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International Labour Office

IPEC Evaluation

Supporting the National Plan of Action for the Elimination of the Worst Forms of Child Labour in Kenya

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NOTE ON THE EVALUATION PROCESS AND REPORT

This independent evaluation was managed by ILO-IPEC's Design, Evaluation and Documentation Section (DED) following a consultative and participatory approach. DED has ensured that all major stakeholders were consulted and informed throughout the evaluation and that the evaluation was carried out to highest degree of credibility and independence and in line with established evaluation standards.

The evaluation was carried out by a team of external consultants[1]. The field mission took place in March 2009. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

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Acronyms

AAC	Area Advisory Council
ACRWC	African Charter on the Rights and Welfare of the Child
AIDS	Acquired Immune Deficiency Syndrome
ANPPCAN	African Network for the Prevention and Protection against Child Abuse and Neglect
AP	Action Programmes
CBOs	Community Based Organizations
CDF	Constituency Development Fund
CL	Child Labour
CLCs	Child Labour Committees
CLD	Child Labour Division
CLM	Child Labour Monitoring
CLMS	Child Labour Monitoring System
COTU	Central Organisation of Trade Unions
CRC	Convention on the Rights of the Children
CSEC	Commerical Sexual Exploitation of Children
CTA	Chief Technical Advisor
DBMR	Direct Beneficiary Monitoring and Reporting
DCLCs	District Child Labour Committees
DDC	District Development Committee
DED	Design, Evaluation and Documentation
DIP	Detailed Implementation Plans
EFA	Education For All
ERS	Economic Recovery Strategy
EU	European Union
FBOs	Faith Based Organizations
FKE	Federation of Kenya Employers
GDP	Gross Domestic Product
GER	Gross Enrolment Rate
GOK	Government of Kenya
GTZ	German Technical Cooperation
HIV	Human Immune Virus
IEC	Information, Education and Communication (materials)
IGAs	Income Generating Activities
ILO	International Labour Organization
ILO/IPEC	International Labour Organization/ International Programme on the Elimination of Child Labour
IMCC	National Inter-Ministerial Coordination Committee
IP	Implementing Partners
IPEC	International Programme on the Elimination of Child Labour
KAP	Knowledge, Attitude and Practice Study
KESSP	Kenya Education Sector Support Programme
KIHBS	Kenya Integrated Household Budget Survey
KIE	Kenya Institute of Education

KNBS	Kenya National Bureau of Statistics
LCLC's	Local/Locational Child Labour Committees
LLs	Lessons Learned
MDG	Millennium Development Goal
MGCSD	Ministry of Gender, Children, and Social Development
M&E	Monitoring and Evaluation
MOE	Ministry of Education
MOEST	Ministry of Education, Science and Technology
MoL	Ministry of Labour
MoL& RD	Ministry of Labour and Human Resources Development
MTE	Mid Term Evaluation
NACC	National AIDS Control Council
NCLC	National Child Labour Council
NCCS	National Council of Children's Services
NDB	National Data Base
NEPAD	New Economic Partnerships for Africa Development
NER	Net Enrolment Rate
NGO	Non Governmental Organization
NICC	National Inter Ministerial Coordination Committee
NFE	Non-Formal Education
NIMCC	National Inter-Ministerial Coordination Committee
NPA	National Plan of Action
NSC	National Steering Committee
OVC	Orphans and Vulnerable Children
PoS	Project of Support
PRSP	Poverty Reduction Strategy Programme
SCREAM	"Supporting Children's Rights through Education, Art, and the Media"
TBP	Time Bound Programme
ToRs	Terms of Reference
TIVET	Technical Industrial Vocational Education and Training
TIVET	Technical Institute for Vocational Education and Training
UNICEF	United Nations Children's Fund
USDOL	United States Department of Labor
WFCL	Worst Forms of Child Labour
WFP	World Food Programme

Executive Summary

This report presents the findings of the Expanded Final Evaluation of the ILO/IPEC Project of Support to the Time Bound Programme (TBP/PoS) in Kenya. Kenya has a National Plan of Action which represents a comprehensive framework for the implementation of the Convention 182, which Kenya ratified in 2001. Between 2004-2009 the US Department of Labor provided $5 million for the International Labour Organization's International Programme on the Elimination of Child Labour (ILO/IPEC) to provide technical assistance to the Government of Kenya in support of the National Plan of Action (NPA) for the elimination of the worst forms of child labour.

At the time of the 1998/99 Integrated Labour Force Survey (ILFS) an estimated 1.3 million children were engaged in child labour in Kenya. The 2004 Kenya Integrated Household Budget Survey found just over half that number in child labour, largely due to the introduction of free primary education and a number of years of positive economic growth in the country. The National Plan of Action, 2008 cites a range of causal factors for child labour including poverty, parents' literacy, displacement, family disintegration, HIV/AIDS, neglect, cultural attitudes towards the girl child, the fraying of the traditional safety net.

The PoS provided resources and technical assistance to upstream aspects—strengthening the enabling environment—and a downstream element—stimulating direct action to get children out of the worst forms of child labour and strengthening the government, NGO and community safety nets to protect and rescue children into the future. The programme was implemented in 10 districts and 5 towns; a total of 19 Implementing Partners (IPs) carried out some 24 Action Programmes and research. (See a list of the IPs in the Annex section)

The project exceeded targets for preventing, withdrawing children from child labour and placing children in school or vocational training (over 25,000 children in all). Some individual families benefited from income-generating interventions. Awareness raising permeated the programme and is probably one of the most successful aspects of it. Child labour was mainstreamed into teacher training curricula and many schools were engaged in the programme.

Broader and arguably more important achievements in terms of sustainability and scale were hindered by some significant flaws in the design and implementation of the programme.

1. **Sequencing.** Many of the downstream implementation activities were launched ahead of a focus on the policy environment. This was built into the design of the programme and driven by the demands on a small staff to juggle a large number of Action Programmes in order to meet targets. While the ILO/IPEC team ensured that child labour was appropriately included in the several relevant policies that were passed during the period of the PoS, the Child Labour Policy languished leaving downstream activities without an important frame of reference.

2. **Partnership.** Related to this, and despite commitments in the National Plan of Action (draft, 2004; final 2008) and the project document to a cost share from the GoK, and strong recommendations from the Mid Term Evaluation, the Department of Child Labour in the Ministry of Labour was under resourced, under supported, and demonstrated weak leadership at the national level. MoL Permanent Secretaries changed four times over the life of the PoS.

3. **Ownership.** The architecture of the project may have inadvertently undermined ownership and capacity building of the very national, district and local level multi-stakeholder structures it intended to strengthen. The Inter-ministerial Coordinating Council never met. The National Steering Committee—a critical multi stakeholder decision-making body—met only twice in a 4+ year period. ILO/IPEC sub contracted to NGO partners who were then better resourced than

District Child Labour Committees, putting them in a much stronger decision-making position. DCLC's suffer not only from lack of resources, but significant turnover and uneven mandates from the ministries to which the members report. Local Child Labour Committees were typically created by the project and dependent on volunteers.

4. **Data.** The Child Labour Monitoring System—a cornerstone of the TBP—never got off the ground due to a late start, an unfocused strategy, and lack of expertise on the team. Although Immediate Objective 4 calls for "model" downstream activities, the absence of an M&E framework resulted in little more than anecdotal evidence to validate "good practices", falling short of a scalable model or series of models to inform national programming to address some of the complex child labour issues in various sectors. A number of rapid assessments were produced, but were not well designed or presented and the data was underutilized. The only impact data available to this evaluation was a KAP study which repeated an earlier "baseline" collected less than two years earlier.

5. **Planning.** While the Project document is clear about the respective roles and responsibilities of the key partners in this programme, the design process may have taken for granted the commitment of the MoL and the challenges that ultimately faced each partner and hindered full achievement of the meeting in particular the upstream objectives.

Based on these findings, key recommendations include:

1. MoL should be compelled to finalize the National Child Labour Policy as a matter of urgency.

2. In a future PoS, prioritize the legal framework, including broad awareness raising before engaging in downstream roll out of child labour action programmes and further attention on enforcement.

3. If the MoL is the GoK lead on child labour, it needs to have adequate staff, ministerial support and authority to provide oversight and coordination of child labour activities in the country.

4. Empower DCLC's with the mandate, skills, and resources to allow them to coordinate, monitor and provide oversight on all child labour activities in their district.

5. Revisit the expectations on LCLC members and build in appropriate forms of remuneration and recognition.

6. Long term initiatives that address fundamental issues—like poverty and abuse—require systemic and sustainable solutions. The NSC and DCLC's should be encouraged to create links with agencies and programmes that can leverage consistent access to expertise. Such programmes include school feeding programmes, income generating programmes for vulnerable families, cash transfers for orphans and vulnerable families, secondary school bursary support, and psychosocial rehabilitation for children who have been abused on a long-term basis.

7. Safety net support for families that need welfare assistance (because there are no family members who are of legal working age who are able to provide for the family) should be distinguished from programming designed to boost employment or income generating options, for instance through skills training and/or IGA interventions.

8. Short, targeted programmes should be designed to *validate* scalable strategies not just achieve project-cycle targets.

9. A Child Labour Monitoring System remains an important cornerstone of the realization of a national programme. Three national databases offer opportunities to mainstream child labour monitoring.

10. In a future programme, ensure greater focus (and an evidence base) for strong strategies on children in commercial sexual exploitation (CSEC) and in the informal sector more broadly. These efforts should include psychosocial support.

11. Equip the Kenya Police force to carry out appropriate enforcement through in service training, mainstreaming into training curricula and participation on DCLC's.

I. Introduction and background

This report presents the findings and recommendations of the final, independent evaluation of the Project of Support carried out by the International Labour Organization's International Programme on the Elimination of Child Labour (ILO/IPEC) to the Government of Kenya for the Time Bound Programme against the Worst Form of Child Labour (TBP/POS).

The report is divided into three main sections. This section provides background on the context, the project and the evaluation methodology. Section II considers key design and partnership issues that emerged from the evaluation. Section III picks up many of the themes in Section II by taking an in-depth look at whether and how the project met its objectives. A final section looks briefly at the administration of the project. Annexes provide more information on resource allocation, individuals met in the context of the evaluation, the evaluation instrument and the Terms of Reference, which guided this evaluation.

Broad lessons learned from this evaluation have been noted in the document (**LESSON LEARNED**). Notations as to which of the three partners (**GoK, USDOL**, and/or **ILO/IPEC**) might take specific recommendations forward have also been noted.

A. The Kenyan context

Kenya is party to many of the international covenants that support the rights of children and achievement of the Millennium Development Goals. Kenya ratified ILO Convention 138 on 9th April, 1979 and Convention 182 on 7th May 2001. Ratification of Convention 182 requires that countries develop comprehensive and integrated time bound measures to combat child labour, especially elimination of its worst forms.

ILO support to achievement of these commitments has been consistent since that time including:

- ***Kenya Country Programme (1992-2002)*** – focus on creating the legislative and legal framework on child labour, creating national awareness of the WFCL, and taking direct action in various communities.
- ***Commercial Agriculture Programme (2002-March 2005)(ComAgri)*** – focus on the elimination of child labour in coffee, tea, and sugar sub-sectors (part of a regional programme).
- ***Capacity Building Programme (2003-2006)*** – focus on strengthening institutional, organizational and technical capacities to carry forward the agenda of eliminating the WFCL (part of a regional programme).
- ***Skills Training Programme (2005-2007)*** – focus on skills training strategies for children to combat the WFCL in the urban informal sector.
- ***Education and Training Programme/Including the Excluded (1999-2006)*** – focus on combating child labour through education (part of a global programme).
- ***Child Domestic Work (2002-2004)*** (part of a global programme).
- ***Project of Support to TBP (2005-2009)*** – focus on support to the Time Bound Programme (TBP) National Plan of Action (NPA) on the elimination of the WFCL (current project).

Source: Mid Term Evaluation, 2007

The United States Department of Labor provided support to the ILO/IPEC for the Commercial Agriculture Project, the Anglophone Africa Capacity Building programme as well as the Project of Support to the Time Bound Programme.

At the time of the 1998/99 Integrated Labour Force Survey (ILFS) there were an estimated 1.9 million working children[2] aged 5 to 17 in Kenya, representing 17.4% of all children in the country, and 14.4% of the country's total working population. Out of these, 1.3 million children were thought to be engaged in child labour according to ILO definitions. Ninety percent of children in child labour were based in rural Kenya (KIHBS, 2005).

Child Labour dropped to an estimated 773,697 in 2004 according to the Kenya Integrated Household Budget Survey. This dramatic drop is widely attributed to the introduction of Free Primary Education in 2003, and possibly to improvements in the economy (GDP growth in 1998/99 was 1.8% and 6.1% in 2005/06). Free Primary Education changed the equation for many parents for whom educating their children was previously out of their financial reach. Gross enrollment rates in primary school rose from 88% before the introduction of FPE to 106% in 2006. A by-product of this is that the age of children in child labour is now relatively higher with an estimated 54% of children in child labour aged 15-17 (vs. 30% in the 98/99 ILFS).

Over forty percent of children age 10-18 interviewed in the repeat KAP (R-KAP) study said they engaged in casual work for pay before or after school or over weekends—up from 1% who said the same thing in 2007. While this does not mean that all of these respondents are engaged in child labour per se, it does point to the possibility that the number of children engaged in remunerative activity is on the rise and that these national surveys may under report the true extent of child labour in the country.

> *The post election clashes and the shortage of basic needs particularly food currently facing the country have negatively affected the gains that had been made in the fight against child labour. Many more children today have to work as a matter of necessity. Many others have been orphaned or separated from their parents due to clashes, most of these run into towns where they live doing all manner of activities.*
>
> -R-KAP draft, 2009

The National Plan of Action, 2008 cites a range of causal factors for child labour including poverty, parents' literacy, displacement, family disintegration, HIV/AIDS, neglect, cultural attitudes towards the girl child, and the fraying of the safety net that traditionally supported children in difficult circumstances. Many of these factors have contributed to an increasing number of children having to fend for themselves, their siblings, and sometimes even their parents, grandparents or guardians. There is also a particular prevalence of child labour in sectors and regions where exploitation is easiest, for instance in agriculture, CSEC, domestic labour and the informal economy (*jua kali*).

Many of the structural, operational and institutional foundations on which the current project was built were established during previous ILO/IPEC programmes, including the IPEC Country Programme, the Capacity Building Project and the Education and Skills Training projects. The ComAgri project (2002-05), also supported by the ILO/IPEC, focused largely on child labour in the agricultural sector.

The Project of Support to the Time Bound Programme in Kenya to Eliminate the Worst Forms of Child Labour (2004-2009) is one of a number of similar ILO/IPEC support projects worldwide. In Kenya, the TBP/PoS coincided with other significant changes in the Kenyan landscape, which also impacted on the level and nature of child labour in the country. While expanded educational opportunities and a relatively positive economic outlook at the beginning of the TBP/PoS period were drawing more children out of exploitative and dangerous work situations and into school, these gains were quickly eroded by two major events: one national, one global. The disruption and social upheaval caused by the early 2008 post-election violence in Kenya displaced many families and children in the programme (including some who had been reached by the programme), driving them back into child labour. The global economic crisis is already taking its toll on Kenyan households, which observers agree is also likely to set back efforts to eliminate the worst forms of child labour. Further, the impact of HIV/AIDS continues to leave more children economically and socially vulnerable, even as national programmes

[2] Of this total, an estimated 52% were boys and 48% girls.

scramble to protect them. In 2002 there were an estimated 1.1 million AIDS orphans under the care of relatives, guardians or fending for themselves.

Thus, although the legal framework protecting children has improved under the IPEC's Project of Support to the TBP, the early 2008 post election violence, drought, and the global economic crises have increased poverty levels, surfacing new push factors for the most vulnerable. The 2009 census may tell a different story about child labour than the 2005 KIHBS did.

B. Overview of the programme

In 2004, following a consultative process and the commissioning of a number of rapid assessments, the Ministry of Labour drafted a National Plan of Action for a time bound programme to eliminate the worst forms of child labour.

The draft NPA, 2004 lists eight sectors where most Child Labour is found: 1) Commercial and subsistence agriculture where children are engaged in coffee, tea, sugarcane, mangoes, bananas, maize, miraa, horticulture rice, fishery, livestock activities: 2) Child domestic work; 3) Child prostitution and pornography in CSEC; 4) Child street work (hawking, vending and begging); 5) Child work in mines and quarries; 6) Trafficking illicit goods (drugs, stolen goods, alcohol); 7) Transportation (*boda-boda*/bicyle transport, *matatu*/public transport vehicles, ferrying goods, etc.); 8) Building and construction industries.

The National Plan of Action prioritizes the following actions:

- Enforcement of laws;
- Broad-based sensitisation and mobilisation to promote attitudinal and behaviour change;
- Protection of children and their rights;
- Pursuit of universal basic education and generalisation of post-basic education;
- Withdrawal of children below age 15 from child labour and protection of working children aged above 15 from exploitation and hazardous work;
- Establishment of standard procedures and protocols for dealing with cases of child abuse and exploitation;
- Development of institutional capacities at all levels of government and within civil society to ensure the effective application of established procedures and protocols; and
- Extension of social protection measures to provide safety nets for the most vulnerable households and children.

It also notes that:

The Government has the principal responsibility for funding the NPA and intervention measures. Efforts should be directed at:

- Public expenditure in areas such as education and poverty alleviation that have an impact on child labour
- Set up institutional structures and design appropriate policies for the elimination of the problem as a matter of urgency
- Mainstreaming action against child labour within national development plans such as the PRSP, Five Year Plan, Universal Education Initiative

The Final National Plan of Action was promulgated in 2008, to cover the period 2008-2015.

In September 2004 the US Government's Department of Labor signed a Cooperative Agreement with ILO/IPEC to support the Government of Kenya in the development of their National Plan of Action. The ILO was "*… to provide intensive support in an advisory role to the Government and other partners on technical aspects of NPA implementation. The project's advisory role will concentrate on strengthening national capacities to build and maintain effective leadership for the elimination of WFCL.*"

Like analogous ILO/IPEC support to other countries, the Project of Support (PoS) to the Time Bound Programme in Kenya recognized that a durable programme would need to address upstream aspects—strengthening the enabling environment—and downstream factors—stimulating direct action to get children out of the worst forms of child labour and strengthening the government, NGO and community safety nets to protect and rescue children into the future. The PoS in its design and the NPA recognize that because child labour is based on multiple causal factors, a multi-sectoral approach was called for. The development goal of the PoS was:

To contribute to the Elimination of Worst Forms of Child Labour in Kenya through support to the National Plan of Action as a time bound programme.

Objectives included:

Upstream

IO 1: Knowledge base to support action against WFCL expanded
IO 2: Labour related legislation harmonized and capacity to enforce them strengthened
IO 3: Relevant policies and programmes are linked and target the needs of children
IO 6: Public awareness of the negative consequences of WFCL increased and stakeholders mobilized against WFCL.

Downstream

IO 4: Effective model interventions to withdraw children from WFCL and to provide access to quality primary education and vocational training
IO 5: Vulnerable groups and families prone to WFCL are targeted for economic empowerment & community safety nets created.

With a budget of $5,000,000 for the 2004-2008 period,[3] the Agreement also established a number of targets for the downstream activities including the withdrawal and prevention of some 22,000 Kenyan children from exploitative and/or hazardous work.

The project document notes a commitment from the Ministry of Labour to spearhead child labour issues with commitments to designate sufficient staff and convene two national level committees. To this end, the project document states that *The Government of Kenya has committed Ksh. 40 million (Approximately $520,000) to combat child labour*. The agreement anticipates in-kind contributions of *National, Provincial and Districts Structures and IAs & Communities*.

C. Evaluation methodology

This evaluation looks at achievements of the Project of Support. The evaluation methodology consisted of an impact assessment study in the form of a repeat Knowledge, Attitude and Practices (KAP) study conducted in the context of the expanded final evaluation. Two independent consultants conducted this evaluation during the March/April, 2009 period. An evaluation consultant, based in the US led the team and a Kenyan national with deep experience in the child protection sector was the local expert. Neither had worked for the ILO before. The team reviewed key documents ahead of the fieldwork. Key informants who were not based in Kenya were interviewed by phone. Unfortunately, a briefing from the Chief Technical Advisor to the project, who was no longer based in Kenya at the time of the evaluation, was not possible. The original Geneva-based desk officer had also moved on.

Field work (March 24-April 3) included meetings with ILO/IPEC project staff, a number of key informants in national ministries, officials participating in four District Child Labour Committees' (DCLCs) in target districts, managers and workers from 13 of the project's 19 Implementing Partners—NGOs, academic, and research organizations--as well as teachers, students, parents and

[3] The project received a no cost extension because many activities were disrupted following the post election violence in the country. The official end date was April 15, 2009.

others who were touched by or involved in the project. The team made four visits to downstream sites: 1) Mathare, Umoja and Kayole (in Nairobi Province); 2) Kitui (in Eastern province); Busia (Western Province) 4) Kisumu (Nyanza Province); and 5) Kilifi and Kwale (Coast Province). A list of key informants is included in Annex A.

On the final day of the fieldwork, a stakeholders' meeting was held. Approximately 40 IP representatives attended and provided perspectives on a number of elements of the project. This was followed by a debrief with IPEC project staff, representatives from MoL, the Children's Department of the Ministry of Gender, Children and Social Development (MGCSD), the Kenya Federation of Employers, and two senior members of the NGO community. In the debrief, the evaluation team presented recommendations and received clarification and feedback (see presentation in Annex D).

Although no evaluation of this sort is ever seamless, some special challenges faced this work. They are mentioned here to provide perspective on some of the constraints built into the findings and analysis:

1. The contracts of the team were signed with both consultants less than a week before the fieldwork was scheduled to begin. As a result, all of the document review, the instrument development, and most of the phone interviews were done at the last minute, and in some cases this meant interviews were not possible and data was not available, as noted below. The time given to complete the draft report was short.

2. Travel advances and first payments were still pending at the time of submission (more than two months after contracts were signed). Both team members spent extra time following up on this normally routine function, which became a distraction from the report preparation.

3. Although the initial ToRs included an impact assessment study on a repeat baseline study, ILO/IPEC discovered only 10 days before the field work that there had never been a baseline. Indeed there was little data with which to measure impact. A decision was made to repeat a modified Knowledge Attitude and Practice (KAP) study. The initial KAP study had been done in 2007, just 18 months before the final evaluation and more than half way through the project. The Repeat KAP survey got underway as the evaluation fieldwork was being done. Time did not permit any analysis of the data in terms of statistical significance and qualitative data had not yet been incorporated into the analysis. This limited the usefulness of this early R-KAP information. An extension of the evaluation submission deadline has enabled incorporation of the findings that were available.

4. The Chief Technical Advisor was no longer in Nairobi at the time of the evaluation. Efforts to reach her for a pre-field work briefing proved unsuccessful in part because of the small time window available. Although the remaining ILO/IPEC staff provided a comprehensive and professionally done briefing for the evaluation team, the absence of a chance to hear from the senior IPEC representative[4] was a major hindrance to the team's ability to get on top of this complex and multi-faceted project quickly. The CTA did respond to questions via email during the evaluation period, and attended the final debrief.

5. The head of the Child Labour Division of the MoL was in a long training course throughout the period of the evaluation, and the team was only able to interview her for an hour. She was unable to attend the debrief. Meetings with other representatives of the Ministry of Labour—ILO/IPEC's main partner came very late. Most of the senior staff from the MoL were in Geneva for the first week of the evaluation and it was only on the second to last day that a meeting was secured with the Deputy Permanent Secretary, the Labour Commissioner, and a staff from the Child Labour Division.

[4] The original desk officer from ILO/IPEC had moved on so even that perspective was missing.

6. Some stakeholders had unrealistic expectations of the evaluation, which may have led in some cases to less than straightforward representation of their viewpoints. Some expected to be paid for their time during the evaluation while others thought evaluators were donors and therefore took some time before opening up.

II. Cross cutting findings and recommendations

The project made a number of fundamental assumptions in its design that impacted on outcomes and sustainability. These are described in this section and explored further in the following analysis of achievements under the specific project objectives.

A. Design Considerations

The Project of Support (2004-09) picked up where other programmes left off and many of the structural and resource allocation assumptions in the design reflect thinking and practice at the time of the programme's inception. While there are of course factors that enable and challenge a programme from meeting its objectives, it is often those that present the biggest challenges that also offer the most important lessons. This section considers some of those that particularly stood in the way of mainstreaming of child labour mitigation efforts in ways that were politically and socially appropriate, and potentially scalable and durable.

1. Synchronizing the upstream and downstream. The timeline put forward in the project document anticipates awareness raising activities—at national and local levels—beginning in the first quarter of the project, followed in the second quarter by the launch of downstream efforts to withdraw, rehabilitate and prevent children from the worst forms of child labour (WFCL). Upstream policy-related work was planned to start only in year 2 of the four-year project.

Given the very small ILO/IPEC staff, and the even more modest human resource available at the MoL, sequencing these activities made sense. Getting the downstream activities identified, vetted, funded and launched was a major effort in itself as some of the smaller agencies needed considerable handholding to respond to proposal requirements. (As it was, the first disbursals only started in late 2005—a year after the PoS started).

In retrospect, as many observers commented that launching a range of individual action programmes without a clear political commitment from the MoL, engaged national structures, and a confirmed Child Labour policy to inform and drive these downstream activities put the cart before the horse (**Lesson learned**). Sadly, this was the same strategy adopted in the predecessor ComAgri programme which similarly got overstretched in attempting to support action programmes in a range of sites while at the same time address national policy issues.

One of the potentials built into a programme such as the PoS is the opportunity for lessons and expertise from the bottom to inform debate on policy and programme formulation at the top. The evaluation team probed downstream Implementing Partners on this. While the project did a lot to bring stakeholders together regularly and there appears to have been considerable horizontal sharing, few felt they had collective about the range of issues limiting effective programming on the ground, or indeed policies being formulated over the life of the PoS. Some of the participating agencies with particular expertise did lobby on specific aspects of child labour, and the PoS undoubtedly strengthened their ability to do so. ANPPCAN, for instance, was a member of the team that worked on the Children's Act; FAWE was instrumental in contributing to the gender policy, in particular related to education issues.

2. Ministry of Labour leadership. The Time Bound Programme and the Project of Support recognize the need for a multi sectoral response to eliminating the Worst Forms of Child Labour. The Child Labour Division inside of the Ministry of Labour is described in section 4.3 of the 2004 draft National Plan of Action (NPA) and section 6.4 of the 2008 NPA as playing a pivotal role in this regard. It is the designated secretariat for both the Inter-ministerial Coordinating Council and the National Steering Committee on Child Labour, and mandated with over sighting district and local level child labour committees. To this end, both NPA documents highlight the need to provide adequate human resources to the Division of Child Labour. The Mid Term Evaluation raised concerns

about under resourcing of this Division, but by the end of the PoS, it remains understaffed, and marginalized in the MoL itself (it still has no budget line despite commitments in the NPA—see below). This fact is both symptomatic of commitment to the NPA on the part of the MoL, as well as one of a number of reasons the PoS fell short of institutionalizing its more far reaching goals.

The Ministry of Gender, Children and Social Development, which houses the National Council of Children's Services demonstrated more leadership in the push to eradicate WFCL and get children back in school at national, district and local levels. ILO/IPEC and IPs worked actively with the Ministry and had input into the National Children's Policy, which is awaiting Cabinet approval. IP's engaged with local Children Officers who often played an active role on the District Child Labour Committees.

Recommendations:

1. If the MoL is the GoK lead on child labour, it needs to have adequate staff, ministerial support and authority to oversight and coordinate child labour activities in the country. (GoK)
2. For the MoL to lead, child labour must become part of the ministry's core mandate. (GoK)

3. Strengthening Multi-stakeholder structures. The NPAs and the Project document describe a four-tiered architecture designed to draw on the diverse set of sectoral constituents necessary to provide a comprehensive response to eradicating the worst forms of child labour. All of these structures were designed before the PoS was launched, though new district and local level structures were created in new locations during the project. The NPA describes an Inter-Ministerial Coordinating Committee (IMCC) and a National Steering Committee as garnering national level commitment to making good on the NPA's vision for a multi-sectoral response including contributions from a range of government, private and civil society actors.

District Child Labour Committees (DCLC's), designated under District Area Advisory Councils (under the Ministry of Gender, Children and Social Development) with representation from key ministries and other civil society and business stakeholders,[5] were designed to move coordinated action forward on WFCL. By the end of the programme, DCLC's had been established in 10 Districts[6] and 5 towns.

To mobilize community engagement in the identification, placement and support for children removed from WFCL, Locational Child Labour Committees (LCLC's) in all project areas[7] were established in schools, plantations, slums and community centers in all project areas. Most committees included at minimum the local chief, teachers, and any other government officer operating at the local level e.g. extension officers and CBO representatives. Many of the LCLC's were established by the PoS Implementing Partners.

All four structures were conceived of as voluntary, though clearly government (and to some extent NGO) participation could be considered part of the jobs for which salaried members were paid.

The anticipated multi-sectoral ownership of the issue that these structures were designed to stimulate did not completely materialize for a range of reasons, and at the end of the PoS their sustainability remains uncertain. The IMCC never met. The NSC met only twice in a four year period. DCLC's performance was uneven, with members variously complaining of insufficient resources to follow up on individual children, significant turnover of membership, and lack of a clear policy or performance

[5] The DCLC in Embakasi in Nairobi, for instance is comprised of the District Employment Officer (the Chair), the provincial DEO patron), the Ministry of Children and Social Development (2 representatives, including the Children's officer who is the secretary), the Ministry of Public Health, the MoE (District Education Advisor) the Police, the Ministry of Youth and Sports, 2 representatives from the Chief's office, and three NGOs—ANPCCAN Kenya, World Vision International and Plan International.

[6] Because districts are being subdivided in Kenya, this is the number of what are commonly referred to as "traditional" districts. By the end of the project the number of actual districts reached was probably more than triple that number.

[7] The project was implemented in 10 districts and five towns

mandate from their respective ministries. LCLC's appear to have thrived on the basis of the support and attention flowing in from IPs during the project and, as importantly, the presence of a committed champion or champions to lead on the issue. By the end of the project, their links to Implementing Partners appear to be stronger than to DCLC's, making sustainability uncertain. These issues are discussed in more detail in the following section. Here the team considers what aspects of the *design* contributed to these outcomes.

Figure 1 shows the overall structure of the project in diagrammatic terms. The ILO/IPEC was mandated with a technical assistance role. But as the project holder, the ILO/IPEC also controlled project resources, including responsibility for disbursement of funds and oversight of achievement of agreed upon targets and deliverables. These were met through some 24 subcontracts with 19 Implementing Partners. Although the Cooperative Agreement anticipates an in-kind contribution equivalent to $520,000 from the MoL (see section 6.1.3), there was no evidence that this was forthcoming. Indeed, as already mentioned the current budget lacks an explicit line item for the Child Labour Division, which has only one full time staff.

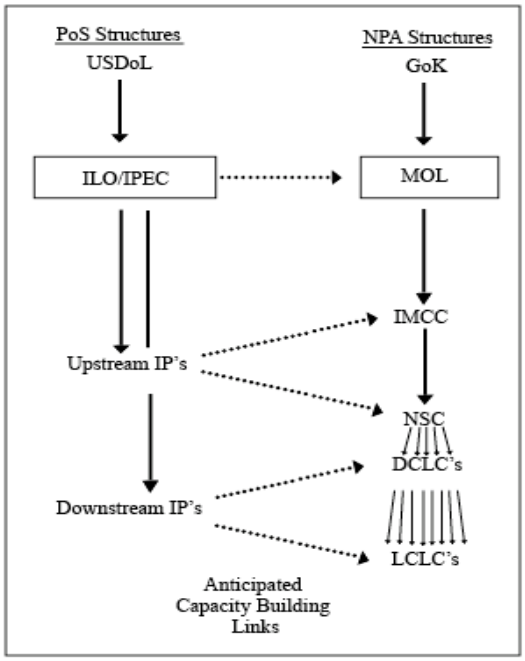

Figure 1. Management and Allocation of Resources in the PoS Created a Parallel implementation structure.

The Project document notes: "Action Programmes that are considering using government agencies as implementing partners to deliver services to the target groups will be brought to the attention of USDOL prior to finalization of such action programmes." (pg 17) In the early days of the project, the Government of Kenya implemented an Action Programme dealing with work on the policy and regulatory framework, strengthening implementing structures, coordination at the national level on CL programmes, capacity building for labour and Occupational Safety and Health inspectors and awareness raising. It was subsequently interpreted that the action programme activities did not fall within the provisions of the agreed management procedure guidelines and it could be considered to overlap with inherent government activities. It appears that the reasons were not adequately communicated, leaving some misunderstanding and residual resentment on the part of the MoL. Neither did the ILO/IPEC team submit a justification request which could have enabled it to continue the Action Programme through to the end of the project. Given the resource constraints inside of the MoL and the existing difficulties in the relationship with the MoL, it is not clear why this waiver was not sought.

The combination of weak commitment inside the MoL and firm control over the major pot of resources for CL in the country sitting firmly outside the Ministry turned out to have negative effects both on the up and downstream. Other factors that impeded commitment included the lack of sufficient staff, rapid turnover of Permanent Secretaries (and the time needed to engage each new PS on the issue), and a seemingly low priority, which the MoL assigned to the issue of child labour. MoL suggested that national structures never met because the MoL could not offer sitting allowances (forbidden under the project) to would-be participants. Observers note that other National Steering Committees function without such remuneration.

In the scramble to get action moving on the downstream to meet the project's targets on schedule, the ILO/IPEC team moved forward on these activities, leaving the MoL more and more marginalized in the process. This trickled down. With the lack of leadership coming from the Ministry of Labour or a legal mandate (the Child Labour Policy is still pending after 17 years), local structures found themselves similarly disproportionately under resourced and responding to rather than over-sighting initiatives of NGOs in their districts.

> *We attend functions where when we are invited to talk we struggle with what to say because we have not been part of the project. The IPs inform the people it is their project and therefore we can only tell them we support them. The project does not look like a government project to the people.*
> *--Senior MoL Official*

The assumption that NGOs would "strengthen" DCLC and LCLC structures appears to have done quite the opposite in many cases. NGOs did provide training, IEC materials and strategic support for DCLC's as part of their Action Programmes. Many Implementing Partners participated on DCLC's and were instrumental in mobilizing community LCLC's. NGOs which were better resourced sometimes shared resources with the DCLC, but more often looked to the DCLC to provide the volunteer structure to support sustainability. However, because NGOs held most of the available resources for combating the WFCL child labour in a given district (not to mention a clear, contractual mandate to address this issue), their initiative propelled much of the action. On balance, this served to undermine ownership and empowerment of the structures designed to take child labour issues forward beyond the TBP. **(LL)** As one IP bluntly explained: "We got the funding, so their [the DCLC's] attitude was 'let them do it'". In the most extreme cases, two IPs, withdrew their membership from the well-established DCLC, and ran their programmes in parallel during the time of the PoS.

Like their counterparts in the MoL, DCLC members consistently complained of lack of resources to do any kind of oversight, and poor attendance at meetings. While every DCLC could point to individual cases that they had managed, the kind of strategic oversight, coordination and leveraging of district level resources to advance mitigation efforts on child labour anticipated in the NPA was quite limited. A few of the more active DCLC's opened a bank account and received some small funding from other sources. This allowed them to conduct modest interventions, to raise awareness or provide schooling or training options to individual children and monitor child labour in their areas. Indeed, many observers pointed access to funds to manage programmes as one of the most important factors that distinguished the handful of most active DCLC's from the others. Interestingly, even in Kiambu, which was established to work in the tea and coffee plantations under ComAgri and has enjoyed a lot of the limelight for success since then, the partner IP carefully earmarked DCLC resources for each aspect of the DCLC's work (how much for withdrawal, how much for retention etc). And, importantly, one line was for administration. This DCLC has also raised resources from other, commercial sources. Nonetheless, a longstanding member notes that the DCLC almost collapsed when there were no resources coming in lamenting that people "didn't understand what volunteering was."

This imbalance at every level of the project was ultimately disempowering for government structures. The design of the project, compounded by a weak partner in the Ministry of Labour led to a situation

in which ownership for meeting the objectives of the project fell, de facto, to the ILO/IPEC team, and by extension the contractors who received funding to help it meet its contractual targets. This served to disproportionately build capacity outside of the government system, widening the gap at every level. With the pressure to deliver an ambitious project in a short period of time and an inability to resource government structures directly, the ILO/IPEC focused on getting the job done rather than the more complex job of getting an under resourced and de-motivated partner mobilized.

The impact on efficiencies at scale needs to be mentioned in this regard. To get children out of WFCL and back in school, the project funded uniforms, and in some cases supported individual families to launch income-generating activities. DCLC's by virtue of their representation from strategic ministries, had access to school feeding programmes, bursary schemes, government decentralized funds and other potential safety net resources (even potentially including from other major NGOs like World Vision, Plan International and the Red Cross who have programmes that deal with children's issues in many of the target districts). Such resources could have been strategically and far more sustainably leveraged to address core concerns of the programme than the very modest project-cycle resources available through the PoS. Some DCLC members made reference to these resources. But the evaluation team did not hear about a child labour structure at any level that leveraged them. The design, stood on its head, with these structures in the drivers' seat, might have enabled this to happen.

Recommendations:

1. Empower DCLC's with the mandate, skills, and resources to allow them to coordinate, monitor and oversight all child labour activities in their district. (GoK, ILO/IPEC)
2. Ensure that every member of the DCLC has built into their job description a performance expectation and guidelines to undertake child-labour actions related to their specific job. (GoK)
3. Mandate that every NGO and private sector concern that undertakes CL programming in a district will be required to join or report to the DCLC, including tracking data. (GoK)

4. Volunteerism as a pillar of the project: The project rested in some important ways on the idea that government employees and in particular community members would contribute their time and resources to identify children in dangerous working situations, report them to authorities and chip in for their schooling or sustenance. This kind of safety net support is traditionally most common in rural areas, but turned out to be an assumption that weakened the sustainability of the project. While in some cases local people were in leadership roles that may have inclined or even mandated them socially, technically and financially to contribute (for instance with teachers, Chiefs, clergy, and CBO representatives), this was not always the case. Indeed, the assumption that volunteers would and will emerge in every setting to take the critical tasks forward is rather ironic given the repeated refrain in Nairobi and district offices from salaried government employees that they and their colleagues from other ministries were unable to even meet to talk about child labour issues without a financial incentive for doing so. (**LESSON LEARNED**)

The evaluation team met some remarkable champions of child labour and child rights in schools, churches, slums, and communities who had in fact contributed time and resources for individual children (sometimes even in the face of negative responses from their neighbors). The team met parents who had come to understand the detrimental impacts of having their children at work rather than in school. But it is hard to imagine a national programme with the kind of psychosocial, economic and legal dimensions anticipated in the NPA that can rest reliably on a largely volunteer foundation at scale. Indeed, comments from many of the most engaged participants support this finding. The call for resources for transportation and lunch, for instance, was fairly universal among the DCLC members interviewed. The most engaged LCLC's appeared to be those which had benefited from IGA inputs and IP briefings.

Recommendations:

1. Develop clear guidelines for LCLC's, including roles and responsibilities of members. (GoK, ILO/IPEC)
2. Revisit the expectations on LCLC members and build in appropriate forms of remuneration and recognition. (ILO/IPEC, GoK, USDOL)

5. Fast tracking placement and rehabilitation. Although many of the IPs had worked on children's issues in the same localities in the past, the time allotted for them to do even a cursory root cause analysis or consultation with families who had children in dangerous work situations was neither sufficient or requested. As a result, in some cases, as Implementing Partners began rolling out their programmes, many discovered that the provision of a uniform or face to face awareness raising with families or employers was not enough to redress the complex and profound causal factors that had sent the children into dangerous work situations in the first place. For households facing extreme poverty, chronic hunger, the death or sickness of parents from HIV/AIDS, ignorance about the legal or psychosocial consequences of child labour, a deeper, more extensive solution would be needed to prevent a child from re-entering child labour.

To respond to the key causal factor—poverty--many IPs launched Income Generating Activities (IGA's) targeting vulnerable families with children in child labour. Some of these agencies had done IGA's before; many had not. And, while the effort to take on this ambitious task is laudable, the capacity of this small endeavor to have any meaningful impact was necessarily limited by resources and time, raising questions about the logic of embarking on such ambitious action programmes in the first place.

While many of the adults interviewed reported benefiting in the short term from these efforts, in many cases the structures or linkages necessary to continue to support these families was too short- lived to guarantee their sustainability. As discussed below, given a different programmatic framework, a more strategic approach would probably have been to engage with some of the many microenterprise agencies in Kenya to link vulnerable families that wanted to engage in business[8] with a more reliable source of services and support. (**LESSON LEARNED**)

As a footnote to this, the evaluation found the important aspect of psychosocial support to children, particularly those traumatized by exploitative and abusive work situations, to have fallen short in the design of the project. This issue is explored in more detail under IO4 in the following section.

Recommendations:

1. Long-term initiatives that address fundamental issues—like poverty and abuse—require systemic and sustainable solutions. Short, targeted projects should be designed to validate scalable strategies. (USDOL, ILO/IPEC)
2. CL structures—and in particular the NSC and DCLC's-- should be encouraged to create links with agencies and programmes that can provide support on a long-term basis. (GoK, ILO/IPEC)

6. Monitoring children; measuring impact. The Project document anticipates five interventions to support the development of a national child labour database:

- *Providing technical support to include child labour especially WFCL in national surveys such as household, welfare and economic surveys.*
- *Conduct additional baseline studies on WFCL at impact level;*
- *Determine good practices for learning, replication, and up scaling.*
- *Provide technical support to MoL&HRD to establish a national data bank on child labour including WFCL, that will feed from the national child labour monitoring system, as well as from baseline studies and other research, and a website on same.*

[8] Another questionable assumption that drove the emphasis on IGAs was that all poor people can or want to engage in business.

- *Development for a national child labour monitoring and community-based child labour monitoring systems.* (pg 23, Project document)

The two major outcomes were to be:

1. A national Child Labour Monitoring system for tracking specific children and monitoring sector and site-specific child labour trends.
2. Documentation of good practices (part of Immediate Objective 1) and the resourcing of effective *model* interventions to withdraw children and to provide access to primary education and training (Immediate Objective 4).

At the end of the project, a CLMS is still in the ideas stage. A retrospective good practices study was done and a document published, but this falls short of providing an evidence based, scalable model or set of model interventions to combat WFCL nationally. These outcomes can be traced to both design and implementation decisions.

The Project document optimistically anticipated that:
"The MOL&HRD will maintain the NDB [National Data Base] for sustainability. Required resources will be incorporated in the Government's budgeting system. The resources set aside for establishment of CLMS and NDB through this project will be used to build capacity of staff and buy equipment for this purpose." (pg 23, Project document).
Yet M&E expertise was not included in the package of technical assistance provided by the ILO/IPEC.

The MTE noted these weaknesses in the programme, but even by the final evaluation the approach to a CLM system remained bitsy and a national strategy was still outstanding. A Direct Beneficiary Monitoring and Reporting (DBMR) system was introduced by the ILO in 2007, too late to mainstream in the downstream programme and without a clear link to the development of a national CLMS. Further, the concept of action research or the need for an evidence base to support good practices and in particular a scalable model was not specific in the design, and not well understood in the implementation. There was no unifying M&E framework for the 19 APs and even the development of good practices is largely impressionistic.

Recommendation: Future efforts such as the PoS need to include a strong M&E framework and expertise to support it. (USDOL, ILO/IPEC)

B. Partnership Considerations

Eliminating the Worst Forms of Child Labour requires a multi-sectoral approach. The NPA recognized this and the PoS sought to engage a range of actors in a project designed to tackle both policy and action simultaneously in a short period of time. NGOs, academic, and research organizations, as well as trade union and employer associations were engaged directly by the project to contribute technical, sectoral and community expertise and access. DCLC's and LCLC's were engaged as volunteer partners in rolling out the PoS's strategies, with an eye to building their capacity to assume their role as the backbone of the National Plan of Action. Though many of the IPs had participated in previous ILO initiatives, some were identified in the course of a mapping exercise at the outset of the PoS to identify the best mix of IPs. Some DCLC's and LCLC's existed in the targeted districts—mostly in agricultural areas previously supported under the ComAgri programme. This section highlights some of the findings from the final evaluation regarding how efforts to form effective horizontal and vertical partnership fared and how durable they are as a result of the Project of Support.

1. National level partnerships. The high-level National Inter-Ministerial Coordination Committee (IMCC) to drive the TPB was to be comprised of Ministers and other senior representatives from key ministries, and chaired by the Office of the Vice President and the Ministry of Home Affairs. The Committee never got off the ground, and given the difficulty of getting senior officials together, most observers agree it was probably an overly ambitious concept to begin with.

The National Steering Committee (NSC) on Child Labour included representatives from 19 government departments, associations, unions and NGOs. It was chaired by the Permanent Secretary of the Ministry of Labour. The fact that the NSC never really got much traction was much more significant than the IMCC in terms of the ability of the project to move the TBP forward. Informants provided a range of reasons for the NSC's disappointing performance: the Permanent Secretary of the MoL changed four times over the life of the project; representatives from other ministries were reportedly unwilling to participate without a sitting allowance; lack of staff to organize meetings and pull an agenda together. There was even some suggestion that there was not enough of an agenda to justify a meeting.

In the end, ILO/IPEC worked with a technical committee, comprised of a subset of NSC members[9] to review AP reports and deliberate on key issues. But ultimately the lack of a multi-ministerial forum at the national level impeded policy debate as well as strategic national level collaboration on issues related to WFCL. (**LESSON LEARNED**)

ILO/IPEC worked closely with the Children's Department based in the Ministry of Gender, Children and Social Development, which has arguably a more synergistic mandate to address children's issues including child labour. ILO/IPEC inputs to the National Children's Policy ensured that there was a component related to Child Labour. Children's Officers at the District level were often active members of DCLC's. Absent though is the direct involvement of the National Council of Children's Services, although it falls under the Ministry of Gender, Children and Social Development[10].

Cooperation with the Ministry of Education, particularly at the district level was also strong with District Education Officers, head teachers, and teachers playing an active role in project activities. The Kenya Institute of Education a quasi-governmental organisation, also played a vital role in mainstreaming child labour issues in primary and TIVET[11] curricula. Importantly, both ministries and even the KIE are significantly better resourced than the MoL. The University of Nairobi also proved a mutually satisfying partner.

The relationship with the Kenya National Bureau of Statistics came late and while the partnership was of significant benefit to the project, a broader substantive role might have filled the M&E gap described in the previous section.

The very ambitious mandate given to the ILO/IPEC team, coupled by a weak response from ILO's key government partner and the PoS's inability to resource government activities or subsidize salaries led to a breakdown in cooperation over time. Both sides appear to recognize the role they played in the process, and the design, political, and resource impediments that contributed to the lapse. Whether an earlier focus on upstream activities, situating the ILO/IPEC office inside the MoL[12] (something that was discussed but mooted by the regional office in Dar es Salaam), providing a small activity budget to the MoL, or a more rigorous engagement between Geneva and higher levels in the GoK would have produced a different outcome, is difficult to say. What is anomalous is that the project bumped along for four plus years without a more assertive reaction from any of the partners that the key stakeholder body—the NSC--had languished.

Mentioned most frequently as DCLC challenges:

- Lack of resources
- Turnover of district staff
- Competing priorities of members
- No mandate from superiors
- Lack of a policy framework

[9] The trade union and employers organizations and a few government representatives

[10] The Council is a coordinating agent of all children's activities. It is a creation of the 2001 Children's Act and has its own structural weaknesses

[11] Technical industrial vocational Entrepreneurship Training

[12] The project office had in fact been situated inside of the MoL during the ComAgri project, a fact which the evaluation team learned during the debrief session.

2. District level partnerships. The project helped to establish or reinvigorate DCLC s in the 10 target districts and five towns. DCLC's were designed to be a focal point for intergovernmental and government-NGO partnerships at the district level and to some extent they served that purpose in the programme.
Ultimately, however, as described above, the balance of resources resulted in the locus of action and decision-making residing within the office of the Implementing Partners who were on contract to rescue and rehabilitate children from WFCL. The potential of the project to empower DCLC's to leverage district level resources to combat WFCL appears to be a missed opportunity. The evaluation team can only hypothesize that if the partnership with Implementing Partners had been inverted—giving DCLC's resources to manage and outsource activities to local NGOs as appropriate—the result might have been different. (**LESSON LEARNED**)

On another note, it is important to point out that the District Child Labour Committee is just one of a range of subcommittees under the Area Advisory Council In one site the AAC had constituted six separate committees related to vulnerable children, including 1) the District Orphans and Vulnerable children's committee; 2) the DCLC; 3) the District Diversion Core Team (to deal with juvenile delinquents); 4) the Child Trafficking Committee; 5) the Charities Children's Institutions; and the Children's Court Users' Committee. Needless to say, many members sit on many of the same committees and may feel overstretched and overwhelmed with trying to do so and get their day to day work done. And one has to wonder to what extent at least some of these committees are a result of issue-specific, stovepipe, programming that, like the one under review, needs to track resource and implementation streams through the district to the local level. The relative merits of retaining a singular focus on child labour through a stand-alone committee or integrating it into another related committee probably deserves more attention given the finite human and financial resources available at district levels.

Recommendations:

1. Provide a basic package of resources to DCLC's matched by a performance expectation for the DCLC as a structure. (GoK, ILO/IPEC)
2. Based on optimal DCLC composition, review performance contracts for representatives and ensure that participation in DCLC's is included. (GoK)

3. Community level partnerships. As mentioned above, volunteer LCLC's played a critical role in identifying, monitoring and supporting children in child labour. LCLC representation included stakeholders at the school, plantation or community level, which proved effective in identifying children in WFCL, garnering local support for withdrawal, school placement, and monitoring their status. The link with local Chiefs who could arbitrate child labour cases was repeatedly noted as important in this regard, as was the participation of school officials who appear to have taken an active role in many LCLC's. Partnerships with Implementing Partners—who were often already known to the LCLC's and who sometimes chaired LCLC's—was also critical. IPs provided both support as well as resources to get children back in school, youth in vocational programmes and parents in income generating activities.

A number of LCLC members mentioned push back from their neighbours on actions that were perceived as interfering in family matters, and disrupting a struggling family economy. Since LCLC's are where much of the interface with parents, guardians and children takes place, they need the psychosocial skills and referral networks to be able to respond appropriately.

LCLC's that appeared to be most durable were those grounded in a range of safety net endeavours ranging from IGA's for members to welfare projects aimed at supporting children withdrawn from WFCL back into school. (**LESSON LEARNED**) Explained one group: parents who may at first feel vulnerable at the affront to their authority and with a child back in school, are encouraged to join LCLC IGA groups.

Recommendation: Ensure LCLC members are appropriately trained, resourced and linked with referral services. (GoK, ILO/IPEC)

III. Outcomes by Objective

In this section, we consider achievement of specific objectives of the Project of Support, and associated recommendations.

The overall goal of the programme as stated in the Project document is: *To contribute to the elimination of the Worst Forms of Child Labour in Kenya through support to the National Plan of Action as a Time Bound Programme.*

IO 1. Knowledge base to support action against child labour expanded

1.1:	National data on child labour available at MoL&HRD and CBS
1.2:	Baseline studies conducted in target sectors and districts
1.3:	Develop child labour monitoring systems at national and community levels and carry out monitoring
1.4:	Good practices on awareness raising, social mobilization, using education and training to combat child labour, and other interventions, documented

The Project of Support benefited from data extracted from the 1998/99 ILFS and a module within the Kenya Integrated Household Budget Survey (KIHBS, 2005), which provided a snap shot of the status of child labour in the country at a second point in time. These oft-quoted statistics provide the most important data on the state of child labour in the country. The PoS supported both analyses.

Data collected in the August 2009 national Census promises an up to date snapshot of the situation of child labour in the country. Future KIBH Surveys will continue to generate data as well.

In order to understand the nature of child labour in targeted sectors, the PoS commissioned a rapid assessment of child labour among street children in the informal sector. This was undertaken at the outset of the project. A rapid assessment of children in commercial sexual exploitation and a Knowledge, Attitude, Practice (KAP) study were also carried out, but not until half way through the programme. The two rapid assessments and KAP used a blend of qualitative and quantitative instruments. All of these studies suffered from methodological weaknesses and weak presentations which made them difficult to use. Findings were shared during IP workshops, but only a few of the Implementing Partners or government partners said they knew about the studies and none said they had used them in the design of their projects.

The projected national Child Labour Monitoring System never got off the ground. The attempt to do this suffered from a number of difficulties:

- Experts from the Kenya National Bureau of Statistics were contracted to train project officers from individual IP's and select DCLC representatives in collecting child labour monitoring data, but this seems to have been project related.
- The tool was quite detailed and looked for repeat activities, despite the reality that most AP's were one off activities.
- Data collection relied on volunteers, making the quality and reliability of the data unpredictable.
- The effort was rolled out in 2007, when some AP's were already winding down.
- An international effort on the part of ILO to introduce a Direct Beneficiary Monitoring and Reporting system in TBP/PoS countries worldwide was launched in Kenya in the same year. Neither went very far.

The link between these efforts and the creation of a national CLMS was never clear. Neither were these efforts connected conceptually or in a programmatic way to efforts to measure the relative effectiveness of various approaches to eliminating the WFCL. Action Programmes each relied on the implementing agency's own M&E system to track project outcomes.

As discussed in the previous section, without a unified framework for analysis or a common set of variables, the PoS' ability to offer an evidence base to support a *model* for combating the WFCL in specific sectors remains anecdotal. (**LESSON LEARNED**)

Towards the end of the PoS, good practices were compiled based on interviews with IP staff using a rating scale survey instrument and a series of workshops facilitated by a University of Nairobi-based consultant. Findings were presented in a publication. This document advances the state of knowledge about what works in Kenya only slightly from an analogous study prepared under the previous, ComAgri project.

Under a contract with the University of Nairobi, five Masters' degree students from three universities received support to do their thesis research on issues related to child labour.[13] Results were shared with IP's. This link between academics and practitioners is quite positive and should be encouraged. The University of Nairobi also introduced an elective course specifically devoted to child labour.

The Design, Evaluation and Documentation section of IPEC engaged an external consultant to undertake a Mid Term Evaluation in September, 2007. The MTE offered a range of concrete observations and recommendations about up and downstream aspects of the project implementation. Curiously, many of the key informants for this important milestone event never saw the final document; however IPEC office itself used a draft of the MTE to inform midstream adjustments to their approach.

Recommendations:

1. A Child Labour Monitoring System remains an important cornerstone of the realization of a national programme. Two national databases offer opportunities to mainstream monitoring of child labour: a) the District Information Management System which is being rolled out as part of the District Administrator performance and planning system; or b) the national children's database designed to bring together regular data gathered on the status of children in the country which is being designed under the National Council of Children Services.[14] (USDOL, ILO/IPEC, GoK)
2. Cost, access, and timeliness considerations need to be revisited in continued efforts to make a CLMS a practical reality. In this context, it will be necessary to find ways to capacitate, inform and provide incentives to the NSC, DCLC's, and LCLC's to collect and effectively use CLMS data. (ILO/IPEC, GoK, USDOL)
3. Consider supporting retrospective analyses of the downstream models that appear to be of highest merit from among the PoS portfolio. The analyses should be methodologically strong, address capacity and cost considerations, and result in very specific, evidence based recommendations for scalable models to address the WFCL in specific sectors nationwide. (Retrospective studies would have the advantage of being able to look at sustainability issues, since many of the programmes would have finished at least 12 months ago.) (USDOL, ILO/IPEC)
4. In a future downstream programme designed to inform national action planning and monitoring, incorporate a simple, common M&E framework and indicators to measure outcomes, process and impacts. Include M&E expertise on the team. (ILO/IPEC, USDOL)

[13] Topics included vocational training, education, images of the girlchild in child labour, the role of the DCLC, children in domestic labour and the risk of HIV/AIDS.

[14] In a recent report, the ILO/IPEC noted that the CLM had already been integrated into the NCCS database under the MoHA. (Annex F: Follow-Up to Recommendation from project reviews and evaluations, included in the march, 2008 report to the USDOL) The evaluation team's understanding based on an interview with the NCSSD is that this database is still under construction.

IO 2. Labour Related legislation harmonized and the capacity to enforce and monitor them strengthened

2.1	Labour related legislation harmonized and in conformity with international standards and inclusion of children working in informal sector in legislation
2.2	Reviewed labour related laws and polices simplified and disseminated
2.3	The capacity of child labour law enforcement agencies and local institutions enhanced

International agreements. Kenya is a signatory to several international commitments that obligates her to protect children. These conventions include: the United Nations Convention on the Rights of the Child (UNCRC), African Charter on the Rights and Welfare of the Child (ACRWC) and ILO Conventions 138 and 182. At the country level, Kenya has developed legislative instruments to address child labour and overall child protection including the Children Act 2001, Employment Act 2007, NPA for OVCs 2003, National Policy on OVCs, National Policy on Child Labour 2002, National Children Policy 2008, Decent Work Country Programme 2007, free primary education 2003, and subsidized secondary school education 2008.

The legal framework. While recognising the commendable efforts put in place by the Government of Kenya to address child labour and the broader concerns of child rights and child protection, the NPA proposed to popularise those laws and legislative instruments in addition to reinvigorating the enforcement and coordination mechanisms. Through the TBP/PoS, the Kenyan government was to receive support to create an enabling environment for combating child labour in Kenya. The enabling environment included the legal, regulatory, policy, and institutional framework existing in the country, and on the other hand the will and ability of decision-makers and the communities alike to use this framework to act on behalf of children.

Current legislation addressing Child Labour related issues include:

- Children's Act
- The Education Act;
- The Employment Act (Children's Rules);
- The Regulation of wages and Conditions of Employment Act Cap 229 (General Order);
- The Industrial Training Act Cap 237;
- Trade Disputes Act (Cap 234);
- The Workmen's Compensation Act (Cap 236), and
- Factories and other place of work Act Cap 514
- Sexual Offenses Act (2006)
- Sexual Offences regulations (2008).

Child Labour is also addressed directly or by implication by some national policy documents including: the Poverty reduction strategy programme (PRSP); the National development plan (2002-2008); the Economic Recovery Strategy; Free Primary Education (FPE); and the first Medium Term Sector Plan on Labour and Employment (2008-2012), under Vision 2030.

While harmonization has moved forward, some anomalies remain. The Child Act, for instance, defines a child as a person under 18 years old. But the Employment Act allows anyone over the age of 16 to work.

In addition to generating an often-cited list of hazardous work conditions, the greatest legislation related achievement through the TBP/PoS is the Children's Act. This Act addresses Child Labour issues and remains a reference point for practitioners. Nonetheless, the National Child Labour Policy under the MoL remains in draft form after 17 years. As this policy was being deliberated on, the Children's Act was being reviewed and this provided TBP/PoS with the much-desired opportunity to incorporate Child Labour issues in the Act. This has since been achieved but the National Child Labour Policy has not yet been finalized. Discussions with some senior officers at the MoL revealed that the policy is now a priority and that a committee had been formed to oversee its finalization. There were no concrete explanations given by the MoL as to why the policy has taken so many

years to be completed. Stakeholders outside of the MoL suggest the MoL does not prioritize children's issues, hence the significant lapse.

All those interviewed said that the absence of a National Child Labour Policy affected the implementation of Child Labour related activities in one way or the other. (**LESSON LEARNED**) At the MoL, they lacked a framework through which they could justify a child labour related budget. This trickled down to all other levels of the ministry. Labour Officers at the District level reiterated that the absence of this policy left significant ambiguity in the context of their actions in the line of duty. One officer summarized the feelings of others as follows:

"If you are a Christian or a Muslim you know you must have a Bible or a Koran to strengthen and defend your faith. In our case, we should be guided by a National Child Labour Policy. As you are aware, we do not have one. That is why we cannot even convene a meeting at the District level. Other partners also do not view us as serious campaigners against Child labour because we do not have a policy on the same. Unless we have this Policy, I can assure you we are headed nowhere. How can you claim to be a Christian and then you make reference to the Koran? What I mean is that we are now guided by the Children's Act which belongs to another Ministry yet we are the Ministry charged with Labour issues. I think people at the top are not serious. We need this policy urgently."

> *This NPA takes the position that poverty and traditional beliefs and practices are not acceptable justifications for the unconditional WFCL, neither is weak capacity among enforcement agencies.*
> --National Plan of Action, 2008.

Enforcement remains a challenge. Overall the project took an approach which prioritized awareness raising over criminalization, and pursuing local resolution whenever possible. It is not surprising then that Chiefs were mentioned most frequently as the arbitrator in child labour cases.

However, the NPA and the project also assign enforcement responsibility to government officials at many levels, and the TBP/PoS sought to engage them as well. As mentioned above, Labour Officers (reporting to the Ministry of Labour) participated unevenly in DCLC's and appeared to be less engaged in child labour issues than their Children's Officer counterparts. Children's Officers (under the Ministry of Gender, Children and Social Development) are empowered to withdraw, place and identify rehabilitation options for children. The difference in performance may be due to both the absence of a legal mandate from the MoL and the broad scope of work that Labour Officers appear to shoulder.

The introduction of Voluntary Children's Officers has expanded the human resource to identify children in WFCL, but the training and supervision required to arm these volunteers with both the access to enforcement agents *and* the psychosocial skills may require more attention.

One of the AP's included training for the Administrative Police in enforcement of laws related to children who are illegally employed. Several observers noted that training for the Kenya police force would have been more appropriate since they are more likely to come into direct contact with children in WFCL.

Recommendations

1. MoL should be compelled to finalize the National Child Labour Policy as a matter of urgency. (GoK, ILO/IPEC, USDOL)
2. Commission a comprehensive review of all relevant laws and statutes and ensure that complete harmonization is achieved. (ILO/IPEC, GoK)
3. Provide training to the Kenya police force in dealing with child labour issues. Ensure this is included in police training curricula. (GoK, ILO/IPEC)
4. Ensure that Voluntary Child Labour Officers receive sufficient training in psychosocial skills. (GoK, ILO/IPEC)

IO 3. Relevant policies and programmes are linked and target the needs of children

3.1.	Free education more accessible and responsive to children in WFCL
3.2.	TVET institutions and policies strengthened to reach children in or at risk of WFCL an adult member of their families
3.3.	WFCL mainstreamed into PRSP, ERS policies and programmes target communities prone to WFCL, vulnerable families, women and children at risk

Child labour in Kenya is closely related to poverty hence the need to address poverty in the fight against child labour. To reduce poverty, the government of Kenya has initiated a number of policies and programmes that address poverty. An example of this is the PRSP and ERS for wealth and creation, which target vulnerable groups. A number of funds have also been introduced including the constituency development fund (CDF), the Local Authority Transfer Fund (LATF), HIV/AIDS funds, amongst others. These funds are expected to reduce poverty at the grassroots level and in effect reduce child labour.

These funds provide opportunities to address child labour especially at the district and local levels where communities can access them. However, the evaluation established weak links between the TBP/PoS and these resources. Despite the fact that some DCLC and LCLC members sat in the committees of these funds, only a few reported direct benefits from these funds. As discussed above, the DCLC's and LCLC's did not harness these resources to benefit child labour issues.

Education and training were also identified as effective ways of combating child labour. It was clear that after the introduction of Free Primary Education (FPE) that school enrolment increased tremendously reducing instances of child labour. The TBP/PoS has also introduced child labour issues in both the primary and TVET curricula. This means that children have an opportunity to learn about child labour issues in school. Additionally, teachers are equipped with skills to detect and assist children who are involved in child labour. Incorporation of child labour issues into education curriculum is a positive achievement of the PoS. Interviews revealed that the Ministry of Education monitors its implementation through their existing teacher monitoring structures.

Challenges were however experienced in the in-service teacher training. Due to limited resources, only a few teachers (1-2) were invited into trainings. The ideal situation would have been to ensure that each subject teacher received training on child labour issues. However, due to limited resources only few teachers were trained. It was hoped that those who had been trained would share with their colleagues. However, this remained a challenge because of their workloads. This seems to imply that only those who received training benefited from the programme.

The valuable contribution of the University of Nairobi (Institute of Development studies) has been mentioned in other parts of this evaluation. Masters Students who were encouraged to pursue a child labour related thesis have graduated which is an assurance of child labour specialists who will continue to serve the interests of the children.

Recommendations:

1. Strengthen Ministry of Education to continue monitoring child labour issues in schools and in the community. (ILO/IPEC)
2. Empower/strengthen DCLC's and LCLC's to leverage resources from the existing government decentralized funds. (GoK, ILO/IPEC)

IO 4. Effective model interventions to withdraw children and to provide access to primary education and training

4.1	Identification, withdrawal, rehabilitation and prevention of 20,000 boys and girls in WFCL and provide education alternatives
4.2	Boys and girls in WFCL have access to skills or vocational training

Out of the total project budget allocated to the PoS, 35% was allocated to 14 downstream IP's. The project exceeded its withdrawal, placement and prevention targets, as shown in Table 1 below.[15]

Target	Targeted[16]	Achieved	Difference from target
School-based LCLC's started by the project	450	450	Same
Children withdrawn and sent to school and vocational training	15,000[17]	17,121[18]	+14%
Children prevented from entering child labour	7000	10,655	+52%
Families receiving support for IGAs	3000[19]	2257	-25%

Table 1. Achievements against targets

IP's were selected based on a mapping exercise carried out during the start up of the programme. Many IP's had been engaged in the predecessor ComAgri programme. The broader value of the Action Programmes lies in the diversity of geographic settings and sectoral approaches that they represent, as shown in the table in Annex G.

This section reflects the observations of the evaluation team based on themes that emerged from conversations and report review.

Incentives for children to return to school. The programme focused on getting children of primary school age who were in WFCL back into school through a variety of interventions including counselling, awareness raising, provision of uniforms, payment for school materials, and engaging parents or guardians in income generating programmes to address the fundamental reasons most parents send their children to work. Some older children were offered vocational training opportunities that included tuition for training and apprenticeship placements. Of the 17,121 children withdrawn from child labour, 14,094 were brought back to school, and 3027 were placed in vocational training programmes.

These incentives run a wide gamut in terms of cost and potential pay off. Observers varied in their perspectives on the value particularly of the least expensive input—the uniform—with many questioning whether this was sufficient to keep a child in school, and some noting that it had made the difference. Many teachers talked about feeding programmes as a significant draw for children for whom hunger and poverty kept them out of school and in child labour.

Free Primary Education in Kenya has made it easier for more children to get a primary education. It has also brought with it a growing demand for secondary education (which still requires tuition, putting it out of the reach of many parents). Many teachers, head teachers and parents mentioned this as a growing area of need, as primary school graduates can still face the risk of falling into child

[15] It represents less than 4% of all of the children in the WFCL (using the estimates from the KIEHS, 2008).
[16] Agreement between the GoUS and GoK for the ILO/IPEC Programme of Technical Cooperation, Sept 6, 2004;
[17] The Cooperative Agreement set the target at 15,000. The PMP erroneously lists the target as 8000 withdrawn and sent to school or training and 3000 sent to vocational training which = 11,000.
[18] Children withdrawn and prevented represents less than 4% of all of the children in the WFCL based on the estimates from the KIHBS, 2004.
[19] The PMP lists the target as 1500.

labour. The project did not address this, but it is an area where a DCLC could leverage bursary support for needy children with academic promise.

Which schools? Many of the partner schools reached by the PoS are government schools that receive the lion's share of MoE support. Kenya's non-formal schools cater to the children from very poor backgrounds often living in informal settlements. They are also children who are most likely to be found in child labour. (**LESSON LEARNED**) These are private schools where parents are required to pay some amount of money for school fees although some may receive charitable donations.

Vocational training. Skills training is much more expensive than getting a child back into primary school. The ILO estimates that getting a child through vocational training costs approximately KSh 30,000 ($375) vs the KSh1000 ($12) for a uniform for a primary student. Nonetheless, all respondents agree that such training is a powerful way to give young people an alternative to the worst forms of child labour, or crime. The team met individual youth who were highly vulnerable and had benefited from vocational training provided under the PoS.

Based on conversations with key informants, it appears that some of the agencies that placed youth in vocational training underestimated costs, which, in addition to tuition, also often include tools, start up kits and apprenticeship fees. Also, in several cases initial training was insufficient for trainees to secure employment, and the funding available was not enough to underwrite the necessary advanced training. (**LESSON LEARNED**)

Psychosocial support. When children work in abusive, exploitative or situations that expose them to activities that are traumatic, they may need to be rehabilitated before they are emotionally ready to re-enter school or a vocational training programme. Some of the IP's recognized this, and were able to provide psychosocial support. Others lacked in-house expertise. Teachers in particular would benefit from training to help them to identify children at risk and help children who return to school after being traumatized. (**LESSON LEARNED**)

Such rehabilitation is a long-term undertaking which is specific to each child. The project cycle left some children without enough time to be properly rehabilitated. It was difficult to sign up such children in schools or vocational training within the project lifespan and some IP's predicted that there were chances that some of the children would go back to child labour. There is also the concern that children were being repatriated back to their families that had pushed them into child labour without proper arrangements for psychosocial facilities for both the children and their parents or guardians

A number of AP's utilized the SCREAM (Supporting Children's Rights through Education, Arts and the Media) approach, introduced by the ILO/IPEC. SCREAM clubs empower students to raise issues about child labour with parents and other community members through drama and art. The approach has been widely used and seems to be a powerful, culturally appropriate and cathartic way of sharing experiences, raising awareness and engaging with adults.

Children in commercial sexual exploitation. One of the IP's visited was involved in withdrawing children from commercial sexual exploitation. Despite the fact that the project had succeeded in withdrawing children, a number of challenges were encountered:

- Limited time considering that children withdrawn from commercial sexual exploitation needed special attention including counselling, allowing time for them to reflect and helping them bond with their families and the community at large.
- Limited psychosocial support for the children
- Lack of a clear repatriation and family re-unification strategy
- Possibilities of the children going back into commercial sexual exploitation at the end of the project (Some children opted to go back after initial counselling because they felt the benefits were far higher than the simple skills- basic art and design--that the project offered them).

- Limited funds for medical facilities. Some girls withdrawn were sick (HIV/AIDS, STDs) and needed treatment. The project had assumed the IP would be able to support such needs through other funding streams, which was sometimes possible but not always.

Overall, it is a little surprising that given the emphasis on children in sexual exploitation in the NPA, and the investment the PoS made in a rapid assessment in this sector that only one AP focused on this issue. The evaluation team did not hear of any other IP's that catered to CSEC although a few addressed the issue in their implementation and advocacy efforts.

The formal sector. An estimated two million Kenyans work in the formal sector, which includes registered factories and plantations. The PoS built seemingly seamlessly on ILO/IPEC's work with the Kenyan Federation of Employers and the Central Organization of Trade Unions (COTU)-Kenya (both deeply involved in the ComAgri programme) to extend awareness and impact more broadly. Each national body reached out to their respective constituents. In retrospect, the KFE wondered whether a collaborative action programme that brought the two sides together from the outset to address WFCL would have created better synergies.

The informal sector. Seven million Kenyans work in the *jua kali*, or informal sector, which is by definition harder to penetrate and regulate. Children being exploited in sex work, dangerous small manufacturing, hawking, and domestic work are included in the *jua kali*. This kind of child labour appears in all of the urban sites visited by the evaluation team. Domestic work is broadly accepted as most challenging because it happens behind closed doors. This makes it difficult to distinguish a fostered child from one who is being exploited or abused. However, domestic situations are where girls in particular are most vulnerable to sexual and physical abuse and exploitation.

> *People who economically engage children are people who are relatively well off in the community. Most community members also know that it is wrong to engage children at the expense of their education or health. But this is being ignored both by the parents and guardians and by the well to do in society. So even if awareness levels are high, practices on child labour remain high. People attribute this to poverty. Others noted that the people who employ children are rich and powerful and even if you report to authorities nothing happens.*
> --R-KAP draft, 2009

The evaluation team heard anecdotally about children withdrawn from such situations (including children who had been trafficked from other districts and cross border) but no one agency focused on domestic work, for instance, and a strategy for dealing with CL in the informal sector remains a challenge.

Sum. The project succeeded in mainstreaming child labour in the programmes of participating agencies. It developed in house expertise in many NGOs. It developed synergistic networks among participating partners (including, in some cases with upstream partners and government agencies). AP's empowered child labour champions in and outside of the IP's. Impacts on individual children, families, as well as schools, DCLC's and LCLC's are indisputable. Without data, this evaluation can only guess at the ripple effects of the individual programmes on the communities it touched. The team's impression is that the programme has made a difference and certainly the IP's we met appear to be firmly committed to the issue.

Nonetheless as discussed above, the project missed opportunities to leverage other actors and resources into the mix, and to develop a replicable model for national implementation. On balance, while the PoS exceeded the targets set in the Immediate Objective, it fell short of establishing the building blocks for sustainability and scale.

Recommendations:

1. Prioritize ownership and a clear management and monitoring role for DCLC's and LCLC's. Ensure secretariat administrative and transport costs are available. (GoK, ILO/IPEC, USDOL)

2. Mandate DCLC's with leveraging other programmes in support of child labour and provide performance incentives for doing so. (ILO/IPEC, USDOL, GoK)
3. Clarify reporting and oversight relationship between DCLC's and LCLC's. (ILO/IPEC, GoK)
4. In a similar, future project, fewer projects with a longer time frame and a wider geographic focus would be easier to manage and monitor and potentially have greater long-term impacts. (USDOL, ILO/IPEC)
5. In a future project, ensure greater focus (and an evidence base for strong strategies) on CSEC and domestic work. As part of this, the use of help desks deserves greater attention to make reporting on domestic-based child labour abuses easier. (USDOL, ILO/IPEC)
6. Ensure that non formal schools are appropriately included in future programmes and that children in addition to uniforms and school materials and supplies, needy children receive incentives that may be most likely to keep them in school--in particular feeding programmes (ILO/IPEC, USDOL)
7. Equip the Kenya Police force (in service and mainstreaming into training curricula) to carry out appropriate enforcement. (ILO/IPEC, GoK)
8. Since teachers anchor SCREAM and Child Rights clubs, and since most teachers are already overburdened with ever-expanding class sizes, attention to giving incentives to teachers to play this role in the future should be built into planning for future introduction of SCREAM in schools. (GoK, ILO/IPEC)

IO 5. Vulnerable groups and families prone to WFCL are targeted for economic empowerment and community safety nets

5.1	Economic opportunities and programmes assessed in targeted districts and communities
5.2	Capacities of identified vulnerable groups built to access opportunities and programmes
5.3	Systems of community based safety nets created and strengthened

Immediate Objective 5 is, by definition, broad and thereby open to accommodating a range of activities. "Vulnerable groups and families prone to WFCL" might reasonably include any family living below the poverty line, households headed by a child or a guardian who is too sick to provide for the children in their care, orphans, the disabled, and IDPs—that is, a significant portion of the Kenyan population and many more than could be reasonably reached by a project of this size. Such an objective calls for a similarly broad systemic response that was, arguably, beyond what this PoS could mount, short of a pilot project or two.

The project response, independent of a root cause analysis, ended up being a pre-occupation with getting a series of income generating activities in place. While there is no doubt that individual families and some communities benefited from these efforts, and some show promise of surviving, thriving and probably benefiting others who join, the logic of resourcing a series of small, short action programmes, which are technically complex and labour intensive to launch and of very limited duration in the name of "economic empowerment" and "community safety nets" is questionable. This section considers the IGA initiatives that were undertaken and examines other programme issues related to addressing vulnerability and securing a safety net.

Income. Income generating activities appear to have been an afterthought in many NGO AP's, as it became clear to IPs that poverty was a critical driver of child labour. The small, modest IGA programmes were quickly overwhelmed with more demand for training and loans than they could respond to. One agency ended up subcontracting the IGA work out.

The MTE notes that many of the agencies that undertook IGA activities lacked the expertise to do so and recommended the programme seek to redress this. Many AP's were already well underway by this time, and micro-enterprise capacity building for NGOs fell significantly outside of the remit of the PoS, in any case.

The evaluation visited two IGA projects. One IP that the evaluation looked at that had a track record but had not thought about how or whether they would be able to continue to support the loan recipients beyond project funding. The other, used a savings based model, which required minimal inputs from the implementing agency and was thus probably more sustainable. In both cases, the team heard compelling testimonials from parents and guardians about how the IGAs had helped to improve their lives and allowed them to better feed, clothe and keep their children out of child labour and in school. IGA groups also support other children to remain in school through a number of innovative spin off, low intensity enterprises (e.g. animal raising) enabled by the access to investment capital As in other parts of the world, group lending schemes appear to work best in rural settings where kinship networks help maintain accountability to the group.

Without data on how participants were selected, the relative size, duration, interest, savings, repayment rates etc. it is impossible to determine the success of these schemes even based purely on financial criteria. Return on investment in terms of children withdrawn or prevented from entering into child labour, remains similarly impressionistic.

Microfinance facilities have spread across Kenya over the last several decades, and it is unclear why the project did not seek to leverage access for needy families, or at very least tailor project-based IGAs to establish their creditworthiness so they could graduate into such programmes. (**LESSON LEARNED**)

It is also worth mentioning that not all poor people aspire to be entrepreneurs, and not all aspiring entrepreneurs, even those with very small investments, succeed. IGAs are not a universal panacea for poverty or child labour. (**LESSON LEARNED**)

Hunger. a by-product of poverty, was similarly identified during implementation as a major impediment to regular school attendance for children as mentioned above. This was a common theme in schools and among NGOs. School feeding programmes, available through the World Food Programme, were not universally available, and the evaluation did not encounter any IP's or DCLC's that had leveraged feeding programmes into the target schools.

On the other hand, a number of head teachers mentioned the desirability of school-based IGAs, and in particular kitchen gardens as a way to supplement the diets of students and also generate income to off set shortfalls in school budgets and support needy children. There appears to be a tradition of such initiatives in Kenya and the ComAgri programme supported these kinds of IGAs with reported success. However, ILO/IPEC was advised that investment in such schemes was not allowable under USDOL regulations (presumably to prevent children from being exploited in such IGAs), and they were not supported under the project.

Welfare. All stakeholders in the effort to eliminate WFCL recognize that there are some cases where development assistance will not prevent families from sending children into hazardous work situations. Families where there are no adults to support the children and situations where children have run away because of abuse fall into this category. Without a safety net to support these families, children will, for survival, be forced to enter into economic activities, which may be dangerous. IGAs are typically not a solution for these families.

Every DCLC told stories about such families. The presence of a range of social service professionals on the committee was instrumental in providing individualized safety net interventions. This demonstrates the value of the multi-stakeholder structure. However, given the resourcing of public sector services in Kenya today, reliance on public sector safety nets at any scale to address the root causes of child labour may not be a solution in the medium term. The development of scalable community-based solutions remains an outstanding challenge. DCLC linkages with private entities that provide child support, feeding and health care programmes etc. should be institutionalized as far as possible. This is particularly critical in urban areas where the social safety net is weaker. (**LESSON LEARNED**)

Recommendations:

1. Future projects of this size seeking to address broad root causes for WFCL should provide implementers with greater guidance on the focus of such interventions. Pilot projects that advance understanding of the important determinants of child labour, and test actionable interventions should be prioritized. (USDOL, ILO/IPEC)
2. Safety net support for families that need welfare should be distinguished from skills training and IGA interventions. DCLC links to charities that provide child support, feeding programmes, health care etc. should be leveraged through DCLC members as well as budgets that can cost-share or leverage targeted support from other institutions to needy families. (GoK, ILO/IPEC)
3. Revisit the concept of school-based IGAs to support more vulnerable children to stay in school. (USDOL)

IO 6. Public awareness of the negative consequences of worst forms of child labour increased and stakeholders mobilized against worst forms of child labour

6.1	Awareness on WFCL increased countrywide
6.2	Key stakeholders mobilized to participate in elimination of WFCL

The broad net the project cast ensured that nearly every relevant sector, government department, as well as a subset of parents, students, teachers, officials, employers, workers, Chiefs, NGO staff, and officials in the areas where the programme was implemented were reached by an awareness raising activity of one sort or another over the life of the project. ILO/IPEC provided training and guidelines to ensure that the legal framework and key messages about child labour were accurate. As part of their action programmes, many partners also prepared guidelines and IEC materials targeted at their particular constituents.

Awareness raising interventions created champions for explaining the difference between child work and child labour, and advocating for the elimination of the WFCL in many new institutions and regions of the country. Teachers were trained in a variety of fora, and reached out to students. Students reached out to one another and to their parents. Community leaders, trained in LCLC's, reached out to parents and other community members through churches, CBOs, and community meetings. National employers and union bodies reached out to members.

Many informants mentioned awareness raising events related to the World Day Against Child Labour (June 12) and there appears to have been a good deal of cooperation at national and local levels among IP's connected to this annual awareness raising event.

One of the most scalable interventions funded under the PoS was the incorporation of child labour issues into teacher training curricula. In service sensitization for teachers was more localized to focus districts and took teachers out of the classroom for 3 days (one of which was use up in travel). The impact of this sensitization is hard to measure and given teachers' workload, an alternative way of sensitizing them may be more desirable.

Mainstreaming CL into the curricula for vocational teacher training proved more problematic because of the highly technical nature of the curriculum. Nonetheless, because vocational training offers an important alternative to child labour for the growing number of youth withdrawn from CL who cannot return to school, it is essential that trainers have a level of sensitivity to the special needs of children who have been traumatized in WFCL. Future employers also need to understand the legal and social implications of child labour.

The project also generated consistent media attention on the issue over the life of the project, through its partnership with the Association of Media Women in Kenya (AMWIK). AMWIK also supported a theatre group in Kwale that provided strategic, interactive outreach to the community. This involved

impromptu dramas, followed by recorded Child Labour related messages, and facilitated group discussion.

Awareness raising appears to be an important and lasting impact of the programme. Unfortunately, as with other aspects of the PoS, there is little data to verify these impressions. A Knowledge Attitudes and Practices (KAP) survey was conducted in mid 2007 after many AP's were already well underway with awareness raising activities. As such, it does not serve as a real baseline. The 2009 data shows little change in awareness or attitudes amongst either adult or child respondents, although an interesting finding overall is that adults in both surveys say that child labour is more prevalent now than when they were growing up—perhaps an indication of an increased sensitivity to the issue.

One issue that more data would be useful on is to what extent different stakeholder groups now understand the difference between child work and child labour. The evaluators have some concerns about this based on the sample of interviews conducted. The KAP attempts to track these distinctions. While the percentage of adult respondents who knew that employing a child below the age of 15 is illegal more than doubled between 2007 and 2009 (15% to 39%), the ability of respondents to define child labour changed very little.

To what extent awareness has led to action appears to vary with stakeholder group. District level officials may, arguably be the most critical audience for awareness raising—based on their ability to move the agenda into meaningful action at scale. But probably the most sustainable impact of awareness raising activities was among students and parents who are closest to the issue in their lives. It is not clear to what extent the project actually reached employers in the informal sector under the PoS—a critical group.

Recommendations:

1. Given the importance of awareness raising to the overall goal of eliminating WFCL, consider supporting a public relations/IEC focal point in the MoL or the NCCS to maintain media and relevant IEC programmatic attention on child labour issues. (USDOL, ILO/IPEC)
2. Include KAP indicators in M&E frameworks to be able to assess the most cost effective awareness raising tools and messages. (ILO/IPEC, GoK)
3. Reconsider the assumption (built in to a number of school-based awareness raising initiatives), that children can and should be key advocates against CL. Children who are encouraged to educate adults about the social and legal implications of child labour may be vulnerable to punishment or exclusion. SCREAM and other outreach initiatives should be accompanied by other forms of community education and children should never be seen as primary advocates. PTAs might be an appropriate entry point. (ILO/IPEC, GoK)

IV. Project management and resource allocation

The ILO/IPEC team was quite modest in size relative to the complexity of the programme, particularly given the number of partners and the technical and geographic spread of activities, the problematic nature of the GoK counterpart, and the donor reporting requirements.

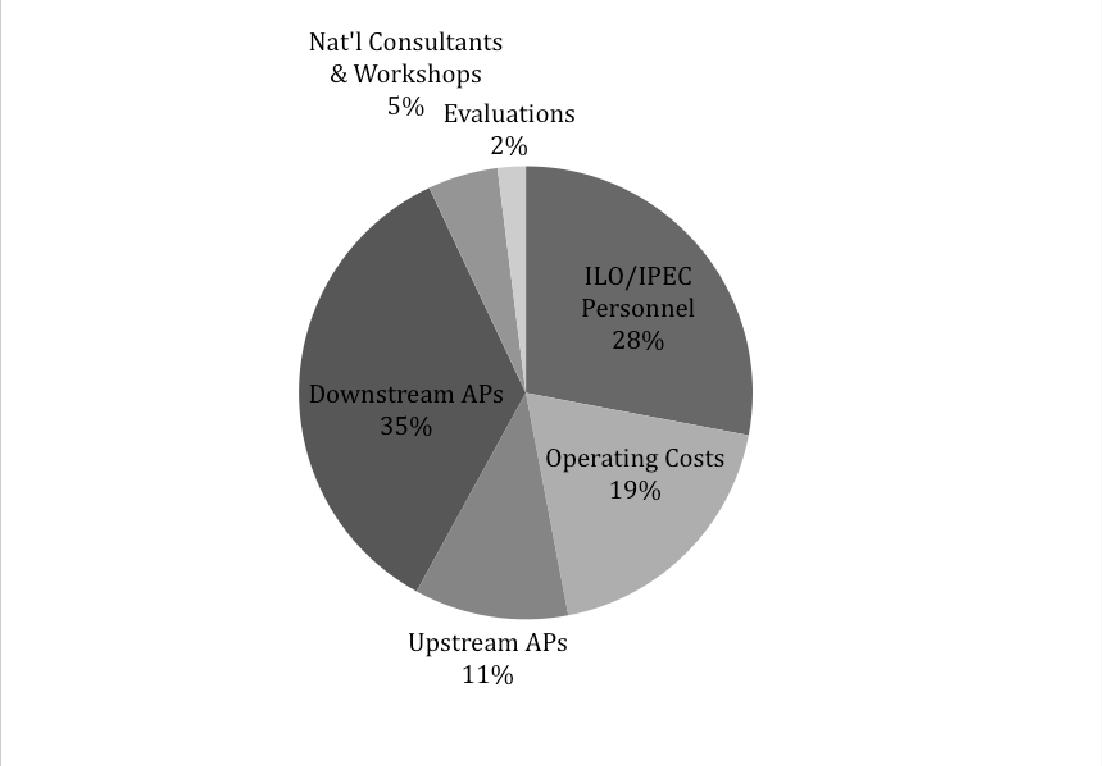

Figure 2 Expenditure Allocation for the Project of Support (2004-2009)

As shown in Figure 2, if the technical and administrative support from Geneva, Addis Ababa (regional technical advisor) and Dar es Salaam (financial support) are taken into account, management support represents nearly 50% of project costs. Action Programmes overall represent 46% of project expenditure, with 77% of that going to downstream Action Programmes.

The ILO/IPEC team included continuity from the previous, ComAgri programme and professionals familiar with the workings of the government and ILO bureaucracies. This was particularly important in getting new Implementing Partners up to speed with ILO procedures and managing relationships with various government and non-government partners. The ramification of the omission of M&E expertise from the team in the design has been noted.

Overall the team appears to have functioned well, and many of the IP's commented that they received prompt and valuable feedback on their reports, and responses to requests for other types of support.

In part because of the multi-step approval process that included the NSC, ILO/IPEC in Geneva, the regional ILO/IPEC technical lead in Addis Ababa, the IPEC administrative office in Dar es Salaam, getting Action Programmes approved and launched took up to 6 months. The added value of this long review process is questionable, particularly in light of the rather cursory planning period allowed to IP's in the preparation of their proposals (**LESSON LEARNED**). As highlighted above, this proved problematic as some AP's realized too late they had missed or under-costed some key interventions particularly around prevention, psychosocial rehabilitation and vocational training.

A number of IP's mentioned that delays in disbursement disrupted their programmes, including delivering on time-sensitive commitments to beneficiaries[20]. Tuition for vocational training and IGA disbursements were delayed in two different AP's. Although having a regional financial hub may offer efficiencies for the ILO/IPEC as a whole, depending on an offsite branch of the organization to perform this critical function did not always work favourably for the programme.

Both the project document and the NPA flag continued resource mobilization efforts as of high priority to be able to continue the NPA. Little was done over the life of the PoS to advance this, which is not entirely surprising given the nature of the partnership as it unfolded and the low priority given to CL in the MoL. The multi-country TACKLE project to fight child labour and promote education, funded by the EU and designed in partnership with the Ministry of Education, is seen as the follow on to the PoS.

At the end of the Project of Support, Kenya has a range of Implementing Partners who are more familiar with CL issues and initiatives, a Child Labour policy, which is poised to be passed, CL structures in place in a number of high priority districts, and an international commitment to eliminate the worst forms of child labour. Follow on efforts would benefit from a stronger evidence base to inform the design of CL efforts at scale. The passage of a CL policy should empower the GoK to earmark more resources for CL, and enable CL advocates to continue to mainstream this issue across public and civil society efforts to improve the lives of children.

[20] Of course in some cases delays were due to underperformance of IPs themselves.

Annex B. Interview Instrument.

ILO/IPEC TBP Final Evaluation March/April, 2009

Q's and respondents	Relevant notes from doc's
ILO/IPEC	
PMP; did any revisions take place?	
Finalized tables sent by Geneva—targets and achievements by IP	
Difference b/w CLM and DBMR (?) and M&E for IPS	
Government Ministries, NSC, ILO/IPEC,	
Formative issues	
There was an NPA drafted in 04 and then another one released in 08.What are the major differences b/w these two plans? Is this considered Phase II? What support did ILO/IPEC provide in the formulation of the NAP?	NPA drafted in Sept 08 In 1992, ANPPCAN together with the Ministry of Labour and Human Resource Development participated in ILO/IPEC programme. It formulated interventions into the child labour problem known as "Popular Participation towards Child Labour" through prevention and direct action efforts. (CCES,2007)on Phase I?
The original ILO/IPEC PoS doc says that the VP's office will be a key player in rollin out the NPA and related policies. In fact, what role did the VP's office and Cabinet of Ministers play? What role did the MoL play?	Vice President's Office to be the essential level coordinating the NPA policies and obtain the formal validation of the Cabinet of Ministers;
This areement also anticipated establishnmnet of a Natl' Child Labor Council. Was this established? Where is it based? What is its role different from DeptCL? How do they coordinate?	Establishment of the National Child Labour Council to Fight Child Labour, overseeing the inter-sectoral committee, will facilitate the process of resource mobilization
In addition to the sectors identified for focus in the NPA, did the GoK adopt a geographic focus for the NPA? The PoS focused on 15 geographic areas—how were they selected? Based on what you've been able to accomplish and learn, as well as any changes in the political or social environment, should the emphasis change? In terms of the resources you had—policies, people, capacity at all levels, funding and TA from ILO/IPEC—do you think this focus was too broad or not broad enough? Explain.	NPA (9/08): Children in commercial agriculture, subsistence agriculture, fisheries and livestock ♦ Children in domestic labour ♦ Commercial sex exploitation of children ♦ Children in street work and the informal sector ♦ Children working in mines, quarries and Construction ♦ Children working in the transport sector ♦ Other children in future occupations that exhibit the hazards as defined in Kenya's List of Hazards 2008
What do you see as the three major changes in Kenya in terms of awareness, attitude policy, resource allocation, and action in achieving the aims of the TBP over the last 5 years? What specific factors do you attribute these changes to?	
What PoS initiatives stand out as having achieved the most on the upstream policy and national awareness-raising dimension? What about on the downstream, implementation side?	

What are the key areas that still need attention? How could a next phase address these areas? If you had to prioritize, what should the next phase emphasize most: policy, tracking, capacity at district and local levels, law enforcement, the school, IGAs?	
Did the program leverage resources or expertise from programs other than the ILO/IPEC PoS?	EC—new project on youth voc training Canadian funded "Skills training strategies to combat WFCL in the urban informal sector in Sub-Saharan Anglophone Africa"
What was the impactof the political disturbances in the country to meeting the project's objectives? What kind of adjustments did the project make, if any, in response to poliical and social unrest?	
In quite a blunt statement, the NPA (09/08) states that" there has been remarkable contrast between the robustness of Government programmes and the low degree of programme delivery". What do you think this refers to? Why do you think that is?	
Policy issues	
Has Child Labor Law been passed? What is the penalty for employing children? (Assumes CL law has been passed)? How are the laws enforced and by whom? Have any cases come to trial? Results? Have Child Labor Monitoring standards been introduced?	
A new Employment Act came into force in June 2008 after being passed in December 2007. Guidelines are being worked on. –what components relate to WFCL and status?	
What child labour policy related challenges exist and how can they be addressed?	
Institutional issues	
Which agencies are represented on the NSC? How often does it meet? Who attends from each agency? Are these representatives able to make commitments on behalf of their agency? What challenges if any is the NSC facing?	When the NSC meets, oftentimes more junior officers are delegated to attend making decision-making difficult; members of the NSC do not feel the need to collaborate with others and so ILO/IPEC must undertake a lot of "footwork" to help all upstream stakeholders communicate; communication among NSC members and their respective ministries is very inconsistent---why do we need a whole day for the stakeholders' mtg? MTR makes v. clear what is often the case in Govt ministries—overworked, multiple agendas, and donor driven. Don't want to encourage this via this eval. Cut the stakeholder's mtg in half.
Which agency Chairs the NPA committee? How do they communicate w/other agencies involved? At natl? at Local?	
The NPA suggests that action should be decentralized to the local level	The NPA's implementation is based

whenever possible. What are the organs most responsible for moving the various parts of the NPA forward?	on *subsidiarity* the principle that a central authority should control only those activities that cannot be satisfactorily controlled at a more immediate or local level.
The Area Advisory Councils were formed before the ILO/IPEC support and before the NPA. What ministry does the AAC report to? What is the AAC's role and how has it changed under the PoS if at all?	
Underneath the AAC's are the DCLC, Locational CLC's and Local CLC's. Do these bodies have legal status at all? What are your minimal expectations of these bodies? Do they have legitimacy in terms of being empowered to take decisions, manage resources, call in law enforcement, participate in the CLM? How effective have they been in performing these roles? What incentives are provided for them to continue to operate? How can they be strengthened?	NPA: AACs These are committees established by Children's Act 2001 to coordinate the implementation of child rights activities at district level. …chaired by the District Commissioner. The AACs represent the National Council for Children Services (NCCS) at district level to ensure implementation of NCCS activities…. They will be used to monitor and mobilize resources for child labour activities. Some of the members of AACs form the child labour committees. /C can be factory, church village, or school based
In what ways did the ILO/IPEC program strengthen the effectiveness of these committees? How widespread to you believe this impact to have been? How sustainable is the impact? Are there any ways in which the program may have hindered their effectiveness?	**Local** Good Practice 05-09: IPEC encouraged implementing agents with direct interventions to mobilise communities to form legal structures, which would carry on with the work of combating WFCL even when the project came to an end.
Downstream Action Programs implemented by IPs etc was a major emphasis in the IPEC support. To what extent do you believe IPs: • Piloted replicable programs? Which ones? • Added value to awareness raising? Which audience? Medium? • Strengthened the capacity of local CL structures How sustainable are their programs?	
What do you feel have been the most impt cooperating *institutional linkages* that have been formed to address WFCL as a result of the PoS? What were the factors contributing to those linkages? Were there some critical linkages that should have received more attention? If yes, why do you think they didn't? How can these linkages be addressed now?	
MTR raises some fundamental Q's: have they been addressed? • Child Labor Division in the MOL has not completed the draft child labor legislation. Has this happened? • As a result the MTE suggests there is no guidance for enforcement—how is law enforcement acting w/out legal backing? • Limited mainstreaming of CL in national policy framework and sector specific policies: has anything changed since then? • Harmonization eg of definition of child=contradictory laws—eg employment act doesn't include WFCL per Conv.182—allows children to have verbal contracts; children's act provides for free but not compulsory edu; Kenya has not yet ratified ILO convention on hlth and safety. Has this changed?	MTR says Child Labor Division spends 90% time on dispute resolution… NPA, 9/08: The foregoing summary of the provisions of the Children Act have been effectively reflected in the National Child Labour Policy as well as in the Employment Act 2007, which combines the spirit of the Act with the specifications of ILO Convention 182. Further Kenya List of Hazardous Labour (2008) clearly condemns numerous forms of labour that are detrimental to the physical,

	mental/psychological, moral and other aspects of children's growth and development.
The priorities in the NPA for the medium term include the development of standards and protocols for dealing with instances of child abuse. Have these been developed? Who is responsible for implementing them?	Enforcement of laws; Broad-based sensitization and mobilisation to promote attitudinal and behaviour change; Protection of children and their rights; Pursuit of universal basic education and generalisation of post-basic education; Withdrawal of children below age 15 from child labour and protection of working children aged above 15 from exploitation and hazardous work; Establishment of standard procedures and protocols for dealing with cases of child abuse and exploitation; Development of institutional capacities at all levels of government and within civil society to ensure the effective application of established procedures and protocols; and Extension of social protection measures to provide safety nets for the most vulnerable households and children.
NPC, Govt Ministries and departments, ILO/IPEC	
Programmatic approaches	
There were 28 sub grants approved (listed Q3/08 report)—How were agencies invited to participate? Was it competitive? How were they selected? By whom? Criteria? How were sites selected for downstream activities? Who monitored the activities of the grantees?	
What was the vision of the downstream APs in terms of the long term: just immediate impact? Pilots? Integration with ongoing programs?	
Was the duration of the APs enough to achieve the targets? Was the budget sufficient? How sustainable do you believe these initiates were? Please list aspects you believe to be sustainable and why?	
The MTR and BP doc identified issues of sustainability of the DCLC and Local CLC's. How critical are these bodies for getting policies and programs implemented? What kind of support have they received under the PoS?	
How did you envision the relationship between IPs (NGOs) when the PoS started? Do you see it the same way now?	
What kind of "rapid response" mechanisms have been created to withdraw children vulnerable or in WFCL? Who is responsible for actual withdrawal? Contacting parents/guardians? Determining what happens to the children? Reporting and tracking?	

Whar challenges are faced in withdrawing children?	
Apart from the 20,000+ children reportedly withdrawn from WFCL by APs supported under the ILO/IPEC program are there others who have also been withdrawn? Through what mechanisms?	
Which workers and employers orgs were key partners?	
M&E, Rapid assessments, AP monitoring and CL tracking	
Did you see the TBP IPEC MAP guidelines? How did you use them? How useful were they?	
How were research Q's developed: major topics and Q's to pursue?	
Were research agencies provided TA on methodology, data collection or analysis? What kind of support?	Me; Data in the studies is very poor—methodologically not strong—how was this dealt with in terms of using it either as a baseline or pointing to interventions?
How were issues of confidentiality and protection of respondents assured?	
Why was no baseline done?	
How did you use the results of the research studies?	
Is the Child Labor Monitoring System now in place? What does it collect? Which agency collects it? From where? How often? Who analyses? How is the information used? How is it disseminated?	MTR: The Child Labour Monitoring System (CLMS) developed during the ComAgri project is under review for use in the current project and several data gathering tools have been developed. Steps have been taken to include CLMS indicators in M&E activities of the MOPND. NPA (9/08): The Ministry of Labour will make efforts to establish a National Child Labour Q3/08 report: Number of districts and towns where child labour monitoring systems are operational—target 9, says 8 achieved: which? What % of total.monitoring and evaluation system.
The Central Bureau of statistics integrated household survey is still ongoing. (Sept 08)—is it finished? What indicators that were relevant for the TBP were included?	
How were AP M&E or tracking systems aligned to generate the data on children and other outcomes? How were they linked to the CLM system?	MTR: That every IP is not yet using CLMS prevented this type of inquiry from bearing any fruit. The quality of different interventions has been described in terms of success and challenges discussed above. The quantity, however, was not available to us, i.e., number of children withdrawn and number of children prevented. Without the reporting of these numbers, it is not possible to weigh the effectiveness of each intervention. It is unclear if the lack of reporting is attributable to a lack of understanding of the definitions of "withdrawn" and "prevented," whether the training on monitoring has been inadequate, or whether LCLCs and schools are not working

	together to gather and report these data.
Did you review the MTE? If yes, did you make any changes to your strategy or approach as a result of the findings or recommendations of the MTE? Which ones?	
There was a 37 country regional study on microfinance done and the Q3/08 report indicated that this was integrated into AP programming—which ones and how? Outcomes?	
Awareness raising	
What do you believe have been the most powerful advances in awareness raising in terms of replicable models? How do you validate this?	a number of key messages have been developed. Additional materials including budges, posters, booklets, brochures have also been developed and distributed to stakeholders. Final materials are being developed for the partners forum slated for October 2008.
Who drafted the Good Practices doc? How has it been received? Aare there any short term changes in policy, practice or program strategies arising from the doc?	MTR: Documentation of good practices in awareness raising and social mobilization will be followed up closely as APs approach their closure dates.
Closure	
Going forward, what are the key issues that your dept/ministry needs to focus on to be able to make your contribution to achieving the TBP in Kenya? What are the key resources—skills, organizational linkages, technical advice, data/info, financing—do you need to do this? Prioritize. What challenges do you anticipate and how can they be overcome?	
MoL (in addition to Q's above)	
Status of Child Labor policy	From MTR: On the issue of passing policies, although the team tried to determine the reason for the delay in passing the National Child Labour Policy, none could be ascertained.
What have been your most impt org horizontal or vertical institutional linkages to get WFCL abolished? How do you work with law enforcement, trade unions, employer associations, NGOs etc? Which are strongest? Weakest? How have your linkages changed over the last 5 years?	
How do you interface with theNational Council for Children Services (NCCS)?	
How critical is the DCLC for getting policies implemented and how viable is the structure?	MTR identified issues of sustainability of the DCLC.
When was the Division of Child Labor established? What is its role? What resources (human, financial, enforcement) does it contribute to the TBP?	Good Practice 05-09 says the PoS established the Division. NPA: Division of Child Labour in the Ministry of Labour will be strengthened through provision of adequate resources including human resources.

How much do you know about what IPs have done under the ILO/IPEC funding? Were you involved in selecting the IPs and APs? Which models do you believe have the most potential for addressing the WFCL--upstream? Downstream? Will these be replicable at scale?	
What has been the focus and message of the awareness raising campaigns and how was it arrived at? Has it changed based on data? Who has been largely responsible? What medium? How do you know you're getting your message across?	MTR: At national level, targeted campaigns on identified WFCL are being spearheaded by MOL, AMWIK, University of Nairobi and IPEC, while at the local level campaigns are being carried out by District Child Labour Committees as well as the Local Child Labour committees supported by the implementing partners.
What are the MoL's key priorities for the next 5 years? If you had no more external resources to take this agenda forward, what would your strategy look like? Leveraging. Going forward, what are the most important organizations or structures that will help you achieve your targets?	the Strategic Plan of the Ministry of Labour (2008 -2013) has included a child labour component. This implies that child labour activities are likely to get a budgetary allocation in the Ministry's budget.
MoE (in addition to the Q's under Ministries)	
What do you see as your role and the role of district education offices in addressing the WFCL? What are your major constraints?	
How have you raised awareness about WFCL through the education system? If yes, have you received training, briefing or materials from ILO/IPEC or one of the IPs over the last 5 years to help you do this? What was it? How did you disseminate this?	
Are you aware of any pilots or model programs supported by the ILO/IPEC or otherwise that you believe are viable for rescuing children from WFCL, getting them back in school and helping them finish their education? which ones? Has this informed govt practice? How?	
What role does the school play in rescuing children in WFCL? How do the LCLC's in schools identify children who have dropped out and are working in dangerous situations? What is the MoE's institutional link with the LCLC's? DCLC's?	
Does the current education Act adequately address child labor issues? What CL issues do you think need to be addressed? Is the Education Act under review? —what are the issues related to including child labor.	(from Q3/08 report: As an additional inroad, the gender and education policy which has fully mainstreamed child labour concerns was finalized and approved.)
Teacher training curricula for NFE and TIVET curricula under review—to include CL. Has this happened?	
Does the KESSP now support free tuition for needy children in the NFE program? If no, is this anticipated?	Under the KESSP programme there is a campaign to recognise NFE Centres and support them with free primary educational funds
One of the findings of the MTE was that feeding programs were a major incentive to keep children in school. Did you know this? Have you been able to address it?	
MoYouth Affairs (in addition to Q's under Ministries above)	
What is your role in addressing child labor? What strategies do you have in place to keep the youth out of WFCL?	
What input have you had into policies that relate to the TBP?	
What is your strategy for reaching out of school youth and particularly	Ministry of Youth Affairs has also

youth engaged in other forms of Child Labor?	rolled out a revitalization programme of youth polytechnics which will go along way in making skills training accessible to the youth. There is a proposal to subsidies tuition at Youth Polytechnics by government as part of supporting post primary education. This would go along in attracting more trainees as fees has been high in YP and has hindered participation of many children (Q3/08 report)
Are you aware of any pilots or model programs supported by the ILO/IPEC or otherwise that you believe are viable for getting children out of the WFCL, getting children back in school and youth in vocational or other training or employment, as appropriate? which projects are you aware of ? Has this informed govt practice? If yes, how?	
National Council of Children Services (in addition to Q's above)	
What is the difference between the mandates of the NCCS and the Division of Child Labor at MoL? How do they interface?	Indeed the role of the NCCS in monitoring the operations of the Area Advisory Councils (AACs) as the local/district level monitoring structures of child rights and protection has been critically important. AACs have been stepping stones for the formation of District Child Labour Committees (DCLCs) and Locational Child Labour Committees (LCLCs), both of which have pushed the fight against child labour through sensitization, direct support to children engaged in labour and those at highest risk, and child labour monitoring. In this NPA, it will be critically vital to strengthen DCLCs and LCLCs for them to play a more effective role in sensitization, direct action and research on child labour.
DCLC/school LC's/locational LCLC	
General	
What is the role of this committee? How long has the committee existed? Who is represented? Who chairs? How often do you meet? What kind of orientation did you receive when you first formed? What kind of updates do you receive that help you in your work? From where?	The role of the committees will be to ensure that action programmes at the district level are implemented as scheduled. In addition, the committee will link with the local communities in **combating the WFCL.**
Tracking (CLM)	
How do you identify children who need to be withdrawn from WFCL? How do you determine where to place them? Do you track what happens to these children after they are placed? If yes, how?	
Do you have a formal reporting system that you use? DO you receive information from Community CLC's? what do you do with that information? Do you share information you collect outside of the DCLC? If yes, with whom?	Good Practice doc 05-09: One of the most significant achievements of these structures has been the development of community based child labour monitoring (CLM) systems which as discussed in the following sections, provide a system

	for Identification, withdrawal, referral, protection and prevention of child labour in the region.
Do you know what is happening in nearby districts with respect to WFCL? If yes, how do you know?	
Actions: What are the three most important things your DCLC/LCLC has accomplished in the last year? Scope. What are the major impediments you have faced?	
Linkages	
What connections or linkages do you have other DCLC's? with Central govt (which ministry? Office?)? with donors? with ILO/IPEC? With NGOs? What has been the most important org link for you to carry out your work? Describe how and why. What link would you like to see strengthened that might help in carrying out this mission? How can these links be strengthened?	**Good Practice 05-09:** Experience so far indicates that community based interventions by IAs are more efficient and more effective when community participation is formalised through creation of structures that have formal responsibility for project activities under the project. **MTR: DCLCs/LCLCs -** An assumption was made that there was good communication between the HQ of the Ministry of Home Affairs and the DCLCs, and that DCLCs were integral parts of the child labour strategy. This assumption has been tested in many districts with the subsequent finding that commitment and interest levels vary thus challenging DCLC operations. Ministry staffing at the district level (DCLC members) is very fluid….making continuous capacity building with new staff members necessary (no orientation to child labour before or after assuming posts is provided by any ministry). There are difficulties at LCLC levels in choosing and tracking children because there is an ever-growing number of them. Meetings of DCLCs and LCLCs are inconsistent due to lack of participation by some (have too many responsibilities that take members to other locations in the district) or lack the will to attend. Monitoring by DCLCs is limited by funding. Line communication (from LCLC to DCLC to AAC and beyond up through ministry HQ and to ILO/IPEC) is very inconsistent. LCLC members need funds for transport, communication, refreshment, stationery and supplies to carry out all the work they do on a volunteer basis. In some cases, the Provincial Administration is not supportive of the LCLC and hinders its work. Child labour issues have not yet been

	incorporated into District Development Plans.
(For DCLC's): What is your relationship with local or locational CLCs? What support do you provide them? What do you expect them to provide to you?	
Police Dept: Child protection Unit	
Roles, goals, structure, responsibilities re WFCL	
Have you received training on new guidelines for child labor? If yes, from where? How has this changed your work? What other info or kind of support might you need to be able to carry out this mandate?	NOTE: a specific AP targeting the training of police officers was developed and is under implementation.
What are the major challenges you face in carrying out your work on child protection? Where do you turn when you face an issue you cannot handle? What additional support would make it easier for you to carry out this mandate?	
How many children have you rescued from WFCL over the last month/year? How many arrests have you made over the last month/year related to CL?	
What agencies do you turn to if you find a child or children in an illegal employment situation? Do you receive adequate support from these or other collaborators? explain	
How do you measure the effectiveness of your work? What kind of records does your office keep? How do you monitor the work of your subordinates/how does your supervisor monitor the impact of your work?	
Social Services Dept: reintegration	
Goals, roles, structures, strategies, training, linkages, challenges, vision	
What kind of "rapid response" mechanism do you have to withdraw children vulnerable or in WFCL?	
What kind of services do you provide?	
What is your link to law enforcement? Schools? MoL? DCLCs? CLC's?	
How do you track the children you are responsible for?	
Have any of your practices changed over the last 5 years? How did they change? Why?	
What do you believe to be the best strategies for getting children out of WFCL and back into school? Do you face any challenges? Explain.	
Trade Unions and Employers Associations	
There are a number of new laws or revision of existing laws on child labor (bring into line w/182)—were you consulted about these? How? Do you know what the outcome is? How did you get this information? How has new legislation changed your work if at all?	From the NPA: the MOLHRD will be dependent on integration and mainstreaming of child labour issues and reporting from line Ministries, district staff, Social partners (FKE & COTU) and other partners. They will report on the progress made under the NPA aligned strategic plans.
Do you or any of your members (which?) have their own policies on Child Labor?	**MTR: COTU's** AP highlights institutional development strategies as the cornerstone of its sustainability plan as through sensitization and awareness building it is believed that all participating affiliates will include child labour issues in their programmes. A comprehensive trade union policy on child labour will help unions develop a more unified

	approach to resolving issues of child labour. This approach can be sustainable as COTU has a steady stream of income from membership dues.
How do you get information on WFCL issues and trends? How useful is the format and content in terms of meeting the needs of your members?	
What kinds of awareness raising does your organization or your member organizations do? Who are the primary audiences? Has your ability to do so changed since your contact with IPEC (?)? Has your message changed?	Q3/08 report Employers and trade unions have also been active in national events, and have been at the forefront in communicating messages against child labour.—Q3/08 report says they got communications training. Resource mobilization efforts will further be strengthened beyond the exchequer to include private sector resources. In this regard, the NPA will utilize the rapidly growing corporate social responsibility and goodwill from civil society to mobilize local human and financial resources.
For FKE: what kinds of efforts have your members made in taking action against WFCL as a result of your support via ILO/IPEC? What is the incentive for employers/private sector to do so? Was this different than what was happening in the past?	
How do you get feedback on CL from your members? Data or just anecdotal? Do you do any other kind of activity related to WFCL? Monitoring? Regulating? Sanctioning? How do you do this?	
What other kinds of activities would you like to do? What resources would be necessary to enable you to do this?	
What are your most important organizational linkages (government or non government) that support your efforts against the WFCL? Explain. What linkages would you like to see strengthened in this regard?	
NGOs/IPs	
Ask All: general	
Background: Mission, program, staff, reach	
Did you work on CL issues before this grant? Did you have links with any aspect of the TBP ahead of your work under ILO/IPEC? If yes, what was it?	
How do you see your org contributing to the GoK's commitment to the TBP? What specific contribution did your project supported through the ILO/IPEC program make in this regard? Do you receive adequate support? explain	Pilot, advocate, partner.
TA and networking	
What kind of training or briefing did you receive through the project? How useful was it to achieving your org/project objectives? What additional areas would have helped?	
How much interaction do you have with other APs? What is the nature of the interaction? How frequently? Who facilitates this? What is the most beneficial aspect of this interaction? What would you like to see improved?	
Are you conducting awareness raising campaigns? Who are they focused on? Were you trained in relating to the media on WFCL issues? What were the most useful things you learned? Has your voice in the media increased? Give egs.	MTR: From the documents provided and the interviews held, each IP is "on track" in conducting awareness activities. What is missing in this report is the impact of the awareness-

How do you know your message is reaching the audience and with what impact?	raising activities in communities; this was not reported on. -IPs have proposed that they will make known to all beneficiaries and stakeholders the type of financial support available from government so that children will be able to continue their education. SCREAM
Implementation	
What were your biggest challenges in implementing this program—organizational, resource, capacity etc?	
To what extent do you believe your AP is sustainable? Why? How?	
What were the most important lessons learned by your project? If you were able to scale this up nationally, how would you do that? What would you not do? What specific institutions (govt, non govt) would need to be involved in this?	
[true??] There are a number of new laws or revision of existing laws on child labor (bring into line w/182)—were you consulted about these? How? Do you know what the outcome is? How did you get this information? How has it changed your work if at all?	
M&E and tracking	
What data did you use in the design of your project?	
Did you see the TBP MAP guidelines? Did you use them? How? How useful were they?	
Did you receive any of the rapid analyses or KAP data? If so, how did you use it?	
How do you measure success of your program? What kind of data do you collect? Did the project provide assistance in this regard? How useful was it?	
Sustainability	
To what extent do you believe the DCLCs and LCLCs will be able to function after the PoS ends? What are the enabling and constraining factors to their doing so? What would you recommend for addressing the constraining f actors?	
Downstream only:	
Did you cooperate with DCLC's or LCLC's in the implementation of your program? If yes, how? To what extent did the DCLC/LCLC contribute to the achievements of your AP? Specifics. Was there any way in which they could have contributed more?	
How do you track the children you are assisting?	MTR: It is unfortunate that the adaptation of CLMS for IP use did not take place earlier, as it was just under construction at the time of the evaluation.
Were you trained in the SCREAM approach? How do you use it? What are the benefits of using it? What would you change about it?	
If IP was working in IGAs for families ask: Were you working on IGAs before you received ILO/IPEC support? If no, how did you start your program? What are your links with lending agencies? Did you get assistance (technical or capital) from anywhere? How effective has the IGA program been in getting children back in school? Youth in employment?	Other IPs have learned that providing training in IGAs, linking them to MFIs, and supporting SHGs are integral to the sustainability of children remaining in school. Some IPs helped schools establish IGAs to fund school feeding programs and other support for children. While, conceptually, this approach is critical, in

	implementation there have been significant difficulties: Although the development of IGAs to create a safety net for vulnerable families (parents of withdrawn and at risk children) was targeted by most IPs, the process was not well thought out by many. Many IPs stated that they do not know 1) the specific IGAs they might promote (or whether parents have their own ideas), 2) how to organize self-help groups (SHGs), or 3) the range of MFIs operating in the area and their requirements to access loans. IPs may have misjudged the time required to first meet the needs of the children, which has left only a few months for IPs to implement the IGA part of their commitment.
Notes and Q on specific IPs	
ANPPCAN: has long history in this area: ask about how AgriCom informed the development of the PoS. MTE recommended greater links with private sector to press them on the issues. Did this happen?	The child labour programme has also directly supported 2896 children at risk of dropping out of school and over 154 children have been removed from work for education and another 10 enrolled for vocational training. School performance in exams has improved greatly in the project schools leading to the improvement in enrolment, retention and completion rates due to concerted efforts by the community, the DCLCs and **ANPPCAN.** The programme has attracted continued support from partners mainly ILO/IPEC programme and the British government through the British Council. It is out of this support that the programme activities were able to be scaled-up from the initial four districts to the current nine districts. CCES,2007) pg 29 In the spirit of creating synergies, FKE should work with ANPPCAN Kenya to identify the employers who are buying goods children collect at the Nairobi dump site (Soweto) and target them for awareness raising on child labour and development of a social responsibility plan. FKE should also partner with ANPPCAN Regional to work with the multinational, Unilever, in creating a social responsibility plan for the tea plantations they own so that parents are paid a living wage and the

	children in the schools on the plantation can benefit from the profits earned by the multinational (and other commercial agricultural enterprises). Agricom case study: Consequently, ANPPCAN was instrumental in the formation of District Child Labour Committees in the districts that the NGO was active. Invariably, the DCLCs' agenda was limited to the activities that were being implemented by ANPPCAN.
Kitui Development Centre that traditionally works on community empowerment has had great success in this area. To date they have formed 34 groups and each group has mobilised between 50,000 to 70,000. Strengthen community based safety net programs:	
FAWE Helped in getting the gender emphasis in to education policy. What were the key barriers? What do you see as the major challenges to seeing this implemented in practice?	
Basing on the findings of the KAP study, the PoS with **AMWIK** had developed an awareness raising programme in on of the districts (Kwale) where awareness was very low. The strategy to be used is radio listening groups—it was designed as a pilot; how did they measure/share outcomes?	
Other agencies mentioned: Plan INt, Terre Des Hommes, IOM **SOLWODI,** has as its core business the removal of children from sexual exploitation.	
University of Nairobi What was or is your link with other IPs during the program? Has this changed overt time?	Good practices were documented under the ComAgri and CBP projects. The relevant practices were used to inform development of Action Programmes under the Project of Support. From Q3/08 report—see these 2 projects and check good practice documentation. Documenting good practices under TBP/PoS started in mid 2007 spearheaded by the University of Nairobi AP The University of Nairobi is also playing an integral role in expanding the knowledge base on child labour. Several students were funded to undertake research on child labour. Their findings were shared among all IPs in two fora. Policy briefs were developed and shared among IPs and ministries, and child labour issues were included in curriculum in human resources development and sociology courses. By sensitizing and educating the next generation on WFCL, the University of Nairobi is building capacity for future leaders to address these issues. What remains is the further integration of the university with practitioner IPs so

	that information generated can be presented in a manner in which IPs can use it to adjust their programs.
Chiefs	
How do you define child labor? What is the extent and nature of child labor in the area where you live?	
What is your role in addressing WFCL?	
Have you received any training or briefing over the last 5 years about this topic? If yes, what was it? What was the most/least helpful aspects?	MTE: Provincial Administration Officials (chiefs and sub-chiefs) are very instrumental in advocating for children, identifying children in WFCL, and in working with the community and parents/guardians to help bring children back to school. Where they are not active, community support can be problematic.
Which are the agencies that are most active on these topics in your area? What are they doing? How effective do you think they are? What is you link to them? what kind of support would you require to enforce CL law?	
Schools (students, head teachers, teachers)	
Why do children go to work? What do you know about laws concerning child labor?	
What actions or awareness raising has been carried out in your school about this? Who has done this? How has it changed the way you look at Child Labor?	
Have you heard of the SCREAM approach? What is it? How is it used?	

Annex C. Outcomes Table: presented by the ILO/IPEC Kenya

Project **Area of Work**	**AP in that area if any**	**Achievements of the project as per I/A report or statements by implementing agency**		**Achievements as per project management (Comments, additions)**	**Comments/ Observations by evaluation team**	**Proposed follow up** **Next steps**
		Target Groups	Other Qualitative			
1. Research and data collection (Knowledge building)	o University of Nairobi o KNBS** o KIE	Children Parents Public	Publications	• Child Labour concerns have been mainstreamed in the National Data collection system by the Kenya National Bureau of Statistics e.g. in Kenya Integrated Household Budget Survey (KIHBS). CL Analytical report produced. • The IDS has also promoted research on CL among students pursuing Masters and PhD Courses 2067 • Two research on KAP and CSEC carried out • Development of various resource materials e.g. training guides for DCLC, documentation of good practices and printing of the various report • Publication of CL book jointly with UoN • Inclusion of CL messages in curricular for primary school teachers, NFE, TIVET and at IDS in UoN		
2. Legal frame work harmonized and capacity to enforce them strengthened	o MoL o FKE o COTU	o Enforcement officers	Other officers in DCLCs	• New Labour Laws enacted and came into force in June 2008, section on protection of children in the employment Act • Other laws including the Children's Act, the sexual offences Act and the Education Act are also in place • Additional regulations including list of hazardous activities and rules governing employment of children under the employment act have been developed. • Capacity for enforcement has been built		

				especially through training by MoL for labour officers and DCLC training. Those trained through DCLCs include children's officers, police, chiefs, probation as well as labour officers		
3. Relevant policies and programmes are linked and target the needs of children	o MOL o FKE o COTU o FAWE-K	Policy makers		• Draft National Child Labour Policy (2006) has been revised and awaits Cabinet approval • A National Children Policy is under preparation and has included child labour issues. TBP supported the review of the policy to align it to emerging trends and challenges in fighting child labour in the country • The National Plan of Action has been revised and is ready for presentation to the national labour board. • Policy briefs have been produced by the UON-IDS • CL mainstreamed in various policy documents: MTP for vision 2030, DCWP, UNDAF, KESSP, Gender and Education Policy • National Steering Committee was gazetted in early 2006. The Technical Committee has reviewed and approved Action Programs as well as given policy direction on a number of implementation strategies.		
4. Capacity building and Institutional strengthening	o MoL o IAs dealing with DCLC o AMWI o KAACR	o DCLCs o Staff of IAs 15 DCLCs 425 communities with local structures		• There is increased capacity among partners via training, sensitization and mobilization, including dealing with the media and on child participation • Many more partners have joined the fight against CL (IPEC built capacity for KURET World Vision, Plan International, Terres des Homes) • Enhanced networks and linkages especially among IPEC partners		

				• Community structures i.e. DCLC's, LCLC's and child help desks formed and/or strengthened and are operational. • Resource mobilization/leveraging by partners, DCLCs and LCLCs • National Steering Committee reconstituted and sub-committees formed • Training of enforcement officers (Children's, labour, chiefs, police, local authority) as well other officers		
5. Education and skills training (direct action)	o ANPPCAN- K o ANPPCAN – R o FAWE-K o SOLWODI o CEPED o KDC o Undugu o KAACR o MYSA o SFRTF o KUDHIHA o COTU o NCDO o CWSK	25,559 children W/drawn = 14904 Prevented= 10655 Skills training = 3027 No of schools = 450		• Downstream activities took place through partners work with schools and education officials in the field. • Children in CL and those at risk were identified through LCLCs, their needs assessed, services provided including reintegration and psychosocial support where necessary. • Children were referred to both formal and non-formal schools as well as for skills training. Target children provided with shoes, uniforms, sanitary towels, counseling, fees, kits and other services. • Education Officers actively involved in DCLCs in all the districts. • Rights Clubs in schools – Child participation forum were started and strengthened • Collaboration and networking in provision of education services e.g. referrals were done to institutions run by FBOs and CBOs. • Some DCLC have fundraised/mobilized additional resources and lobbied for external support • Involvement of (head) teachers in LCLC		
6. Economic empowerment and creation of community	o KIDC o Q & M o ANPPCAN-R	2257 families 288		• All direct Action APs had a component of support to families through formation of self-help groups, training in group		

safety nets	o CEEPED o KUDHEIHA o CWSK	communities with safety nets 543 Economic ventures supported		dynamics, business management, and linking them to MFIs. Children over 16 years assisted to form self groups especially in the urban areas. • Groups are all being encouraged to access other social safety nets that exist such as CDF, Bursary funds, cash transfer etc • Families were supported to start IGAs including goat and poultry keeping, expanding their agriculture and starting/expanding small retail businesses. • Experience has shown that economic empowerment is core to elimination of CL		
7. Public awareness and social mobilisation	o AMWIK o ALL APs	Public Children and parents		• There is increased awareness on need to eliminate child labour e.g. cases of child labour reported to Children officers, chiefs are on the increase. • Increased networking and collaborative activities among implementing partners in recognition of the multi-faceted nature of CL • Increased electronic and print media coverage of CL issues • Receptiveness by gate keepers e.g. DCs, Labour officials, Children officers, Chiefs etc. • There was increased reporting of child labour/child abuse issues on media (TV, Newspapers, Radio stations). FM radio stations were particularly useful.		
8. Cross cutting Issues (gender, HIV/Aids, child participation, and monitoring)	o FAWE-K o SOLWODI o KAARC o CEEPED o MOL	Children		• Gender concerns mainstreamed in all APs. Special attention to girls through FAWE and SOLWODI APs • HIV/AIDS- a major challenge in all communities. No. of orphans are overwhelming (estimated at 2.4 million children in 2008), child headed HH, case of sick children who need ARVs		

				• Child participation mainstreamed in downstream action programme. However SCREAM network not received partners support, BUT children participation active in some partners activities • Sustainability Strategy: This is in all Action Programme proposals. • Resource Mobilization: There are a few new players on CL at the national level. • Children's department is developing a national data base on children, CL data will be captured • At project sites, a community based CL monitoring established to identify children at risk or those working, assess their needs, refer them to service provides and thereafter follow them up • IPEC and MoL have carried out regular field monitoring visits		

Annex D. PowerPoint Presentation for debrief with senior stakeholders, Nairobi April 3, 2009

Preliminary Findings & Recommendations for Discussion

Final Evaluation

Project of Support to the Time Bound Program to Eliminate the Worst Forms of Child Labor in Kenya

Dr. Laurie Zivetz, MPH, Team Leader
Rutere, S.K. Kenyan Consultant

April 3, 2009, Nairobi

Objective of the Evaluation

Assess achievements of the IPEC project of support in Kenya in terms of its contribution to the overall national efforts to achieve the elimination of WFCL.

From: Evaluation ToRs

Questions we asked

1. Were the assumptions in the design right?
2. Was implementation strategic and optimal?
3. Were targets met?
4. Did each party meet its commitments?
5. Were expertise and resources maximized to reach objectives?
6. Did the project appropriately address issues of sustainability and scale?

Evaluation constraints

1. Evaluation team contracted very late.
2. ILO/IPEC CTA & desk officer had both moved on.
3. Most MoL staff away for first week of program.
4. Field time limited.
5. Data on outcomes very limited.

Kenya's commitment to eliminating Child Labor
A brief history

1. Kenya ratified ILO Conventions 138 and 182
2. Child Labor-related initiatives underway since 1992
3. ILO supported ComAgri program (2002-2005)
4. National Plan of Action 2004 and revised 2008
5. Project of Support to TBP (2005-2009)
6. During this period:
   - FPE brings down no. of children out of school
   - KIHBS indicates drop in CL from 1.9m ('98/99 census)* to 773,697(KIHBS, 2005) (a 40.7% reduction)
   - Employment Act (2007) promulgated and Child Policy under review
   - Post election violence displaces families, disrupts program
   - Global economic downturn likely to deepen vulnerabilities for poorest families

*Integrated Labour Force Survey (ILFS)

The overall goal will be to provide intensive support in an advisory role to the Government and other partners on technical aspects of NPA implementation. The project's advisory role will concentrate on strengthening national capacities to build and maintain effective leadership for the elimination of WFCL.

From: Cooperative Agreement: ILO/IPEC-GoUS/GoK

TBP PoS Components

1. *Upstream*: Strengthening existing enabling environment towards the elimination of the worst forms of child labour.

1. *Downstream:* Direct action towards elimination of worst forms of child labour.

Immediate Objectives

Upstream

IO 1: *Knowledge Base* to support Action against WFCL expanded

IO 2: Labor related *legislation harmonized* and capacity to *enforce* them strengthened

IO 3: Relevant *policies and programs are linked* and target the needs of children

IO 6: *Public awareness* of the negative consequences of WFCL increased and stakeholders mobilized against WFCL.

Downstream

IO 4: Effective *model interventions* to withdraw children from WFCL and to provide access to quality primary education and vocational training

IO 5: Vulnerable groups and *families prone to WFCL are targeted for economic empowerment & community safety nets created*

Design considerations that led to implementation challenges

1. Focus on upstream and downstream appropriate, but sequencing problematic and linkages uneven.
2. Targets helped focus on outputs, but expediency distracted from building durable structures to meet longer term, bigger targets.
3. Reporting and decisionmaking support from ILO/IPEC to IPs may have undermined buy in and capacity building of MoL and DCLC's.
4. Number and breadth of APs multiplied NGO expertise but proved bitsy, project cycle based, and a distraction from leveraging national-level expertise (eg on IGAs, feeding, psychosocial).
5. Assumption of volunteerism at all levels questionnable without nat'l mandates, resources, long range plan of integration/support.
6. Monitoring and tracking came late and uneven.

1. Strengthening the enabling environment

a) Knowledge base for CL intervention planning and implementation expanded
b) Harmonizing labour related legislation
c) Ensuring free primary education reaches the children engaged in the WFCL
d) Poverty and Employment creation policies and programmes targeting communities prone to worst forms of child labour vulnerable families, women and children at risk
e) Public awareness

From: ILO/IPEC-GoUS-GoK cooperative agreement

Upstream Immediate Objectives

IO 1: *Knowledge Base* to support Action against Worst Forms of Child Labor expanded

IO 2: Labor related *legislation harmonized* and capacity to *enforce* them strengthened

IO 3: Relevant *policies and programs are linked* and target the needs of children

IO 6. *Public awareness* of the negative consequences of the WFCL increased and stakeholders mobilized.

IO 1: Knowledge Base to support Action against Worst Forms of Child Labor expanded

Findings:

1. U. Nairobi and KCBS studies often cited and of high quality; mainstreaming academic interest laudable.
2. Rapid assessments and KAP methodologically weak and presentation not user friendly.
3. Good practices well documented, but fell short of a scalable, evidence based model.
4. CLM/DBWR introduced late with unclear links to a nat'l database.
5. Lack of common M&E framework for downstream APs limited development of evidence base.

IO 1: *Knowledge Base* to support Action against WFCL expanded

Recommendations:

1. Incorporate CLM into planned NCCS national database on children's issues.
2. In this context, capacitate, inform and incentivize NSC, DCLCs, and LCLCs in rolling out a nat'l CLM system that tracks children and provides a user friendly database for planning.
3. Provide TA to future research efforts; link academic/KCBS with consulting firms.
4. In a future downstream program, incorporate a simple, common M&E framework to measure outcomes, process and impacts in future downstream activities, designed to inform national action planning and monitoring.

IO 2: Labor related legislation harmonized and capacity to enforce them strengthened

Findings:

1. MoL and ILO/IPEC inputs to labor laws and children's policies ensured emphasis on CL and harmonization.
2. CL policy still pending, hindering official commitment and enforcement at district level.
3. Links between the MoL, ILO/IPEC, and NCCS/MoGCSD weak, missing an opportunity to get local Children's Dept officers at district level engaged in TBP.
4. TBP engagement with civil society broadened awareness and action on legislation.
5. Chiefs effectively engaged in project sites.
6. Role of police in enforcement appears under-recognized by IPs.

IO 2: Labor related legislation harmonized and capacity to enforce them strengthened

Recommendations:

1. MoL to pass CL policy as matter of urgency.
2. NSC to be re-energized, resourced, and given management oversight of CL awareness and enforcement.
3. DCLC's participation to be included in performance criteria for relevant district level officials.

IO 3: Relevant *policies and programs are linked* and target the needs of children

Findings:

1. Effective incorporation of CL issues in teacher training curricula.
2. In-service teacher training of questionable impact.
3. Mainstreaming in TIVET outstanding.
4. Schools engaged by IPs in downstream efforts, but MoE engagement limited at National Level.

Recommendations:

1. Convene, empower and resource NSC and MoL/CL Division as secretariat.
2. Ensure roll out of *Tackle* benefits from lessons learned in this program.

IO 6. Public awareness of the negative consequences of the WFCL increased and stakeholders mobilized.

Findings:

1. Program investment in awareness raising effectively multiplied dissemination outlets through NGO and other IP networks, schools, and mass media, particularly in target areas.
2. KAP late, underutilized in targeting and content of awareness raising.
3. SCREAM powerful and therapeutic. too demanding of teachers?
4. CL issue profiled consistently in the media.

IO 6. Public awareness of the negative consequences of the WFCL increased and stakeholders mobilized.

Recommendations:

1. Support a public relations/IEC focus in MoL, NCCS or other suitable place to maintain CL issues in programs & media.
2. Assumption that children can advocate to parents (esp at-risk children) needs validation.
3. Incentivize teachers who anchor Child Rights clubs.

2. Direct Action against Worst Forms of Child Labour

a) Baseline studies conducted in targeted sectors and districts;
b) Enhancing local capacities to monitor, detect and prevent situations of exploitation of children and monitoring systems put in place in target communities;
c) Vulnerable groups and families prone to WFCL are targeted for economic empowerment and community safety nets;
d) Communities, families, local institutions and children are mobilized against WFCL and are sensitized to the needs of children in targeted districts and communities.

From: ILO/IPEC-GoUS-GoK cooperative agreement

Downstream Immediate Objectives

IO 4: Effective *model interventions* to withdraw children from WFCL and to provide access to quality primary education and vocational training

IO 5: Vulnerable groups and *families prone to WFCL are targeted for economic empowerment and community safety nets created*

From: ILO/IPEC-GoUS-GoK cooperative agreement

IO 4: Effective *model interventions* to withdraw children from WFCL and to provide access to quality primary education and vocational training

Findings:

1. Project invested more than 50% of resources in support to downstream activities.
2. Output achievements:

   Districts: 10 & 5 towns Schools: 450

   Children withdrawn and sent to school: 14,904

   Children withdrawn and sent to voc. training: 3,027
3. Limited learning from diversity of small initiatives because of i) no M&E expert on IPEC team, and ii) APs not framed as models.

IO 4: Effective *model interventions* to withdraw children from WFCL and to provide access to quality primary education and vocational training

Findings (cont):

Observations:

1. Uniforms a sufficient incentive for retention in some but not all cases. School staff prioritized child feeding, school and family-based IGAs to keep children in school.
2. Cost of vocational training and apprenticeships not always accurately estimated.
3. Some IPs ventured beyond core expertise to achieve targets (eg IGAs).
4. Psychosocial element of programs important; uneven.

National Plan of Action, 2004

The established District committees will be key in the implementation of the TBP. Committee will be created in target districts and strengthened in districts where they exist. The role of the committees will be to ensure that action programmes at the District level are implemented as scheduled.

(pg 47)

IO 4: Effective *model interventions* to withdraw children from WFCL and to provide access to quality primary education & vocational training

Findings (cont): District government engagement

1. Ownership of projects and issues correlate with access to resources.
2. IPs often worked around DCLC's with LCLC's to get work done.
3. Capacity building emphasis favored IPs rather than DCLC's.
4. Link b/w DCLCs & LCLCs weak, not well understood in practice.
5. Mentioned most often as challenging active DCLC member participation:
   - Staff turnover
   - Lack of funding, esp for transport and meetings
   - Competing officers' priorities
   - Weak policy and national directives

IO 4: Effective *model interventions* to withdraw children from WFCL and to provide access to quality primary education and vocational training

Recommendations:

1. Prioritize NSC, DCLC, LCLC capacity building.
2. DCLC's to have a clear coordination, management and monitoring role for CL activities.
3. Give DCLC a legal status.
4. DCLC's to outsource and oversight activities to NGOs as necessary.
5. Provide LCLC's with appropriate resources.
6. Leverage national programs for IGAs, school feeding, bursaries, CDF, TVET, human rights etc. to support IO 4. and IO 5. objectives

IO 5: Vulnerable groups and families prone to WFCL are targeted for economic empowerment and community safety nets created

Findings:

1. IGA activities appear to have been an afterthought in many NGO APs because root cause analysis not done to start.
2. Group lending approach appropriate; many stakeholders report economic improvements.
3. Implementation time insufficient, leaving sustainability in doubt.
4. Assumption that all needy adults are automatically entrepreneurs is incorrect.
5. Some IPs lacked IGA expertise.
6. School based IGAs show promise but sensitivity to overburdening teachers and pupils.
7. Distinction between welfare and IGAs needs clarification.

IO 5: Vulnerable groups and families prone to WFCL are targeted for economic empowerment and community safety nets created

Recommendations:

1. Develop IGA and safety net models which can be adapted for vulnerable families nationwide.
2. Budget support for welfare cases should also be anticipated. IGAs for child hh's and hh's with sick parents not appropriate.

Partnership challenges: national

1. ILO/IPEC's advisory role transformed into a managing agency, undermining MoL/NSC ownership. Driven by targets.
2. Situating ILO/IPEC inside the MoL may have led to greater cooperation.
3. Lack of ministerial commitment* to the TBP NSC weakened participation and thereby opportunities for leveraging resources and expertise downstream. This was compounded by the absence of a CL policy.
4. MoL's commitment to contribute in-kind labor for the TBP was too limited to achieve objectives.

*Focus on sitting allowance is a symptom.

Partnerships at District level: achievements

1. Networking among structure and NGO partners and recognition of achievements and expertise created potentials for synergies.
2. Partnership cultivated champions who took leadership at district and local levels.
3. NGOs received many workshop training and networking opportunities from PoS.

Partnerships at district and local: some missed opportunities

1. Parallel funding for NGOs undermined DCLC and LCLC ownership.
2. Funding for workshops was out of balance with resource availability for day to day operations of key structures.
3. DCLC's not empowered to strategically leverage available resources or coopt strategic non govt partners (eg WFP, WV, Plan Int'l, Red Cross)
4. Assumption of volunteerism at community unsustainable.

Asante Sana!

Annex E. Evaluation ToRs

International Programme on the Elimination of Child Labour
ILO/IPEC

Final version as basis for contract, February 2009

Terms of Reference
For
Independent Expanded Final Evaluation
Supporting the National Plan of Action for the Elimination of the Worst Forms of Child Labour in Kenya

ILO Project Code	KEN/04/50/USA
ILO Project Number	P.250.08.130.050
ILO Iris Code	12477
Country	Kenya
Duration	54.5 months
Starting Date	30 September 2004
Ending Date	15 April 2009
Project Locations	National level and selected districts
Project Language	English
Executing Agency	ILO-IPEC
Financing Agency	US DOL
Donor contribution	USDOL: US $5,000,000

I. Background and Justification

1. The aim of IPEC is the progressive elimination of child labour, especially its worst forms. The political will and commitment of individual governments to address child labour - in cooperation with employers' and workers' organizations, non-governmental organizations and other relevant parties in society - is the basis for IPEC action. IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes strengthening national capacities to deal with this issue, legislation harmonization, improvement of the knowledge base, raising awareness on the negative consequences of child labour, promoting social mobilization against it, and implementing demonstrative direct action programmes (AP) to prevent children from child labour and remove child workers from hazardous work and provide them and their families with appropriate alternatives.
2. From the perspective of the ILO, the elimination of child labour is part of its work on standards and fundamental principles and rights at work. The fulfilment of these standards should guarantee decent work for all adults. In this sense the ILO provides technical assistance to its three constituents: government, workers and employers. This tripartite structure is the key characteristic of ILO cooperation and it is within this framework that the activities developed by the Time-Bound Programme should be analyzed.
3. ILO Decent Work Country Programmes (DWCPs) are being introduced in ILO to provide a mechanism through which to outline agreed upon priorities between the ILO and the national constituent's partners within a broader UN and International development context. For further information please see http://www.ilo.org/public/english/decent.htm
4. The DWCP defines a corporate focus on priorities, operational strategies as well as a resource and implementation plan that complement and supports partner plans for national decent work priorities. As such DWCP are broader frameworks to which the individual ILO project is linked and contributes to. DWCP are beginning to be gradually introduced in various countries planning and implementing frameworks and in Kenya the DWCP 2007-2011 is already in its final version and being implemented (Please see: http://www.ilo.org/intranet/english/bureau/program/dwcp/download/dwcp_kenya.pdf).
5. A Time-Bound Programme (TBP) is essentially a national strategic programme framework of tightly integrated and coordinated policies and initiatives at different levels to eliminate specified worst forms of child labour (WFCL) in a given country within a defined period of time. It is a nationally owned initiative that emphasizes the need to address the root causes of child labour, linking action against child labour to the national development effort, with particular emphasis on the economic and social policies to combat poverty and to promote universal basic education. The ILO, with the support of many development organizations and the financial and technical contribution of the United States' Department of Labor (USDOL) has elaborated this concept based on previous national and international experience. It has also established innovative technical cooperation modalities to support countries that have ratified C. 182 to implement comprehensive measures against WFCL.[21]
6. The most critical element of a TBP is that it is implemented and led by the country itself. The countries commit to the development of a plan to eradicate or significantly diminish the worst forms of child labour in a defined period. This implies a commitment to mobilize and allocate national human and financial resources to combat the problem. The TBP process in Kenya is one

[21] More information on the TBP concept can be found in the Time Bound Program Manual for Action Planning (MAP), at http://www.ilo.org/childlabour.

of approximately 20 programme frameworks of such nature that are being supported by IPEC at the global level. [22]

7. The Kenya government has recognized child labour as a priority development challenge and put in place legal, institutional, policy and budgetary measures to combat the problem. In 2001, the government ratified Convention 182 on the WFCL, which requires that once ratified, countries develop comprehensive and integrated time bound measures to combat child labour, especially its worst forms.

8. The government has developed a draft National Policy on Child Labour and a National Plan of Action (NPA) for implementing time bound measures to eliminate worst forms of child labour. The formulation of the policy and the plan of action has benefited from a close cooperation between the government and ILO/IPEC. The draft NPA on the Worst Forms of Child Labour is the framework for the national time bound measures taken by the Government of Kenya as a result of ratifying Convention 182. In 2004, the government in partnership with ILO/IPEC has developed a Project of Support to help implement the NPA as the Time Bound Programme (TBP) framework.

Project approach and strategy

9. There are four economic sectors in Kenya that are known to engage children in worst forms of labour. These include domestic service, commercial sex, agriculture (including commercial and subsistence agriculture, fisheries, and pastoralism), and street working children in informal sectors work. Those are the priority focus of the Project of Support. Two other sectors, transport, and construction and mining, are suspected to also engage children in WFCL. The sectors were to be targeted for detailed study with a view to incorporating them into future programmes and projects.

10. The ILO/IPEC Project of Support has followed four mutually inclusive approaches:

    - Prevention of children entering into worst forms of child labour;
    - Provision of assistance to withdraw children from worst forms of child labour or removing the risks and hazards from the workplace;
    - Ensure access to education and/or vocational training to those who have been withdrawn from the worst forms of labour; and
    - Intervene to protect children at risk, and make provisions for special situation of girls.

11. The main components of the USDOL/ILO-IPEC project of support include strengthening the existing enabling environment and direct action towards the elimination of the WFCL. The project has the following immediate objectives (IO):

    IO1: Knowledge Base to support Action against Worst Forms of Child Labour expanded

    IO 2: Labour related legislation harmonized and capacity to enforce them strengthened

    IO3: Relevant policies and programmes are linked and target the needs of children

    IO 4: Effective model interventions to withdraw children from WFCL and to provide access to quality primary education and vocational training

    IO5: Vulnerable groups and families prone to WFCL are targeted for economic empowerment and community safety nets created

[22] The term "national TBP" normally refers to any national programme or plan of action that provides a strategic framework for or plan for the implementation of Convention 182 on the worst forms of child labour. TBP is a generic term for such frameworks and for a concept or proposed general approach which will be used in different ways in different national contexts. In many cases the terminology TBP is not used even though the process and the framework will have many of general characteristics of the approach. ILO/IPEC has formulated the TBP concept and approach based on the work of ILO and partners. ILO/IPEC is providing support to the TBP process as in the different countries through "projects of support", which is seen as one of the many component projects, interventions and development partner support to the TBP process.

IO6: Public awareness of the negative consequences of worst forms of child labour increased and stakeholders mobilized against WFCL.

Mid-Term Evaluation

12. In line with ILO/IPEC policies and procedures and as outlined in the project document, a mid-term evaluation was undertaken in September 2007. For the upstream interventions, the evaluation found that is was of critical importance in the TBP Project of Support that the structures, policies, laws and organizational relationships are established to create an enabling environment to children to be withdrawn or prevented from WFCL. Sustainability rests on the cooperation and collaboration of policy making bodies, implementing institutions that can carry out the policies, and enforcement agencies that exercise oversight to ensure that policies and laws are being carried out. While there is significant intent and some evidence of implementation in each of these domains, much remains to be done.

13. Concerning downstream activities overall achievements as found by the mid-term evaluation included success in community mobilization, enhanced networking and linkages, identification of project beneficiaries, capacity building, and taking direct action against WFCL. However, it was found that many challenges remain, at the implementing partner level, at school level and the level of skills training for older children as well as in the area of project management.

14. The report includes a number of recommendations to ILO/IPEC, project management, implementing partners and different national level institutions on how to improve performance in view to achieve the set objectives.

Recent Activities and Outcomes

15. An analytical Child Labour Report, released by the Kenyan National Bureau of Statistics has shown a significant drop of children working in child labour in Kenya over the last nine years. At the time of the last progress report, the project had disbursed 96% of the total allocated budget and the last action programmes were about to close. The set targets had already been achieved or exceeded.

Background to the Expanded Final Evaluation

16. ILO/IPEC projects are subject to end of project evaluations as per ILO technical cooperation policies and procedures and in agreement with the donor. As a project of support to the TBP approach that has been formulated as a comprehensive framework for the implementation of the provisions of Convention 182, the final evaluation of this and other similar projects of support to the TBP processes in other countries is done as an Expanded Final Evaluation. Expanded Final Evaluations are essentially evaluations with a number of complementary studies that allow for more in-depth quantitative and quality assessments of impact of the project in identified areas and in the context of broader and longer-term impacts. They are organised around a set of core areas of achievement or suggested aspects to be used across all final evaluations of TBP projects of support. For this project, it has been decided to carry out an end-line Knowledge, Attitudes and Practices (KAP) survey, repeating parts of a similar survey that has been carried out at midterm in a scaled-down manner.

Standard Framework for final evaluations of TBP projects of support

17. The design of the EFE was influenced by the initial work on the development of a standard framework for the evaluation of TBP projects of support. While a number of core questions have been identified and elements of the proposed standard evaluation framework have been used here, it is expected that further EFEs will allow for the full development of such an evaluation framework to be used for subsequent TBP projects of support.

18. In addition to serving as a project evaluation, using such a standard framework will allow for a broader, more comprehensive approach that will lead to further development of the national TBP framework, including identifying future action. Using a consistent approach across the ILO/IPEC projects of support will ensure that a number of core questions and aspects will be addressed. It will also provide for a comparative perspective when drawing out lessons learned. As such, it is part of the ongoing review process of the TBP concept in ILO/IPEC and could potentially provide

an opportunity for involving other stakeholders and development partners in the evaluation process. It is also possible that the proposed approach could be done as a joint evaluation of either the whole national TBP framework, including the different component projects of support, or for clusters of ILO/IPEC projects of support.

19. Ideally, such a standard evaluation framework would become the basis for broader joint evaluations of several projects of support or components within the national TBP process as implemented by a number of development partners.

Combined Impact Assessment and Final Evaluation (Expanded Final Evaluation)

20. A combined impact assessment/final study will therefore combine impact assessment attempts to assess short-term project impact by repeating selected parts of the Knowledge, Attitudes and Practices survey that was carried out at midterm of the project with a final evaluation. The findings from this KAP survey will feed into the final evaluation of the project.

21. In ILO/IPEC evaluations of its projects are carried out to enhance organisational learning and demonstrate achievement. As per IPEC procedures, a participatory consultation process on the nature and specific purposes of this evaluation was carried out three months prior to the scheduled date of the evaluation. Inputs were received from key stakeholders: Project management, IPEC HQ, and the donor. The present Terms of Reference is based on the outcome of this process and inputs received in the course of the consultative process.

II. Scope and Purpose

Scope

22. The expanded final evaluation will cover the IPEC project of support in Kenya. It will focus on the project's achievements and its contribution to the overall national efforts to achieve the elimination of WFCL. The evaluation should focus on all the activities that have been implemented since the start of the project to the moment of the field visits.

23. The scope of the present IPEC evaluation includes all project activities to date including Action Programmes. If relevant for the assessment of the project, any preparatory work for the Project of Support will also be considered. The evaluation should look at the project as a whole, including issues of initial project design, implementation, lessons learnt, replicability and recommendations for future projects.

24. The contribution of IPEC to the national TBP process normally covers the promotion of an enabling environment, and the role of technical advisor or facilitator of the process of developing and implementing the national TBP strategic programme framework. In order to assess the degree to which this contribution has been made, the evaluation will have to take into account relevant factors and developments in the national process. The focus of the evaluation however will be on the IPEC project in support of the Kenya NPA/Time-Bound Programme.

25. The evaluation is expected to emphasize the assessment of key aspects of the programme, such as strategy, implementation, and achievement of objectives. It will assess the effect and impact of the work carried out during the implementation phase, using data collected on the indicators of achievement and the KAP survey to provide detailed assessment of achieved and potential impact on knowledge, attitudes and practices. It will also evaluate the effectiveness, relevance, and elements of sustainability of the programme activities carried out.

Purpose

26. The evaluation is to be conducted with the purpose of drawing lessons from the experiences gained during the period of implementation. It will show how these lessons can be applied in other planned ILO/IPEC intervention in the broader terms of action against child labour in the context of the Time-Bound Programme process.

27. In addition, the evaluation will serve to document potential good practices, lessons learned, models of interventions and life histories of the beneficiary children in this cycle of the project. It will serve as an important information base for key stakeholders and decision makers regarding any policy decisions for future subsequent activities in the country.

28. The evaluation will also involve a review of the role of the IPEC project in promoting the development of a NPA as an overall TBP framework in Kenya to identify any needed changes in its strategy, structure and mechanisms. The analysis should focus on how the TBP concept and approach is being promoted, its relevance, how it has contributed to mobilizing action on child labour, what is involved in the process of designing a TBP process type of approach and what the IPEC project has done for the process. The focus however will be on the IPEC project's role within the development of a NPA as a national TBP framework.

29. Given that the broader TBP approach is relatively young (since 2001), the innovative nature and the element of "learning by doing" of the approach should be taken into account. The TBP concept is intended to evolve as lessons are learned and to adapt to changing circumstances. The identification of specific issues and lessons learned for broader application for the TBP concept, as a whole, would be a particular supplementary feature of this evaluation.

30. The results of the evaluation will be used as part of strategic planning and possible orientation for further phases of the various projects, including models of interventions. The results should also be used by IPEC to design future programmes and allocate resources.

31. The evaluation will provide recommendations to the Government and other national stakeholders on taking forward and developing/finalizing the National TBP (contents of NPA, possible modus operandi etc) and it will make recommendations to the project as to how its proposed exit strategy supports the longer term consolidation of the National TBP.

III. Suggested Aspects to be Addressed

32. The evaluation should address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency and sustainability as defined in the ILO Guidelines on "Planning and Managing Project Evaluations" 2006. This is further elaborated in the ILO document "Preparation of Independent Evaluations of ILO Programmes and Projects" 1997. For gender concerns see: ILO Evaluation Guidance: Considering Gender in Monitoring and Evaluation of Projects, September 2007.

33. The evaluation should be carried out in adherence with the ILO Evaluation Framework and Strategy, the ILO Guideline, the specific ILO-IPEC Guidelines and Notes, the UN System Evaluation Standards and Norms, and the OECD/DAC Evaluation Quality Standards.

34. In line with results-based framework approach used by ILO-IPEC for identifying results at global, strategic and project level, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation concerns and the achievement of the Immediate Objectives of the project using data from the logical framework indicators.

35. The suggested aspects to address (detailed in Annex 1) were identified during the process of formulating the current terms of reference. Other aspects can be added as identified by the evaluation team in accordance with the given purpose and in consultation with ILO/IPEC Geneva's Design, Evaluation and Documentation Section (DED).It is not expected that the evaluation address all of the questions detailed in the Annex; however the evaluation must address the general areas of focus. The evaluation instrument should identify the general areas of focus listed here as well as other priority aspects to be addressed in the evaluation.

Below are the main categories that need to be addressed:

- Design and planning
- Achievements (Implementation and Effectiveness) of Objectives
- Relevance of the project
- Sustainability
- Special Aspects to be Addressed

36. The current list of core aspects and questions to be addressed as part of the Standard Framework for evaluation of TBP Projects of Support provides key suggested questions/aspects to be examined by the evaluation. The focus will be on the contribution of the ILO/IPEC Project of Support to the national TBP framework.

37. Particularly in TBP evaluations, questions of levels of analysis in IPEC evaluations, namely at the project and country levels, should be specifically addressed by evaluations. In the localities in which IPEC projects operate, policy changes can be analyzed by understanding the nature of local political support for projects or programmes, and the specific actions taken by mayors or other community leaders to support, integrate, or replicate activities advocated by the project or programme. In the case of sectoral studies, the evaluator should explicitly document changes in policy or practice that occurred within targeted sectors.

38. These results are also intended to contribute to the understanding of ILO/IPEC contributions at the global level. In projects of support for time bound programmes or other broad-based national projects, effects can include institutional strengthening, the development of sustainable organizations, and partnering networks.

Aspects for Knowledge, Attitudes and Practices survey

39. The purpose of the Knowledge, Attitudes and Practices survey is to obtain more detailed information on changes in the knowledge, attitudes and practices concerning child labour of beneficiaries, their parents and key stakeholders. While the results of the KAP survey will be used as data for the final evaluation, the approach will also feed into the larger Impact Assessment Framework of ILO/IPEC since it will test the possibility of conducting repeat studies on knowledge, attitudes and practices in child labour at the end of the project for the purpose of providing data for an evaluation.

40. For the KAP survey, specific aspects should be based on the areas that were covered under the baseline KAP survey, although in a scaled-down manner.

IV. Expected Outputs of the Evaluation

41. The expected outputs to be delivered by the **International Evaluation Team Leader**are as follows:

- Desk review
- Review of KAP survey design and ongoing support to the survey
- Evaluation instrument
- Evaluation field visits including interviews and consultations with key stakeholders in Kenya
- Preparation and facilitation of national stakeholder evaluation workshop, including workshop programme and background note
- Debriefing with project staff and key national partners
- Draft report
- Second and final version of report, including any response to consolidated comments

42. The expected outputs to be delivered by the **National Evaluation Consultant**are as follows:

- Desk review
- Background report of relevant information after discussion with evaluation team leader
- Support to international team leader during evaluation phase
- Co-facilitation of national stakeholder evaluation workshop
- Input and support to the preparation of the final evaluation report

43. The final evaluation report should include:

- Executive Summary with key findings, conclusions and recommendations
- Clearly identified findings focussing on impact, including findings from KAP survey
- Clearly identified conclusions and recommendations
- Lessons learned
- Potential good practices and effective models of intervention.
- Appropriate Annexes including present TORs
- Standard evaluation instrument matrix

44. It is recommended to structure the final reports along the lines of the elements in the core questions that will be provided and at minimum with the following headings:

- TBP and Project of Support preparatory process
- Process of development and design of
    - National NPA (TBP)
    - Project of Support
    - Action Programmes
- Implementation Process
- Performance and Achievement
    - Support to National NPA (TBP) process
    - Enabling environment
    - Targeted Interventions
    - Networking and Linkage and mobilisation of resources
    - Evidence of sustainability

45. The total length of the report should be a maximum of 40 pages for the main report, excluding annexes; additional annexes can provide background and details on specific components of the project evaluated. The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.

46. All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided both in paper copy and in electronic version compatible for Word for Windows. Ownership of data from the evaluation rests jointly with ILO-IPEC and the consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO-IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

47. The final report will be circulated to key stakeholders (project management, ILO/IPEC, ILO Regional, all participants present at the stakeholder evaluation workshop, donor and others as identified by DED) for their review. Comments from stakeholders will be consolidated by the Design, Evaluation and Documentation Section (DED) of ILO/IPEC Geneva and provided to the team leader. In preparing the final report the team leader should consider these comments, incorporate as appropriate and provide a brief note explaining why any comments might not have been incorporated.

48. The expected outputs to be delivered by **Local Partner Agency for KAP survey**are:

- Data collection plan and methodology, including questionnaires and Focus Group Discussion Guidelines
- Implemented survey
- Analytical report presenting the data and key analysis
- Electronic version of the raw data for further analysis
- Meetings as necessary with team leader and national consultant

V. Evaluation Methodology

49. The following is the proposed methodology for the expanded final evaluation. While the evaluation team can propose changes in the methodology, any such changes should be discussed with and approved by DED provided that the research and analysis suggests changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.

1.1. Expanded Final Evaluation:

1.1.1. Desk Review

50. The evaluation will be carried out using a desk review of appropriate materials, including the project documents, progress reports, outputs of the programme and the projects (action programmes), results of any internal planning process and relevant materials from secondary sources. At the end of the desk review period, it is expected that the evaluation consultant will prepare a document indicating the methodological approach to the evaluation in the form of the inception report and evaluation instrument, to be discussed and approved by DED.

1.1.2. Field visits by evaluation team

51. The evaluation team leader, assisted by the national evaluation consultant, will conduct an evaluation mission in-country that will consist of the following:

- Interviews with key national stakeholders and informants
- Field visit to selected project sites
- A stakeholder evaluation workshop

52. The international consultant and national consultant will work together as a team, particularly during the field mission, including a division of work when talking to key national stakeholders. The evaluation team will prepare the final report.

53. The evaluation team will interview the donor representatives, ILO/IPEC HQ, and ILO/IPEC regional staff either in person or by conference calls early in the evaluation process, preferably during the desk review phase.

54. The evaluation team will be asked to include as part of the specific evaluation instrument to be developed, the standard evaluation instruments that ILO/IPEC has developed for documenting and analyzing achievements of the projects and contributions of the Action Programmes to the project.

55. The methodology for the evaluation should consider the multiple levels involved in this process: the framework and structure of the national efforts to eliminate the WFCL in Kenya and IPEC's support to this process through this project. Data gathering and analysis tools should consider this methodological and practical distinction.

56. The evaluation methodology includes a one day stakeholder workshop at the national level. The workshop will be attended by IPEC staff and key partners, including the donor as appropriate, in order to gather further data, as appropriate present the preliminary findings, conclusions and recommendations and obtain feedback. The workshop will take place towards the end of the fieldwork. The results of the workshop should be taken into consideration for the preparation of the draft report. The evaluation team leader will be responsible for organizing the methodology of the workshop. The identification of the number of participants of the workshop and logistics will be under the responsibility of the project team. Key project partners should be invited to the stakeholder workshop. The project will propose a list of participants.

Composition of the evaluation team

57. The evaluation will be carried out by the international evaluation team leader and a national evaluation consultant that previously have not been involved in the project. The evaluation team leader is responsible for drafting and finalizing the evaluation report. The national evaluation consultant will support the team leader in preparing the field visit, during the field visit and in drafting the report. The evaluation team leader will have the final responsibility during the evaluation process and the outcomes of the evaluation, including the quality of the report and compliance with deadlines.

58. The background of the evaluation team leader and the national evaluation consultant should include:

International Team Leader	
Responsibility	Profile
• Provide comments and feedback on the KAP survey including feedback on the designed instrument and questionnaires • Briefing with IPEC DED • Telephone Interviews with donor and IPEC HQ • Desk review • Prepare evaluation instrument • Conduct field visits in selected project sites in Kenya • Facilitate a stakeholder workshop with the support of the national consultant • Draft the evaluation report • Finalize the evaluation report taking into consideration comments from key stakeholders.	• Relevant background in social and/or economic development. • Experience in the design, management and evaluation of development projects, in particular with policy level work, institution building and local development projects. • Experience in evaluations in the UN system or other international context as team leader • Relevant regional experience preferably prior working experience in Kenya. • Experience in the area of children's and child labour issues and rights-based approaches in a normative framework are highly appreciated. • Experience at policy level and in the area of education and legal issues would also be appreciated. • Experience in the UN system or similar international development experience including preferably international and national development frameworks in particular PRSP and UNDAF. • Familiarity with and knowledge of specific thematic areas. • Fluency in English; knowledge of Swahili would be an advantage • Experience facilitating workshops for evaluation findings.

National Consultant: Evaluation team member	
Responsibility	Profile
• Prepare desk review in coordination with the team leader • Conduct site visits with the team leader • Support the team leader in facilitating the stakeholder workshops • Provide inputs to the team leader in drafting the evaluation report • Provide inputs and clarification for the team leader in finalizing the evaluation report.	• Extensive knowledge of development in Kenya, preferably on child labour issues • Experience in evaluations conducted at the multi-bilateral level in development • Experience in facilitating stakeholder workshops and preparation of background reports • Fluency in English

59. The team leader will provide support and feedback to the KAP survey design process (including the study design and questionnaires).

60. The team leader will undertake a **desk review** of the project files and documents, undertake **field visits** to selected project locations, **and facilitate the stakeholder workshop.**

61. The evaluation team leader will be responsible for **drafting** the evaluation report with support from the national evaluation consultant. Upon feedback from stakeholders to the draft report, the team leader will further be responsible for **finalizing** the report **incorporating** any comments deemed appropriate.

62. The evaluation will be carried out with the technical support of the IPEC-DED section and with the logistical support of the project office in Nairobi with the administrative support of the ILO sub-regional office for East Africa in Dar es Salaam. DED will be responsible for consolidating the comments of stakeholders and submitting them to the team leader.

63. It is expected that the evaluation team will work to the highest evaluation standards and codes of conduct and follow the UN evaluation standards and norms.

1.2. KAP survey in selected targeted district

64. A Local Partner Agency (Research Institute) will design and implement a KAP survey that will consist of a survey of a sample of beneficiaries, parent and key stakeholders. This may be complemented by limited focus group discussions and data collection on external and contextual factors. The initial (baseline) KAP survey should be considered as the starting point, and the KAP survey should be designed to follow up on it or (partly) repeat the baseline.

65. The purpose of the KAP survey is to obtain more detailed information on the change in knowledge, attitudes and practices regarding child labour of beneficiaries, parents and key stakeholders. The results of the KAP survey will be used as data for the expanded final evaluation and the overall evaluation report.

66. The local partner agency will prepare a detailed survey plan outlining the specific approach including sampling, questionnaires, methodology, agenda for focus group discussions and the proposed analytical structure for reporting the data for the overall evaluation.

67. The local partner agency will draft the findings of the study in an initial and a final report.

68. Separate detailed TOR will be available for the KAP survey, with reference to the survey as part of the Expanded Final Evaluation.

Timetable

69. The tentative timetable is as follows.

Expanded Final Evaluation		
Responsible Person	**Tasks**	**Duration and Dates**
Team leader & team member	o Ongoing support to KAP end-line survey by team leader o Telephone briefing with IPEC DED and the donor o Desk Review of project related documents o Evaluation instrument based on desk review o Feedback on impact assessment study designs and reports	March 11-20, 2009 T. leader 10 days T. member 5 days
Evaluation team with logistical support by project	o In-country to Kenya for consultations with project staff o Consultations with project staff /management o Field visits o Consultations with girls and boys, parents and other beneficiaries o Workshop with key stakeholders	March 24- April 5, 2009 T. Leader: 15 days T. Member: 12 days
Evaluation team leader with team member	o Draft report based on consultations from field visits and desk review and workshop in Kenya	April 6-10, 2009 T. Leader 5 days T. Member: 2days
DED	o Circulate draft report to key stakeholders o Consolidate comments of stakeholders and send to team leader	Mid/End April
Evaluation team leader	o Finalize the report including explanations on why comments were not included	T. leader 5 days T. member 1 day
TOTAL number of days		**T.leader 35 days** **T. member 20 days**

KAP survey		
Responsible Person	**Tasks**	**Duration and Dates**
Local partner agency (Research Institute)	o Desk review of baseline, media reports, TPRs, project related documents	March 2-6, 2009 5 days
Local partner agency (Research Institute)	o Implementation of survey in selected districts with a total sample and number of focus groups discussions as in detailed survey plan o Field work o Data processing and analysis	March 9-27, 2009 3 work weeks
Local partner agency (Research Institute) with input from evaluation team leader	o Preparation of analytical brief report in bullet points o Finalization of report based on comments of evaluation team leader	March 30-April 3, 2009 5 days
Local partner agency (Research Institute)	o Provide support to team leader in finalizing the report	2 days
TOTAL number of days		**32 days**

Sources of Information and Consultations/Meetings

Available at HQ and to be supplied by DED	• **Project document** • **DED Guidelines and ILO guidelines** • **Midterm evaluation report**
Available in project office and to be supplied by project management	• **Progress reports/Status reports** • **Technical and financial reports of partner agencies** • **Direct beneficiary record system** • **Good practices and Lessons learnt report (from TPR)** • **Other studies and research undertaken** • **Action Programme Summary Outlines Project files** • **National workshop proceedings or summaries** • **Any other documents**

Consultations with:

- Project management and staff
- ILO/HQ and regional backstopping officials
- Partner agencies
- Social partners employers' and workers' groups
- Boys and girls
- Parents of boys and girls
- Community members
- Teachers, government representatives, legal authorities etc as identified by evaluation team
- Relevant officials from the Ministry of Labour (Child Labour Unit), Ministry of Education etc.
- Members of the National Steering Committee
- Telephone discussion with USDOL
- US Embassy representative
- UNICEF, ECPAT/ECPIK and other partner NGOs
- Other relevant stakeholders and possible resource persons

70. Final Report Submission Procedure

For independent evaluations:

a. The evaluator will submit a draft report to **IPEC DED in Geneva**
b. IPEC DED will forward a copy to **key stakeholders** for comments on factual issues and for clarifications
c. IPEC DED will consolidate the comments and send these to the **evaluator** by date agreed between DED and the evaluator or as soon as the comments are received from stakeholders.
d. The final report is submitted to IPEC DED who will then officially forward it to stakeholders, including the donor.

VI. Resources and Management

Resources

71. The resources required for this evaluation are:

For the evaluation team leader:

- Fees for an international consultant for 35 work days
- Local DSA in project locations for maximum 14 nights in various locations in Kenya.
- Travel from consultant's home residence to Kenya in line with ILO regulations and rules

For the national evaluation consultant (evaluation team member):

- Fees for a national evaluation consultant for 20 days
- Local DSA in project locations for a maximum 9 nights in various location in Kenya in line with ILO regulations and rules

Other costs:

- Costs for the KAP survey
- Fees for local travel in-country
- Stakeholder workshop expenditures in Kenya
- Any other miscellaneous costs.

A detailed budget is available separately.

Management

72. The evaluation team will report to IPEC DED in headquarters and should discuss any technical and methodological matters with DED should issues arise. IPEC project officials in Nairobi and the ILO Office in Dar es Salaam will provide administrative and logistical support during the evaluation mission.

Annex I of ToRs: Suggested Aspects to be Addressed

Design and Planning (Validity of design)

- Assess whether the project design was logical and coherent and took into account the institutional arrangements, roles, capacity and commitment of stakeholders.Were lessons learned from past IPEC interventions such as previous country programmes in Kenya, the regional project on hazardous child labour in commercial agriculture (Comagri) and the regional project on skills training strategies to combat WFCL successfully incorporated into the project design?
- Assess the internal logic (link between objectives achieved through implementation of activities) of the project and the external logic of the project (degree to which the project fits into existing mainstreaming activities that would impact on child labour).
- Analyze whether available information on the socio-economic, cultural and political situation, (this includes local efforts already underway to address CL and promote education opportunities for targeted children and existing capacity) in Kenya was taken into consideration at the time of the design and reflected in the design of the project. Did the project's original design fill an existing gap in services that other ongoing interventions were not addressing?
- To what extent were external factors identified and assumptions identified at the time of design? Have there been any changes to these external factors and the related assumptions and, if, so, how did this impact project implementation and the achievement of objectives?
- Assess whether the problems and needs were adequately analyzed and determine whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified taking gender issues into concern.
- Was the time frame for project implementation and the sequencing of project activities logical and realistic? If not, what changes were made to improve them?
- Was the strategy for sustainability of achievement defined clearly at the design stage of the project?
- What lessons were learned, if any, in the process of conducting baseline survey for the identification of target children?
- Were the objectives of the project clear, realistic and achieved within the established time schedule and with the allocated resources (including human resources)? Were the targets realistic? Were the linkages between inputs, activities, outputs and objectives clear and logical? Did the action programmes designed under the project provide clear linkages and complement each other regarding the project strategies and project components of intervention?

Achievements (Implementation and Effectiveness)

- What lessons were learned, if any, in the process of conducting baseline survey for the identification of target children?
- Has the project achieved its immediate objectives? Has the entire target population been reached? Please distinguish between beneficiaries as reported to receive educational services and beneficiaries that have received non-educational services.
- Assess the process of NPA formulation and the role of the project in supporting its formulation and eventual implementationincluding mobilizing resources, policies, programmes, partners and activities to be part of the NPA/TBP.
- How effective was the project in terms of leveraging resources? What process was undertaken by the project to identify and coordinate implementation with other child labour-focused initiatives and organizations in the country?
- Assess the effectiveness of the education and non-education services being provided to beneficiaries.

- Which were the criteria used for selection of Action Programme regions and sectors? Which were the criteria used to select project beneficiaries? Were these criteria relevant and efficient?
- Were the selected agencies the most relevant and appropriate for carrying out the activities?
- How effective were the APs, and how did they contribute to the project meeting its immediate objectives?Examine the capacity constraints of implementing agencies and the effect on the implementation of the designed APs. Consider the particular role of Government as Implementing Agency.
- How has the capacity of the implementing agencies and other relevant partners to develop effective action against child labour been enhanced as a result of project activities?Has the capacity of community level agencies and organizations in Kenya been strengthened to plan, initiate, implement and evaluate actions to prevent and eliminate child labour?
- Were the expected outputs being delivered in a timely manner, with the appropriate quantity and quality?
- Assess the efficiency of the project i.e. compare the allocated resources with results obtained. In general, did the results obtained justify the costs incurred?
- Assess the participation of different relevant actors in the National Steering Committee (e.g. How are these structures participating in project implementation? Examine the relationship between the NSC and the implementing agencies, what is their collaboration. How did this contribute to progress toward project's objectives? How did these bodies contribute to building local capacity and promoting local ownership of the national program?
- Examine any networks that have been built between organizations and government agencies working to address child labour on the national, provincial and local levels. Assess the project's partner linking and networking strategy.
- What process was undertaken by the project to identify and coordinate implementation with other child labor-focused initiatives and organizations in Kenya. To what extent were synergies exploited and economies of scale created?
- Assess the level of government involvement in the project and how their involvement with the project has built their capacity to continue further work on future programmes, in particular the Child Labour Committees and Child Labour Unit.
- Which are the mechanisms in place for project monitoring? Please assess the use of work plans and project monitoring plans (PMPs), Direct Beneficiary Monitoring and Reporting (DBMR) processes or systems.
- How were recommendations from the mid-term evaluation acted upon by the project and to what effect?
- How did factors outside of the control of the project affect project implementation and attainment of project objectives?How did the project deal with these external factors? Specifically address how political unrest in Kenya and the devaluation of the dollar affected the project's ability to quantitatively and qualitatively meet goals and targets.
- Assess the progress of the project's gender mainstreaming activities.
- How were the strategies for monitoring of child beneficiaries implemented and coordinated? Assess how the project monitored both the work and education status of all direct beneficiaries, discussing whether or not the system was appropriate and efficient in monitoring each child to ensure that he/she was no longer working and/or that work conditions were no longer hazardous, and were attending education programs regularly. Assess how project staff and implementing partners understand and use the DBMR forms and database.
- To what extent do project staff, implementing organizations, and other stakeholders have a clear and common understanding of definitions used by IPEC for identifying a child as prevented or withdrawn from child labour?
- How effective was the project in raising awareness about child labour and in promoting social mobilization to address this issue?
- Identify unexpected and multiplier effects of the project.

- How successful was the project been in mainstreaming the issue of child labour into ongoing efforts in areas such as education, employment promotion, poverty reduction and data collection?
- Assess the process for documenting, disseminating and replicating/up-scaling pilot projects.
- Assess to what extent the planning, monitoring and evaluation tools have been promoted by the project for use at the level of NPA/TBP and by other partners.

Relevance of the Project

- Assess the validity of the project approach and strategies and their potential to replicate.
- Assess whether the problems and needs that gave rise to the project still exists or have changed.
- Assess the appropriateness of the sectors/target groups and locations chosen to develop the project based on the finding of baseline surveys.
- Were the Action Programs well-rooted within the communities in which they operated?
- How does the strategy used in this project fit in with the NPA under development and national education and anti-poverty efforts, and interventions carried out by other organizations?
- Did the strategy address the different needs and roles, constraints, access to resources of the target groups, with specific reference to the strategy of mainstreaming and thus the relevant partners, especially in government?
- Did the service package promoted by the project respond to the real needs of the beneficiaries? Do children/families/communities get the support they need to protect children from WFCL?

Sustainability

- Assess to what extent a phase out strategy was defined and planned and what steps were taken to ensure sustainability. Assess whether these strategies had been articulated/explained to stakeholders as well as the actual efforts to phase out activities or to transfer responsibilities to local partners as a means of promoting sustainability.
- Assess what contributions the project has made in strengthening the capacity and knowledge of national stakeholders and to encourage ownership of the project to partners.
- Assess the long-term potential for sustained action and involvement by local/national institutions (including governments) and the target groups.
- Is the Child Labour Monitoring System (CLMS) likely to be sustainable?
- Examine whether socio-cultural and gender aspects endanger the sustainability of the programme and assess whether actions have been taken to sensitize local institutions and target groups on these issues.
- Assess project success in leveraging resources for ongoing and continuing efforts to prevent and eliminate child labour in the context of the NAP. Based on the project's experience: which are some of the factors that might impact on the likelihood of the NAP being taken further?

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