



Evaluation Summary



International
Labour
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Evaluation
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Support to National Action Plan to reduce Child Labour in Malawi – Final Evaluation

Quick Facts

Countries:	<i>Malawi</i>
Final Evaluation:	<i>03/2013</i>
Evaluation Mode:	<i>Independent</i>
Administrative Office:	<i>DWT/CO-Lusaka</i>
Technical Office:	<i>ILO/IPEC</i>
Evaluation Manager:	<i>ILO/IPEC/DED</i>
Evaluation Consultants:	<i>Stephen Tembo (Leader) & Janet Chidothi. [Sub-study by Bright Sibale]</i>
Project Code:	<i>MLW/09/50/USA</i>
Donor & Budget:	<i>USDOL (US\$ 2'757'621)</i>
Keywords:	<i>Child labour</i>

Background & Context

Over the past decade or so, the Government of Malawi (GoM) has demonstrated its commitment towards the fight against the Worst Forms of Child Labour (WFCL) by signing a number of International Labour Organization (ILO) protocols as well as the drafting of several policy and statutory instruments. Examples include: GoM ratified both the ILO's Worst Forms of Child Labour (WFCL) Convention (No.182) in 1999 and the Minimum Age Convention (No.138) in 1983. The drafting of the National Child Labour Policy (still in draft form) as well as the National Action Plan (NAP, April 2009) on the Elimination of the Worst Forms of Child Labour by 2016 are further evidence of the Government's continued commitment towards the fight against the WFCL. Before implementing the "project of Support to the National Action Plan to Combat Child Labour" in Malawi

(SNAP), the GoM had already implemented six child labour (CL) programmes.

The preparation of the National Action Plan (NAP) drew from extensive stakeholder consultation at various levels. This process was preceded by a detailed situation analysis that identified compelling evidence of the existence of high levels of CL in Malawi. This led to the identification of seven key areas which the NAP was to focus on. The 'Support to National Action Plan to Reduce Child Labour in Malawi' project (SNAP) was designed to contribute towards the operationalization of the NAP. It was launched on 30 September 2009 for a period of 39 months, up to 31 December 2012, and extended for three months up to March 2013. SNAP was funded by the United States Department of Labour (USDOL) at a cost of US\$ 2,757,621. The Project targeted four districts: Mulanje, Kasungu, Mzimba and Lilongwe.

Purpose, scope and clients of the evaluation

SNAP had three immediate objectives:

- i. By the end of the project, an enabling legislative and policy environment on the elimination of child labour (ECL) towards the global goal of elimination of the WFCL by 2016 was to be strengthened;
- ii. By the end of the project, existing models of intervention were to be replicated and new models of intervention to lay the foundations for establishing CL-free zones using an Integrated Area-Based Approach (IABA) in three districts, were to be developed and made available for replication; and
- iii. By the end of the project, the capacity of tripartite partners, key role players and stakeholders to implement the IABA to combat CL was to be built.

An Independent Expanded Final Evaluation was commissioned in February 2013 by the ILO based on the Terms of Reference (ToR) of November 2012 (Appendix 1). The evaluation had several purposes, including: (a) an assessment of the extent to which the project has achieved its stated objectives at outcome and impact level, (b) to identify the supporting factors and constraints that led to this achievement or lack of achievement, (c) identification of unintended changes, both positive and negative, in addition to the expected results, and (d) identification of the level of sustainability of the results of the project.

Methodology of evaluation

The approach and methodology of the main evaluation focused on primarily qualitative methods using various data collection tools including Focus Group Discussions (FGDs), Key Informant Interviews (KIIs) and Direct Observations. Scaled down quantitative methods were also used where the Review Team collected quantitative data on various variables from selected parts of the project.

The approach and methodology was largely three-phased: **Phase I** was concerned with desk review targeting key project documents as well as relevant country development strategies and policies and stretched from around mid to end January 2013. Documents reviewed included: the SNAP Programme Document, Baseline Survey Reports for Kasungu, Mulanje and Mzimba, the Mid-Term Independent Evaluation, the SNAP Sub-Study Evaluation Report and Technical Progress Reports (TPRs), among others. Literature review was punctuated by initial telephone interviews involving various stakeholders. Phase I culminated into an Inception Report (IR) which among other things presented the evaluation guide, generic key emerging issues from literature and the proposed work plan. The IR was produced towards the end of January, just before commencement of data collection.

Phase II targeted field level data collection from 4 to 21 February 2013. All the four SNAP project target districts were visited: Mulanje, Kasungu, Mzimba and Lilongwe. Extensive stakeholder consultations involving key stakeholder categories were undertaken at national level (see **Section 1.5** of the report for major stakeholder categories consulted) and **Appendix 6** (for a list of stakeholders consulted). Phase II ended with a stakeholder workshop on 21 February with a two-fold purpose: (i) present initial emerging evaluation findings, and based on

this, (ii) solicit stakeholder input with regards to corrections, gap-filling and verification of emerging findings. The last phase of the approach and methodology was **Phase III** which focused on data synthesis, interpretation and draft report writing.

Main Findings & Conclusions

Summary - realization of SNAP Objectives

Objective	Overview of the Extent to which the Objective has been Realized
1. By the end of the project, an enabling legislative and policy environment on the ECL towards the global goal of elimination of the WFCL by 2016 was to be strengthened	- The most significant policy and legislative developments that SNAP contributed to were: adoption of the NAP in 2010 and the gazetting of the List of Hazardous Child Labour in 2012. Other very significant policy developments were the strong emphasis on the ECL in the Malawi Growth and Development Strategy (MGDS II-2011 to 2016) and the development of district-level bylaws dealing with CL in all four of the project target districts. ONE-UN has incorporated child protection, including CL into the UN Development Assistance Framework (UNDAF) for 2012-2017. The UNDAF was finalized and was thereafter expected to be launched and aligned with the MGDS II as a platform for resource mobilization. - A significant constraint in the development of policy was the lack of official endorsement to the Child Labour Policy (CLP) which remained in draft form throughout the project. SNAP was also active in advocating for inclusion of CL issues in the Tobacco Tenancy Bill but this also remained in draft form. - There were three indicators relating to objective one from the project document Logical Framework. Their performance was as follows: First, SNAP had developed 3 major strategies for resource mobilization; second, the number of successful prosecution cases in the target areas was not reported on, and third, 4 major policies and development frameworks had CL issues streamlined into them by the end of the project.
2. By the end of the project, existing models of intervention were to be replicated and new models of	Among the models used by SNAP, 6 were prominent: Complimentary Basic Education (CBE), Income-Generating Activities; Community Infrastructure Project (CIP), Communities as Centres of Service Delivery, Integrated Area-Based Approach (IABA) and Community Based Child Labour Monitoring System (CB-CLMS).

Objective	Overview of the Extent to which the Objective has been Realized	Objective	Overview of the Extent to which the Objective has been Realized
intervention to lay the foundations for establishing CL-free zones using an Integrated Area-Based Approach (IABA) in three districts were to be developed and made available for replication.	- The above models have shown evidence towards their contribution to the creation of Child Labour-Free Zones (CLFZs) and strengthening of the Integrated Area-Based Approach (IABA). Two models, i.e. CBE and Communities as Centres of Service Delivery particularly have led the way in this regard. Community Child Labour Committees (CCLCs) and Traditional Authorities (TAs) in their respective areas through the facilitation of District Child Labour Committees (DCLCs) have coordinated and collaborated in identifying children involved in CL, withdrawing and placing them in school and Multi-purpose Training Centres. - The small areas targeted for IABA remain a challenge. For instance, out of a total of 60 TAs in the 4 districts supported with SNAP activities, only 7 TAs were targeted. It's not the whole TA that would be targeted but a few Group Village Heads (GVHs). There was a total of 117 GVHs in the 4 districts out of which only 17 were targeted for SNAP activities. - There was no evidence that SNAP made a deliberate effort to document and disseminate lessons, experiences and good practices from pilot projects/models. However, plans were in place at the time of EFE to document good practices and to prepare a video documentary and slide show on the good practices to be used as a tool for resource mobilization and knowledge sharing. - Objective 2 had 12 indicators that were tracked. More than two thirds of these performed above average. SNAP realized 100% target and more in several indicators including: a) Traditional leaders in the targeted areas that will have begun to implement activities to change negative cultural practice, (b) Number of children withdrawn from CL and provided with relevant education (both formal and informal) and other social services in the targeted area, and (c) Children prevented from WFCL.	capacity to implement the IABA to combat CL was to be built.	were all capacity built to implement IABA and were each reasonably engaged in SNAP implementation. The partners had begun to show evidence of the impact of capacity-building efforts received. For instance, the organization of the CL conference in 2012 by the Child Labour Unit (CLU). The Malawi Congress of Trade Unions (MCTUs) had several outputs, including: (a) Mobilized law enforcement agencies in 3 out of 4 SNAP target districts, (b) Trained 4 master trainers within the Union as resource persons to sensitize the affiliate unions on CL issues based on the revised manual, and (c) Established and oriented 8 Health Occupational and Safety Committees, 4 in Lilongwe and another 4 in Mulanje. - The Employers' Consultative Association of Malawi (ECAM) was not closely involved in the project and consequently it did not benefit much from the project's capacity-building work. This was primarily on account of ECAM's lack of full appreciation of its role in SNAP. - Objective three had 3 indicators which were all tracked. According to the information available at the time of the EFE mission, IGAs had 73% achievement level out of the targeted 900. The achievement level would have been higher, had the IGAs been started in good time. It is not possible to comment on the quality of the achievement of agriculture IGAs due to the limited timeframe. Business IGAs show good results. Regarding the indicator on targeted TAs showing positive awareness about child trafficking, 7 TAs had become functional and made aware of issues of child trafficking. Lastly the indicator regarding DCLCs' increased awareness in the referral role for CL issues performed well as all the 4 DCLCs showed this increased performance.
3. By the end of the project, tripartite partners', key role players' and stakeholders'	- Evidence in increased understanding of the IABA model at district and community level, towards CLFZ creation using the IABA procedures and methods, was noted in all districts. - Tripartite partners (government, employers' and workers' organizations)		

Relevance

SNAP was highly relevant to various development frameworks and programmes of Malawi, including Malawi Growth and Development Strategy (MGDS II), Child Labour National Action Plan for Malawi (2010-2016) and Employment Act (CAP.55.02) – prohibition of hazardous work for children, order, 2012. The Project was relevant to beneficiaries of various categories at various levels (national, district and community) many of whom benefited from it in different ways. Lastly, the Integrated Area-Based Approach (IABA) model has various advantages,

including dealing with CL from several angles such as: Work place or labour based, Rights based and, Decent Work, all aimed at creating Child Labour-Free Zones (CLFZ).

Sustainability

SNAP did address a number of areas that would promote sustainability of its results. These include the strengthening and creation of institutional structures at various levels such as the National Steering Committee (NSC), DCLC, CCLC and TAs. The Community Infrastructure Programme (CIP) once fully operational will go a long way in contributing towards the sustainability of SNAP-supported activities at community level. CIP aims at empowering communities with important infrastructure that would contribute towards the generation of resources at that level towards the fight against CL. Mainstreaming CL into development strategies is expected to facilitate resource mobilization for the fight against CL at a strategic level. Capacity building was an important area of emphasis by SNAP throughout its life. This promoted transfer of skills, expertise and knowledge to different stakeholder categories at various levels needed to continue the fight against CL beyond the project life. The Direct Beneficiary Monitoring and Reporting (DBMR) system was in use by the implementing partners, some of whom were beginning to incorporate it in their own reporting systems.

Community based CLMS

Community based Child Labour Monitoring Systems (CB-CLMS) have an important advantage over the conventional monitoring systems given its bottom-up approach. It facilitates a continuous monitoring of CL issues by the community where it matters most, including homes, schools and work places. Participation by the community in CL monitoring at this level promotes ownership and is expected to eventually lead to sustainability of CL monitoring due to its empowering effect.

Major Conclusions

SNAP has established a good foundation towards the fight against CL through contributing to the operationalization of NAP. In the short term, there is a strong need to consolidate these gains. Various institutions that are relevant and appropriate to specific gains achieved by SNAP need to include these in their respective work plans and budgets.

However, a number of concerns still remain that would need more attention. These relate to greater partner involvement within the UN, further promotion of public-private partnerships in the fight against CL in Malawi, and greater government involvement and pro-activity in accelerating supporting legislation critical to the creation of an enabling environment for an effective fight against the WFCL.

Recommendations

1. ILO, USDOL and other partners should discuss options for a no-cost extension to the SNAP to enable it to compensate for time lost at the beginning and run its full course of 46-50 months as outlined in the PRODOC. This will provide more opportunity for IABA to take root and sustain gains achieved. Any decision about extending the project beyond this period should be contingent on effective operationalization of the CLU and CLMS. In the meantime, resources should be marshalled through additional partners to extend IABA to the lakeshore districts to reduce risk of displacement of CL to the fishing or growing tourism sector.
2. IPEC/SNAP should revise the work plan for the remainder of the project to reduce the number of new trainings planned in favour of monitoring and refresher training of capacity building already invested, with priority to strengthening the CLMS and upgrading the CLU to function as an effective focal point for coordinating initiatives across sectors to eliminate child labour.

Enhancing the Enabling Environment

1. ILO/IPEC, UN and host government tripartite partners must make a more conscientious effort to overcome the disconnection of HIV/AIDS, reproductive health, including family planning, and gender equity with interventions to reduce CL. This will require improving coordination and collaboration with the Ministries of Labour, Health, Gender and Youth, and NGOs engaged in the different areas.
2. The SNAP Project should continue advocating with the Ministry of Labour to expedite the needs assessment required to upgrade the CLU into a fully-staffed Department budgeted within the Ministry.
3. The Ministry of Labour should designate and budget for a focal point within the CLU responsible for liaising across sectors on all matters relevant to reducing CL.

4. The Government of Malawi together with ILO tripartite partners must ensure that technical and financial resources are put in place for establishing and maintaining a CLMS that meets international standards for certifying supply chains to be CL free, and that the country is able to meet these standards and achieve the status of a CL-free country.

5. The SNAP Project should support the Ministry of Labour and other CL stakeholders to bring on board to the CLMS ALL projects operating in Malawi that generate data on CL, regardless of whether this is their central focus. This would require stakeholder consensus to define specific indicators for all sectors to incorporate into their planning and reporting.

6. ILO/IPEC together with national and international tripartite partners and other relevant parties should continue to lobby and advocate for the long overdue passage of pending legislation and policy in Malawi critical to reducing CL. This, includes upgrading the status of the Malawi Union for the Informal Sector (MUFIS) so that it can engage in collective bargaining on behalf of its members, standardizing age definitions for children, instituting compulsory education (ideally up the minimum working age), and translating policy instruments legislating support to Orphans and Vulnerable Children (OVCs) into specific budget lines to support their education.

7. The SNAP Project should more actively facilitate stakeholders on both NSCs concerned with CL/Child Protection (most are the same anyway) to consolidate the two committees into one, jointly responsible for child protection AND CL (or vice versa), and advocate for all NSC members to include support for the committee in their sector plans. This would require developing appropriate normative guidelines and resourcing strategies to ensure that the NSC operates collectively rather than competitively. The ToR for the combined NSC should stipulate shared or alternating responsibility for chairing the committee among key stakeholders.

Promoting IABA

1. Revise the project strategy and budget as necessary to support those few students withdrawn or prevented from CL who qualify for secondary school, as well as displaced working children who wish to return to their district of origin for educational mainstreaming or skills training.

2. MCTU and other tripartite partners should explore options based on the Islamic Zakat or Christian tithing custom of giving a fixed portion of one's wealth to charity to extend efforts to organize domestic workers and the informal sector, and to create scholarship

funds for high-performing children withdrawn or prevented from CL to pursue further education, vocational or leadership training.

3. SNAP and the Action Programme Implementing Partners should expedite implementation of IGA activities for vulnerable households identified to date, and for the remainder of the SNAP project (as well as for subsequent initiatives of this nature), initiate household IGA activities and community gardens by providing locally-appropriate inputs (such as seeds, chickens, crafts or skills training, etc.) or coordinating with supplementary food distribution or school feeding programmes (if available) concurrently with removal of children from CL.

4. SNAP and the Action Programme Implementing Partners should weigh the effectiveness of providing uniforms to children attending schools where they are not mandatory against other options for encouraging school attendance, such as providing other essential school supplies (including means to facilitate students to study at home), supporting improvements to the classroom environment or building teacher capacity.

5. ILO/IPEC should capitalize more on the technical resources available through other ILO projects in Malawi to support the Action Programmes, particularly in the areas of occupational health and safety, worker rights and HIV/AIDS.

6. AP implementing partners (as well as tripartite partners) should leverage the resources that may be available through their respective boards and community networks to address the paucity of role models and mentors for skills training and enterprise development at the community level.

7. SNAP and AP Implementing partners should reach out to the Technical, Entrepreneurial and Vocational Education and Training Authority (TEVETA) for quality control of skills training, including establishing a standardized certification for students upon successful completion of project-supported skills training or CBE.

8. ILO/IPEC should solicit UNICEF and other UN partners to enhance collaboration through better capitalization of independent as well as joint situation analysis, convergence of services in SNAP/IABA target areas, coordination of project handovers and follow-on activities and participation in partner events.

9. CCLCs (and DCLCs when feasible) should include male and female representation children withdrawn or prevented from CL and adjust the meeting schedule if necessary to enable children to attend without foregoing project-supported school or skills-training activities.

10. CCLCs especially, but also DCLCs, that currently have predominantly male membership should collaborate with the community on support strategies that encourage and enable increased participation and representation from women, particularly from female-headed households where children tend to be most vulnerable to CL.

Improving Institutional Capacity to Implement IABA

1. IPEC Malawi should encourage stakeholders at the national level, particularly within the Ministry of Labour, and UN partners to accompany SNAP monitoring visits to the field to enhance understanding of the situation on the ground and the flow of relevant information upstream and downstream, and to enhance impetus for coordination and collaboration.

2. The Government of Malawi, ILO and USDOL should explore opportunities available through the Malawi diaspora (and others) for short-term technical assistance and leadership inputs to strengthen national efforts to fight CL. For example, secondment of academics to build up the capacity of higher education institutions in statistics, demography, economics and research methods, and liaising with the US Embassy to capitalize on the expertise of Fulbright or other scholars resident in Malawi.

3. ILO/IPEC should bring on board advocacy partners such as civil rights NGOs to advocate for more proactive government commitment and hold it accountable on CL policy issues.

4. The SNAP Project should liaise with the relevant players responsible for drafting Malawi's Occupational Safety and Health (OSH) guidelines to ensure that CL concerns are duly highlighted through mutual exchange of information and technical training.

Important lessons learned:

- Multi-stakeholder ownership and collaboration are critical for mobilizing broad-based constituencies to fight CL;
- Offering a safe space for recreational activities creates a fertile environment for community building and raising awareness about CL issues;
- Effecting lasting behaviour change across political and social sectors, especially when major economic interests are at stake, takes time;

- Imported models of volunteerism introduced in the face of economic adversity or that run counter to local behaviour.

Good Practices

- Leveraging the legacy, models and learning materials developed through previous IPEC and other partner interventions aligned with government initiatives to withdraw and prevent children from CL through education and skills training, specifically bridging classes for children withdrawn from CL to enable them to catch up with other students and facilitate mainstreaming, skills training options for older children and IGA for vulnerable households;
- Strong IPEC-Malawi oversight, technical assistance and monitoring since 2010, and close collaboration between SNAP and the CLU, have enabled the project to make up for lost time (at least until recently);
- Applying an Integrated Area-Based instead of Sector Approach to create Child Labour-Free Zones to reduce displacement of CL from one sector to another;
- Imbuing an understanding at the community level that CL IS a problem and marshalling community ownership of interventions to reduce it;
- Collaboration with tripartite partners to raise the profile of fighting CL and framing it within the broader context of the Decent Work Country Programme;
- International pressure on the big tobacco companies operating in Malawi and private sector participation in reducing CL are spurring positive changes in the enabling environment.