Evaluation Summaries

International Labour Office

Support to the development and implementation of time-bound measures against WFCL in Zambia

Quick Facts

Countries: *Zambia*

Final Evaluation: March 2010

Mode of Evaluation: *Independent*

Technical Area: *Child Labour*

Evaluation Management: *IPEC, CO-Lusaka*

Evaluation Team: *Joy Stephens, Mpala Nkonkomalimba, Robert Sanyikosa*

Project Start: *September 2006*

Project End: *January 2011*

Project Code: *ZAM/06/50/USA*

Donor: *United States Department of Labour (USDOL) (US$4,212,379)*

Keywords: Child Labour

Background & Context

Summary of the project purpose, logic and structure

ILO-IPEC Project of Support to the Time Bound Programme (TBP/SP) of Zambia commenced in September 2006 for a 42 month period and is funded by the United States Department of Labor (USDOL) through ILO-IPEC Geneva. Its key aim is to prepare the way for the development and implementation of a national Time Bound Programme for the Elimination of the Worst Forms of Child Labour (WFCL). It has worked through and with a wide range of partners including government departments, social partners (Employers and Workers), and NGOs. Its strategies include support to upstream policy-related activities and the main-streaming of child labour, as well as to downstream direct interventions with children. At the *meso* level it has supported the building of coordination structures and capacity, awareness raising and sensitization efforts, and fostered alliances of partners to fight WFCL.

This is an expanded final evaluation of the project by an independent team of consultants in accordance with ILO and USDOL requirements. It includes a sub-study examining structures and capacity building at *meso* level. The bulk of the information was gathered during an 18-day evaluation tour in March 2010, which included field visits to selected parts of Copperbelt, Luapula, and Central Provinces; as well as to government and partner offices in Lusaka. Methods employed include review of relevant documents and interviews with stakeholders including government officials, ILO-IPEC team, representatives of Employers and Workers, implementing partners (IPs), members of child labour committees at district and community level, cooperating school administrators, child beneficiaries and their families. Preliminary findings were presented at a Stakeholders Workshop in Lusaka on March 17th which was attended by representatives of all main stakeholders.

Purpose, scope and clients of the evaluation

The scope of the evaluation entailed assessing the overall performance of the program in fulfilling its objectives. The evaluation also includes detailed findings, conclusions, lessons learned and recommendations.

Methodology of evaluation

The evaluation was carried out by an independent team of consultants which included an international team leader and two national consultants, one of whom focused entirely on the

Sub-Study of the District Framework. The bulk of the information was gathered during in the period 1 -18 March 2010. This data collection period culminated in a Stakeholders' Workshop on 17th March in Lusaka at which a preliminary analysis of the key findings was presented for discussion and further feedback. Findings and reflections gathered during the workshop have been incorporated into this report.

Field trips to assess the Meso level framework and targeted interventions were made to centers in the Provinces of Copperbelt (Kitwe, Ndola, Mufulira Districts) and Luapula (Mansa, Samfya, and Lubwe), as well as a small sample in Central Province (Mkushi District) and Lusaka. The choice of these provinces was selected in consultation with the IPEC Project team. Copperbelt is a mining area and more urbanized; it has a high concentration of partners and activities for the Sub-Study. To complement this, the main evaluation team visited the very rural province of Luapula since this had not been visited during the Mid-Term Evaluation. It allowed the evaluation team to see the project activities covering a range of WFCL sectors and implementing partners, in both old and new target districts. Visiting two very different provinces widened the understanding of the evaluation team and strengthened the validity of the findings, although it is not, as such, a representative sample.

Meetings and discussions were held with nine Implementing and Lead partners based in these provinces, as well as a sample of DCLCs, CCLCs, and beneficiaries. Other methods included observations, in-depth interviews, focus group discussions, a short questionnaire, and a review of relevant documents. Key informants included ILO-IPEC team members, direct beneficiaries and their families, community leaders and members of the Community and District Child Labour Committees, government officials from the key Ministries (Labour; Child Development; Community Development; Education) representatives of the Police, Coordinators of implementing agencies, tripartite partners, NGOs and providers of other services at district level e.g. teachers, representatives of other stakeholder organizations.

Main Findings & Conclusions

The Project has very clearly fulfilled its overall development objective and has made a significant contribution through supporting the construction and strengthening of the TBP framework. While it has not achieved all its objectives and outputs, it has made impressive progress given the short implementation period of 42 months. The most significant achievement is the emergence of an independent TBP owned by the Government. Other strong area is building of capacity at *meso* level particularly at the NGO partnerships and the Community Child Labour Committees (CCLCs).

The broad design of the Project is very relevant to its goals, and its holistic approach combining interventions on several levels has been an excellent one. The Project is ambitious in its scope and it is impressive what has been achieved under the management and guidance of the small ILO-IPEC team. However, consistent follow-through has been weak in certain activities, and there is a sense that this is partly due to money having been spread too thinly and partly to the tight time-frame. However, the project has been largely effective in producing its outputs, and contributing to its objectives.

The Government of Zambia (GRZ) is undoubtedly better equipped to design, implement and monitor TBP/WFCL initiatives, though there are still gaps in this capacity. The Statutory Instrument on Hazardous Child Labour, and the Child Labour Policy are finally close to adoption, but the considerable delays have prevented their dissemination under this Project. This has impacted on efforts downstream, where they have been conscious of the lack of back-up from relevant policy and legislation. The formulation of a draft National Action Plan (NAP) through a participatory process involving the development of provincial action plans is a significant accomplishment.

The Child Labour National Steering Committee (NSC) is in the process of being re-formed, and strengthened through being integrated into the planning and monitoring systems of GRZ's National Development Plans, but progress on this has been slow and consequently coordination weak during the lifetime of the Project. Coordination between the four ministries most relevant to child labour has improved but could benefit by stronger collaboration and communication links. The Child Labour Unit of the Ministry of Labor and Social Security (MLSS Secretariat to the NSC) are very committed and capable but lack sufficient staff and resources.

With the support of the Project, MLSS/CLU has established 18 District Child Labour Committees (DCLCs). Those constituted as sub-committees under the District Development Coordination Committee are functioning better than others and it is recommended that this should be the model. The support of the District Commissioner has been identified as a key factor in their effectiveness, as well as the recruitment of members truly committed to the cause. Some DCLCs have already submitted proposals to MLSS for funding of child labour activities.

Members of the Project team have engaged in policy dialogue at national level and have seen child labour taken up as a key target to be pursued under the United Nations Development Assistance Framework. Social partners (Employers and Workers) have been supported to develop and disseminate child labour policies for their constituent members. The time-frame has been short for them to achieve all their desired outputs, and there is a need for follow-up.

The knowledge base has been increased through the inclusion of a child labour module in the 2005 and 2008 labour force surveys. Secondary analysis of this data has been carried out and a number of policy options outlined. Further cost-benefit analysis is being done through a sister project in order to come up with policy recommendations. Efforts to develop and pilot a Child Labour Monitoring System have been delayed and will be taken up by the same sister project.

In the education sector, the Project has supported the dissemination of SCREAM packs to teachers and the training of 3000 children as peer educators. Child labour has been mainstreamed into the training curricula of 14 colleges of higher education including teacher training colleges. The outputs have been achieved, but follow-up support is essential. Impact studies will be useful to see whether the SCREAM packs and training are being used and are effective. Recreation Centers for after-school activities and to prevent engagement in child labour have shown their potential. The Ministry of Youth, Sports and Child Development is supporting this initiative which is strongly recommended for scaling up. Sustained effort to seek sponsorship from the private sector is recommended. Overall, the education sector needs further strengthening in terms of quality and accessibility.

Strong progress has been made in building national capacity through partnering many NGOs. Implementing partners are committed and generally of high calibre. Several of them now have child labour as their core agenda. One of the most exciting impacts is the emergence of a Child Labour consortium. There are many issues needing advocacy, and future efforts should have a stronger advocacy focus. Partners are in need of specific training in this field and it is also recommended that they benefit from training on a ‘rights-based approach’, PRA tools, and Reflect methodology. Support to media and other awareness raising interventions have suffered somewhat from budget constraints and a delayed start. Greater effort is needed to build public awareness in the country as a whole. The engagement of the social partners could be stronger, and support and sponsorship from the private sector is needed to ensure the TBP meets its goals.

Models of direct support interventions have been implemented, and their good practices have been documented. Using lead partners to mentor less experienced partners has been useful and generally worked well. Problems have occurred where the distances between the cluster of partners has been very great or the timing of their activities has not coincided. Target numbers for child beneficiaries have been reached (3,000 children withdrawn; 7,000 prevented) and around 3500 care-givers out of 4000 targeted have been supported. Seventy three Community Child Labour Committees (CCLCs) have now been established covering all nine provinces of the country. This is proving a very effective strategy to address child labour at community level. The CCLCs are very committed and have worked tirelessly (with little or no financial reward) to raise awareness and to identify children for support. It is found they are stronger and more motivated where the NGO partner has made a deliberate point of empowering them through a more inclusive approach. Some reflection is going on as to ways to make the CCLCs sustainable.

Education support has brought about a dramatic rise in enrolment, resulting in the building of new classrooms or even new schools in the target areas. Children are undeniably happy at being enrolled in school and not sent to work. The challenge is to make the impact sustainable. Stakeholders are concerned that children will drop out when the education support is withdrawn at the termination of this Project. Strategies regarding sustainability have not evolved as hoped.

Vocational training for older children has proved expensive due to high costs of formal training institutes. The money budgeted was not sufficient for tool and materials so very few children have been able to start their own workshops or find employment. The opportunity cost while undergoing training has proved too high for some children and they have dropped out as a result.

In the entrepreneurship training of care-givers aimed at their economic empowerment the evaluation found that this activity has been more successful than previously thought. Money management was the most important lesson learned by beneficiaries. This has brought about a small but significant step in the right direction. However, these households are still a long way from achieving full self-reliance that allows them to pay their children's school fees and keep them out of child labour.

Recommendations & Lessons Learned

Main recommendations and follow-up

The outputs and achievements of this Project are quite considerable. The next challenge is to evolve stronger linkages to form a more coherent whole, and it is recommended that ILO-IPEC should seek funding for a follow-on project to support consolidation of the gains made under this one. The TBP should focus on creating closer ties and networking between stakeholders, and finding ways to foster greater trust and respect for the efforts and contribution of each.

The government should pursue the resourcing and implementation of the NAP with vigour. It is recommended that DCLCs be firmly integrated into district government structures under the DDCCs, and their links to CCLCs strengthened before scaling up. The identification of a suitable data management system for the CLMS and the development of indicators and collection methods in collaboration with inputs from CCLCs should also be prioritized.

Future efforts at downstream level should focus on developing intervention models that are more affordable and sustainable, and could be managed by a CCLC. Establishing an Education Support Fund for vulnerable children at every school, resourced by school-based income generation activities would help ensure on-going support for those in need. At the same time, economic empowerment of families needs to take precedence over support to individual children, and should include a strong emphasis on establishing savings and credit groups.

Finally, there needs to be a stronger engagement in advocacy by all the stakeholders, coupled with continued effort through media and sensitization campaigns to raise public and government awareness about the cost to the country in not addressing child labour. Social partners need to take a stronger lead in advocacy, and it is recommended that Employers maintain and strengthen their efforts to mobilize resources from the private sector to support interventions.

Important lessons learned

- Partnering many NGOs has helped to build national capacity
- The Lead Partner strategy is a good one but needs further refinement
- CCLCs are highly respected by the community
- Drama and radio are very effective media for awareness raising
- For most children, payment of schools fees and provision of uniform is sufficient motivation for them to enrol, but an inflexible model risks adverse impact on the most vulnerable
- Fixed target numbers can introduce conflicts into a community
- Impact must match expectations raised, and it takes time to achieve sustainable impact
- The opportunity cost of vocational training in formal institutes is too high for some children.
- Women are highly motivated to improve their livelihood. A very small amount of help goes a long way with them
- Lack of access to capital is a root cause of child labour
- The sequencing of activities is critical to success
- A bottom-up approach helps to build ownership