



Evaluation Summaries

Supporting the Time-Bound Programme on the Worst Forms of Child Labour in Tanzania

Quick Facts

Country: Tanzania
Final Evaluation: August 2006
Mode of Evaluation: Independent
Technical Area: Child Labour
Evaluation Management: Evaluation section of ILO/IPEC
Data Collection Finalization Date: August 2006
Project Start: September 2001
Project End: August 2006
Project Code: URT/01/P50/USA
Donor: The United States Department of Labor (5,406,168 US\$)
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Background & Context

Summary of the project purpose, logic and structure

The project provided support to the development and implementation of the Tanzania national Time Bound Programme (TBP). A TBP is a strategic programme framework of tightly integrated and coordinated policies and programmes to prevent and eliminate a country's worst forms of child labour within a defined period of time.

Preparatory activities undertaken for the Tanzanian TBP date back to the May 2000 Washington Conference while the National Round Table in 2001 marked the start of this TBP, one of the first three TBPs in the world.

The objectives of the Tanzanian TBP is the elimination of the worst forms of child labour by the year 2010, with an initial focus on four priority sectors, namely commercial agriculture, mining, domestic service and prostitution, and to be expanded through replication and up scaling of policies and programmes, based upon demonstrated success.

The International Programme on the Elimination of Child Labour of the ILO (ILO/IPEC) has been providing assistance to the government and other social partners in Tanzania since 1994 in order to design and implement specific action programmes aimed at protection and elimination of child labour.

The ILO/IPEC Project of Support (S-TBP) focused on supporting the creation of an enabling environment conducive to the elimination of the worst forms of child labour and reducing the incidence of child labour through the development of a strategic programme framework and the implementation of targeted interventions aimed at highly vulnerable groups at the district level and targets 30,000 children up to the age of 18 years.

The approach of the S-TBP has been to initiate and support a process aimed at scaling up

interventions that combat the worst forms of child labour to cover the whole nation. The S-TBP therefore comprises of two project components. The outputs of the first project component are to contribute to an enabling environment for the elimination of the worst forms of child labour. Its major intervention areas are the creation of a knowledge base, the development of a strategic programme framework, awareness raising and advocacy, and the legal and policy framework.

The targeted interventions of the second component included the identification, withdrawal and rehabilitation of children in the worst forms of child labour as well as preventive measures for children at risk. The direct beneficiaries were some 30,000 children spread over four priority sectors in eleven districts that would be offered an alternative to child labour, such as transitional education or vocational training, while some of their families would be assisted to increase their incomes. The project approach included elements to build the capacity of local partners in district and community planning, mobilisation and monitoring

Present situation of project

The project is closed since August 2006. A second phase started in September 2006.

Purpose, scope and objectives of the evaluation

The evaluation focused on the S-TBP, its achievements and its contribution to the overall broad national efforts to achieve the elimination of WFCL and especially the overall national TBP framework.

The specific scope as a final project evaluation was the whole project, including all specific interventions in the form of Action Programmes implemented by local partners and other activities of the programme since its beginning. It focused on the project as a whole, the linkages and synergies between each component and how the project contributed to the national TBP approach and to the broader strategic areas and the issue of

child labour in the country, and how it linked to other ILO and ILO/IPEC activities

The evaluation emphasized assessment of key aspects of the programme, such as strategy, implementation, and achievement of objectives. It assessed effect and impact of the work done during the implementation, using particularly data collected on the indicators of achievement and used the associated impact assessment studies to provide detailed assessment of achieved and potential impact. The evaluation evaluated effectiveness, relevance, and elements of sustainability of the programme activities carried out.

In addition, the evaluation served to document potential good practices, lessons learned and models of interventions that were developed in the life cycle of this project. It served as an important information base for key stakeholders and decision-makers regarding any policy decisions for future subsequent activities in the country.

Methodology of evaluation

As this project was one of the first generation projects of support to TBPs, this final evaluation was done as an Expanded Final Evaluation (EFE) combining a target group impact assessment study with a final evaluation¹. An impact assessment tries to measure the direct impact on children and their families that directly benefited from targeted interventions by comparing their situation before and after the intervention for five major impact areas. As such it repeats elements of the baseline.

The evaluation team studied the provided documents where after the national consultant elaborated a background report focusing on the targeted interventions component. The team interviewed a selection of stakeholders, partners and implementers, using structured interviews and a national stakeholders' evaluation workshop at the end of the two-week fieldwork.

¹ The approach to EFE is still evolving in ILO/IPEC, particularly as to the optimum use of the target group impact assessment survey

Main Findings & Conclusions

This project provided support to one of the first national TBPs worldwide, and as such one could have expected that many more “challenges” would have been encountered. The support to this TBP has been truly a pilot project for ILO/IPEC, an initiative that has by now triggered other countries to embrace such support projects for their national TBPs.

Considerable changes have occurred that made the environment more conducive to the elimination of the worst forms of child labour and these can be considered the legacies of this S-TBP. The main legacy is of course the successful inclusion of child labour indicators in Tanzania’s MKUKUTA (national Poverty Reduction Strategy Paper process). This will ensure that budget resources can be made available for interventions to combat child labour. Other important legacies are the national child labour strategy that is part and parcel of the child development policy and the submission of the child rights bill to parliament. The list of hazardous child labour activities has been prepared and labour laws have been reformed and are now consistent with the ILO conventions 138 and 182. The Ministry of Labour, Employment and Youth Development (MLE&YD) stated that it is developing a national action plan to upscale interventions and in three “non-TBP-districts” some replications have been initiated.

Alliances have been built, especially in light of the MKUKUTA consultation process, resulting in the successful inclusion of child labour elimination targets. Institutions have been strengthened, most prominently the Child labour Unit (CLU) at the MLE&YD. The National Inter-Sectoral Coordination Committee (NISCC) has been established and is a broad representation of government and non government institutions. In “the eleven TBP districts” several legacies remain: child labour committees have been established at district level, other committees are operational at sub district levels, and child labour coordinators have been appointed at these

districts. There is increased awareness of child labour and there is anecdotic evidence of national ownership, having resulted in resource mobilisation at district level for targeted interventions.

A number of models have been developed and pilot tested such as a *district model* to strengthen local capacity and the work of child labour committees linked to local development committees and child labour monitoring and a *referral model* for identifying children and linking them with providers of education and vocational training. Further validation, documentation and implementation in some cases are required of these models before proceeding with replication and up-scaling.

ILO/IPEC through its S-TBP has contributed to most of these changes. For some changes and achievements the attribution is very clear, for other achievements the attribution is probable and sometimes only possibly. The success of this S-TBP in this respect depends to a large extent on the dynamic national consultative processes and the excellent ability of ILO/IPEC to analyse the changing context, create alliances and grasp opportunities. The successful inclusion of child labour monitoring in the MKUKUTA might also harbour its main risk: the fact that nobody in particular is responsible for monitoring child labour, enlarging the knowledge base and developing elimination strategies. The role of the NISCC and the CLU appear to be changing and the S-TBP might have to reconsider its strategies and alliances.

The influence of ILO/IPEC in the targeted interventions is of course much more direct. The implementing partners have identified a large number (more than the original target) of children that were either at risk or were active in the worst forms of child labour. Some 16,000 children were counselled and offered an alternative, often transitional basic education or vocational training.

The target number reached of children withdrawn and prevented suggest that in the target districts, given certain assumptions about age, population growth and overall

increase, the incidence of Worst Forms of Child Labour have been reduced by 45% by 2006 in the targeted districts, which is a halfway point for the target of 75% reduction by 2010 in the national TBP.

While there are certain methodological observations on the impact assessment survey including whether it is completely representative of the target group, some of the findings suggest that 80% of those covered by the impact assessment have completed primary school and that some 33% of the vocational training graduates have found employment. Some 87% indicated satisfaction with the training provided.

The main focus has been on achieving numerical targets and less attention has been paid to the qualitative aspects, including monitoring, analysing and documenting the lessons learned. The S-TBP has definitely played a catalytic role and its contribution to the elimination of the worst forms of child labour in the eleven districts is likely to be significant, yet the documentation thereof is weak.

Last but not least, it is obvious that a second phase is welcomed and that a second phase project of support (S-TBP2) can be justified in light of the above, but only under the condition that more attention is paid to learning, developing and focussing on interventions. These might be tested in the so called ‘TBP districts’ but should be replicable and applicable for all worst forms of child labour in all districts.

Recommendations & Lessons Learned

Main recommendations and follow-up:

1. Document and disseminate knowledge and experiences through seminars and workshops to stakeholders
 - Document the process of alliance building as a good practices document
2. Investigate the needs and possibilities to involve other ministries such as sectoral ministries and the ministry of planning and local government
 - Document the process, roles and results of the S-TBP with respect to the MKUKUTA as a good practices document
 - Analyse needs and develop a structured capacity building plan clearly defining needs and competences of the district coordinators
 - Investigate possibilities for decentralised Action Programmes (APs), including design and management
3. Consider the possibilities to form alliances with other stakeholders such as other civil society organisations, including those at sub-national level
 - That includes other partners and methods at various levels to raise awareness of the public
4. Reconsider the role of the NISCC and the CLU in relation to the inclusion of child labour in the MKUKUTA
 - Investigate the present views of the stakeholders on the role of the CLU with respect to the S-TBP and the TBP itself
5. Analyse the pros and cons of the district approach in light of the MKUKUTA monitoring and budgetary mechanisms and the needs for national replication
 - Make an inventory of the lessons learned and disseminate to other districts
6. Develop expertise on monitoring the incidence of the worst forms of child labour and measuring the impact of elimination strategies
7. Investigate the needs and possibilities to ensure that proper monitoring of the worst

forms of child labour is undertaken in light of the MKUKUTA and that the monitoring leads to interventions that can be undertaken by local and national governments

- Analyse needs and capacities of MKUKUTA implementers and investigate whether there is a need for capacity building with respect to child labour monitoring
8. Assess which activities should be undertaken to ensure enforcement of the new labour laws
 - Involve (train) police officials, magistrates and village elders with respect to the labour law.
 9. Assess the needs and possibilities to cushion the effects of the HIV/AIDS pandemic, notably for orphans that might be forced into child labour.
 10. Further analyse the preliminary results of the targeted interventions with respect to the intervention logic and the referral model, as detailed in the relevant chapters and including:
 - Analyse the causes and remedies for the unsatisfactory results of cohort II using the Complementary Basic Education in Tanzania (COBET) approach
 - Develop a mechanism to track COBET graduates in order to measure and learn
 - Discuss who and how a responsible organisation remains responsible 'at the end'
 - Define and ensure understanding of practical definitions for 'targeted children'
 - Investigate other forms of vocational training, such as inclusion of targeted children in regular Vocational Education Training Authority (VETA)

training programmes and apprenticeships

- Investigate linking graduates to providers of other services (e.g. finance)
 - Investigate what children have (or could have) been offered if not VETA or COBET
11. Assess the impact of the interventions that assisted the families to increase household incomes as well as means to reduce household expenses
 12. Further develop and test models in the TBP districts that are replicable and applicable to all districts within a short period and within the time frame of S-TBP2
 13. Seek and therefore test new models in the 'five new TBP districts' and don't replicate the models that have been tested and applied in the 'eleven TBP districts'
 14. Give high priority to a project monitoring system that is practical, cost efficient but also effective and suitable for testing, learning and documenting, which implies that such a system should enable future impact assessments
 15. Obtain an acceptable balance between the pressure to achieve numerical targets and the need to reflect in order to adjust and improve quality and influence policies
 16. Create an atmosphere within ILO/IPEC and among the partners that enables critical reviews and constructive criticism
 17. Investigate the possibilities to partner with a larger number of implementing partners, through a structured inventory and organisational scanning of possible candidates
 18. Analyse the pros and cons of designing direct targeting plans that are participatory, involving district based partners including local organisations and local governments

19. Investigate the opportunities to engage the ILO constituents for interventions other than withdrawal and reintegration, preferably those interventions that have an impact at national level.

Lessons learned and potential good practices:

A number potential good practices and lessons learned were identified in the following areas: complementary subjects in training material; use of awareness raising for identification of target groups; targeted and focused district based strategies; linking with local financial institutions; collaboration between organisations working in same area; target group focused comprehensive training packages; linking skills providers; use of existing educational programmes; training in pedagogical skills for master craftsmen; mainstreaming child labour in existing national education and training programmes; collaboration between UNICEF and ILO; mainstreaming of child labour into overall policy for children mobilises partners; strengthening local and district based media groups; efficiency of sustainable mechanisms of implementation within a national framework; use of national consultative process to improve planning and implementation; use of baselines including for measuring impact; capacity building of local institutions; linking provision of health services to elimination of child labour; complementary support to families to reinforce skills training; content and quality of education; complementary support to implementing agencies for action programmes; solid information base including targeted capacity assessment for targeted interventions; and capacity assessment to ensure integrated approach.

The evaluation emphasised the importance of reflection and learning for the TBP process and appreciated the willingness and ability of the national stakeholders to take a critical look at the TBP in constructive manner.