

**ILO/IPEC TIME BOUND PROGRAMME –
KENYA**

**SUPPORTING THE NATIONAL PLAN OF
ACTION FOR THE ELIMINATION OF
THE WORST FORMS OF CHILD
LABOUR IN KENYA**

Project No. P.250.08.130.050

Funded by the US Department of Labor

MID-TERM EVALUATION

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ABBREVIATIONS AND ACRONYMS

AAC	Area Advisory Council
AMWIK	Association of Media Women in Kenya
ANPPCAN	African Network for Prevention and Protection Against Child Abuse and Neglect (Kenya and Regional)
AP	Action Programme
Baraza	Public Meeting
CBO	Community Based Organization
CEPED	Center for Education, Population, Environment and Development
CLD	Child Labour Divison (of the MOLHRD)
CLMS	Child Labour Monitoring System
CHD	Child Help Desk
CO	Children's Officer
COTU K	Central Organization of Trade Unions Kenya
CTA	Chief Technical Advisor
CWSK	Child Welfare Society of Kenya
DCO	District Children's Officer
DCLC	District Child Labour Committee
DDC	District Development Committee
DDO	District Development Officer
DEO	District Education Officer
DLO	District Labour Officer
DO	District Officer
DSO	District Statistical Officer
ECPAT	End Child Prostitution and Tourism
EFA	Education for All
ERS	Economic Recovery System (of the Government of Kenya) for Wealth and Employment Creation
FAWE	Forum for African Women Educationalists – Kenya Chapter
FBO	Faith Based Organization
FKE	Federation of Kenya Employers
FPE	Free Primary Education
GOK	Government of Kenya
HIV/AIDS	Human Immuno-deficiency Virus/Acquired Immune Deficiency Syndrome
IGA	Income Generating Activity
ILO	International Labour Organization
IPEC	International Programme for the Elimination of Child Labour
KAACR	Kenya Alliance for Advancement of Children
KDC	Kitui Development Center
KESSP	Kenya Education Sector Support Programme
KIE	Kenya Institute of Education
Ksh.	Kenya Shilling
KNBS	Kenya National Bureau of Statistics (Central Bureau of Statistics)

KUDHEIHA	Kenya Union of Domestic, Hotels, Educational Institutions, Hospitals and Allied Workers
LCLC	Local Child Labour Committee
LO	Labour Officer
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MEO	Municipal Education Officer
MFI	Microfinance Institution
MOEST	Ministry of Education, Science and Technology
MOF	Ministry of Finance
MOHA	Ministry of Home Affairs
MOLHRD	Ministry of Labour and Human Resource Development
MOPND	Ministry of Planning and National Development
MOU	Memorandum of Understanding
MOY	Ministry of Youth
MTE	Mid-Term Evaluation
MYSA	Mathare Youth Sports Association
NCCS	National Council for Children Services
NGO	Non-Governmental Organization
NPA	National Plan of Action on the Worst Forms of Child Labour
NSC	National Steering Committee (for Child Labour)
OVC	Orphans and Vulnerable Children
PMP	Performance Monitoring Plan
PO	Programme Officer
POS	Programme of Support
PTA	Parent-Teacher Association
Q&M	Quality Management for Sustainable Development
SACCO	Savings and Credit Cooperative Societies
SCREAM	Supporting Child rights through Education Arts and the Media
SFRTF	Street Families Rehabilitation Trust Fund
SMC	School Management Committee
SOLWODI	Solidarity with Women in Distress
TBP	Time Bound Programme
TIVET	Technical, Industrial, Vocational and Entrepreneurship Training
U-NBO/IDS	University of Nairobi, Institute of Development Studies
UNCRC	United Nations Convention on the Rights of the Child
UNICEF	United Nations Children's Fund
USDOL	United States Department of Labor
USK/Undugu	Undugu Society of Kenya
WFCL	Worst Forms of Child Labour
WVI	World Vision International

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1. INTRODUCTION

1.1 Introduction to the Project

The ILO/IPEC Programme of Support (TBP POS) to the Time Bound (TB) National Plan of Action (NPA) to eliminate the Worst Forms of Child Labour (WFCL) in Kenya was implemented beginning in September 2004 and is due to end in January 2009. The project is the most recent in a series of ILO/IPEC projects that builds upon the lessons learned and good practices of the previous undertakings. The thrust of the project entailed two components: 1) To strengthen the enabling environment for the elimination of the WFCL (upstream activities); and 2) to reduce the incidence of selected WFCL through direct action leading to effective interventions that can serve as models (downstream activities).¹ By including both upstream (legislation and policy) and downstream (direct support) activities, it was believed that the total picture of the WFCL could be addressed.

Under these two components, six Immediate Objectives were formulated:

Upstream Objectives

1. To increase/expand the knowledge base to support action against WFCL
2. To ensure that labour-related legislation and capacity to enforce them is harmonized
3. To ensure that relevant policies and programmes are linked to the needs of children

Downstream Objectives

4. To develop effective model interventions to withdraw children from WFCL and provide access to quality primary education and vocational training
5. To ensure that vulnerable groups and families prone to WFCL are targeted for economic empowerment and community safety nets created
6. To increase public awareness about the negative consequences of WFCL and mobilize stakeholders against WFCL²

The geographic scope of the POS included five cities – Nairobi, Mombasa, Kisumu, Eldoret, and Nyeri – and ten districts – Kiambu, Kitui, Busia, Siaya, Kilifi, Kwale, Maragua, Kakamega, Suba, and Samburu.³

The scope of the POS included the withdrawal, rehabilitation and prevention of children from the WFCL in the following sectors: domestic services; commercial sex exploitation of children; commercial and subsistence agriculture, fisheries and pastoralism; and street working children in the informal sector.

The number of children to be withdrawn by the end of the project in 2009 is 15,000; those to be prevented number 7,000. A greater number of girls are to be prevented (approximately 11,225) than boys (approximately 9,625).⁴

¹ ILO/IPEC. 2004. Supporting the National Plan of Action for the Elimination of the Worst Forms of Child Labour in Kenya. Programme Document. Geneva: ILO/IPEC, p. 22.

² *Ibid.*, pp. 23-27; awareness building, the 6th Intermediate Objective, was undertaken more extensively by Downstream Implementing Partners (IPs) although Upstream partners focused on this activity for their own organizations.

³ Implementation of the POS in the Samburu District among pastoralists has not been fully implemented yet because of political unrest. Hence, the POS has been implemented at this time only in nine districts.

⁴ Numbers disaggregated by sex do not match up with the overall target numbers largely due to the absence of beneficiaries in the Samburu District.

To implement the TBP POS, the ILO/IPEC office invited several organizations to submit Action Programmes (APs) after explaining the structure and content of such a plan. Many of these organizations were known to ILO/IPEC from involvement in previous projects, while some were new.⁵ After reviewing all the APs submitted, ILO/IPEC forwarded them to the National Steering Committee (NSC) on Child Labour, who voted to accept all those submitted. Nineteen partners were then contracted to implement their APs over periods ranging from 12 to 24 months. The 19 Implementing Partners (IPs) include the following:

Upstream IPs

- AMWIK
- COTU (Upstream and Downstream)
- FAWE Kenya (Upstream and Downstream)
- FKE
- KIE
- MOLHRD
- University of Nairobi, Institute of Development Studies (Upstream)

Downstream IPs

- ANPPCAN Kenya
- ANPPCAN Regional
- CEPED
- CWSK
- KAACR
- KUDHEIHA
- KDC
- MYSA
- Q&M
- SFRTF
- SOLWODI
- Undugu Society

1.2 Purpose and Goals of the Mid-Term Evaluation

The purpose of this mid-term evaluation is four-fold:

- 1) To review the ongoing progress and performance of the project (extent to which immediate objectives have been achieved and outputs delivered)
- 2) To examine the likelihood of the project achieving its objective
- 3) To examine the delivery of the project inputs/activities
- 4) To investigate the nature and magnitude of constraints, the factors affecting project implementation and an analysis of factors contributing the project's success

Overall, the evaluation should serve primarily as a learning tool for the project management team, IPEC and the IPs (for the full Terms of Reference (TOR) for this evaluation, see Appendix A).

⁵ ILO/IPEC did not issue an open request for proposal for the project; rather, it called upon agencies it knew either from past involvement or from the work the organizations were known to be doing vis-à-vis children.

1.3 Structure of the Report

The report is structured according to the TOR in the following manner:

- **Part 2, Background and Context** – A brief overview of the status of the WFCL in Kenya
- **Part 3, Methodology** – Team composition, methodology for data collection, and limitations of the study
- **Part 4, Findings** – Organized in accordance with the 6 immediate objectives, further divided by upstream and downstream activities; three additional subsections discuss findings on the relevance, sustainability, and special aspects of the program as outlined in the TOR.
- **Part 5, Lessons Learnt** – ILO/IPEC, IPs and other stakeholders learned significant lessons in the design and implementation of the project which, generally, have subsequently been addressed. Key lessons are presented in this part.
- **Part 6, Emerging Potential Good Practices** – Based upon what has been learned and presented, a number of potential good practices are identified. These good practices can be used in determining how to build on achievements to strengthen the project.
- **Part 7, Conclusions and Recommendations** – Based on the findings presented, lessons learned, and emerging potential good practices, conclusions are drawn about the project and individual partner activities, followed by recommendations for improvement to be followed by designated stakeholders in the final two years of the project.

2. BACKGROUND AND CONTEXT

To set the context for the development of the enabling environment to combat the WFCL in Kenya, we set forth a brief overview of child labour in Kenya.⁶ We conclude this section with a brief overview of the ILO/IPEC projects that have supported the Government of Kenya (GOK) in its efforts to eliminate the WFCL.

2.1 Child Labour in Kenya

The GOK has recognized the need to eliminate the WFCL. The Kenya National Bureau of Statistics (KNBS) of the Ministry of Planning (MOP) undertook a study in 1998/99 to ascertain the extent of child labour. After generating the results, and the implementation of several ILO/IPEC initiatives, GOK determined that the KNBS should include child labour as an issue of inquiry in their household economic survey. KNBS will issue a special child labour report in June 2007.

The 1998/99 KNBS survey revealed that there are at least 1.9 million working children (out of a population of about 32 million) aged 5 to 17 almost evenly distributed between boys and girls. This represents 17.4% of all children in the country and 14.4% of the country's total working population.⁷ The USDOL reported in 2005 that an estimated 32.5% of children in the age range 5-14 were working in 2000.⁸ At this slightly later date, there was a greater differentiation in sex, with 34.7% of all boys and 30.4% of all girls in the 5-14 age range involved in labour. The USDOL report goes on to say that:

⁶ Please see Appendix B for a listing of the international conventions, legislation and policies guiding the resolution of child labour issues in Kenya.

⁷ ILO/IPEC. 2004. Supporting the National Plan of Action for the Elimination of the Worst Forms of child Labour in Kenya. Programme Document. Geneva: ILO, pp. 1-2

⁸ USDOL. 2005. 2005 Findings on the Worst Forms of Child Labour. Washington, DC: USDOL, p. 269.

The commercial [57.6%] and subsistence agriculture [23.6%] and fishing [included in the commercial agriculture percentage] sectors employ the largest number of working children, followed by the domestic service sector [17.9%]. Children are found working on tea, coffee, sugar, and rice plantations. Children also work in the informal sector, predominantly in family businesses. There are large numbers of street children in Kenya's urban centers. Street children are often involved in illegal activities such as drug trafficking. Child prostitution is widespread in Kenya and takes place in bars, discos, brothels, massage parlors and on the streets. The majority of children exploited in prostitution are between 13 and 17 years old.⁹

2.1.1 Factors Causing WFCL

There are many causes for the WFCL: poverty and the inability of parents and/or guardians to see an alternative (nearly 60% of Kenyans lived below the poverty line in 2006); high levels of unemployment; inability of parents to draw a line between child work (socialization) and child labour, especially the WFCL (that which prevents children from going to school); the promise of a relative to take care of the children in town, and then either uses them as domestic servants or sexual exploitation (mainly girls); commercial farmers needing as much labour as they can get during peak times of agricultural production; the poor employment opportunities for children graduating from primary and/or secondary school (parents do not see a return on their investment in their children); poor facilities, supplies and teaching at government schools; the increase of parents either sick or dying of HIV/AIDS (an estimated 1.5 million children have been orphaned by this pandemic); poor health of children due to inadequate nourishment, distance to access health care, and HIV/AIDS infection; sexual abuse of rural children at school; etc.¹⁰

2.1.2 Factors Preventing Children from Attending School

Ministry of Education (MOE) statistics indicate a decline in primary school enrolment rates of at least 9% between 1989 and 1996 due to “the increase in schooling costs, a scarcity of education materials, and a decline in educational quality and access since 1989.”¹¹ In 2001 President Moi issued a directive prohibiting the charging of school fees at the primary level, but it was not fully acted upon until primary education became free and compulsory (and enforced) in 2003. The enactment of this legislation increased children's enrolment in primary school by between 1.1 and 1.3 million, but the stress put on the educational system in the form of overcrowded classrooms, insufficient numbers of teachers and inadequate financial resources evened out this “spike” in enrolment. Moreover, although no fees were formally charged, children enrolled in school must have uniforms, school supplies, and other support to remain in school. The MOE estimated in 2006 that there are at least one million children out of school.

2.2 Overview of ILO/IPEC Projects in Kenya

To resolve some of the issues highlighted in subsections 2.1.1 and 2.1.2 above, ILO/IPEC has provided the following support to the GOK to eliminate the WFCL since 1992:

- ***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).

⁹ Ibid.

¹⁰ For a more comprehensive discussion of the “push” and “pull” factors associated with child labour, see MOLHRD. 2006. A Draft National Child Labour Policy towards a Child Labour Free Society. Nairobi: MOLHRD, Child Labour Department, pp. 5-9.

¹¹ USDOL. www.dol.gov/ILAB/media/reports/iclp/Advancing1/html/kenya.htm, p. 1.

- **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).

2.3 Discussion

The GOK has signed several international conventions and subsequently developed a number of laws and policies to activate its commitment to eliminate the WFCL. The TBP POS was designed to support the National Plan of Action (NPA) to implement these laws and eliminate the WFCL.¹² Despite these commitments, however, it has been extremely difficult to enforce legislation and time consuming to pass a number of policies. On the issue of the legal framework, many government departments do not have sufficient personnel to carry out inspections and to determine if children are still being exploited in various manufacturing, commercial agriculture, and domestic labour settings. According to a UNICEF study, identifying children who are being sexually exploited and working with them effectively is also extremely difficult and very labour intensive requiring training of a number of individuals in the juvenile justice system.¹³

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. The draft policy “Towards a Child Labour Free Society” was presented in September 2006, but no action has been taken on it. Key portions of the draft bill include:

- Obligations of the GOK to follow international standards
- Focusing on the elimination of child labor as part of a poverty eradication strategy
- Harmonizing policy and legislation focusing on child labour
- Enhancement of child protection and improvement of conditions of work
- Building a knowledge base to guide interventions
- Promoting the rights of children

The implementation strategies of the draft child labour policy include:

- The prevention of child labour
- The protection of children in child labour
- Management and coordination of all oversight and implementing bodies

The TBP POS is intricately intertwined with the draft policy statement both in its upstream and downstream activities. The implementation strategies developed by the IPs build upon each of the key portions and strategies of the labor policy. For instance, all organizations are involved in the prevention and withdrawal of children from WFCL; harmonizing policies and legislation is being spearheaded by the

¹² The evaluation team was not provided with a copy of the National Plan of Action (although requested of ILO/IPEC), and ILO/IPEC was not able to organize a meeting of the committee owing to time constraints.

¹³ C. Sarah Jones, n.d., the Extent and Effect of Sex Tourism and Sexual Exploitation of Children on the Kenyan Coast. Nairobi: UNICEF, pp. 21-24.

MOLHRD; promoting the rights of children is being undertaken by several IPs in their work at schools in establishing child rights clubs.

Many employers have also created their own policies. After being sensitized to child labour issues employers have created their own Child Labour Committees (CLC) and have identified ways to enforce the child labour policies they developed. Unions have also developed CLCs and child labour policies, and are working with their national affiliates to enforce policies. By paying attention to the enabling environment, government, employers and unions can harmonize their activities to eliminate the WFCL.

3. EVALUATION METHODOLOGY

3.1 Team Composition

The author of this evaluation was designated as Team Leader. Supporting her was to have been Dr. Leah Wanjama, a lecturer at Kenyatta University. She limited her participation to attendance at each of the interviews and minimal contribution to the development of the Nairobi stakeholders' meeting and the transcription of interviews with children (see "Limitations of the Study" below). Hence, the evaluator has been the sole individual to generate this report under extremely limiting conditions.

3.2 Pre-Field Work Preparation

Preparation for the field portion of the evaluation included telephone discussions with IPEC's DED section (ILO-IPEC) and with an USDOL representative in Washington DC (DOL) on April 20, the day before the evaluator departed for Kenya and after the Methodology discussed below had been drafted and submitted to ILO/Geneva.

In preparing for this consultancy, the evaluator was requested to create a methodology for data collection for the Kenya fieldwork. The evaluator took the 60 "suggested" questions from the TOR, determined the most critical from the list, added some of the evaluator's own thoughts and created the research questions. This was submitted to ILO/Geneva on April 19. The draft is attached hereto as Appendix I.

All of the IPs (along with collaborators and stakeholders) identified in the Introduction of this document had been contacted by the ILO/IPEC office and a meeting schedule developed (either individually or in stakeholder workshops). The Schedule of Meetings is attached hereto as Appendix C.

3.3 The Field Research

When arranging for each meeting, the ILO/IPEC team suggested to each IP that each meeting begin with a presentation that, in general, described the work of the IP, provided some background to their involvement in the TBP POS, stated their individual goals and objectives, presented their implementation strategies, talked about their achievements, challenges, and recommendations, and what their way forward looked like for the remaining period of implementation. By making the presentations, and then providing the evaluators with copies of what they had reported, many of the questions presented under "Individual Interviews" under the "Data Collection Instruments" section of the Draft Methodology were answered. Hence, the evaluators posed any questions that "filled in the gaps" left by the presentations, when time allowed. Some areas of presentation required a bit more probing to enhance the evaluators' understanding of each of the APs. Of particular concern was how children were identified in each

location, details on the organization's M&E plan, and the strategic alliances each IP created to provide children what they need to remain in school and to facilitate sustainability.

Because we had a very limited time with each organization,¹⁴ and because the presentations took between one-half and one full hour, we were unable to conduct the full SWOCA as proposed. We were also unable to pose all the questions identified in Appendix I. When meeting different organizations, we generally met the full implementation team, making it difficult to obtain individual responses from those on the "front lines" of implementation. For the most part, questions were answered by project or organizational directors.

One part of the methodology included interviewing children, since they are the primary beneficiaries of the intervention. We wanted to ascertain whether they, themselves, felt the intervention was making a difference in their lives. We had three opportunities to interview children, during which we conducted the PRA drawing exercise described, along with the results, in Appendix J. We worked with children who were taking a dressmaking skills training course under the sponsorship of Undugu in Kisumu (13 students (11 girls and 2 boys)), 11 children attending a primary school in the middle of a tea plantation, and 11 children who had either been withdrawn or prevented from various types of urban labour (especially those working in the Nairobi dump) in Soweto in Embakasi in Nairobi.

The team had only one opportunity to interview parents, and this was at the school in the middle of the tea plantation. Four fathers and four mothers were interviewed in a focus group, with each telling something about themselves, how and when they came to work on the plantation, the number of children each has, whether the children are in school, and some of their concerns about their children's education. Each also addressed what the project means to them and to the ability of their children to go to school. When we talked about their employment situation, they addressed their salaries and all the deductions they had to pay.

At the end of the field research in Kisumu and Nairobi, a Stakeholders' Workshop was held. This was not only a time to share what had been learned in the research, but also to conduct further research with the participants. The list of invitees to both workshops included individuals and organizations we had not had time to interview individually. In Kisumu, representatives of six DCLCs attended, and in Kisumu and Nairobi IPs, collaborators and members of DCLCs attended. The methodology and process of each of these workshops is found in Appendices F (Kisumu) and G (Nairobi).

3.4 Limitations of the Study

This consultancy was limited by a number of factors:

3.4.1 TOR: There are 6 purposes for the mid-term evaluation, and 60 "suggested" Aspects to be Addressed. After having received no objection to the draft methodology, the evaluator proceeded with the evaluation exercise. The Consolidated Comments sent to the evaluator by ILO/Geneva on the first draft of the report submitted May 12 indicated that a stakeholder expected the evaluation team to answer all of the questions under the suggested aspects. However, this is not the intention of the 'suggested aspect' as stated in the TORs and therefore this report does not address every one of the 60 aspects.

3.4.2 Time Allowed: It was projected by ILO/Geneva that two weeks in the field would be sufficient to collect data. The evaluator team repeatedly stated that this was a three-week evaluation to

¹⁴ The work was undertaken during the rainy season thus extending the time it took to get from one office to the other because of traffic. Also, because there were so many organizations from which to collect data, interviews were scheduled, generally, for only an hour. This necessitated a return visit to some when I decided it was necessary for me to remain in country for a third week.

IPEC/Geneva, but was told that there wasn't sufficient funding in the budget. During the two weeks, the evaluator was to collect data on 19 implementing organizations, several other collaborating organizations and stakeholders, and the activities of the ILO/IPEC management team. There were only 8 days available for data collection; the other two were taken up with two stakeholder meetings (for which there was no time allocated to prepare).

3.4.3 Kenyan Consultant: Prior to the evaluator's departure to Kenya, the evaluator sent the methodology to the local consultant, and spelled out the expectations of her in reviewing project documents, transcribing her notes each night and participating in the writing of the final report as well as in developing the materials for the stakeholder meetings. Due to circumstances both within and outside the control of the consultant, the national evaluation consultant did not meet the expectations of her TOR and contract¹⁵. Her lack of participation as evaluation team member meant that the evaluation team leader had a bigger workload than previously envisioned. The DED section of IPEC however did revise the original contract to add extra days to reflect the time the evaluator did spend working on the report given the unfortunate circumstance of the national consultant's unavailability.

4. FINDINGS

4.1 Introduction

The findings presented below are a composite of what the evaluator learned from ILO/IPEC, each IP, collaborators, and other stakeholders. Where specific details on a given IP or collaborator would help to understand the finding, I provide that information. In the course of the research the evaluator tried to understand how each IP contributes to the larger picture of the elimination of the WFCL in Kenya. However, where information presented itself that revealed a shortcoming or gap in the picture, the evaluator addressed the issue and explored different ways these shortcomings could be overcome.

4.2 Building on Past Achievements

The wisdom accumulated by ILO/IPEC in implementing projects and programmes to combat the WFCL in Kenya and elsewhere was brought to bear on the design of the current POS of Kenya's NPA. In particular, the ComAgri project's "good practices" constituted one of the cornerstones in the planning of the TBP POS. The ComAgri successful implementation strategies served as a framework for the current project: 1) awareness raising and social mobilization; 2) capacity building and sensitization; 3) direct support for prevention and withdrawal; 4) rehabilitation and reintegration; 5) monitoring and evaluation; and 6) establishment of a community based child labour monitoring system (CLMS).¹⁶ Additionally, "as in the case with other ILO/IPEC projects, ComAgri used the partnership approach to implement the project. Action programmes (APs) were developed..."¹⁷ The good practices identified in the ComAgri document include:

- **Scaling Up Child Labour Issues** – building multi-level alliances and building strong coalitions against WFCL; addressing both upstream and downstream issues
- **Building Viable Institutions** – developing DCLCs and LCLCs and creating multi-sector alliances; deepening awareness raising on WFCL

¹⁵ DED terminated the contract of the national evaluator, however it was too late in the evaluation process to contract with a new consultant.

¹⁶ ILO/IPEC, 2005, *Combating Child Labour in Commercial Agriculture in Kenya*, ILO/IPEC: Nairobi, p.1.

¹⁷ *Ibid.*

- **Advancing Project Objectives** – mobilizing a range of individuals and creating special units within organizations to address WFCL; addressing health needs of withdrawn children; enhanced involvement of employers in combating child labour; innovations in skills training; boosting retention of withdrawn children through income generating activities; balancing skills training with market demand
- **Promoting Sustainability** – introducing income-generating activities in communities to increase income and thereby sustain children in school; enhancing the development of “home-grown” solutions in the fight against child labour; and developing school-based income generating activities

In addition to incorporating the potential good practices of the ComAgri project into the current project, several organizations that were a part of ComAgri also became part of the current project: Kiambu District Child Labour Committee, ANPPCAN Regional, Federation of Kenya Employers (FKE), and the Ministry of Labour and Human Resource Development (MOLHRD).

4.3 Going Beyond Past Accomplishments – Focus on Overall Design

It was clear in the project design that just providing schooling opportunities to children working in the WFCL was insufficient to keep them in school; significantly more had to be done. This “more” was translated into a two-pronged approach – creating an enabling environment (upstream activities), and providing direct services (downstream activities) to children and parents.

From this evaluator’s perspective, this type of 360-degree approach is critical in creating sustainable results. Returning the child to school, or preventing him/her from leaving school, requires an approach that considers the child at the center of a “circle of support” that addresses the totality of needs the child has to reduce vulnerability. On a policy level, many ministries must be called upon to provide services, e.g., labour, health, home affairs, education, youth, finance, etc., so that children can have access to appropriate support. On a service delivery level, children require basic necessities, e.g., food, clothing, shelter, health care, school uniforms, sanitary wear, school exam fees, and inputs to overcome their past, such as psycho-social support and counseling. In the case of children who have been sexually exploited and children living and working on the streets, a deeper type of counseling and drug rehabilitation is needed.

It was also clear from the outset that all of the towns/cities and the 72 districts could not become targets for activities as the budget would not permit such an all-encompassing project. However, it was believed that the amount of funding, the number of IPs, the sectors and geographic locations chosen would provide a basis of support from which the GOK could launch its own sustainable programmes based on the best practices developed in the implementation of the POS.

Working with key stakeholders in a workshop organized by the GOK (with support of ILO/IPEC) and in preparation of the NPA, four leading sectors were identified in which the WFCL could be found: domestic services; commercial sex; commercial and subsistence agriculture, fisheries and pastoralism; and street working children in the informal sector.

Geographically, on the upstream level, the whole country was targeted as ultimate areas for policy implementation and for sensitization through the media. Policies were also generated by employers and NGOs that sought to create an enabling environment in places of work and in schools that would enhance children’s ability to return to or remain in school. On the downstream level, the project identified 14 NGOs/CBOs/FBOs to deliver direct services in a number of cities (5 – Nairobi, Mombasa, Kisumu,

Eldoret, and Nyeri) and districts (10 – Kiambu, Kitui, Samburu, Busia, Siaya, Kilifi, Kwale, Maragua, Kakamega, and Suba) where child labour was prevalent. The following sectors and regions for implementation were identified through several baseline studies conducted by consultants contracted by ILO/IPEC and the survey research of the KNBS:

Table 4.3 Children Found in the WFCL by Sector and Region

SECTOR	REGION
Commercial Sexual Exploitation	Mombasa, Kwale, Kilifi, Nairobi
Child Domestic Work	Nairobi, Kisumu, Mombasa, Nyeri, Eldoret
Agriculture (commercial, subsistence, pastoralism, fishing)	<ul style="list-style-type: none"> • Commercial: Nyeri, Kiambu • Subsistence: Kakamega, Kilifi, Kwale, Kitui, Kiambu, Maragua • Fishing: Kisumu, Mombasa • Pastoralism: Samburu
Informal Sector and Working Street Children	Nairobi, Kisumu, Mombasa, Nyeri, Eldoret

Source: ILO/IPEC documents provided to the evaluators.

The organizations identified for possible implementation were all provided a workshop on how to write an AP. While this was a bit complicated for the smaller NGOs, with perseverance they learned what was necessary to write a successful plan. During the writing stage, the ILO/IPEC team provided significant technical assistance to build the capacity of each organization. After reviewing the submissions, ILO/IPEC passed them on to the NSC, who decided that all should be funded.¹⁸ Some were awarded their grants for 12 months, while others needed 18 or 24 months to complete their activities and meet their targets for withdrawn and prevented children. Each set its own target populations, most in keeping with the core work they do as an organization. No organization was asked to design an AP that was at variance with their core business; however, IPs were asked to focus on children involved in the WFCL, to withdraw them and provide support to them through primary schooling or skills training/vocational education if they were too old to return to school, to create synergies with other IPs and collaborators, and to provide goods and services that would help children remain in school. Each organization chose the geographic location in which it would work (most were already working in those locations), and the sectors they would target (in which they had significant strength).

When interviewing IPs, they made the following input on overall design and planning:

A core part of the plan was to hold a number of stakeholder and review meetings during which all IPs and collaborators would share their activities, achievements, lessons learned, good practices, and challenges so that there could be a holistic, forward movement on behalf of the children. On the ground, IPs were to identify ways in which they could share in their outreach with each helping the other. Such has been the case with SOLWODI, for example, working in partnership with several other IPs in addressing the needs of child sex workers on the coast.

Overall, focusing on both up- and downstream issues mobilized the activities of many different government ministries and departments as well as employer and policy-making organizations on the WFCL. The multi-pronged approach was holistic and sought to create an enabling environment for different types of interventions at all levels. IPs working on the downstream issues focused their work on withdrawing or preventing children from WFCL in a policy environment that was growing in its concern with either keeping children in or returning them to school.

¹⁸ Not all APs were submitted at the same time so some had a later start date.

A cornerstone element in the design phase was how to make the TBP POS sustainable after the funding stops. ILO/IPEC instructions to IPs was to develop a strategy for sustainability, emphasizing the organizational development of upstream organizations and the strategic partnerships that IPS should create with other agencies whose core business it was to address the needs of children on the downstream level. On the downstream level, organizations were directed to establish linkages with other service providers to ensure that children have their needs met over the long term.

Although most IPs had created these strategic alliances, not all were working as well as they might. This may be attributable to the fact that the alliance organizations were not receiving sufficient (if any) funding, or the organizations had their own personpower constraints and were unable to assume responsibility for the large number of children the IPs sought to help.

The overall strength of the ILO/IPEC TBP POS design is that it is multi-sectoral and multi-locational. The strengths of individual IPs are being fully utilized as per their respective APs. ILO/IPEC has provided significant capacity building to IPs so that they, in turn, can provide capacity building to DCLCs, LCLCs, school and workplace CLCs.¹⁹ Policies are being designed and implemented to further the cause of children in WFCL.

The overall shortcoming in the design of the project was in its vision, i.e., although IPs were encouraged to determine the linkages they needed to create so that children could return to and/or remain in school, the scope of that thinking seemed to emerge in the implementation process rather than in the design for many IPs. Hence, school feeding programmes were not implemented in many schools, training families in income generation has not yet begun, and some essential services required by children are not yet being provided.

4.4 Progress Toward Objectives²⁰

The following analysis presents information on each of the immediate objectives and on the ultimate outcome sought in this project – the number of children withdrawn and prevented.

4.4.1 Children Withdrawn and Prevented

An indicator of the overall progress toward objectives is the number of children withdrawn or prevented from WFCL:

Table 4.4. Summary of Children Withdrawn or Prevented to Date

Implementing Partner	Target Withdrawn	Target Prevented	Actual Withdrawn	Actual Prevented
ANPPCAN Kenya	750	750	267 ²¹	431
ANPPCAN Regional	3,950	2,500	1,287 ²²	2,138
CEPED	500	250		
COTU	350	200		

¹⁹ Capacity building included initial consultations with stakeholders, conduct of baseline studies, training on SPIF, stakeholder workshops on the overall concerns of the project, capacity building on managing IPEC programmes, SCREAM, CLMS, and DBMR and how to develop an AP; individual AP reviews; experience sharing among IPs, etc.

²⁰ Appendix K presents an evaluation of the project indicators and the means of verification, as well as the usefulness of the indicators for monitoring and measuring results.

²¹ Source: ANPPCAN Kenya, "Brief on ILO/IPEC and ANPPCAN Kenya Child Labour Programme at the Embakasi Division, Nairobi, p. 2.

²² Source: PowerPoint presentation of ANPPCAN Regional Office Time Bound Program Support Project, slide 15. This slide indicates that 1,287 children have been "identified for withdrawal." Slide 14 indicates that schools have "identified" 2,138 children at risk of dropping out of school, and 1,290 of these have received support.

CWSK	2,000	1,000		
FAWE Kenya	800	800	800 ²³	800
KAACR	1,200	400		
KUDHEIHA	500	500		
KDC	700	300	143 ²⁴	150
MYSA	100	400		
SOLWODI	200	200	70 (fn) ²⁵	240 (fn)
SFRTF	600	400	440 (w&p) ²⁶	
Undugu Society	800	200	900(fn)	
Aggregate	15,000	7,000	3,493	4,089 ²⁷

The conflicting and/or lack of information on withdrawn/prevented children points to many difficulties in definitions, monitoring and evaluation processes, and the need to show results. It also illustrates that most organizations have not mastered the use of CLMS in gathering and reporting data.

4.4.2 Increase/Expand the Knowledge Base to Support Action against WFCL

KNBS plays an integral role in meeting this objective. The dissemination of the 1998/99 Child Labour Report (part of a broader labor study) indicated an increase over the past decade in child labour. This report resulted in the development of the 15-year GOK TBP to eliminate the WFCL, and the current POS to support the NPA. KNBS is a member of the NSC chaired by the MOLHRD. To promote the broadest dissemination of reports generated on the basis of studies undertaken, the KNBS has directed District Statistical Officers to participate on DCLCs (they began participating under the ILO/IPEC ComAgri project). To date, KNBS has held several capacity building workshops on the CLMS process and in further development of the CLMS data collection tools. CLMS is also being integrated into the M&E systems of several ministries. Child labor variables have been integrated into the Kenya Integrated Household Budget survey 2005/6, and will be integrated into the Small and Medium Enterprises Survey. A key output of KNBS activities is a database on Child Information that is supported by UNICEF.

The role of KNBS in developing and sharing information cannot be understated. The data presented in the Child Labour Report was a driving force in the development of the GOK's TBP. It will also play an integral role in helping IPs to develop proper M&E systems that will yield the information needed on withdrawn and prevented children. 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.

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.

²³ Source: "FAWE Kenya Chapter Action Programme," a PowerPoint presentation made to the evaluators. Slide 7 indicates that the 800 girls in each category have been "identified" by schools and have been supported with uniforms and/or sanitary wear.

²⁴ Source: KDF report "supporting the National Plan of action in the Fight Against Child Labour," (n.d.), p.4.

²⁵ fn = information obtained from field notes

²⁶ Source: SRTF Progress Report, May 3, 2007, pp.2-3.

²⁷ Aggregate numbers only were compiled by ILO/IPEC and included in the March 2007 Technical Progress Report, p. 19. In no reporting document is the actual number of withdrawn and prevented children reported for individual IPs. In a companion document provided by ILO/IPEC to the evaluators (extrapolated from an unknown report), the same figures are reported for the period 1st March to 31st August 2006.

4.4.3 Ensure that Labour-related Legislation and Capacity to Enforce them is Harmonized

The MOLHRD, through the Child Labour Division, has drafted a Child Labour Policy (coordinating their efforts with the Department of Children's Services and the National Council for Children's Services), has harmonized policies and legislation, acts as the secretariat to the NSC, helps other ministries develop and coordinate child labor policies and activities, drafted the NPA, and has contributed to the development and capacity building of DCLCs.

Despite the accomplishments of the MOLHRD, the Child Labour Division has experienced many challenges. Because of the budgetary limitations in the MOLHRD, ILO/IPEC provided a "top-up" to the members of the Child Labour Division, per the MOU signed between ILO/IPEC and the MOLHRD when ILO/IPEC was first launched in 1992. This has continued, despite the failure to provide the deliverables agreed to in the AP as an incentive to remain involved and to move the draft child labour legislation forward. The Children's Division spends 90% of its time on dispute resolution and only 10% of its time on addressing child labour issues (because dispute resolution is part of their job description). MOLHRD has experienced significant delays in passing the Draft National Child Labour Policy and the Children's Act. There has been limited mainstreaming of child labour in national policy frameworks (2030 Vision, sectoral policies, agriculture, education, youth, health, gender, etc.). There has been limited harmonization of national legislation, e.g., the definition of a child in the Employment Act differs from the one in the Children's Act; the Employment Act does not define "child labour" and "child work;" the Employment Act lacks the list of the WFCL as listed in ILO Convention No. 182; the Employment Act provides for verbal contracts for employed children; hence the difficulty in detecting the children working; the penalties provided for in the Employment Act in relation to employment of children are fairly low and therefore have no deterrent effect; the Children's Act only provides for free primary education but not compulsory education; the country is yet to ratify some of the relevant ILO conventions, i.e., on occupational safety and health.²⁸

Of critical importance is the passage of the Child Labour Policy that sets forth ways of enforcing the legislation. Of equal importance is the budgeting for and training of enforcing institutions. Without the passage of the Child Labour Policy, and the involvement of the NSC in the process, child labour issues will not be paramount in any ministry.

4.4.4 Ensure that Relevant Policies and Programmes are Linked to the Needs of Children

The draft Child Labour Policy can be viewed as the cornerstone policy of the GOK in addressing the needs of children to prevent or withdraw them from the WFCL. Although many policies and programmes have been enacted and implemented, they have been done so on the basis of the range of conventions and laws set forth in Appendix B. The cancellation of school fees for primary school children has paved the way for children to attend school, but the high prevalence of poverty prevents parents from sending their children to school. The GOKs poverty reduction program, the provision of training in income generating activities (IGAs) to parents in poverty to be implemented by IPs, and various labour legislation on salaries should improve parents' ability to generate a livable income over time, and, in turn, make it easier to send their children to school. However, all of this will take significantly more time to achieve than the ILO/IPEC TBP POS allows (5 years). The structures are not quite in place because of the failure to pass the draft Child Labour Policy.

Several ministries and organizations have been involved with the development of policies and programmes:

²⁸ Government of Kenya. 2004. Draft Plan of Action for Time Bound Programme on Elimination of the Worst Forms of Child Labour in Kenya. Nairobi: Child Labour Division, MOLHRD, pp. 48-9.

- ***The National Steering Committee on Child Labour*** – reviewed and approved APs; given policy direction on a number of implementation strategies.²⁹
- ***The Children’s Department of the MOHA*** - has made several strides on behalf of children in the WFCL, including: the cash transfer programme for OVC (17 districts, 10,500 households), the bursary programme to pay secondary school fees for the most destitute (especially OVC), development of a network of professionals (Children’s Officers) in 8 provinces that are responsible for caring for a very broad range of children’s needs, including the elimination of the WFCL; established a system of Volunteer Children’s Officers to support and supplement the work of Children’s Officers (one per district). The Children’s Department also encourages community adoption of OVC so that children can be taken care of in their own homes (a cash assistance programme is being considered to help the community support the children).³⁰
- ***Area Advisory Councils (AAC)*** – through the MOHA, these councils oversee district and local level CLCs, and encourage membership by NGOs/CBOs/FBOs to help identify and resolve children’s labour issues. The District Commissioner is the Chairman of the AAC and all members are appointed by government. The DCLC is a sub-committee of the AAC (although DCLCs claim that the AAC has legal status but they do not).³¹
- ***Kenya National Bureau of Statistics*** – In 1998/99 KNBS conducted a child labour study to determine the depth and breadth of the child labour problem in Kenya. Their findings constitute an information baseline on child labour in the country. KNBS recently carried out a household budget survey and included a module on child labour covering children ages 5 to 18. The information will be published in June 2007. KNBS also provided support to IPs in the development of child identification and monitoring tools. Data collected by the KNBS is entered into a district-specific database. District level information is accessible to DCLCs. 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. The planned MSE survey will collect information on child labour within enterprises and households. KNBS also provides indicators on the MDGs.
- ***The National Council of Children’s Services*** – has developed guidelines on the treatment of children and serves on several inter-ministerial bodies to advise them on children’s needs.
- ***UNICEF*** – has undertaken several studies, the latest of which is on commercial sex exploitation of children on the Coast and has helped to establish a code of conduct among hoteliers. There has been significant collaboration between ILO/IPEC and UNICEF in many areas in the past (in future, collaboration could include joint work plans).
- ***Labour Attache, US Embassy*** – The attaché serves as a resource to the ILO/IPEC project through sharing global resources on child labour and child trafficking; he has established a donor’s working group on child trafficking and protection.

Each of these organizations/units has contributed to the development of child labour policies, and the NSC, had it been working efficiently, would have coordinated the efforts. However, the NSC does not meet regularly and has no legal mandate to oversee the implementation and enforcement of these policies.

²⁹ Although the ILO/IPEC staff said the NSC met periodically, they were not called together to meet with the evaluators. We were also not provided any of their meeting minutes. It is likely that the NSC is not as aggressive as it needs to be, especially in promoting the passage of the draft child labour policy which was submitted in September 2006.

³⁰ While the Children’s Department reported on the structures and processes, we have no understanding of their success as in the field IPs and collaborators did not refer to them.

³¹ The team was not able to visit the AAC as it meets at various times. We have no sense of the operation of the DCLCs from their point of view, although we became aware of many communication disconnects between the AACs and DCLCs when we interviewed DCLCs.

4.4.5 Develop Effective Model Interventions to Withdraw Children from WFCL and Provide Access to Quality Primary Education and Vocational Training

4.4.5.1 Upstream

Innovations and Successes

IPs on the upstream level are concerned with creating the enabling environment in which children can be permanently withdrawn and prevented from the WFCL. On this level, many organizations adapted their activities to address child labor concerns among employers, unions and in the media (many of whom are parents). By addressing child labor concerns at this level, parents and other community members have become aware of the challenge and, on an organizational level, have taken actions to address the challenge:

- COTU and FKE created child labour committees that focused their attention on awareness raising (e.g., sponsoring events, wearing promotional items such as T shirts and hats, posters, dramas, brochures), fostered the development of child labour/workplace policies, integrated child labour issues in corporate and social responsibility actions, withdrawn children from different types of work, and created relationships with schools to follow up on children who were withdrawn and then enrolled in school.
- FAWEK worked with the Ministry of Education in having child labour issues mainstreamed in the Gender and Education Policy and developed a Gender Responsive pedagogy for teachers .
- AMWIK has sensitized members of the media in reporting on child labour issues, trained other IPs on how to work with the media, produced radio programs and dramas, and monitored print media for child labour coverage.

Collaborators have also made significant contributions on the upstream level. The work of DCLCs and LCLCs (under the umbrella of the appointed members of the AAC of MOHA) helps to facilitate the work of NGOs/CBOs/FBOs who are providing direct services to children and families. As a body, the typical membership of the DCLC includes: relevant ministries represented at District HQ: Education, Home Affairs (Children's Department), Labour, Planning (Statistics), Probation, Social Services, Health, Agriculture, youth, civic leaders, religious leaders, and NGOs/CBOs/FBOs. The DEO normally serves as chair and the DC is the patron. The role of the DCLC is to: 1) coordinate child labour programmes, 2) monitor IP programmes, 3) awareness raising, and 4) training LCLCs.

DCLC achievements include:

- Formation and capacity building of LCLCs
- Establishment of Child Help Desks (see downstream achievements for a discussion of CHD's successes)
- Holding of public barazas and other community fora for awareness building, sensitization and resource mobilization

LCLC membership is composed of the Provincial Administration (Chiefs, who are normally the chairpersons), Education Officers, teachers, health workers, and local community leaders (including local NGOs/CBOs/FBOs). Their role is to identify children in the WFCL and children at risk, monitor children's progress, collect data on the children, awareness raising, and local resource mobilization. Their work is in support of the Ministry of Internal Affairs (MIA) directive to the Provincial Administration that children should not be working but should be in school.

LCLC achievements include:

- Meeting two times per month (not all) to present the children identified in WFCL and the data collected on them; make decisions on what child needs the LCLC can meet, e.g., food, shelter, security, acceptance,; mobilize NGOs/CBOs/FBOs to provide for children's needs; identify

which children should go to centers for psycho-social counseling, which should go for skills training and which should return to primary school

- Conduct child monitoring at schools and in communities with teachers, parents, children and community members
- Assist in the identification of IGAs for families

CLCs can also be found at the divisional and the school level. The team was not able to visit any divisional CLCs, but did visit one school CLC. The School CLC is composed of representatives of the School Management Committee, parents and teachers. Its role is to mobilize the school community, identify children to be supported, and mobilize local resources for children's support. In the one School CLC visited, several "ex officio" members also participated, i.e., the Children's Officers from three locations.

School CLC achievements include:

- Identification of children at risk
- Mobilization of resources for a school feeding programme
- Development of school-based IGAs, e.g., planted blue gum (eucalyptus) trees and napier grass
- Provide the most needy with school uniforms and sanitary wear for girls
- Monitor children's attendance and progress
- Report children's progress to DCLC as requested
- Share records with the LCLC and Child Help Desks

Challenges

Upstream IPs underwent major changes in their organizations to include a focus on child labour issues. New structures were created, new internal policies written, new relationships established, new processes developed, all of which serve as the basis for emerging good practices. These new undertakings, however, have faced many challenges.

- **MOE** - From the outset of the TBP POS (and since the launching of the ILO/IPEC projects in 1992), the definitions of child work and child labour have been outlined by international conventions ratified by the GOK. The Director of Basic Education in the MOE stated that Kenyans themselves must be made responsible for refining the specifics of the WFCL in the Kenyan context as many people do not consider what their children are doing as "labour" but as "socialization" into their particular society. Many people also are not able to differentiate due to poverty.
- **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 with a significant number of transfers each year, 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.

- **NSC** - 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

Of critical importance in the TBP POS is 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. The TBP POS simply does not allow sufficient time for all the agencies and actors to conduct all the work needed to eliminate the WFCL. With only a maximum of two years for implementation, each agency is trying to do its job, but the political environment is not supportive and neither is the budget of the GOK.

At each government office, we learned of inadequate resources provided to move the child labour agenda forward. While, on paper, the structures looked impressive, in the field we encountered very overworked civil servants who simply had too many responsibilities to make child labour issues their top priority. Moreover, some field personnel had dual reporting responsibilities, none of which was focused on child labour.

The DCLCs are trying very hard to maintain their focus, but the human and financial resources are not adequate to cover the need. To increase the amount of resources allocated to child labour issues, more time would be needed to pass a budget that reflects the child labour priority. This, in itself, requires at least a year. By the time resources would be made available, the projects would be over. Hence, IPs work somewhat in a policy vacuum, trying themselves to mobilize the DCLCs and LCLCs to become greater participants in the TBP POS.

4.4.5.2 Downstream

Innovations and Successes

At the downstream level, fourteen IPs (some of which also work on upstream policy) are responsible for providing direct services to children and families. Each IP is implementing an AP that was designed on the basis of their core work as an NGO with the added emphasis of addressing child labour issues. IPs are responsible for :

- Building the capacity of/train DCLCs, LCLCs and School CLCs on various issues related to child labour and the activities of the individual projects.
- Implementing awareness raising activities within their own organizations and with the broader community.
- Withdrawing and preventing a specific number of children from the WFCL
- Developing and implementing a monitoring system that tracks the indicators of their specific projects, including the tracking of children and their work status.
- Implementing their APs in specific geographic areas and specific sectors.
- Registering children for school – primary, non-formal, skills training, or vocational education.

Overall achievements include success in community mobilization, enhanced networking and linkages, identification of project beneficiaries, capacity building, and taking direct action against WFCL. Specific ways in which downstream IPs have implemented model interventions include the following:

- Developing criteria (in cooperation with the LCLC or school staff) for choosing the most vulnerable children to target for prevention (not all IPs).
- Empowering children through drama (SCREAM). (Planning is underway to simplify the packet so more stakeholders can learn how to use it.)
- Identifying students to become peer leaders. Some of these are members or leaders of Child Rights Clubs. Peer leaders assist the project by helping to identify children in WFCL, to integrate children who have been withdrawn from WFCL, and to identify children at risk who are in school.
- Forming Child Rights Clubs at most participating schools is one way in which the IPs believe they are improving the quality of primary education by 1) providing children information on their rights, 2) promoting open discussion, and 3) helping children to think critically.
- Encouraging schools to participate in the National Drama Festival, which will accept entries dealing with child labour next year.
- Providing drug rehabilitation and psycho-social counseling to those children in need.
- Identifying the push and pull factors that bring children to the streets. With that knowledge, IPs are able to generate an individual rehabilitation plan. When successfully completed, IPs then develop individual education plans that take them through through vocational education, skills training or, in some instances, return to primary school.
- Building trust with street children over many months. From children not wanting to reveal their own names and backgrounds, some have become truthful and reported their stories on how they came to work on the streets.
- Developing sports programmes to help street children become children again, even if just for a little while. Sports programmes have also increased their self-esteem.
- Mobilizing community *jua kale* and other business people; contracting them to provide the withdrawn street children with uniforms and shoes. (These same manufacturers serve as skills trainers for street children who are apprenticed to them for up to a year.)
- Integrating gender concerns in all APs (but only some IPs have implemented these).
- Leveraging additional funding (along with DCLCs, LCLCs, and School CLCs) to feed children (e.g., one LCLC developed a merry-go-round to buy food for the school; one school has an individual donor who has provided money for *unga* (maize flour)).

Challenges

Despite some of the novel ways in which IPs adapted their programs to fit the needs of their APs, IPs faced a number of challenges in implementing their APs:

- Some IPs did not fully understand the range of needs children have and so did not budget for them or plan to create local-level linkages to provide what children need (e.g., food)
- Some IPs did not plan to meet the psycho-social needs of those withdrawn from the WFCL, and often rely upon overburdened teachers to provide counseling services
- In the design of each AP, IPs did not necessarily consult with local level “experts,” i.e., LCLCs, school staff and/or children
- While each IP has defined and planned its own monitoring system, the systems are not complete and do not link actions to intermediate results; moreover, it is unclear how these systems are linked to CLMS

At the school level, several challenges have been presented:

- Teachers and school administrators expressed a need for more than a one-day workshop on child labour citing that they are unable to support the project fully because they are not conversant with laws protecting the rights of children, especially against child labour.
- Those who provide psycho-social counseling to street children are not yet adequately trained to deal with the many issues that the children are trying to cope with, i.e., drug addiction, earlier childhood abuse, being rejected by the families, etc.
- Leaders of most schools (both formal and non-formal) have asserted that to keep children in school, a feeding programme is necessary.
- In certain poorer areas of Nairobi and other cities, there is no government primary school, necessitating that children be sent to either private or non-formal schools.
- Limited and lack of gender-sensitive training of school administrators, teachers and fellow students has made children, especially girls, who have been withdrawn from WFCL and placed in government school feel stigmatized. Hence, they withdraw from formal school and ask to be re-placed in non-formal schools and skills training programmes.
- While improving the quality of education was addressed in each of the APs that sought to return children to or retain them in primary school, actual classroom activities and the curriculum were not addressed in this project. Hence, it is unclear whether children and their parents still do not perceive of formal education as an avenue of economic mobility, especially in light of the needs of the family to generate an income.
- Parents are having a difficult time accepting the need for children to be in school when they might be the only ones earning an income for the family; parents see no alternative to this pattern of poverty.
- Parents are unaware of the types of financial help they can get from government.

At the level of skills training for older children, the following challenges have been noted:

- Although each IP has identified skills training as a priority largely for older children (14-18), accessing it is expensive. This has hampered IPs from establishing suitable mechanisms for training, especially in an environment where non-ILO/IPEC NGOs are paying more for skills training/apprenticeships in the *jua kale* sector than is allowable within IP budgets.
- Some IPs providing skills training have a limited scope and children being trained might find that there is a glut of individuals with their skills thus reducing the possibility of them generating an income.

In the area of project management, IPs are facing the following challenges:

- IPs are not fully maximizing budget effectiveness by creating strong synergies with IPs and other collaborators.
- Monitoring systems have not been fully developed to take into account not only the children and their progress, but each of the institutions involved in implementing the project.
- IPs generally produced one core set of materials for capacity building for a range of stakeholders. This was inappropriate, i.e., one shoe does not fit all. There was a need to tailor trainings for specific groups of people.
- There is little, if any, consistent, substantive linkage between other ILO/IPEC projects (i.e., project leaders meet in ILO/IPEC fora, but strategic alliances have not been created for the provision of services). When interviewing facilitators of the KURET project at World Vision, the evaluators were told only of the project goals and outputs. We requested output reports, but they were not provided. We were provided this information by the Labour Attache at the American Embassy. UNICEF has shared their project findings on children's sexual exploitation on the Coast with the organizations working in this domain on the coast, but I am unaware of any further

collaboration. There was insufficient time to consult with ILO/IPEC on the Canadian-funded Skills Development for Urban Youth Project.

The unevenness of outcomes during the mid-term evaluation is partially attributable to the fact that each project began at a different time and may not yet have had the chance to fully implement their AP. Moreover, the synergies that were to have been the hallmark of this project are not yet fully developed, although there is every possibility that they will be developed over the latter half of the project. Each IP is implementing its AP, overcoming some challenges they did not foresee, and addressing the issues as set forth in the APs.

At the outset of the implementation of each AP, however, it appears that certain points were not well covered, i.e., creating an in-depth understanding of child labour, creating feeding programs (or mobilizing the LCLCs to do so), creating gender awareness, and working with parents. Given that many parents are un- or under-educated themselves and are caught in poverty traps that require their children to earn an income, IPs have not yet spent adequate time in helping them understand the value of education and, to help them, gain access to government grants that will provide them with the finances they need to allow their children to attend school. This issue may be partially resolved when IGA training is introduced and parents are linked to MFIs. For those who are already employed, however (i.e., those in the tea plantation), leaving their employment to conduct an IGA may leave them more vulnerable as they will lose their housing.

On a project management level, individual monitoring systems have not yet been fully developed and implemented. While the structure of the M&E system was reported to the evaluators, e.g., LCLCs and schools tracking children's status, IPs are not following the children close enough to determine whether the children are still working after school or seasonally, thus requiring their absence for periods although they are enrolled. IPs have not provided adequate training for each participant group to monitor the children consistently. Although the evaluators repeatedly asked for monitoring evidence at various levels, it was never provided.

Each of the APs lists a range of comparable activities in awareness raising, capacity building, monitoring, provision of services to children, linking to other organizations, and the like. However, the APs are inconsistent as to time lines and benchmarks. To have assessed each organization in its ability to produce outputs would have required significantly more time in the field to afford a closer examination of IP benchmarks. 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.

Overall, the downstream IPs are carrying out the work outlined in their individual APs, but the impacts have not yet been determined. It will take a significant amount of time for the downstream IPs to create all the circles of support and synergies needed to ensure that a child will remain in school until graduation. In essence, the ideas are good and the conceptualization was good, but the amount of time and resources provided are inadequate to have the overall desired impact at this time.

4.4.6 Ensure that Vulnerable Groups and Families prone to WFCL are Targeted for Economic Empowerment and Community Safety Nets Created

The APs of two IPs targeted the work of supporting families in the establishment of IGAs – Q&M (Suba), KDC (Kitui).

- KDC and Q&M have established agriculturally-based family IGAs (e.g., crop diversification through supply of seeds and technical assistance) and linking them to MFIs
- Q&M have trained 12 voluntary extension staff workers, with each working with 6 exemplary farmers who, in turn, work with 20 farm families (selected by Q&M and the LCLC) to improve their agricultural practices.
- KDC has shown farmer groups how to diversify their crops so as to increase income.

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.

4.4.7 Increase Public Awareness about the Negative Consequences of WFCL and Mobilize Stakeholders against WFCL

Each of the APs included an objective to expand awareness to targeted populations in different locations through the implementation of different strategies. For instance, on the upstream level, COTU and FKE created Child Labour Committees (CLCs) in their unions and employer groups to expand awareness on the WFCL and to take deliberate action to eliminate it. AMWIK sought to expand awareness by providing workshops for journalists on child labour issues, publishing articles in the print media, and produce radio programmes and drama series on the radio to achieve broader awareness. On the downstream level, IPs worked with schools in the creation of Child Rights Clubs and other clubs to expand the awareness of children and their parents on their rights to go to school. They also launched campaigns to heighten community-level awareness. MOLHRD has worked diligently in expanding awareness among other ministries with differing levels of success.

From the documents provided and the interviews held, each IP is “on track” in conducting awareness activities. In some cases, awareness has produced direct action by constituent communities, while in others these actions are still in the planning stage. What is missing in this report is the impact of the awareness-raising activities in communities; this was not reported on.

4.5 Relevance of the Programme

4.5.1 Upstream

The ILO/IPEC TBP POS is tightly linked to the GOK's TBP to eliminate the WFCL. I present a brief analysis of the specific documents/activities that have guided the development and implementation of the ILO/IPEC project.

4.5.1.1 National Plan of Action

The National Plan of Action (NPA) defines a TBP in which the causes, nature and effects of child labour in Kenya and the mechanisms for addressing the problem are identified and acted upon. The strategies included in the NPA include: mainstreaming of child labour into national policies and legislation; creating and strengthening of systems to address child labour in the country; capacity building and mainstreaming; and awareness raising and social mobilization. GOK will continue to provide an enabling environment to encourage the civil society, NGO, community, parents, workers' and employers' organizations to participate fully in programmes aimed at eliminating child labour especially in its worst forms.³² The NPA covers a period of ten years and is being implemented in two five-year phases with both upstream and downstream activities being implemented simultaneously.³³ The NPA was developed before ILO/IPEC became involved, but the ILO/IPEC project was subsequently identified as a possible source for financial support for the NPA. However, it is up to the designers of the NPA to obtain ministry buy-in for it to be mainstreamed and acted upon appropriately.

The NPA targets several groups of children: children who are out of school; children in commercial agriculture; children in domestic work; the girl child; orphaned children; children who work as scavengers, drug traffickers and hawkers; children who work in bondage; children who work as commercial sex workers; children in hazardous establishments and risky services; all other children involved in the WFCL.³⁴

Activities that could contribute directly to the success of the NPA include support to: poverty alleviation; micro-finance and micro credit; small enterprise development; women's empowerment programmes; expansion of the coverage of primary education; improving the quality of primary education and the reduction of drop out; non-formal education; vocational training; employment creation; youth employment; food security; social security; and micro health insurance schemes.³⁵

When interviewing members of the Child Labour Division of the MOLHRD, we were unable to ascertain the types of revisions the NPA is undergoing, nor could we determine any rationale for changes to be made. What we did learn, however, is that a "Children's Act" has been drafted that might include aspects of the draft Child Labour Policy and that the Act may be the basis for the revisions in the NPA. This has not been confirmed, however.

4.5.1.2 Economic Recovery Strategy for Wealth and Employment Creation (ERS)

The Minister for Planning and National Development stated:

This Economic Recovery Strategy for Wealth and Employment Creation aims at giving Kenyans a better deal in our lives and in our struggle to build a modern and prosperous nation. It aims to empower Kenyans and to provide them with a democratic political atmosphere under which all

³² Government of Kenya. 2004. Draft National Plan of Action for Time Bound Programme on the Elimination of the Worst Forms of Child Labour in Kenya. Nairobi: Child Labour Division, MOLHRD, p. viii.

³³ Government of Kenya. 2004. Draft National Plan of Action for Time Bound Programme on the Elimination of the Worst Forms of Child Labour in Kenya. Nairobi: Child Labour Division, MOLHRD, p. 63.

³⁴ Ibid., p. ix.

³⁵ Ibid.

citizens can be free to work hard and engage in productive activities to improve their standards of living.³⁶

The ERS rests on four pillars:³⁷ 1) macro-economic stability premised upon revenue collection, expenditure restructuring, and a monetary policy that will support the achievement of economic growth without putting price stability in jeopardy; 2) strengthening of institutions of governance including public administration reform, national security, and law and order and a focus on the rule of law; 3) rehabilitation and expansion of infrastructure – roads, railways, telecommunications, energy, ports, and air transport; 4) investment in the human capital of the poor, including achieving 100% net enrolment at primary level, enhancing secondary education by expanding bursaries to cater for at least 10% of enrolled students, rehabilitating laboratories and classrooms and standardizing teacher-student ratios at 35:1, meeting the health challenge through the establishment of a comprehensive National Social Health Insurance Fund, continue the battle against the HIV/AIDS pandemic, carrying out legal and institutional reforms to enhance employment creation, reforming the system of arbitration to minimize employment disputes and strengthening the role of productivity measurement in the labour reward process, conversion of the NSSF into a pension fund, and the provision of low cost housing.

Under the fourth pillar – investment in human capital of the poor – facets of the ILO/IPEC project can be found. These include enrolling more children in school (through withdrawal from the WFCL), providing skills training to enable young people to generate income, linking micro and small businesses to sources of capital offered through MFIs, providing information to relevant populations on the availability of bursaries to attend secondary school, and making schools a more congenial environment for learning through facilities development. The ILO/IPEC project is working in accordance with this national initiative to help Kenya overcome its past bad governance and corruption and to develop a First World economy for Kenya.

4.5.2 Downstream

4.5.2.1 Needs of Beneficiaries

ILO/IPEC undertook baseline studies for each sector found to have a preponderance of child labour.³⁸ Each sector study confirmed the prevalence of child labour, presented findings on the extent of the practice of child labour in certain locations, and identified areas of concern that ILO/IPEC should address in its TBP POS in support of the NPA. It was on the basis of these findings that ILO/IPEC targeted its sectors and geographic locations in preparation for identifying possible IPs to address the issues identified.

Due to a limited budget and a programme that was to target both upstream and downstream concerns, some key aspects of support for withdrawn and prevented children were left out of each of the APs. The most needed input was a school-based feeding programme. However, IPs were encouraged to create local

³⁶ Hon. P. Anyang' Nyong'o. 2003. Economic Recovery Strategy for Wealth and Employment Creation. Nairobi: Ministry of Planning and National Development, p. v.

³⁷ Ibid., pp. vii-xi.

³⁸ See Ali, Ibrahim M. N.d. Review of the Child Labour Situation in the Pastoralist Communities in Kenya. Nairobi: ILO/IPEC; Kenya Institute for Public Policy Research and Analysis (KIPPRA). N.d. Towards Formulation of the National Programme for the Elimination of Child Labour in Kenya. Nairobi: Social Sector Division, KIPPRA for ILO/IPEC; Ojwang, Alfred. 2004. Rapid Assessment of the Street Working Children in Kenya. Nairobi: ILO/IPEC; Omosa, Mary, Edward Ontita, and Helen Ombati. 2004. Combating child Labour in the Domestic Sector in East Africa. A Rapid Assessment of the Situation of Child Domestic Workers in Kenya. Nairobi: ILO/IPEC; Onyango, Philista. 2004. A Summary of the Study Findings on Commercial Sexual Exploitation of Children (CSEC) in Kenya. Nairobi: ANPPCAN Regional Office; Pinnacle Development Consultants. 2002. Programme on Prevention, Withdrawal and Rehabilitation of Children Engaged in Hazardous Work in Commercial Agriculture in Kenya. Baseline Survey on Child Labour in Commercial Agriculture in Kenya. Nairobi: ILO/IPEC; Sifuna, Daniel. 2004. A Review of the Education System in Kenya and Its Implications on the Time Bound Programme (TBP) on the Elimination of the Worst Forms of Child Labour (WFCL). Nairobi: ILO/IPEC; Wanjau, Rosemary. 2004. Analysis of IPEC Partner's Capacity in combating the Worst Forms of Child Labour (WFCL) in Kenya. Nairobi: ILO/IPEC.

level linkages with NGOs/CBOs/FBOs and LCLCs to either fill this need directly or to develop a strategy that included IGAs for parents/guardians to generate income or grow food that would provide for this necessity.³⁹

Another aspect that has not been fully addressed by IPs is children's health care. While the street children's and the child sexual exploitation programmes do factor in health care, those in the domestic and agricultural sector largely do not. Some IPS have created networks of health care providers to address the needs of the children. If the children are HIV Positive, they are taken to clinics to obtain ARVs, but other ailments may not be fully addressed.

While IPs include training on IGAs, the project is unable to provide grants to families or schools to launch these programmes. Hence, IPs must create local level networks to provide IGA training, to link families to financial resources (MFIs), or to develop Self Help Groups and Merry-Go-Rounds to encourage saving.

In conducting the research, it was very difficult to determine whether changes have occurred in local populations such that changes or adjustments to IP APs need to take place. Beneficiaries and governmental structures visited reported that the IPs were on target and that children's and families' needs were being met. However, we have no statistical evidence to support this.

Despite improvements in national enrollment figures, primary schools face many challenges that serve as a disincentive for children leaving the WFCL. These include: cramped classrooms and a very high student:teacher ratio; inadequate infrastructure leading to schools in rural areas and urban slums; inadequate water and sanitation facilities; absenteeism due to sickness and death of teachers; limited access to secondary school; prolonged period of hiring freeze and slow pace of teacher and administrator recruitment.⁴⁰

4.6 Sustainability

Each IP was required to include how their projects would be made sustainable in their APs. In general, sustainability means several things: 1) for children in primary school, their ability to stay in school once the project funding has stopped; 2) for children in training programs, their ability to have gainful employment once they have received training; 3) for parents, the ability to generate an income over the long-term once they have received training on IGAs and are linked to MFIs; 4) for upstream actors, the structural changes that create an enabling environment to either withdraw or prevent children from becoming the WFCL. The general meaning of sustainability for this particular project is the ability of the GOK and various institutions to continuously address the needs of children so that they do not fall into the WFCL, to create social safety nets under the GOK poverty alleviation strategy to assist families in generating the incomes they need to survive and send their children to school, and to mainstream all child labour strategies into all ministry and policy-making institutions.

4.6.1 Key Sustainability Strategies of Upstream IPs

Inherent in the APs of all of the upstream IPs is the creation of a sustainable enabling environment through the development and passage of policy and legislation. When fully mainstreamed, policies will provide the context and guide the actions of implementers who seek to reduce the WFCL. We separate

³⁹ Involvement of the World Food Programme (WFP) was mentioned in several interviews, and ILO/IPEC management indicated they were engaged in discussions with WFP about their possible involvement.

⁴⁰ *Ibid.*, pp. 100-101.

out the IPs so that the reader will know who is responsible for what and whether the sustainability goals have been acted upon.

The **MOLHRD**, through its Child Labour Division, is mobilizing all relevant ministries to address child labour and obtain resources, through the MOPND, to implement policies. To date, however, the draft Child Labour Policy has not been passed, and appropriate resources have not been allocated to each ministry to implement the Policy once it is passed.

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.

AMWIK's sensitization and mobilization of the media on various social issues is their core business. Hence, incorporating child labour as an issue for the media to cover will facilitate the continuation of media coverage of child labour issues.

FAWE's core business is addressing the educational issues on behalf of the girl child. The passage of the Gender and Education bill, FAWE's continued collaboration with the MOE, and the creation and training on gender-sensitive pedagogy ensures a long-term focus on the girl child and child labour in the MOE.

FKE's sensitization of employers to the issues of child labour, with subsequent development of enterprise policies and workplace CLCs to combat the WFCL in the tea and sisal sub-sectors, ensures a long-term consideration of employment practices. FKE's continued work with enterprises in the Tea and Sugar sub-sectors will include policy making and the establishment of CLCs within each industry. Through setting policies, each industry will continue to prevent the exploitation of child labour.

The AP of the **U-NBO, IDS**, addresses faculty and student sensitization to child labour issues and the inclusion of these issues in regular teaching syllabi, especially in the compulsory course on Development Management Practice and in the Human Resources Development course. Child labour issues will also continue to be considered for thesis research topics and in the production of the Kenya Human Development Reports for UNDP.

KIE has developed child labour modules to be included in the non-formal, TVET, and teacher education curricula. Once so integrated, students will be sensitized to child labour issues as part of their coursework. The work of KIE is self-sustaining because by infusing and integrating child labour messages in the curriculum, the messages can be continually delivered through formal and non-formal curricula, as long as the curriculum is in use.

The sustainability of **DCLCs** appears to be somewhat problematic. Although the DCLC is a sub-committee of the AAC, many DCLC members noted that they, themselves, are not a legal body and so have no resources to carry on their work. Although the reporting lines have been identified, there is no gazetted scope of work for them to fill. Additionally, each member has not had the work of the DCLC included in his/her job description and participation is not yet considered in performance reviews. Until the DCLC is embedded officially in each of the respective ministry's operational framework and appropriate child labour policies are enacted, it is possible that once the ILO/IPEC project comes to an end, the DCLCs might cease to function.

4.6.2 Synthesis of Upstream Findings on Sustainability

At mid-term, no IP had a fully developed plan for withdrawal. Consequently, not all of the “structures” of sustainability had been put into place. On the **upstream** level, MOLHRD had not achieved its main objective to have the Child Labour Law enacted. Other organizations were more successful in: building awareness, creating internal policies, restructuring organizations to address child labor, creating linkages to other organizations (e.g., schools and service providers), having laws passed (the Gender and Education bill), creating employer agreements to address WFCL, integrating child labour issues in university course offerings and promoting research on the subject, and creating reporting structures for more local level accountability. While these outputs can be seen as successes in creating the enabling environment, in some cases the “success” is empty, i.e., the outcomes of these activities have not been tracked and the evaluation was unable to ascertain the range of differences that each of these strategies is making.

4.6.3 Key Sustainability Factors of Downstream IPs

A composite of sustainability of the IPs implementing projects downstream is presented below. I have grouped sustainability activities according to the sector of child labour addressed by IPs.

Domestic Service

KUDHEIHA, in particular, targets domestic workers as they are found working in institutional settings. Their sustainability strategy includes mainstreaming child labour activities into the union’s education programmes, and empowering union-based CLCs to exercise ownership of the project. Union officials, who greatly influence the course of the industry, take an active role in the fight against child domestic labour. What is very problematic in this sector is that most child workers are “invisible,” working behind closed doors in people’s homes. Making employers and children aware that this is exploitation is an area difficult to address because of the traditions of employing children as household help in return for the provision of basic needs. In many cases, children are trafficked from the rural to the urban areas on the promise that an urban relative will send the child to school. In many cases, this does not occur and the child ends up working in the household instead of going to school and may be sexually abused.

Agriculture

Linkages with local organizations, mainstreaming issues of child labour within community structures, and empowering families in training on IGAs are three key elements of sustainability in the agricultural sector. One organization, **Q&A**, will help farmers diversify their crops so as to economically empower vulnerable households. **KDC** has a similar focus in that they provide sunflower, paw paw and passion fruit seeds to vulnerable households so that they might grow these crops for food or sale. **KDC** also organizes its farm populations into Self-Help Groups, provides them training on management, and then links them to MFIs for financial input. By empowering families, children become less likely to be involved with the WFCL because their families can provide children with food and basic necessities.

Street Children

Each IP implementing an AP in this sector sees the provision of skills training (to access a decent livelihood) to withdrawn street children as their core business. Some organizations working with street children place the children either in a structured home or with new families if their own was abusive to them. Skills training is an element of sustainability as it is believed children who have been trained in a particular skill will be able to either find jobs or establish their own IGA to become self-sufficient.

Child Sexual Exploitation

One IP, **SOLWODI**, has as its core business the removal of children from sexual exploitation. Because they are the lead institution in this sector, many IPs working in this sector have partnered with SOLWODI to address CSEC from different vantage points. Embedding the focus on CSEC in the work of LCLCs and sensitizing parents against these practices is the main strategy SOLWODI is using to ensure sustainability. Others are employing similar strategies. In addition, SOLWODI is empowering those who have been withdrawn to be models for withdrawing others in the same industry. By taking care of their health and psycho-social needs, SOLWODI sees children being withdrawn from CSEC as potentially being withdrawn permanently.

Mixed Sectors

Children's empowerment through participation in Child Rights Clubs at schools sensitizes children to their rights. Use of the SCREAM methodology (and the establishment of a SCREAM network) in the production of dramas and community performances sensitizes the communities and schools to the issues of child labour. These will be sustained through the sensitization of teachers and the appointment of teacher patrons of student clubs.

Sensitization of local community structures is a key element in all sectors. It is believed that once local committees and groups are made aware of the child labour problem they will take action against it. 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.

Exit Strategy

Critical to sustainability is the development of an exit strategy. IPs have begun to develop these strategies including elements they have identified for sustainability (although for the exit strategy the plan will be more specific with time lines and specific organizational linkages identified). If IPs have not already done so, they will work more thoroughly with local level stakeholders on resource mobilization. They will also create tighter linkages with other IPs, NGOs/CBOs/FBOs whose mission statements and work are that of addressing the needs of children. Part of their exit strategy will also be to mainstream child labour issues in District Development Plans. Districts are accountable for implementing their respective plans; including child labour issues in them will make them more accountable in addressing the issues.

4.6.4 Synthesis of Downstream Findings on Sustainability

On the **downstream** level, where the LCLCs, schools, and the Child Help Desks (CHDs) are to be coordinating their efforts, with input from the IPs, sustainability is more problematic. LCLCs are to work with the schools to identify children in need of either withdrawal or prevention. As many LCLCs are new, they have not yet sorted out the ways in which they can work with the schools; hence, the schools, supplemented with information that might be obtained from the LCLCs and the CHDs, generally identify the children through the workings of a school-based CLC. From our interviews with LCLCs, we learned that they would like more training on their specific responsibilities and would like resources to be able to travel to different communities.

At the schools, IPs provide goods and services to the identified children (school uniforms and supplies, clothing and shoes, food, etc.). The reporting mechanisms for the provision of these services, however, are not being fully utilized. Hence, it is unclear who provides what to each school, and how the inputs are being leveraged to source other inputs from other agencies.⁴¹ It is the responsibility of the IP to build the capacity of the schools and the LCLCs to leverage other resources so that when the IP has finished implementing its AP, the local institutions will be able to continue. Schools and LCLCs are not yet able

⁴¹ ANCPPAN Regional is the only organization that provided us with a printout of its database; their tracking is well established (perhaps because they have been tracking beneficiaries since the ComAgri project). Other IPs have not yet fully developed their systems.

to do this in a consistent manner. What has been reported are relationships developed through individual contacts rather than a sustainable institutional linkage.

For street children and children being exploited sexually a significant amount of psycho-social support needs to be provided. This type of support must be provided before any skills training can be offered as often children must undergo withdrawal and rehabilitation from drug use or require in-depth counseling to overcome the damages they have suffered. This was not fully anticipated by many IPs and has prevented them from moving forward in a timely manner to produce results that can be sustained.

In general, the time available for implementation and the amount of resources provided limited what an IP could accomplish owing to the specific needs of the children. Although great projections were made, many of these will not be achievable because of the real-life constraints made apparent over the course of implementation.

4.7 Special Aspects⁴²

4.7.1 ILO/IPEC Management Team

ILO/IPEC has provided many capacity building opportunities for IPs, from telling interested organizations about the project, to guiding them through the development of an AP, to providing special training on financial management, and to providing initial training on monitoring and evaluating each of the projects. When we asked the ILO/IPEC team if anything was “off course,” or required “trouble shooting,” they responded that no IP or action of an IP required special attention, although at times some minor adjustments were necessary. It is only in the case of the partner identified to work in Samburu that issues arose making it necessary to stop implementing there due to a volatile political situation. In terms of other stakeholders, the ILO/IPEC team reported that DCLCs are not really up to par. Both ILO/IPEC and IPs are trying to revive certain DCLCs and provide them the capacity building they need to do their work. However, without a budget for transport and supplies, there is little incentive for members to come together regularly.

4.7.2 CLMS

One major area of weakness that ILO/IPEC has been working on, in collaboration with KNBS, is a solid monitoring plan and simplifying the CLMS system so it can be used by IPs and others. Each organization explained its monitoring “system,” although, from an M&E perspective, the systems were inadequate. Section 4 began with Table 4.1 setting forth the projected and actual numbers of children withdrawn and prevented. In the discussion of this table, I identified the possible causes for its incompleteness. In this section, I delve more deeply into CLMS and other monitoring instruments.

During the course of the evaluation research, we were provided with several data collection instruments from the following IPS:

1) **ANPPCAN Regional** – M&E system printout that includes the following variables: name of the child, age (not filled in), class (only partially filled in), sex, district, school, parent/guardian, reason for support, form of child labour, support required, estimated cost, previous support given by how and what, support provided in current reporting period, cost, and remarks.

2) **Undugu** – provided two forms: 1) an intake and training tracking form that includes the following variables: name, sex, Adm. No., trade, trainer, training site; trainer’s assessment of the trainee of attendance, punctuality, industry, discipline, reliability, bodily cleanliness, general cleanliness, and interpersonal relations. The form has a space for trainer’s comments, discussion with trainee, signatures

⁴² Special Aspects cannot be easily divided between upstream and downstream as they refer to overall project issues.

of both the trainer and the trainee to attest to the trainer's visitation of the trainee's site, and recommendations made by the trainer. This is primarily an internal document that comments on the trainee's personal work habits and progress on the training site. Also provided was 2) a needs assessment form for girls above 14 years only who have been withdrawn. Variables include: name, age, contact, district, parents, occupation, employment history, reasons for dropping out of school and when, the type of vocational training undertaken (including place, fees, duration, and materials needed), a question on under what conditions the girl would return to primary school (including distribution of a school uniform complete with school requirements), and if the girl did not want to return to primary school, how she would like to be assisted, and a recommendation of a supervisor. The form is signed by the child as well as the DCLC (not the LCLC) representative.

3) **FAWE Kenya** – provided several M&E instruments: 1) a Log Frame for monitoring their three objectives with activities and outputs identified for each supported by indicators, disaggregated by, data collection method, data source(s), frequency of data collection, responsible individual, and data analysis and presentation; 2) Form for School Identification to be filled out by the head teacher/principal that seeks to obtain school and community information (including enrollment rates, drop-out rates, ratios of girls to boys, awareness building in the community on WFCL, who provided, changes in school population as a result, categories of children's work, and categories of parents' work; 3) Form for Girls for Prevention – that ranks (on a 5-point scale) the strength of the need for different supplies, orphan status, current level of support, work status of siblings, comments and recommendations; and 4) Form for girls for Withdrawal – that ranks (on a 5-point scale) the strength of the need for different supplies, orphan status, work status during school holidays and after school, category of work, number of hours worked, comments and recommendations. Instruments 3, and 4 are intake instruments designed to serve a baseline. No monitoring instruments were provided.

4) **FKE** - an internal M&E tool on the impact the child labour program has had on FKE members (to track which FKE members are doing what with what outcome).

5) **CLMS Tools** – 1) Child Labourers, Programme Beneficiaries, and Children at Risk – includes personal information, family information (including work status), children receiving programme interventions, families receiving programme interventions, child's working status, and child's working history; 2) Service Providers – includes profile of the service provider, information on the school/training institution, other service providers, general; and 3) the Employer/Workplace – includes workplace identification, respondent's details, details of the establishment/workplace, working environment, and comments by monitoring supervisor 4) National Public Sector Institutions – includes profile of the institution, respondent's details, child labour programmes, support given to child labour work, and headquarters processing. All four tools include the directive – “to be filled during the first monitoring mission ONLY.” No other monitoring tools were provided. These are documents that were under review by KNBS at the time of the evaluation with proper monitoring tools to be developed.

I have gone into this extensive description of what was available at the time of the evaluation to illustrate the gross inadequacy of the M&E system as well as of the instruments to collect monitoring information. ANCPPAN Regional was the only organization to demonstrate the output from its database, although I have not seen the data collection instrument for monitoring. The majority of the other documents were used during intake procedures to insert the child into the system. No other monitoring tools were provided. That KNBS was still in the process of developing M&E tools at the mid-term evaluation means that if each organization was relying on the instrument output of KNBS to monitor activities, either no monitoring was taking place, IPs had constructed their own monitoring instruments (but did not share them), or that best “guesstimates” were being reported to ILO/IPEC to be included in their quarterly technical reports. Whatever the scenario, the M&E system is, by and large, inadequate to document

progress toward objectives. CLMS has significant potential to be developed into monitoring tools, but until KNBS finalizes the process the TBP POS will not have consistent monitoring tools.

CLMS is different from the reporting documents on progress toward objectives (TPRs). The structure of this format is not integrated with CLMS thus making it even more difficult for IPs to monitor and report on their activities. Moreover, only certain IPs can address certain Operational Outcomes, in accordance with each IP's APs. The team was not provided a copy of the Performance Monitoring Plan (PMP), *per se*, but the variables monitored are noted in the TPRs with focus on the Operational Objectives and Outcomes. The indicators are too numerous to be stated here; hence I refer the reader to the half-yearly TPRs for a full statement of the variables. Each IP submits reports from which data are extrapolated and included in the TPRs. We were not shown any of these reports and so it is almost impossible to determine from the TPRs if each IP is "on track" in terms of meeting each of their objectives in a timely manner.

4.7.3 Capacity Constraints

In discussing the various capacity building efforts the ILO/IPEC team undertook with IPs and other stakeholders, we were informed of the challenge of IP and government agency staff turnover. This necessitated extra work on the part of the ILO/IPEC team to make sure that all partners were capable of designing and implementing their respective APs and that all stakeholders were on the same page.

5. LESSONS LEARNT

In this section we identify specific lessons that have been learned either by ILO/IPEC, by IPs, or by stakeholders in the design, implementation, monitoring and evaluation of the TBP POS, that have, by and large been addressed. We divide these by Upstream and Downstream lessons.

5.1 Upstream Lessons

5.1.1 Development of National Policies and Legislation - For national policies and legislation to be drafted and passed, considerable work needs to be undertaken through partnerships between concerned ministries and NGOs/CBOs/FBOs (those organizations familiar with local level needs). For instance, **FAWEK** has worked assiduously with the MOE in developing the Gender and Education policy, which was passed. The consistent and constant focus maintained by FAWK demonstrates the type of attention required to enact the draft Child Labour Policy.

5.1.2 Development of Employer Policies

For employers to become socially responsible, they must develop and implement guidelines that focus on child labour. In the case of **FKE**, these guidelines include the following three points:⁴³

- There should be no use of child labour and no person below the age of 18 years shall be employed.
- The organization should not expose children or young workers to situations in or outside the workplace that are hazardous, unsafe or unhealthy.
- The organization should develop or participate in and contribute to policies and programmes, which provide for the remediation of children found to be engaged in child labour.

Absent such a policy – which must be enforced – organizations may only pay lip service to the reduction of the WFCL.

FKE has been successful, through its 2,500+ members, to address the WFCL within the tourism industry. However, smaller establishments that are not members of FKE continue their practices and, because children constitute very cheap labour, it is unlikely that the smaller establishments will discontinue their exploitation of children.

5.1.3 Roles and Responsibilities of DCLCs

The tasks and the extent of the geographic area assigned to various officers (labour, education, social services, etc.) makes it extremely difficult for officers to attend **DCLC** meetings regularly, if at all. Without their input as to what is happening on the ground, however, the DCLC is limited in what it can do.

5.1.4 Roles and Responsibilities of Provincial Administration Officials

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.

⁴³ FKE. 2007. Social Responsibility Guidelines. Promoting Wealth Creation, Labour Rights and Responsible Business Practices. Nairobi: FKE, p. 1.

5.1.5 Time Constraints under TBP POS (both Upstream and Downstream)

Because of the start-up time needed to launch each of the APs, it would have been better for the TBP POS to cover a period of five years to allow each IP time to pass appropriate legislation, mobilize government ministries, conduct baseline studies, develop training materials, identify schools, organizing community sensitizing events, deliver services, and the like.

5.2 Downstream Lessons

5.2.1 Address the Totality of Children's Needs

Children require more support to enable them to go to school, e.g., food, clothing, shelter (basic needs); school uniforms and soap powder to wash them, shoes and other clothes; psycho-social support and counseling; health care; continued financial support (either through empowerment programmes for their parents or skills training for themselves); sanitary wear for girls; a loving and encouraging environment; emotional and spiritual development, including improved self-esteem; safety; freedom from abuse; and a range of other inputs. Creating the strategic alliances necessary to provide these circles of support to ensure the continued provision of these and other services is very time consuming and involves linking with agencies that are already overburdened and do not have extra funding to include children withdrawn from the WFCL.

5.2.2 Stigmatization of Children

Older children who have been withdrawn from WFCL elect to attend skills training because of the stigma they feel when returning to primary school. Often they are stigmatized not only by their peers, but also by the school staff. When this form of discrimination is held in check, students can perform extremely well, excel, and move on to secondary school.

5.2.3 Supporting Families through Development of IGAs

For poverty to be alleviated, parents/guardians must be trained in IGAs. These may focus on enhancing agricultural diversity on farms (as provided by Q&M and KDA) that is facilitated through the presence of agricultural extension workers and the identification of lead farmers to help others. Other foci may include the development of Savings and Credit Cooperative Societies (SACCOs), forming self-help groups and providing technical assistance on how groups can help themselves, in management of small businesses, etc. By focusing on the economic empowerment of families, all children in one family can receive support, not just one identified by the project.

5.2.4 Child Help Desks

The establishment of Child Help Desks (linked to the Children's Department at MOHA) with volunteers has proven to be a key institution in identifying children in the WFCL. Parents/guardians and community members freely come to the CHD to report any way in which a child is being mistreated. The volunteer then reports to the DCLC, LCLC, and the IP, and a solution to what has been reported is developed. The CHD is considered to be a "safe" place to come and report problems. The training provided to CHD volunteers has created a network of individuals serving on the front lines of combating the WFCL.

5.2.5 Availability of Schools

When working in some locations, IPs have learned that the number and placement of primary schools (especially in the slum areas of Nairobi) are not conducive for children's return to government schools. Hence, appropriate private schools had to be found in which to place the children, at an additional cost to the project.

5.2.6 Inadequate Accommodation

There are insufficient accommodation facilities to house children requiring rehabilitation. This has limited the outreach of IPs in several locations.

5.2.7 Flexibility of NFE

Placing withdrawn older children in NFE learning centers has its advantages for children who must continue to generate some sort of income:

- Primary school learning is accelerated and so children can finish their primary education sooner
- The hours when children must be in school are more flexible and can accommodate the care of younger children and/or the need to continue generating an income
- Most NFE learning centers provide feeding programmes
- Uniforms are not required in NFE learning centers
- Attendance at an NFE learning center provides children with the basics of education – literacy and numeracy – that will allow them to go on to vocational and other skills training.

5.2.8 Working with Street Children

When working with street children, it takes a considerable amount of time to earn their trust so that they will share their real names and where they come from. If the IP has the goal of reuniting street children with the parents/guardians (if it is safe and advisable to do so), a greater (and more costly) effort must be expended to investigate where parents/guardians are currently living. Moreover, children who have been a part of the juvenile justice system are very reluctant to speak of their past, making it more difficult to determine whether a child should be reunited with their families, wherever they might be.

5.2.9 Working with the Municipal and District Education Officers

When working in cities and towns, input of the Municipal Education Officer (MEO) in identifying schools that have the highest number of vulnerable children to the WFCL has been extremely helpful. The MEO can also play a school-level mobilizing role to organize administrators, teachers, and school management committees to participate in sensitizing and planning meetings. On a district level, the DEO can be instrumental in identifying schools and in mobilizing staffs.

5.2.10 Supporting Teen Moms

Girls between the ages 14 and 18 who have become mothers and who are in NFE learning centers, skills training, or vocational education often require assistance in caring for their children while they are busy with their work. This is especially true of girls who have no parental support.

5.2.11 Psycho-Social Support for Participants in NFE

Children who have been removed from WFCL and enrolled in formal primary schools and NFE learning centers may still require counseling to help increase their self-esteem and close the door on their past. Guidance and counseling is part of the formal system, but not yet of the NFE system. The MOE asserts that counselors will be trained to help those who have been withdrawn.

6. EMERGING POTENTIAL GOOD PRACTICES

Many of the IPs interviewed identified what have become known as good practices in addressing child labour issues. IPs and other stakeholders also identified several emerging good practices when attending the stakeholders' workshop in Nairobi. I present these, along with my own considerations of good practice, in terms of upstream and downstream activities.

6.1 Upstream Practices

6.1.1 Creating Upstream and Downstream Processes

The hallmark of this project is found in its conceptualization and design, i.e., addressing the policy issues and the enabling environment on the upstream level, and addressing the children's support needs on the downstream level. On the upstream level, coordination of the work among ministries (with each ministry identifying its role in reducing the WFCL) at HQ and in the field (DCLCs), the harmonization of laws, the passage of new policies and laws, and the establishment of the NSC as a coordinating body has every potential to serve as a model for GOK future efforts. Involving employers, labor unions and related organizations targets the activities of the private sector. On the downstream level, creation of APs, creating synergies among implementing partners, and addressing the range of needs children have to be withdrawn or prevented all serve as model strategies to eliminate the WFCL. Acting holistically and building multisectoral alliances to produce desired results has every potential to create sustainability.

6.1.2 Workplace/Employer Good Practices - FKE identified a number of their own good practices.

Unique ones to their operations include:

- Having a workplace coordinator for issues related to child labour
- Forming workplace child labour committees
- Visibly championing child labour issues
- Formulating workplace policies on child labour

These four features point out that employers can and must take a position against WFCL and set up structures and processes within the company or organizations that ensure that they will not exploit children.

6.1.3 Relationship between Employers and Schools - COTU and their affiliates have shop stewards monitor the withdrawal of children from WFCL. The shop stewards interact with teachers to make sure the children that have been withdrawn are in school. By building the relationship between employers and schools, more accurate information on children's work status can be obtained. The potential also exists for employers to establish social responsibility mechanisms to improve the lives of children in schools.

6.1.4 Partnerships to Produce Policy – FAWE created a partnership with the MOE to generate the Gender and Education Policy that has been accepted and will be implemented throughout the country.

6.1.5 Creation of DCLCs, LCLCs, and School Level CLCs – The creation of these units at each level of operation has assisted ministries in understanding and “owning” the resolution of child labour issues, helped to identify children engaged in the WFCL and those at risk, helped to mobilize local communities against the WFCL, helped to create the local level “circles of support” needed by children, and have begun to provide oversight in monitoring employers and others who exploit children.

6.2 Downstream Practices

6.2.1 Establishing Networks of Caregivers or “Circles of Support” - Reaching out to and creating networks of caregivers to address the needs of children (housing, food, clothing, school uniforms and supplies, psycho-social support and counseling, safety, etc.) is key to removing children permanently from the WFCL. Actors/caregivers include a range of NGOs/CBOs/FBOs and other IPs. By creating this “circle of support,” and referring children to different caregivers, depending on their need, children can close the door on their painful past and contemplate a more hopeful future.

6.2.2 Rehabilitation - Children who have been abandoned, abused, and participated in the WFCL, especially street children and those involved in child sex exploitation, have improved their lives through first spending some time in a rehabilitation center where more serious addictions are addressed. After being rehabilitated, they are ready for learning and skill building and reintegration into productive society.

6.2.3 The Synergy between Providing for Needs and Skills Training - ANPPCAN Kenya has created a local level synergy in the skills training/apprenticeships for withdrawn children and the making of school uniforms and shoes for children who are attending primary school. The same individuals who are skills trainers are awarded contracts to make uniforms and shoes, and those who are apprenticed learn how to make these items.

6.2.4 Provision of “Start-up Kits” after Skills Training - After providing skills training to either withdrawn children or training on IGAs, some IPs provide their beneficiaries start-up kits in the area in which they have been trained so that they have some of the basic tools of their new profession/business.

6.2.5 Peer Counselors - Empowering children who have been withdrawn with peer counseling skills so that peers might be withdrawn from the WFCL is one of the best strategies to reach other children – especially street children and children involved in sexual exploitation. Children who have been withdrawn know about the children who are still in either type of WFCL, know their backgrounds, and can address their peers from an insider’s perspective.

6.2.6 Alternative to Corporal Punishment - To create a more enabling environment in schools for withdrawn children and children at risk, KAACR created a programme on Positive Discipline. This approach made teachers consider other ways of disciplining children besides corporal punishment, and this encouraged the children to stay in school.

6.2.7 School-Based IGAs - School-based IGAs can generate income to purchase uniforms, shoes and school supplies for children, as well as sponsor a feeding programme. They are key endeavors to enhance sustainability and to provide opportunities to communities to support the school’s activities. Children can also be organized to participate.

6.2.8 Community Adoption of Children in Need - The Children’s Department of the MOHA has established a process of “community adoption” of OVC involved in WFCL in which the community takes care of the children in their own homes. The community exercises guardianship and makes sure that children have basic needs. The Department is working on providing some cash assistance to communities to provide for an ever-growing number of children in need.

6.2.9 Keeping Track of What Has been Learned - Undugu has its learners keep a log book documenting what they have learned on a given day. Trainers review the log book every Friday and sign

off if entries are accurate. When the PO monitors/reviews the log books, s/he will identify any discrepancy and inquire into the causes.

6.2.10 Establishment of Alumni Societies - Undugu has established an alumni society of all those to whom it has provided skills training. Many alumni are called upon to become trainers of new beneficiaries to the ILO/IPEC and other projects.

6.2.11 Focus on Employment/Labour Recruiting Agencies - KUDEIHA will work with employment agencies to ensure that they do not identify child labour for domestic work in various institutions in which KUDEIHA members work. By continuing the practice of recruiting child labour, agencies can be prosecuted for internal trafficking.

6.2.12 Establishing School Feeding Programmes – Where schools have created relationships with donors and other community agencies to establish a school feeding program, more children come to school as they and their parents know they will be fed. Some schools do not differentiate between children in or out of the programme as all children are at risk. Feeding programmes increase enrollment and attendance figures.

7. CONCLUSIONS AND RECOMMENDATIONS

In this section, we draw together the findings from the field research, the lessons learned, potential good practices, and the information in the documents reviewed (found in the Bibliography) to draw conclusions and make recommendations for project improvement. Conclusions and recommendations are made for downstream and upstream activities, with conclusions directed at specific stakeholders.

7.1 Upstream Conclusions and Recommendations

7.1.1 Passage of the Draft Child Labour Policy

Conclusion: The GOK has not yet passed the Draft Child Labour Policy

Recommendation for MOLHRD, ILO/IPEC and NSC: These agencies should use all influence possible to 1) have the Draft Child Labour Policy passed; 2) revitalize the NSC so that it is a vibrant, working body representing the best thinking about child labour in each member ministry; 3) advocate for better communication among ministries; and 4) continuously link NSC and MOLHRD activities to the NPA. Without the passage of this critical legislation, child labour issues will not be a priority.

7.1.2 Ascertain the Revisions Being Made to the NPA

Conclusion: The Child Labour Department of the MOLHRD has reported that the NPA is undergoing revisions, but what was being revised could not be ascertained.

Recommendation for ILO/IPEC, MOLHRD, and the NSC: ILO/IPEC should endeavor to find out how the NPA is changing, what is behind the change process, and whether the NSC is involved. Once changes have been ascertained, ILO/IPEC should inform IPs and then determine if any adjustments to APs are necessary.

7.1.3 Create Interministerial Synergies to Promote the Sustainability of Addressing Child Labour Needs

Conclusion: Although MOLHRD is the lead institution in implementing the NPA regarding eliminating the WFCL, significant synergies among all enabling environment stakeholders have not been created.

While the NSC is meant to be the body that creates those synergies, attendance at meetings is sporadic and often the same person representing a ministry will not appear twice. Moreover, often a low-level staff member is told to sit in the meeting, but such a person is not empowered to make decisions. Hence, synergies and collaborations among ministries at the highest level are not taking place at the pace envisioned (reflected in the difficulties experience at the district level with the DCLCs).

Recommendation for ILO/IPEC, MOLHRD, and the NSC: ILO/IPEC should leverage any influence it has to assist the NSC and the Children’s Labour Division in the MOLHRD to perform in the way intended, to collaborate with other ministerial stakeholders, and to create synergies in policy, planning and action that are in the best interests of the child experiencing the WFCL. By creating synergies at the uppermost levels of government, sustainability will be further enhanced.

7.1.4 Time Allocation of the Child Labour Division of the MOLHRD

Conclusion: Time/work allocation among members of the Child Labour Division of the MOLHRD is approximately 90% dispute resolution and 10% child labour.

Recommendation for ILO/IPEC and the MOLHRD: ILO/IPEC should undertake an investigation into this claim by members of the CLD to determine the commitment of the MOLHRD to addressing child labour issues. If the misallocation of time is true, ILO/IPEC should work with the CLD to expand the amount of time it spends on child labour issues. Alternatively, ILO/IPEC may identify a means to lobby the Office of the President and the Ministry of Finance for increased resources for the MOLHRD and then to change work priorities to reflect the purpose of the CLD.

7.1.5 CLMS and the Monitoring and Evaluation System

Conclusion: Overall the monitoring undertaken by IPs, school CLCs, LCLCs, DCLCs, and others is inadequate. Data on process is missing, thus hiding potential good practices, especially in terms of the rehabilitation that former street children and children who have been sexually exploited. Monitoring the range of inputs provided by IPs and LCLCs is scanty at best, and so the project is suffering from a lack of knowledge that could uncover the range of needs the children must have met for them to return to or remain in school. Unique features of each IPs AP are not being monitored (such as the Tusemi “speak out” clubs and the CRCs) to eventually determine the efficacy of such activities in preventing children from entering WFCL. A good M&E system will be able to determine what actions make the most difference in reducing the WFCL.⁴⁴

When reviewing ANPPCAN Regional’s M&E system, we found that support provided in the current reporting period is listed, but no results are reported. When reviewing other IPs’ M&E systems, we did not find any reporting of current work status to determine if the child, whether in school, skills training or NFE, has been withdrawn fully or whether there has only been a partial withdrawal.

Recommendation for ILO/IPEC, KNBS and IPs: ILO/IPEC must provide capacity building on⁴⁵ and foster the development of a “do-able” (i.e., simple and affordable) M&E system by KNBS and each IP and collaborator, guided by process indicators developed on the basis of a logic model that utilizes input, activities, output, outcome, and results variables. By developing such a model, the system will stand not only as a monitoring tool, but also a tool to guide implementation. The CLMS approach under development by the KNBS should be incorporated into this process so that data collected and entered into

⁴⁴ The Baseline Survey on Child Labour in Commercial Agriculture in Kenya (Pinnacle Development Consultants, 2002, pp. 67-72) conducted for the ILO/IPEC ComAgri project sets forth the type of activities that need to be monitored, at least in terms of the WFCL in the commercial agricultural sector. For instance, in monitoring the impact of withdrawal activities, included are the monitoring of 1) the changes in child labour prevalence in commercial agriculture, the changes in family incomes (as the result of providing economic alternatives for families), of family expenditure patterns (to determine if more resources are being allocated to children’s schooling), and of the changes in attitude of parents in favor of taking children to school. It is this linking of activities to outputs and outcomes, in particular, that needs to take place in the current project.

⁴⁵ The Analysis of IPEC Partner’s Capacity in Combating the Worst Forms of Child Labour (WFCL) in Kenya conducted by rosemary Wanjau (2004, pp. 15-16) did not identify capacity building in M&E as an area of concern.

a database can become the cornerstone of a nationwide data collection process that links activities to good practices that can be reproduced elsewhere in the country as Kenya seeks to upscale the implementation of its NPA.

7.1.6 Strengthen DCLCs and the Linkages between IPs, AACs, and the NSC – as there are several conclusions and recommendations among these stakeholders, I have bulleted the conclusions and each of the recommendations

Conclusions:

- There are many communication disconnects between the DCLCs, the members' respective ministries and the AACs; it is unclear how stakeholder ministries utilize reports generated by DCLCs on the child labour monitoring they are supposed to do; it is unclear how any information reported to ministry HQ is used to advance the NPA and what the role of the NSC is in advancing the NPA.
- There is a high staff turnover in DCLC members and those hired to replace them are not always adequately trained in child labour issues
- Most DCLCs have not yet mobilized financial resources locally to meet the various needs of children to withdraw or prevent them from WFCL.

Recommendations for IPs, ILO/IPEC, AACs, the NSC, DCLCs and Respective Ministries:

- ILO/IPEC and line ministries should ascertain the flow of information, not as it should be but as it is, so that it can address any bottlenecks or disconnects from the field to HQ; ILO/IPEC should determine what the NSC is doing to assist in the implementation of the NPA through the DCLCs; AACs must provide feedback to DCLCs on the actions they take on the reports DCLCs send them.
- DCLCs require further strengthening (through their line ministries and the IPs) so that all members are very clear about their roles and responsibilities; IPs should check periodically on the composition of the DCLCs so they can determine when they and the DCLC chair should schedule child labour training workshops for new members.
- ILO/IPEC and IPs should organize a special forum for DCLCs in which those that have not been able to mobilize resources can learn from those that have. After such a forum, ILO/IPEC should expect to receive action plans that would be sent to line ministries.

7.1.7 Gender Training

Conclusion: While IPs, DCLCs, LCLCs and School CLCs did not often highlight the issue of gender, those IPs working in the child domestic and child sex trade sectors emphasized the increased number of issues girls face in being withdrawn. Many girls who are domestics have also been sexually abused, often by relatives or neighbors. While girls can be found in the other forms of the WFCL, they dominate in these two areas. Moreover, when they are returned to primary school, they are often stigmatized with most girls preferring to attend NFE learning centers and obtain skills training.

Recommendation to FAWEK: FAWEK should share with other IPs the newly-passed Gender and Education policy so that all are aware of the meaning and application of this policy as it pertains to the education of the girl child. FAWEK should also share with IPs the Gender Responsive Pedagogy they have developed to train teachers in how to work effectively with girls in the school environment. IPs should endeavor to share this information and training with school CLCs, teachers, administrators, and school management teams, or to partner with FAWEK so that they might further distribute what they have learned. By so sharing this information, the potential for improving the environment for the withdrawn and prevented girl child to learn will be enhanced.

7.1.8 Create Specific Strategic Alliances

Conclusion: IPs have expressed the need for FKE to approach a range of different employers to have them sign agreements that they will not employ child labour and that they will institute social responsibility policies and practices.

Recommendation for FKE: 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).

7.1.9 Make Research More Relevant to IPs

Conclusion: IDS at U-NBO has made great strides in integrating child labour issues in courses and in student research proposals. When research is undertaken, IDS holds fora to share information. These fora are not well attended by IPs.

Recommendation for IDS and IPs: IDS must endeavor to understand that IPs need practical information they can use in designing projects and programmes that will address child labour problems. Student research should devote a portion of their papers to making recommendations as to what they think should be done to alleviate the problem they have researched (instead of just recommending that more research is needed). IPs could play a greater role in helping students identify areas that require research. At the end of each forum, an open dialog should occur in which practitioners interact with students and vice-versa so that each can be more informed.

7.2 Downstream Conclusions and Recommendations

7.2.1 Sponsor School Feeding Programs

Conclusion: Most IPs did not plan to include feeding programmes at schools, although some have created relations locally with NGOs/CBOs/FBOs and LCLCs to undertake such a programme.⁴⁶ Some IPs have encouraged school-based IGAs to obtain funds to purchase food.

Recommendation to IPS: IPs working with schools should endeavor to do any one or all of the following: 1) negotiate with the WFP to initiate school feeding programmes; 2) mobilize local NGOs/CBOs/FBOs and LCLCs to sponsor a school feeding programme (e.g., Feed the Children, Food for the Hungry, women's groups); 3) work with the school management committee to develop a school-based IGA (a vegetable garden, growth of napier grass for sale, etc.); 4) mobilize local resources to access funds to purchase food for the school; 5) identify individual donors who would sponsor a school feeding programme.

7.2.2 Meet the Psycho-Social Needs of Withdrawn Children

Conclusion: Meeting the psycho-social needs of children often falls to teachers. The psycho-social needs of children withdrawn or at risk must be addressed by professionals.

Recommendation to IPS: IPs should endeavor to link with appropriate ministries and agencies providing psycho-social counseling and rehabilitation to children and not rely on teachers to play this role. Children who have been traumatized by their experiences are unable to learn in school or in training programs without having first resolved any addictions or trauma.

⁴⁶ Although I learned in comments made on the draft evaluation that it is the responsibility of LCLCs to mobilize local resources that can be channeled into feeding programmes, some IPs themselves had taken on this responsibility and were endeavoring to make connections with the World Food Programme (WFP) to provide for school feeding programmes.

7.2.3 Provide Training on IGAs

Conclusion: IGA training and development requires a considerable amount of time and preparation.

Recommendation to IPs: IPs must begin immediately to generate a specific work plan explaining exactly how they will work with vulnerable families. To help them, in the next ILO/IPEC stakeholder meeting, the work of KDC and Q&M should be highlighted as they have particular strengths in this area, e.g., community mobilization, different types of savings and loan products, management of self-help programmes, establishing relationships with MFIs, etc. Without this type of timely input, the sustainability of the project is in jeopardy because families, especially, will not have learned how to become more self-sufficient.

7.2.4 Vary the Type of Skills Training to Meet Emerging Market Needs

Conclusion: IPs providing skills training have been focusing on skills that are dominant in the *jua kali* sector. Although advised by ILO/IPEC to conduct market-based research on community livelihoods to ascertain where there is a shortfall and where there is a glut, this has not been fully undertaken.

Recommendation to IPs: IPs providing skills training through apprenticeships or working in the *jua kali* sector should conduct market studies to determine if other skills should be added to the repertoire of training offered so as to prevent creating a glut in a particular skill area.

7.2.5 Provide Basic Management Training Along with Skills Training

Conclusion: Village and local polytechnics are undergoing a revival and resurgence of importance in combating WFCL by providing appropriate skills training for children between the ages of 16-18. Skills training, however, is only part of becoming an entrepreneur. Appropriate management skills also need to be taught.

Recommendation to ILO/IPEC and IPs Involved in Skills Training: ILO/IPEC and the IPs should enter a dialog with the MOE, KIE and MOY (under Youth Entrepreneurship Development) to facilitate the development of management training to be provided along with skills training to children who have been withdrawn from WFCL.

7.2.6 Identify Results of Awareness Raising Activities

Conclusion: Awareness-building activities are a key element in the implementation of all APs. However, no downstream IP identified the results achieved when building awareness (according to the immediate results of the project).

Recommendation to IPs: The results achieved through awareness raising should be monitored to determine sustainability, i.e., whether those who have been sensitized take action, and what type of action they take in any of the sectors to reduce the WFCL.

7.2.7 Create a Peer Counseling System

Conclusion: Through the establishment of CRCs and Tusemi “speak out” clubs in schools, and in working with children who have been withdrawn from the WFCL, children have been empowered not only to speak for themselves but also to interact as peer counselors to those still in the WFCL.

Recommendation to IPs: IPs working with street children and those being sexually exploited should devise a peer counseling system such that those who have been withdrawn interact with those who are still in the trades to help them withdraw, provide health referral services, conduct peer counseling services, and the like. For those IPs working in schools, especially those in the CRCs and “speak out” clubs, a module should be developed to empower selected leaders to act as peer counselors to those children at risk.

7.2.8 Refine the System of Identifying Children in WFCL

Conclusion: Although there is a strong overlap between children involved in the WFCL and OVC, the lines between the two are often indistinguishable as OVC are more likely to be found in WFCL. In many cases, communities perceive of the ILO/IPEC project as being one that supports OVCs, emphasizing their orphan status rather than their child labour status.

Recommendation to IPs, LCLCs, and School-based CLCs: In community sensitization meetings, IPs should further emphasize that child labour is a much larger issue than OVC because it affects children for many different reasons. Although many OVC might be chosen to receive benefits, care should be taken by LCLCs and school CLCs to identify a range of children in need of assistance in being withdrawn from WFCL and/or retained in school. The ILO/IPEC project must be known for its focus on child labour and not only on OVC.

7.2.9 Show Teachers and Other Opinion Leaders How to be Models of Behavior in Combating WFCL

Conclusion: While many teachers have had their awareness of child labour issues heightened, some do not apply the lessons learned to their own lives. For instance, children might be called upon to leave the class to prepare the teacher's tea, lunch or dinner, and then be made to wash up after. This means that children can miss as much as a half or a full class performing chores for the teacher.

Recommendation to IPs: IPs must further heighten the awareness of teachers to include teacher practices that prevent children from participating in school. Teachers must be role models of those who do not exploit children.

7.2.10 Orient School Personnel on Child Labour Agreements Signed by GOK

Conclusion: Many teachers and school administrators are unclear about the types of international agreements Kenya has signed as well as the range of laws and policies that pertain to child labour. Although provided a one-day workshop by IPs, school staff feel they need more.

Recommendation to IPs: IPs should endeavor to provide schools/teachers as much information as needed to make staffs more conversant with child labour issues. This knowledge should be included in school curricula.

7.2.11 Distribute Information on GOK Financial Assistance More Broadly

Conclusion: The GOK offers financial assistance to families and children with different types of need. Parents are either unaware of these or do not know how to access them.

Recommendation to IPs: IPs should endeavor to develop and distribute information sheets on the range of financial assistance available to them and how they can be accessed.

7.2.12 Address the Health Care Needs of Withdrawn and Prevented Children

Conclusion: Not all IPs are addressing the health care needs of children being withdrawn or prevented from the WFCL.

Recommendation to IPs and Relevant Participants in the Circles of Support: All IPs should have withdrawn and prevented children's health status assessed and then ensure the provision of appropriate care.

7.2.13 Institute Community Processes to Ensure Sustainability

Conclusion: Community participation in combating the WFCL is critical for sustainability and has not yet been fully mobilized.

Recommendation to IPs and LCLCs: Community members/leaders must be empowered to identify critical needs of children in their communities and to develop strategies to meet them. Providing training on community mapping and helping them brainstorm strategies (that may be different from those implemented by the project) will help in the transition from IP implementation to community sustainability. ANPPCAN Regional has developed a step-wise strategy for sustainable community mobilization that should be highlighted in all IPs' exit strategies and should make this type of community mobilization training available. This strategy should enhance ownership and sustainability in all IP communities.

7.2.14 Create a System for Tracking Drop-outs of Students who have been Withdrawn

Conclusion: Children in the WFCL are mobile in that they can move from one location to another looking for work. If a child is withdrawn and is in class for a period of time and then disappears, it is likely that the child has moved (with or without parents/guardians) and may re-enter primary school in another location. A withdrawn child might be given uniforms, shoes, and school supplies and then move to another location without returning that which was provided.

Recommendation to IPs, LCLCs and Schools: Teachers and members of the LCLC must be more vigilant in monitoring the movements of withdrawn students to determine if they are at risk to return to WFCL. If they are absent for an extended period, efforts should be made to determine where s/he has gone and whether s/he is once again engaged in WFCL. If s/he has been enrolled in another school, it would be appropriate to request the return of the uniform of the previous school.

7.2.15 Strengthen the Process for Identifying Children in Domestic Labour

Conclusion: Children who work as domestics in households are very difficult to identify because they are "invisible." Moreover, they may have been trafficked to their current work location through family networks.

Recommendation to IPs, DCLCs, LCLCs and Members of the Provincial Administration: Members of the Provincial Administration, DCLCs and LCLCs must work assiduously in building community awareness about the WFCL. Child domestics in households should be highlighted as, by and large, adults do not see having a child as a domestic as the WFCL. Adults and children should be encouraged to report incidence of child domestics to the Child Help Desk or Children's Officers so that appropriate action can be taken.

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- Forum for African Women Educationalists – Kenya Chapter (FAWE)
- Kenya Alliance for Advancement of Children (KAACR)
- Kenya Institute of Education (KIE)
- Kenya Union of Domestic, Hotels, Educational Institutions, Hospitals and Allied Workers (KUDHEIHA)
- Kitui Development Center (KDC)

- Mathare Youth Sports Association (MYSA)
- Ministry of Labour and Human Resource Development – Child Labour Division (MOLHRD)
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ANNEXES

APPENDIX A: TERMS OF REFERENCE



**International Programme on the Elimination of Child Labour
ILO/IPEC**

**For stakeholder
inputs
April 2, 2007**

**Terms of Reference
For
Independent Mid-term Evaluation
Supporting the National Plan of Action for the Elimination of the
Worst Forms of Child Labour in Kenya**

ILO Project Code	KEN/04/P50/USA
ILO Project Number	P.250.08.130.050
ILO Iris Code	12477
Country	Kenya
Duration	48 months
Starting Date	September 2004
Ending Date	September 2008
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. A **TBP** is essentially a national strategic programme framework of tightly integrated and coordinated policies and initiatives at different levels to eliminate specified 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. 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.⁴⁷
3. 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 of approximately 20 programme frameworks of such nature that are being supported by IPEC at the global level.⁴⁸
4. The Government of Kenya ratified ILO Convention 182 in 2001 and the government has also ratified ILO Convention 138 as well as other relevant international treaties. 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 plan of action has benefited from a long 12 year history between the ILO and the Government of Kenya working together to implement action programmes, build capacity and raise awareness on child labour issues.
5. 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

⁴⁷ 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>.

⁴⁸ 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.

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.

6. 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 constituents partners within a broader UN and International development context. For further information please see <http://www.ilo.org/public/english/decent.htm>
7. 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 gradually introduced in various countries planning and implementing frameworks.

Project approach and strategy

8. ILO/IPEC has been working with the Government of Kenya since 1992 when the first Memorandum of Understanding was signed. Besides the government, IPEC has worked with other social partners, and several civil society and faith-based organisations, and cooperated with other development agencies active in child protection issues. The cooperation between ILO/IPEC and the Government of Kenya has concentrated on the following main areas of work:
 - Policy Development and legislation
 - Awareness raising and social mobilization
 - Direct support for withdrawal, prevention and rehabilitation
 - Capacity building
 - Education and training
 - Research and statistics
9. The present IPEC project is being implemented over a four year period. The ILO/IPEC project of support is aligned to address the objectives and priorities set by the Government of Kenya in their draft National Plan of Action on the Worst Forms of Child Labour. The NPA deals with policy advice and support to policy makers to improve and strengthen the enabling environment for facilitating targeted action against child labour. Specific interventions are being targeted to reduce the worst forms of child labour, by prevention, withdrawal and rehabilitation of children already in the WFCL, including provision of educational alternatives, and protection of children above the minimum age for employment from exploitative and hazardous work, through integrated area-based programmes. Because of the complexity of the child labour problem, the NPA and therefore the project is making concerted efforts to build synergies with ongoing national initiatives and programmes at all levels to enhance coordination, promote collaboration and ensure optimal utilization of resources. Linkages are thus being created with UN agencies and other organisations operating in Kenya.
10. Stakeholders in Kenya participated in a planning workshop which focussed on identification of priority areas as well as the development of country level framework for the NPA by using the **Strategic Programme Impact Framework (SPIF)** methodology. As a strategic planning methodology focusing on identifying impact, the SPIF methodology allows stakeholders to jointly define the logic model including necessary outcomes for the progressive elimination of child

labour and the urgent eradication of the worst forms of child labour in a given country. The SPIF is a participatory process that tries to clarify and create consensus on the 'theory of change' or 'logic model' leading to the elimination of the WFCL in a given context, e.g. a country. The intention of the strategic programme framework was to use this as a basis for identifying other components, interventions and linkages for further implementation of the NPA.

11. Specifically stakeholders identified key areas in which the IPEC project of support would be able to focus its efforts in supporting the NPA. The project of support to the NPA includes as its main components:

- Component One: Strengthening existing enabling environment towards the elimination of the worst forms of child labour
- Component Two: Direct action towards the elimination of worst forms of child labour

Under these two main components the project has six immediate objectives.

12. Under component one:

- Immediate Objective 1: Knowledge base to support action against worst forms of child labour expanded
- Immediate Objective 2: Labour related legislation harmonized and capacity to enforce them strengthened
- Immediate Objective 3: Relevant policies and programmes are linked and targets the needs of children.
- Immediate Objective 6: Public awareness of the negative consequences of the WFCL increased and stakeholders mobilized

13. Under component two:

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

Evaluation Background

13. 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. The mid-term evaluation was originally scheduled for November 2006, but due to the timing, holiday periods and availability of key stakeholders, it was decided to postpone the evaluation to early 2007. 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

14. The evaluation will cover the IPEC project of support project in Kenya. This mid-term evaluation will focus on the ILO-IPEC programme mentioned above, its achievements and its contribution to the overall national efforts to achieve the elimination of WFCL and especially the National Plan of

Action. The evaluation should **focus on all the activities that have been implemented since the start of the projects to the moment of the field visits.**

15. The scope of the present IPEC evaluation includes all project activities to date including Action Programmes. 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 and any specific recommendations for use in the project of support to the NPA in Kenya.
16. 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.

Purpose

17. The mid-term evaluation should serve primarily as a **learning tool** for the project management team and IPEC. The main purpose of the mid-term evaluation is to i) review the ongoing progress and performance of the project (extent to which immediate objectives have been achieved and outputs delivered), ii) to examine the likelihood of the project achieving its objectives and iii) to examine the delivery of the project inputs/activities and iv) an investigation on nature and magnitude of constraints, the factors affecting project implementation and an analysis of factors contributing to the project's success.
18. The mid-term evaluation should provide all stakeholders with information to assess and possibly revise work plans, strategies, objectives, partnership arrangements and resources. It should identify the potential impact on mainstreaming policy and strategies and suggest a possible way forward for the future. Specifically it should evaluate the mainstreaming strategy and structures in place and mechanisms to reach Kenya's NPA/TBP objectives, whether they are the most effective and how they could be improved. The evaluation should further explore and suggest ways to improve the extent of active involvement and support of government departments and other social partners to the IPEC project.
19. It should be conducted with the purpose to draw lessons from experience gained during the period, and how these lessons can be applied in programming future activities within the framework of the existing support project to the TBP in Kenya. Finally the evaluation should aim to identify any emerging potential good practices.
20. The evaluation will also involve a review of the role of the IPEC project in promoting the 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 was promoted, how it was used, how it was relevant, how it has contributed to mobilizing action on child labour, what is involved in the process of designing, managing and implementing a TBP process type of approach and what the IPEC project has done for the process. The focus however will be on IPEC project as key components of the NPA as a national TBP framework.
21. 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.

22. 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

III. Suggested Aspects to be Addressed

23. The evaluation should address the overall ILO evaluation concerns such as **relevance, effectiveness, efficiency and sustainability** as defined in the *ILO Guidelines for the Preparation of Independent Evaluations of ILO Programmes and Projects* and for gender concerns see: *ILO Guidelines for the Integration of Gender Issues into the Design, Monitoring and Evaluation of ILO Programmes and Projects, January 1995*. The following are the broad suggested aspects that can be identified at this point for the evaluation to address. 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). **The evaluation instrument prepared by the evaluation team will indicate further selected specific aspects to be addressed. The evaluation instrument should identify the priority aspects to be addressed in the evaluation.**

24. The evaluation will be conducted following UN evaluation standards and norms.

25. In general, it is of key importance that the mid term evaluation opens the doors and causes discussions on the engagement of partners, communities, families (where relevant) and governmental organizations. In particular, the evaluation will review levels of complementarity and synergy between the activities carried out by various partners, such as between development agencies (UN agencies such as UNICEF, UNESCO, UNFPA etc., as examples); between ministries: ministries of social development / welfare, labour, education, planning; ministries of economy and finances; between the authorities of local level, of regional level and national level; and between agencies of implementation.

List of Suggested Aspects to Address

Design and Planning

- 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 in Kenya (examples: Building the Foundations for Eliminating the WFCL in Anglophone Africa project and the Prevention, Withdrawal, and Rehabilitation of Children engaged in Hazardous Work in Commercial Agriculture in East Africa (Comagri project) 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 in Kenya was taken into consideration at the time of the design and whether these were considered and reflected in the design of the project.
- To what extent were external factors identified and assumptions identified at the time of design?

- 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.
- How well did the project design take into account local efforts already underway to address child labour and promote educational opportunities for targeted children and existing capacity to address these issues?
- Are the time frame for programme implementation and the sequencing of project activities logical and realistic? If not, what changes are needed to improve them?
- Is the strategy for sustainability of impact defined clearly at the design stage of the project?
- How relevant are project indicators and means of verification? Please assess the usefulness of the indicators for monitoring and measuring results.
- 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 likely to be achieved within the established time schedule and with the allocated resources (including human resources)?
- Are the linkages between inputs, activities, outputs and objectives clear and logical? Do the action programmes designed under the project provide clear linkages and complement each other regarding the project strategies and project components of intervention? Specifically regarding:
 - Policy Development and legislation
 - Awareness raising and social mobilization
 - Direct support for withdrawal, prevention and rehabilitation
 - Capacity building
 - Education and training

Achievements (Implementation and Effectiveness)

- Examine the preparatory process and its effect on delivery
- Assess the effectiveness of the project i.e. compare the allocated resources with results obtained. In general, did the results obtained justify the costs incurred?
- Examine delivery of project outputs in terms of quality and quantity; were they delivered in a timely manner?
- Assess whether the project has achieved its intended outputs at this time in project implementation and whether it will be possible to achieve its objectives, especially in regards to meeting the target of withdrawing and preventing children by means of the pilot interventions.
- Assess the criteria for selecting beneficiaries for the project
- How are local management structures (e.g. National Steering Committee, District Child Labor Committees) working? Assess the participation of different relevant actors in the National Steering Committee (e.g. Ministry of Labour's Child Labour Unit, Ministry of Education, Science and Technology, trade unions, employers' organizations etc.) How are these structures participating in program implementation? How is this participation contributing to progress toward project's objectives?
- Assess the results of the relationship between the NSC and the implementing agencies, what is their collaboration.
- 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 level of government involvement in the project and how their involvement with the project has built their capacity to continue further work on the future NPA.

- How effective has the project been at stimulating interest and participation in the project at the local and national level?
 - Examine the capacity constraints of implementing agencies and the effect on the implementation of the designed APs.
 - Assess the effectiveness of the action programmes implemented and their contribution to the immediate objectives of the project. 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? Will the entire target population be reached? Are the expected outputs being delivered in a timely manner, with the appropriate quantity and quality?
 - Which are the mechanisms in place for project monitoring? Please assess the use of work plans and project monitoring plans (PMPs), processes or systems.
 - Please assess the project's beneficiary monitoring system, how effective is the project's beneficiary monitoring strategies.
 - How effectively are strategies for child labour monitoring being implemented? How has the project built on previous IPEC efforts to develop a CLMS in Kenya (ex: CLMS built for COMAGRI project). Are initiatives on child labour monitoring likely to be sustainable?
 - How effective has the project's 'joint monitoring system' involving communities, schools, teachers, district education officials and Parent Teacher Associations been? What is its potential for replication?
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- How did factors outside of the control of the project affect project implementation and project objectives and how did the project deal with these external factors?
 - Assess the progress of the project's gender mainstreaming activities.
 - What kinds of benefits have the target beneficiaries gained so far?
 - 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 is 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.
 - Analyse how IPEC activities in the context of the project of support in Kenya and other IPEC projects in Kenya coordinate with each other and with sub-regional initiatives? (e.g. Canadian funded Skills Development for Urban Youth Project implemented by IPEC, the USDOL funded KURET project by implemented by World Vision and interventions by UNICEF and ECPAT/ECPIK. Are interventions complementary or competitive? Are there synergies of impact and resource sharing initiatives in place? How do these relationships affect implementation?
 - How effectively has the project leveraged resources (e.g., by collaborating with non-IPEC initiatives and other project launched in support of the NPA thus far?
 - How successful has the project been in mainstreaming the issue of child labour into ongoing efforts in areas such as education, employment promotion and poverty reduction?
 - How relevant and effective are the studies commissioned by the project in terms of affecting the national debates on education and child labour?
 - Assess the process for documenting, disseminating and replicating/up-scaling pilot projects.
 - Examine how the ILO/IPEC project have interacted and possibly influenced national level policies, debates and institutions working on child labour.

- Assess to what extent the planning, monitoring and evaluation tools have been promoted by the project for use at the level of NPA and by other partners.
- Assess the influence of the project on national data collection and poverty monitoring or similar process.
- Assess the extent to which the ILO/IPEC project of support has been able to mobilize resources, policies, programmes, partners and activities to be part of the NPA.
- Please examine the contribution of the projects on the project's 'safety net' activities such as micro health insurance, micro-savings schemes and community level income generating activities.
- Identify whether actions have been taken to ensure the access of girls/other vulnerable groups to services and resources.

Relevance of the Programme

- Examine whether the project responded to the real needs of the beneficiaries.
- 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.
- How does the strategy used in this project fit in with the national education and anti-poverty efforts, and interventions carried out by other organizations? Does the programme remain consistent with and supportive of the NPA?
- Does 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?

Sustainability

- Assess to what extent a phase out strategy has been defined and planned and what steps are being taken to ensure sustainability. Assess whether these strategies have been articulated/explained to stakeholders. What efforts has the project made in relation to meeting the goals outlined in its Sustainability Matrix?
- 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 contributions of the project regarding sustained action and involvement by local/national institutions (including governments) and the target groups.
- 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 NPA.

Special Aspects to be Addressed:

- Examine the extent and nature to which the ILO/IPEC project of support has provided key technical and facilitation support to the further development, enhancement and implementation of the NPA.

- In addition to the general lessons learned and recommendations provide specific lessons and recommendations on how to integrate the lessons from the project into planning processes and implementation for the NPA as a TBP approach in Kenya, particularly focusing on identifying elements of emerging effective models of interventions.
- How was the Strategic Programme Impact Framework or similar strategic planning approaches used as a national planning process with national key stakeholders?

IV. Expected Outputs of the Evaluation

26. The expected outputs to be delivered by the team leader are:

- A desk review
- Evaluation instrument prepared by the evaluation team reflecting the combination of tools and detailed instruments needed to address the range of selected aspects to address and considering the need for triangulation
- Field visit to Kenya
- Stakeholder workshops facilitated by the evaluation team in Kenya including pre-workshop programme and briefing note
- Draft evaluation report. The evaluation report should include stakeholder workshop proceedings and findings from field visits by evaluation team
- Final Report including:
 - ✓ Executive Summary with key findings, conclusions and recommendations
 - ✓ Clearly identified findings
 - ✓ Clearly identified conclusions and recommendations
 - ✓ Lessons learnt
 - ✓ Potential good practices and effective models of intervention.
 - ✓ Appropriate Annexes including present TORs
 - ✓ Standard evaluation instrument matrix

27. The total length of the report should be a maximum of 50 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.

28. 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.

29. The final report will be circulated to key stakeholders (those participants present at stakeholder evaluation workshop will be considered key stakeholders) 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.

V. Evaluation Methodology

30. The following is the proposed evaluation methodology. 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.
31. 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.
32. 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.
33. The evaluation will be carried out using a desk review of appropriate material, including the project documents, progress reports, outputs of the project and action programmes, results of any internal planning process in Kenya and relevant materials from secondary sources. At the end of the desk review period, it is expected that the evaluation consultant will prepare a brief document indicating the methodological approach to the evaluation in the form of the evaluation instrument, to be discussed and approved by DED prior to the commencement of the field mission
34. The evaluation will be carried out using a desk review, field visits to project locations in Kenya to interview project staff and project partners, beneficiary girls and boys and other key stakeholders. A regional workshop will be held in Kisumu and a national level workshop will be held in Nairobi.
35. The evaluation team leader will interview the donor representative and ILO/IPEC HQ and regional backstopping officials through a conference call early in the evaluation process, preferably during the desk review phase.
36. The evaluation methodology includes two workshops, the first a stakeholder workshop in Kisumu for IPEC partners and the second at the national level with national level partners and representatives in order to gather further data, as appropriate present the preliminary findings, conclusions and recommendations and obtain feedback. These workshops will take place towards the end of the fieldwork. The results of these workshops should be taken into consideration for the preparation of the draft report. The consultant will be responsible for organizing the methodology of the workshops. The identification of the number of participants of the workshops and logistics will be under the responsibility of the project team. Key project partners should be invited to the stakeholder workshops.

Composition of the evaluation team

37. The evaluation will be carried out by an evaluation consultant (team leader) that previously has not been involved in the project and a national consultant (evaluation team member). The evaluator is responsible for drafting and finalizing the evaluation 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.
38. The background of the **evaluation team leader** (International Consultant) should include:
- 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.
 - Experience facilitating workshops for evaluation findings.
39. The evaluator will be responsible for undertaking a **desk review** of the project files and documents, undertake **field visits** to the project locations, **and facilitate the workshops**.
40. The evaluator will be responsible for **drafting** the evaluation report. Upon feedback from stakeholders to the draft report, the team leader will further be responsible for **finalizing** the report **incorporating** any comments deemed appropriate.
41. 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 Accra with the administrative support of the ILO office in Dar Es Salaam. DED will be responsible for consolidating the comments of stakeholders and submitting it to the team leader.
42. 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**.

Timetable and Workshop Schedule

43. The total duration of the evaluation process including submission of the final report should be within two months from the end of the field mission.
44. The evaluator will be engaged for 5 workweeks of which two weeks will be in country in Kenya. The timetable is as follows.

Phase	Responsible Person	Tasks	Duration and Dates
I	Team leader	<ul style="list-style-type: none"> ○ Telephone briefing with IPEC DED ○ Desk Review of project related documents ○ Evaluation instrument based on desk review 	<ul style="list-style-type: none"> ○ Week of April 16 (3 work days)
II	Evaluation team with logistical support by project	<ul style="list-style-type: none"> ○ In-country to Kenya for consultations with project staff ○ Consultations with project staff /management ○ Field visits ○ Consultations with girls and boys, parents and other beneficiaries ○ Workshop with key stakeholders 	<ul style="list-style-type: none"> ○ April 21-May 4 (14 days) <p>Kisumu workshop: April 27th National workshop: May 4th</p>
III	Evaluation team leader with evaluator	<ul style="list-style-type: none"> ○ Draft report based on consultations from field visits and desk review and workshop in Kenya in evaluator's home country 	<ul style="list-style-type: none"> ○ May 7-11 (5 work days)
IV	DED	<ul style="list-style-type: none"> ○ Circulate draft report to key stakeholders ○ Consolidate comments of stakeholders and send to team leader 	<ul style="list-style-type: none"> ○ May 14-25
V	Evaluation team leader	<ul style="list-style-type: none"> ○ Finalize the report including explanations on why comments were not included 	<ul style="list-style-type: none"> ○ May 28-30 when comments received from stakeholders (3 work days)
TOTAL WORK DAYS		○	○ TOTAL WORK DAYS 25 days

Sources of Information and Consultations/Meetings

Available at HQ and to be supplied by DED	<ul style="list-style-type: none"> ● Project document ● DED Guidelines and ILO guidelines
Available in project office and to be supplied by project management	<ul style="list-style-type: none"> ● 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 ● GPRS ● 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
- Community members
- Parents of boys and girls
- Teachers, government representatives, legal authorities etc as identified by evaluation team
- National Steering Committee
- Telephone discussion with USDOL
- Interview with U.S. Embassy Nairobi Regional Labor Attaché Randy Fleitman

- Interviews with national partners: : Ministry of Labour’s Child Labour Unit, Ministry of Education
- Interview with KURET/KENYA project manager Leah Kagwara, ECPAT/ECPIK, UNICEF
-

Final Report Submission Procedure

45. For independent evaluations, the following procedure is used:

- The evaluator will submit a draft report to **IPEC DED in Geneva**
- IPEC DED will forward a copy to **key stakeholders** for comments on factual issues and for clarifications
- **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.
- The final report is submitted to IPEC DED who will then officially forward it to stakeholders, including the donor.

VI. Resources and Management

Resources

46. The resources required for this evaluation are:

- For the evaluation team leader:
 - Fees for an international consultant for 30 work days
 - Local DSA in project locations for maximum 13 nights in various locations in Kenya
 - Travel and visa from consultant’s home residence to Kenya in line with ILO regulations and rules
- For the evaluation team member
 - Fees for a national consultant for 15 days
 - Fees for local DSA in project locations per field visit schedule and in accordance with ILO regulations and rules.
- For the evaluation exercise as a whole:
 - Fees for local travel in-country
 - Stakeholder workshops expenditures in Kenya
 - Any other miscellaneous costs.

A detailed budget is available separately.

Management

47. 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.

APPENDIX B

SUMMARY OF INTERNATIONAL CONVENTIONS, LEGISLATION AND POLICIES RELATED TO CHILD LABOUR IN KENYA

The GOK has recognized the need to address the WFCL and to create an enabling environment in which the WFCL will be eliminated. The following is a brief summary of conventions and laws passed/ratified by the GOK in support of children and the reduction of the WFCL:

- ***ILO Convention 138 (Minimum Age Convention) of 1973*** (ratified 1976) – In ratifying this convention, Kenya agreed to a minimum age of employment at 16. It also prohibits employment of children in the following sectors: mining and quarrying; manufacturing; construction; electricity, gas; water services; sanitary services; transport, storage and communication; plantation and other agricultural undertakings that produce goods for commercial purposes (this does not include family or small scale holdings producing for local consumption).⁴⁹
- ***UN Convention on the Rights of the Child (CRC) of 1990*** (ratified in 1991) – Ratifiers of this convention are expected to recognize the rights of the child to be protected from economic exploitation and from performing any work that is likely to be hazardous or to interfere with the child's education, or to be harmful to the child's health or physical, mental, spiritual, moral or social development.⁵⁰
- ***The African Charter on the Rights and Welfare of the Child of 1991*** (ratified in 2001) – This charter reinforces the CRC and adds that information on the hazards of child labour is to be disseminated to all sectors. It also holds parents accountable for protecting children. Article 22 protects children from armed conflict; Article 27 protects them from sexual exploitation; Article 28 protects them from drug abuse; and Article 29 protects them from sale, trafficking and abduction.⁵¹
- ***ILO Convention 182 (WFCL) of 1999*** (ratified in 2001)– Countries ratifying this convention agree to eliminate the WFCL, i.e., 1) all forms of slavery such as sale and trafficking of children, debt bondage, forced labour, compulsory labour, forced or compulsory recruitment of children for use in armed conflict; 2) using, procuring or offering a child for prostitution, for production of pornography or for pornographic performances; 3) using a child for illicit activities, in particular production or trafficking of drugs; and 4) any work that is likely to harm the health, safety or morals of children. It also defines hazardous work as “work which exposes children to physical, psychological or sexual abuses; work underground, under water, at dangerous heights or in confined spaces; work with dangerous machinery or tools, or which involves heavy loads; work in an unhealthy environment, which may expose children to hazardous substances, temperatures, noise or vibrations; and work under particularly difficult conditions such as long working hours, during the night, or where a child is confined to the premises of the employer.”⁵²
- ***Millennium Summit (2000)*** – By signing this document, Kenya agreed to the eradication of extreme poverty and hunger, achievement of universal primary education (further enforced through commitment to “Education for All” goals set at the World Conference on Education for all reviewed at the 2000 Dakar meeting), promotion of gender equality, combating HIV/AIDS, malaria and other diseases, and developing a global partnership for development.⁵³

⁴⁹ ANPPCAN Regional Office. N.d. Capacity Building of Community Based Child Protection Teams towards Implementation of the Time Bound Programme on Elimination of Worst Forms of Child Labour in Kenya. Nairobi: ANPPCAN, p. 7.

⁵⁰ Ibid., p. 6.

⁵¹ Ibid., p. 7.

⁵² MOLHRD, 2006, p. 14.

⁵³ See www.un.org/millennium/declaration/ares552e.htm for a full description of the Millennium Development Goals (MDG) signed in 2000 and made effective in 2003.

- **Kenya Employment Act (CAP 226)** – Allows the employment of children aged 16 to 18 provided there is no danger to the life, health or morals of employees.⁵⁴
- **Employment of Women and Young Persons and Children Act (CAP 227)** – Ensures the protection of women and children under all employment circumstances.
- **The Regulations of Wages and Conditions of Employment Act (CAP 229)** – Sets forth minimum wages payable to children employed as apprentices.
- **The Workmen’s Compensation Act (CAP 236)** – Covers children in the event of injury due to work.
- **The Industrial Training Act (CAP 237)** – Outlines the provisions under which a child can work under an apprenticeship.⁵⁵
- **The Pest Control Act (CAP 346)** – Sets forth the different cautions that must be taken in handling, storage, display, distribution and disposal of pest control products. It is included as an indicator of commitment of the GOK to preventing children from working in hazardous environments where these chemicals are used.⁵⁶
- **The Factories and Other Places of Work Act (CAP 514)** – Defines what a factory is and works with CAP 226 in preventing children from working in these settings.⁵⁷
- **Employment of Children Legal Notice No. 155/77** – No child can be employed without the prior written permission of an authorized officer, but no permission is given where the employment causes the child to reside away from the parent/guardian unless there is written approval.⁵⁸
- **Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children (supplementing the UN Convention against Transnational Crime)** – Defines trafficking as something that can be done to children within the family and within national boundaries.
- **Children Act 2001 (CAP 586)** – Cited as the most comprehensive document containing the laws protecting children in Kenya, the Act protects children from adult exploitation in terms of payment they receive for the work performed, sets forth the type of care and protection children need, and increases the age of childhood to 18 (constituting over 50% of Kenya’s population). It also commits the government to providing free and compulsory basic education for all children and the implementation of free primary education in Kenya.⁵⁹ The Act provides for safeguards for the rights and welfare of children, as follows: a right to life; a right to be protected from discrimination based on origin, sex, religion, creed, custom, language, opinion, conscience, color, birth, social political, economic, or other status, race, disability, tribe, residence or local connection; a right to live and be cared for; a right to education; a right to health and responsibility given to parents and the Government.⁶⁰

Other child labour-related policies are currently under review.⁶¹

- **Draft National Policy on Child Labour (2006)** – outlines a plan for the systematic of mainstreaming of child labour issues in all programmes and activities of key government

⁵⁴ Ibid., p. 8.

⁵⁵ Government of Kenya. 2004. Draft Plan of Action for Time Bound Programme on Elimination of the Worst Forms of Child Labour in Kenya. Nairobi: Child Labour Division, MOLHRD, p. 45.

⁵⁶ Elijah Kahumbi, n.d., Consultancy Report on the WFCL to the National Steering Committee (NSC) [determines a list of hazardous work whose nature or circumstances are likely to harm the health, safety and or morals of children]. Nairobi: MOLHRD, pp. 10-14.

⁵⁷ Ibid., pp. 7-10.

⁵⁸ Ibid., pp. 8-9.

⁵⁹ ANPPCAN. 2005. Towards Social Mobilisation in Combating Child Labour through Education and Training. Documentation of Good Practices. Nairobi: ANPPCAN, pp. 9-10,

⁶⁰ Government of Kenya. 2004. Draft Plan of Action for Time Bound Programme on Elimination of the Worst Forms of Child Labour in Kenya. Nairobi: Child Labour Division, MOLHRD, p. 46.

⁶¹ Cited in MOLHRD, 2006, p. 17.

ministries and support for their implementation. (This Policy has been waiting to move forward for seven months.)

- ***National Policy for the Youth Polytechnics and Vocational Training Sector (2006)*** – to revitalize skills and vocational training
- ***National Youth Policy (2005)*** – establishes a youth fund and support for youth entrepreneurship and polytechnics for skills training
- ***Draft National Policy on Orphans and Vulnerable Children (2005)*** – includes a cash transfer fund to support OVC
- ***Policy Framework for Education, Training and Research (2005)***
- ***Gender and Education Policy (2005)*** – developed in collaboration with ILO/IPEC IP FAWEK
- ***Poverty Reduction Strategy Programme (PRSP)*** – covers the sensitization of communities against the WFCL
- ***Education Act***
- ***National Development Plan (2002-2008)***
- ***Economic Recovery Strategy (ERS) I and II*** – gave rise to a number of funds, e.g., CDF, LATIF
- ***Vision 2030***

APPENDIX D
SUMMARY OF ILO/IPEC FUNDED PROJECTS⁶²

1) AFRICAN NETWORK FOR THE PREVENTION AND PROTECTION AGAINST CHILD ABUSE AND NEGLECT (ANPCCAN) KENYA CHAPTER

Focus: Withdraw: 750 children; prevent: 750 children in the informal sector in Embakasi Division, Nairobi, who are collecting garbage, undertaking domestic work, and are engaged in commercial sex, among others

Start Dates/Duration: April 2006; 18 months

End Date: December 2007

Objectives:

- Strengthen the Embakasi Division community-based child labor committee to prevent and withdraw children from WFCL
- Prevent 750 children from entering WFCL and retained in school
- Withdraw and rehabilitate 750 children engaged in WFCL and provide them with alternatives

Budget: \$61,449

Percentage Disbursed by MTE: 53%

2) AFRICAN NETWORK FOR THE PREVENTION AND PROTECTION AGAINST CHILD ABUSE AND NEGLECT (ANPCCAN) REGIONAL OFFICE

Focus: Withdraw: 3,950 children; Prevent: 2,500 children in Busia, Kiambu, Maragua, Siaya, and Suba Districts where WFCL are defined as working in commercial agriculture in sugar and coffee plantations, in domestic work (including trafficking), in fishing, and in commercial sex activities; support 250 families through Income Generating Activities

Start Dates/Duration: May 19, 2006; 24 months

End Date: March 2008

Objectives/Strategy:

- To build the capacity of child labor committees, school management committees, teachers and child rights clubs in planning and delivering services to targeted groups in the five districts (establishment of children's help desks and improving school environment)
- To raise awareness and mobilize communities against the worst forms of child labor in Busia, Kiambu, Maragua, Siaya and Suba Districts
- To prevent WFCL by supporting 2,500 children at risk of dropping out of school and withdrawing 3,950 children, as well as supporting 250 families for Income Generating Activities (IGA) (through advocacy and awareness creation and direct support to children and families)

Budget: 17,417,223.20 Kshs. @ \$1 = 71 Kshs. = \$245,313

Percentage Disbursed by MTE: 57%

3) ASSOCIATION OF MEDIA WOMEN IN KENYA (AMWIK)

Focus: Enabling Environment

Start Date/Duration:

End Date: August 2007

Objectives/Strategy:

To build the knowledge base and strengthen the capacity of the media and of partners to highlight WFCL and lobby for a multi-sectoral approach to the elimination of child labor; and to document and

⁶² These projects were identified by the ILO/IPEC office. Individual project documents were provided to the Team Leader. Information was extrapolated from these documents, although verification of specific budgets expended are available in project reports available from ILO/IPEC (there was insufficient time to do a more extensive review of all project documents).

disseminate information so as to raise public awareness of the negative consequences of WFCL for social mobilization against child labor through the following strategy:

- Provide sensitization workshops (including media tours to other ILO/IPEC projects) for journalists on WFCL
- Establish a journalist's award to be presented during the commemoration of the world child labor day
- Train other Implementing Partners in media relations
- Provide sensitization forums for editors on WFCL and include Implementing Partners to establish dialog
- Produce radio programs and drama series on child labor, including live programs
- Publish articles in the print media on child labor
- Establish a photo bank and documentation booklet of children, identified, rescued, rehabilitated and reintegrated to be used by the project
- Conduct media monitoring of both electronic and print media on child labor

Budget: 7,655,500 Kshs. @ exchange rate of US\$1 = 76 Kshs = \$100,730.26

Percentage Disbursed by MTE: 92%

4) CENTER FOR EDUCATION, POPULATION, ENVIRONMENT AND DEVELOPMENT (CEPED)

Focus: Withdraw: 500 children; prevent: 250 children in Busia and Siaya involved in fishing who are HIV/AIDS affected

Start Date/Duration: December 2006; 18 months

End Date: May 2008

Objectives:

- Build and strengthen the capacity of CEPED and local communities to fight WFCL
- Prevention and withdrawal of 750 HIV/AIDS affected children working in the fishing industry and provided with alternatives

Budget: 4,280,100 Kshs. @ US\$1 = 73 = \$58,632

Percentage Disbursed by MTE: 30%

5) CENTRAL ORGANIZATION OF TRADE UNIONS (COTU)

Focus: Withdraw: 350 children; prevent: 200 children

Start Date/Duration: January 2007; 18 months

End Date: March 2008

Objectives:

- Build and strengthen the capacity of COTU, her affiliates and local community to fight WFCL
- Withdraw and prevent 550 children from WFCL and provided with alternatives

Budget: 3,991,000 Kshs. @ US\$1 = 72 Kshs. = \$55,431

Percentage Disbursed by MTE: 30%

6) CHILD WELFARE SOCIETY OF KENYA (CWSK)

Focus: Withdraw 2,000 children; prevent 1,000 children in Nairobi, Kisumu, Kiambu and Nyeri who are in or at risk to become involved in street work, domestic work, and/or commercial sexual exploitation.

Start Date/Duration: November 2006; 21 months

End Date: August 2008

Objectives:

- To build the capacity of CWSK and the local communities (volunteers, children, and their teachers) to work towards the elimination of WFCL in the informal urban settlements in Kenya

- To prevent, withdraw, rehabilitate, and reintegrate 3,000 children (1500 boys and 1500 girls) aged between 1-17 years in informal urban settlements in four towns from the WFCL with emphasis on street work, domestic work and commercial sexual exploitation.

Budget: 11,680,200 Kshs. @ US\$1 = 73 Kshs. = \$160,003

Percentage Disbursed by MTE: 12%

7) FEDERATION OF KENYA EMPLOYERS

Focus: Enabling Environment in several sectors (sisal, coffee, sugar, tea, tourism)

Start Date/Duration: April 2006; 24 months

End Date: March 2008

Objectives:

- Capacity building of employers/shop stewards and employees on WFCL
- Develop work place policies and child labor committees
- Awareness raising
- Support to schools to improve conditions
- Workplace monitoring

Budget: \$87,565

Percentage Disbursed by MTE: 44%

8) FORUM FOR AFRICAN WOMEN EDUCATIONALISTS (FAWE) KENYA CHAPTER

Focus: Withdraw: 800 children; Prevent: 800 children in Kilifi, Kwale, and Mombasa

Start Date/Duration: April 2006; 24 months

End Date: March 2008

Objectives/Strategy:

- A total of 1600 girls withdrawn and prevents from WFCL will be supported to enroll and complete formal and non-formal education and skills training programs
- Girls' levels of empowerment and capacities of teachers, parents and community to support girls' prevention from WFCL will have been enhanced through *Tuseme* girls "speak out" club activities
- Child labor is mainstreamed in the Kenya Education Sector Support Programme (KESSP) Gender and Education Policy

Budget: 10,696,000 Kshs. @ \$1 = 70 Kshs. = \$152,800

Percentage Disbursed by MTE: 59%

9) KENYA ALLIANCE FOR ADVANCEMENT OF CHILDREN (KAACR)

Focus: Withdraw: 1200 children; Prevent: 400 children in Kisumu, Eldoret, and Kakamega

Start Date/Duration: October 2006; 24 months

End Date: October 2008

Objectives:

- To enhance the participation of children in the prevention of WFCL in the target districts through popularization of SCREAM (in child's rights clubs), child labor monitoring and capacity building for partners
- To withdraw and prevent 800 children in Kisumu, Eldoret and Kakamega from WFCL and provide educational and vocational training alternatives
- To enhance the capacity of 200 parents/guardians of vulnerable children prevented/withdrawn from WFCL from Kisumu, Eldoret, and Kakamega

Budget: 8,915,850 Kshs. @ US\$1 = 73 = \$122.135

Percentage Disbursed by MTE: 16%

10) KENYA INSTITUTE OF EDUCATION (KIE)

Focus: Enabling Environment

Start Date/Duration: January 2007; 12 months

End Date: December 2007

Objectives:

- By the end of the project period, WFCL information gaps in Non-formal, TIVET and Teacher Education curricula will have been identified and appropriate information infused and supporting curriculum implementation guidelines and handbooks developed
- By the end of the project period, KIE curriculum developers, MOE field officers, teachers in non-formal education centers, teacher training colleges, and TIVET centers, school management committees and community members will have enhanced their capacity for educational initiatives in the prevention of WFCL

Budget: 1,360,000 Kshs. @ \$1 = 74 = \$18,378

Percentage Disbursed by MTE: 23%

11) KENYA MINISTRY OF LABOR AND HUMAN RESOURCE DEVELOPMENT (MOLHRD)

Focus: Enabling Environment

Start Date/Duration: February 2006; 18 months

End Date: June 2007

Objectives:

- To build the human and institutional capacities of MOL and other stakeholders to combat WFCL
- To harmonize labor-related legislation and build capacities of law enforcement agencies to enforce legislation in the protection of children
- To mainstream child labor issues in national development policies and programs
- To increase public awareness about the negative consequences of child labor and promote advocacy to eliminate child labor

Budget: 8,505,500 Kshs. @ US\$1 = 76.25 Kshs. = \$111,547

Percentage Disbursed by MTE: 44

12) KENYA UNION OF DOMESTIC, HOTELS, EDUCATIONAL INSTITUTIONS, HOSPITALS AND ALLIED WORKERS (KUDHEIHA)

Focus: Withdraw: 500 children; prevent: 500 children in Nairobi, Kakamega, and Eldoret

Start Date/Duration: November 2006; 18 months

End Date: April 2008

Objectives:

- Build the capacity of KUDHEIHA and the local community to fight the WFCL, especially child domestic labor
- Prevention and withdrawal of 1000 children (most of them girls) and provide them with alternatives

Budget: 6,175,200 Kshs. @ US\$1 = 72 = \$85,767

Percentage Disbursed by MTE: 14%

13) KITUI DEVELOPMENT CENTER (KDC)

Focus: Withdraw 700 children; prevent 300 children in Kitui from WCFL in agriculture, domestic labor and the urban informal sector

Start Date/Duration: January 2007; 21 months

End Date: September 2008

Objectives:

- Strengthen the capacity of KDC, parents/guardians, the District Child Labor Committee and the community to fight WFCL

- Withdraw and prevent 1000 children (most of them girls) from WFCL and provide them with alternatives

Budget: 5,199,600 Kshs. @ US\$1 = 73 Kshs. = \$71,227

Percentage Disbursed by MTE: 28%

14) MATHARE YOUTH SPORTS ASSOCIATION (MYSA)

Focus: Withdrawn and prevented – 500 children in Mathare Valley (Nairobi) slums through children recreational events, community mobilization and awareness creation

Start Date/Duration: September 2006; 12 months

End Date: August 2007

Objectives:

- Sensitize and mobilize in and out of school children in Mathare Valley slums to take preventive action against WFCL within the slums and its environs
- Withdraw and prevent 500 children from WFCL and provided with education and skills training alternatives
- Sensitize parents/guardians, teachers and community members in Mathare slums on WFCL through community outreach initiatives

Budget: 3,154,900 Kshs. @ US\$1 = 73.5 Kshs. = \$42,924

Percentage Disbursed by MTE: 81%

15) QUALITY MANAGEMENT FOR SUSTAINABLE DEVELOPMENT (Q&M)

Focus: Direct support to families in Suba District

Start Date/Duration: January 2007; 24 months

End Date: December 2008

Objectives:

- 1250 families/guardians whose children shall have been withdrawn from WFCL supported to promote agricultural production
- 50 social support groups involving targeted families formed, sensitized on WFCL and supported to help group members sustain agricultural and income generating activities

Budget: 3,583,030 Kshs. @ US\$ = 72 Kshs. = \$49,763

Percentage Disbursed by MTE: 30%

16) SOLIDARITY WITH WOMEN IN DISTRESS (SOLWODI)

Focus: Withdraw: 200 children; prevent: 200 children from commercial sexual exploitation in the coastal areas of Kenya

Start Date/Duration: April 2006; 24 months

End Date: April 2008

Objectives:

- Build the capacity of Solwodi, partner organizations and communities to fight WFCL, especially CSEC
- Prevent 200 vulnerable girls from joining CSEC
- Withdraw, rehabilitate and provide alternatives to 200 girls

Budget: 6,263,000 Kshs. @ US\$1 = 72.51 = \$86,374

Percentage Disbursed by MTE: 45%

17) STREET FAMILIES REHABILITATION TRUST FUND (SFRTF)

Focus: Withdraw: 600 children; prevent: 400 children in Nairobi and Nyeri from working in the streets in the informal sector

Start Date/Duration: November 2006; 18 months

End Date: July 2008

Objectives:

- To withdraw and prevent 1,100 children from street work in Nyeri and Nairobi
- To build the capacity of families, communities and institutional strengthening of SFRTF and partners for the implementation of the project

Budget: 9,016,000 Kshs. @ US\$1 = 73 = \$123,507

Percentage Disbursed by MTE: 16%

18) UNDUGU SOCIETY OF KENYA (USK)

Focus: Withdraw: 800 children; Prevent: 200 children in Nairobi, Kisumu and Mombasa

Start Date/Duration: April 2006, 18 months

End Date: September 2007

Objectives:

- 800 working street and slum children aged 14-18 years will have been withdrawn from hazardous working conditions and equipped with quality technical employable skills
- Over 200 children aged 6-18 will have been prevented from entering WFCL
- The learning and working conditions of targeted children aged 14 to 18 years will be improved

Budget: 17,137,465 Kshs. @ \$1 = 73.95 Kshs. = \$231,743

Percentage Disbursed by MTE: 90

19) UNIVERSITY OF NAIROBI, INSTITUTE OF DEVELOPMENT STUDIES

Focus: Enabling Environment

Start Date/Duration: April 2006; 18 months

End Date: September 2007

Objectives:

- To improve the capacity of IDS for understanding/learning, appreciating and researching child labor issues by both students and staff
- To enhance policy dialog and debate among staff, students and stakeholders for assessing and analyzing efforts and practices for withdrawing children from child labor and its worst forms
- To strengthen the knowledge base and intellectual linkages between efforts aimed at prevention and withdrawal, and critically related issues (such as gender, children's participation, vocational training, HIV/AIDS, and wealth creation) with a view to mainstreaming child labor in those policy areas

Budget: 5,150,000 Kshs. @ \$1 = 76 Kshs. = \$67,763

Percentage Disbursed by MTE: 58

APPENDIX E
SUMMARY OF NON-FUNDED COLLABORATORS
WITH ILO/IPEC ACTION PROGRAMS

KENYA NATIONAL BUREAU OF STATISTICS

Focus: Enabling Environment

Substance of Collaboration:

- Serve as a member of the National Steering committee on Child Labor
- Conduct child labor monitoring beginning with capacity building workshops on the collection of statistical data, establish an institutionalized system to facilitate tracking, removal and reporting progress on the elimination of child labor, design the child labor monitoring tools and determine how best to use them, participation in the Implementation Partners Annual Review Workshop
- Inclusion of child labor monitoring indicators in the monitoring and evaluation activities of the Ministry of Planning National Development
- Provide technical support to the University of Nairobi, Institute of Development Studies, efforts in research on child labor so as to generate policy briefs and quality research
- Inclusion of a child labor module in the Kenya Integrated Household Budget Survey 2005/2006
- Inclusion of a child labor module in the planned Small and Medium Enterprises Survey
- Maintain a data base on Child Information under kenInfo (child Info) supported by UNICEF

UNICEF KENYA

Focus: Out-of-School Youth – skills training, literacy/numeracy, life skills

Substance of Collaboration: Participation in each other's reviews, lobbying for out-of-school children together, sharing of technical knowledge on child labour, providing complementary funding, exchange of key documents, possible development of joint work plans.

WORLD VISION USDOL-FUNDED KURET PROJECT (2005-2008)

Focus: 6,500 children withdrawn and prevented in Nairobi, Maragua, Busia, and Siaya Districts

Objectives:

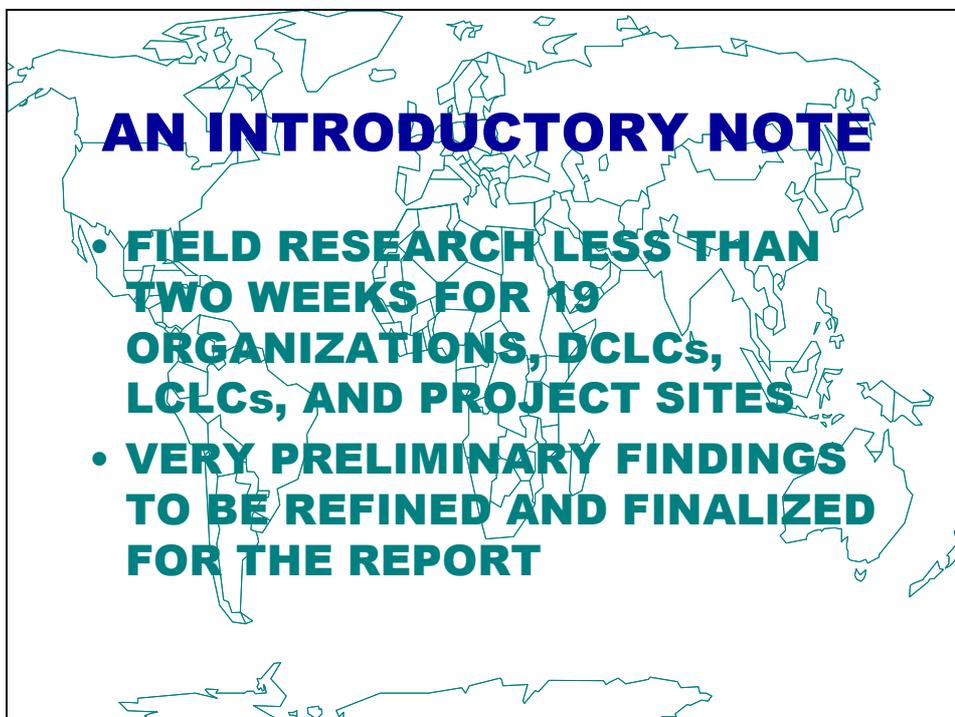
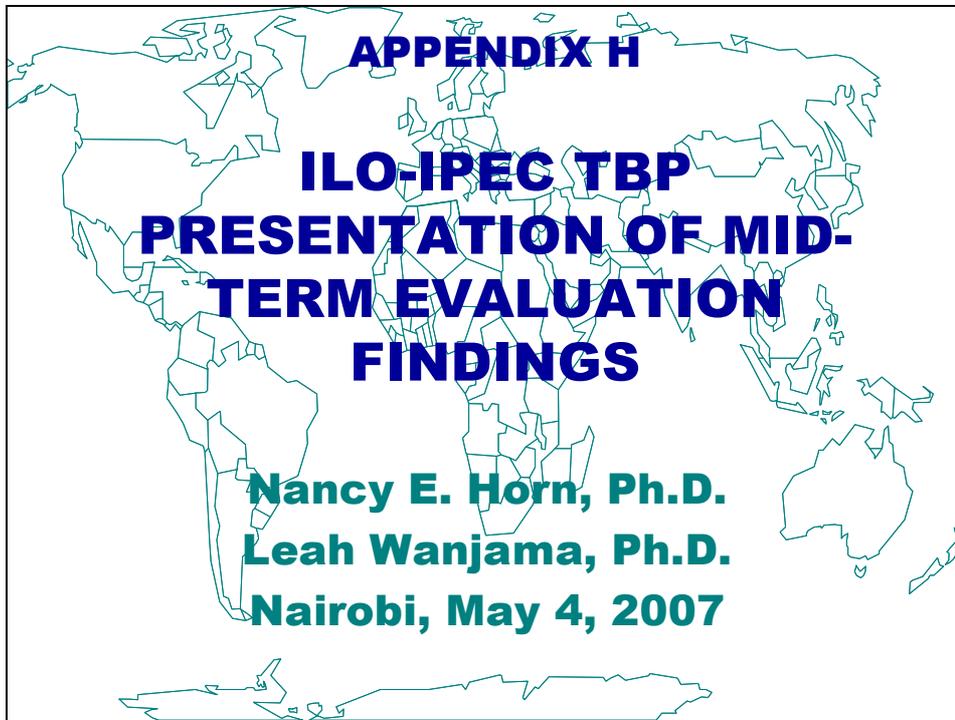
- Improve access to education (school fees, gender segregated latrines, basic education materials, school uniforms, math kits)
- Improve the quality of education through teacher training – LITE program, child labor, HIV/AIDS, gender, life skills, psychosocial skills; construction of classrooms and desks
- Awareness raising through establishment of Child's Rights Clubs in schools, celebrating international and national days related to the child, use of SCREAM methodology, sports events, and partnering with the community (DCLC and LCLC)
- Capacity building of institutions, especially DCLC, LCLC
- Support for livelihood development

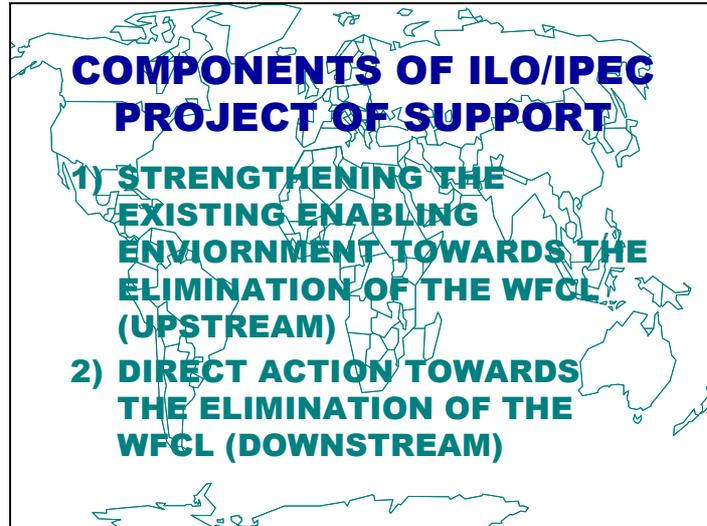
Substance of Collaboration:

- Community awareness on international and national days related to children
- Serve on DCLCs together; DCLC training
- WV staff (2 in each district) available for discussion

APPENDIX H

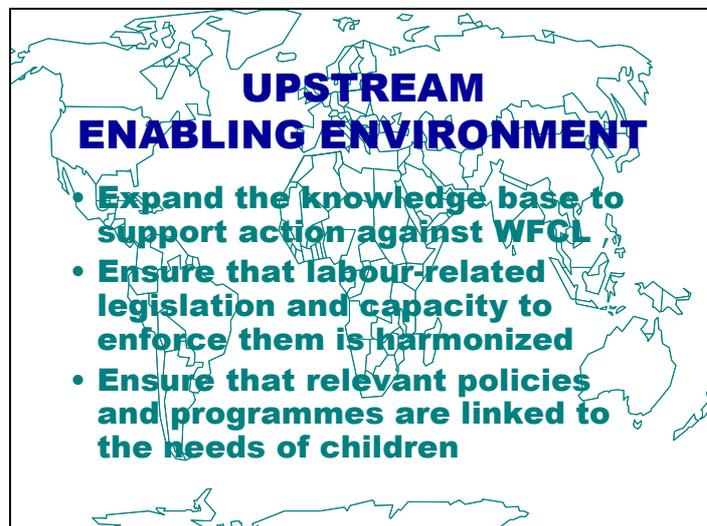
Evaluator's presentation of the Evaluation Findings





**COMPONENTS OF ILO/IPEC
PROJECT OF SUPPORT**

- 1) STRENGTHENING THE
EXISTING ENABLING
ENVIRONMENT TOWARDS THE
ELIMINATION OF THE WFCL
(UPSTREAM)**
- 2) DIRECT ACTION TOWARDS
THE ELIMINATION OF THE
WFCL (DOWNSTREAM)**



**UPSTREAM
ENABLING ENVIRONMENT**

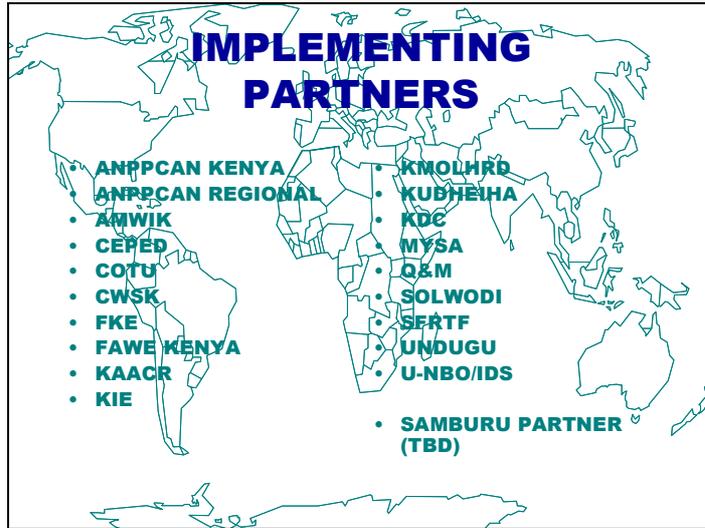
- **Expand the knowledge base to support action against WFCL**
- **Ensure that labour-related legislation and capacity to enforce them is harmonized**
- **Ensure that relevant policies and programmes are linked to the needs of children**

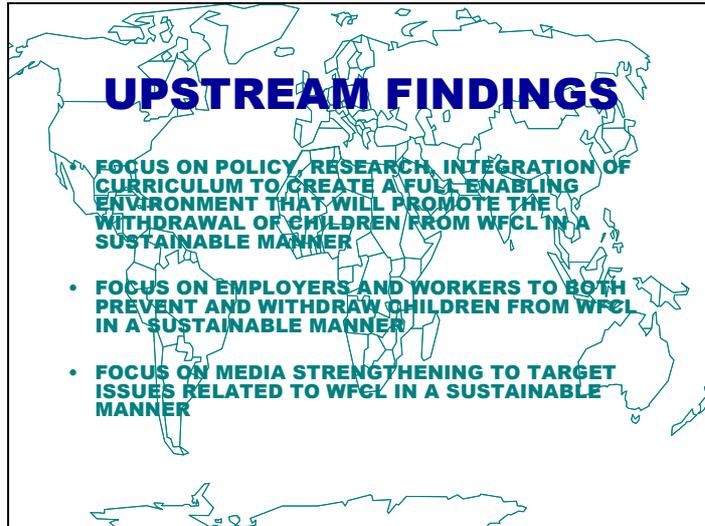


**DOWNSTREAM
DIRECT ACTION**

- **Develop effective model interventions to withdraw children from WFCL and provide access to quality primary education and vocational training**
- **Ensure that vulnerable groups and families prone to WFCL are targeted for economic empowerment and community safety nets created**
- **Increase public awareness about the negative consequences of WFCL and mobilize stakeholders against WFCL**

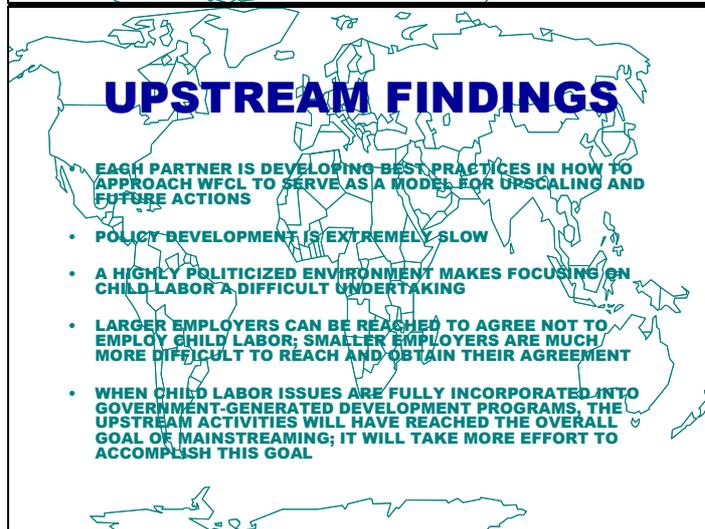






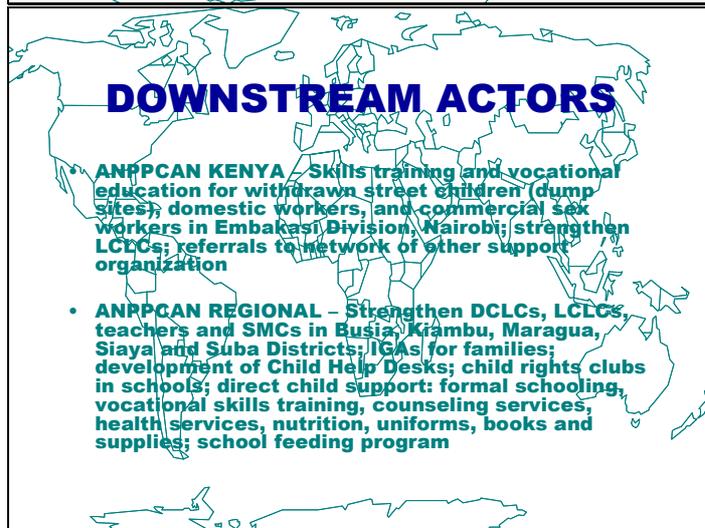
UPSTREAM FINDINGS

- **FOCUS ON POLICY, RESEARCH, INTEGRATION OF CURRICULUM TO CREATE A FULL-ENABLING ENVIRONMENT THAT WILL PROMOTE THE WITHDRAWAL OF CHILDREN FROM WFCL IN A SUSTAINABLE MANNER**
- **FOCUS ON EMPLOYERS AND WORKERS TO BOTH PREVENT AND WITHDRAW CHILDREN FROM WFCL IN A SUSTAINABLE MANNER**
- **FOCUS ON MEDIA STRENGTHENING TO TARGET ISSUES RELATED TO WFCL IN A SUSTAINABLE MANNER**



UPSTREAM FINDINGS

- **EACH PARTNER IS DEVELOPING BEST PRACTICES IN HOW TO APPROACH WFCL TO SERVE AS A MODEL FOR UPSCALING AND FUTURE ACTIONS**
- **POLICY DEVELOPMENT IS EXTREMELY SLOW**
- **A HIGHLY POLITICIZED ENVIRONMENT MAKES FOCUSING ON CHILD LABOR A DIFFICULT UNDERTAKING**
- **LARGER EMPLOYERS CAN BE REACHED TO AGREE NOT TO EMPLOY CHILD LABOR; SMALLER EMPLOYERS ARE MUCH MORE DIFFICULT TO REACH AND OBTAIN THEIR AGREEMENT**
- **WHEN CHILD LABOR ISSUES ARE FULLY INCORPORATED INTO GOVERNMENT-GENERATED DEVELOPMENT PROGRAMS, THE UPSTREAM ACTIVITIES WILL HAVE REACHED THE OVERALL GOAL OF MAINSTREAMING; IT WILL TAKE MORE EFFORT TO ACCOMPLISH THIS GOAL**



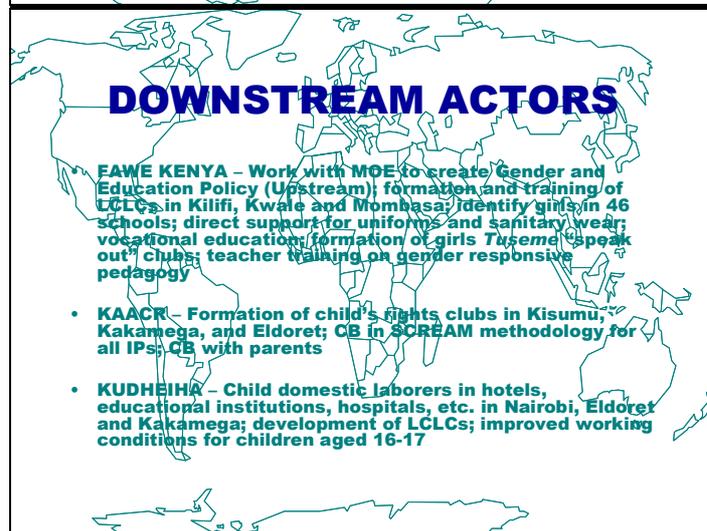
DOWNSTREAM ACTORS

- **ANPPCAN KENYA – Skills training and vocational education for withdrawn street children (dump sites), domestic workers, and commercial sex workers in Embakasi Division, Nairobi; strengthen LCLCs; referrals to network of other support organization**
- **ANPPCAN REGIONAL – Strengthen DCLCs, LCLCs, teachers and SMCs in Busia, Kisumu, Maragua, Siaya and Suba Districts; ICAs for families; development of Child Help Desks; child rights clubs in schools; direct child support: formal schooling, vocational skills training, counseling services, health services, nutrition, uniforms, books and supplies; school feeding program**



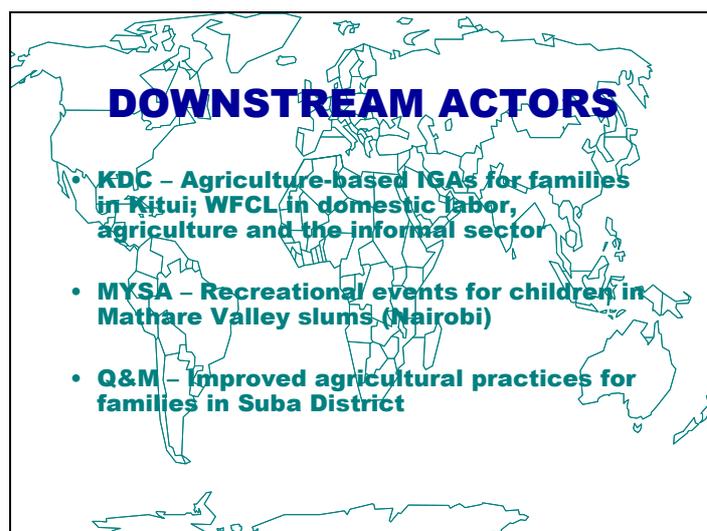
DOWNSTREAM ACTORS

- **CEPED** – WFCL and HIV/AIDS in the fishing industry in Busia and Siaya; formation of LCLCs; counseling orphans; placing children in formal and non-formal classes; IGAs for guardians and parents; support orphans with uniforms and examination fees
- **COTU** – Trade union support to eliminate WFCL in Kisumu, Kakamega, Kiambu, Mombasa and Kilim Districts; COTU has existing Child Labor Department; work with LCLCs
- **CWSK** – Bring street children, domestic workers, and child sex workers into formal and informal schooling in Nairobi, Kisumu, Kiambu and Nyeri



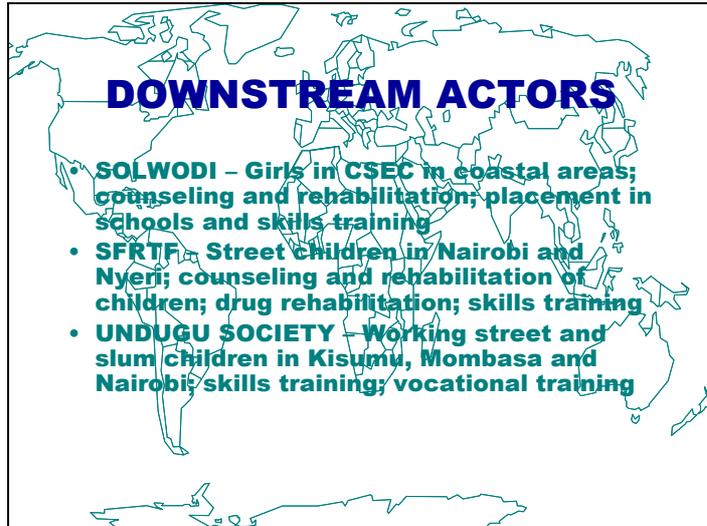
DOWNSTREAM ACTORS

- **FAWE KENYA** – Work with MOE to create Gender and Education Policy (Upstream); formation and training of LCLCs in Kilifi, Kwale and Mombasa; identify girls in 46 schools; direct support for uniforms and sanitary wear; vocational education; formation of girls Tuusome ("speak out") clubs; teacher training on gender responsive pedagogy
- **KAACR** – Formation of child's rights clubs in Kisumu, Kakamega, and Eldoret; CB in SCREAM methodology for all IPs; CB with parents
- **KUDHEIHA** – Child domestic laborers in hotels, educational institutions, hospitals, etc. in Nairobi, Eldoret and Kakamega; development of LCLCs; improved working conditions for children aged 16-17



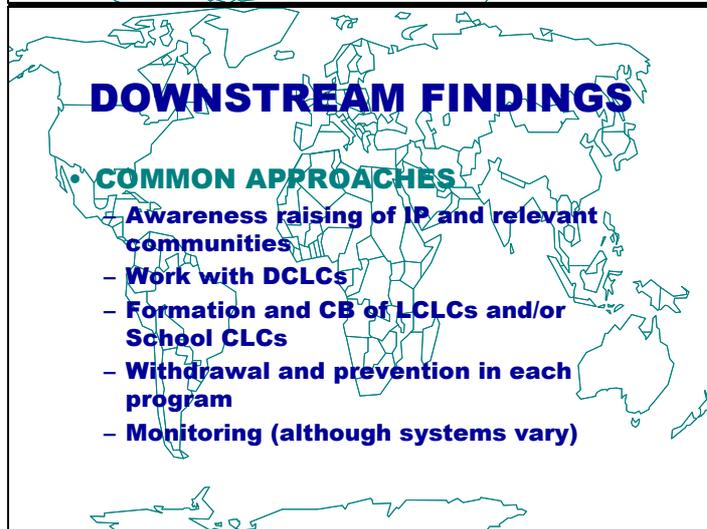
DOWNSTREAM ACTORS

- **KDC** – Agriculture-based IGAs for families in Kitui; WFCL in domestic labor, agriculture and the informal sector
- **MYSA** – Recreational events for children in Mathare Valley slums (Nairobi)
- **Q&M** – Improved agricultural practices for families in Suba District



DOWNSTREAM ACTORS

- **SOLWODI** – Girls in CSEC in coastal areas; counseling and rehabilitation; placement in schools and skills training
- **SFRTP** – Street Children in Nairobi and Nyeri; counseling and rehabilitation of children; drug rehabilitation; skills training
- **UNDUGU SOCIETY** – Working street and slum children in Kisumu, Mombasa and Nairobi; skills training; vocational training



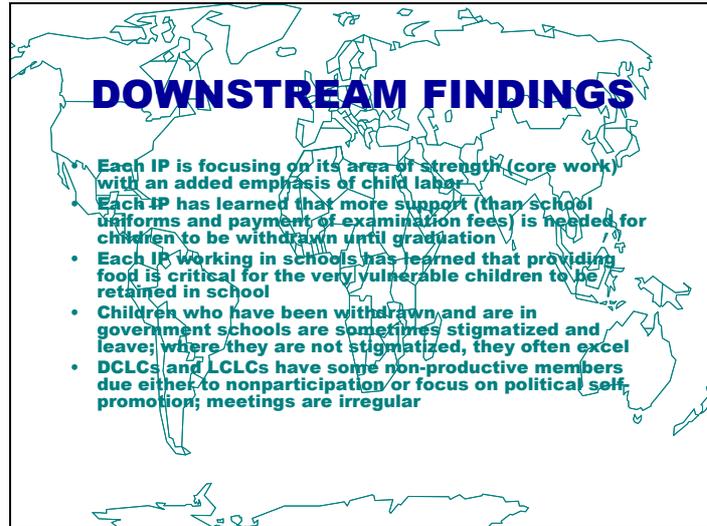
DOWNSTREAM FINDINGS

- **COMMON APPROACHES**
 - Awareness raising of IP and relevant communities
 - Work with DCLCs
 - Formation and CB of LCLCs and/or School CLCs
 - Withdrawal and prevention in each program
 - Monitoring (although systems vary)



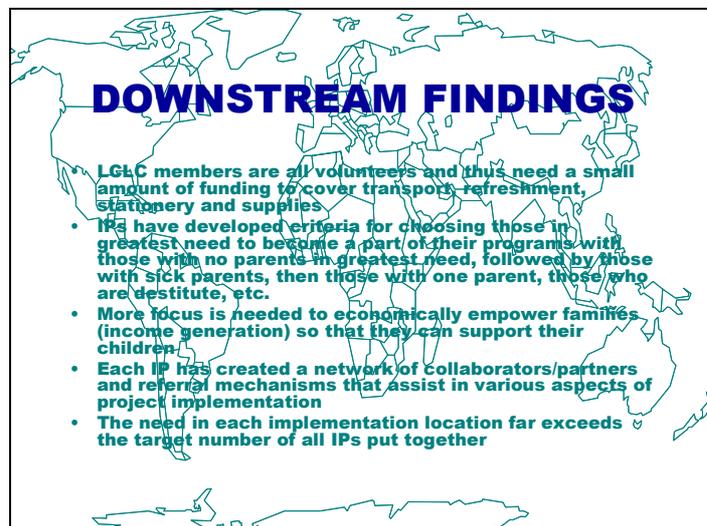
DOWNSTREAM FINDINGS

- **UNIQUE APPROACHES**
 - Geographic (some overlap)
 - Sectors – fisheries, commercial agriculture, domestic labor, street children/informal sector, child sex workers (some overlap)
 - Schools – formal primary, NFE centers, skills training, vocational education and placement (some overlap)



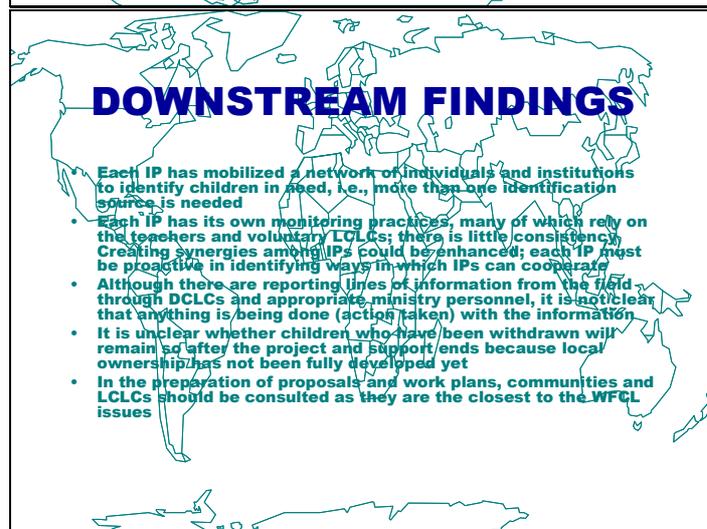
DOWNSTREAM FINDINGS

- Each IP is focusing on its area of strength (core work) with an added emphasis of child labour
- Each IP has learned that more support (than school uniforms and payment of examination fees) is needed for children to be withdrawn until graduation
- Each IP working in schools has learned that providing food is critical for the very vulnerable children to be retained in school
- Children who have been withdrawn and are in government schools are sometimes stigmatized and leave; where they are not stigmatized, they often excel
- DCLCs and LCLCs have some non-productive members due either to nonparticipation or focus on political self-promotion; meetings are irregular



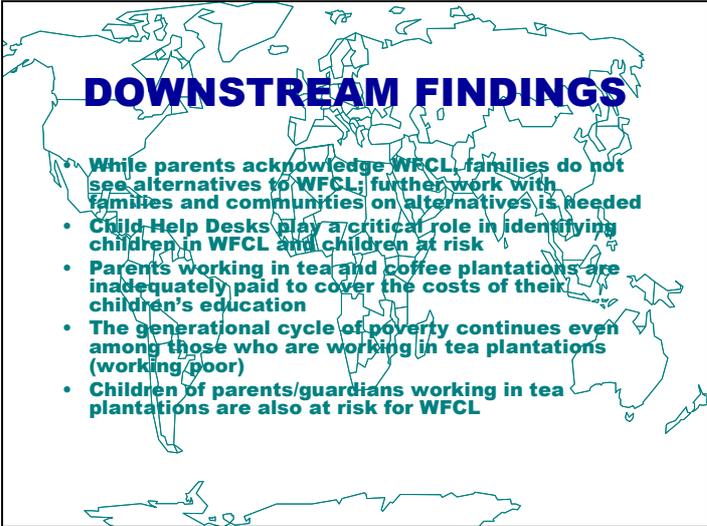
DOWNSTREAM FINDINGS

- LCLC members are all volunteers and thus need a small amount of funding to cover transport, refreshment, stationery and supplies
- IPs have developed criteria for choosing those in greatest need to become a part of their programs with those with no parents in greatest need, followed by those with sick parents, then those with one parent, those who are destitute, etc.
- More focus is needed to economically empower families (income generation) so that they can support their children
- Each IP has created a network of collaborators/partners and referral mechanisms that assist in various aspects of project implementation
- The need in each implementation location far exceeds the target number of all IPs put together



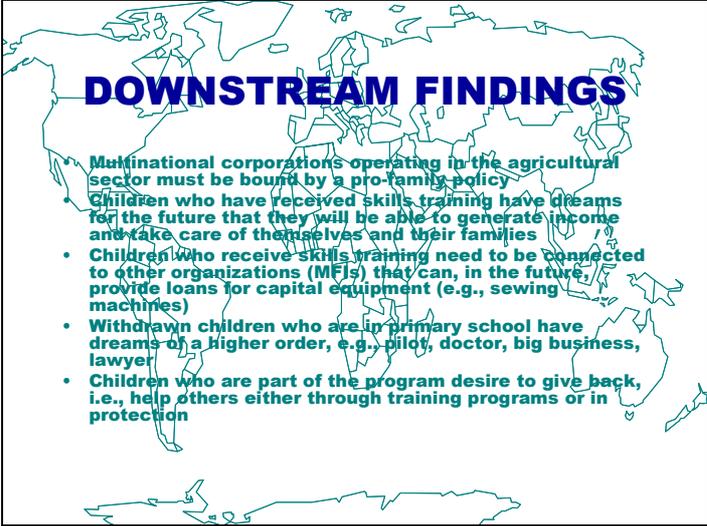
DOWNSTREAM FINDINGS

- Each IP has mobilized a network of individuals and institutions to identify children in need, i.e., more than one identification source is needed
- Each IP has its own monitoring practices, many of which rely on the teachers and voluntary LCLCs; there is little consistency. Creating synergies among IPs could be enhanced; each IP must be proactive in identifying ways in which IPs can cooperate
- Although there are reporting lines of information from the field through DCLCs and appropriate ministry personnel, it is not clear that anything is being done (action taken) with the information
- It is unclear whether children who have been withdrawn will remain so after the project and support ends because local ownership has not been fully developed yet
- In the preparation of proposals and work plans, communities and LCLCs should be consulted as they are the closest to the WFCL issues



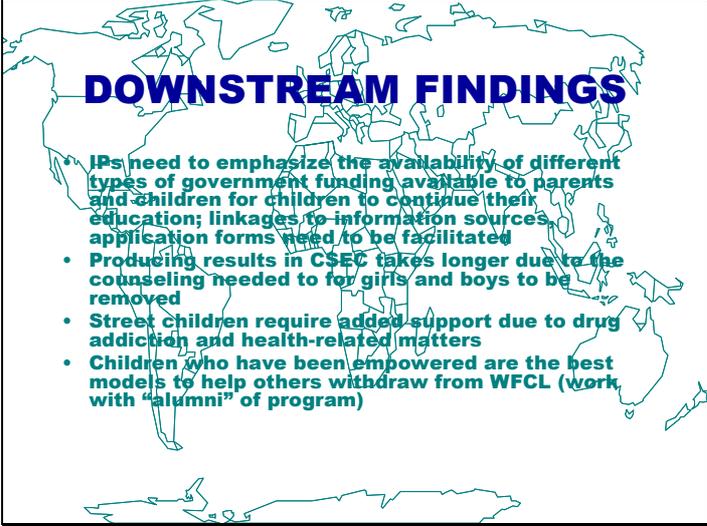
DOWNSTREAM FINDINGS

- While parents acknowledge WFCL, families do not see alternatives to WFCL; further work with families and communities on alternatives is needed
- Child-Help Desks play a critical role in identifying children in WFCL and children at risk
- Parents working in tea and coffee plantations are inadequately paid to cover the costs of their children's education
- The generational cycle of poverty continues even among those who are working in tea plantations (working poor)
- Children of parents/guardians working in tea plantations are also at risk for WFCL



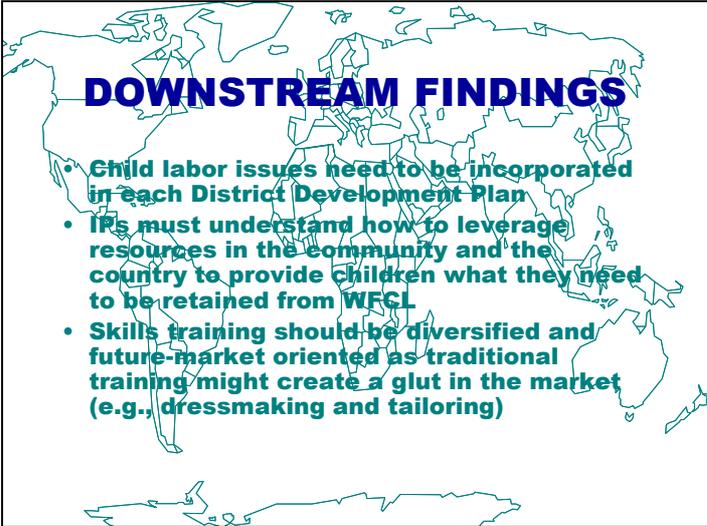
DOWNSTREAM FINDINGS

- Multinational corporations operating in the agricultural sector must be bound by a pro-family policy
- Children who have received skills training have dreams for the future that they will be able to generate income and take care of themselves and their families
- Children who receive skills training need to be connected to other organizations (MFIs) that can, in the future, provide loans for capital equipment (e.g., sewing machines)
- Withdrawn children who are in primary school have dreams of a higher order, e.g., pilot, doctor, big business, lawyer
- Children who are part of the program desire to give back, i.e., help others either through training programs or in protection



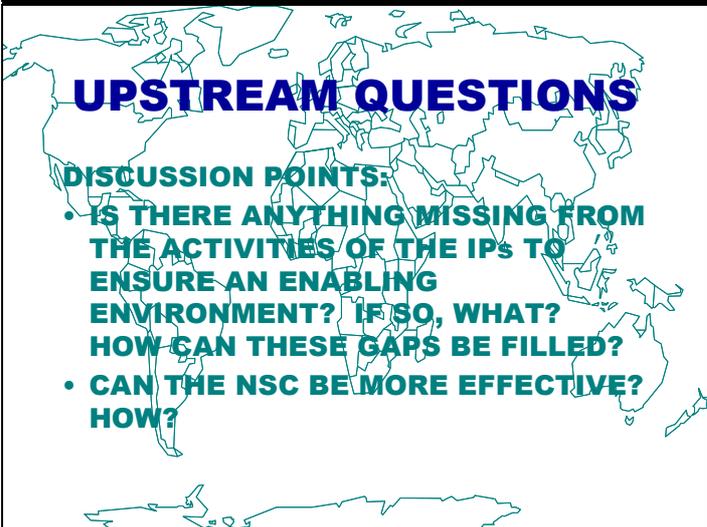
DOWNSTREAM FINDINGS

- IPs need to emphasize the availability of different types of government funding available to parents and children for children to continue their education; linkages to information sources, application forms need to be facilitated
- Producing results in CSEC takes longer due to the counseling needed to for girls and boys to be removed
- Street children require added support due to drug addiction and health-related matters
- Children who have been empowered are the best models to help others withdraw from WFCL (work with "alumni" of program)



DOWNSTREAM FINDINGS

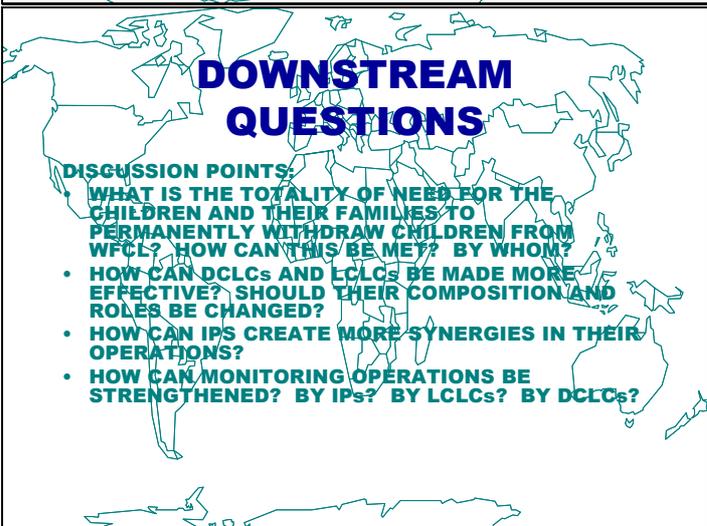
- **Child labor issues need to be incorporated in each District Development Plan**
- **IPs must understand how to leverage resources in the community and the country to provide children what they need to be retained from WFCL**
- **Skills training should be diversified and future-market oriented as traditional training might create a glut in the market (e.g., dressmaking and tailoring)**



UPSTREAM QUESTIONS

DISCUSSION POINTS:

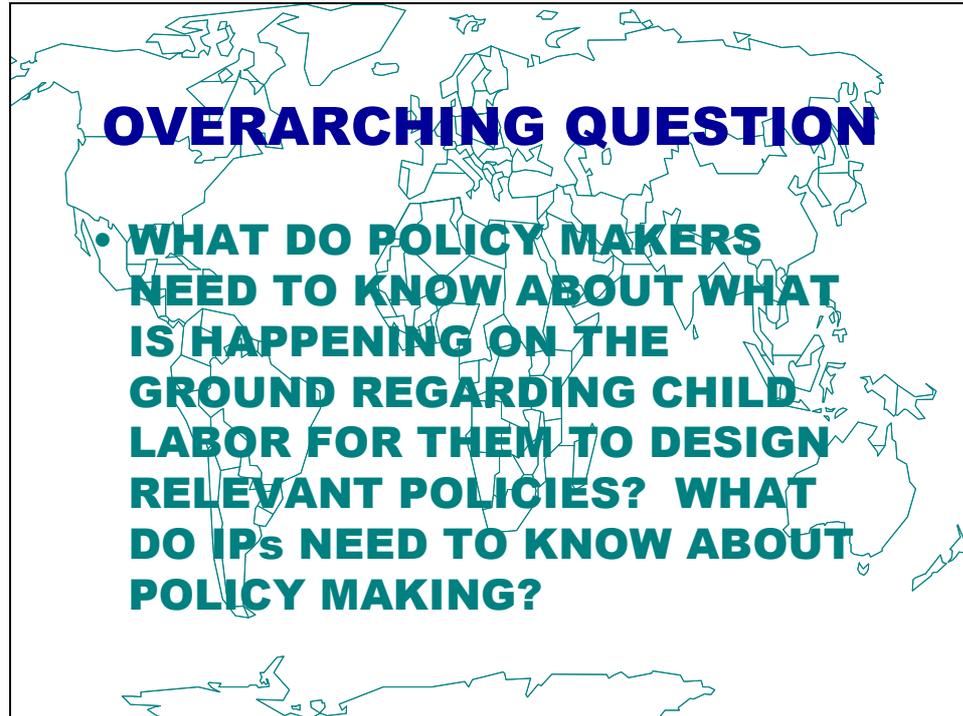
- **IS THERE ANYTHING MISSING FROM THE ACTIVITIES OF THE IPS TO ENSURE AN ENABLING ENVIRONMENT? IF SO, WHAT? HOW CAN THESE GAPS BE FILLED?**
- **CAN THE NSC BE MORE EFFECTIVE? HOW?**



DOWNSTREAM QUESTIONS

DISCUSSION POINTS:

- **WHAT IS THE TOTALITY OF NEED FOR THE CHILDREN AND THEIR FAMILIES TO PERMANENTLY WITHDRAW CHILDREN FROM WFCL? HOW CAN THIS BE MET? BY WHOM?**
- **HOW CAN DCLCs AND LCLCs BE MADE MORE EFFECTIVE? SHOULD THEIR COMPOSITION AND ROLES BE CHANGED?**
- **HOW CAN IPS CREATE MORE SYNERGIES IN THEIR OPERATIONS?**
- **HOW CAN MONITORING OPERATIONS BE STRENGTHENED? BY IPS? BY LCLCs? BY DCLCs?**



OVERARCHING QUESTION

- **WHAT DO POLICY MAKERS NEED TO KNOW ABOUT WHAT IS HAPPENING ON THE GROUND REGARDING CHILD LABOR FOR THEM TO DESIGN RELEVANT POLICIES? WHAT DO IPs NEED TO KNOW ABOUT POLICY MAKING?**

APPENDIX I
DRAFT METHODOLOGY FOR ILO-IPEC MID-TERM EVALUATION

Nancy E. Horn, Ph.D., Team Leader
April 19, 2007

Introduction

This draft methodology was developed based on the review of the Project Document of 2004 and of Technical Progress Reports of 2005, 2006, and 2007. At this time, it is envisioned that research will be undertaken with the following organizations/partners:

- Ministry of Labour and Human Resource Development
- Central Organisation of Trade Unions (COTU) Kenya
- Federation of Kenya Employers (FKE)
- University of Nairobi/Kenyatta University
- Ministry of Education
- Kenya Institute of Education
- Ministry of Home Affairs, Children's Department
- Labor Attache, United States Embassy
- UNICEF Kenya
- World Vision KURET Project
- ANPPCAN Regional
- Kenya National Bureau of Statistics
- AMWIK
- Forum for African Women Educationalist (FAWE-K)
- Undugu in Kisumu
- KAARC in Kisumu
- Other stakeholders in Kisumu
- District Child Labor Committee – Kiambu
- Schools in Kiambu to obtain data from children
- ANPPCAN Kenya
- Undugu in Nairobi
- Kenya Alliance for the Advancement of Children (KAARC)
- KUDHEIHA
- Street Families Rehabilitation Trust
- Kitui Development Center (KIDC)
- Solwodi

Each of these organizations has submitted an Action Plan (AP) and has received funding to undertake their work over a period of approximately 21 months. As it is not clear at this time what each of the APs entails, the data collection tools presented below must be viewed as preliminary, to be further refined after the initial meeting with the IPEC team in Nairobi. Each AP targets one or more of the following activities (in keeping with the Immediate Objectives of the project) under the two major components of the project – strengthening the existing enabling environment towards the elimination of the worst forms of child labor (WFCL), and taking direct action towards the elimination of the WFCL:

- 1) Expand the knowledge base on the WFCL
- 2) Harmonize labor-related legislation and strengthen capacity to enforce the legislation
- 3) Link and target to the needs of children of all relevant policies and programs
- 4) Withdraw children from WFCL and provide them access to quality primary education and/or vocational training

- 5) Empower economically vulnerable groups and families prone to WFCL; create community safety nets
- 6) Increase public awareness of the negative consequence of WFCL and mobilize stakeholders against WFCL

Data Collection Instruments

- 1) **SWOCA** – Where appropriate, partners will be asked to work in groups to produce a SWOCA (strengths, weaknesses, opportunities, constraints, and achievements). In a debriefing session, partners will be asked to explain each item in terms of the partner’s ability to achieve its individual objectives as stated in the AP. Probing questions will be posed to determine whether the activities are on track, whether the proposed outcomes will be met in a timely manner, and whether the activities undertaken can be sustained once project support has come to an end.
- 2) **Individual Interviews** – Questions posed of individuals, as representatives of partners, will be asked a number of open-ended and probing questions in the following four areas: design and planning, achievements (implementation and effectiveness), relevance, sustainability, and items specific to each AP with an eye toward determining relevance, effectiveness, efficiency and sustainability. Illustrative of the type of questions to be posed are the following:⁶⁴
 - What is the link between the current project and its predecessors? Between the current project and others currently being implemented? How are lessons learned from previous and other projects incorporated?
 - How does each AP fit into national priorities?
 - What process was undertaken to design each AP?
 - How is each partner’s work linked to that of others in the area? How do they cooperate/coordinate efforts?
 - How is each activity monitored? How often?
 - Is the amount of resources appropriate for each partner to undertake its work? If not, why not?
 - How are beneficiaries selected by each partner? What is the male/female mix?
 - What types of labor are children generally engaged in? What are the particular circumstances that have drawn children into labor and WFCL? What are the gender differences in the types of labor engaged in?
 - How are beneficiaries withdrawn or prevented from WFCL? What types of support are provided to children beneficiaries? How does this vary by gender?
 - What types of awareness activities have been implemented? How broad are they in scope? What have been the results in terms of community mobilization?
 - What are the different laws that must be harmonized? What is the process for doing so? How does new legislation take WFCL into account? What policies are in place for this to continue?
 - How have partners had their capacities built to undertake the work of the AP? Is anything else needed to manage and monitor implementation effectively?
 - What extraneous factors have interfered with the implementation of the AP? How have these been overcome?
 - How have implementation activities leveraged other resources? From whom?
 - How have national data sources been used? How can they be of greater assistance to AP implementation?

⁶⁴ It is likely that this list will be augmented with questions posed in the TOR and questions that are derived from the briefing session with the IPEC team in Nairobi.

- What is the composition of the community-level safety net? Who are the participants? How do they coordinate activities? How are beneficiaries selected? How is beneficiary progress tracked? How have their circumstances changed as a result of the implementation of the AP?
 - What type of exit and/or pass along strategy has each partner developed? What strategy is being implemented to promote sustainability?
 - What local socio-cultural practices might interfere with the sustainability of the AP? How are beneficiary communities addressing these?
 - How does each AP “fit” into the NPA? Is the implementation of the AP making a difference in terms of NPA goals and desired outcomes?
 - What other issues should this project address in its final two years?
- 3) **Focus Group Interviews** – Where appropriate, groups of individuals will be interviewed to respond to some of the categorical questions outlined above and to probe into specific issues. In the case of interviewing parents or caretakers, questions will be developed about the participation in the partner’s AP and what beneficiaries believe the results have been to date. Attention will be paid particularly to the safety net the community should be providing so as to reduce poverty and thus reduce the necessity for children to work. This information will then be triangulated with information obtained from the partners on the implementation of their particular AP. As with the individual interview questions, those for the focus group interviews will be further refined once the ILO/IPEC briefing is held in Nairobi.
- 4) **PRA Drawing Technique** – When interviewing children, a PRA drawing technique will be used to determine a) their impressions of their lives before the program, and b) their impressions of their lives now. Children will be given paper and markers/crayons. They will be asked two questions, one at a time, and after each question the children will draw. When they are finished, the facilitator will debrief the drawings to determine how the children’s believe their lives have changed as a result of participation in the particular partner’s project.

APPENDIX J
CHILDREN'S PAST, PRESENT AND DREAMS

We wanted to learn how the children in three locations perceived their participation in and benefit from the project. Children were asked to draw pictures about their past, present and their dreams for the future. The results are as follows:

Skills Training Class: Children in this class were older (15-18), some were mothers and had their children with them, and all (11 girls and 2 boys) were learning dressmaking/tailoring.

- Children had been domestics (some, we learned, had been trafficked by relatives), worked in the informal sector, herded cattle, and worked on farms.
- All children reported that they now have a skill that they can use in the future to generate an income and support their families.
- Almost all dreams were related to the dressmaking/tailoring skills training the children were currently receiving. They dreamed of buying a sewing machine and setting up their own business. Some wanted to train others, or wanted to design clothes and sell them overseas.

Undugu Dressmaking Theory Class, Kisumu, April 26, 2007 (Nancy Horn)

<i>Pictures Before</i>	<i>Pictures Now</i>	<i>Dreams</i>
Self selling tomatoes, onions	Now make dresses, blouses with different styles to earn own money. Class is a good idea. I can earn more money from dressmaking.	Dream is to own her own machine, have her own workshop, create good designs and sell upscale clothes.
Helping parents at home, carrying water	Now take measurements and make cloths. In future I will have something to earn a living.	Dream is to own her own machine, create good designs, to sew well for important people and to export her clothes.
Just at home (domestic), cleaning pots, washing, broom for sweeping	Now I can make some dresses and sell to others to earn a living and help my family as they never paid me.	Dream is to own a workshop to benefit others.
Carrying water, firewood.	Classes and workshops have taught me how to cut a blouse, skirt, and other things. I can make clothing for myself and hope to earn a living.	Dream is to own her own machine, open a workshop, and earn a living.
Picture of her selling fruits in a store	In workshop, cutting material and learning how to make clothes. And sell.	Dream to have her own workshop and be an employer.
Her working in a house	Can make clothes now; I can do something to earn a living.	Dream to have her own machine, workshop, train others, to take my children to school.
Her picking and selling mangoes.	I have something to challenge me.	Dream is to open her own workshop and sell to others. God willing, she will finish the

Her harvesting maize	I can make shirts and will use it for my life.	course and open her own place to employ others. Dream is to be a designer and employ others; have a workshop and help her parents.
Her working indoors, sweeping the compound, wearing work clothes	Now I can make patterns, dresses, blouses, skirts, and sell them to customers. I have knowledge of how to do something and sell so life can be better.	Dream is own her own workshop, have a good reputation for good work, employ people.
Male looking after cattle.	I can now help the community to develop by doing dressmaking.	Dream is to bring money to his mother and help change her life to make it better in the community.
She is at home cutting stones, washing, and doing housework.	I can do my work to help my life. She can call herself a tailor or a dressmaker.	Dream is after she gets her own machine, to establish a workshop, teach students, and after three years she does not want her children to work but to be able to go to school.
She is a domestic, washing and ironing clothes.	I can make all things now – shirts, blouses, take measurements, even go to work in another country.	Dream is to own her own machine, have her own workshop to train others, and to help others.
Male helping grandfather by herding animals.	His picture was of himself holding a pen and a book representing the classes he is in now.	Dream is to have his own machine, his own workshop, and to encourage others.

Comment: The children’s dreams are very concrete and limited to their current experience, even though I asked what their “biggest” dreams were. The dream of having a sewing machine is linked to Undugu’s practice of giving out the “tools” of the trade when they finish; in this case, however, the tools are smaller and include peripherals used in sewing – Undugu does not provide sewing machines, so those who will pursue dressmaking/tailoring will have to look for apprenticeship/work positions, perhaps with their trainers, over a period of years to save for a machine.

School in a Tea Plantation: The 11 children participating at this school had “performed” for us when we first arrived, i.e., sang a few songs, danced, and recited poems. They were all reluctant to share their past, but enthusiastic in sharing their dreams for the future.

- Several children indicated that they had been living in the streets but did not go into detail about what they had been doing to survive. Some were living in the rural areas doing household work. Others were very reluctant to draw what they had been doing before participation in the project.
- All children indicated their lives have improved since being enrolled in primary school. Some indicated their lives were better as they now had enough to eat (the school had a feeding program provided by one expatriate who had taken interest in the school but they were not being fed at the time because school was not in session).
- Some of the dreams children have relate to property ownership, growing tea and being good to their employees. Most are interested in material acquisition (car, property, house etc.) while others want to become doctors and be of service to the community.

Rwaka Primary School, Limuru Division (middle of tea plantation), April 30, 2007 (Leah Wanjama)

<i>Pictures Before</i>	<i>Pictures Now</i>	<i>Dreams</i>
I was dirty, wore dirty clothes but was assisted by a good Samaritan who took me to school.	Life now is better especially because I am in school and have some food.	My dream is to build a big house surrounded by large trees where people will be resting.
I was experiencing hardships out there before I was rescued.	My life is much better as I do not have to do hard farm work as I am in school.	My dream is to become a rich man, have my own house and a big transport business where I will employ men to drive my vehicles
Her life was that of many problems in the streets until a good Samaritan found her and she was rescued.	Acknowledges that her life now is better	I want to be a teacher and own a car and interact well with the students.
I was loitering in the streets until some good church person found me.	School life is better than loitering.	My dream is to be a journalist and train some students.
I experienced a lot of problems which are represented by stones in the picture.	It is good to be in school.	My dream is to be a doctor and attend to people and or a magistrate and fight for workers' rights.
I was a street boy and was involved in activities that led me to lots of problems.	Life is better now.	My dream is to be a pilot, own my own jet and get tourists from as far as America.
I was living in a miserable situation with a lot of problems.	The fact that I spend most of my time in school and have some food makes my life better.	I want to be a doctor and build a big hospital where I can give care to people, and my sister and I will build a house.
I was living in streets and was dirty.	My life is better now especially because I have some help.	My dream is to own a big tea plantation, a big car and employ many people.
I was living in the rural areas and had a lot of work.	I am better off now than I was before.	My dream is to have property of my own and enjoy life with other people outside there.
I was a experiencing a lot of problems in the streets until a good Samaritan from the church found me and saved my life.	I am better than before.	My dream is to own cars and house and to start my own transport business.
I walked a path of problems as you can see my picture show stones and water. Life was harsh.	My life now is better as I spend most of my time in school and get some food.	My future dream is to complete school and get a good job and buy my own car.

Comment: The group had 11 pupils, 9 of whom were in class 6, one in class 5, and one in class 7. On the whole, the children looked unsettled, especially by the way they grabbed paper, marking pencils and

crayons. As I handed them these items to pass on to their colleagues, some hid them and I had to request them to wait until the assignment was through and then we would decide what to do with the them.

After introducing the group activity, they were quite cooperative and enthusiastic to draw. They were not enthusiastic about sharing what they had depicted in the picture of life before. When I told them to draw their future dreams, they were quite enthusiastic, had big ideas and were willing to share.

I was taken by surprise when the children started to chew/eat the crayons. By the time the discussions of their future dreams was finished, I noticed some of them were chewing the crayons. I asked them to stop because the chewing the crayons could be dangerous, but to no avail. By the end of the discussions, almost all the crayons had been chewed. The children also grabbed the sweets we provided, with some claiming they had not received any so that they could get more.

School in Soweto Slum near the Nairobi Dump Site: The 11 girls and boys found in this location had various backgrounds with some coming from the rural areas and others having been on the city streets for some time. Children were somewhat reluctant to share their past, but were enthusiastic about sharing their dreams.

- Children had been in miserable circumstances in the urban streets, in the rural areas where they had been abused, and, in general, were treated very badly by family members.
- All children reported that their lives were better now that they are in school and have a stable environment in which to live.
- Children had a range of dreams, from becoming doctors and owning a hospital and helping people, to becoming pilots or air hostesses to travel broadly. One wants to be a lawyer to defend children's and other people's rights. Two said they wanted to be gospel musicians.

Soweto – Nairobi, Girls and Boys in Primary School, May 2, 2007 (Leah Wanjama)

<i>Pictures Before</i>	<i>Pictures Now</i>	<i>Dreams</i>
I lived in the street and ate rotten food. Life in the streets was that of misery.	My life at present is much better.	I want to be a doctor and own my own hospital.
I lived in the rural areas and did a lot of work such as collecting firewood, fetching water and digging.	My present life is better because my mother got a job.	My dream is to be an air hostess as I want to be of service to others and love traveling.
I did not want to go to school and was beaten a lot.	My life is better as I attend school.	My dream is to be a professional gospel musician so that I can encourage people to be positive in life.
I was given a lot of household chores at home such as washing utensils.	My life is better now as I attend school. My parents got casual jobs.	I want to be a gospel musician so that I can use singing to deliver messages especially about the problems children go through.
My life was that of misery and I wanted to kill myself by throwing myself into a pit.	I am much better now as I am in school.	My dream is to become a doctor and work in Kenya or abroad.
My father used to drink a lot, beat my mother often and made us feel rejected.	My life is better as I am in school, have food at school and have friends.	My future dream is to be a doctor and build a well equipped hospital.
I was living with my auntie and felt rejected as I was given a lot of work such as fetching firework.	I currently live with an uncle and my life is much better as I go to school and I get enough to eat.	I want to be a Christian lawyer to serve people with honesty.
My parents were poor and I ran away to the streets where I sniffed	My parents got a job and my life is better now for I go to school.	I dream of becoming a footballer but will train as a nurse to have a

gum. A good Samaritan rescued and took me to school.

My life was that of hard labor as I was left to look after cattle in the rural areas.

My life was that of problems as I used to do a lot of work including digging.

I wanted to go to school but did not get to do so as I was assigned a lot of household chores.

I am not doing that hard work now and my life is better.

My life is better as I am most of the times in school.

I am now living with my father and life is better.

career that I can fall back on.

I want to be a Kenya Airways (KQ) pilot and travel to many countries.

I want to be a law lecturer and teach on the rights of people.

I want to be a helicopter pilot.

Comment: This group of girls and boys (evenly divided) articulated a number of dreams that transcend the dreams of the other groups. It would appear that there was some sharing of dreams going on, especially as they relate to becoming a doctor or a pilot.

Summary: While there were some differences in the kind of life children led before they became participants in the project, all seem to fall within the WFCL. Whether exploited at home or as a domestic in other homes, or told to look after the cattle, or more or less rejected from their homes and forced to live on the streets, all the children interviewed had traumatic early childhoods, some more so than others. Many of them did not talk of parents, while others did, especially if they had obtained employment. All considered the project very positively as they saw that their circumstances had changed and they now had hope for the future.

A heartening finding when working with the children is that many desire to “give back” what they have received in the ILO/IPEC project to others who have not had the same opportunity. This is one indicator that children who have been withdrawn from the WFCL serve as the best ambassadors to others to come back to school.

What this type of research reveals is 1) the many needs children have when they are withdrawn from WFCL, especially the psycho-social support needed to overcome their past and some sort of assurance that they will not have to go back (parent/guardian with a job or establishment of an IGA); 2) the happiness/satisfaction children felt in the first and third group, but the unsettled nature of the children in the second group may reveal both a physical hunger (there were no feeding programmes for several weeks as schools were closed) and an emotional hunger for security; 3) the dreams that children have when attending skills training seem to be more concrete than those of the children attending primary school; the latter are of a different order.

The children understand how they are benefiting from the project when they are enrolled in school, have their school fees paid, are provided school uniforms, school supplies and other necessities, and are fed at school. Parents want their children to go to school and are happy when they can go, although they often lose a source of income when this occurs. When interviews were held with parents and PTAs, it was clear that they recognize the value of education in terms of their children’s futures, but they are deeply concerned about what will happen to their children once the project ends.

APPENDIX K
EVALUATION OF PROJECT INDICATORS AND
MEANS OF VERIFICATION

While the relevance usefulness of project indicators and means of verification was one of the 60 points to review in the TOR, the 8 days available to conduct the field research and three days to revise the report were inadequate to address this point. Moreover, when the Methodology was submitted – complete with the points that could realistically be covered in the field evaluation – this point was excluded. I include this evaluation now, even though it is an evaluation of a different order.

Immediate Objective	Indicators	Evaluation
1. Knowledge base to support action against child labour expanded	1. Type of information created, posted on website and available at the MOLHRD information centre and those of location institutions 2. Number and type of stakeholders making reference to child labour information produced by the project in official policy and programme documents 3. Number of media reports making use of information produced by the project	While the indicator appears appropriate, this information is really in the domain of the work of MOLHRD and should be reported by them in their quarterly progress reports. Stakeholders are already those who are informed about child labour by virtue of their involvement in the project. If the project is funding the publication of documents, then each of the IPS must report on this indicator One IP is responsible for tracking all the media information on child labor – AMWIK – and this should be a reportable for them.
2. Labour related legislation harmonized and the capacity to enforce and monitor them strengthened	1. Number of new and revised child labour related laws and regulations adequately reflecting child labour concerns 2. Number of districts and towns where child labour monitoring systems are operational 3. Number of institutions whose capacity for enforcement has been enhanced through training of its members that make the use of the skills acquired	As improved legislation is the domain of the MOLHRD, that government department should report on this. This is a good indicator, but data collection for verification is intensive. Moreover, CLMS as a system is not widely used. No. 3 is really two-pronged: 1) No. of institutions whose capacity has been enhanced 2) No. of institutions that actually use the information in expanding capacity. Data collection would also be intensive as it is generally the DCLCs and LCLCs that must use these. These units have not been adequately trained to enforce legislation.
3. Relevant policies and programmes are linked and target the needs of children	1. Number of major education and training related policies and programmes addressing CL issues 2. Number and type of social and economic policies, plans and	It is not the number of policies developed, but the quality of the policies and the ability of the government to enforce them. Appropriate, but there is no indicator on enforcement.

4. Effective interventions to withdraw children and to provide access to primary education and training	<p>programmes addressing CL issues</p> <ol style="list-style-type: none"> 1. Enrolment rate in primary schools of targeted districts according to sex and grade 2. Retention rates for targeted children according to districts, age group, sex and type of education 3. Number of schools where functional CLCs are established with support from the project 4. Number of schools where income generating activities have been initiated with the support of the project 5. Number of children in WFCL withdrawn and sent to school and training 6. Number of targeted children who complete vocational training programs 7. Percentage of children working in target districts by age, sex and type of child labour 	<p>No. 4 is really two-pronged:</p> <ol style="list-style-type: none"> 1) Efficacy of intervention in withdrawing children 2) Ability to provide access to primary education and training. <p>The first indicator is appropriate. This indicator is appropriate, although since the project is time bound there is insufficient time to determine if retention is actually taking place. At most, documentation will cover a bit more than a year while the project is providing services.</p> <p>This indicator is appropriate, although the term “functional” would have to be defined.</p> <p>This is appropriate for the few schools that have established IGAs. Many of the IPs will establish IGAs with families rather than schools.</p> <p>This indicator begins with the registration of the child in school. However, there is no indicator saying whether the child continues working before or after school, on weekends and school holidays.</p> <p>This indicator is appropriate, but another is needed – No. of targeted children who find employment after completing vocational training programs. The outcome sought is appropriate employment. Identifying those who have completed training programs is only half the story.</p> <p>This indicator is appropriate providing a baseline was established against which to measure the changes occurring as a result of project intervention.</p>
5. Vulnerable groups and families prone to WFCL are targeted for economic empowerment and community safety nets	<ol style="list-style-type: none"> 1. Number of vulnerable families accessing resources from social and economic programmes and other sources 2. Number of communities where safety nets are strengthened by the project 3. Number of economic ventures initiated by targeted communities and families that are still ongoing at the end of the AP 	<p>This indicators is appropriate providing a baseline was established against which to measure change once resources have been accessed</p> <p>This term was never adequately defined for the evaluation team, so I am unable to comment on whether it is appropriate</p> <p>This is really two indicators: 1) No. of economic ventures initiated with project support</p> <p>2) No. of economic ventures still ongoing at the end of the AP.</p> <p>However, since IGAs have not been</p>

6. Public awareness of the negative consequences of WFCL increased and stakeholders mobilized against WFCL	1. Change in level of awareness on WFCL communities, including stakeholders	introduced by IPs (except for those whose core activity was IGA training), the measure is inappropriate because there will not have been sufficient time to launch and create sustainability in the ventures. There is no measure for this indicator – by what means will ILO/IPEC be able to measure awareness? Often awareness is measured by the type of actions communities take in response to their deeper understanding. This is an appropriate indicator, although how will mobilization be measured for each community and institution? This is really a repeat of 1.3 and is a reportable by AMWIK.
	2. Number of communities where there are institutions and structures mobilized to combat WFCL	
	3. Number of articles on child labour carried in the print and electronic media	
Direct services provided to children	<ul style="list-style-type: none"> • NFE • Formal Schooling • Vocational or skills training • Legal assistance • Counselling services • Health services 	All of these are appropriate and should be reported by each respective IP
Direct services providing incentives	<ul style="list-style-type: none"> • Nutrition • Uniforms • Books & school supplies • Stipend • Other incentives 	All of these are appropriate and should be reported by each respective IP
Direct services provided to families	<ul style="list-style-type: none"> • Vocational or skills training • IGAs • Credit schemes • Basic literacy training • Medical check-ups • Other services 	All of these are appropriate and should be reported by each respective IP