

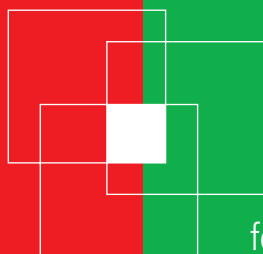


International
Labour
Organization

Integrated area-based approach as a strategy for laying foundations for child labour-free zones



A case of Busia, Kilifi
and Kitui Districts
in Kenya



ILO Country Office
for the United Republic of Tanzania, Kenya, Rwanda and Uganda

International
Programme on
the Elimination
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IPEC

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FOREWORD

Child labour is a multifaceted development challenge that requires solutions that are multi-sectorial, simultaneously delivered and well-coordinated. In the most recent times, the use of the integrated area-based approach (IABA) has been preferred to the sector-based approach that had been employed in the last few decades. In using IABA, the child labour interventions target specific geographical locations with the aim of addressing all forms of child labour. It is hinged on a rights based approach in which every child (rights holder) and every risk of violation of child rights are considered on similar strength. IABA also targets system strengthening so that at the end of the intervention, the community and the duty bearers would have enhanced capacity to design and deliver interventions against child labour. It is expected that an effective implementation of IABA would result in a child labour-free zone (CLFZ).

While the use of IABA and resultant creation of CLFZs have been well documented in other countries such as India, the use of the approach has only began in Kenya. The ILO's International Programme on the Elimination of Child Labour (ILO-IPEC) has facilitated the pioneering of the approach through the project of Support to the National Action Plan on Child Labour (SNAP). The project which was implemented in three Counties of Busia, Kitui and Kilifi provided an opportunity to test the effectiveness of the approach in Kenya.

This documentation of the use of IABA in laying foundation for CLFZs in Kenya provides a user's manual that can be used as reference by stakeholders interested in using the same strategy to address child labour. The description of the steps used in its application including innovations and the results realized prepares the reader on what to expect when applying IABA in Kenya considering the variations in local context.

ILO being a specialized agency of the UN encourages the partners, including the government (especially County governments), trade unions, employers' organizations and other civil society organizations to consider piloting the creation of CLFZs in all the 47 Counties in Kenya. This report has adequate information to inform the implementing partners on how and what to expect in using IABA which has been proven as a more comprehensive approach to the sector based approach. Besides being effective in addressing child labour, the approach has potential for application in addressing other development and social challenges. It encourages partnerships and collaborations thereby enabling leveraging of resources.

We, at ILO and SNAP project which was funded by US Department of Labor, are therefore privileged and proud to be associated with this report. We hope it leads to more innovative interventions in addressing child labour and its root causes, and are confident that Kenya will be a child labour free country.

Alexio Musindo

Director

ILO Office for Kenya, Uganda, Rwanda and Republic of Tanzania

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EXECUTIVE SUMMARY

ILO-IPEC in Kenya supported implementation of a programme titled “Creating the enabling environment to establish models for child labour free areas in Kenya: Support to the implementation of the National Action Plan for the Elimination of the Worst Forms of Child Labour with special focus on agriculture and older children (SNAP Kenya)” between February 2010-November 2013. The chosen strategy for implementing SNAP was the integrated area-based approach (IABA) with the objective of creating the enabling environment for establishment of models of child labour free zones (CLFZs) in Kenya. The project was implemented in Busia, Kilifi and Kitui Counties.

The in-depth study sought to document the use of the IABA as an approach in effectively addressing child labour and laying the foundation for establishing CLFZs. It documented the process, successes realized, perceived gaps and challenges that the strategy faced, and lessons learnt in order, to inform any replication and scale-up. It also documented the key success factors and limitation in application of IABA based on experiences from the three counties.

The study used qualitative techniques to collect and analyse data for the report. Key informant interviews, focus group discussions (FGDs) and literature reviews were used to collect data. In addition to key informant interviews conducted in the three Counties, child labour focal point persons in various government and non-government organizations based in Nairobi were also interviewed. This report summarizes the process of implementation of IABA considering the steps and processes used; key players involved in the implementation of IABA and their contribution; the conditions and factors that have contributed to the success in laying of foundations for CLFZs through IABA; perceived gaps and the challenges encountered in using IABA; key successes achieved through the use of IABA methodology; and conclusion and recommendations as described below.

i. *The steps and processes used in the implementation of the IABA as a strategy in laying foundation for CLFZs within SNAP project*

The SNAP project applied IABA through a series of steps that included:

- identification of geographic locations based on indicators such as child labour burden, this was done in consultation with community leaders and stakeholders at district level;
- identification of potential implementing partners to ILO based on their capacity, previous experience and rapport with communities. This step also involved creation of project committees and clarification of roles of each partner in the anti-child labour networks;
- sensitization of community leaders and public which also benefited from involvement of media, child labour champions and child participation using SCREAM methodologies;
- involvement and partnering with both workers’ organizations (COTU and relevant affiliate trade unions); and employers’ organization (FKE); government departments;

- creation of a multi-stakeholder community project management team (LCLC, community monitors – *nyumba kumi*, recruitment of community champions, formation of child rights clubs, establishing integrated network of organizations and focal points intervening in child labour; including linkage with community). In addition, linkages were strengthened between grassroots structures such as local child labour committee and national level structures such as Child Labour Division in the Ministry of Labour. The project facilitated activities of an integrated network of organizations and focal points intervening in child labour through supporting the convening of round-table forums;
- identification and profiling of the children at risk and those in child labour;
- provision of interventions/services – to child and family – also addressed issues such as jiggers, HIV, disability. Advocacy activities also lead to review of draft National Child Labour Policy and National Action Plan (NAP) and their integration at district and community level child labour committees action plans. This therefore enhanced mainstreaming of the child labour issues into government and civil society development agenda;
- direct beneficiary monitoring and reporting;
- project hand-over and exit.

ii. *Key players involved in the implementation of IABA and their contribution to laying firm foundation of CLFZ*

The key players in the implementation of SNAP to lay foundations for CLFZs were government departments, employers and workers' organizations and local CSOs working through the collaborative network of child labour focal points at national level; and committees at the local level. The project has established various forums for sharing information and experiences on a monthly basis. The network comprises of Ministry of Labour (often as convener), other line ministries, FKE, COTU (or local affiliate unions), implementing agencies and other development partners from CSO. The decisions and action plans are cascaded to the local level through the DCLCs and LCLCs through which various IAs and other stakeholders are represented. The level of involvement and role these agencies and department play depends on the area and the priority child labour concern.

iii. *The conditions and factors that have contributed to the success in laying of foundations for CLFZs through IABA and who has provided them*

Twelve conditions were identified as having contributed the success of implementation of IABA as a strategy in laying foundation for CLFZs in the three counties of Kilifi, Kitui and Busia. These were: 1) open and participatory identification and selection of local implementing agencies and collaborating stakeholders; 2) evidence driven planning and implementation; 3) incorporation of Government departments and agencies at all levels; 4) involvement of workers and employers through their respective organizations; 5) community involvement/participations in prioritization of issues thus promoting community ownership of interventions; 6) media involvement in disseminations of information including advocacy; 7) establishment of multi-sectorial interests and linkages; 8) establishment of local level technical advisory presence by ILO-IPEC; 9) establishment of economic empowerment and strengthening initiatives and systems; 10) participation and support for integration of child labour in government policies; 11) Youth and children involvement in project activities and 12) community participation and establishment of robust contextually responsive child labour monitoring systems in the implementation areas.

iv. *Perceived gaps and the challenges encountered in using IABA as a strategy for eliminating child labour and laying foundation CLFZs under SNAP*

The gaps include inadequate capacity across government departments to mainstream and monitor child labour issues; delayed adoption of child labour policy by government; and the intensity of poverty in the communities that reduces household capacities to curb child labour. Establishing sustainable foundations for economic empowerment and livelihood strengthening faced challenges that were addressed through different initiatives by the project. These however require time and long-term intervention. Thus duration and resource investment of SNAP project did not work optimally as the may not have been sufficient to fully address all gaps.

v. *Key successes achieved through the use of IABA methodology in the elimination of child labour and laying foundation for CLFZs*

Finally, the study sought to document the successes in using the IABA approach in addressing child labour and laying foundation for CLFZs. The successes include: 1) supporting the development and finalization of National Child Labour Policy and the Child Labour Monitoring Systems (CLMS) at Ministry of Labour; 2) development of locally responsive community CLMS for vulnerable households due utilization of local organizations to implement the project; 3) leveraging of national and local community resources for the common good; 4) strengthened networking among stakeholders. In all, the project has created an enabling environment both at national and local levels for the laying the foundations for establishment of child labour-free zones.

Recommendations and conclusions

Child labour presents in various forms and economic sectors yet it is also sensitive to local context. Interventions employing an inclusive and whole-area focused model like IABA must therefore address child labour in every region through adoption of innovative and targeted solutions. This includes incorporation and adaptations of interventions which are informed by reality on the ground and evidence based. Child labour free zone foundations must have the capacity to anticipate and respond to such area specific dynamics. SNAP using the IABA model has demonstrated that such capacity can be established in Kenya.

Child labour free zones (CLFZs) are critical if Kenya has to become a child labour free country. However, realization of CLFZs using IABA requires the participation of all stakeholders: government, community organizations, local leaders and households. The implementation of SNAP using IABA has enhanced the creation of a favourable environment for combating child labour and establishment of CLFZs in the three Counties of Kilifi, Kitui and Busia. Processes that contributed the most to this result include awareness raising, social mobilization and sensitization on child labour targeted at public and community leaders; support for policy instruments; supporting implementation of national and district level action plans, programmes and legislative actions. Continuous capacity building efforts and improvement of the comprehension of child labour at national, county, district and local levels through training and sensitization of public officials, legislators, national, state and municipal councils on legislation and law enforcement concerning child labour, especially in its worst forms is necessary and has also been a notable feature of the SNAP project. The study recommends that IABA needs to be replicated and scaled-up across the country to ensure that successes evidenced in the three areas are realized nationally.

ABBREVIATIONS

4K	Kuungana (to unite), Kufanya (to do), Kusaidia (to help), Kenya
CDF	Constituency Development Fund
CLAN	Child Legal Action Network
CLFZ	Child Labour Free Zone
COTU	Central Organization of Trade Unions
CSEC	Commercial Sexual Exploitation of Children
DWCP	Decent Work Country Programme
FKE	Federation of Kenya Employers
HUSO	Human Support Organization
ICS	International Child Support
KCSE	Kenya Certificate of Secondary Education
KIHBS	Kenya Integrated Household Budget Survey
KLDTDU	Kenya Long Distance Truck Drivers and Allied Workers Union
KNBS	Kenya National Bureau of Statistics
KPAWU	Kenya Plantation and Allied Workers Union
KUDHEIHA	Kenya Union of Domestic, Hotel, Educational Institutions, Hospitals and Allied workers
KUSPW	Kenya Union of Sugar Plantation Workers
MoL	Ministry of Labour
MTG	Moving the Goal Post
NAP	National Action Plan
OVC-CT	Orphans and Vulnerable Children-Cash Transfer
REEP	Rural Education and Economic Enhancement Program
SCOPE	Strengthening Community Partnership and Empowerment
SNAP	Support to National Action Plan
SOLWODI	Solidarity with Women in Distress
TBP	Time-Bound Programme on the Elimination of the Worst Forms of Child Labour
TIVET	Technical Industrial Vocational and Entrepreneurial Training
UNDAF	United Nations Development Assistance Framework
WEF	Women Enterprise Fund
WFCL	Worst Forms of Child Labour

1. INTRODUCTION AND CONTEXT

1.1 Background

According to the ILO Convention No. 138, child labour is work that deprives children of their childhood, their potential and their dignity, and that is harmful to their physical and mental development. Article 3 of the ILO Convention No. 182 outlines that the worst forms of child labour comprises:

- a) all forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom and forced or compulsory labour, including forced or compulsory recruitment of children for use in armed conflict;
- b) the use, procuring or offering of a child for prostitution, for the production of pornography or for pornographic performances;
- c) the use, procuring or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in the relevant international treaties;
- d) work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children.

In its fourth report on Global estimates and trends on child labour,¹ the ILO indicates that the global number of child labourers had declined by nearly one third between 2000 and 2012; from 246 million in 2000 to 168 million in 2012. This decline was especially marked during the most recent four-year period (2008-2012). The significant progress demonstrates that the overall strategy as set out in the ILO action plans including the Hague Roadmap appears to be sound and producing positive results. The integration of the actions being taken in legislation and enforcement, education, social protection and promotion of decent work opportunities at the national and community levels appear to be "a formula for success." The report also expresses hope and determination to stay on course, accelerate the pace of progress and reinforce action, while some challenges remain. In order to accelerate progress in eliminating child labour, the report calls on governments to focus on key priorities that include: improving statistical data at global and national level; a multi-faceted policy response across four broad policy areas (legislation, education, social protection and labour market policy); age and gender specific responses; a focus on Sub-Saharan Africa; a continued focus on agriculture and a new focus on other sectors; building the knowledge base, monitoring and evaluation; and international cooperation and partnerships.²

¹ ILO-IPEC. *Marking progress against child labour - Global estimates and trends 2000-2012*, ILO International Programme on the Elimination of Child Labour (ILO-IPEC). Geneva, ILO, 2013.

² Ibid.

It is estimated that children aged 5-17 constitute about 36.2 per cent of the total Kenyan population³ and therefore form an important population group for consideration in terms of their wellbeing and development. The results of the KIHBS 2005/2006 report showed that the total population of children aged 5-17 years had increased by 17.4 per cent from 1999 and had reached 12.8 million (approximately 35.0 per cent of national population) in 2006. Eighty per cent (10.3 million) of these children live in rural areas. The data also shows that 1.7 million children were out of school. A high number of these children in Kenya are engaged in child labour activities ranging from child labour in domestic work to child prostitution (UNICEF, 2006).⁴

The KIHBS 2008, indicates that as many as 1 million (7.9 per cent) children aged 5-17 years, are working in Kenya and remain deprived of education, good health, protection and other basic needs with almost 80 per cent of the children in child labour working in the agricultural sector. The other major sectors where child labour is found include the service industries (11.8 per cent), followed by wholesale and retail trades (4.2 per cent), mining (0.7 per cent) and manufacturing (0.4 per cent). The report further estimates that there are 98,518 child labourers in domestic work in Kenya. Many children work with knowledge and collusion from family members: parents and relatives. Others are linked to employers by casual labour brokers, relatives, agents or friends often on the promise of better jobs and earnings, which somehow points to the existence of hidden forms of internal or external child trafficking.

1.2 Interventions against child labour in Kenya

In recognition of the adverse impact of child labour on children's wellbeing, the Government of Kenya has undertaken strategic measures to address the problem. Internationally, Kenya ratified key international conventions that are critical in the fight against child labour. They include the ILO Convention No. 182 on the Worst Forms of Child Labour, 1999, the ILO Convention No. 138 on the Minimum Age of Employment, 1973; the United Nations Convention on the Rights of the Child (UNCRC), 1990, African Charter on the Rights and Welfare of the Child. Other measures include legislation and enforcement of the Children's Act, 2001; the Employment Act, 2007; the Sexual Offences Act of 2009; the Counter-Trafficking in Persons Act, of 2010; and the Basic Education Act of 2012. Above all, the National Constitution (2010) Section 53 1 (d) to be protected from abuse, neglect, harmful cultural practices, all forms of violence, inhuman treatment and punishment, and hazardous or exploitative labour; and section 53 2 stating that a child's best interests are of paramount importance in every matter concerning the child.

Despite these deliberate policy instruments and relevant interventions, child labour elimination continues to face significant hurdles in Kenya. The key challenges facing efforts towards elimination of child labour include the lack of updated and comprehensive profiles of the contextual structure of child labour; the ever dynamic face of child labour; incoherent enforcement of existing child protection and labour laws partly due to inadequate institutional framework to guide and facilitate coordination of interventions for elimination of child labour. The lack of up-to-date data on child labour has often led to outdated and conflicting estimates, inconsistent intervention measures and poor targeting. Other factors are poverty, increased number of orphans especially due to HIV and AIDS, high levels of unemployment among young parents, limited income generating opportunities for vulnerable families and low community level awareness, especially amongst parents on the benefits of eliminating child labour leading to community and local authority collusion in perpetuating child labour.

³ ILO-IPEC, KNBS. *Kenya Integrated Household Budget Survey, 2005/2006*. Nairobi, ILO, 2008. Named in this document as KIHBS 2008.

⁴ UNICEF, 2006.

1.3 ILO-IPEC response to child labour in Kenya

In response to the above impediments to fight against child labour, the ILO's International Programme on the Elimination of Child Labour (IPEC) has applied a variety of instruments and strategies to support the Government of Kenya and its partners to realize the overall goal of eliminating child labour in Kenya. For instance, it facilitated the adoption and implementation of a national Time Bound Programme on the Elimination of the Worst Forms of Child Labour (TBP); and the Decent Work country Programme (DCWP) of 2006-2010; through a National Plan of Action, as well as other programmes aimed at tackling child labour. The TBP though implemented mostly through the education sector, comprised a set of integrated and coordinated policies and interventions with clear goals, specific targets and a defined time frame, aimed at preventing and eliminating a country's worst forms of child labour. The DCWP on the other tended to focus thematic issues carefully identified in line with the national development Frameworks (ILO, 2010).

Interventions have emphasized the need to address the root causes of child labour thereby linking action for its elimination to the national development agenda macro-and micro-economic strategies, demographic and the labour market processes and their outcomes. The primary focus is on economic and social policies to combat poverty and to promote universal basic education for children and social mobilization using the social protection framework. Such efforts will require the attention of more than one player. Different actors combine efforts to deliver different interventions with a common goal of tackling child labour from its numerous root causes. This is the integrated area based approach (IABA). Withdrawing children from child labour, providing them with quality education opportunities and assisting their families to secure decent economic and livelihood strengthening opportunities through focused training, employment and enterprises opportunities contributes directly to creating decent work. This demonstrates the overlaps and links between the ILO's Decent Work Agenda and the National Action Plan of Kenya towards the elimination of child labour in the country.

1.4 Support to the implementation of the National Action Plan (SNAP) Project in Kenya

The Support to the implementation of the National Action Plan (SNAP Kenya) was a project supported by the ILO-IPEC in Kenya. While the SNAP project has built on contributions from the Time Bound Programme on elimination of child labour in Kenya (TBP), it significantly shifted strategy, laying emphasis on connecting policies at national level to actions at devolved level (by local authorities and agencies); as well as supporting contextually inclusive and integrated actions. Inherent in this shift is the acknowledgement that communities and families through the local leadership and parents/heads of households respectively are crucial in determining the organization, practices and perception of child labour and its prevention. They also affect the way local social and economic conditions affect children, their work and lives which ultimately determine the local propensity to/for child labour.

The National Action Plan (NAP) on elimination of child labour in Kenya had prioritized three interventions in line with ILO Convention No. 182 to eliminate and prevent child labour, particularly its worst forms. These are Prevention, Protection and Withdrawal, Rehabilitation and Re-Integration. The Support for the National Action Plan (SNAP) Kenya Project aims at ensuring harmonization and enforcement of relevant national policies, programmes and legislation with the Kenya National Action Plan (2004-2015)⁵ to Eliminate Child Labour. It also seeks to enhance the capacity of national and devolved authorities and the social partners to support the effective implementation of the NAP. Finally the SNAP project seeks to test and document effective model for establishing child labour free zones (CLFZs) in selected locations within the three counties of Kilifi, Busia and Kitui. To achieve these three aims, the SNAP project adopted the integrated area-based approach (IABA) as the strategy.

⁵ 2004-2015 refers to the period covered by the National Action Plan, not the SNAP project.

In summary, the ILO-IPEC SNAP Project was designed to achieve three key outcomes through respective objectives as outlined below.

Table: Summary of SNAP outcomes and outputs

Output	Outcome
Child labour further integrated into development policies, strategies, programmes and instruments. Advocacy and communication strategy designed and implemented. Partnerships and networks to support and coordinate activities on child labour at all levels developed and/or enhanced. Enhance enforcement of legislation relevant to child labour.	Relevant national policies, programmes and legislation harmonized with the national Action Plan to eliminate child Labour and enforced.
Capacity of partners to collect and analyse information on child labour enhanced. Community child labour monitoring systems established.	Capacity of relevant institutions, structures and partners to take effective action against child labour strengthened.
Models for effective local structures established or strengthened in selected child labour free areas. Access and availability of relevant education and skills training enhanced. Scalable models of intervention are implemented, documented and disseminated. Socio-economic capacity of families to support their children's needs enhanced.	Effective models for establishing child labour free areas are tested in three (3) districts with documented processes and experiences.

The overriding rationale behind the application of IABA strategy was that, the root cause of child labour is poverty at the household/family level. Therefore, by tackling poverty from multi-dimensional angles, child labour will also be eliminated from an area. The IABA as the designated strategy for SNAP project was applied in the three selected model sites, with the expectation that it will lay foundations for concerted and focused interventions from different actors targeting elimination of poverty in a particular area thereby resulting in Child Labour Free Zones (CLFZs).

The IABA was used at national, district and locational level, by focusing interventions on the creation of an "enabling environment" for the elimination of child labour. More specifically, in applying IABA at the district level, the SNAP used the following as the implementation strategies:

1. capacity building and enhancing partnerships with other stakeholders in the district towards dealing with child labour;
2. develop and pilot a model of intervention for the withdrawal through removal of children under age under 16 years engaged child labour and reinstate them back to formal and/or non-formal education;
3. develop and pilot a model of intervention for the withdrawal through protection of children above minimum age of employment (16 years and above) who are employed in hazardous working conditions or undertakings;
4. develop and pilot a model of intervention for the prevention of vulnerable children from entering child labour by supporting them to remain in schools or training institutions;
5. develop and pilot a model of intervention for initiating and supporting Income Generation Activities among Vulnerable Households and promoting community based social protection systems.

The report herein presents findings from the three sites on how the IABA strategy has been applied and worked as well as the lessons learnt from this.

1.5 Understanding the integrated area-based approach (IABA) as a foundational strategy for CLFZs in Kenya

The efforts and advances made by ILO-IPEC in Kenya against child labour continue to face challenges due to the convergence of a number of different crises – food, finance, jobs and political. These challenges undermine the national commitment and local efforts to eliminate the worst forms of child labour by 2015.⁶ The complexity of child labour situation is best addressed from integrated and simultaneous fronts (socio-economic, educational, cultural and developmental) by various actors at different levels (family, community, national and regional) paying appropriate attention to the contextual dynamics. The complexities of child labour due to family conditions, community practices and government policy explains the appropriateness of applying the integrated area-based approach (IABA) to elimination of child labour in Kenya. This chapter briefly contextualizes the IABA strategy in Kenya based on information collected from the literature review and views from key informants who were asked to explain their understanding of the IABA strategy in context of SNAP.

Contextualizing IABA in Kenya

The IABA is a holistic integrated strategy for laying the foundations towards creating child labour free zones thus tackling the problem of child labour. The strategy consists of a set of integrated and different sector actions that simultaneously addresses interlinked and systemic issues that perpetuate all forms of child labour in a particular community. It is a strategy where eliminating child labour is approached and managed as a process integrated in the country's approach to poverty elimination (ILO-IPEC, Thuy, 2010). The approach is multi-pronged aiming to reach out to all child labourers or those at risk; empowering local communities and improving families and communities' livelihoods; delivering ILO support services to child labourers and families as "one"; making a defined geographical or administrative area (zone) "child labour free". It consists of actions aimed at prevention, removal, rehabilitation and protection of child workers through empowerment of vulnerable families and communities in a coherent manner.

The strategy addresses the root causes of child labour; the socio-economic conditions and cultural practices that perpetuate it; mobilizing and leveraging resources and programmes by different actors to address them. The development of IABA has been evidence-based. It is informed by experiences and findings from two ILO-IPEC projects in India that employed the Integrated Area Specific Project (IASP) and the Andra Pradesh State Based Project (APSBP) (ILO-IPEC, De Soye, 2005) implemented separately in 2002. The two paved way for a hybrid version labelled "convergence" model in 2009. The model has been used as the IABA in Brazil, Cambodia, India, Kenya, Tanzania, Malawi and Uganda to create and promote child labour free areas; integrating and building upon other ILO's child labour elimination country programmes (ILO-IPEC, Thuy, 2010).

1.6 Implementation of SNAP through IABA

The preference of IABA over the sector-based approaches to in implementing programmes targeting the elimination of child labour is because of its capacity to link up different stakeholder levels and ensure a "clean-sweep" process within a targeted area. Successful application ensures complete elimination of all forms of child labour; rather than shifting from one particular form to another. It is built on the belief that parents and communities have strong motivation to ensure safety and security for the children and their futures.⁷ The strategy links child labour with education; the family with the school and social protection; and the community with policy; workers with employers, thus creating an environment within which child labour is viewed as the anti-thesis of child education and decent work.

⁶ ILO-IPEC. SNAP project document, 2009. ILO-IPEC internal document, unpublished.

⁷ M.V. Foundation. *Handbook for organizations for the 'area-based approach' to eliminate child labour and universalise education*, 2008

As a process, the strategy is applied quite methodically through series of actions beginning with building rapport within the targeted community between the intervention promoters and its key stakeholders; gathering and sharing adequate and reliable information as the basis of action and subsequently creating formal structures (often committees) of interested stakeholders/individuals. The committees design contextually appropriate plans to implement the interventions with clear standards and benchmarks.

To ensure sustainability of the intervention and its outcomes, the strategy involves supporting the first generation beneficiaries into and through enrolment in the formal education system. This enhances the continuum of services necessary for eradicating all forms of child labour: prevention, removal, rehabilitation and integration of child labourers into the education and the labour market where appropriate. Further steps include concerted engagement of the education structures to ensure strengthening of the schools system to support the intervention's efforts to ensure all children access and acquire education, by minimizing schools drop-out factors within the area. Such support to the education structures includes sensitization of school committees, teachers and local education policy makers and implementers; tracking children out of school as well as appropriate supplementary support for accelerated and remedial learning.

The strategy enhances the implementation of interventions by creating a favourable policy and structural environment for combating child labour within an area through awareness raising activities; social mobilization and wide-spread public sensitization and integrated local ownership of interventions. The IABA is inclusive and participatory, linking a wide array of key stakeholders; targeted focus on defined territory (administrative areas); emphasis on local ownership and management by the key stakeholders; and a deliberate focus on the uniqueness and specificity of needs in the respective areas/territory and express alignment of child labour prevention with community and household livelihoods' strengthening. It also ensures adoption of the child labour themes onto governmental and civil society priority agendas and incorporation of methodologies to address the issues; and inclusion of the child labour themed activities and messages in the different Government ministries and programme. This is mostly relevant to the ministries of Education, Agriculture, Livestock and Fisheries; Labour, Social Security and Services. Continuous generation and sharing of data and information among the different stakeholders enhances the domestication of the National Action Plans (NAPs) to prioritize local conditions and factors; and create platform(s) reviewing the interventions progress.

At national, district and locational level, interventions have focused on creating an "enabling environment" for the elimination of child labour by mainstreaming child labour prevention in child labour and other policies, national and district action plans and other legislative arrangements. This has been complimented by continuous efforts to build up capacity and improve the comprehension of child labour at national, district/county and local levels through advocacy, training and sensitization of different cadre of public officials: legislators, national and community leaders, and municipal councils on legislation and law enforcement concerning child labour, especially in its worst forms. The project enhanced and integrated a continuous communication agenda by promoting data and information production and dissemination through workshops, meetings and media presentations to increase public awareness.

In actual terms, creation of child labour free zones using the IABA strategy in the target areas becomes evident through existence of functional networks of diverse actors; convergence of various interest groups and stakeholders and building of synergic relations all focused on ensuring the safety, security and rights of children and young workers. It is assessed in terms of the changes in norms and practices relating to child labour within the implementation area. Success of IABA is a qualitative state in which there is evidence that community members and families have inclination and capacity to prevent children from entering child labour; adopted proactive means of withdrawing children; while whole communities are monitoring and ensuring their education, and preventing any violations of their rights.

As the social and economic conditions change household situations and capabilities, the effects on children, their education, health and development become intricately connected to/with child labour. The IABA strategy links opportunity for education of the children, their survival and lives to the prevailing economic situations; thus responding in a comprehensive, holistic and coordinated manner. By using an IABA strategy, the intervention can

effectively demonstrate realization of the National Action Plan at local level as the authorities allocate resources to the provision of meaningful solutions to children and their families. The local authorities can also advocate for the importance of education and the dangers of the worst forms of child labour (Bass, 2004). It is also at the local level where actions by employers and by workers in the work place can be taken and effective partnerships built. Schooling and child labour for instance, are thus not mutually exclusive but complementary, with a complex relationship between child labour and education (Patrinos and Psacharopoulos, 1997).

The widespread collaboration and coalition create the structural environment within which local agencies can adjust local priorities and develop working linkages between national policy and local action. It also creates effective networks between local stakeholders and beneficiaries focused on elimination of child labour, child protection, youth employment and economic empowerment of the community.

From the discussions, it is easier to describe what how IABA works rather than saying what it is because it keeps growing. By being dynamic and continuously adaptive, inclusive and integrated, IABA's simplicity makes it able to fit every situation in addressing many development problems.

1.7 Purpose and objectives of the study

The overall purpose of the in-depth study is to document the way the IABA strategy has been used, its experiences and contributions in laying the foundations for creating "child labour free zones". It elaborates on the process of applying IABA as a strategy to promote cross-sectorial collaboration, linkages and building of synergies to lay foundations for total elimination of all forms of child labour within an area. The findings show how the SNAP project has applied the IABA strategy successfully in enhancing child-labour elimination interventions in the three model areas.

The documentation was guided by the following objectives:⁸

- i. to document the steps and processes that have been used in the implementation of SNAP using IABA in Busia, Kitui and Kilifi counties;
- ii. to identify and document the key players involved in the implementation of SNAP using IABA and their usefulness and contribution to the application of the IABA strategy;
- iii. to document the conditions and factors that have contributed to the laying of foundations for CLFZs and determines who has provided them;
- iv. to document the key perceived gaps and conditions that are necessary for the achievement of CLFZs in the areas selected in the three districts;
- v. to document key successes achieved in the elimination of child labour through the use of IABA methodology and identifies the challenges encountered.

⁸ Sections of the ToR refers to the "implementation of IABA"; however discussions during inception clarified that IABA was not being implemented, but used as a strategy to implement SNAP.

2. METHODOLOGY

2.1 Data sources

The study was exclusively qualitative using both secondary and primary data guided by Terms of Reference and the discussions conducted during the inception phase. The key data was collected by:

Literature and secondary data review — Review of literature and secondary data materials was conducted throughout the study and provided information into the process of implementing IABA generally and specifically in the three areas: Kilifi, Busia and Kitui. The secondary data and literature reviewed included project reports, proposals and studies; articles on IABA strategy, CLFZ and good practices and documentation of the same. Others were the various technical reports, internal monitoring and evaluation reports and other materials relevant to the project including those from other countries.

Use of key informants — A total of 49 key informants were interviewed – fourteen from each district comprising of DCLs members and seven from the national focal point persons. They were representatives of implementing agencies, DCLC members, focal point persons at national level and special interest representatives selected on advice from local ILO-SNAP officer. The key informants were critical to the study because they provided insights into the workings of the project and helped to synthesize and corroborate various pieces of information from different sources regarding the application of IABA in their areas. The key informants were also drawn from FKE as the SNAP collaborating employers' organization and five trade unions.

Use of Focused Group Discussions (FGDs) — The focused group discussions provided opportunity for gathering additional data from the community and different categories of stakeholders and interest groups. The FGDs served to elicit more information and fill information gaps arising during the conduct of the study. A total of twelve FGDs were conducted, four per implementing site. From the FGDs, the study was able to induce unrestrained discussions and revelations of the subjective experiences and objective observations of the whole range of implemented and conducted activities aimed at laying foundations for creation of CLFZs. Necessary arrangements for the discussions were through the local area ILO-IPEC programme officers and the IAs thus ensuring appropriate reliability and relevance of discussants without compromising respondents' perceptions. The three district child labour committees (DCLC) comprised both state and non-state representatives formed the core of the FGDs in the respective counties while the local/ locational child labour committee (LCLC) formed the FGDs at the community. The third set of FGDs were somehow ad hoc and assembled based on the advice of the ILO-IPEC officers to cater for child beneficiaries, parents or special interest groups like farmers. Children through their child rights clubs took part in the FGDs which were conducted in a special and child friendly manner to ensure safety, security and ease of the children.

2.2 Study sites

The study covered the three districts in which the SNAP project has been implemented using the IABA strategy: Kilifi, Busia and Kitui. The profiling of the sites was based on review of the project baselines conducted by ILO-IPEC and the Kenya National Bureau of Statistics (ILO-IPEC, KNBS, 2012). The brief outline of the sites with regard to child labour is as follows:

Kilifi — In Kilifi District, child labour manifests mainly in trafficking of children for domestic work, quarrying, house help work, touting and stage agents, commercial sexual exploitation of children, selling of merchandise such as wares, ground-nuts, second-hand clothes, off-loading of trucks, manual work at the construction sites, tour-guiding, working in tea/coffee cafes, cooking in the hotels or serving clients, dish-washing, entertainment of tourists [dancers], peddling of hard-drugs, salt mines, fishing/net fishing, herding of cattle/livestock. A 2009 annual report by the Kilifi district children department (quoted in the Kilifi baseline survey) notes that about 1,853 children were involved child labour. Of these, 851 were boys and 1,002 were girls. Sexual exploitation of children is also quite prevalent in the region.

The report also noted that high poverty levels in the district compromise most households' capacity to access basic needs like food, clothing, shelter, water and medical care. An estimated 65 per cent of the population is food insecure. This situation has forced parents and caregivers to allow children to enlist in works including WFCL such as commercial sex exploitation, sale of drugs and quarrying. The situation is exacerbated by cultural and traditional practices such as forced and early marriages alongside the social consequences of rapid socio-economic changes that lead to family breakup, human trafficking, prevalence and effects of HIV and AIDS. Given these circumstances, the fight against child labour under SNAP has had to include economic support and improvement of households.

Busia — Busia district has an estimated population of 653,000,⁹ 66 per cent of whom live in absolute poverty.¹⁰ The district depends on rain-fed small-scale agriculture, artisanal businesses, sugarcane farming and fishing. The wider Busia County has very high HIV/AIDS prevalence (14 per cent) compared to the national level (6 per cent) and as a result, there is a high number of orphans and vulnerable children (OVC). The transition rate from primary to secondary education is about 12.4 per cent; with primary school dropout rate stands at 60 per cent and 70 per cent for boys and girls respectively.¹¹ In the larger Busia district about 3,000 children of school-going age are engaged as child labourers.¹²

In Busia District, child labour mainly manifests in video show rooms, sugar-cane plantations, brick making, work in jaggeries, sand harvesting, house help, washing cars, offloading trucks, hawking, smuggling, commercial sex exploitation of children (CSEC). Children are exploitatively employed as casual labourers in sugar cane plantations around Nambale and as *boda boda* (bicycle and motorcycle) taxis in the large Busia District and its environs: children get paid less than adults for work of equal value (ILO-IPEC, KNBS, 2012).

⁹ Kenya Population and Housing Census, 2009.

¹⁰ The Busia District Development Plan for 2008-2012.

¹¹ Ministry of Education, Busia, 2010 Report.

¹² District Children's office, Busia, 2009.

Kitui — The total population in Kitui district is 447,613 according to the 2009 Population and Housing Census; half of whom are aged below 15 years and two third aged below 20 years. Close to 62 per cent face absolute poverty with about 52 per cent are food poor (ILO-IPEC, MoL, 2012). The proportion of working children is highest amongst the 15-17 year olds at 72.6 per cent followed closely by the proportion in the 10-14 year olds at 71.4 per cent. Slightly more than half of those in the 5-9 year age bracket (53.8 per cent) worked over the same period. Majority of the working children attend primary school; and are aged 5-17 years; working mostly as farm-hands – about 74.5 per cent. Working as messengers, porters, watchmen and related workers stands at 10.3 per cent; followed by cleaners, launders and domestic workers at 10.1 per cent. Disability due to polio and malnutrition is common and a factor fuelling child labour that the SNAP project has addressed in Kitui.

In Kitui District, child labour is mainly prevalent amongst poor families especially where there are single parents, or where parents are drunkards and manifests in the district in a number of areas including: brick works, herding, sex work, farm labour, trafficking of children for domestic work from Kitui to other towns/areas, collection of stones along rivers, quarrying, house help work, touting and stage agents, commercial sexual exploitation of children.

3. FINDINGS

This chapter presents the findings of the study on the steps and processes that were employed to implement the SNAP project using IABA. It also identifies and discusses the key players involved in the implementation and the contributions they made to ensuring effective use of the approach in the implementation areas. It also identifies the conditions that made the application successful; the gaps and challenges that have affected the implementation of SNAP and the key successes of the project.

3.1 Steps and processes of applying IABA to implement SNAP

The application of IABA to implement SNAP was a systematic step-by-step process. The ILO–IPEC country team conducted stakeholder consultative meetings involving the Government, employers’ and workers’ organizations; religious and civil society organizations before and during the launching phase of the SNAP project. Using strategic programme impact framework (SPIFs) workshops at national and district level, the project team crafted a plan of action which involved the following:

- a. Identification/confirmation of target areas districts through use of district baselines studies. The ILO-IPEC collaborated with the Kenya National Bureau of Statistics to conduct detailed baseline surveys on Kilifi, Kitui and Busia districts to establish the child labour status. Specific locations in these districts were identified and selected as project sites based on the findings of the studies.
- b. Involvement and partnering with both workers’ organizations (COTU and relevant affiliate trade unions); and employers’ organization (FKE); government departments and national agencies such as the National Council of Children Services (NCCS) and stakeholders to establish child labour focal points and national consultative forums through which policy contributions could be made and disseminated. These forums are designed and facilitated to accommodate various stakeholders intervening on child labour and protection from different programmatic perspectives.
- c. Identification and profiling of local implementing agencies through a competitive process that included call for concept notes, evaluation of the notes, revision and eventual contracting of nine local organizations (NGOs/CBOs) and one union as implementing agencies (IAs). Targets for implementation were set and agreed on with each of the implementing agencies contracted and clear mechanism for monitoring and reporting established.

- d. Technical capacity building and preparation of the IAs for implementation of SNAP using IABA through trainings and capacity-building workshops. The selected IAs were trained by ILO-IPEC SNAP team on various aspects of programme management, IABA application, child labour interventions and reporting requirements of the ILO. The capacity building covered a wide range of topics equipping them with information on various aspects of child labour, child rights, economic empowerment and livelihood strengthening as well as advocacy and mobilization.
- e. Reconstitution and strengthening of DCLC and establishment LCLCs with the IPEC/SNAP technical facilitation. Through stakeholder consultations, three DCLCs as sub-committees of the AAC were restructured to reflect and coordinate the local area priorities. Furthermore, LCLCs were established and facilitated into action. The committees play the oversight and coordination roles to the IAs and other agencies dealing with child labour in the district and community respectively.
- f. Identification and mobilization of organizations, resources and opportunities for leveraging efforts and interests among stakeholders. The project mobilized local authorities, administration, ministries, government departments, and other interested parties including international organizations that work in the areas to bring them into working partnership with existing IAs and DCLC. Both employer and worker organizations were also networked to form national and local level structures for implementing the SNAP project.
- g. Establishment of regular monitoring and programme reviews of the implementation in context of the National Action Plan and local area plans. This included contextualizing the child labour Monitoring systems (CLMS) to fit local situations by involving different stakeholders as monitors.
- h. Integration of sustainability plans and strategies at different levels, especially on technical capacity-building and economic empowerment. The project implemented has a lifespan of three years hence the necessity of clear and locally realistic sustainability plans which can facilitate local ownership of child labour prevention especially at family level.
- i. Continuous identification and adoption of unique local determinants, linkages and innovations. The project conducted a number of surveys and studies to identify critical issues and linkages that determine child labour. These included jigger menace and cross-border trade in Busia; food insecurity and disability in Kitui; and child sex tourism and exploitation in Kilifi as some of the issues identified during the implementation. Innovative adaptations include the identification and use of child labour ambassadors as role models who can motivate and mobilize their communities against child labour;¹³ and use of girls' football in Kilifi.
- j. Establishing sustainability and resource mobilization plans through capacity development by working closely with the key stakeholders both within the public and private sector to build technical capacity at national and local level. Supplementing this with the involvement of key private sector players, schools and the groups at the community level ensured a strong foundation for sustainability. It also included focus on resource mobilization to address the weakness among IAs thus the project' investment building partner capacity on resource mobilization mechanisms to ensure self-sufficiency and sustainability; and assisting in identifying ways and means of tapping and utilizing community livelihood options to build agency and resilience.
- k. Establishing multi-level partnerships with other service provision systems: The project networked up different stakeholders both local and national into partnerships and linkages with other service providers such as health, police, and education to ensure that project beneficiaries and local implementing agents can access relevant referral services even after end of SNAP. The strategy allows for continued strengthening and recruitment of more stakeholders into the partnerships including private sectors players such as micro-credit institutions; reproductive health service providers among others. The project also invested efforts in promoting the operationalization of the National Action Plan on child labour and finalization of the child labour policy. Such multi-level partnerships provide mechanisms for sustainable structures for founding CLFZs.

¹³ CL ambassadors are strategically selected prominent personalities in the community, mostly in authority who command respect and are taken seriously by the community. They are recruited and participate in the programme activities thus raising awareness and giving it visibility. This was quite noticeable in Busia from the interviews.

3.2 Key players in the application of IABA to implement SNAP

3.2.1 At national level

The SNAP project facilitated integration of child labour aspects into policies and programmes for government, implementing partners and other stakeholders by establishing partnerships with different GoK Ministries as part of applying IABA at every level. The project works with government ministries and departments, workers' and employers' organisations, NGOs, and international organisations to address the scale and complexity of the problem of child labour. Government involvement and activities are coordinated by the Ministry of Labour (MOL) through its Child Labour Division (CLD) and the National Steering Committee (NSC). The membership of the NSC comprises the Ministry of Education; Ministry of Agriculture, Livestock and Fisheries; Ministry of Sports, Culture and the Arts; Ministry of Labour, Social Security and Services as well as Ministry of Commerce and Tourism; and Devolution and Planning. Through this partnership, SNAP has been able to support the development and finalization of the national child labour policy to fruition.¹⁴

The Ministry of Labour is the principal player, and focal stakeholder alongside Ministry of Education, at the national level, the Ministry of Agriculture was key stakeholders who made significant contribution to the establishing of national level foundation for creating child labour-free zones in the country.¹⁵ The Ministry of Agriculture conducted the training and the capacity building for the 4K¹⁶ club patrons and agricultural officers on elimination of child labour. The ministry also trains the youth and the community on income generating activities through use of simple technology in order to provide employment opportunities to children withdrawn or prevented from child labour. The Ministry of Education has been involved in re-enrolment of withdrawn child labourers and sensitization of teachers and pupils through the establishment of CRCs and application of SCREAM methodologies.

Employers were also critical stakeholders at the national level through the Federation of Kenya Employers (FKE). The organization participated in the SNAP project through provision of trainings on safe work for young workers and business owners with an aim of sensitizing them on decent work and safe work places. They also target youth polytechnics mainly through the managers and the young trainees with information and basic knowledge on safe work and health. The FKE also trained other the stakeholders including the implementing agencies the IAs, relevant ministry and union on safe work.

Workers' unions were involved both at national and local levels. At the national level, the umbrella trade union, COTU participated in formulation of policies and relevant structural mechanism in collaboration with the Government and ILO-IPEC Kenya. In the districts, different unions were involved depending on the prevalent form of child labour industry. For instance, KUDHEIHA was actively involved in Kilifi due to the prevalence of tourism industry-related child labour while in Busia it was KLDTDU due to transport industry related child labour. Other unions involved were the Kenya Union of Sugar Plantation and Allied Workers (KUSPAW); the Kenya National Union of Teachers (KNUT)¹⁷ and Kenya Agricultural and Plantation Workers Union (KAPWU). The unions conduct member sensitization and monitoring on child labourers in their respective areas. They also promote livelihood and economic strengthening of worker households to avert poverty which induces child labour; conduct monitoring sexual exploitation in camps (especially in the sugar and sisal plantations in Busia and Kilifi respectively) and school attendance of

¹⁴ The National Child Labour policy was finalized in for adoption 2012.

¹⁵ This section is based on information from KILs from relevant Ministry and literature reviews.

¹⁶ The 4Ks stand for Kenya, Kuungana (to unite), Kufanya (to do), Kusaidia (to help)

¹⁷ KNUT was involved through teachers who are its members though the union has not played a very prominent role so far.

workers' children. Others such as KUDHEIHA play a critical role in the implementation of the SNAP project through advocacy among union officials at branch level, LCLCs and other unions. Since trade unions are not involved in direct withdrawals, they work with other partners and refer any cases to those partners. For those children who are working and have reached the minimum age of employment, trade unions work to create worker rights and safety awareness; provides support services such as introductory letters and negotiation of working terms to eliminate exploitation of young workers. They have also worked to include child labour clauses in their collective bargaining agreements (CBAs) as is the case with KUSPW.

The National Council of Children Services (NCCS) composed of various agencies: the attorney general, police, UNICEF and faith based organizations is another national level stakeholder with cascading sub-committees at district level through the Area Advisory Council (AAC). The NCCS has been partnering with the ILO-IPEC through SNAP to establish a national children data base stipulating the key indicators on child labour. The council coordinates the implementation and dissemination of decisions and policies including the national children's policy through various forums including media briefs, workshops and trainings.

To enhance linkages between household efforts at economic empowerment and the market, Farm Concern International (FCI) promotes commercialization activities through value addition and marketing of agricultural produce in rural areas. It has partnered with ILO-IPEC through small holder "commercial village" model and has worked with over 2500 farmers. The Commercial Villages have enhanced collective action among farmers through access to extension services, technologies, inputs and market and as a result farmers have increased their incomes from target crops. With enhanced access to income and collective actions, the target households are now able to send their children to schools and are more vigilant to ensure that other community members outside the site take up their responsibilities in bringing up children and do not involve children in child labour. The commercial village model is designed to address poverty and household vulnerability by supporting farmers produce and market their produce, supports school feeding programmes through helping them establish school gardens, water harvesting, promoting use of technology such as energy saving jikos, cassava chippers, use of ploughs etc. to reduce child labour as well as promoting small irrigation schemes in Kitui.

3.2.2 At implementation sites

Kilifi — In Kilifi the collaborating partners are Moving the Goalposts (MTG); Strengthening Communities Partnership and Empowerment (SCOPE); the Jua Kali Association (JKA); Solidarity with Women in Distress (SOLWODI) and the Kenya Plantation and Allied Workers Union (KPAWU). Other organizations that directly collaborate with the IAs to implement interventions aimed at fighting child labour include trade union represented by KNUT and Plan International. To respond to the IABA strategy, ILO-IPEC collaborated with Plan International, Ministries responsible for Local Government, agriculture, education, labour and Health. All these institutions work together in strengthening and leveraging each other's expertise and forming an effective referral system catering for the child labour interventions from withdrawal to prevention and household livelihood strengthening. The collaborations also draw in other stakeholders such as private businesses who offer vocational training and mentorship for youth and former child labourers. These organizations and institutions have built elaborate synergistic and complementary relationships that have enhanced their capacity to eliminate child labour from the areas. For instance in the Vipingo sisal plantations, largely due to concerted advocacy, mobilization and leveraging of interests of workers and employers by the KPAWU, child labour has been eradicated in the Vipingo sisal plantations in Kilifi. The media has also been involved in promoting SNAP activities through collaboration with IAs. For example SOLWODI has been partnering with Sauti ya Wamama Pwani and Pwani FM to promote awareness and utilized theatre to sensitize communities in Mtwapa and Kikambala on child labour and exploitation.

Busia — In Busia the implementing agencies that played key role are the Human Support organization (HUSO), International Child Support (ICS), Rural Education and Economic Enhancement Program (REEP), Kenya Union of Sugar Plantation Workers (KUSPW), Kenya Long Distance Transport Drivers Union (KLDTDU) and Farm Concern International (FCI). HUSO works together with other agencies and stakeholders to promote adherence to child safety and prevent recruitment of children into informal trade activities. The International Child Support (ICS) works with the DCLC to support locational child labour committees (LCLC) in Nambale through which they have been enhancing integrated efforts towards ending child labour in the district. ICS provides technical capacity building to schools and community leadership in Nambale and Nasewa; and has established a robust community-based child labour monitoring system (CLMS) using the innovative “nyumba kumi-ten households” concept. The Rural Education and Economic Enhancement Program (REEP) works in Walatsi, Musokoto and Khwirale in Nambale. REEP runs programs on reproductive health among teenagers (teenage pregnancy and HIV/AIDS prevention); livelihoods strengthening and education among vulnerable households; and human rights. The IA integrates child labour issues in its work by focusing on child exploitation in the sugar plantations and manufacturing of jaggery as hazardous work. It also tackles child prostitution within the transport industry in the area (linked with truck drivers and boda boda).

Two trade unions are also key players: the Kenya Long Distance Truck Drivers and Allied Workers Union (KLDTDU) and the Kenya Union of Sugar Plantation Workers (KUSPAW). The former provides a unique and innovative angle to implementing the SNAP in Busia by focusing on long distance and cross-border business as a critical concern for child labour interventions. It promotes awareness creation among truck drivers and other stakeholders in the long distance transportation system at the Busia trans-national border point, traversing both sides of the international border between Kenya and Uganda. The Kenya Union of Sugar Plantations and Workers Union (KUSPAW) on the other hand implements child labour interventions through capacity building for Union Branches on awareness raising and advocacy against child labour through peer monitoring amongst farmers.

There are also other players involved in child labour prevention in Busia which are not SNAP implementation agencies. The Children Legal Action Network (CLAN) though not directly supported as an IA, offers referral service for the others. It provides free legal services for children in general and serves child labourers by supporting their withdrawal, monitoring and following up with the legal system to ensure protective law enforcement. As a referral service provider, CLAN conducts monitoring through paralegals, and does prosecution aimed at protecting children's rights.

The media is also a key player in Busia especially through ICS partnership with West FM who run child labour radio programme.¹⁸ These radio programmes are aimed at spreading the news across the active listenership who also contribute by calling and asking questions, complementing information and also encouraging the. The participation of the two demonstrates the way public-private partnership could be using IABA to draw in other stakeholders with diverse interests within an area to collaborate and build an environment where CLFZ can be established.

Kitui — In Kitui, the Kitui Development Centre (KDC) implements the SNAP project in three locations within Kitui District: Wii location, Kyanguithya East and Township locations; promoting identification and recruitment of children through the LCLC's and reporting the same to the DCLC. The KDC plans and executes strategies to withdraw and prevent vulnerable children from child labour related activities by mobilizing human and financial resources through the coordination of the Local Child Labour Committee (LCLC). KDC trains and utilizes LCLC's, community facilitators, chiefs, sub-chiefs and village elders, to mobilize, advocate and create awareness on child labour. KDC also supports initiatives aimed at strengthening community livelihoods through IGAs like poultry farming, goat and cattle keeping to enhance their household livelihood. Through its efforts, children, parents, communities and other members of the civil society are educated on child rights and responsibilities; and the capacity of DCLC and LCLCs strengthened.

¹⁸ The programme ran on West FM on Saturdays 0800-0900 from 30th June 2011 to 11th August 2012.

The other IA is the Catholic Diocese of Kitui (CDK) which works on identification and recruitment of vulnerable groups to the project, and ensures support services reach the beneficiaries. Under the SNAP project, the CDK utilizes its well established grassroots structure to roll out a participatory and integrated intervention where the children, community leaders and other stakeholders are involved in all stages of implementation, while their capacity is continuously strengthened to fight child labour and contribute to the creation of child labour free zones. The IA has supported 770 children who were either in child labour or getting into child labour.

The Child Welfare Society of Kenya (CWSK)'s work in Kitui under SNAP is predominantly focused on direct support of child labourers withdrawn and in school and/or vocational training. The IA advocates and pursues the withdrawal and prevention of children engaged in child labour in Mutune location within Kitui district. It also trains the youth on income generating activities like making and selling beads and eco-sandals-akala, thus providing employment opportunities for them. It also supports the initiatives aimed at strengthening community livelihoods through IGAs. CWSK is also a strong advocate of children's rights and has supported the formation and strengthening of child right clubs in project schools.

3.3 Conditions and factors necessary for laying foundation of CLFZs through IABA

From the various literature and documents reviewed, the ideal application of IABA requires the following conditions:

- successful pilot direct actions, tools and methodologies tested and developed by ILO-IPEC are widely disseminated and used in the selected target zone;
- existence of various country and district level child-labour elimination and decent work in place and operational in whatever form;
- commitment by ILO and local partners to modular, multi-phased programming and resource allocation/mobilization and technical support for aimed at sustainable long-term activities beyond pilot phase;
- national legislation ratifying ILO Covention No. 182 and Convention No. 138 as well as institution of law enforcement systems and capacity at local and national levels;
- sustained awareness raising and advocacy campaigns initiated by ILO-IPEC local country teams; adopted and owned by MoL, social partners, CBOs and NGOs to keep up the momentum on child labour interventions;
- pilot direct actions for withdrawing, rehabilitating and preventing child labour and its worst forms are successfully experimented in the selected country;
- creation of a favourable environment for combating child labour: adoption of the child labour theme on governmental and civil society priority agendas and incorporation of methodologies to address the issue. An enabling policy and institutional environment is followed by financial commitments;

- eliminating child labour requires a National Action Plan for national commitment but also an operational plan at district and local level with a specific budget and a clear definition of role and allocation of responsibilities of partners involved at both district and local levels;
- decentralization policy has been approved; effective decentralization system and process are functioning at national and local levels with convergence of funds into the target zone for the elimination of child labour;
- one public-private dialogue forum is in place to build alliances for consultation and collaboration among social partners, government and non-government agencies; and to coordinate their various interventions;
- clear division of work among key actors: who does what?; how?; when?; where?;
- commitments exist as to the development of existing national and local capacity on how to eliminate child labour and its worst forms, in particular strengthening labour inspection services and other public services.

The study reveals the following were the key ingredients that made it possible for project implementation using IABA with such tremendous progress in the three sites.

3.3.1 Open and participatory identification and selection of local implementing agencies and collaborating stakeholders

The project adopted open and transparent criteria to identify relevant and committed prospective local implementing agencies by having strategic planning and implementation framework (SPIF) meetings in Busia, Kilifi and Kitui. The exercise involved stakeholders who included the district level government officials (DCLCs) and other relevant key government departments in identifying, listing and vetting organizations working in the areas. District development officers (DDOs) suggested potential IAs from the registers of organizations working in the district. Experience with the locality and commitment to child-labour related activities; capacity to deliver integrated activities and build networks locally were key criteria. The whole process of identifying potential IAs to implement the project was participatory, inclusive and locally competitive.

After mapping, the ILO-IPEC project called for proposals which were adjudicated, and the selected ones refined and improved before approval for implementation.¹⁹ The approval of the proposals was transparent and the ILO's social partners led the process in a steering committee chaired by the ministry of labour. The competitive process the proposals underwent ensured that the IAs identified had local roots, were credible, committed and capable of leveraging linkages and creating the necessary networks within the allocated areas. Involvement of the DCLC in the selection process made the eventual IAs acceptable to the government agencies and the local communities resulting in easier collaboration. The identification process also clearly profiled local environments to ensure that unique and hitherto ignored aspects of child labour interventions were brought to the fore and integrated in the plans. In Busia²⁰ the project identified the child protection and rights organizations with deep engagement with communities and education sector (REEP, ICS) and long distance truck drivers as key stakeholders; while in Kitui the link to social protection, household food security and child support necessitated the cooption of the Catholic Diocese of Kitui, Kitui Development Centre and Child Welfare Society as implementing partners. In Kilifi the rampant commercial sexual exploitation of children (CSEC) makes the focus on gender empowerment critical hence the choice of a SOLWODI, SCOPE and MTG-K which provides a unique way of targeting child labour through sports.²¹

¹⁹ Interviews with ILO LPCs and IAs in the districts.

²⁰ These are illustrative examples; for the details see references.

²¹ From interviews with the respective ILO LPCs and IAs staff.

3.3.2 Evidence-driven planning and selection of implementing areas

Before implementation begun, the ILO-IPEC SNAP project conducted baseline studies, profiled the target areas, communities and key stakeholders. The data collected provided information on the state of child labour in the three districts; and the capacity level of potential partners some of whom were eventually selected as IAs. It also provided SNAP project the opportunity to map out the structures and institutional landscape of the areas being focused on with respect to child labour including assessing collaborating opportunities with government ministries/departments. The reliance on data to plan the launch and the implementation of the project made it strategic and evidence-driven. The use of evidence and documentation is a key characteristic that continued throughout the implementation as ascertained by a number of studies and surveys undertaken during the project's life.²² Some of these studies include the labour market surveys; IABA implementation capacity surveys; and learning environment studies among others. The IABA strategy was designed to be responsive to area needs and dynamics. To apply it successfully requires continuous adjustments, contextually informed hence continuous production of data, analysis, use and documentation as demonstrated by SNAP. However, at the community level, it was important to note that very basic data would be captured and used appropriately for referral and also mapping out possible referral system by the community based CLMS.

3.3.3 Incorporation of Government departments and agencies at all levels

The national focal points and the DCLC bring together various departmental heads to spearhead coordination and monitoring of child labour and intervention activities. Similarly, it was important to ensure that government takes up the key roles of fighting child labour from the poverty lens. The social dialogue in formulating national instruments such as the employment policy, children policy, basic education policy, child labour policy and the list of hazardous work reflect the outcome of the incorporation of different GoK stakeholders. The inclusion of ministries responsible for children services, education, labour, and the Kenya police in all the committees underline the continuum in the structure: from prevention and monitoring services to law enforcement to establish an environment supporting child labour elimination all round.

Through the national focal points, the Ministry of Labour, networking across government has brought together actors and therefore concerted approach from the various actors, resource mobilization, data collection at national and district levels. Other ministries such as those responsible for agriculture, youth affairs and health; as well as special programs formed part of the all-inclusive teams at the district level. Specific government interventions aimed at increasing economic empowerment and social protection, have been incorporated into area child labour interventions. This includes the Youth Enterprise Fund (YEF), Women Enterprise Fund (WEF), the OVC and older persons' cash transfer programme. Involvement of the national level officers of key ministries in the National Steering Committee (NSC) enhances intervention at policy level. Government agencies provide the steady structures which anchor activities and help organize inter-sectorial linkages and partnerships.²³

²² Some of the studies are in the references section. They include baseline studies; market surveys; studies on learning environment for former child labourers among others.

²³ The local ILO-IPEC technical staff and the DCLC compiled databases of different programmes by different Ministries which would be leveraged to either offer direct support to beneficiaries such as cash transfers or socio-economic empowerment such as the YEF and WEF.

3.3.4 Involvement of workers' and employers' organizations

The ILO works in a tripartite manner with its social partners: government, employers' and workers' organisations. Child labour is normally concentrated in the informal economy, especially in the rural areas and other industries hidden from public view. Children who are engaged in child labour, either because they are below the legal working age or because they work in hazardous, illegal or degrading conditions, cannot develop to their full potential. The SNAP project together with FKE, COTU and her affiliates played an important role in the national fight against child labour. FKE encourages through training their members on responsible action to remove child labour from their workplaces, reduction of the risk from hazards for young workers and to refuse hiring younger children who by law should not work. FKE and COTU have always lobbied for effective and quality education for children at the national level and at the local level through their affiliates thereby raising public awareness and change attitudes.

Child labour involves some form of worker-employer relationship hence to lay firm foundations for elimination of child labour requires involvement of both employers' and workers' organizations at all levels. As indicated earlier, the key players in the implementation of SNAP using IABA are government departments, employers' and workers' organizations and local NGOs/CSOs working through the collaborative network of child labour focal points at national level; and committees at the local level.

In Kenya, big businesses are responsible for their own hiring and employment regulations. They are not responsible for whether other businesses especially those who supply them engage child labour. However, businesses are linked in supply chains and the firms that are further downstream, i.e. closer to the consumer, are increasingly demanding that their suppliers upstream be free of child labour and the reverse is true. Therefore, employers' umbrella organization takes lead in capacity building their members and also young workers on the consequences of child labour especially the worst forms. However, by law, children above 16 years (minimum age of employment) are allowed to work but they are not members of any union because of their lack of national IDs. This makes them susceptible to child labour and exploitation.

Through Ministry of Labour (often as the convenor), the FKE and COTU (or local affiliate unions), are involved in the DCLCs and LCLCs. The FKE is mostly working from the national level and with its members to promote child labour free work places and decent work especially for the young workers. The unions work more closely with communities through local representatives and members to promote awareness and mobilization by participating in the different committees on child labour and in promotion of decent work standards. The sectors targeted mostly by the unions are transport, domestic, hotel (service) and agricultural. The key unions that have been working in the areas are KNUT, KUDHEIHA, KPAWU, KUSPAW and KLDTDU.

3.3.5 Community involvement, participation, prioritization and ownership

The success of IABA depends on how much the targeted community buys-in; participates and owns the process. There is active community involvement in the activities of the project, from direct and indirect beneficiary families to local authorities and leadership. The cross-section of actors in the community includes but not limited to parents/guardians, children, teachers, religious community, local authorities, volunteer paralegals, the provincial administration and local community leadership. Through schools children are targeted for prevention and withdrawal through the provision of scholastic services to ensure that they remain in school. Their involvement is made possible by the established CRCs in each school where children using the SCREAM tool pass child labour messages and even identify other children who are either in child labour or are vulnerable to it. These clubs are patronized by teachers who underwent SCREAM methodology training and the management of left to the children. Community members can monitor themselves and report cases of child labour in a way that is easier for them and produce effective outcomes. They are also able to identify and prioritize local issues that hinder establishment of CLFZ status in their community such as the highlighting of jiggers in Busia and disability in Kitui. Such local prioritization increases the feeling of local ownership and relevance thus creating a critical mass capable of changing the dominant views, perceptions and practices that provide the cultural/ideological Framework for condoning child labour is part of social capital the project targets to build and harness for sustained prevention and elimination of child labour. Community involvement is critical since it is both the beneficiaries and the actual implementers of the direct activities that determine the level of structures for creating CLFZs status.

3.3.6 Media involvement

Laying foundations for establishing CLFZs begins with sufficient awareness and sensitization of the effects and manifestations of child labour. The community needs to understand the child labour menace and picture it within their locality. The media is known to be a mode of information dissemination that can reach far and wide. The SNAP project through its IAs, involved the media in different ways. The project through AMWIK, directly supported media trainings on child labour to enhance capacity of journalists to capture and report on child labour consequences and prevalence as an important component of development.

During the commemoration of important days like the WDACL and the DAC, the media highlighted key activities and discussions around child labour. They provided wide coverage and ensured that they provided available data on the situation of child labour in the country and they need to have concerted effort to fight child labour.

In Busia for example, the DCLC and IAs collaborated with West FM radio station and newspapers like *The Leader* to highlight child labour in plantations. In Kilifi and Kitui media coverage focused on the major causes of child labour: sexual exploitation, school drop-outs, poverty and HIV/AIDS related OVC situations. Media involvement increases awareness especially when local languages are used, mobilizes the public and deters potential employers of children due to increased scrutiny. Other determinants of child labour are highlighted such as poverty early pregnancy and women empowerment through media events.

3.3.7 Multi-sectorial interests, linkages and convergence

Creation, establishment and activation of a multi-sectorial linkages based on converging interests is a sure way of delivering results of the IABA, as the stakeholders clean up their respective sectors for their own good. Agricultural producers for instance under threat of arrest for using child labour or sanctions against produce from exporters work to eliminate child labour on their own. Hoteliers under threat of bad press for allowing child prostitution in their premises in Kilifi team up with the local police and authorities to enforce basic standards (code of conduct) that ensure that under-age children are not admitted into hotels and entertainment premises, unless accompanied by family members. In Busia, Kenyan authorities work with the trucker drivers' union to liaise with their Ugandan counterparts to curb child border crossing; and trafficking of goods using children on both sides of the border. The packaging of child labour is designed in such a way that the local interests and parties have a reason to be involved for their own benefit. At the government level, different ministries and departments converge to tackle child labour as an avenue of realizing their department targets on child rights and MDGs.

3.3.8 Domesticated community child labour monitoring systems (CLMS)

CLMS is a high level and complex way of monitoring child labour. The SNAP project worked with IAs to have community based CLMS where data is collected in a small area on child labour and presented to the provincial administration (chiefs) and clan elders with the help of volunteers to then refer the victims for appropriate assistance. The community based CLMS and the networks provide mechanisms to follow-up the victims to the last point of service. The translation, domestication and simplification of standard child labour monitoring tools and protocols to suit the local context are a critical condition for the success of IABA. Through the DCLC and the LCLC, various ways have been adopted for replication from the TBP project of support for community level monitoring as a best practice: use of peer-to-peer among children within CRCs in schools; and in Busia, the "*nyumba kumi*" (Swahili for ten households) innovation in which ten households form a cluster within which they monitor and act to eliminate any form of child labour or exploitation in any of them; involvement of unions to monitor child labour among sisal plantation workers and their families in Kilifi; or use of the church members to trace and report child abuse and neglect in Kitui, especially during drought seasons. In Kilifi the *Jua Kali* (informal sector) association was involved in monitor children working in the informal sector and also in providing them skills training through apprenticeship which provided them with opportunity to transit into decent work. The education officials use the schools to identify and address child labour induced absenteeism in the community by liaising with the children's department to track such cases. Thus through such collaboration the conditions for successful implementation of SNAP activities that contribute to the laying of foundation for CLFZs through IABA are entrenched. Incidents and cases of child labour are captured and reported in a timely manner at the LCLC level and any necessary referrals are made to the relevant agencies and follow-ups made to ensure services are delivered including the DCLC thus preventing cases of malignant child labour.

3.3.9 Established local level technical advisory presence by ILO-IPEC

The presence of ILO technical officers in the three districts provide the conducive technical environment in which IABA principles are applied to lay foundations for the creation of CLFZs. Available ILO technical capacity links with previous work within an area to reinforcement ILO presence which serves to enhance the networks and linkages. The SNAP project was designed such that each of the three selected districts has a resident ILO-IPEC official with a full-fledged office that supports the IAs and the government departments relevant to SNAP work. They are a referral resource providing continuous and accessible technical assistance for the local IAs and other stakeholders. They also serve to establish the understanding that the project may be limited in duration but its efforts and impact are targeted at sustainable and enduring impact in the area thus promoting local ownership. The presence of area ILO-IPEC officers has been instrumental in networking and building linkages as well as identifying emerging and potential opportunities for maximizing the reach of the project.

3.3.10 Socio-economic empowerment and strengthening

Child labour is often consequence of household poverty and economic vulnerability in a community. Children are compelled to work because parents and guardians are not able to meet basic needs including health and school fees. Successful intervention must address the need for reliable and adequate income for the family.

Effective microcredit provision is a complex undertaking that requires an experienced microcredit provider. It is often best to supplement credit with vocational training to increase the quality of the products produced. Microcredit is often less successful with the very poor households like the ones that SNAP were supporting. Therefore, the SNAP project through IAs, properly advised and trained household heads in the use of peer to peer microcredit. This was very effective in Kitui where table banking provided resources to support children beyond the targeted beneficiaries and their households. Therefore, groups of women were able to set up enterprises that can later be expanded by microcredit organization operating in the area. Such initiatives encouraged and attracted parents whose ability to provide scholastic materials to their children to join the groups.

Households can further, on being braver, approach microcredit and savings and credit cooperatives to provide them with start-up capital needed for a household level IGA or business expansion. The young workers who were trained by SNAP are important beneficiaries because they can as well use their formal groupings to access social protection funds from the government. The added income can reduce the need for the wages earned by child labourers. Parents/guardians can engage in light trading, in service provision, in the modern manufacture of wood products like bee hives, metal and other products and in food and agro-processing. SNAP trained young people on craft activities that can serve the tourist trade especially in the Kilifi thereby generating income.

In Kitui and Busia through FCI households were organised into 110 producer groups that formed 12 commercial villages. The Commercial Villages model has enhanced collective action among farmers through access to extension services, technologies, inputs and market and as a result farmers have increased their incomes from target crops. With enhanced access to income and collective actions, the target households are now able to send their children to

schools and are more vigilant to ensure that other community members outside the site take up their responsibilities in bringing up children and do not involve children in child labour. With enhanced access to income and collective actions, the Commercial Villages reported reduced incidences of children being sent away from school for lack of school fees as they were able to pay off school fees required on time. Additionally, household food supply was stabilized with participating farmers reporting improved household nutrition and increased dietary diversity. The activities of the self-help groups and commercial villagers have strengthened community based social protection system.

Through SNAP, social support was provided through direct support to child beneficiaries who were provided with school fees and other materials to ensure they remain in schools. Head-teachers and education officers interviewed attested to increased enrolment and completion of school by children from vulnerable homes and withdrawn child labourers. In order to make such support sustainable families of beneficiaries have been organized into IGA groups through which they have initiated IGAs. Economic empowerment and livelihood support as a condition requires immediate short term support at the start and long-term focus for sustainability an ownership by the beneficiaries. This requires relevant mobilization and support into structures like self-help groups; training of members on business skills; and provision of seed capital to launch their business. Local IAs work with the groups to provide continuous support and strengthening.

3.3.11 Youth and children involvement in project activities

Involving the youth and children who are the direct victims of child labour provides a key ingredient to the implementation and effectiveness of interventions. Through the IAs, children were directly supported and using the CRC in schools, were active in awareness creation. Government prioritization of youth empowerment and job creation is a platform that has been leveraged by the project to facilitate transition for many older children withdrawn from child labour. In addition, funds set aside by the government for the youth offer a sustainable option for ensuring economic empowerment for the youth. Youth were targeted for vocational training and economic empowerment as well as awareness creation on decent work by IAs and unions. Linkages were built linking youth employment to the fight against child labour through the youth ministry and local leadership. Provision of skills to older children helps them transit to the world of decent work and decent jobs.

3.3.12 Participation and support for integration of child labour in government policies

Through the ILO-IPEC team, the project has been supporting various policy efforts to ensure child labour is mainstreamed in all government departments. The National Child Labour policy was drafted and finalized in 2012 with the support from the project. The national employment policy has also been facilitated as well as continued support to reviews and capacity enhancement to the awareness and advocacy efforts to promote the policies. Through focal points at national level, national inter-agency collaborations under the National Steering Committee on Child Labour. The NSCCL has been responsible for developing child labour monitoring and evaluation system, and dissemination of information on child labour, including the WFCL. The policy activities are cascaded by institutions including the National Council for Children's Services, Area Advisory Committees (AACs), District Child Labour Committees (DCLCs) and Local Child Labour Committees (LCLCs). These committees also coordinate efforts to combat child labour at the local levels. Kenya also has a network of state and non-state actors involved in activities towards elimination of child labour.

3.4 Gaps and challenges in using IABA strategy

Establishing Child Labour-free zones is a process. Using the IABA in a systematic manner to establish the linkages and partnerships among diverse stakeholders as shown in chapter three; and eventually establishing the necessary conditions elaborated above requires resources, technical capacity, opportunities for employment and economic empowerment and sustained effort. There are perceived gaps and challenges that required to be addressed throughout the implementation process. From the findings, the following are the perceived key gaps.

- i. *Capacity gaps in Government agencies for continuous implementation, coordination and monitoring of child labour interventions due to inadequate staffing at the labour and other departments in the district and county offices*

Local IAs also face the same problem due to the size and competing programmatic demands as they integrate child labour efforts in the other programmes they run. Effective integration of the child labour activities into other programs ironically offers the best solution for local agencies since it requires no specialized staff or budgets to facilitate it. This is a common gap in different development programmes in resource constrained settings. Efforts by SNAP to integrate and leverage existing mechanisms are working to address the gap meanwhile.

- ii. *Slow change in socio-cultural views and attitudes towards retrogressive cultural practices that condone child abuse and labour thus hindering withdrawal and other measures aimed at prevention thus implicitly punishing of child labour and exploitation*

There is resistance by families to institute legal censure against child labour including worst forms such as commercial sexual exploitation of children in Kilifi or cross-border trafficking in Busia due to established cultural views and attitudes. The gap between the increased awareness and persistency of these practices in some areas is a challenge the project will keep grappling with. The establishment of robust child labour monitoring and advocacy system and structures in the community offers the best intervention to address the gap and seems to work in the three districts.

- iii. *Gaps in availability employment opportunities for school leavers and youth*

Integration of child labourers withdrawn from WFCL into the “decent” work is still the biggest challenge faced by the ILO and its partners because it takes time, money and efforts to train and place former child labourers in the labour market than just a simple withdrawal and short term rehabilitation. This is made more complicated if the employment opportunities are scarce. The study found that withdrawn child labourers tended to move from the target areas to those outside the orbit of the intervention where they easily engage in some forms of child labour. A number of children from the three areas were not be able to return to school formally such teenage mothers engaged in commercial sex exploitation activities, domestic labour and petty trade away from the areas, having relocated to Nairobi, Kisumu, or Mombasa. This challenge continues to be tackled through efforts to create employment opportunities locally and initiate successful IGAs that can employ them. The SNAP linkages promoting on-job trainings among local businesses, vocational training and other economic empowerment opportunities for such youth. Yet, these efforts need to be sustained for significant period beyond the three year SNAP duration to have significant effect on the relocation of child labourers to areas beyond the CLFZ.

iv. *Gaps in capacity to implement and monitor integrated child labour activities across all government departments and institutions*

Though child labour is a development cross-cutting issue, many government ministries and departments have inadequate capacity to implement and monitor integrated child labour activities. The role is often left to the DCLC members. This affects realization of the full potential of IABA by leaving some gaps through which cases of child labour may filter through within an area. This gap has been tackled by ILO-IPEC SNAP project through training and other capacity support in the selected districts; establishment of monitoring and evaluation data collection system in the Ministry of Labour as well as the strengthening of child protection in the children's department. The facilitation of the finalization of the National child Labour Policy among others is part of the SNAP intervention which has potential for success. This also links to the lack of a fully ratified policy at national level on the mainstreaming of child labour prevention activities/interventions in all government departments. This has led to the tendency to push child labour issues to the periphery in some departments such as Health and Roads. This may also explain the inadequate involvement and commitment of Ministry of Finance and revenue allocation departments in providing special and sufficient budgetary support to the Ministry of Labour and others to mainstream child labour departments.

v. *Structural gaps that hinder sustainability of efforts and foundations laid against child labour due to high poverty and weak livelihood support systems in households affected by child labour*

In the most cases, child labour is the only reliable source of livelihood to the households. Direct support by IAs provides immediate remedy may nurture dependency among beneficiaries. This challenge is being addressed by the SNAP through efforts to strengthen household livelihoods alternatives and income generation initiatives. The structural factors that increase household poverty are more rooted and beyond the scope of the SNAP project for full resolution. They require more concerted and multi-sectorial approach; more resource and time investment which though addressed by the IABA approach, need more policy and advocacy interventions.

3.5 Key successes in using IABA to laying foundations for CLFZs

The implementation of SNAP using IABA aimed to creation of a favourable environment for combating child labour as an outcome through awareness raising activities, and social mobilization and sensitization on child labour; establishing structures to promote national and local level ownership of the child labour elimination agenda. It also sought to ensure inclusion of the child labour agenda in key ministries concerns, especially education with the introduction of Children Rights' Clubs and use of the SCREAM methodology to enhance children participation in combating child labour.

The second outcome was the creation of enabling environment for elimination of child labour through support for policy instruments; national and district level action plans, programmes and legislative actions. This also required adoption of the child labour theme onto governmental and civil society priority agendas and incorporation of methodologies to address the issue.

To achieve the outcomes required the project to design a unified approach to communicating the child labour agenda to ensure quality of communication and information disseminated by and from the intervention activities. The project thus provided platform(s) for the discussion of the prevention and elimination of child labour at different levels organized by the DCLCs and focal point at national level. Continuous capacity building efforts and improvement of the comprehension of child labour at national, state, district and local levels through training and sensitization of public officials, legislators, national, state and municipal councils on legislation and law enforcement concerning child labour, especially in its worst forms was also targeted quite elaborately.

In general, the project achieved all the above outcomes. From the study, given the contextual nature of IABA as a strategy, the consolidated success in achieving the above outcomes and objectives are reflected in the following key successes of the project:

- i. At the national level the support to the development and finalization of national child labour policy and the child labour monitoring systems at MoL in the country are a significant success. The policy ensures that efforts are turned into commitments to mainstream child labour in all national and sectorial strategies, policies and programmes. The policy also establishes up dated and reliable database on child labour through which stakeholders efforts can be harnessed towards the elimination of all forms of child labour by 2015. Other policies of relevance that the Project has participated in include the national employment policy and strategic plan; National Policy on Orphans and Vulnerable Children (OVC); Education policy and Non-Formal Education Policy. The monitoring tools and database development will provide accurate and reliable updates on the state of child labour in the country to spur prompt action.
- ii. Effective networking between community organizations, local administration and workers' organizations to ensure withdrawal and return to school of child labourers. This has seen increased enrolment, return to school and completion rates in primary schools in the area. In Kilifi, collaboration between workers' organization such as the Kenya Plantation and Allied Workers' Union, and the Jua Kali Association has witnessed increased adherence to standards and regulations against child labour and exposure of young workers to hazardous work leading to reduced incidents of the same. The networking has enhanced the "clearing of the area" through concerted efforts from all. This lays a credible foundation for building CLFZs. Similar collaborations are also evident in Busia with collaboration between ICS, KUSPW and MOL provide training and awareness on workplace hazards.

- iii. Integration of household livelihoods into child labour prevention has provided a reliable way of co-opting families into the reliable partnerships against child labour. The initiation of income generation activities; formation of saving groups among beneficiary families as strategies of strengthening livelihoods and empowering households economically is proving a successful intervention for sustainable child labour prevention among sugar farmers. In Busia and Kitui FCI further provide social protection to vulnerable households not directly reached by the project by promoting bulk agricultural production; linkages to markets and bulk trading to ensure maximum returns. These also provide a platform for community dialogues and awareness towards eliminating child labour.
- iv. Inclusion of vulnerable households into the plans and activities as stakeholders. Families and households were mobilized and educated through IAs and local leadership on usage of existing mechanisms for assistance such as the CDF, LATF and cash transfers run by the government. Through the local IAs, plans and strategies for ensuring that vulnerable households benefited. This was especially evident in Kitui and Busia. Such families were also encouraged to utilize the traditionally available vehicles for community empowerment in Kenya such self-help groups, merry-go-rounds and savings clubs "chamas" to enhance their capacity to mobilize savings and access informal credit. Many of these groups have become registered and run income generation activities. As discussed above organizations like FCI are working with farmer groups to enhance the sustainability of such entrepreneurial initiatives through value addition and marketing of produces by incorporating small producers into collective pools thus increasing their bargaining power.
- v. The innovative adoption and inclusion of unique local programmes, situations or organization into child labour elimination agenda, activities and structures. For instance long distance drivers and truckers (in Busia) and use of sports to promote child labour interventions (MTG in Kilifi) are notable success in mobilizing public and community support for vulnerable girls and boys engaged in child labour. The innovative adoptions encapsulate the IABA strategy in spirit and deed as they expand the net to capture local forms of child labour, including trafficking but also utilizing unique local efforts hitherto not working or connected with child labour. The approach presents a case worthy replication in other areas for advocacy, mobilization and empowerment.
- vi. The adoption and integration of context-appropriate community child labour monitoring systems utilizing and leveraging of local community structures and government departments such as the police and children services; as well as use of community agencies including paralegals further enhanced effectiveness of interventions. It established mechanisms for sustainability of achievements especially for those withdrawal and prevention from child labour. Through the continuous monitoring strategy, emerging opportunities were identified for integrating child labour prevention further into local social and economic development agenda including health and education. For instance, the expansion of child protection to include disability and food security concerns in Kitui; the jigger elimination campaign in Busia or diversion from sex work in Kilifi illustrate this; as thus the strong commitment across the three areas of the education officers to monitor school attendance and enrolment of poor children.

4. SUMMARY, RECOMMENDATIONS AND CONCLUSIONS

4.1 Summary of findings

Child labour interventions are critical if Kenya has to become a child-labour free country. However, these interventions require the participation of all stakeholders: government, workers' and employers' organisations, community organizations, local leaders and households. It also requires that all development sectors get involved in an integrated manner and mainstream all child labour into all their activities. The implementation of SNAP using IABA aimed at the creation of a favourable environment for combating child labour as an outcome through awareness raising activities, and social mobilization and sensitization on child labour; support for policy instruments; national and district level action plans, programmes and legislative actions. This also required adoption of the child labour theme onto governmental and civil society priority agendas by establishing structures and platform(s) for the discussion of the prevention and elimination of child labour. This was achieved at different levels organized by the DCLCs and focal point at national level. Continuous capacity building efforts and improvement of the comprehension of child labour at national, state, district and local levels through training and sensitization of public officials, legislators, national, state and municipal councils on legislation and law enforcement concerning child labour, especially in its worst forms has also been a notable feature of the project.

Successful application of IABA requires an inclusive and systematic roll-out process. This methodology was adopted and incorporated. By conducting baselines and profiling potential implementing partners, the project established a solid evidence based start to the implementation plan and process. Building the capacity of IAs, establishing working forums at national and local level, and providing resources to IAs and other agencies, created the structural and capacity environment for effective adoption and application of IABA. Identifying and adopting innovative mechanisms of monitoring such as the use of community elders in Kilifi or the "nyumba kumi" (household-to-household/peer to peer) monitoring system in Busia enhanced the performance and reach of the project. It also prepared the capacity of the committees to respond to the challenges of the devolved system of government where the counties and sub-counties are the administrative unit instead of districts.

The key players in the implementation of SNAP to lay foundations for CLFZs are government departments, employers' and workers' organizations and local CSOs working through the collaborative networks and partnerships of child labour focal points at national level; and committees at the local level. The project has established various fora for sharing information and experiences on regular basis. The network comprises of Ministry of Labour (often as convenor), other line ministries, FKE, COTU (or local affiliate unions), implementing agencies and other development partners from CSO. The decisions and action plans are cascaded to the local level through the DCLCs and LCLCs through which various IAs and other stakeholders are represented.

The level of involvement and role these agencies and GoK departments play depends on the location's prevalent form of child labour concern.²⁴ For instance the Ministry of transport is critical in Busia since they deal with long distance transport sector but peripheral in Kitui. On the other hand, the Catholic Church plays a critical role in Kitui because of its social protection interventions encompassing HIV/AIDS and disability-related vulnerability. The various agencies provide the sectorial guidelines and policy enforcement mechanisms using relevant departmental instruments and sanctions such as license cancellation for employers using child labour or local administration following up on school drop-outs. Civil society and worker organizations on the other hand conduct advocacy, mobilization, awareness raising and capacity building at national and district levels. Through their local representation they strengthen local child labour committee membership and integration of child labour across all sectors.

Overall, the implementation of the SNAP project using IABA at both national and district level involves various actors, ranging from Government Ministries and departments to local implementing agencies, mostly community organization/groups working collaboratively to ensure a "clean sweep" of the area. In addition to sharing information and experiences, the network at national level jointly implemented the following activities: World Day Against Child Labour national workshop and build up activities; finalization and translation of the Child Labour Policy, review of the list of hazardous work for children, and development of a child labour data collection tool and mapping tool. The local DCLCS and LCLCs translate the policies and plans into locally appropriate and relevant activities which they coordinate to fruition.

The study found that the application of IABA in the three selected areas has led to significant progress towards attainment of CLFZ status. The study documented how the strategy was systematically applied during the implementation. Integrating and mainstreaming child labour through partnerships and linkages played a critical role in these. The findings on how the strategy was applied revealed that SNAP used IABA to roll out in a phased step by step process. It started with national level consultations, district baselines and competitive selection of implementing agencies. This was followed with technical assistance in form of capacity-building and funding to implement activities. The methodology was adopted and incorporated. By conducting baselines and profiling potential implementing partners, the project was able to establish a solid evidence based foundation for the implementation plan and process.

Building the capacity of IAs, establishing working forums at national and local level and providing resources to IAs and other agencies created the structural and capacity environment for effective adoption and application of IABA. Identifying and adopting innovative mechanisms of monitoring that incorporate local child labour committees, village elders, the police and school heads were other ways the project used IABA. To ensure sustainability the project built capacity of the committees to respond to the challenges of the devolved system of government in which the counties and sub-counties are the administrative unit instead of districts. The study identified the key players critical to application of IABA were government ministries and departments, local organizations (CSO), workers' and employers' organizations. At national level, formation of and participation in the national focal point convened by the Ministry of Labour was the coordinating forum while the DCLCs coordinated activities at the district level. To ensure effective monitoring and coordination, the DCLC relied on LCLCs which worked directly with communities and IAs.

The twelve conditions identified are what seem to have made the application of IABA in implementing SNAP successful. They also present what an ideal roll-out may need to establish effective foundation for establishment of CLFZs. The continuous information loop within the monitoring system is critical to inform implementation on which combination of conditions works to achieve optimal results in what community. For the three sites, all the twelve conditions were in place in varying degrees hence the success of the project. These were: 1) open and participatory identification and selection of local implementing agencies and collaborating stakeholders; 2) evidence driven planning and implementation; 3) incorporation of Government departments and agencies at all levels; 4) involvement of workers and employers through their respective organizations; 5) community involvement/

²⁴ "Government agencies" is used deliberately to represent the designations of previously existing ministries that have been since amalgamated and re-aligned. Some ministries were merged or internal compositions.

participations in prioritization of issues thus promoting community ownership of interventions; 6) media involvement in disseminations of information including advocacy; 7) establishment of multi-sectorial interests and linkages; 8) establishment of local level technical advisory presence by ILO-IPEC; 9) establishment of economic empowerment and strengthening initiatives and systems; 10) participation and support for integration of child labour in government policies; 11) Youth and children involvement in project Activities and 12) community participation and establishment of robust contextually responsive child labour monitoring systems in the implementation areas. The study found that IABA is a context-specific strategy hence in different situations different conditions or combinations of these conditions are necessary for optimal results.

The study also found a number of gaps that still need action to achieve full establishment of foundations for CLFZs. These include technical and staff capacity across government agencies for continuous implementation, coordination and monitoring of child labour interventions; livelihood and economic status of most-child labour prone households is still fragile despite efforts by SNAP and full mainstreaming of child labour issues in all national policies. The efforts initiated by the SNAP project to integrate child labour issues into the devolved county government's agenda can address these gaps. The gaps identified are issues that the SNAP project has been addressing with significant success. They have been identified in other countries where IABA has been applied because they require a significant period of time to all fall into place. In the three years the SNAP project has been operating, many of these gaps have been narrowed and what remains in some is the implementation of measures already put in place. For instance household poverty will be significantly addressed through the IGA and other income support activities. The policy instruments have been finalized; some have been already rolled out while others are waiting accent and devolution. The devolved government presents opportunities for addressing these gaps more effectively at the local level.

Finally, the study identified several successes. The project has had a number of successes which are integrated and linked. The success in supporting the development and finalization of national child labour policy and the child labour monitoring systems at MoL in the country demonstrates effective utilization and leveraging of national and local community structures for the common good. The project utilized local organizations to implement the project which enabled development of locally responsive community CLMS of vulnerable households into the plans and activities as stakeholders. It also ensured identification of innovative inclusion of other stakeholders and their programme interests thus allowing successful networking among stakeholders.

The study found that the implementation of SNAP using IABA provided a learning and capacity enhancing experience for the communities and stakeholders. Interviewees and discussants identified several good things they have received and achieved through the project. For them the project has had a number of successes which are integrated and linked. The project utilized local organizations to implement the project which enabled development of locally responsive community CLMS of vulnerable households into the plans and activities as stakeholders. It also ensured identification and innovative inclusion of other stakeholders and their programme interests thus allowing successful networking among stakeholders. This has made IABA come out live as a series of integrated relationships and actions with children's interests at the core.

Applying IABA as a strategy to fight child labour in Kenya has been a significant success considering the linkages it has generated in the three districts of project implementation. From the methodical launching which involved identification and competitive selection of implementing agencies, to the continuous studies, trainings and data collection the environment for child labour free zones is slowly establishing roots. From the FGDs and interviews conducted, there is a sense of commitment and ownership of efforts to eliminate child labour.

The key finding of the in-depth study which has been documented throughout the report in different forms is the growing social capital base for elimination of child labour in the three districts. There are social, economic and political linkages; there is community enthusiasm and engagement in the advocacy and monitoring and there is widespread capacity to see and identify child labour to prompt action. This is the success of the project. However, the short period of implementation may undermine this if strategic efforts are not made to ensure that the structures get more entrenched; and resources get allocated to them by the new county governments.

4.2 Recommendations

- 1) Use of IABA to implement national programmes against child labour requires unique skills, capacities and environment to succeed. There is need for continued capacity-building for stakeholders, especially government agencies to ensure adequate capacity to mainstream, implement and monitor child labour interventions.
- 2) IABA requires combined sustained multi-pronged advocacy, capacity strengthening and monitoring to ensure interventions are delivered as one package within an area; and bring on board as many stakeholders as possible into partnerships focused on preventing child labour in linked and coordinated manner. These require more resources to be invested.
- 3) IABA relies on different stakeholders to mainstream child labour issues in a sustained manner. The duration needed to make this a practice for many institutions, agencies and departments is long. The study recommends that particular aspects like mainstreaming of IABA be scheduled for a longer period of implementation because they target outcome level outputs.
- 4) The Child Labour Division in Ministry of Labour, in partnership with stakeholders in child labour in Kenya should consider putting more effort to ensure finalization of child labour policy and integration of child labour into all county government operations.
- 5) The various innovative strategies adopted by the SNAP teams across the three areas should be documented, evaluated and shared. Their efficacy in the short-run has been qualified by the project so far; however they need to be evaluated and systematically captured so as to be able to be replicated elsewhere.
- 6) Replication and scale-up of the use of IABA to implement child labour eliminations interventions should be considered for urgent roll-out across the country. IABA works, it is necessary that other areas and communities also get to enjoy its benefits.
- 7) ILO, the MoL and the social partners should consider conducting a costing study to establish the resources required to eliminate child labour, especially among the poorest families and by extension targeted communities/areas. This is critical as the devolved system of government is rolled out which among other things has significant resources allocated to cash transfers, social protection and local area development planning. Such information would be important for mobilizing resource allocation to economic empowerment and child in context of child labour elimination.

4.3 Conclusions

Applying IABA as a strategy to fight child labour in Kenya has had a significant success considering the linkages it has generated in the three districts of project implementation. From the process of implementing IABA to the continuous studies, trainings and data collection the environment for child labour free zones is slowly establishing roots. From the FGDs and interviews conducted, there is a sense of commitment and ownership of efforts to eliminate child labour.

The key finding of the in-depth study which has been documented throughout the report in different forms is the growing social capital base for elimination of child labour in the three districts. There are social, economic and political linkages; there is community enthusiasm and engagement in the advocacy and monitoring and there is widespread capacity to see and identify child labour to prompt action. This is the success of the project. However, the short period of implementation may undermine this if strategic efforts are not made to ensure that the structures get more entrenched; and resources get allocated to them by the new county governments.

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ANNEX

Annex: Interview and Focus Group Discussions (FGDs) list

A. KITUI

No. of key informants	Title	Institutions/organizations
1	ILO officer	ILO
4	DCLC	Farm concern Ministry of Education County children's coordinator Police
4	LCLC	Community facilitator, chief, teacher, community elder (WII location)
3	Implementing agency representatives	Child welfare society of Kenya (CWSK)-Mutune location Catholic Diocese of Kenya (CDK)-Kyanguithya west location Kitui Development Centre (KDC)-Kyanguithya East location, WII location, township location
1	Benefitting child	
Focus Group Discussions (FGDs)		
1	DCLC	
1	Benefitting parents	
1	LCLC	
1	Teachers	

B. BUSIA

Key informant	Affiliated institution
Site coordinator, Kenya Long Distance Truck Drivers and Allied Workers Union (KLDTDAWU)	KLDTDAWU IA
Marketing Manager Farm Concern International (FCI)	FCI Butete SACCO House, Busia Town
Constituency Youth Enterprise Fund Officer (DCLC-member)	MOYAS
Legal Officer, Children Action Legal Network (CLAN) (DCLC-member)	CLAN
Welfare Officer, Busia County Govt Civil Servant; (DCLC-member)	County Government
OCPD Busia, (DCLC-member)	Police
Deputy County Quality and Assurance Officer (CQASO) Ministry of Education (DCLC-member)	Ministry of Education
District Children Officer (DCLC-member)	District Children Department
County Labour Officer (CLO) Busia (DCLC-member)	Ministry of Labour
Project Monitoring Officer(REEP) (Implementing Agency)	REEP
Chief, Walatsi Location (LCLC-Chair)	Local admin
Project Officer International Child Support (ICS); (Implementing Agency)	ICS
Chief, Nasewa Location (LCLC-Chair)	Local admin
Executive Director (HUSO) (Implementing Agency)	HUSO
Focus Group Discussions (FGDs)	
12 Beneficiary Parents-Cassava Farmers at Tangakona Commercial Village	Farm concern International Tangakona Commercial Village Nambale
Twelve LCLC members, Walatsi Location	REEP Igara Health Center Compound
Six teachers from Buyama Primary School (Staff room)	ICS Buyama (Primary School) Nambale, Nasewa Location
Seven Children Beneficiaries, Nambale Youth Polytechnic students	ICS Nambale Youth Polytechnic-Nambale Town

C. KILIFI

Key informant
District Youth Officer District Gender and Social Development Officer County Rep., Kilifi District Education Officer District Probation Officer PLAN International
SCOPE District Labour Officer Ministry of Agriculture Officer District Children Officer MTG, IA Director KPAWU, Coordinator, Mombasa
Officer Commanding Police Division, Kilifi Jua Kali Association Chairman SCOPE, Director
Focus Group Discussions (FGDs)
DCLC FGD, Kilifi Labour Office MTG linked LCLC FGD
SCOPE linked LCLC'S SCOPE IGA Members
SOLWODI IGA Group SOLWODI linked LCLC

International Programme on the Elimination of Child Labour (IPEC)

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