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Africa

► Mapping and assessment of multi-stakeholder Child Labour Monitoring Systems (CLMS) in Uganda

Districts of mBale, Hoima, Kabarole, Buikwe and Bushenyi



Uganda



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► Acronyms and abbreviations

CAO	Chief Administrative Officer
CBO	community-based organization
CBSD	Community-Based Services Department
CDO	Community Development Officer
CFPU	Children and Family Protection Unit, Uganda Police Force
CLC	Child Labour Committee
CLM	child labour monitoring
CLMS	Child Labour Monitoring System
CLNSC	Child Labour National Steering Committee
CLU	Child Labour Unit
CPC	Child Protection Committee
CSO	civil society organization
DLO	District Labour Officer
DOVCC	District OVC Coordination Committee
ECLT	Elimination of Child Labour in Tobacco Growing Foundation
FAO	Food and Agriculture Organization
FGD	focus group discussion
FPRW	Fundamental Principles and Rights at Work
FUE	Federation of Uganda Employers
GSC	global supply chain
ILO	International Labour Office/Organization
KII	key informant interview
LC	Local Council
MGLSD	Ministry of Gender, Labour and Social Development
NAP II	Second National Plan of Action for the Elimination of Child Labour 2020/21–2024/25
NGO	non-governmental organization
OVCNIS	Orphans and Vulnerable Children Management Information System
PSWO	Probation and Social Welfare Officer
PTA	Parents and Teachers Association
SOVCC	SubCounty OVC Coordination Committee
USDOL	United States Department of Labor
UWESO	Uganda Women's Efforts to Save the Orphans



► Executive summary

This report presents the findings and recommendations of the study “Mapping and Assessment of Multistakeholder Child Labour Monitoring Systems (CLMS) in Uganda in the Districts of Greater Mbale, Hoima, Kabarole, Buikwe and Bushenyi.”

The study was commissioned by the ILO in November 2020 under the framework of the ACCEL Africa project (Accelerating Action for the Elimination of Child Labour in Supply Chains in Africa). The project, funded by the Government of the Netherlands, aims to address the root causes of child labour and has the overarching goal to accelerate the elimination of child labour in Africa through targeted actions in selected supply chains in Côte d'Ivoire (cocoa and gold mining), Egypt (cotton), Malawi (coffee and tea), Mali (cotton and gold mining), Nigeria (cocoa and gold mining) and Uganda (coffee and tea).

The results of this study will contribute, in consultation with the tripartite partners and other relevant stakeholders, to the formulation of a draft plan with innovative approaches (including innovative technologies for data collection) to strengthen, improve and scale up existing child labour monitoring mechanisms at the national as well as district levels. Recommendations based on these findings will reinforce the CLMS from the grassroots while heavily relying on the current child protection committees as well as other forms of community committees working in the areas related to child labour that ensure that labour inspection systems are embedded into the district level as well as national CLMS.

The findings of the study show significant gaps in child labour monitoring at the district and grassroot community levels, ranging from the lack of clear structures for identifying and reporting child labour; lack of training and capacity development of technical staff to handle cases of child labour monitoring (CLM); financial constraints; and inadequate sensitization and negative cultural beliefs - to mention but a few that are all crippling the monitoring of child labour at the community and district levels. Based on these findings, many innovative interventions will be needed to set in motion a strong system of CLM that will see a reduction in child labour cases and set in place sustainable systems that will see an end to child labour in the communities. Such interventions include building the capacity of technical staff in child labour case management; setting up stronger and better structures for collecting information and reporting on cases of child labour; and allocating resources towards child labour monitoring systems and structures.

The recommendations originate from the findings of the field assessments and review of the draft Second National Plan of Action for the Elimination of Child Labour 2020/21–2024/25 (NAP II) (the Plan was launched in 2021); implementation frameworks and consultation of relevant stakeholders at the national and community levels of the targeted districts in the coffee and tea value chains during the key informant interviews (KII); and focus group discussions (FGD). Detailed recommendations for further measures to strengthen the CLMS in Uganda are presented in Chapter 5 of this report. The recommendations hinge on strengthening the monitoring process and building capacity to implement related policies and regulations in order to realize the impact of key interventions on CLMS from the community to the national level, aiming towards the elimination of child labour in the targeted coffee and tea value chains and the wider agricultural sector.

1. Background





1.1 About the ACCEL Africa project

“Accelerating Action for the Elimination of Child Labour in Supply Chains in Africa”, funded by the Government of the Netherlands, aims to address the root causes of child labour and has the overarching goal to accelerate the elimination of child labour in Africa through targeted actions in selected supply chains in Côte d'Ivoire (cocoa and gold mining), Egypt (cotton), Malawi (coffee and tea), Mali (cotton and gold mining), Nigeria (cocoa and gold mining) and Uganda (coffee and tea). To achieve this goal, the project has identified four interrelated components (three outcomes and one cross-cutting knowledge component). The proposed three outcomes are the following:

- Outcome 1: Policy, legal and institutional frameworks to address child labour in global supply chains are improved and enforced.
- Outcome 2: Innovative and evidence-based solutions that address the root causes of child labour in supply chains are institutionalized.
- Outcome 3: Partnership and knowledge sharing among global supply chain actors working in Africa are strengthened.

1.2 Objective of the study

The objective of this study is to contribute, through innovative approaches, to the achievement of Outcomes 1.5.4 and 2.6 of the ACCEL Africa project. These are shown in figure 1.

► **Figure 1. Outcomes of the ACCEL Africa project aimed at by the present study**



1.5.4 – “Provide technical support to the government to develop and implement/strengthen a national Child Labour Monitoring System (CLMS) and ensure its sustainability through the setting of a public and private funding mechanism;”



2.6–“District and communities have developed community-based multi-stakeholders’ compliance monitoring mechanisms/due diligence initiatives and have improved capacities to address child labour issues, taking into account individual needs of boys and girls.”

These outcomes are aimed at achieving, through a focus on national and community-based child labour monitoring mechanisms, innovative approaches and solutions, sensitization and awareness campaigns, capacity building of communities, and the formulation of a knowledge sharing plan for continuous learning.

The main activities of the study involved:

- Mapping and assessing the existing CLMS in Uganda, at the district and national levels.
- Identifying potential strengths, weaknesses and gaps of the existing CLMS.
- Mapping and assessing potential partners that can play an integral role within CLMS at selected district and national levels, including governmental, non-governmental, employers’ and workers’ organizations.



The study further involved:

- Reviewing the existing monitoring system to assess its effectiveness and efficiency in capturing the required information, the gaps there and how those gaps can be bridged.
- Benchmarking other monitoring systems in the region for learning purposes and determining if they can be replicated in the CLMS in Uganda.
- Interacting with the key stakeholders to determine the challenges faced in using the current system and to obtain their input on how the system can be improved.
- Recommending an appropriate system that is both efficient and sustainable to address the gaps in the current system.
- Developing a user-friendly information management and knowledge sharing guiding framework for national and local level data capturing and storage.

2. Overview of child labour





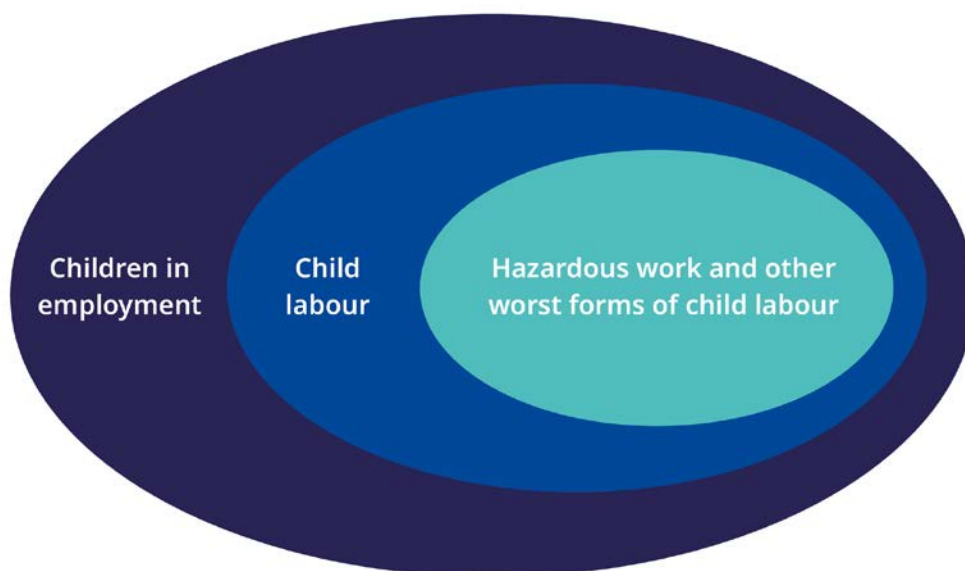
2.1 Definition of child labour

According to the ILO definition of child labour (ILO, n.d.),¹ not all work done by children should be classified as child labour that is to be targeted for elimination (see figure 2). Children's or adolescents' participation in work that does not affect their health and personal development or interfere with their schooling is generally regarded as being something positive. This includes activities such as helping their parents around the home, assisting in a family business or earning pocket money outside school hours and during school holidays. These kinds of activities contribute to children's development and to the welfare of their families; they provide them with skills and experience and help to prepare them to be productive members of society during their adult life.

The term "child labour" is often defined as work that deprives children of their childhood, their potential and their dignity, and that is harmful to physical and mental development. It refers to work that is mentally, physically, socially or morally dangerous and harmful to children; and/or interferes with their schooling by depriving them of the opportunity to attend school; obliges them to leave school prematurely; or requires them to attempt to combine school attendance with excessively long and heavy work.

The worst forms of child labour involve children being enslaved, separated from their families, exposed to serious hazards and illnesses and/or left to fend for themselves on the streets of large cities – often at a very early age. Whether or not particular forms of "work" can be called "child labour" depends on the child's age, the type and hours of work performed, the conditions under which it is performed, and the objectives pursued by individual countries.

► **Figure 2. Worst forms of child labour in the whole context of work done by children**



Source: ILO 2013.

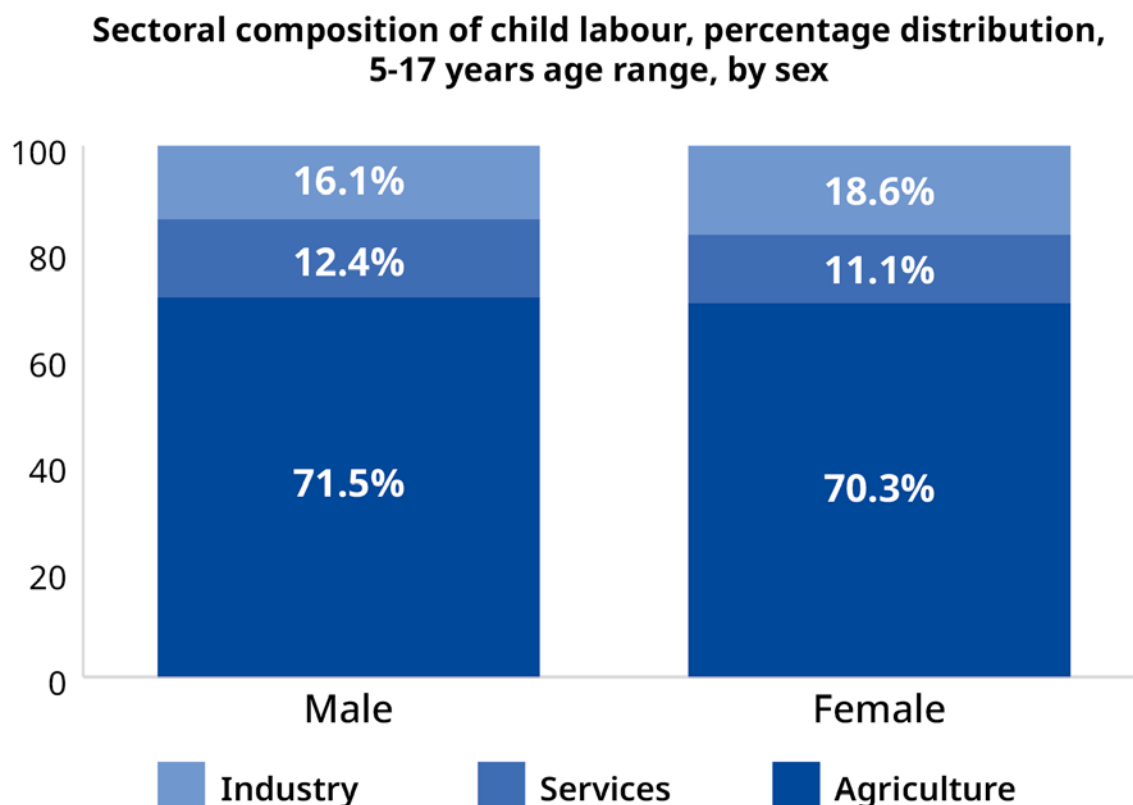
The latest estimates (ILO and UNICEF 2021) indicate that globally nearly 160 million children (one in ten children) are engaged in child labour. Almost half of them are in a worst form of child labour, with 79 million performing hazardous work that places their health, safety or moral development at risk. Since the year 2000, the number of children in child labour has decreased from 246 million. Global policy measures, awareness raising, and national efforts are paying off, but progress has slowed particularly in recent years, with eight million more children in child labour in 2020 than in 2016. The challenge is still immense, especially in Africa and particularly in the agriculture sector. Child labour is known to occur in global supply chains (GSC) in most economic sectors (figure 3) and in most regions of the world. The presence of child labour in some GSCs is acute, especially in the lower segments of the chain.

¹ <https://www.ilo.org/ipecc/facts/lang--en/index.htm>.



► Figure 3. Employment of boys and girls in child labour, by sector

a



Source: ILO (2017a)

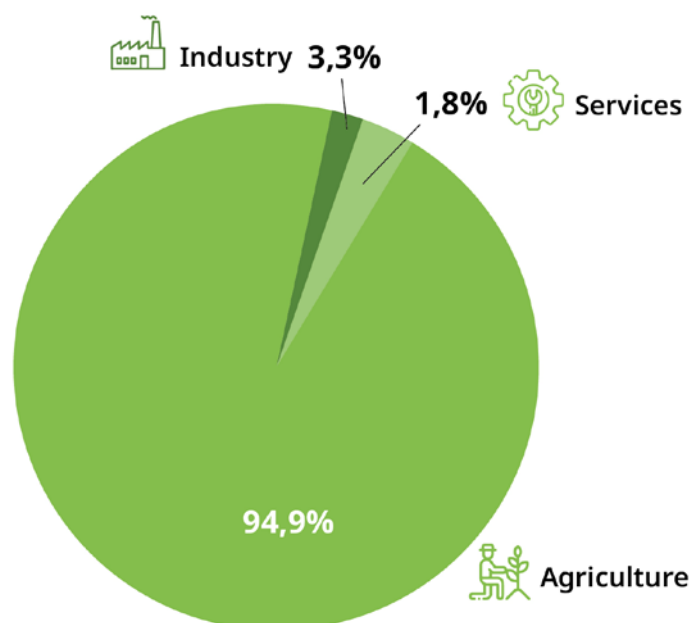
Agriculture is by far the greatest employer of boys and girls in child labour, making elimination of child labour a global priority. It is embedded in Sustainable Development Goal (SDG) 8.7, which provides for the elimination of child labour in all its forms by 2025. The world will not be able to achieve this goal without the elimination of child labour in the agriculture sector and particularly in sub-Saharan Africa where 86.6 million African children are estimated to be in child labour (ILO and UNICEF 2021). Progress against child labour appears to have stalled in Africa, where it has risen since 2012 in contrast to continued progress elsewhere in the world, and despite the targeted policies implemented by African governments to combat child labour.



2.2 Child labour in Uganda

According to the Uganda Bureau of Statistics *National Labour Force Survey 2016/17* (UBOS 2018a), children constitute a population of about 13.6 million (aged 5 to 17 years) and overall, 27.9 per cent of children aged 5 to 17 were working. This represents about 3.8 million children, although according to the report about two million were in child labour (as defined). The results further indicate that the proportion of working children was almost similar by sex, but higher for children residing in rural areas (30 per cent) compared to urban children (18 per cent). The US Department of Labor report (USDOL 2019) on child labour in Uganda indicated that the agricultural sector has the greatest share of child labour (94.9 per cent), followed by services (3.3 per cent) and lastly industry (1.8 per cent) (figure 4).

► **Figure 4. Child labour in Uganda, by sector**



Source: USDOL, 2019.

Children out of school are more likely to be working (36 per cent) compared to those attending school (27 per cent). The proportion of working children increased the higher the age. In Uganda, child labour can be observed in almost all supply chains including agriculture, fishing, manufacturing, mining, services and construction. According to the Uganda *National Housing Survey Report 2016/17* (UBOS 2018b), a total of 2,048,000 children out of the 8,973,000 aged between five and 17 years were engaged in some form of child labour (14 per cent of all children nationally). The population of the five-to-11-year-olds involved in child labour was almost similar by sex (19 and 16 per cent for boys and girls respectively), but there was a wide variation by residence. The proportion was higher among rural children (20 per cent) compared to those living in urban areas (7 per cent).

The Government of Uganda has long been committed to efforts to eliminate child labour, especially its worst forms. It has developed the second National Action Plan for the Elimination of Child Labour (2017/2018–2021/2022) with the goal of reducing the incidence of all forms of child labour from 45.6 to 40 per cent by 2021/22. The Government has also strengthened labour inspection across the country through recruitment of more labour officers to carry out inspections. Additionally, community structures such as child protection committees have been set up at the district and local levels across the country.



2.3 Policy and legal framework on child labour in Uganda

The ILO Fundamental Principles and Rights at Work (FPRW) are enshrined in the Constitution of the Republic of Uganda 1995, which prohibits child labour and sets the minimum age for work at 16 years. The existing laws and regulatory framework on child labour are consistent with the ILO framework and include the National Child Labour Policy of 2006; the Employment Act of 2006 which sets the minimum age for work at 14 years; the Employment (Employment of Children) Regulations of 2012; and the Education Act, 2008 that provides for free and compulsory education from primary one, starting at the age of six years and lasting for seven years.

There is, therefore, the need to harmonize age for completion of compulsory education and the minimum age for admission to work or employment. Child labour concerns have also been mainstreamed into the Third National Development Plan (NDP III) launched in May 2021. The National Strategy for Youth Employment in Agriculture, launched in 2017, aims to create decent and gainful employment in agriculture. It focuses on specific interventions to youth in the age category of 14 to 17 years.

In addition, Uganda has several other substantive policy documents that help in steering the fight to eliminate child labour. The related policy frameworks include the international Conventions on child labour and the national policies presented in sections 2.3.1 and 2.3.2 respectively.

2.3.1 Ratification of international Conventions on child labour

Uganda has ratified most of the key international Conventions concerning child labour (figure 5)

► **Figure 5. International Conventions on child labour ratified by the Government of Uganda**

Convention	Ratification
 ILO Minimum Age Convention, 1973 (No. 138)	✓
ILO Worst Forms of Child Labour Convention, 1999 (No. 182)	✓
 UN Convention on the Rights of the Child (UNCRC), 1989	✓
Protocols to the UNCRC:	
• Optional Protocol on the Involvement of Children in Armed Conflict, 2000	✓
• Optional Protocol on the Sales of Children, Child Prostitution and Child Pornography, 2000	✓
 Palermo Protocol to Prevent, Suppress and Punish Trafficking in Persons Especiall Women and Children, 2000	

Source: USDOL 2019.



2.3.2 Existing policies and legal framework

According to the Second National Action Plan (NAP II) for the Elimination of Child Labour in Uganda, there are a variety of existing policies available, together with a legal framework (table 1).

► **Table 1. Existing policies and legal framework on child labour in Uganda**

Policies	Legal framework
• The Uganda National Vision 2040 • The National Development Plan (2015) • The Social Development Strategic Plan • The National Employment Policy (2011) • The National Child Labour Policy (2006) • The Orphans and other Vulnerable Children Policy and Strategic Plan • The National Youth Policy (2016) • Uganda National Youth Employment Policy (2011) • National Child Policy (2006) • Universal Primary and Secondary Education Policies • The Health Policy and Strategic Plan of Action • The Decentralization Policy • The National Strategic Framework on HIV and AIDS Activities in Uganda • The National Gender Policy (2006) • The National Policy on HIV and AIDS and the World of work (2007) • The National Population Policy (2008) • Guidelines for labour inspectors on identification of hazardous employment • The Community Mobilization Strategy	• The Constitution of the Republic of Uganda (Amendment) (1995) • Employment of Children (Employment) Regulations (2012) Children (Amendment) Act (2016) • Employment Act No. 6 (2006) • The Prevention of Trafficking in Persons Act (2009) • The Penal Code (Amendment) Act (2007) • The Occupational Safety and Health Act (2006) • The Education (Universal Primary Education) Act (2008) • The Local Governments (Amendment) Act (1997) • The Labour Unions Act (2006) • Labour Dispute (Arbitration and Settlement) Act (2006) • Uganda National Youth Council Act (2010)



2.4 The concept of a child labour monitoring system (CLMS)

The key here is the word “system”: a CLMS process incorporates and assigns a monitoring role to new parties based on their differing capacities to access and assess child labour. Community officials and parent associations can observe children in small workshops and informal sector enterprises. Enforcement officers, such as police and border guards, can observe children being brought across the frontier or children found in criminal activities. Agricultural extension workers have access to children working in the vast and widely dispersed farming sector. Perhaps most importantly, teachers and health workers can document when children are absent from school or if they appear fatigued. Together, partners such as these offer new hands and eyes to the official inspectorate, complementing labour inspectors’ traditional activities.

The ILO’s International Programme on the Elimination of Child Labour (IPEC) has published a resource kit of which the *Guidelines for developing child labour monitoring processes* (ILO 2005) is a component. It sees child labour monitoring (CLM) as one of the most potent means of addressing child labour through regular checking the places where girls and boys may be working, and defines CLM as an active process for stopping child labour that involves direct observations, repeated regularly, to identify child labourers and to determine risks to which they are exposed; to refer them to services; to verify that they have been removed; and to track them to ensure that they have satisfactory alternatives. The overall objective is to ensure that children and young legally employed workers are safe from exploitation and hazards at work. The active scrutiny of child labour at the local level is supported by a referral system which establishes a link between appropriate services and ex-child labourers.

CLM involves identifying children in the workplace and noting the hazards to which they are exposed, then verifying that they have been removed and are in school or some satisfactory alternative. By regularly repeating this process, CLM becomes a means of ensuring that the area, industry or sector under surveillance stays free from child labour. Because comprehensive CLM covers the workplace, the school, and sometimes even the community, it is a broader concept than labour inspection alone. The labour inspectorate, in fact, is a crucial partner in CLM. But because child labour often occurs in the informal economy, additional partners that have good access to home-based workshops, farms, fishing areas or even the shadowy world of the illicit sectors, for example, must be enlisted as well to find and follow up on children who are at risk of exploitative work.

2.4.1 Elements of child labour monitoring

For a successful CLMS, the elements are:

- **Information:** There must be an ongoing effort to locate workplaces where children may be working as well as guidelines to assess the risks, hazards and conditions that may exist in these workplaces.
- **Documentation:** Databases (electronic or otherwise) are needed for cataloguing and sharing information among the partners.
- **Legal base:** Laws or regulations on child labour consistent with the international standards are essential.
- **Agreement:** A voluntary agreement to be monitored from at least most employers or individual operators in a particular sector helps to secure access and compliance.
- **Partnership:** The partners in the CLMS depend upon the industry and circumstances, but may also involve representatives of a village council, a non-governmental organization (NGO), or even a religious authority, for example.
- **Inspectorates:** Involvement of the labour inspectorate (also school or health inspectors), which carries an official mandate to ensure that all workers are protected and that children are not working in violation of the law, is one of the corner stones of a CLMS.
- **Planning:** A plan for identifying the responsibilities and degree of authority of the participating partners must be drawn up.



2.4.2 Child labour monitoring framework

A child labour monitoring framework is an integrated effort of several parties, taking place at different levels and different stages. The framework incorporates and assigns a place in the monitoring process to these parties based on their differing capacities to access, assess and act on child labour (figure 6). It ensures that action against child labour is mainstreamed into different levels of government and promotes a broader, long-term impact on children, families, policies and institutions in countries working against child labour (ILO 2005).

► Figure 6. An example of a child labour monitoring framework



Source: ILO 2005.

3. Methodology





The research followed logical activities to comply with its expected duration. A desk review commenced immediately, while the mapping and assessment of CLMS involved consultations with the key stakeholders. Key informant interviews (KII) and focus group discussions (FGD) were conducted in the field to generate the needed information.

A qualitative methodology was mainly used in collecting the data, and data collection tools were designed according to the thematic areas. In-person or online meetings were held in cases of hardship to meet some respondents.

Pre-testing/piloting of the tools were carried in the Greater Mbale districts of Sironko, Bulamabuli and Namisindwa. This was done mainly to ensure that the questions were well received and easily understandable, flowed satisfactorily and elicited relevant responses. Unstructured thematic interviews with some respondents were introduced, since the KII were more specific in terms of the data to be collected, meaning that some stakeholders such as political leaders could give better information based on generic knowledge of the child labour issues.

3.1 Desk review

The desk review of relevant documents included: The National Child Labour Policy, the Employment Act 2006, the Education Act 2008, the Third National Development Plan (NDP III), the draft (in 2020) Second National Plan of Action (NAP II) for the Elimination of Child Labour, the Alternative Care Framework, the National Strategy for Youth Employment in Agriculture launched in 2017, and various international and national reports on child labour such as ILO reports, the report by the US Department of Labor on the worst forms of child labour (USDOL 2019), the FAO's *Handbook for monitoring and evaluation of child labour in agriculture* (FAO 2015) and reports on CLMS in Kenya and Ghana. Various documents, reports and records at district, ministry, national and international levels were reviewed to map out relevant information that helped to identify strengths, weaknesses and challenges at the district and community levels.

3.2 Key informant interviews

The functional officers directly involved in CLM were interviewed. The participants included the District Labour Officer (DLO), Probation and Social Welfare Officer (PSWO), District Administration Officer (DAO), and the Orphans and Vulnerable Children Management Information System (OVCNIS) Focal Person, at the district level, and the Ministry of Labour, Gender and Social Development (MLGSD) staff. Unstructured interviews complemented the process, where other officials such as political leaders, Chief Administrative Officers (CAOs), international NGOs, civil society organizations (CSOs) and private sector players/employers were engaged in a formal open discussion on the issues surrounding CLM.

3.3 Focus group discussions

Focus group discussions (FGDs) were held in the different subcounties of the targeted districts. A group of between five and 20 at community level were sampled to understand the community monitoring mechanisms, referral and reporting mechanisms (figure 7). Gender considerations were addressed where men, women and young adults participated. Child protection committees (CPCs) at the community level also participated. The FGDs were conducted in those subcounties that were considered by the DLOs as key areas where child labour exists along the coffee/tea value chains. The FGD sessions were moderated by a trained enumerator with the help of the subcounty Community Development Officer (CDO).

► Figure 7. FGD session at Hakibaale, Kabarole District





3.4 Consultative meetings

These were replaced by unstructured interviews, since it was difficult to convene workshops and other meetings due recent elections where many district officials had hardly yet returned to work, as well as concerns on COVID-19 in gatherings. Some unstructured interviews or discussions were conducted virtually.

3.5 Observation

The communities in the selected districts where there are ongoing coffee/tea farming activities and other actors (such as processors) along the value chain were visited, and observations were made around the farms. These visits were intended to make a current assessment, generate more information, and provide further insights into the achievement of the objectives.

3.6 Data quality

Adequate measures were put in place to ensure that the data collected were of high standard. Recorders were used when required to ensure that all data collected were captured for transcription.

3.7 Data analysis

The qualitative data collected were transcribed to analyse the information. This process involved coding of transcripts from the KII and FGDs to establish and highlight emerging themes around the CLMS. The survey questionnaire responses were keyed into MS Excel using predefined templates that were aligned to the questionnaires, and then analysed using a content analysis approach to reflect the data collected.

3.4 Consultative meetings

These were replaced by unstructured interviews, since it was difficult to convene workshops and other meetings due recent elections where many district officials had hardly yet returned to work, as well as concerns on COVID-19 in gatherings. Some unstructured interviews or discussions were conducted virtually.



3.8 Limitations

The following limitations were observed:

- **The COVID-19 pandemic:** The prevalence of COVID-19 exerted a high risk on data collection and this was mitigated by following Ministry of Health guidelines. Mobilization and some interviews were conducted through virtual means such as telephone calls. FGDs were performed, but with maximum social distancing.
- **Country-wide elections:** Some respondents could not be reached since the majority had taken longer leave days in anticipation of post-election violence, making it difficult to organize consultative workshops. A new approach including individual interviews and other mediums was formulated to remotely reach out to the various respondents using virtual media such as WhatsApp and telephone calls.

4. Findings: the child labour monitoring system (CLMS) in Uganda





4.1 Comprehensive child labour situation analysis and the impact of COVID-19 on CLMS in the target districts

4.1.1 Child Labour Situation Analysis in Coffee and Tea Value Chains and Other Sectors

Hoima

In Hoima district, the tea value chain is highly mechanized and child labour is lower than in other key agricultural value chains, such as sugarcane and tobacco where children are heavily involved in harvesting, carrying and marketing.

Bushenyi

Bushenyi district largely produces tea and Kyamuhanga is the leading tea-producing subcounty. Children are mostly engaged during the picking process as well as carrying the tea to the collection sites. One out-grower farmer in Kyamuhanga indicated that tea factories set up collection sites where they buy picked tea at 130 Uganda shillings (UGX) per kilogram. This prompts farmers and parents to force children to spend long hours in the farms so that they can make more money. However, other subcounties also have high rates of child labour in their production and marketing processes; for example, Bitooma for mining, and Kakanju and Buramba for stone quarrying. These subcounties have the highest rates of child labour in the district, as reported from the FGDs conducted.

Buikwe

The highest rates of child labour in the agricultural value chains in Buikwe district are tea and sugarcane where children are engaged during the post-harvest handling stage. There is also an element of child labour in the fishing industry, as there are no regulations.

Kabarole

In Kabarole district tea is regarded one of the main agricultural value chains with high child labour, as observed and reported during the interviews. Hakibaale subcounty, where there is more tea farming, has the highest number of child labourers and school dropouts, other farming activities notwithstanding. The mairungi (khat) value chain is a booming business; mairungi is an all-year-round plant that can be harvested every week, so that due to the quick monetary returns children drop out of school to do packing, loading, carrying, picking and looking for banana leaves for packaging. One respondent said that most of the richer households in the area are dealers in mairungi, so that children see no use in going to school when they can make money daily. On a normal day, he said, you find children as early as 5 o'clock in the morning flocking to the various mairungi chambers where buyers from all over the country are waiting for the transactions to start. However, other subcounties such as Kabemde, Rutete and Karangura also have a high number of child labourers; the main activities are stone quarrying and agricultural production.

Greater Mbale

The Greater Mbale area consists of Namisindwa, Bulambuli and Sironko, all major coffee-producing districts, so child labour in the coffee value chain is rampant. In Mbale, Busota and Busano have very high school dropout rates during harvesting because, unlike tea, coffee has two harvesting seasons in a year (April and November). During these months when the workload is heavy, many farmers decide to employ children to help in picking the coffee. Nabanyole Parish in Wanale subcounty has the highest rates of child labour; it is up on the Wanale Hill so that many growers use children to help in picking and carrying the coffee since the area is steep and hard to reach using vehicles.

In Bulambuli, one coffee farmer said that farmers prefer to employ children rather than adults because they are less demanding and easier to deal with. Picking a basin of coffee is worth UGX 2,000, he said, and the farmers do not restrict the working hours, so children tend to work longer hours to earn more money. In his view, this is normal and nothing to worry about, since child labour is normal and the community is not against it.

In Namisindwa district, coffee farming is low-scale – onion farming is the dominant agricultural value chain, especially in the hard-to-reach areas of Bukokho and Bupoto.

4.1.2 The impact of COVID-19 on monitoring child labour

The COVID-19 pandemic that broke out in December 2019 swept across the world leaving death in its trail and forcing countries to shut down to protect its citizens from the deadly virus. In Uganda, the lockdown came into effect in March 2020 starting with closure of schools for about a year. The shutdown of schools had catastrophic effects on child labour; all the districts involved in this study reported a sharp increase.

COVID-19 has also increased the widespread poverty due to business lockdowns, which forced many people, including parents, into unemployment and prompted many children to go out and look for ways of supporting their families. In Buikwe, a case was reported of a child about 10 years old whose mother was sick and whose father was in prison; the child had to



work to earn money for the family to survive. There are many such cases of child-headed families where children are forced to struggle to cater for the family needs.

One respondent in Kabarole District stated that the school closure provided children with the freedom which parents and other perpetrators of child labour exploited and used as an excuse to engage children in the agricultural value chains to make money. Another farmer from Mbale reported that children would go to his farm to beg him to employ them since they were not going to school and had no money.

The COVID-19 lockdowns also brought restrictions in movement which limited inspections by the technical staff who monitor child rights. With this lack of labour inspection activities during the pandemic, child labour has been observed to increase in the communities.

Parasocial workers, however, have been playing major roles since they live in the communities and can easily trace any child labour concerns. In Kibuke District, they are also part of small saving groups in communities and continue to engage with their communities as well as gathering information that is forwarded to the district Community Development Officer for follow-up.

4.2 Stakeholders in CLMS in Uganda

The key stakeholders involved in the CLMS in Uganda, as listed in NAP II, include labour inspectors, employers' organizations, labour unions, parents and/or guardians, line ministries, local governments, communities, traditional/cultural institutions, civil society and faith-based organizations, vocational training institutions, academia, research institutions, media, and development partners. In specific terms, the key actors and their roles are shown in table 2.



► Table 2. Key actors in child labour monitoring in Uganda

	Agency	Roles and responsibilities in CLMS
1.	The Ministry of Gender Labour and Social Development (MGLSD)	• Carry out advocacy and awareness raising on the dangers and consequences of child labour. • Promote active participation of children in the fight against child labour so that their own voices and perspectives are heard. • Review policies and develop guidelines and regulations to enable the integration of child labour in the national programmes to support a multi-sectoral response. • Build the capacity of enforcement agencies to undertake routine inspection and monitoring of child labour. • Strengthen linkages and partnerships to harness resources for child labour activities. • Conduct research and periodic surveys on child labour in the sector. • Will be the lead implementing agency for NAP II. • Initiate development and amendment of policies, laws, regulations and guidelines for the elimination of child labour. • Coordinate, monitor and network with other partners. • Receive progress reports from partners. • Establish a resource centre on child labour issues. • Serve as the Secretariat to the National Steering Committee on Child Labour (NSCL).
2.	The Ministry of Education and Sports (MES)	• Deliver and increase access to equitable, relevant and quality education, training, sports services and institute programmes to enable children who have been out of school to catch up with their peers. • Integrate child labour issues into the school and college curricula. • Provide a child-friendly environment for children withdrawn from child labour, and create awareness. • Increase opportunities for vocational training to provide marketable skills for children withdrawn from exploitative labour. • Conduct research on child labour in the sector.
3.	Ministry of Local Government (MoLG)/ Authorities	• Raise awareness on child labour issues. • Mobilize organizations and communities to prevent and/or eliminate child labour. • Integrate child labour issues into district plans, budgets and structures. • Participate in the identification of children engaged in hazardous work and facilitate their withdrawal and rehabilitation. • Monitor the situation of child labour and follow up on children withdrawn from child labour. • Enact District Ordinances and By-laws to eliminate child labour and provide support for dissemination and enforcement. • Strengthen linkages and partnerships with other government programmes to harness resources for child labour activities. • Conduct research on child labour in the sector. • Involve children in community discussions and decision making.



	Agency	Roles and responsibilities in CLMS
4.	Ministry of Agriculture, Animal Industry and Fisheries (MAAIF)	• Create awareness in the sector against the use of child labour. • Integrate child labour issues into sector plans, budgets, regulations and policies. • Identify cases of child labour in the agriculture sector and make referrals to relevant authorities. • Conduct research on child labour in the sector.
5.	Ministry of Internal Affairs (MIA)	• Investigate cases of child labour, child trafficking and abuse. • Make referrals to relevant authorities and organizations for withdrawal and rehabilitation of children in child labour. • Facilitate and support the process of integrating children withdrawn from child labour. • Integrate child labour issues into sector plans, budgets, regulations and policies. • Conduct research on child labour.
6.	Ministry of Trade and Industry (MTI)	• Identify and refer cases of child labour in the sector. • Develop policies and regulations against child labour in the sector. • Integrate child labour issues into sector plans, budgets, regulations and policies. • Make referrals to relevant authorities and organizations for withdrawal and rehabilitation of children in child labour. • Facilitate and support the process of integrating children withdrawn from child labour. • Conduct research on child labour.
7.	Ministry of Justice and Constitutional Affairs (MJCA)	• Ensure timely delivery of justice to victims of child labour. • Establish systems and structures for handling cases of child labour. • Reform laws and regulations on child labour. • Conduct research on child labour. • Facilitate the process of integration of children withdrawn from child labour.
8.	Ministry of Finance, Planning and Economic Development (MFPED)	• Mobilize and allocate funds for elimination of child labour. • Ensure that ministries, departments, agencies, and local governments integrate child labour issues into their sector plans and budgets. • Monitor budgetary performance of allocations for elimination of child labour activities.
9.	Uganda Bureau of Statistics (UBOS)	• Conduct periodic surveys on child labour in Uganda to facilitate decision-making. • Build capacity of ministries, departments, agencies, and local governments in conducting child labour research and surveys.
10.	Other ministries, departments and agencies	• Ensure that child labour concerns are integrated in their policies, plans, budgets, programmes and regulations. • Conduct research on child labour in their respective sectors.



	Agency	Roles and responsibilities in CLMS
11.	Federation of Ugandan Employers (FUE)	• Work closely with ministries, departments, agencies, local government employers' associations and civil society organizations to discourage child labour. • Monitor child labour in subsectors and occupations. • Initiate education and skills development programmes to rehabilitate children withdrawn from child labour. • In collaboration with the labour unions, integrate child labour concerns in the collective bargaining agreements. • Support the establishment of community child labour committees. • Initiate income-generating activities for the parents of working children through corporate social responsibility. • Promote schemes to improve the working conditions of older children (15–17 years). • Provide institutional structures at their enterprises to enable integration of child labour issues into employers' policies. • Coordinate other employers' initiatives and mobilize resources to support the elimination of child labour in all forms.
12.	Labour unions	• Conduct advocacy and create awareness among their members on the risks and hazards of child labour. • Promote the observance of national laws and regulations on child labour within their constituencies. • Provide surveillance and gather information on child labour cases. • Participate in the development of collective bargaining agreements with employers to prevent child labour. • Mobilize resources to support the elimination of child labour for their constituency.
13.	Civil society and faith-based organizations	• Reach out to hard-to-access potential sources of child labour with social mobilization and child labour prevention interventions. • Identify and withdraw children from the worst forms of child labour and rehabilitate them through: (a) establishing transit and drop-in centres to provide temporary accommodation and health care, psychosocial and legal support as well as nutrition for the victims of child labour; (b) providing vocational training and non-formal education; and (c) conducting research on child labour in collaboration with the MGLSD. • Mobilize funds for activities on the elimination of child labour.
14.	Academic and research institutions	• In collaboration with the MGLSD conduct research on child labour to inform policy, planning and programming. • Conduct advocacy to eliminate child labour. • Provide technical support to organizations engaged in activities on the elimination of child labour.
15.	Media	• In collaboration with the MGLSD, disseminate messages and information on child labour issues. • Investigate and report on child labour issues. • Conduct advocacy to eliminate child labour.



	Agency	Roles and responsibilities in CLMS
16.	Communities and cultural institutions	• Initiate, fund and implement activities to prevent and/or eliminate child labour. • Carry out surveillance on the children affected by child labour and take corrective measures. • Sensitize their members about the dangers of child labour and the sanctions for those who breach the laws and regulations on child labour.
17.	Children and youth	• Participate in all activities that address child labour in their communities. • Attend school regularly and encourage their peers to do the same. • Report cases of children involved in child labour to school authorities, local councils, community leaders and labour offices. • Report those involved in child labour and violation of children's rights. • Participate in activities that address child labour in their communities, and discourage children from carrying out child labour. • Sensitize peers on child labour issues and take part in activities that reduce poverty in their households and communities.
18.	Development partners	• Provide technical support for activities aimed at eliminating child labour. • Provide funding of activities to eliminate child labour. • Integrate child labour issues in their development programmes. • Advocate for the elimination of child labour in all its forms.

Other key international agencies include the FAO, ILO, UNICEF, Plan International and Save the Children.

The field assessment also mapped a few key actors in the target districts (table 3), although most of them are not specifically monitoring child labour in the tea and coffee value chains but are implementing various child protection programmes aimed at promoting child rights.

► **Table 3. CSOs and other stakeholders at the district level**

	District	CSO/ Trade unions	Role in CLMS
1.	Greater Mbale	Bantwana Initiative	Various project interventions on child labour. The Initiative supports identification and up to remedial stages for victims of child labour across all agricultural value chains including coffee. Focuses on the needs of orphans and other vulnerable children in Uganda and works to address and prevent violence, neglect and abuse in schools by engaging teachers, school management, children, caregivers and communities.
2.	Bulambuli	African Village Support	A local CBO that works in supporting and establishing women's groups in the villages and sensitizing communities through spreading awareness raising on child labour along tea and other agricultural value chains.



	District	CSO/ Trade unions	Role in CLMS
3.	Bushenyi	Compassion Kyamuhunga CDC	A child advocate organization for childrens' rights, including fighting any form of child labour through reporting such cases and supporting children and adolescent girls to access education, medication and psychosocial support. Its interventions not only specifically address child labour along the coffee and tea value chains but also in other sectors.
4.	Bushenyi	Joy for Children	A CBO working on child protection, Joy for Children handles only social protection components.
5.	Hoima/ Kikuube	ELCT (Elimination of Child Labour in Tobacco Growing) Foundation	An international CSO focused on interventions that eliminate child labour along the tobacco value chains. It has had a long existence in Uganda and works with Uganda Women's Effort to Save Orphans as partners in implementation of projects. ELCT focuses on interventions of CLMS only in the tobacco value chain, but innovations introduced such toll-free phone calls are used to report any related child labour issues.
6.	Hoima/ Kikuube	UWESO (Uganda Women's Efforts to Save the Orphans)	In Hoima this CSO is championing livelihood through VSLA groups in order to reduce child labour in sectors where parents see it as a valid source of income.
7.	Buikwe	Najja Child Care Centre	A local CBO working in child protection and livelihood in Najja subcounty.
8.	Bushenyi	ICOB (Integrated Community Based Initiatives)	A CBO that supports people living with HIV, it has also supported children by giving out holiday packages to keep them busy and stop them seeking work. It has received government support for printing.
9.	Kabarole	Bantwana Initiative	Various project interventions on child labour. The Initiative supports identification and up to remedial stages for victims of child labour across all agricultural value chains including coffee. Focuses on the needs of orphans and other vulnerable children in Uganda and works to address and prevent violence, neglect and abuse in schools by engaging teachers, school management, children, caregivers and communities.

Other national NGOs such as Somero Uganda, a member of the National Steering Committee on Elimination of Child Labour, are committed to supporting policy formulation, review and implementation, providing financial support for policy implementation where possible, conducting research and providing data on the status of child labour.



4.3 Data collection, information management and knowledge sharing on child labour

Currently there is no specific pathway for an information management and knowledge sharing framework on child labour. The MGLSD has an Orphans and Vulnerable Children Management Information System (OVCMIS) that is used to document all issues on orphans and other vulnerable children, and is used as a management information and evaluation system. It collects and records information on children facing various rights abuses, child labour being one of them.

The following are reliable sources where relevant data on child labour at the district level can be accessed.

- OVCMIS database at the district level run by the focal person in the district.
- Child labour reports compiled by the Technical Planning Committee (TPC).
- General inspection report of the District Orphans and Vulnerable Children's Committee (DOVCC).
- Case management books in the labour office.
- Labour officer inspection checklists containing information from tea plantation managers, workers and community leaders.
- School inspection reports; these show which subcounty has the highest level of school absenteeism, which is frequently related to child labour.
- Local leaders in the communities who identify such occurrences.
- Police reports on recorded cases of child labour.

Information on child labour is not well documented and is fragmentary, with different key actors from identification through to enforcement and referral. The majority of respondents indicated that tools at the grassroots are inadequate to generate specific information on child labour, so that in most cases information is reported only at the enforcement level; also, that there is no follow-up system to ensure that information from various sources is harmonized in the existing OVCMIS.

4.4 Key interventions by the districts targeting child labour in the coffee and tea value chains

Child labour monitoring in the districts assessed in this study are not separately conducted; the CLMS is integrated into general child protection activities. All the districts reported that they had in their possession the existing policy frameworks, as well as NAP II, that detail the strategies for child labour monitoring; however, they decry the limited resources available to them to adequately perform mainstream CLM activities and enable them to build the capacity of the relevant actors at the community and district levels.

The information obtained from the districts of Mbale, Bulambuli, Naminsindwa, Sironko, Hoima, Kikuube, Buikwe, Bushenyi and Kabarole points to their commitment to eliminating child labour by engaging in active and participatory CLM in their communities. The respondents – community members, child protection committees, the district official responsible for monitoring child labour, and the child labour department of the MGLSD – indicated the following strategies used to improve CLMS at the district level:

- Planned dissemination of the National Children's Policy to make the population aware of the law so that it is easy to hold them accountable.
- House-to-house monitoring with Local Council 1 (LC1) and child protection committees if children are not in school, to ask why not, as well as random visits to commercial farms.
- Policies that are currently being formulated to help reduce cases of child labour.
- Partnering with Parents and Teachers Associations (PTAs) in schools to call parents and report cases of absenteeism and for easy mobilization to meet stakeholders. Funerals and other community functions are used to spread awareness about child labour.
- Sensitizing parents about children's rights, empowering children to know their rights and conducting back-to-school campaigns and advocacy for retention of children in schools,
- Advocacy for current policies to be implemented, with follow-up activities in the communities.
- Passing laws that hinder children from engaging in child labour: for example, in Kabarole children are not allowed in the market on school days; this has reduced the number of children engaged in child labour at the marketing stage.



- Prosecutions and arrests of both victims and perpetrators have restrained farm owners from sending children to work in those farms. For example, in Bushenyi district the Town Council threatened to arrest children they found working in tea plantations; as a result, most parents fear taking their children to gardens.
- Establishing a structure of parasocial workers who conduct community sensitization; this has gone a long way in reducing child labour, since these workers are people within the community and can track and identify culprits, reporting them to the authorities.

4.4.1 Hoima

In Hoima key interventions at the district level include the use of existing parasocial workers, and Child Protection Committees at parish and subcounty levels to monitor cases of child labour, since they are within walking distance of the communities. The Probation and Social Welfare Officer (PSWO) reported that the District follows an existing District Action Plan on Elimination of the Worst Forms of Child Labour to establish structures within the community in line with the National Action Plans and other implementation guidelines from the MGLSD.

Information on child labour is documented using the OVCMIS registry book and is fed into a child labour database at the district level; the reports are then compiled and shared with the Technical Planning Committee (TVC) and the District Orphans and Vulnerable Children's Committee (DOVCC). New innovative techniques have also been introduced, such as the adaptation of Sauti call centres at the district level where any child labour cases and concerns are reported. The Sauti (Child Helpline) innovation is a call centre project "funded primarily by UNICEF with in-kind contributions from MGLSD, comprises District Action Centers (DACs) and a physical call center located in Wakiso that screen calls on reported cases of child abuse. Caseworkers at DACs follow up directly on cases of child abuse, including child labor and exploitation, assigned to them by the National Call Center and liaise with local authorities to address the reported incidents" (USDOL 2019, 8).

The DOVCC in Hoima has plans for dissemination of the National Children's Policy to make the population aware of the law so that it is easy to hold perpetrators accountable.

4.4.2 Bushenyi

In Bushenyi the district Child Protection Committee uses an integrated approach of handling both child labour monitoring together with other key child protection activities. The cases of child labour are handled on a rolling basis. There are also regular inspection visits to workplaces and communities where people are employed, such as farms and factories.

4.4.3 Kabarole

In Kabarole, the Child Protection Committees conduct child labour monitoring on a quarterly basis in areas that are likely to be involved in child labour such as tea plantations, to curb it and discourage perpetrators from employing the services of children. Monitoring of child labour is also integrated into the Senior Labour Officer's routine workplace inspection checklist to keep track of the factories and farms that are most likely to involve child labourers.

A multi-sectoral approach is used where the community has a role to play, including parents, civil society organizations and the local government, which all look out for child labour cases and take the necessary action to ensure that the case is reported to the authorities and action against the perpetrators is taken. The cases of child labour are identified and reported through the community Child Protection Committees from the village level through to the district in strong collaboration with the Uganda Police's Children and Family Protection Units (CFPUs).

Child labour monitoring is under the oversight of the district PSWO and the DLO to ensure that general child protection is being maintained. These officers also oversee organizations working on child-related affairs to ensure that they uphold children's rights. The OVCMIS database is updated quarterly with support from the PSWO and DLO.

4.4.4 Buikwe

In Buikwe District, entities such as the Local Councils (LCs), community volunteers, Village Health Teams (VHTs) and parasocial workers have been engaged as foot soldiers to identify potential child labour hotspots and report to the authorities. They also spread awareness on the dangers of child labour through radio talk shows. Community development officers conduct monitoring of child labour; the use of the ILO-IPEC materials also helps them to spread awareness. Coordination is done by the district Community Development Officer (CDO) together with the subcounty community officers. The DLO conducts visits to various farms, monitoring the work in the tea estates, although no reports were observed to ascertain the frequency of these inspections.



4.4.5 Mbale

In the Greater Mbale which consists of Bulambuli, Sironko and Namisindwa Districts, a number of interventions are used to combat child labour at the district level. These include, but are not limited to, community engagement through phone calls, sensitizing the community through radio talk shows, encouraging parents not to allow their children to be employed, advising employers not to employ children, conducting monthly stakeholders' engagements, establishing community child protection entities such as parasocial workers to monitor and report any cases of child labour, inspecting workplaces and a door-to-door approach to talk to parents.

There is also a team formed by the Resident District Commissioner to follow and monitor families to check for the existence of child labour and other issues, although it was reported difficult to reach out to all the target areas. In another attempt, the district Community Development Officer of Mbale has a strict programme to report and record child labour cases through working with the subcounty community development officers to make input on child labour deliverables and setting up appraisal mechanisms to increase the efficiency of the CLMS.

The labour office has strengthened partnership with PTAs in schools to call parents and report cases of absenteeism and for easy mobilization to meet stakeholders. They utilize funerals and other functions to spread awareness about child labour.

4.5 Interventions by Ugandan civil society organizations

The findings from the field assessments and the mapping of the relevant key stakeholders at the district level confirmed the commitment of civil society organizations (CSOs) to monitoring child labour. Various CSOs partner with the local government administration at the district and community levels to monitor and track children involved in child labour. Most of the CSOs in the districts have projects that are directly linked to child protection and almost all the organizations have a database where information about children can be found, which makes it easy to trace the victims and support them.

- Bantwana, an NGO in Kabarole District, is helping to combat child labour through a village case management structure in the district with monitoring guidelines to support the formation of child labour committees at the community level. The case management committees receive and report cases of child labour in their communities.
- In Mbale, Bantwana has a project where community focal points are equipped with toll-free phones to report children's abuse cases including child labour.
- In Hoima, ECLT is committed to sensitization, and as a result the communities' knowledge about child labour has increased. Through its partnership with UWESO, which champions the formation of community savings groups, provides the platform for sensitization and gives friendly loans to members, urgent needs are easily met without the temptation to expose children to child labour. Organized dialogues and consultative meetings are held that bring many stakeholders together to discuss child labour issues; where there are questions from the community they are answered on the spot. ECLT has also been playing a key role in the dissemination and popularizing of government policies about child labour, and in providing capacity building for groups in leadership and financial literacy – for example, one group in Kiziranfumbi was able to save UGX 18 million in the last financial year.
- In Bulambuli, there was not much intervention from NGOs or private companies, but Busano in Mbale reported that police community liaison officers had been doing community policing to denounce vices in the community, including child labour. African Village Support, a local CBO, has been spreading awareness on child labour (among other child rights concerns) through its established women's groups in the villages.
- In Bushenyi, Compassion Kyamuhanga CDC organizes regular activities for children, and ICOBI also distributes holiday packages to ensure that children are kept busy so that they would not be seeking work. There has been very little engagement from other NGOs; for example, Joy for Children organized workshops for the stakeholders, but did not implement any grassroots engagements.

4.6 Interventions by the Uganda Police Force, Children and Family Protection Unit

The Children and Family Protection Unit (CFPU) of the Uganda Police Force, as well as various other departments, expressed commitment to eliminating all child labour-related concerns in various sectors through community policing, where they directly visit an area and sensitize the local population to some of the crimes taking place in the community. In Kyamuhanga subcounty in Bushenyi district, regular community policing is conducted to talk about general issues in the community, including child labour. In Mbale, Busano subcounty, community members write to the police to come to the community to address the various issues and a community liaison officer is sent to address these.

Enforcement of the child labour laws has seen the police arresting and prosecuting perpetrators of child labour. Occasionally when a case is reported, the police open a file against the perpetrator, investigations are made, and the file



is sent to court. In a related fight against child labour, the police in Kyamuhanga, Bushenyi District indicated that they had arrested a Local Council 1 (LC1) chairperson who was employing an 11-year-old boy to graze his cattle.

4.7 Interventions by employers, cooperatives and trade unions

4.7.1 Employers' organizations and the private sector

The employers' organizations and private sector companies along the coffee and tea value chains have the corporate social (CSR) responsibilities of implementing codes of conduct that ban child labour in the supply chains, since business plays a key role in advancing children's rights. Pertinent to the strengthening of CLMS, the employer organizations and the private companies have more control over business principles setting out business action to respect and support children's rights, and particularly fostering the elimination of child labour along the coffee and tea value chains. According to UNICEF (2012), these actions include: commitment to supporting children's rights and the human rights of children; contributing to the elimination of child labour; providing decent work for young workers, parents and caregivers; ensuring the protection and safety of children in all business activities and facilities; ensuring that products and services are safe and seeking to support children's rights through them; using marketing and advertising that respect and support children's rights; respecting and supporting children's rights in relation to the environment and to land acquisition and use; respecting and supporting children's rights in security arrangements; helping to protect children affected by emergencies; and reinforcing community and government efforts to protect and fulfil children's rights.

The Federation of Ugandan Employers (FUE) is committed to working with its employer organizations to ensure that child labour is eliminated across all sectors. Recently it has focused more on the tobacco value chains and other agricultural value chains in Uganda, but it indicated that through the ACCEL Africa project, key interventions will also specifically be drawn to the coffee and tea value chains through empowering the role of key actors involved in the value chains to embed CLMS in their principles of work against violation of laws against child labour.

Through its various efforts in strengthening CLMS in Uganda, the FUE has recently completed the following activities, as reported during the interviews:

- Conducted three social dialogue meetings for employers, parents, community farmers/farmers' association and local authorities on the elimination of hazardous child labour in tobacco growing.
- Conducted mapping of people that included farmers/farmers' association, district authorities and other stakeholders who would play a role in preventing hazardous child labour in tobacco.
- Trained participants comprising employers, community development officers, workers, leaf inspectors and agriculture extension workers on child labour monitoring and reporting procedures and channels.
- Printed and disseminated 400 posters and other materials.
- Conducted a workshop for 30 farmers and other stakeholders to enhance their capacity to participate in social dialogue on the elimination of hazardous child labour in tobacco.

In Hoima District a private tea company, Kisaru Tea Estate, reported that one of their out-growers was using children to pick his tea. The company had previously been strict about the quality of the tea, but when informed about the out-grower by the community it banned trading with him until he put in writing that he would never do it again; then they would later resume buying from him.



4.7.2 Cooperatives and trade Unions

UTZ, an international coffee certifying body, offers a certification programme for sustainable farming of coffee, tea, cocoa and hazelnuts. The programme is part of the Rainforest Alliance, an international non-profit organization working to create a better future for people and nature. UTZ reported that they have been running a pilot in coffee in the West Nile region, testing approaches to see which are cost-effective in combatting child labour. It is envisaged to stimulate the interest of their certificate holders if they can find an approach cost-effective enough for them to adopt. The testing approaches are community-centred, and UTZ also promotes awareness creation in the communities about the existence and dangers of child labour locally, which in return is seen to motivate these communities to come up with their own community-led responses, set up their own community-led structures, involve their local government and then come up with response mechanisms that could be sustainable. UTZ does this by supporting partners to carry out the implementation.

Bugisu Cooperative Union in Mbale indicated during the interviews that there are no cases of child labour registered at the Union since they are at the secondary stage of production; that these issues are often hidden from the Union; and that the Union has limited resources in championing child labour monitoring. The managing officer stated that many of their community outlets and dealers still engage the services of children, and that this is mostly done at the collection sites, community focal points and local offices, among others.

But since the cooperatives have an oversight role, they have the power and will to look for collaboration in strengthening the CLMS with key actors such as the Government and potential partners who could support in building the capacity of their traders to address cases of child labour. In this oversight role the Union could ban all primary agents from engaging children in the production stages once they are aware about the existing laws and punishments for engaging children in more labour-intensive work.

4.8 Interventions by the community

According to the respondents during the FGD sessions, the community role similarly cuts across all the districts. The communities are organized from the grassroots in community Child Protection Committees (CPCs), and other social groups such as Village Health Teams (VHTs). The CPCs have the role of identifying and reporting child labour to the subcounty focal person and the nearest police posts to effect enforcement actions. The structures are formally designed to aid the flow of information sharing from the village to the subcounty and through to the district-level Child Protection Committee. However, community members say there is little support from local government in strengthening their capacity, and that in most of the target districts the CSOs are the main actors, working with communities to implement child labour monitoring. It is important to note the following contributions of the community:

- Reporting child labour cases to the authorities is done informally, by reporting to the police stations in the communities since the CPC formal structure is seen to be not active. This implies that the victims themselves are normally the ones to voluntarily confront such incidences, which in many cases go unreported. For example, in Busano subcounty it was reported during an FGD with the coffee farmers that there was an incident where a school head teacher pulled students out of class to go and help him harvest coffee in his garden; this angered the parents, and they were forced to report.
- Voluntarily sensitizing fellow parents on the dangers of child labour and pushing for by-laws to curb it.
- Voluntarily conducting community parenting where they look out for the children in the community and stop them from engaging in child labour.
- Parasocial workers who are community volunteers on the ground also sensitize parents to the dangers of child labour as well as monitoring the child labour hotspots such as factories and coffee/tea farms to ensure that children are not being engaged in the value chains. One para-social worker in Kyamuhanga reported that they have registered achievements as cases of child labour decreased greatly following their interventions.

4.9 Gaps and challenges in implementation of CLMS

Child labour monitoring (CLM) in Uganda has many existing gaps and faces a lot of challenges. A summary follows of the key observable challenges mentioned during the KIIs and the FGDs held in the various districts during this study:

- The policy and legal frameworks governing child labour issues are not implemented in the grassroots communities, thus providing room for perpetrators to operate freely and community members to harbour the vice in ignorance.
- Generally, the respondents reported lack of capacity development to address CLM as a specific issue in the districts, and that there has been no training directly linked to CLM. They therefore recommended trainings to be implemented to improve CLM at the district level for both the technical staff (labour officers, community development officers, child protection officers, CFPU, parasocial workers) and community members.
- The financial resources for CLM are limited. The MGLSD has reported that there are no resources or funding specifically for child labour and that the funds available are for general inspections. These financial constraints



reduce effectiveness in coordination of CLM activities from the national level to the community level, and underscore the challenges of enforcing the law and carrying out due inspections for child labour along the different stages of the value chains.

- Information generated on child labour is scattered and fragmentary. In the existing OVCMIS database, the information on child labour is not given specific attention. This implies that information on CL is not harmonized or systematically stored and shared through the right channels from the district level to the national level using the current OVCMIS. The greatest challenge is to have a clear Management Information System (MIS) which tracks child labour and documents cases, since the inspections that are currently carried out are always reported internally and therefore only accessed by the Ministry and not published anywhere.
- There are cultural beliefs and norms that harbour harmful practices such as child labour because they dictate that children must work to help their relatives in order to earn a livelihood. As a result, there is reluctance on the part of some members of specific communities to report child labour issues; in these communities children's work is seen as a normal practice that helps them with the transition into adulthood and becoming self-supporting individuals.
- There is lack of cooperation from parents, some of whom force their children not to reveal any information; even the children themselves fear reporting their parents or employers for fear of their parents being arrested, leaving them alone to fend for themselves.
- There are no proper CLMS or structures at the district and community levels. This is a cause of child labour being addressed as general child abuse and does not allow quick action or an awareness of the urgency and danger to the child as a victim.
- Since some culprits are wealthy people in the community, people hesitate to report such cases for fear of their lives being threatened
- Government structures are dormant or even non-existent in the community, leaving room for child labour to be practised freely. Some of the districts do not have labour officers who are the officials mandated with the monitoring role, so that sometimes this role is given to the CDOs who also have a lot on their desks and cannot really give much time to child labour monitoring. The police and the judicial processes in handling reported cases were reported to be slow; as a result there are reported backlogs in cases related to child labour, as indicated by the community CPCs. In many cases complainants lose interest in following up on their cases.

5. Conclusions and recommendations





5.1 Conclusions

The study found serious gaps in child labour monitoring at the district and grassroots community levels, ranging from lack of clear structures for identifying and reporting child labour to lack of training and capacity development of technical staff to handle cases, financial constraints, inadequate sensitization and negative cultural beliefs, slow litigation processes, understaffing of labour officers, low levels of awareness in the community about existing policies, and lack of commitment from the communities to report issues on child labour found by monitoring.

From these findings it is clear that innovative interventions need to set in motion a very strong system of child labour monitoring that will see a reduction in cases of child labour and a more efficient (yet sustainable) system established that will see an end to child labour in the communities. Such interventions include building the capacity of technical staff in child labour case management; setting up stronger and better structures for collecting information and reporting on cases of child labour; and allocating resources towards child labour monitoring systems and structures.

5.2 Recommendations

The recommendations presented below are drawn from the challenges and key suggestions stated by the respondents.

1. Multistakeholder involvement in CLMS

- To have a strengthened CLMS from the community to the national level, the ILO ACCEL Africa project should provide support to the Government through the MGLSD, as well as employers' and workers' organizations, to shift from the casual sector-based approach to a gradual process of committing to a diversified multistakeholder participation with the involvement of all key tripartite actors. This will bring added value through embracing a more multidimensional focus together with long-term intervention, commitment and engagement for greater impact in the CLMS, not only for the coffee and tea value chains but for various other sectors with rampant child labour concerns. More specifically, the NGOs, employers' organizations and CSOs should be further involved in implementing projects that work towards the elimination of child labour in the various agricultural value chains.
- Through CSOs such as UWESO and local district governments, the ACCEL Africa project should strengthen sensitization in the community to support the existing savings groups. This would lessen parents' temptation to involve their children in child labour, since the money economy in the community would be strengthened; parents would not need to see the use of children on farms as a way of generating income for their livelihood.
- Partnerships with trade unions and grassroots CSOs such as UWESO, the Bantwana Initiative, ECLT and Child Fund Uganda should be strengthened; such organizations are playing an important role in integrating with local government structures to ensure child labour monitoring in high-risk subcounties in the target districts.

2. Training and capacity development

- Since the findings of this study strongly point to low levels of knowledge about child labour, the Government should support capacity development of technical staff on monitoring and reporting, as well as training to develop tools for identifying and rehabilitating the victims of child labour. There are structures (Child Protection Committees – CPCs) in the communities that are dormant because they lack knowledge and training in how best to carry out CLM, and these should become equipped with knowledge on the laws and policy frameworks surrounding child labour.
- The committees charged with CLM should be strengthened. Individuals and out-growers who usually employ children are often hard to track. The functions of these CLM committees should be integrated into already existing structures such as the CPCs, VHT, parasocial workers and Local Council committees to avoid duplication.
- The Government should set up training in the different structures at all levels within the districts and subcounties so that a proper and well-coordinated CLMS can be revived and implemented appropriately.
- The expansion of labour inspectors' outreach should be supported through networking with trade unions and CBOs.



3. Resources allocated for the CLMS

- ▶ Under the framework of the ACCEL Africa project, the Government and all key sector players should be supported to improve their fundraising and lobbying capacity towards strengthening the CLMS. This could be done through the MGLSD. In addition, the Government as the lead actor in the elimination of child labour in Uganda, should be encouraged to allocate a substantive budget for a child labour programme, consolidated by other budget allocations from partner ministries that address components of child labour in their thematic policies and programmes. Private sector companies and other international NGOs also need to be encouraged to work through the Government and support other key interventions that the Government has limited resources to implement.

4. Information management and knowledge sharing system on child labour

- ▶ There should be an improvement in the existing CLM structures through the development of user-friendly tools for the collection of child labour-related data; information in the existing OVCMIS database should be incorporated and integrated with these data to support the collection of information and reporting of child labour in the communities.
- ▶ Innovative mobile applications should be adopted. To enable quick and timely information sharing, toll-free telephone lines should be allocated at the subcounty level for gathering signals of child labour signals to be shared with the line enforcement structures. In addition, mobile applications such as WhatsApp and Facebook could be used to create a platform for disseminating child labour issues with participation by all relevant actors to quicken the flow of information and follow-up actions.
- ▶ An information management and knowledge sharing framework should be adopted (see Annex 4: Proposed framework for data collection and processing pathway on child labour) in order to better coordinate the flow of information from the community to the national database. The framework should be harmonized and integrated with the OVCMIS, and would ease the burden of tracking child labour issues, enabling the process of identification to rehabilitation smoothly with all relevant information at hand. Similar frameworks are used in the CLMS in Ghana, which was adopted from the ILO (IPEC) tools (ILO 2005). The tools have been customized in line with existing MGLSD structures on CLM coordination.
- ▶ Best practices in tackling child labour and in particular CLM should be shared, such as those in Hoima district where the district monitoring system on child labour has so far achieved great success and could be replicated by districts suffering from visible child labour across the various sectors.
- ▶ Under the framework of ACCEL Africa project, innovative strategies identified should be supported by the reformulation of the OVCMIS to integrate child labour information; more government staff should be trained in handling the child labour reporting and information sharing mechanisms.

5. Second National Plan of Action for the Elimination of Child Labour (NAP II) and implementation guidelines

- ▶ Concerted efforts should be made to implement the guidelines laid out in Uganda's Second National Plan of Action for the Elimination of Child Labour 2020/21–2024/2025 (NAP II), which captures in detail the coordination roles and CLM strategies with clear objectives and milestones to be achieved. Chapter 4 of NAP II details the implementation framework for CLM.
- ▶ The adoption of the tools shown in Annexes 1-5 of this study is recommended to assist with the NAP II implementation framework through the ACCEL Africa project in Uganda, as follows:
 1. Proposed steps and outcomes in setting up a CLM framework
 2. Proposed operational structure of CLM
 3. Proposed conceptual framework of CLM: Flow of information and policy
 4. Proposed framework for data collection and processing pathway on child labour
 5. Proposed referral system framework on child labour

These tools, set out in diagrammatic form, will help to visualize clearly the steps to follow in setting up CLM structures that support CLMS functionality at all levels.



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► Annexes

Annex 1. Proposed steps and outcomes in setting up a CLM framework

The overall objective of child labour monitoring is to ensure that, as consequence of Child Labour Monitoring, children and young workers are safe from exploitation and hazards at work.



Developing the monitoring process

The preparation stage



1. Determining the problem and level of response
2. Reviewing the legal and child-labour-policy frameworks, information collection and management capacities and building alliances
3. Raising awareness

Expected outcomes

Review of essential laws, institutional structures and raised awareness of child labour and CLM

The designing, testing and training stage



1. Setting up the management of the CLM
2. Developing and testing the monitoring tools
3. Developing a referral system
4. Organizing monitoring teams
5. Training monitors and building capacity
6. Testing the CLM design and thinking about replication

Expected outcomes

Credible, simple, cost effective and sustainable CLM developed

Monitoring child labour

The monitoring phase



1. Preparing for the visit
2. Conducting the visit
3. Withdrawal and referral
4. Protection and prevention
5. Concluding the visit
6. Immediate data management and analysis

Expected outcomes

Workplaces monitored regularly, child labourers identified and referred to services

The follow-up phase

1. Tracking of children in child labour
2. Quality control and verification
3. Providing data for enforcement of laws
4. Information dissemination and analysis
5. Providing inputs to laws, policies and social planning

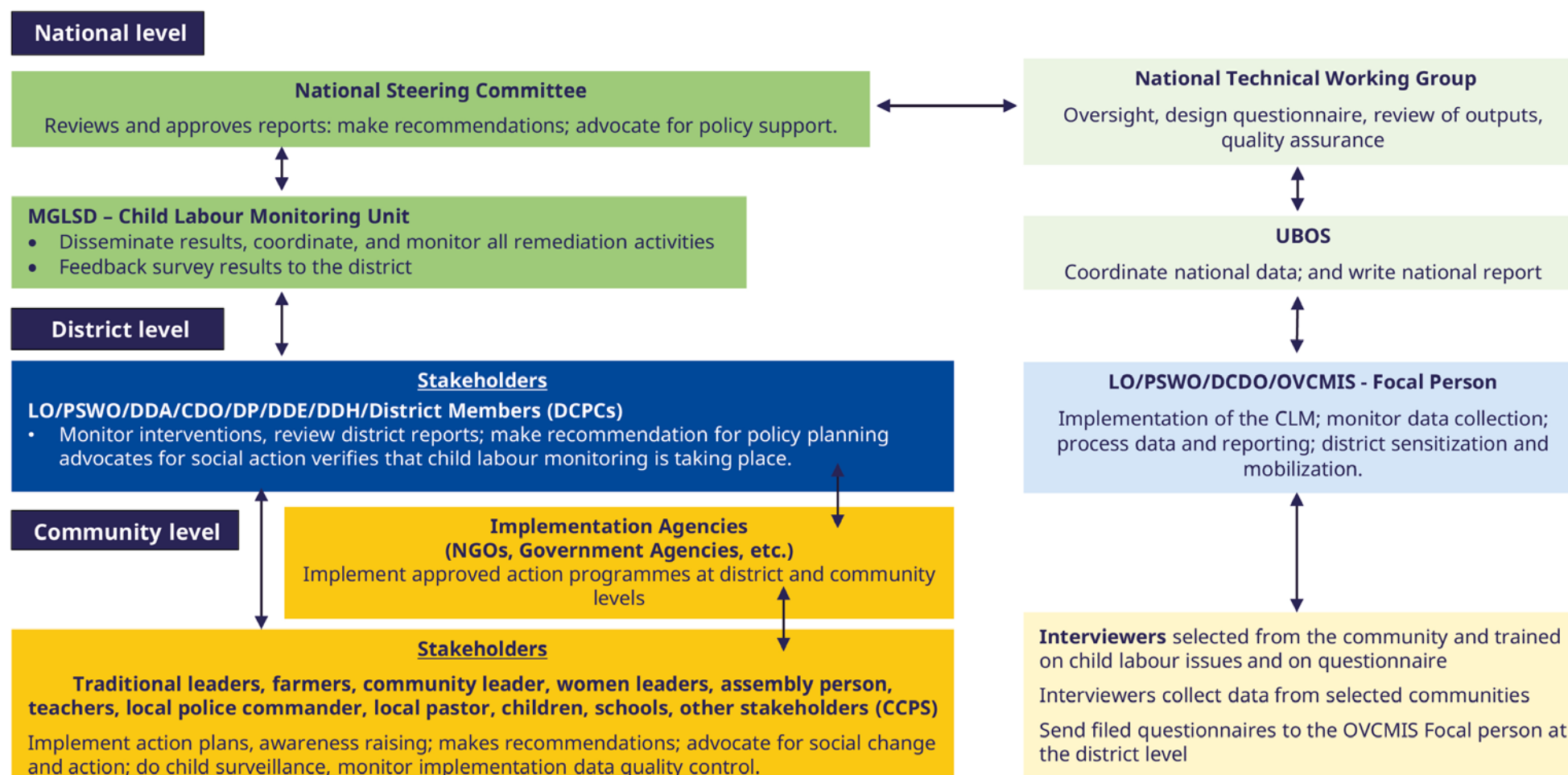
Expected outcomes

Information from the monitoring visits used for immediate follow-up and shared for social planning and policy review purposes



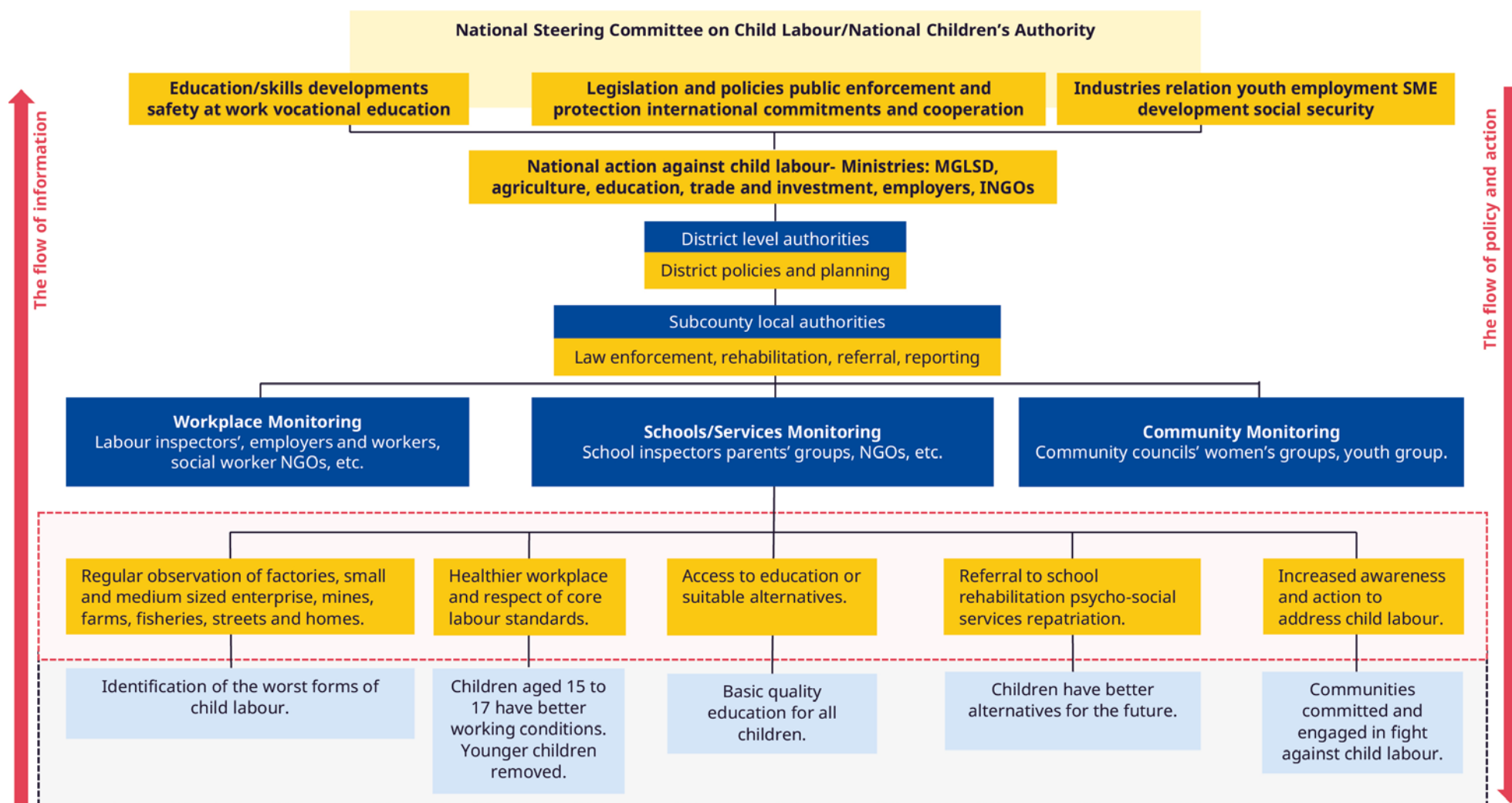
Annex 2. Proposed operational structure of CLM

Certification process – Schematic presentation of national survey and national survey and community-based monitoring and roles and responsibilities of actors (when it is fully implemented)



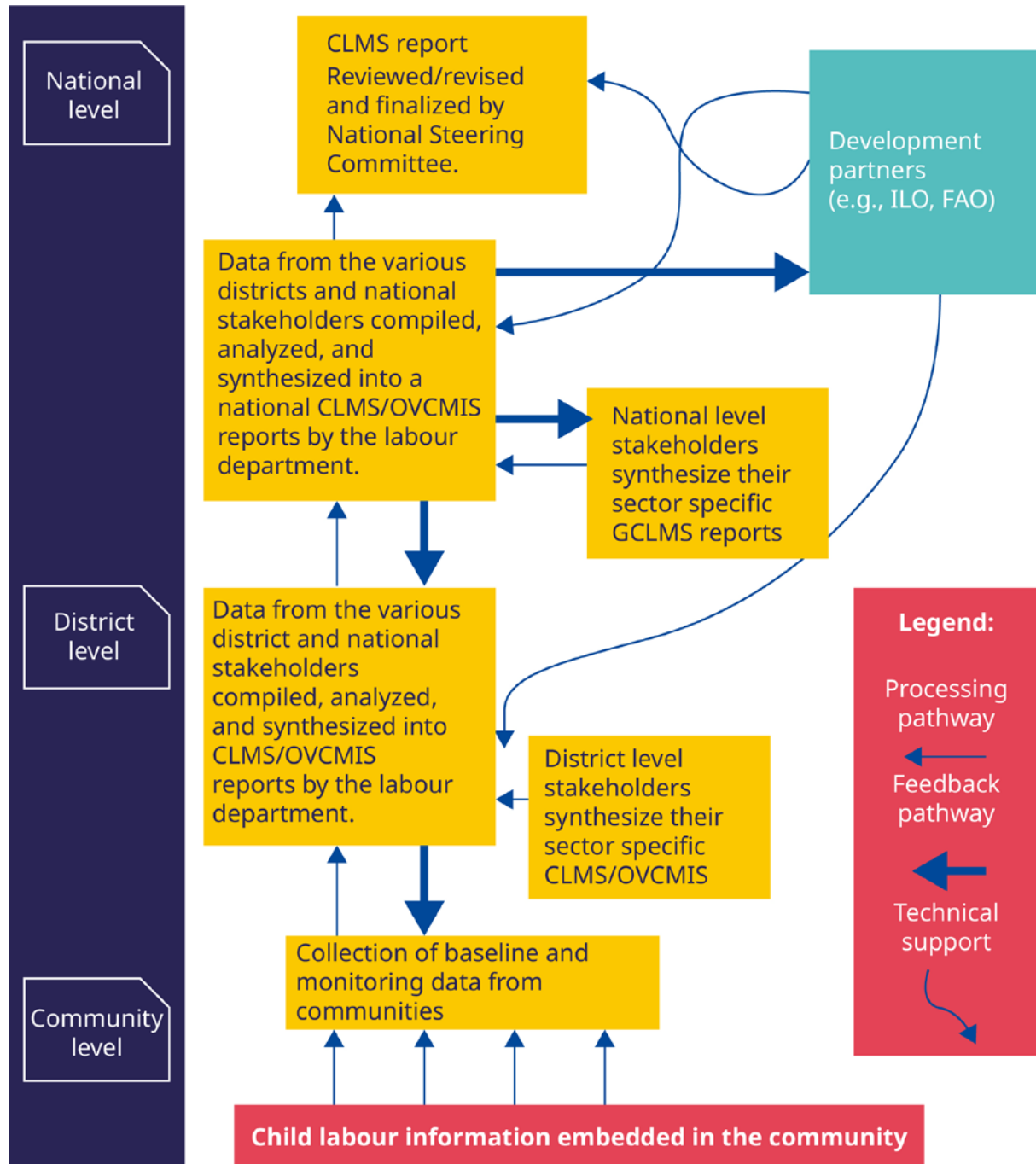


Annex 3. Proposed conceptual framework of CLM: Flow of information and policy



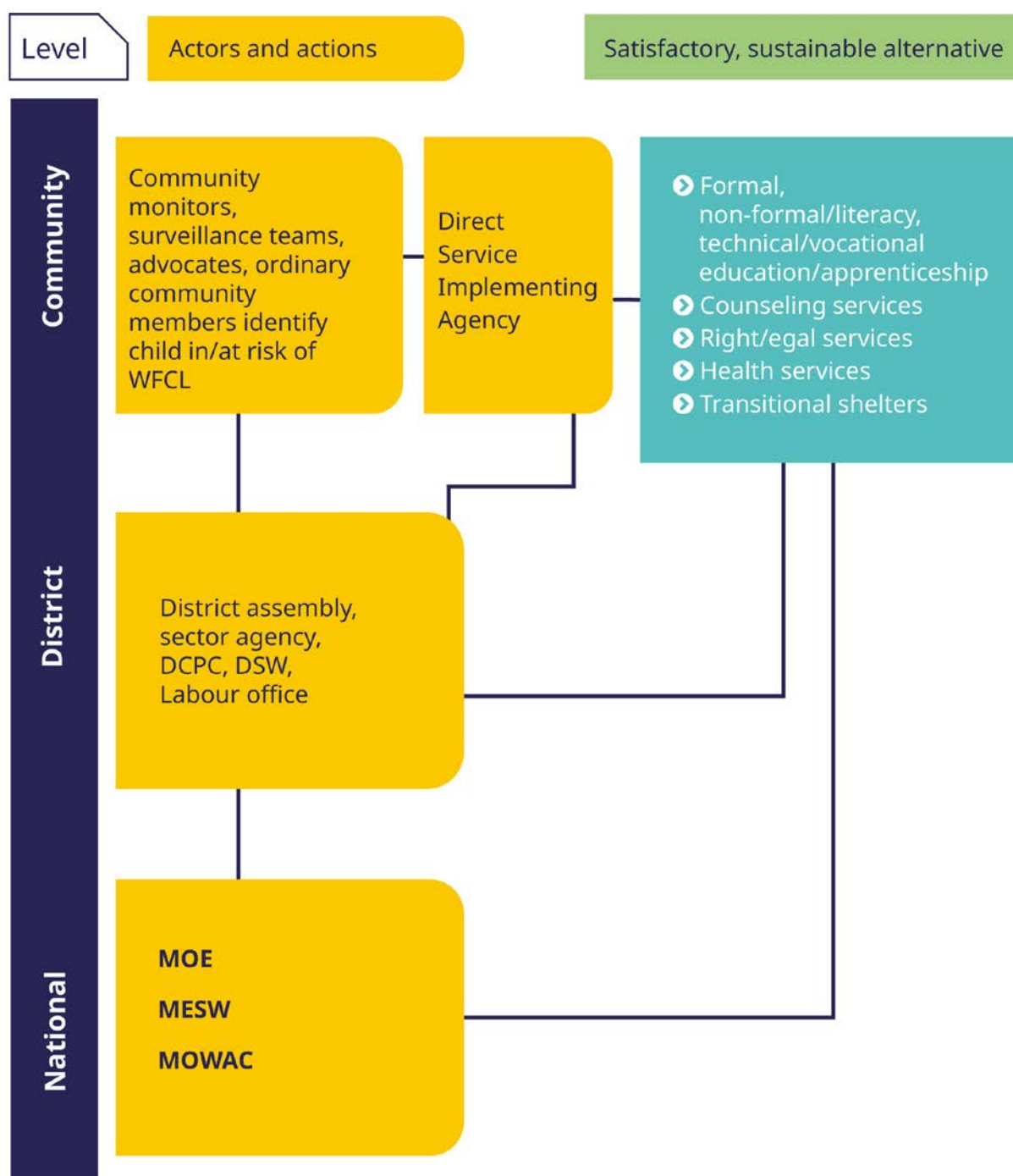


Annex 4. Proposed framework for data collection and processing pathway on child labour





Annex 5. Proposed referral system framework on child labour





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