, due to lack of comprehensive national statistics. The fact that CSEC is illegal and hidden makes it difficult to obtain information. Only scanty small-scale studies have been done mainly focusing on Kampala, and one in Lira in Northern Uganda (UYDEL; SLUM-AID) whose data is mainly about characteristics of exploited children, contributing factors and origins of children engaged in prostitution. However, media reports, reports by NGOs working in this area and discussions with communities indicate that CSEC is a serious problem, which is on the increase. UYDEL in its rapid assessment study in Kawempe division found that over 500 children were affected by CSEC (UYDEL, 2001). However, staff from the same organization believe the number is higher than the estimation done by the study.

In Uganda, CSEC is mainly prevalent in urban and peri-urban areas and takes place in bars/lodges, slum dwellings, landing sites, war/conflict zones and sometimes homes where children reside or are employed as domestic workers. Exploited children are mostly between 12-18 years of age but can be as young as 5 years (UYDEL, 2001 and Gawaya, 1998). Perpetrators of CSEC are usually adults of various backgrounds between 18-85 years, but majority being aged 18- 30 years. These include female and male relatives, neighbours, teachers, taxi drivers and other categories. Many children in areas of conflict in northern and Western Uganda have also been reportedly turned into wives by rebels who abduct them and sometimes by soldiers. Other males of the same community as the insurgency also sometimes take advantage and marry or sexually exploit young girls.

2.2 Factors in CSEC

Poverty and harsh economic conditions are the key predisposing factors to CSEC. This is compounded by inadequate education opportunities for children and the cultural practice of early marriages, from which parents seek compensation or bride wealth. Orphanhood especially as a result of HIV/AIDS and armed conflict also exposes many children to CSE as they attempt to look for survival. Some children have resorted to the streets as a result of domestic violence and end up in a situation where they become sexually exploited. However, some children get involved in prostitution due to peer influence and lack of life skills. As a result of the insurgency, HIV/AIDS, and the increasing economic hardship, traditional family structures that used to protect children have broken down, adding to the problem of CSEC in Uganda. Adult attitudes of selfishness, and myths that children are free or can cleanse them of HIV/AIDS, also contribute to CSEC. Alcohol is another key contributing factor putting children in families that brew, sell or abuse alcohol in risky situations. Therefore, a complexity of factors predisposes children to CSE.

The prevalence of CSEC has several negative effects on the affected children that include increased infections with HIV/AIDS and other STIs. It also leads to unwanted teenage pregnancies and the associated problems such as criminal abortions, birth complications, underage motherhood, abandoning children and dropping out of school. Children who are sexually exploited get traumatized, physically injured, and sometimes die. All the above effects call for a response in form of prevention and measures to withdraw and rehabilitate those already trapped in CSE.

2.3 Efforts to Address the Problem in Uganda

The fight against child labour is known to be within the mandate of ILO. IPEC launched its global campaign to eradicate child labour in 1992, but programmes were not implemented in Uganda until 1998. The national programme on the elimination of child labour is an outcome of the 1998 memorandum of understanding the Government of Uganda signed with the ILO/IPEC to promote conditions that will

prevent, restrict and progressively eliminate child labour.

The programme's goal is to contribute to the progressive elimination of exploitative child labour focusing on prevention, withdrawal and rehabilitation and provision of alternatives for working children.

The programs priority targets are:

- Children engaged in hazardous domestic work;
- Commercial sexual exploitation of children;
- Children engaged in commercial agriculture in sugar, rice, tobacco, coffee and tea;
- Children in dangerous street activities and urban informal sector;
- Children engaged in fishing and other hazardous activities

The selected priority target is relevant to the Ugandan situation as these are the key areas where children get exploited. The domestic work and street activities are directly related to commercial sexual exploitation as many children in these sectors have been reported to be victims of sexual exploitation. The programme being a partnership with the government is a good practice to ensure government ownership, commitment and future sustainability. It is also necessary since the government holds the mandate for the policy framework that is important for the program implementation.

The programme's main strategies include:

- Policy development and harmonization of child labour legislation;
- Awareness raising, advocacy and community mobilization;
- Institutional capacity building;
- Withdrawal, rehabilitation and provision of support services to ex-working children.

The efforts to eliminate worst forms of child labour need policy, advocacy and legal framework to deal with the problem particularly in the area of prevention. As the problem is still hidden and stigmatising, awareness and community mobilization is necessary. On the other hand, since most interventions on worst forms of child labour, in particular those towards elimination of CSEC are still new, capacity building of institutions working in the area a prerequisite if the interventions are to succeed. Thus the strategies are appropriate for the problem, including the withdrawal of those children who have already been trapped in commercial sex.

The National Programme office does not directly implement interventions but works with other partners that carry out the activities, such as UYDEL; WAYS; FUE; RYDA; KIN that were already in existence before getting in partnership with IPEC. IPEC considered the experiences of these different agencies in their respective areas of operation for their current partnership in implementing programmes in elimination of worst forms of child labour.

3. GOOD PRACTICES: PREVENTION INTERVENTIONS

This section describes and analyses existing activities for the prevention of commercial sexual exploitation of children in Uganda. These are grouped under: policy and advocacy; awareness raising (to parents, communities and children themselves); as well as direct action on prevention such as support to families whose children are at risk of commercial sexual exploitation.

3.1 Policy Making and Advocacy

Existence of policy is important in guiding action toward fighting CSEC. Government has to take a leading role in this area.

3.1.1 Government Action

The main government action is in the area of policy and legal interventions as well as establishing structures that can be used to combat sexual exploitation of children. The Uganda government has made a number of commitments such as ratification of the ILO Conventions 138 on minimum age of admission to employment and Convention number 182 on worst forms of child labour that includes CSEC. The Government of Uganda has also ratified other international and regional treaties on children like the UN Convention on the Rights of the Child in 1989, and the OAU charter on the Rights and Welfare of Children in 1990.

3.1.1.1 Legislative Measures

Regarding legal interventions, the 1995 constitution of Uganda, article 34 (4) and the Children's Statute of 1996 provides for the protection of children from exploitative and hazardous work that is likely to affect their health and education as well as physical, spiritual and moral development. The employment decree of 1975 has been reviewed to incorporate the provisions in Conventions No.138 and No. 182 in particular to set the minimum age of admission to employment and to determine the worst forms of child labour in which CSEC has been included.

The Uganda Law Reform Commission was created to undertake research and review laws. Among the research activities undertaken is that of domestic violence and domestic relations, where the domestic relations bill was tabled. This includes aspects that can help in the prevention of CSEC e.g., by establishing the minimum age at first marriage. Review of laws that affect the well-being of children is a good practice since archaic and outdated laws hinder proper legal protection of exploited children. It is also the first time in Uganda that the law formulation process has included social research where people are consulted at household level. It is however one thing to review the laws and another to enforce them.

3.1.1.2 Policy Measures

The Government has also undertaken other complimentary preventive measures such as the Universal Primary Education (UPE) policy, which is intended to enhance enrolment and retention of children in schools to discourage pre-mature entry into the labour market and possible sexual exploitation. The Government has also developed a strategy on education of girls, who are most vulnerable to sexual exploitation. In 1997, the government established a Poverty Eradication Plan and there is a Poverty Action Fund, which is designed to empower poor communities and families in order to provide for their basic needs and those of their children.

There are established structures that can be used to address the well-being of children including prevention against CSEC. The local government Act of 1997 recognizes the needs of children and provides for secretaries for children affairs at all levels of local administrative structures.

The Government has also taken some practical actions towards the prevention and protection of children, such as seeking the technical cooperation of ILO/IPEC that was launched in July 1999. The Ugandan

government requested for the ILO/IPEC program in Uganda being aware of the problem of child labour in the country. In 1998, the government of Uganda signed a memorandum of understanding with ILO to implement a national IPEC national programme on the elimination of the worst forms of child labor under which CSEC is included.

3.1.1.3 National Steering Committee

To facilitate coordination and participation of different actors and stakeholders, a National steering committee on child labour was established that is responsible for guiding on policy. The committee has membership from other relevant ministries; the employers' association such as the Federation of Uganda Employers (FUE), representatives from the National Organization of Trade Unions of Uganda (NOTU); the National Council for Children; and UN agencies such as UNICEF and ILO are ex-officio members on the committee.

3.1.1.4 Child Labour Unit

There is a fully-fledged Child Labour Unit in the Ministry of Labour, Gender and Social Development, which is in charge of coordinating elimination of child labour practices, and the unit works in partnership with the IPEC country program. Combating the worst forms of child labour including commercial sexual exploitation needs a multi-sectoral approach, and there is an inter-ministerial task force with representatives from the ministries of: Labour Gender and Social Development; Information; Education; Justice; Health; Agriculture; Internal Affairs and Local Government. The child labour unit has facilitated drafting a National Action Plan for the elimination of the worst forms of child labour in which CSE is included. In the draft action Plan, capacity building of organizations dealing with elimination of worst forms of child labour; withdrawal, rehabilitation and direct support are included as some of the outputs. The draft Action Plan is an outcome of a workshop in which Government departments such as from Gender, Labour, Youth, Justice; professional bodies like FIDA; NGOs such as ANPPCAN, SLUM-AID, and trade union representatives participated to generate their views and inputs in the action plan, which is a good practice to allow participation.

To enable development of policy guidelines on the protection of child rights including sex abuse, a children's desk was set up in the Ministry of Labour, Gender and Social Development. It collaborates with the different NGOs and CBOs such as ANPPCAN, FOCA, UYDEL, SLUM-AID, that fight against child abuse including CSE.

3.1.1.5 Other Structures

In 1993, the Uganda government created the National Council for Children (NCC) to undertake research and advocacy for children's rights in the country.

In the police department, there is a Child and Family Protection Unit that is charged with protection of children and women against domestic violence in homes including sex exploitation. The unit has also started community sensitization against involving children in prostitution in different parts of the country. The unit has coordinators based at the police stations who arrange meetings with residents of the surrounding villages for easy access by the community. The sensitization of the community by this unit has just started therefore it is still early to make conclusions. The officer in charge however, noted that the communities where they have been, have welcomed the idea and participated well in the meetings.

3.1.2 NGO Advocacy for Policy Formulation etc

Participation of NGOs and other practitioners in policy formulation and dissemination is a good practice. Consideration of practitioners' experience and knowledge about the issues for which a policy is being formulated is important if relevant policies are to be made and put in practice. Practitioners such as NGOs can be involved not only in formulation but also in making people aware of the policy and its implications. NGOs working in the area of improving the well being of children in Uganda have participated at different levels of policy formulation, dissemination, implementation as well as advocacy for formulation of

implications. NGOs working in the area of improving the well being of children in Uganda have participated at different levels of policy formulation, dissemination, implementation as well as advocacy for formulation of specific policies towards improving child protection and well being.

3.1.2.1 SLUM-AID

SLUM-AID, with financial support from IPEC, coordinated a workshop in 1998, from which a draft National Programme on Child Sexual Abuse and Exploitation was generated. This sector specific National Action Plan against Sexual Abuse and Exploitation, is an addition to the draft National Action Plan for the elimination of child labour. Several organizations and government departments participated in this exercise, which is a good practice as it allows expression of different perspectives and incorporation of their views and experience in the National Action Plan.

3.1.2.2 SC-UK

Similarly, SC-UK has played a significant role in lobbying, funding and active dissemination of the children's statute both at institutional and community level. For example SC-UK has funded publication of a simplified version of child rights and has facilitated community level meetings to disseminate and discuss the rights of the children.

3.1.2.3 The African Network for Prevention and Protection against Child Abuse and Neglect (ANPPCAN)

The Uganda chapter of ANPPCAN was established in 1992. It is part of the regional organization ANPPCAN- Africa that is committed to addressing the problem of child abuse and neglect and promoting the rights of children in Africa. Among the objectives of ANPPCAN is to serve as a national centre for the prevention and protection against child abuse and neglect as well as promotion, defence and advocacy for child rights.

To enable well justified advocacy backed up by information, ANPPCAN conducts research and situation analyses on the state and nature of child abuse and neglect, which it publishes, as a means of advocacy and awareness raising. The organization also advocates for reform of legislation to protect children better.

ANPPCAN undertakes advocacy against child abuse and neglect at all levels through different channels. The aim is to highlight the nature and magnitude of child abuse in the country, mobilizing communities for proactive and responsive action to protect children from abuse and neglect. To effectively carry out its advocacy and awareness activities, ANPPCAN networks with different institutions such as Hope after Rape, FIDA, Makerere University and the Ministry of Labour, Gender and Social Development to ensure the implementation and enforcement of laws and policies that protect children's rights

As noted earlier ANPPCAN also does some awareness activities where it uses the media to sensitise the public about children's rights and uses the media discussions to engage the public in analysis of child abuse. ANPPCAN has facilitated the formation of child rights clubs in the districts of Kasese and Arua, through which it imparts children with life skills. Through these child rights clubs, children are also involved in awareness creation about children's rights in their respective communities.

3.1.3 Gaps in Policy and Advocacy

While there are efforts undertaken by government at policy and practical level to eliminate CSEC, there are still some gaps which need to be addressed in future if the problem is to be effectively addressed.

There is no explicit government policy on child labour, though this would be useful in providing guidelines for elimination of worst forms of child labour including CSEC. Again, while the government has complementary preventive measures such as UPE and the Poverty Eradication Action Plan (PEAP),

these still have several gaps that hinder effective tackling of worst forms of child labour including CSE. Under UPE for example, there are no mitigating arrangements for those children who may drop out of school due to inability to pay for books and uniforms, or those who may not be able to continue with higher education after primary level. On the other hand, the PEAP does not specifically address the worst forms of child labour and child labour is not included in the indicators of poverty in Uganda.

Commercial sexual exploitation is a complicated problem that needs policy interventions from different relevant ministries e.g., Ministry of Justice, Ministry of Health, Ministry of Local Government, and Police. The coordinator of the child labour unit notes that CSEC is not entirely under the control of the MoGLSD. This is a problem, as ambiguities still exist on who is responsible for what. The two National Action Plans - against CSEC coordinated by SLUM-AID, and against the Worst forms of Child Labour coordinated by child labour unit - are both still in draft and as noted earlier, the policy is not yet in place.

While there are some legal issues to protect children e.g. the Children's Statute, the enforcement is apparently still poor hence not achieving the intended objectives. The existing law on prostitution is also too general without particular protection of children.

All these problems are compounded by inadequate government financial support towards fighting the worst forms of child labour, causing most programmes and activities to be slow in implementation or not being implemented at all.

3.1.4 Conclusion

The existence of government actions towards policy formulation and advocacy such as the ratification of the international conventions against child labour, and being signatories to regional treaties and the partnership with ILO/IPEC is a good practice that indicates government commitment towards elimination of the worst forms of child labour. The creation of departments and special units in different ministries that address the problem of child abuse as well as the involvement of the NGOs indicates government recognition that the problem cannot be addressed by one single agency.

The involvement of NGOs and other practitioners in the formulation of policy or drafting National Action Plans and dissemination, is significant in bridging the gap between policy and practice that usually exist due to poor policy dissemination, interpretation and implementation thus not creating the desired impact. However, the slow process of policy formulation and finalization of National Actions Plans is of great concern. They are all still in draft form and there is no specific policy on child labour.

3.2 Awareness Raising

Awareness raising is a key strategy in preventing CSEC. Given that CSEC is a hidden problem, people need to be sensitised about it, its causes, effects and possible means of preventing it. As noted in the previous sections, ILO/IPEC national programme supports agencies doing awareness creation, advocacy and community sensitisation activities and there are also other non-IPEC programmes present. Rural Development Media Communication (RUDMEC) is the IPEC funded organization with a main focus on awareness creation. However, other IPEC supported agencies such as UYDEL, RYDA, WAYS and KIN have a component of awareness raising in their programme activities. (See Direct action and withdrawal sections).

Different agencies utilize different strategies during their awareness campaigns e.g., public media, music and drama, printed IEC materials, murals, and use of community based persons such as peers and other volunteers. Similarly, different agencies may target different persons for example general public, specific community e.g., parents, children, media groups and CSEC themselves.

3.2.1 Awareness Campaigns: Rural Development Media Communications (RUDMEC)

3.2.1.1 Background

RUDMEC is among the nine partners of IPEC national programme. It is focusing on creating awareness and action against the hazardous and exploitative child labour through the media. The objective is to sensitize and make the public aware of the problems and consequences of child labour. RUDMEC is comprised of professional media persons with experience in visual and print media program production. Its mission is to initiate behavioural change using the media as a change agent. From its health component, RUDMEC wrote a proposal to IPEC for creating awareness and mobilizing community action against worst forms of child labour.

3.2.1.2 Activities

Radio is a good and cost effective means of awareness creation. It reaches a wide geographical coverage at fewer costs. The programme target for RUDMEC is to create awareness through radio, TV and print media in 22 languages of Uganda on the worst forms of child labour including CSEC. So far at least 2 programmes have been produced for 17 languages each. Uganda being multi-ethnic, use of several languages is needed in order to reach the large majority of people. Furthermore, use of the radio is important as it has a wider coverage. The organization uses the national radio which has the greatest coverage and with less unit cost in terms of airtime.

RUDMEC networks with other agencies such as UYDEL, WAYS, RYDA and FUE in the campaigns against the elimination of worst forms of child labour including commercial sexual exploitation. RUDMEC has for example documented and publicized activities of UYDEL. This is a good practice in using professional and sensitized media producers in information dissemination. In collaboration with FUE, RUDMEC has also done sensitization activities about child labour in Doho rice scheme in Bunyole, Tororo district.

Other agencies such as UYDEL, HAR, GUSCO and CRO also use the media to create awareness about its programme and the importance of withdrawing children from comme. cial sexual exploitation.

3.2.1.3 Use of Friendly Language

CSEC is stigmatising and culturally sexuality is not a subject that is openly talked about. To ensure ethical soundness during awareness raising, it is imperative that a friendly language is used. RUDMEC received capacity building support from IPEC, which includes training of the members in areas of commercial sexual exploitation. This was important to have them understand better what they are promoting and use of a more appropriate and user-friendly language. As one of the members of the organization noted, previously media persons used to report only negatively and in condemnation of those engaged in commercial sex and not in any way trying to sensitize the public towards the prevention of exploiting children. The training was reported to have changed the attitude of the members of the organization. Provision of better equipment under IPEC funding was reported to have improved the quality of their work.

3.2.1.4 Monitoring

Monitoring the response and impact of messages to the general public is a rather difficult activity. However RUDMEC has focussed its monitoring activities in areas where it is involved in specific campaigning against child labour in the rice growing area of Doho, in Eastern Uganda. As a means of monitoring and assessing the impact of its activities, RUDMEC has made a round visit to Bunyole where it conducted awareness campaigns on child labour and it has also encouraged members of these areas to write back giving their opinion about the programme. However, apart from response letters they receive as comments on their programmes, RUDMEC currently has no other monitoring mechanism.

3.2.2 Campaigns to Specific Groups or Locations Using Different Methods

Some agencies involved in awareness creation tend to target specific categories of people with specific messages about CSEC. These may target policy level people, community leaders, and parents of children at risk or children themselves. Targeting specific categories is a good strategy since specific relevant messages can be designed for a specific group of people.

3.2.2.1 Use of Music and Drama

Use of music and drama in awareness creation provides a good opportunity of involving children in the process, e.g., through children's clubs. Music and drama can be used to disseminate specific awareness messages to specific targets e.g., community, schools or employers of domestic workers.

WAYS and RYDA in their awareness activities involve children in music and drama activities that contain messages against CSEC. These children perform during national and international days e.g., Children days. This is entertaining, sensitising and can also generate some income that can be used for the welfare of the children through performances.

3.2.2.2 Printed IEC Materials and Murals

Use of printed IEC materials such as posters is another good practice used by agencies during awareness creation. UYDEL, SAP, RYDA, FUE have been involved in production of materials sensitising against CSEC and general child labour. UYDEL has also produced posters sensitising against alcohol and drug abuse, behaviours that are related to CSEC. Printed materials are good ways of awareness raising and can be adapted or obtained from the national programmes e.g., RYDA utilizes materials from ministries of Health and Labour, Gender and Social Development to sensitise people in its project area against HIV/AIDS and child labour respectively.

GUSCO produces brochures and newsletters; while Jinja network (a network of agencies fighting for improved well-being of children in Jinja district) prints a quarterly newsletter that has awareness messages and activities of its different member organizations. KIN on the other hand, uses murals and T-shirts. Murals are good innovation in that they stay longer on walls, look attractive hence draw attention and have a visual effect (hopefully people take the message).

3.2.2.3 Peers and Community Based Volunteers

Children and other community volunteers are important agents of awareness creation as they enable a face-to-face interaction, which is usually an effective way of influencing behaviour change. UYDEL and AUWMD use peer educators to sensitise other children about the problems of CSEC, possible perpetuators and means of preventing the problem including where children who have fallen victims can seek assistance. WAYS, SAP and HAR on the other hand use community based volunteers to create awareness about the form, dangers and possible actions against CSEC in their respective communities. SAP uses different people including local defence force personnel, while WAYS has community clubs.

3.2.3 Gaps in Awareness Creation

While some activities are undertaken for awareness creation, they mostly target the supply of child labour, CSEC in particular. For example, messages to parents to protect their children from sexual exploitation, to children themselves to avoid involving in risky sexual behaviours, with apparently little or nothing targeting the demand side to discourage adults from the sexual exploitation of children.

Monitoring and evaluation of the impact of the awareness creation is a significant gap. RUDMEC for example, still has an inadequate monitoring mechanism, and relies only on phonecalls and letters received from their programme listeners, which may not give a sufficient picture on the overall response and perception of their messages.

Geographical coverage of awareness creation is still limited to urban settings for all organisations involved in awareness creation. While RUDMEC has made a significant coverage for its awareness campaigns using the public media, it also still has gaps. Out of the 22-targeted languages, 5 are yet to receive any programme.

Networking in awareness creation is also still inadequate among the different organisations yet it is of paramount importance for effectiveness and efficiency in elimination of CSEC. RUDMEC for example is currently networking only with those agencies supported by IPEC in the area of CSEC yet there are also other non-ILO/IPEC supported organisations doing good work in this area.

3.2.4 Conclusion

It is important to acknowledge that significant efforts are being done towards awareness about the problems of CSEC, their causes, effects, the need to eliminate such problems and the existing activities. Several strategies and activities by different agencies exhibit good practices:

- Participation of community members and children in awareness creation activities.
- Use of the media to reach the public, which facilitates reaching a wider population and it is cost effective.
- Use of multiple strategies to create awareness such as music and drama, printed IEC materials, murals and community based face-to-face sensitisation interactions.
- Targeting specific categories of people such as parents, teachers and community leaders is a good practice as it allows design of specific messages targeting specific individuals.
- Organisations which include information about services (eg rescue centres) in their awareness raising efforts, is an example of good practice, since those in need can learn where to turn to for the help. For example, UYDEL, RYDA, GUSCO, WAYS do this through brochures, newsletters, radio programmes and during community meetings.

However gaps still exist in awareness creation such as small geographical coverage concentrating mainly in urban areas and most agencies not having awareness activities targeting the demand side of child labour CSEC in particular.

3.3 Direct Action for prevention of CSEC

Girls withdrawn from CSE in Kalerwe undergoing training in hair dressing at Luxury Barbers Saloon.

Different agencies are involved in the direct actions for preventing children from being commercially sexually exploited. Different agencies have different focus and strategies in their efforts but they all contribute to the prevention of children from CSE. It should be noted that several organizations contributing to prevention of CSEC had different objectives in their original plans but their activities have elements of good practices from which lessons can be drawn. Various strategies utilized by the different agencies that are important in preventing CSEC, include among others, community mobilization, economic support to vulnerable families, mass awareness raising, support of children at risk to access formal and vocational training as well as withdrawal of children from environments that expose children to the risk of CSE. The paragraphs below are a description of the experiences of different agencies involved in direct action for prevention and the strategies they utilize.

This section is sub-divided into two main sub-sections, the first one presents examples of activities from ILO/IPEC supported organizations and the second is on selected cases agencies though not receiving support from ILO/IPEC financial support have good practices in preventing CSEC.

ILO/IPEC Supported Organizations:-

3.3.1 Rubaga Youth Development Association (RYDA)

RYDA works in Central and Rubaga divisions in Kampala district. It was established in 1992 with the focus of enhancing opportunities and potentials of children living on streets and those working in hazardous conditions through helping them access formal and non-formal education including vocational skills training. RYDA also conducts advocacy and community mobilization.

Realizing the importance of baseline information before programme implementation, RYDA conducted a study in Rubaga division to identify the nature of the problem of children at risk with particular emphasis on working street children. As a way of promoting community participation, right from problem identification and planning phase, Local Council (LC) members participated in data collection. The study revealed that poverty is a major contributing factor to the vulnerability of the children.

3.3.1.1 Formal Education

RYDA designed a programme to support 6-14 year olds access formal education and vocational skills training for 15-18 year olds who cannot return to formal education. Currently, with funding from IPEC, RYDA supports 106 children in primary schools (18 completed PLE) and 45 in secondary schools (3 sat for senior VI and 13 were in senior V). Support to formal education is relevant to prevention of CSEC since most sexually exploited children are those who have dropped out of school. Further still, while the Ugandan government supports UPE, about 1.6 million school-aged children are not enrolled (GoU/ILO, undated) and others drop out due to lack of scholastic materials. Children below 14 years are still young to be placed in vocational training, so continuation with formal education is therefore a better option.

3.3.1.2 Community Sensitisation and Participation

In its community sensitization strategy to prevent CSEC, RYDA targets parents, children, local leaders, teachers, religious leaders, health workers, law enforcement officers, judiciary and other persons, with messages about family responsibilities and good childcare practices, children's rights and responsibilities, and good health practices including prevention against HIV/AIDS. HIV is a major consequence of commercial sexual exploitation hence its incorporation is relevant to the efforts to fight the problem. The organization uses visual materials like those from the Ministry of Health, an example of good practice since it is less costly and more effective to use already developed and tested materials. The organization facilitated formation of child rights groups that participate in the dissemination of these

sensitisation messages to communities – a further example of good practice.

Community members and peers are key participants in identifying children at risk. Child victims or those identified to be at risk are counseled as a way of re-building trust and confidence. RYDA staff and social workers e.g., those from Makerere University social work department conduct individual counseling of the children. Children are allowed to express their perceived problem and how best they think it can be solved. As a process of counseling, RYDA listens and engages in dialogue with the children which is vital to their rehabilitation.

3.3.1.3 Support to Families

Families of these children are also supported in the form of guidance on childcare and reconciliation. RYDA staff visit families of children at risk and create an opportunity to discuss the children's problem. Family based support is important in prevention of CSEC as many children are reported to leave their families due to domestic violence and neglect. Another form of family support is the provision of credit to families, in particular single parents, as a strategy to enhance economic capacities of families since poverty is a leading cause for families to perpetrate sexual exploitation of their children.

3.3.1.4 Vocation Skills Training and Alternative Sources of Income

As a way of providing better alternative options and skills to children at risk, RYDA provides vocational training. RYDA has established two vocational training centers i.e., Kayunga and Buloba, located in peri-urban Kayunga and Mpigi districts respectively. While RYDA's geographical coverage is Rubaga in Kampala, children from these communities also benefit from the centres. This is important since peri-urban areas are a major source of children who flock to the city for income opportunities and end up being sexually exploited.

A range of courses are available at the vocational centres including tailoring, art and design, computer training, catering and electronics. Children are allowed to choose a course based on their age and education background. RYDA collaborates with other agencies like AMREF to train their identified vulnerable children from other parts of Kampala. This is good practice for its shares resources and avoids duplication. AMREF also provides contributions to the training costs, hence a good means of resource mobilization by RYDA. After graduating, children are given start up capital in the form of materials or equipment to start new lives. Six of the trained children have been re-absorbed by RYDA as instructors. Helping trained children with start-up capital is a good practice as it enables them to utilize the skills they have learnt and also retaining some of the trained children as instructors is also good as it cultivates a sense of hope for the trainees noticing that their teachers received training from the same centre.

The organization's activities have created a positive impact, in particular among the community members. People in the area where the programme operates are now more aware of the problems of street working children rather than regarding them as young criminals. This is reflected in the willingness of many people to assist in their rehabilitation e.g., donating second hand clothes and also some iron sheets for the vocational training centre. Children benefiting from the organization's activities acknowledged changed lives and better hope as a result of the assistance from the organization. Raising awareness in the neighbourhood has a double benefit as it not only reduces exploitation, but it opens the way to mobilize resources from the community.

3.3.1.5 Monitoring

RYDA continuously assesses the progress of the children and their perceptions about their lives since they joined the program. This is done through meetings and discussions with staff and children, which are held at least once in every three months. Children are asked to draw a river as a symbol of their life and how its flow has been influenced by the RYDA interventions. Further discussion are based on this

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diagram and staff can conclude the ups and downs of the child's life as they are influenced by the different interventions of the organizations. Based on the drawing and discussions, an assessment form is filled by the staff member; each child has a file containing records about his/her life situation. RYDA has documented its experience in working with vulnerable children, which can be used to draw lessons by other agencies. The organization also makes visits to rehabilitated and re-integrated children with their families. However, this is usually spontaneous and not fully integrated in the project activities.

3.3.2 Kids in Need (KIN)

KIN's main scope is to advocate for the rights of street children by directly working with them, providing a friendly environment and creating possibilities for making them independent and economically productive persons. KIN has been working in Kisenyi Kampala, since 1997 and its main focus is to withdraw children from conditions that expose them to risks of exploitation such as commercial sexual exploitation. KIN thus, contributes towards prevention of CSEC through interrupting a chain of abuses and events that may draw a child into CSE. Kisenyi, where KIN is based is found in Central division, Kampala district. The area is characterized by informal sector activities such as motor mechanics, black smiths, and roadside trade activities and a number of beer selling places. Kisenyi is the oldest known place for prostitution in the city (Kiganda zone).

3.3.2.1 Girls' Centre and Support to Formal Education

With funding from IPEC, KIN has established a girls' centre at Nansana where children withdrawn from hazardous conditions are sheltered, fed and receive other services such as clothing and medical care. The centre currently has 15 girls, all attending formal education in both primary and secondary schools. Identification of children at risk is done by peer children particularly those who were on the streets but joined the KIN centre. However, KIN staff also make regular visits, at least each month, to 'depots' of street children within and around the city, hence in many cases they have interacted with some of these children. Peer recruitment is a good practice for it allows the participation of children in the exercise; it also allows better acceptance of the programme by the children as they get explanations from fellow children about the benefits of the programme using their experiences.

3.3.2.2 Rehabilitation and Re-integration

KIN also has a children's centre in Kisenyi, Kampala, where boys withdrawn from hazardous conditions are sheltered, given vocational training, medical treatment and counseling. At the centre, children also receive counseling, and get rehabilitated and re-integrated with their families. While in its early days KIN was not documenting its activities and outputs, the coordinator of the program estimates that over 500 children have passed through the centre at Kisenyi; however, since documentation, 153 children have been rehabilitated and re-united with their families. Families with re-united children appreciate the efforts of KIN. Fifty of the re-united children, are now attending primary schools with support from their own families. The re-integration process begins by assessing the willingness of the child to return to his/her family and KIN staff tracing the relatives of the child. One staff noted that many children do not want to associate with their families especially the nuclear family, so the extended families are contacted first. The family visits are intended to assess the acceptability of the children. Unwilling families are counseled about their parental responsibility towards the welfare of their child. Children are only re-integrated with the consent of the family and the child. This is a good practice as re-integration is not forced on either party and counseling not only prepares the family but makes them realize the importance of child-care and protection by the family. Integrated children are usually provided with kit, which may include the start-up capital.

Children at the centre are equipped with vocational skills in the area of tailoring, motor vehicle mechanics, catering and carpentry. Children are apprenticed to local artisans, promoting community participation in the rehabilitation process. Using apprenticeship training is also a form of utilizing local resources; it

is cheap and a more sustainable method of training. After training, children are encouraged to seek employment while some are given start-up capital such as sewing machines to start working on their own. 16 children are documented to have graduated and secured jobs and some have established businesses of their own. While a majority of the children in Kisenyi centre are boys, they are also some girls who graduated in tailoring and were given sewing machines. Families of rehabilitated children and children themselves appreciate the role of KIN in improving their well-being.

3.3.2.3 Sensitisation

In collaboration with GOAL project, children at the Nansana and Kisenyi KIN centre participate in BAABA (a Luganda word for elder brother/sister) - an HIV/AIDS sensitisation programme where older children are trained to educate their younger peers in the centres. This encourages interaction among the children, which is vital for their psychosocial and life skills development. KIN also networks with other agencies such as those who are members of the NGO forum.

KIN also undertakes community sensitisation about the problems, causes and consequences of children being on the streets. Sensitization takes the form of community meetings and discussions, visual materials in form of murals and other materials like T-shirts with advocacy messages. This has improved the community attitudes towards street children. One KIN staff noted that many of them are even providing material assistance such as food towards the rehabilitation of children. Staff from KIN also noted that within Kisenyi community, there are some 6 families who are directly taking care of some street children as a result of understanding that these children can be rehabilitated.

3.3.2.4 Monitoring

KIN has a strategic work plan, which is utilized to measure achievements over time. KIN makes a follow-up of children one month after they have been reunited with their parents. This is the only planned follow-up that is made although other spontaneous visits may be made later. Re-united children appreciated these follow-up visits but wished for more visits by their 'uncle' [the KIN coordinator]. The organization has also conducted an evaluation using an external person, to assess the impact of its activities. However, the monitoring mechanism still seems weak, as there are no records for most of the children who have gone through KIN.

3.3.3 Women and Youth Services (WAYS) Project

WAYS was started in 1993 and implements programmes in the area of Reproductive health and Human rights. Children aged 12-18 years involved in domestic labour are a main target group for WAYS. Child Domestic Labour is wide spread but a hidden form of child exploitation where girls are the main victims. The WAYS project aims to protect children working as domestic servants, a job that may expose them to sexual, physical abuse and economic exploitation. WAYS conducted a study in Mpigi and Wakiso on the situation of children in domestic service and girls complained about being sexually harassed and exploited in homes where they are employed. WAYS has conducted rapid assessment studies to identify areas where most children found in domestic work originate from and the underlying factors for the problem. From the studies, WAYS found out that Kampala has the biggest demand for domestic workers while Mpigi and Wakiso its peri-urban neighbouring districts are major suppliers of domestic servants. WAYS works in Kampala, Mpigi and Wakiso districts. Wakiso and Mpigi are both peri-urban districts with agriculture and informal trade as the main economic activities.

The WAYS project uses an integrated approach in its programme preventing the exploitation of child domestic workers, thus contributing to the prevention of CSEC. Identification, withdrawal and rehabilitation of child domestic workers is a good practice since these children are highly vulnerable to physical abuse, economic exploitation and CSEC. Such children usually come from poor families. WAYS removes children engaged in exploitative domestic labour and provides them with vocational skills. Some of the withdrawn child domestic workers are temporarily sheltered in a project centre at

AUWMD provided a video where adolescents can watch movies for entertainment and educational purposes.

3.3.6 Association of Uganda Women Lawyers (FIDA)

This is an organization of Uganda female lawyers, who mainly provide legal services to those who may not be able to afford professional legal fees. Its services are mainly for women and children.

FIDA staff talked to acknowledge that the problem of CSEC exists but that it is a silent problem and victims rarely report these cases. FIDA addresses the problem of sexual abuse in general. It provides legal assistance to those women and children or parents whose children have been sexually abused.

FIDA conducts awareness seminars on legal issues of marriage, and age of consent. Participants are normally ordinary local community members and local council leaders. The organization has also trained childcare advocates in more than 5 districts in the country. These are usually voluntary members of the community who are trained about the rights of children and are supposed to pass over this information to other persons in their areas. They keep monitoring the cases of child abuse in their respective communities and FIDA provides them with information about the existing legal frameworks and places where assistance can be sought in case some individuals persistently abuse children. FIDA has also trained probation officers from the districts where it operates in legal aspects such as the domestic relations law and minimum age consent, thus building the capacity of district personnel. Staff from FIDA noted that their efforts have contributed to changing in peoples' attitude regarding the value of girls and the minimum age of consent.

3.3.7 Hope After Rape (HAR)

Hope After Rape was founded to address gender based violence, mainly sexual violence, but as a result of its work experience it became increasingly concerned with sexual violence against children. Although HAR addresses the broader issues of child abuse and not specifically CSEC, many of its activities help prevent those circumstances that may culminate into sexual exploitation of children.

3.3.7.1 Sensitisation

Hope after Rape targets the general public, through radio programmes and TV programmes, with information about children's rights. The organization also has a community based sensitisation programme in the districts of Kampala, Mpigi and Wakiso where it trained community volunteers to explain about child abuse and promote observation of children's rights. The organization generates the issues for its sensitization messages from the problems noted by the children themselves in the organization's school programme of letter writing (see section below). Staff from the organization noted that utilising children's letters to identify issues for sensitization is an effective way of developing messages that are relevant to the children's perceived problems.

3.3.7.2 Schools Programme

HAR has schools programme involving 14 schools in Kampala district. Children from these schools are encouraged to write letters asking questions about sexuality issues, describing problems they are faced with at home or other places, or problems faced by their peers, plus any other experiences that children feel need attention. At each of the participating schools there are letterboxes where children drop these letters. HAR has seven counsellors who are responsible for answering these letters and where face to face counselling is deemed necessary for an individual child, it is done by one of these counsellors.

Letters from children are also useful in identifying children's problems and key aspects that need attention, e.g. forms of abuse and perpetrators, and these are utilized to develop messages for sensitization. Given that CSEC is hidden and that children may not be in position to openly report their problem, letter writing is a good practice as it ensures confidentiality. Children have responded well to the letter

writing programme, as over 200 letters are handled by the counsellors every two weeks, hence it is an effective way of helping children to open up.

3.3.7.3 Counselling

Psychosocial support to children who are victims of violence including sexual exploitation is a key component of HAR activities. The organization has a Hope Counselling Centre where children drop in for counselling. At the centre, individual counselling is provided, and children who are recovering may also receive group counselling. Counselling at this centre is not only about CSEC but also other forms of abuse including battering.

Psychosocial support is a critical emphasis by HAR, which also trains community-based counsellors in its project area so that abused children have access to counselling in their respective communities. HAR also provides training services for staff of other organisations that may need counselling skills thus it facilitates capacity building for community and employees of other agencies.

3.3.7.4 Drop in Centre (Hope House)

HAR is operating a drop in centre as a pilot project at Naluvule in Wakiso district. The house provides temporary shelter for children who have been severely abused or who have been victims of continued violence. At the centre, children are provided with food, medical treatment and counselling. Children are kept at the centre for about 2 weeks and then re-united with their families. Families i.e., parents or guardians are also counselled before these children are returned to them. For those children who have not been staying with their families, their families are traced by the social workers of HAR using information obtained from the children, and with assistance from local leaders and other community members.

3.3.8 Child Restoration Outreach (CRO)

This programme started in 1992 in Mbale district and later in 1998 moved to Jinja district. The programme intends to soon expand to Masaka district and possibly spread to other districts in future. The main of objective of CRO is to re-integrate street children with their families. CRO focuses mainly on children aged 6 to 18 years, but the organization can also assist those young persons above 18 years who need some form of help such as counselling. The project gets funding from donors such as Terre des Homes from the Netherlands, International Christian Relief, Stromm Foundation and Trickle-up. The CRO staff noted that they are able to reach about 75% of the street children in Jinja town.

3.3.8.1 Identification of Children Who Need Help

CRO has a day centre where children come and get several services such as medical care, food and other services. It is from this centre, that CRO identifies children who need other rehabilitative services such as counselling. The organisation also collaborates with local leaders such as LCs and security personnel such as the police to identify children who need assistance. The organization's social workers also visit the streets where these children live and identify children on the streets who need help, however also children who have been helped bring their own peers to the day centre.

3.3.8.2 Formal Education

CRO supports children to continue formal education as a way of preventing them from being on the streets an environment that puts them under a risky condition for CSEC. In Mbale a total of 552 have been supported in formal education since 1992, of which 518 were in primary schools and 34 in secondary schools. In Jinja 58 children of whom 28 are boy and 30 girls all in primary schools have been supported. The project pays schools fees and buys uniforms but encourages the parents to meet other scholastic materials such as pens and books.

3.3.8.3 Non-formal Education

Some children may not be able to continue with formal education either because they feel too old to start school or are not intellectually able to undertake formal education. CRO assists such children to undertake non-formal education. At the day centre, children are given lessons in art and drawing, reading and writing as well as other elementary basic non-formal education. This is a useful form of education that helps children to attain important new life skills that can be used in their everyday life, and promotes their self-esteem.

3.3.8.4 Vocational Skills Training

As a way of creating opportunities for the children to get alternative sources of income, rather than engaging in commercial sexual exploitation, CRO provides its clients with vocational skills training, particularly for those children who may not be in position to continue with formal education. By interview time, there were 6 boys and 1 girl under training in vocational skills that include carpentry and tailoring. CRO uses community-based artisans to train its clients as apprentices.

3.3.8.5 Day Centre

CRO has day centres in each of the three districts where it operates, where children can go during the day and are provided with meals, recreational activities, counselling, and medical treatment depending on individual problems and needs. At the day centre, children receive both individual and group counselling depending on their respective problems and level of adjustment. Among the problems addressed during counselling include sexual exploitation and pregnancy among girls.

Regarding medical treatment, in Mbale centre alone, over 17,500 have received medical treatment from various illnesses since its inception in 1992. The centre also promotes personal hygiene among the children such as bathing, and care for the nails in addition to medical treatment. Informal education is also conducted at the day centre.

3.3.8.6 Re-integration with Families

CRO promote awareness that a family environment is better than a street environment for protecting children from CSEC. After counselling at its day centre, CRO staff ask the children about their families, trace the parents and attempt to re-integrate children into their homes. The social workers for CRO counsel the parents and or relatives of the children before re-uniting them with their children. Since 1992, a total of 644 children have been re-united with their families in Mbale, while 136 children in Jinja have been re-united with their families since 1998.

The children have been resettled in over 14 districts of the country. The organization provides 50 dollars as a grant to family receiving the child for initial food provision. The social workers of the organization follow-up how children are coping after re-uniting them with families by conducting home visits. The CRO social workers carry out the home visits so that they can reconcile the child and the family about three times spaced monthly to see how the child is re-integrating in the community. The actual frequency and actual number of visits depend on the ability of the child to cope easily/parents easy acceptance. Staff from CRO reported distance as a key problem in follow-up and that usually can not do more than three visits for children from long distances.

3.3.8.7 Economic Support to Families

An integrated package of support is offered to families whose children are at risk of CSE, through activities such as adult literacy, women clubs for social and economic reasons, and family health talks. Mothers or female guardians of children at risk are also given loans to start income activities and those who have benefited from the IGAs of CRO have been able to take charge of their families and prevent them entering street life.

3.3.9 Adolescent Development Support Network (ADSN)

This is a programme based in the catholic diocese of Jinja district in Eastern Uganda. The programme emerged as a result of a diocesan social worker realizing that a number of young girls (14-25 years) were coming to her for counselling services and assistance for problems related to sexual harassment and pregnancy. The social worker noted that over 20 girls used to visit her office every day and she decided to explore further the background and social status of these girls. She realized that most of them were living on the streets (Lubas road, one of the main streets in Jinja municipality) and had street boys as their companions. The social worker went to the streets where she met with the children and discussed with them their felt problems and possible means of solving them. During her visits and discussions with the children she noticed that most of these children were victims of commercial sexual exploitation and were coming from different locations some as far as Sudan. Based on this finding, the social worker discussed the matter with the diocese administration, which agreed to provide some assistance to these children e.g. drugs to treat STIs etc and some sewing machines as an alternative source of income for these children. The diocese is the main funding source for ADSN although it does not provide a specific annual budget; money allocated to this programme is dependent on available funds and identified activities.

3.3.9.1 Identification of Children who need Assistance

Several children go by themselves to the diocese to seek assistance when they are faced with problems, which include lack of basic needs, violence and medical problems. Such children are counselled by the social worker. Those who have benefited from these services often identify and refer their peers for similar assistance including medical care. The organisation's social worker also makes regular visits to the streets and slum area of Kimase (found in Jinja town) where most of the target children live and holds discussions with the children and identifies victims of violence including sexual exploitation.

3.3.9.2 Day Centre and Support to Income Activities

The ADSN has a day centre where children come for different recreational activities and can also receive counselling services. About 15-20 children visit this centre every day. At the centre, children are also provided with vocational training skills e.g., in tailoring. The children at the centre including those involved in domestic labour are encouraged to make savings so as to accumulate capital to start a meaningful business e.g., shops, saloons and eating places (the diocese social worker realized that these children are engaged in some form of income activity and therefore encouraged them to make savings so that they could do more respectable income generating activities. So far from these savings, 4 children have established themselves as barbers; 3 girls own ladies saloons, 27 are doing petty trade. ADSN also encourages parents to form community based income generation groups e.g., for making bricks and or crafts to generate income to buy scholastic materials for children to attend school.

3.3.9.3 Resettlement

ADSN encourages children staying on streets to return to their families or those with some income to find more decent and less risky homes. The organisation identifies family members of children who are willing to rejoin their families and counsels these family members before re-integrating the children. The children themselves and community leaders assist in the identification of these families. In 2000, 108 children were resettled with their families. Some adult children who do not want to re-join their families are supported to have new homes, e.g. assisted with rent and food for about a month until they can support themselves. For girls, the organization encourages those of 18 years and above to have stable relationships. So far 29 girls have settled with their partners and got formal marriages through encouragement and facilitation from ADSN. Those children who have already demonstrated positive change, are asked to talk to their colleagues as a way of showing them the possibility for a better life away from the streets

3.3.9.4 Formal and Non-formal Education

ADSN supports its clients in formal and non-formal education as a way of preventing them from getting involved in prostitution. The organization mobilised communities to start a community-based primary school in Kimasa slum area after identifying that this area – where most children on the streets and victims of CSEC were coming from - did not have a school at all. With support from the diocese and contributions from the community, a primary school was established, which has contributed to a change in the migration trend, as fewer children now leave the slum area to go to towns where they get entangled in CSE.

For those children who have outgrown formal education, ADSN has initiated a community-based programme for non-formal education. The agency has trained a local instructor who works as a volunteer to teach adult literacy in the area.

3.3.10 Gaps in Direct Action for Prevention

While efforts are in place for direct action towards prevention of worst forms of child labour including CSEC, several gaps still exist in this area. Some of these gaps are within the organisation undertaking the preventive activities while others are in the external environment under which these organisations operate.

3.3.10.1 Inadequate Resources

Several of the staff talked to during data collection reported inadequate resources, particularly financial, as a key problem in their implementation of activities. Some organisations are not certain of the sustainability of their activities due to resources that are mainly donor dependent (see cross-cutting issues section). For example, RYDA's project plan for formal education is only for 2 years. It is still unclear as to what will happen to children now in senior three or Primary five. ADSN on the other hand, would like to support social workers, but has no funds to recruit them.

3.3.10.2 Small Scale Focus Geographical and Service Content

Related to resource constraints, most organisations can only operate on small scale covering small geographic areas, mainly in urban settings. KIN is only in Kampala and only a few girls can be accommodated at their Nansana centre; WAYS operates only in Kampala, Mpigi and Wakiso districts although several other locations have the problem of exploitation of girl-child domestic workers. These are just two examples but all organisations have this problem.

Regarding service content, also a small-scale focus can be managed. Most of the organization activities that recognise poverty as a key supply factor to worst forms of child labour are focusing on the child's economic enhancement and there is a lack of interventions to alleviate community poverty though they acknowledge it as a significant factor for children to engage in the worst forms of child labour.

3.3.10. 3 Broad Focus not Specific on CSEC

While several of the activities of the different agencies directly or indirectly prevent the problem of CSEC, their main focus is not specifically CSEC. AUWMD for example focuses on general reproductive health, ANPPCAN, HAR, and FIDA focus on child abuse in general, while RYDA, CRO and KIN main focus is street children.

3.3.11 Conclusion

Despite some gaps noted above, the current ongoing programmes for prevention of CSEC have several good practices that can be used as good lessons for future activities as summarised below:

Going where the children are and allowing them to participate in decision making about their future is

a key good practice. Organisations such as KIN, CRO and ADSN have specific activities of going to depots of street children, slum areas and other communities where vulnerable children are. HAR on the other hand reaches out to children in schools through its letter-writing programme. These enable children at risk to get access to the existing preventive activities.

Allowing children to actively participate in decision making about their future is also another good practice identified among the current programmes in preventing CSEC and other worst forms of child labour. WAYS, RYDA, CRO and KIN give children the opportunity to decide the nature of vocational skills they would like to undertake. This not only empowers children but also restores their self-esteem and it is a good principle of self-determination.

Several organisations have outreach programmes by staff and volunteers in their efforts to prevent worst forms of child labour. WAYS for example has children clubs, FIDA and HAR have volunteer counsellors as well as counsellors going to schools (for HAR). This not only make services more accessible to children, but outreaches to schools and communities and ensures they keep in touch with children, which makes them more visible thus strengthening children's presence in families and communities. Visibility of children is important in receiving care from caretakers.

Community mobilisation and participation in preventive activities of CSEC is a strategy adopted by most of the organisations. ASDN mobilised the community in its area to construct a schools, KIN, RYDA, HAR,WAYS AMREF and AUWMD collaborate with leaders in their sensitisation activities, planning activities and monitoring of children who are at risk of exploitation. This is a good practice that is in line with the current decentralisation policy that promotes community level structure of governance and increased responsibility of the local people to take charge of their development process. Community mobilisation and participation is also a good practice that facilitates awareness creation, which is important in preventing CSEC.

Operation of Day Centres, Girls' Centres and Drop in Centres is a good practice that helps children get out of risky environments. Day centres such as those operated by CRO and ADSN are good in providing alternative recreational activities. Day centres are important in identifying children at risk, and providing counselling services as well as training in vocational skills. Girls' centre such as that by KIN is important in keeping children away from risky environments e.g., homes of sexual exploiters and girls are enabled to continue with education. On the other hand, drop-in centre such as that by HAR, are useful for those children who may need temporary shelter and other basic needs while a better alternative is being identified. It is also a good practice that children from these centres are later resettled rather than being institutionalised.

Helping children to remain in education, formal and non-formal, is a good practice demonstrated by RYDA, WAYS, CRO, ADSN and other agencies. Being in formal education is a good way of delaying children from coming on the labour market, as well as increasing children's opportunities to find better future employment. Non-formal education for children at risk is less well developed, but for the few agencies involved (ASDN and CRO), it is important in enhancing children's life skills particularly those who might have missed formal education opportunities.

Providing alternative work skills to children and economic support to vulnerable families is a good practice in preventing CSEC. Given that poverty is a key supply factor of child labour, providing vocational training opportunities to children, as by RYDA, CRO, ADSN, WAYS AMREF, is important in helping them out of exploitative income activities including sexual exploitation. Similarly, trained children being provided with start-up capital in form of tools as done by AMREF and RYDA and KIN is important to ensure that they can utilize their learned skills. Assisting their families with economic support through micro-finance (RYDA) enables them to resist the temptation of exploiting their children for financial gain.

4. GOOD PRACTICES: WITHDRAWAL AND REHABILITATION

When children are already entangled in CSEC, they need to be withdrawn from the environment in which they are exploited, rehabilitated and possibly re-integrated in the community. There are not many programmes for withdrawal of children from prostitution, this is in part due to the fact that activities specifically for addressing CSEC are also still new in Uganda. UYDEL, SLUM-AID, Adolescent Development Support Network and GUSCO are some of the NGOs that were identified in this study, whose experiences can be drawn upon for future activities against CSEC. UYDEL is the only ILO/IPEC supported organization; others obtain resources from elsewhere.

4.1 Uganda Youth Development Link (UYDEL)

UYDEL is funded by IPEC to withdraw and rehabilitate children that are engaged in commercial sex exploitation in Kawempe a Kampala suburb, since October 1999. Currently it is the only organization that withdraws and rehabilitates sexually exploited children in Uganda that has a drop-in centre. Slum-Aid is involved in some rehabilitation but it keeps the children in their communities.

UYDEL has long-term experience working with street children providing counselling services, sensitisation and awareness against drug and alcohol addiction. From its work it identified the prevalence of the problem of CSEC. Before implementation of this programme, UYDEL conducted a rapid assessment in Kawempe division to identify the victims and potential victims as well as causes and consequences of sexual exploitation of children, from which it estimated that about 500 children were at risk of CSE. However, the experiences of UYDEL staff suggests to them that the magnitude is a lot higher than this estimate. UYDEL's focus is on children who are sexually exploited for commercial purposes, however, they have helped some children who are in early marriages by supporting them in starting income generating activities.

UYDEL has established a drop-in centre where most affected girls are temporarily sheltered as they receive nutrition, counselling and medical treatment. Children particularly considered for the centre are those renting

Girls withdrawn from CSEC by UYDEL attending tailoring class at Chris Sound.

houses for themselves or those found in very risky home environments e.g., in families selling alcohol or whose adult family members are engaged in prostitution activities. During the course of this research, the drop-in centre was housing 15 girls. Boys are not residents at the centre but they participate in all other programmes organized by UYDEL, such as counselling, vocational training and resettlement with their families. The centre has Saturday activities where over 70 children attend from the community. Activities include discussions, music and drama as well as talk shows from resource persons identified from different disciplines. During focus group discussions children pointed out that they always look forward to the Saturdays for these interactions, and acknowledged that the centre improved their lives and learning skills through sharing with their peers. Saturday activities also facilitate referral by fellow children from the community who may have knowledge of children likely to be sexually exploited. Interaction with the community children is important in instilling confidence, trust and a sense that these children are still important members of the community, the community does not reject them, and it is a good process of re-integration.

UYDEL's aim under the IPEC supported program is to rehabilitate 250 children in the suburb, however, the project has so far identified 300 children who have been counselled and received other services such as medical treatment from the organization, already exceeding its target. Over 60 children have been reclaimed from CSE and resettled with their families and or guardians. Ten girls have rejoined formal education after rehabilitation, their parents paying for their school requirements. Parents appreciate the role of UYDEL guiding their children in better and socially acceptable behaviour.

160 children have received vocational skills training through UYDEL vocational training programme. Out of these, 10 girls and several boys are now engaged in income generating activities while others are still undergoing training. Vocational skills training areas facilitated by UYDEL include among others welding, tailoring, hairdressing, catering and carpentry. Children are given the opportunity to choose the nature of training they would wish to undertake. Staff from UYDEL noted that girls tend to choose those vocational trainings that are related to their traditional roles such as catering and hairdressing. Children talked to acknowledge they have learnt valuable skills, which they can use to generate income and some have already started generating income and assisting their families. UYDEL does not have its own vocational training centre, but attaches children to local artisans as apprentices. While UYDEL meets some of the costs involved in the training, using artisans from the community lowers costs and facilitates community participation in the rehabilitation process and fosters belief that children can be transformed.

UYDEL is also involved in awareness creation and mobilization of communities about the problem of CSEC. Using a community based participatory approach, it has trained 40 community-based counselors and it has also trained local leaders and policemen. This is useful for community participation, sustainability and ownership. UYDEL collaborates with AUWMD to train parents and guardians in sexual and reproductive health issues, and giving medical treatment to its children. It has also produced IEC materials focusing on CSEC, alcohol and drug abuse, which are related components of CSE as well as running media activities e.g., radio and TV programmes.

Children are part of the mobilization and sensitization campaigns where their participation is through clubs in schools and as peer educators. UYDEL has facilitated formation of 40 children's clubs in 40 schools whose main activity is to disseminate and promote discussions on issues of CSEC, HIV/AIDS and alcohol and drug abuse.

UYDEL holds weekly meetings to review performance; it makes weekly visits to the apprentices and holds regular meetings with parents as a way of monitoring its activities and performance. It also conducts regular studies to review and evaluate its program.

To ensure that re-settled children have been fully integrated with their families, UYDEL makes follow-up visits, which it gradually phases out. A resettled child is in the beginning visited weekly, then fortnightly, and monthly, until that child is well integrated.

4.2 Slum Aid Project

SLUM-AID operations are based in Kampala slums. The organization was started in 1992, but acquired its current name (SLUM-AID) in 1993 is geared towards protection and promotion of human rights, reproductive health with emphasis on HIV/AIDS among women, and empowerment of girls involved in CSE.

In its programme against CSEC, SLUM-AID targets girls aged 13-19 years, assisting them to find alternative ways of earning. SLUM-AID is also involved in research and advocacy activities. It has conducted a study on children's involvement in prostitution in Kampala and Lira districts in Uganda, and facilitated the draft of a National Programme on Child Sexual Abuse and Exploitation. In relation to the Stockholm conference, SLUM-AID spearheaded the meeting within East Africa and worked with different agencies including NGOs and government ministries and has also written a draft manual for working with persons involved in prostitution. The work of SLUM-AID has played a big role in bringing the problem of CSEC to the surface.

4.2.1 Awareness Creation

SLUM-AID is also involved in awareness raising through community education and sensitization of children involved in CSE on the dangers of early un-protected sex. The organization also conducts community awareness campaigns on HIV/AIDS as well as on issues of CSEC.

4.2.2 Community Based Rehabilitation

SLUM-AID withdraws and rehabilitates children engaged in prostitution, and those in need of medical treatment are referred to hospitals. However, SLUM-AID rehabilitates children within their own communities. "We do not pull children from the community", noted the coordinator of SLUM-AID. Rehabilitation of children is in the form of training in possible alternative activities and support to start income generating activities e.g., providing start-up capital in the form of grants for activities such as tailoring and hairdressing. Rehabilitation of victims of CSE within their communities has several advantages: it costs less financially than keeping them in centres; it helps to build rapport with community members and promote changes in attitudes, and is more sustainable. However, sometimes children who are victims of commercial sexual exploitation need to have drop-in or crisis centres which have environments and facilities that enable holistic support towards the rehabilitation of the child.

SLUM-AID through lessons learnt from an evaluation of its programmes realized that many children from families that experience domestic violence get involved in CSE. It is now integrating sensitization on domestic violence in its activities. SLUM-AID also refers its clients to other agencies for assistance e.g., for medical treatment.

SLUM-AID encourages community participation right from planning to implementation, a strategy that has been useful in sensitising communities towards elimination of sexual exploitation of children. Among its personnel, SLUM-AID has 18 community volunteers, which has created contributed to a positive attitude (though difficult to measure) towards elimination of CSEC e.g., more people are now willing to talk about the problem, participate in SLUM-AID activities and assist exploited children.

SLUM-AID has also taken a key role in advocating for policy and national initiatives towards elimination of CSEC.

4.3 Gulu Support the Children Organisation (GUSCO)

The mission of GUSCO is to promote the well-being of war affected children in Gulu district through providing them with psycho-social support, advocacy, educational programmes, and building capacities within communities towards realisation of child rights. GUSCO started in 1994 as a response to the war in the region that has affected children in many ways, including sexual exploitation, being taken as hostages, and being turned into wives by those involved in armed conflict.

GUSCO targets children form 0-18 years but, similar to CRO, may also provide assistance to young people

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up to 25 years of age. GUSCO clients are children abducted by LRA rebels, who may have been trained as soldiers during captivity or been married to rebel soldiers, and who manage to escape or are rescued from captivity. Staff from the organization noted that the sexual exploitation of abducted girls is a key problem, some are sexually abused as early as 8 years of age.

Boys and girls both victims and potential victims of CSEC shown here participating in recreation activities.

4.3.1 Identification of Affected Children

GUSCO receives children who were in captivity from the International Organization for Migration (IMO) offices in Khartoum, Sudan. However some children who escape are flown to Entebbe international airport while other children run away and come to the communities who later refer them to GUSCO. The received children are registered; taking note of their names and places of origin as important information that could be used later to trace their families and arrange resettlement.

Received children are kept in a temporary shelter for a period ranging between 2 weeks and two months, where they receive rehabilitative services such as counselling and medical treatment. Between 2001 and 2002 the drop-in centre has handled 242 children. Other services provided at this centre include food, life skills training and recreational activities such as football, netball and athletics for the children.

At this centre, children's behaviour and emotional adjustment is continuously monitored by professional counsellors. One of the techniques employed is to ask the children to make drawings reflecting their feelings, both prior to coming to the centre and after receiving assistance at the centre. They also engage them in therapeutic discussions, enabling children to tell their stories and how they felt while in captivity, and how their feelings have changed over time.

4.3.2 Counselling

Counselling is a key service provided by GUSCO. As one of GUSCO staff noted, children are counselled to help them overcome some of their problems, for example many children have nightmares. Counselling is provided to give children a hope for survival. GUSCO counsellors conduct individual and group counselling

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sessions. Children that have just been withdrawn are counselled as individuals while group counselling is only given to those children who have adjusted.

4.3.3 Re-integration with Families

GUSCO does not promote institutionalisation of withdrawn children. Instead parents or families of these children are traced using information obtained from the children themselves, local leaders and elders in the area to re-integrate the children. Prior to re-integration, parents are counselled to help them manage their psychosocial problems and those of their children. About 2500 children have been re-united with their families since 1994. Re-integrated children are followed up to see how they are settling in. Social workers provide on going psycho-social support to both children and parents weekly, monthly etc depending on the needs of the child and family

4.3.4 Support to Formal Education and Non-formal Education

GUSCO supports those children who have been re-integrated to continue with formal education by providing basic educational materials. By the time of interview, over 500 pupils are in primary schools with support from GUSCO. Recognising the need for continued psycho-social support for these children, GUSCO has trained teachers in the district in providing psycho-social support to children re-entering formal education. Over 760 teachers have been trained. This is good considering the problem of rejoining school after missing it for several years, having been abducted and forcibly married etc, all problems that may be stigmatising. Children need support from immediate persons; teachers in schools are therefore important sources of this support.

4.3.5 Non-formal Education

Some children withdrawn from captivity may not be in position to continue with formal education; some may have children as a result of being forced to marry the abductors, others grown too old to comfortably sit with smaller children in the same class. GUSCO provides non-formal education to such children. They are trained in basic numeracy, production and other life skills to instil them with confidence and self esteem. Over 320 children have benefited from this non-formal education.

4.3.6 Vocational Training

Some children need alternative income generating skills yet cannot return to school. GUSCO facilitates such children to train in vocational skills such as carpentry, bicycle repair and brick making. Graduates from these training areas are given tools as start-up capital to utilize their learnt skills to earn an income. More than 920 children have been trained so far and 500 provided with tools as start-up capital. In addition, the organization has a micro-finance component for families of affected children, particularly for mothers or female guardians of the affected children.

4.3.7 Advocacy and Awareness Raising

GUSCO realizes the importance of continued advocacy and awareness raising to prevent sexual exploitation of children. The organisation has established children rights clubs that encourages the participation of children in this awareness raising. It has also established a rights advisory committee that is charged with sensitization of community leaders, armed personnel, and district authorities on the dangers of abduction and sexual exploitation of children. The committee has conducted 36 sensitisation meetings targeting district level persons and 12 meetings targeting sub-county level councillors. Targeting district level policy persons and local leadership is an important aspect in working in a situation where there is an insurgency. The committee produces a quarterly newsletter that does awareness raising and promotion of the activities done by the organization so that those in need can utilize them. GUSCO also produces IEC materials such as posters and radio programmes to sensitise the public on children's rights and effects of war on the well-being of children.

4.4 Gaps in Withdrawal and Rehabilitation

While agencies such as UYDEL, SLUM-AID and GUSCO have played an important role in the elimination of the worst forms of child labour, gaps still exist in the withdrawal and rehabilitation of commercially sexually exploited children.

Agencies doing withdrawal and rehabilitation are not providing some of the services that are important for exploited children. UYDEL for example does not address formal education yet some children are still very young to go for vocational training. UYDEL staff acknowledged that many of their reclaimed children would like to resume formal education but the organization did not include it in its activity plans. This gives reclaimed children a limited range of choices of alternative training, i.e., only in vocational training. On the other hand, GUSCO is not addressing the problem of HIV/AIDS yet it is a big issue for the abducted children.

Organisations still have limited capacities, e.g., the drop-in centres for UYDEL and GUSCO are still small yet the demand for this service is enormous. The organizations' activities are also predominantly donor dependent although UYDEL, SLUM-AID and GUSCO attempt to mobilize local resources e.g., through using local artisans in the skills training of their clients.

Withdrawal and rehabilitation of exploited children is being done in small geographical coverage yet the magnitude of the problem is big and spread to several parts of the country. UYDEL and SLUM-AID are only in small slum locations of Kampala city. Withdrawal of children exploited as a result of armed conflicts is not well spread to other parts affected by the insurgency, GUSCO is the only such agency in Northern Uganda and apparently there is no such activity in South-western Uganda where the ADF rebels have caused similar problems to children.

4.5 Conclusions

Crisis or temporary centres for withdrawn children, such as those operated by GUSCO and UYDEL, are a good practice. They not only allow children to receive rehabilitative services such as counselling but they also provide a safe environment for the children as they are prepared for resettlement.

Community involvement in the process of withdrawal and rehabilitation is a good practice that UYDEL, SLUM-AID and GUSCO have employed. Communities involved may be both adults and children, and people of different cadres. SLUM-AID and UYDEL's involvement of children and community members in the identification of children affected by CSEC is very effective as they can identify genuine cases which might otherwise remain hidden due to the stigma of the problem. GUSCO also encourages community members to identify those children who may have escaped from captivity and need rehabilitative services. Use of artisans is good practice for it is a form of community resource mobilization, and increases the acceptance of such children within the community, and demonstrates their potential.

Using a holistic approach to rehabilitation of children and involving them in determining their own future is a good practice. UYDEL allows a wide range of possible vocational skills available from which children choose. In addition to support to formal and informal education GUSCO supports vocational training for withdrawn children, which helps to enhance the children's ability to identify alternative economic activities.

Re-integration of children to communities is a good practice as it eliminates institutionalisation of withdrawn children. Re-integration whenever it can be done is a more sustainable strategy. Re-integration is even further strengthened when families of withdrawn families are counselled and given economic empowerment.

Monitoring and follow-up though, remain inadequate in all agencies. It is a good practice to monitor how children are coping with counselling, vocational skills training and re-integration within families and communities. Monitoring and gradual phase out of follow-up of children is better than a sudden stop. Weekly visits to artisan apprenticeships such as those by UYDEL are a good way to monitor performance and behaviour of children, and helps the master artisans feel they are not left alone with sole responsibility.

5. GOOD PRACTICES: CROSSCUTTING ISSUES

5.1 Capacity Building among Implementers

Young boys and girls from Kawempe Division the Programme area of UYDEL
pose with UYDEL staff after a behavioural change seminar at UYDEL Drop in Centre at
Kawempe Division, Kampala.

Capacity building is the key to the success of programmes seeking the elimination of CSEC. This is particularly so since most programmes in this area are still new. Several organizations discussed expressed their feelings of inadequacy in terms of resources. Capacity building should be multi-faceted and must include skills such as communication, mobilization and advocacy.

Most programmes in Uganda have realized the importance of capacity building and have incorporated this component in their programmes. Agencies such as UYDEL and RUDMEC included capacity building component in their proposals seeking support from ILO/IPEC e.g., for resources and equipment for the organization. RUDMEC, WAYS, UYDEL, HAR, RYDA and AUWMD have capacity building components for their own institutions as well as for the community and other actors such as artisans, with whom they work in partnership. Internal workshops and meetings for sharing skills is one form of building institutional capacity to tackle the problem of CSEC. RUDMEC for example, with facilitation from IPEC, has held workshops for its members on appropriate language to use when writing about CSEC, and has received equipment from ILO/IPEC as a way of enhancing their capacity for media communication. HAR held a series of internal trainings in counselling for its staff, UYDEL, has also had several internal training sessions and workshops about the process of identification of sexually exploited children, making assessments of individual needs as well as counselling. Similarly, AUWMD undertakes training of its members in research and counselling skills. Aware that the agencies may not be able to meet all the training needs of its personnel, they have an open policy of encouraging their staff to seek training elsewhere e.g. advanced training.

Several organizations working towards elimination of CSEC e.g., UYDEL, SLUM-AID HAR involve

community members in their activities. It is imperative, that capacity building of the community is taken up, for community members can more effectively carry out the activities thus ensuring sustainability of these programmes. Community members are trained in counselling, mobilization skills and sometimes monitoring. RYDA trained community staff in data collection for conducting their surveys.

5.2 Networking and Alliance Building

The elimination of commercial sex exploitation of children needs a multi-sectoral approach and networking, since the problem takes different forms and has different effects. No single agency can claim ability to deal with the problem alone, but agencies need to network to share information, skills and sometimes resources. Networking is important for avoiding duplication, preventing wastage of resources, and ensuring equity in service delivery to all areas, thus maximising efficiency and effectiveness.

Though networking was identified as a key weakness among agencies fighting CSEC, some agencies have taken initiatives to network using different strategies. One strategy used by agencies to network is formation of coalitions and collaborative projects. Hope after Rape (HAR), FIDA and ANPPCAN have for example formed a coalition for CRESS project. This is a community based project that trains community volunteers in different skills such as counselling, legal and advocacy issues that are geared towards promoting child survival and protection against abuse. AUWMD and FIDA also formed a coalition to fight against domestic violence. Similarly organizations working with street children, such as RYDA, KIN, UYDEL etc have formed a forum and meet at least quarterly to share experiences and discuss strategies. In Jinja, a Jinja network was formed by organisations in the district such as CRO and ADSN that work with children. The network also publishes a quarterly newsletter.

5.2.1 Inter and Intra profession Networking.

Some organizations such as FIDA, HAR and ANPPCAN network to gain inter professional support where personnel of different professions support each other. UYDEL and AUWMD have signed a networking relationship where AUWMD provides medical services to children withdrawn by UYDEL, while UYDEL provides the counselling services. WAYS networks with probation and welfare officers in districts during withdrawal and resettlement of children in domestic work in the attempt to protect them form exploitation. On the other hand RUDMEC is a network of people with similar backgrounds i.e. media professionals. RUDMEC also networks with media houses and other professional journalists who are not members of their association.

5.2.2 Networking with Community Resource persons

For effective interventions against CSEC community involvement is important, thus a good practice to network with community members and key resource persons. UYDEL networks with youth groups and community leaders during identification and integration of children, while it also networks with artisans in vocation skills training. SLUM-AID networks with community leaders and local defence units (LDU) during its community based approach to rehabilitate sexually exploited children.

While some initiatives have been undertaken towards networking and alliance building, there is still a significant gap. This is an area where IPEC may consider taking a leading role in facilitating networking among the different agencies involved in elimination of worst forms of child labour. Networking is also constrained by the competitive nature of several NGOs, particularly all looking for donor money from the same donors. Respondents reported that some organizations are not willing to reveal exactly what they are doing while others may form coalitions for the sake of winning funds and thus not translating plans into action. Again, different methods of work by different organizations threaten networking e.g., working with community volunteers where some agencies give allowances and other do not.

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5.3 Resource Mobilization

The effort required to combat worst forms of child labour, including CSEC, is enormous and requires substantial resources, both material and human. These cannot be mobilized from one source alone, but must tap local and non-local sources. Most agencies now working towards prevention or withdrawal of children from commercial sexual exploitation are primarily donor dependent, which is not sustainable. Most agencies write up a proposal and submit it to funding agencies, but this is not sustainable, besides the problem of inadequate capacities of the agencies to write good proposals that can attract donor funds. The current SWAP approach where several donors are directly sending funds to the districts is a threat to this form of resource mobilization.

The most common community based resource used by all agencies is personnel, e.g. volunteers who help in the identification of children; counsellors; and artisans, which is a good practice as it facilitates sustainability and community capacity building. However, while some agencies such as RYDA, and KIN have secured some material resources from communities, more work needs to be done in this area. There is also a need to mobilize resources from government especially under the decentralization system, and mobilizing communities to demand better services from the local governments.

While RYDA has efforts to mobilize resources from community and other sources e.g., contributions from AMREF in fighting against CSEC, its activities are still mainly donor dependent. Staff of the organization acknowledged that most of their activities are supported by funds from donors. A delay in receipt or disbursement of funds severely affects the organization activities e.g., several children are sent back home due to non-payment of fees.

5.3.1 Income Generating Activities

Some agencies have developed good income generating innovations e.g., through contracts or sell of professional service. AUWMD does research consultancies for other organizations and charges fees from other patients outside its project target. Similarly FIDA and HAR sell their professional services to non-targeted people who may seek them e.g., legal services and training of counsellors respectively. RUDMEC reported making commercial programmes and research for people who need specific information. Part of the money generated from these services is utilized to maintain these organizations so that they can continue their efforts to fight CSEC. This a good practice that alleviates donor dependence. However, respondents noted there is a possible danger commercialisation of the organization overrunning the original objective.

5.3.2 Community Contributions and Members Subscriptions

Community level resource mobilization is an important resource mobilization strategy for fighting CSEC. Some agencies are encouraging communities to contribute resources towards eliminating sexual exploitation of children. Community contributions are not only a sustainable way of resource mobilization but also an indicator of community commitment towards fighting the problem. Community contributions may be personnel or material. Regarding personnel, UYDEL attaches its children to artisans for vocational training, UYDEL, SAP, RYDA and HAR use community volunteers in mobilization and awareness raising. RYDA also encourages community members to make donations e.g., second hand clothes, and UYDEL reported some schools offering bursaries to 6 rehabilitated children who wished to continue with formal education. Resource mobilization in most of these agencies is still donor dependent and thus not sustainable.

5.4 Research

Research is one of the weakest components in all agencies involved in fighting commercial sexual exploitation in Uganda. While some agencies have undertaken some research activities, it is on a small

scale and mainly urban based. UYDEL did a rapid assessment of the situation of CSEC in Kawempe division, Kampala district before starting its programme. SLUM-AID also conducted an assessment in Lira and Kampala, with a focus on identifying problems faced by those children who are victims of CSEC. Though other agencies such as AUWMD and RYDA have also conducted some studies during their project implementation, these have not really focused on CSEC. Some data on the problem does exist among agencies but it is in raw form and not analysed hence cannot be utilised for planning or estimating the extent of the problem. Therefore a lot is still unknown about the problem of CSEC including data on who is doing what in fighting CSEC.

5.5 Monitoring and Evaluation

Monitoring and evaluation is currently inadequate in most organisations and requires to be integrated in all the programme implementations. While many agencies do something, this area was identified as a major gap in most programmes. Research data is still scanty for planning and monitoring. Existing data in the area of CSEC is usually small scale. The magnitude is not known and a lot is still hidden or just generalized.

Community participation in monitoring (participatory monitoring) is good for community participation and sustainability. Most agencies have not involved the community in monitoring and evaluating the progress of programmes geared towards the elimination of CSEC. RUDMEC uses a phone in mechanism for its programmes while RYDA, SLUM-AID, UYDEL, HAR and KIN hold regular meetings with their community partners e.g., artisans, peers, volunteers and leaders to discuss progress of their activities. Community members also give feed back through meetings.

Regular visits to the homes of rehabilitated children (KIN, UYDEL, RYDA, GUSCO, ADSN CRO and SAP are good monitoring strategies. Some agencies have monitoring data files/bank for clients e.g., SLUM-AID, RYDA, HAR and staff, peers and community volunteers make regular (weekly, monthly and annual) reports. GUSCO and RYDA involve children in monitoring their own progress through drawings e.g., river to indicate trend of his/her life. All the above monitoring strategies are good practices as they encourage participation however, monitoring is still weak in particular the follow-up of re-integrated children. The follow-up visits are still spontaneous and yet experiences reported by integrated children indicate that they face several problems after integration such as heavy economic demand from their relatives hence they continue to need a lot of support e.g., counselling of the relatives.

6. CONCLUSIONS

Drawing from the experiences of the different agencies that are involved in fighting the worst forms of child labour, CSEC in particular, it can be observed that several key practices are being demonstrated although there are also several gaps and some activities that need to be scaled up.

6.1 Key major Good Practices

- Involvement of community leaders, local residents and children in problem identification, either through research as that done by UYDEL, WAYS or through discussions during other project implementation processes, as that done by AMREF. Community participation in the process of programme implementation at all levels e.g., program design and actual implementation e.g., apprentices used by UYDEL, KIN or as partners in sensitisation about the problem or identification of vulnerable children e.g., as WAYS, AMREF, RYDA.
- Creation of community based children groups such as children rights groups by RYDA, child clubs by WAYS and UYDEL is a good practice that enables children to be agents of change and hence better recognized in the community and is a long-term capacity building strategy for the children.
- Re-integration of children with families rather than institutionalising children.
- Withdrawal and rehabilitation of affected children using a holistic child centred approach is good practice rather than using rehabilitation standardised package solutions.
- Crisis centres either as day centres, girls' centres or drop-in centres are a good practice in particular for those children who may not be readily accepted by the community even if they wanted to or who may need temporary withdrawal from the hazardous environment in order to be rehabilitated
- Support to formal education through direct financial subsidies and scholarships is a key practice as it enhances and broadens children's economic opportunities and keeps them away from the labour market.
- Networking among agencies through alliance building and collaborative programmes in fighting against commercial sexual exploitation is a good practice in information sharing and minimizing duplication.
- Capacity building of agencies and communities is a good practice
- Integrated approach to prevention e.g., economic support and awareness creation about the problem.
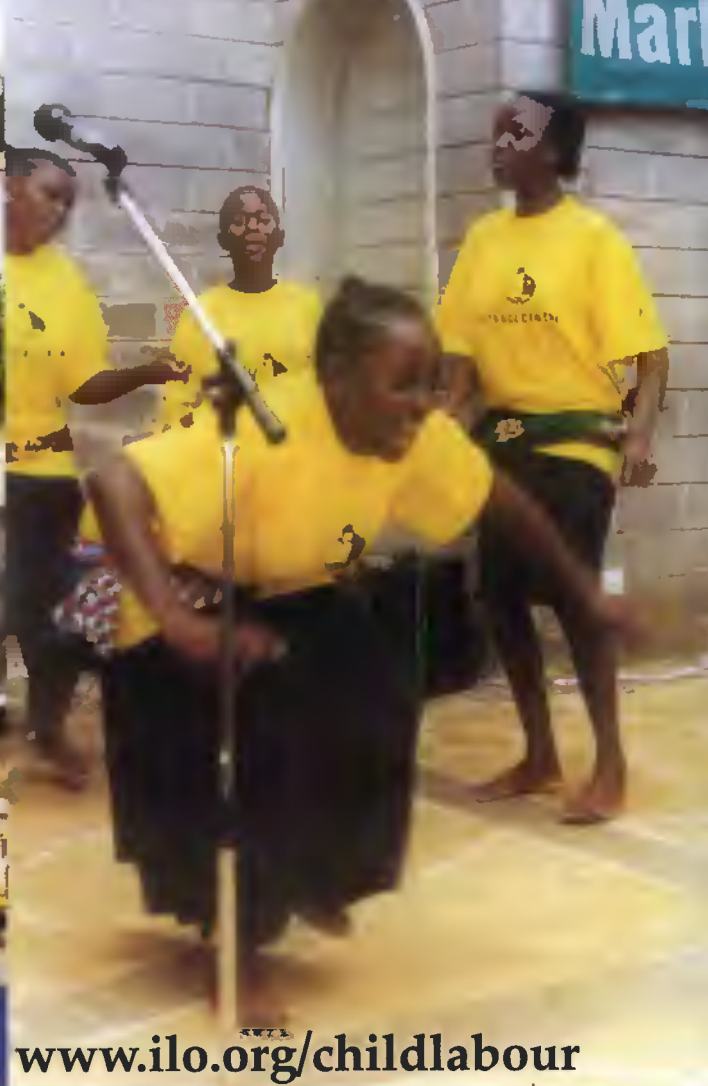
6.2 Activities that need Scaling Up

- The problem of CSEC is hidden and many people are not aware of its existence and its negative impact to children. It is imperative therefore that awareness creation is intensified at all levels, as a good preventive strategy.
- While some interventions are present in Uganda, they are all still at small-scale level and urban based. It is therefore important that geographical and service content is expanded particularly in rural areas where currently little is being done, yet these areas are a major supply source of exploited children since the majority stay there and poverty is more prevalent. Replication in rural areas of activities developed in urban settings needs to be scaled up.
- Resource mobilization is inadequate and donor dependent. Community and other levels of resource mobilization need to be scaled up.
- While some support to education is done by some agencies and there is a national policy of UPE, several of the exploited children are out of school due to their inability to meet their school needs. It is imperative therefore that support to education is intensified for both formal and non-formal. Actually there are very few non-formal education programmes in the country.
- Some networking arrangements are present e.g., creation of alliances, and collaborative projects such as those by HAR and FIDA etc. However networking needs to be scaled up. ILO/IPEC may

need to consider facilitating networking among agencies that are fighting elimination of the worst forms of child labour.

- Documentation and research in most organisations is still inadequate. Some are not doing any research activities for planning purposes, including lack of systematic documentation of what is being done for future lessons learnt.
- Monitoring and evaluation are still inadequate. In most interventions follow-up of rehabilitated and re-integrated children is ad hoc and needs strengthening.
- Most programmes are focusing on the supply side and little is done on the demand side. Thus there is a need for interventions that target the perpetrators of child labour including CSEC.
- The Government needs to consider finalization of the draft policies on child labour and draft action plans.

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