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DEPARTMENT OF LABOR

Final Evaluation of the Livelihoods, Education, and Protection to End Child Labor in Uganda (LEAP) Project

International Rescue Committee &
Associazione Volontari per il Servizio Internazionale
Cooperative Agreement Number: IL-16571-07-75-K



2011

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ACKNOWLEDGMENTS

This report describes in detail the final evaluation, conducted in June 2011, of the Livelihoods, Education, and Protection to End Child Labor in Uganda (LEAP) project implemented by the International Rescue Committee (IRC) in partnership with *Associazione Volontari per il Servizio Internazionale* (Association for Volunteers in International Service—AVSI). The report was prepared by ICF Macro according to agreements specified in its contract with the United States Department of Labor (USDOL) Office of Child Labor, Forced Labor, and Human Trafficking. The final evaluation of the LEAP project in Uganda was conducted and documented by Mei Zegers, an independent evaluator, with support from Fred Okello.

ICF Macro would like to express sincere thanks to all parties involved in this evaluation: the independent evaluator, IRC and AVSI, their partners, and USDOL.

The evaluator would like to commend the entire project team and the backstopping officers at ICF Macro for their input into the evaluation process. Members of the project staff were all very helpful and accommodating. Thanks should also go to the educators, national and district officials, representatives of community-based organizations, parents, and especially to the children for sharing their thoughts and ideas so openly and clearly.

NOTE ON THE EVALUATION PROCESS REPORT

An independent consultant following a consultative and participatory approach managed this independent evaluation. All major stakeholders were consulted and informed throughout the evaluation, and its independence was not compromised during the process.

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LIST OF ACRONYMS

AVSI	<i>Associazione Volontari per il Servizio Internazionale</i> (Association for Volunteers in International Service)
IGA	Income-Generating Activity
ILO	International Labour Organization
ILO-IPEC	International Labour Organization's International Programme on the Elimination of Child Labour
IRC	International Rescue Committee
LEAP	Livelihoods, Education, and Protection to End Child Labor in Uganda
LRA	Lord's Resistance Army
MGLSD	Ministry of Gender, Labor, and Social Development
MOES	Ministry of Education and Sports
MOU	Memorandum of Understanding
NCLP	National Child Labor Policy
NGO	Non-governmental Organization
PFA	Prosperity for All
PTA	Parent-Teacher Association
SACCO	Savings Credit and Cooperative Organisations
SCREAM	Supporting Children Rights Through Education, the Arts, and the Media
SMC	School Management Committee
TOR	Terms of Reference
UNICEF	United Nations Children's Fund
USDOL	United States Department of Labor
VSLA	Village Savings and Loans Association

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EXECUTIVE SUMMARY

Children in all of Northern Uganda are still recovering from the effects of a prolonged war that took place in their region until recently. The children have also been affected by the changes that they have to undergo as part of resettling and rebuilding. Children in the Northeastern region of Karamoja, in particular, are further affected by continued insecurity because of high rates of armed cattle rustling for commercial use. HIV has exacerbated the challenges faced by the children and their families in these regions. The International Rescue Committee (IRC) started to implement a project to address child labor in this difficult context, when many children were still living in camps for internally displaced persons. The IRC's Livelihoods, Education, and Protection to End Child Labor in Uganda (LEAP) project was thus developed and implemented to help children, their families,¹ and communities. The project was launched in October 2007 and is ending September 2011.

Specifically, the project aims to reach the following objectives:

- Improved awareness and attitudes of relevant stakeholders about the value of education and the negative effects of child labor
- Improved quality of education options in target communities (in order to ensure children who are engaged in or at risk of engaging in child labor go to school)
- Increased access to education for children engaged in or at risk of engaging in child labor (through school improvement and livelihoods component)
- Improved monitoring of children through information sharing

In June 2011, a final evaluation of the LEAP project was carried out. The principal purposes of the final evaluation were as follows:

- Assess whether the project has met its objectives and identify the challenges encountered in doing so
- Assess the relevance of the project in the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and policies of the host country government and the United States Department of Labor (USDOL)
- Assess the intended and unintended outcomes and impacts of the project
- Provide lessons learned from the project design and experiences in implementation that can be applied in current or future child labor projects in the country and in projects designed under similar conditions or target sectors

¹ Many children in this region are war or HIV orphans and live with caregivers who are usually members of their extended family. Uganda has 1,200,000 according to United Nations Children's Fund 2009 estimates, available at http://www.unicef.org/infobycountry/uganda_statistics.html.

- Assess whether project activities can be deemed sustainable at the local and national level and among implementing organizations

The evaluation focused on the areas of project relevance, effectiveness, efficiency, impact, and sustainability. The evaluation provides answers to specific questions from the Terms of Reference pertaining to each of the areas.

Project interventions focus on children affected by armed conflict in the Northern districts of Kitgum, Lamwo, Lira, Alebtong, Pader, Agago, and Gulu as well as the Karamoja districts of Moroto and Napak. The project targets the sectors of agriculture, domestic service, petty trade, construction, herding, and brewing local beer. These sectors are accurately identified as worst forms of child labor in the Northern part of Uganda.

To ensure a thorough evaluation, the evaluator used a combination of methods so that a well-rounded evaluation could be carried out:

- Preparation of detailed methodology, including guidelines.
- Document review, including direct project-related documents and documents covering the overall context in Uganda regarding education, child labor issues, the Ugandan National Action Plan to Achieve the Elimination of the Worst Forms of Child Labor, and other potential issues of importance. The evaluator reviewed documentation to understand the current political situation in Northern Uganda to ensure that she understands the impact it may have on the project and the evaluation process overall.
- Individual interviews or focus group discussions with stakeholders from a wide range of groups, including national, district, and local education policymakers and providers; local authorities, project partners, and other agencies working on child labor in the country; teachers; community-based organizations, including the Village Savings and Loans Association (VSLA); and communities, caregivers, and children.
- Individual and small group discussions with project staff at the project headquarters in Kampala.
- Observation of the stakeholders and their work in different settings as well as their networking actions. This was combined with field visits and interviews.
- Stakeholders' meeting in Kampala at the end of the mission where initial findings were presented, discussed, and enriched with additional input from the participants.

Locations for field visits were identified in line with guidelines provided by the evaluator. These included the need to ensure that stakeholders from successful implementation sites, as well as those where the project faced more challenges, were included. Caregivers' and children's anonymity and privacy were respected, and any issues they raised were handled with sensitivity to their personal situation and in line with the United Nations Children's Fund and the

International Labour Organization's (ILO's) International Programme on the Elimination of Child Labour (ILO-IPEC) guidelines on research with children.²

The project is relevant, effective, and efficient. It already has impact beyond direct beneficiaries and has comparatively good sustainability options, although dropout risks are still relatively high.

Project assumptions were generally appropriate and, fortunately, did not interfere with project implementation.³ Security in the area improved and the economic situation in the project areas did not deteriorate further. There was significant movement of the population from camps back into their home areas, but the project was able to cope with this challenge. Caregivers of beneficiaries mostly allowed their children to attend school and training. A good enabling environment conducive to good collaboration between non-governmental organizations and government entities prevailed. The project had not been able to predict the necessity of an assumption on the establishment of new districts. While the project design planned intensive work with district officials, unexpected splitting of districts resulted in a necessity to adapt to the country's redistricting/creation of new districts and to coordinate with new district leadership.

At the time of the final evaluation, the project had already either met or exceeded the objectives and targets as stated in the project document. The project services were effective in meeting the needs of the target population identified in the project document, including children prevented and withdrawn from labor. The project adjusted implementation and strategy based on the findings and on most of the recommendations of the midterm evaluation.

The project withdrew and prevented 10,337 children from child labor in line with the project purpose on improved educational opportunities for targeted children and young people at risk of and engaged in exploitative child labor.

The project worked with 52 awareness-raising groups. At the time of the final evaluation, the project continued to work with 23 women and youth groups to carry out awareness raising in the community. In 34 project schools, the project also supported dance and drama clubs or other school clubs to raise awareness among the school community in the targeted districts.

The project assisted 40 schools with improved learning facilities through the Whole School Improvement Program, exceeding their target by 25% and likewise exceeded training of teachers and other personnel by almost 30%.⁴

The livelihoods component of the project focused on two means of providing support for improved livelihoods and the opportunity to ensure children are able to go and stay in school (i.e., the VSLA program and the vocational and apprenticeship training program).

² Given the large number of orphans, the evaluator has preferred to use the term "caregivers" instead of saying "parents" or "guardians."

³ See Annex A of the project document for details of the project assumptions. USDOL & International Rescue Committee. (2009). *Project Document, Livelihoods, Education, and Protection to End Child Labor, LEAP*. Washington, DC, & Kampala: USDOL and IRC.

⁴ For a total of 2,985 trained, although many teachers received more than one training.

For Output 4: Monitoring of Children Improved Through Information Sharing, the project established child labor monitoring systems in all five original project districts.⁵ Children are monitored with the support of the District Labor Officers, District Inspectors of Schools, District Education Officers, and other district staff. Parent-Teacher Associations (PTAs), School Management Committees (SMC), Child Protection Committees, as well as teachers and other community leaders are also associated.

The project has had some concrete and real successes. Context-specific good practices to support the effectiveness of the services were identified and are interesting for other countries, particularly with regard East African or other African contexts. Final evaluation interviewees such as primary school caregivers, PTA and SMC members, and district officials noted that the general awareness of community members on the importance of education has improved because of the project.

There was real and effective involvement of all key stakeholders at district, school, and community levels using existing district offices and community organizations. The project used a combination of methods for direct actions, thus adding value instead of relying on only one action method. Training of teachers on teaching skills, counseling, and other subjects was very useful and was found to be effective. Particularly effective was the teacher training on examination techniques and support with typewriters and duplicating machines to prepare exams. Whole School Improvement Programs were effective to improve the quality of the education in the schools and to draw children into schools. Members of SMCs and PTAs stated that training on good group practices, school development planning, and management techniques was useful. Teachers mentioned that their improved teaching skills and counseling techniques were important project benefits since they found they were not only more able to effectively handle the huge classrooms of children but also to handle children traumatized by war. The project was particularly effective with respect to addressing gender issues through awareness raising on girls' education and practical support, such as sanitary pads, which were very highly appreciated.

Some project actions could still be improved in the context of the challenging environment of Northern Uganda. These actions include the vocational/apprenticeship skills training and issues surrounding support with school fees and scholastic materials. These actions are considered helpful, but their high costs influence full effectiveness and sustainability. VSLA actions are necessary for poverty reduction and to help with sustainable responses to cover schools fees, but VSLAs are not sufficient to address all of the requirements of all of the VSLA members. Not all VSLAs were able to generate sufficient savings to invest in income-generating activities, especially from the rural areas, while not all project beneficiary households were members of VSLA. The vocational and apprenticeship skills programs were useful, but the range of skills and local labor market needs are limited. This issue is difficult for the project to address, as the project does not have control over the local labor market. The cost of the apprenticeship program is also relatively high, although the benefits to the most vulnerable children (e.g., former war abductees) is evident.

⁵ The Government split some of the project districts. The project did work with all of them, but not as intensively as with the original five districts.

The strategies employed by the project were efficient in terms of the resources used (inputs) as compared with its qualitative and quantitative impact (outputs). The project was able to identify and leverage additional funds from other donor sources, which helped to increase the project cost-benefit ratio. The additional funds were used to finance important project components, such as the VSLA and girls' education. Steady increases in the cost of various project inputs (school supplies, construction materials, fuel, etc.) made it challenging to meet all of the targets, particularly under the vocational and apprenticeship category. Management strengths included good monitoring and support from headquarters to field offices with regular communications and visits from headquarters staff.

The project used a combination of efficient mechanisms to implement project monitoring. The project carried out a baseline survey to identify the key issues, child labor sites, project subcounties, parishes, and schools. The work status of children is most closely monitored by community groups and project focal point teachers in schools, while community leaders and district, subcounty, and parish officials also conducted occasional verification of child labor. The project developed monitoring tools that are comparatively well structured with relatively good layout of the forms.

As reported by respondents, the impact through changes produced by the project (intended and unintended, direct and indirect, as well as any changes in the social and economic environment in the project districts) is positive. The impact on individual beneficiary children, caregivers, teachers, and VSLA participants is visible. Children and their caregivers are happy that children are in school and out of child labor. School head teachers, teachers, district and local officials, and SMC and PTA members all cite the extensive positive impact of the project on reduced child labor, increased access to education, and the VSLA development. In some locations, such as Pader District, officials note that there is still a lack of commitment of some caregivers of secondary school children in the project.

The project has had a positive impact on education quality through infrastructure development support, teacher training, school material support, and school management training of SMCs and PTAs.

The project integrated a sustainability plan into the project design, which was further refined and an exit strategy designed early in the project implementation period. Key aspects of the sustainability plan include emphasis on sustainability from project inception, child and family participation, addressing social protection issues as underlying causes of child labor, and attention to community and district participation and strengthening their organizational structures. Most of the focus of the sustainability and exit strategy was on district-level and community-level activities, although input into national strategies such as the guidelines for labor inspectors can also improve sustainability.

The project has been particularly successful in maintaining partnerships in support of the project, including with the ILO-IPEC project on child labor, which is also funded by USDOL. The relationship with ILO is not limited to information exchange but includes real collaboration. Maintaining coordination with the host country government has been effective, particularly with the following:

- The Ministry of Gender, Labor, and Social Development
- The Ministry of Education and Sports
- Kyambogo University (the national largest teacher training institution)
- The National Steering Committee on Child Labor
- The National Task Force on Child Labor
- Other government agencies active in addressing related children's issues

KEY RECOMMENDATIONS

- Review the project's good practices for potential adaptation to other contexts. Good practices are described in the evaluation report and summarized in the conclusion.
- Determine mechanisms whereby projects help identify vulnerable households affected by child labor that meet selection criteria of any locally available government conditional cash transfers or other financial social protection measures.
- Develop a mechanism to ensure training or knowledge is shared with new teachers or community group members as turnover of staff and leadership occurs. For example, consider developing master trainers system within schools for teacher training of new teachers.
- Prioritize child input and participation in project implementation, especially older youth who can be involved in committees such as PTAs and SMCs.
- Prepare memorandum of understanding with project-supported schools stating that corporal punishment will not be allowed and that such schools will implement a program on alternative means to inculcate discipline among pupils. (This recommendation was proposed by participants during final evaluation stakeholders' workshop.)
- Expand project livelihoods components, particularly income-generating activities for youth and parents.
- Integrate functional literacy in community savings and loans actions in locations with low literacy levels.
- Investigate options for linking community-based savings and loans schemes to government schemes, such as the government Savings Credit and Cooperative Organisations in Uganda to stimulate their continued and improved functioning (also investigate mobile banking options).
- Develop a wider range of child and youth skills training options that meet local labor market demand.

- Investigate the development of agriculture/food security as a skills training and school gardening program.
- Integrate public-private partnerships in the fight against child labor. Collaboration with employers and workers organizations should be promoted in projects of all implementing agencies working on child labor. In Uganda, it would have been useful to coordinate with the Uganda National Teachers' Union, which has a strong presence in the project areas.
- Involve more cultural and faith-based institutions in addressing the issues of child labor, as this has been found effective in many other countries.
- Develop a mechanism for community mentors to act as role models to schoolchildren and apprentices. Include older community youth in such a program.

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I INTRODUCTION AND EVALUATION OBJECTIVES

1.1 INTRODUCTION

Children in all of Northern Uganda are still recovering from the effects of a prolonged war that took place in the region until recently. The children have also been affected by the changes that they have to undergo as part of resettling and rebuilding. Children in the Northeastern region of Karamoja, in particular, are further affected by continued insecurity because of high rates of armed cattle rustling. HIV has exacerbated the challenges faced by the children and their families in these regions. A proportion of the children who had survived abduction during the war were trickling back into their home areas. While they had survived the trauma of war, many former abductees found themselves in various forms of hazardous child labor as they returned to poverty or were unable to fit back into the existing education system. The International Rescue Committee (IRC) started to implement a project to address child labor in this difficult context, when many children were still living in camps for internally displaced persons. The IRC's Livelihoods, Education, and Protection to End Child Labor in Uganda (LEAP) project was thus developed and implemented to help children, their families,⁶ and communities. The project was launched in October 2007 and is ending September 2011.

In June 2011, a final evaluation of the LEAP project was carried out. The principal purposes of the final evaluation were as follows:

- Assess whether the project has met its objectives and identify the challenges encountered in doing so
- Assess the relevance of the project in the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and policies of the host country government and the United States Department of Labor (USDOL)
- Assess the intended and unintended outcomes and impacts of the project
- Provide lessons learned from the project design and experiences in implementation that can be applied in current or future child labor projects in the country and in projects designed under similar conditions or target sectors
- Assess whether project activities can be deemed sustainable at the local and national level and among implementing organizations

The evaluation considered all activities that were implemented over the life of the project until the time of the final evaluation. The evaluation further considered the extent to which midterm recommendations were implemented. The evaluator sought to understand and report on the context and other reasons for nonimplementation or partial implementation of any of the midterm recommendations.

⁶ Many children in this region are war or HIV orphans and live with caregivers who are usually members of their extended family. Uganda has 1,200,000 according to United Nations Children's Fund 2009 estimates, available at http://www.unicef.org/infobycountry/uganda_statistics.html.

The evaluation focused on the areas of project relevance, effectiveness, efficiency, impact, and sustainability. The evaluation provides answers to specific questions from the Terms of Reference (TOR) pertaining to each of the areas.

Lessons learned regarding project design and startup were identified, as well as any emerging good practices that may be useful to inform future projects. Recommendations focus on ways in which similar projects can be improved and on any necessary preparations or adjustments that could promote the sustainability of project activities.

1.2 PROJECT DESCRIPTION

The goal of the project is to contribute to the sustainable prevention and elimination of child labor in Northern Uganda.

Specifically, the project aims to accomplish the following objectives:

- Improve awareness and attitudes of relevant stakeholders about the value of education and the negative effects of child labor (revised)
- Improve quality of education options in target communities (to ensure children engaged in or at risk of engaging in child labor go to school)
- Increase access to education for children engaged in or at risk of engaging in child labor
- Improve monitoring of children through information sharing (revised)

Project interventions focus on children affected by armed conflict in the Northern districts of Kitgum, Lamwo, Lira, Alebtong, Pader, Agago, and Gulu as well as the Karamoja districts of Moroto and Napak. The project targets the sectors of agriculture, domestic service, petty trade, construction, cattle herding, and beer brewing. These sectors are accurately identified as worst forms of child labor in the Northern part of Uganda.

Outputs and Indicators

The project is expected to withdraw 2,825 children and prevent 8,450 from the worst forms of child labor. The project will reach an additional 14,725 indirect beneficiaries, who will attend target schools or be a part of households who benefit from livelihood activities. Outputs and indicators are defined as follows:

- **Output 1: Improved awareness and attitudes of relevant stakeholders about the value of education and the negative effects of child labor.** Indicators include—
 - a. Percentage increase in the level of knowledge and attitudes in selected high-risk communities about the value of education and the negative effects of child labor;

- b. Number of groups (youth and women) supported in selected high-risk communities to undertake activities such as drama to promote messages about the harmful effects of child labor and benefits of education; and
- c. Number of campaigns held to promote value of education, children rights, and negative effects of child labor.
- **Output 2: Improved quality of education options in target communities (in order to ensure children engaged in or at risk of child labor go to school).** Indicators include—
 - a. Number of targeted schools with improved learning facilities as defined by the project package;
 - b. Percentage of teachers and school personnel trained by the project based on the training needs assessment;
 - c. Number of students attending remedial/catch-up classes; and
 - d. Percentage of students/pupils attending remedial courses who pass exams.
- **Output 3: Access to and retention in education for children engaged in or at risk of exploitive child labor improved.** Indicators include—
 - a. Number of School Management Committees (SMCs) and Parent-Teacher Associations (PTAs) that develop and implement school improvement plans;
 - b. Percentage of selected high-risk households receiving alternative livelihood support;
 - c. Percentage of graduates from nonformal vocational education engaged in safe and productive work; and
 - d. Number of individuals who receive livelihoods support from the project.
- **Output 4: Monitoring of children improved through information sharing.** Indicators include—
 - a. Number of target districts with established child labor monitoring systems; and
 - b. Number of workshops held at local and national levels to disseminate lessons, findings, and good practices in providing education for children withdrawn and prevented from exploitive labor.

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II EVALUATION METHODOLOGY

2.1 OVERALL APPROACH TO THE EVALUATION

The evaluation determined what can be improved, what should be avoided, and what can be added so that the elimination of the worst forms of child labor can be achieved more effectively. The evaluator approached the evaluation as a joint effort to identify the key conclusions that can be drawn in each of these areas. Despite this overall approach, the evaluator is ultimately responsible for the evaluation, including the report writing.

The evaluation team attended to the guidelines provided by USDOL and was consistent with the International Labour Organization's (ILO's) International Programme on the Elimination of Child Labour (ILO-IPEC) Design Evaluation and Documentation principles. The team applied high a standard of evaluation principles and adhered to confidentiality and other ethical considerations throughout. Gender and cultural sensitivity were integrated in the evaluation approach.

To ensure a thorough evaluation, the evaluator used a combination of methods so that a well-rounded evaluation could be carried out:

- Preparation of detailed methodology, including guidelines.
- Document review, including direct project-related documents and documents covering the overall context in Uganda regarding education, child labor issues, the Ugandan National Action Plan to Achieve the Elimination of the Worst Forms of Child Labor, and other potential issues of importance. The evaluator reviewed documentation to understand the current political situation in Northern Uganda to ensure that she understands the impact it may have on the project and the evaluation process overall.
- Individual interviews or focus group discussions with stakeholders from a wide range of groups, including national, district, and local education policymakers and providers; local authorities, project partners, and other agencies working on child labor in the country; teachers; community-based organizations, including the Village Savings and Loans Association (VSLA); and communities, caregivers, and children.
- Individual and small group discussions with project staff at the project headquarters in Kampala.
- Observation of the stakeholders and their work in different settings as well as their networking actions. This was combined with field visits and interviews.
- Stakeholders' meeting in Kampala at the end of the mission where initial findings were presented, discussed, and enriched with additional input from the participants.

After arriving in country, the evaluator first met with senior project staff in Kampala to address and obtain their further input into the evaluation process. This was followed by initial joint

discussions on the evaluation subjects. Further individual meetings were held in Kampala with the project director, monitoring and evaluation staff, and other relevant stakeholders, such as from ILO and Kyambogo University. Later, the evaluator made field visits to meet with local stakeholders and observe actions. At the end of the evaluation, the evaluator met with the Director of Labor and the child labor specialist at the Ministry of Gender, Labour, and Social Development (MGLSD). The meeting was held at the end of the evaluation period because the child labor specialist had been unavailable at the beginning of the mission.

Locations for field visits were identified in line with guidelines that the evaluator provided. These guidelines included the need to ensure that stakeholders from successful implementation sites were included, as well as stakeholders where the project faced more challenges. The anonymity and privacy of caregivers and children were respected and any issues they raised were handled with sensitivity to their personal situation and in line with the United Nations Children's Fund (UNICEF) and ILO-IPEC guidelines on research with children.⁷

Children were selected for the focus group interviews by the international evaluator with the help of the national consultant/interpreter. Children were selected as randomly as possible in groups of 5 to 12 children from a larger group.

The evaluator met with the senior project staff on the evening of June 19, 2011, for an initial discussion of principal findings that were presented at a stakeholder's workshop on June 20. The evaluator also obtained information on any rectification of facts that needed to be considered during the presentation the following day.

The stakeholder's workshop presentation concentrated on good practices identified at the time of the evaluation, lessons learned, and remaining gaps as identified by all the stakeholders. The role of the evaluator was to analyze and represent the viewpoints of the various individuals and documents consulted. The evaluator used her experience from similar evaluations to share and enrich understanding of the information gathered during the evaluation.

During the workshop, individual stakeholder participants were provided with an opportunity to respond and provide additional input into the evaluation conclusions. Representatives of key stakeholders, including children and parents, attended the workshop. The exact program for the workshop was decided jointly with the senior project staff during the first week of the evaluation.

Following the workshop, the evaluator held a final meeting with senior project staff to discuss the conclusions of the workshop and the evaluation. After the return of the evaluator from the field, she drafted the first version of the evaluation report. The report was forwarded for comments and finalized after receiving feedback.

Information collected through interviews was triangulated with information collected through observations and analysis of documentation. Awareness-raising materials were also analyzed.

⁷ Given the large number of orphans, the evaluator has preferred to use the term "caregivers" instead of saying "parents" or "guardians."

Consultations incorporated a degree of flexibility to maintain a sense of ownership of the stakeholders and beneficiaries, allowing additional questions to be posed that are not included in the TOR while ensuring that key information requirements are met.

2.2 PROCEDURES

To the extent possible, a consistent approach was followed in each project site, with adjustments made for the different actors involved, activities conducted, and progress of implementation in each locality.

Interviews with project staff were fairly structured to ensure that all relevant subjects of the evaluation were covered in accordance with the interviewee's tasks and responsibilities.

Interviews with other individuals and groups were less structured and followed a focus group or semistructured format depending on the situation.

2.3 KEY EVALUATION STAKEHOLDERS

Key evaluation stakeholders include the following:

- ILAB/OCFT staff
- IRC headquarters
- IRC country director
- Project director and managers
- Field staff IRC and *Associazione Volontari per il Servizio Internazionale* (Association for Volunteers in International Service—AVSI)
- Schoolteachers, head teachers/deputies, school directors, university and other education specialists, education personnel
- International non-governmental organizations (NGOs) and multilateral agencies working in the area
- Private enterprises for apprenticeship and others formal and informal economy stakeholders directly associated with the project
- Beneficiary children
- Caregivers of beneficiary children, including livelihoods support beneficiaries
- PTAs, SMCs of children withdrawn or prevented from child labor, other community groups

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III PROJECT RELEVANCE

3.1 INTRODUCTION

The project is highly relevant to the cultural, economic, and political context in the country, and it is well suited to the priorities and policies of the Ugandan Government and USDOL. The project paid special attention to a number of important contextual issues, including gender, the effects of the post-war situation, and poverty. The project correctly identified other major obstacles to addressing child labor in the project areas, including lack of educational infrastructure, lack of demand for education (particularly for girls), and domestic violence. The Northern region of the country also has the highest rate of HIV prevalence.⁸ HIV prevalence is another factor influencing child labor levels, as children may seek work to care for their ailing relatives or support their siblings. Education facilities existed in the project areas, but they were seriously dilapidated or otherwise inadequate to house the many students in a healthy and educationally motivating way. Evaluation interviewees pointed out that the concept of child labor was somewhat new, so the project included substantial attention to awareness raising on the detriments of child labor and advantages of education. UNICEF estimated that approximately 1.6 million people had been displaced because of the war at the time when the project was launched.⁹ While many children never returned from abduction and integration into the Lord's Resistance Army (LRA),¹⁰ several thousand managed to escape¹¹ or returned through other means. About one-third of the children who were abducted by the LRA were under 12 years old. This means that many were still below the age of 18 when returned to their homes and were at risk of entering child labor instead of education.¹²

Children who were not abducted lived in extreme fear that they too could be abducted. This resulted in thousands of people either seeking shelter in camps in the larger towns or sleeping in hideouts in the bushes.¹³ The camps usually comprised unorganized groupings of people and were only gradually dismantled during the project period. Conditions in the camps were very poor, with continued daily security risks, high concentrations of individuals from different communities competing for scarce resources, social instability, and high rates of orphans. There was a clear need for support in accessing education and ensuring that children did not work in hazardous child labor as children and their caregivers gradually left the camps and returned home.

⁸ See LEAP project document, page 9. USDOL & International Rescue Committee. (2009). *Project Document, Livelihoods Education and Protection to End Child Labor, LEAP*. Washington, DC and Kampala: USDOL and IRC.

⁹ UNICEF. (2006). School access a challenge for girls at camps in northern Uganda. Retrieved from http://www.unicef.org/infobycountry/uganda_37819.html.

¹⁰ Mostly because they died of hunger, exhaustion, disease, or were killed during battles or by the LRA, including by other children.

¹¹ Although escapees who were caught were usually killed, often by other children who were forced to do so.

¹² Dolman, C. (2002). UNICEF in ReliefWeb report: Which children count? The politics of children's rights in Northern Uganda. Retrieved from <http://reliefweb.int/node/104309>.

¹³ Ibid.

Many children in the area are orphans, either because of the war or because they are AIDS orphans. The psychological trauma experienced by former abductees and other children in the region was compounded by extreme poverty and often an inability to return to a stable home life and education. The parents of many of these children had been killed or, in other cases, may have died as a result of AIDS or other causes while the children were away. Many former abductees¹⁴ passed through psychosocial rehabilitation centers while communities also employed a range of traditional and religious ceremonies to help reintegrate children.¹⁵ Many children still suffer from post-traumatic stress—even those who were not abducted.

The project design allowed for the reemergence of an element of stability in the lives of the working children in project sites by enabling them to be *withdrawn* from child labor, return to improved quality schools, and access counseling in school.¹⁶ In the case of children *prevented* from child labor, the project design helped prevent dropout and high absenteeism through improved quality of education and monitoring of children through information sharing.

The design and implementation of the project included a wide range of training for adult stakeholders that helped to improve the children's educational, economic, and emotional environment. Types of training included in the project were counseling, community organization management (such as of PTAs and SMCs), life skills, appropriate teaching and improved examination methods, importance of the education of the girl child, and community savings.

Ensuring that girls have access to and stay in school is highly challenging in Northern Uganda and the Karamoja region.¹⁷ The lack of security, customs regarding early marriage, lack of hygiene facilities in schools, and prioritization of boys' education are some of the reasons that girls' school attendance is limited. The project design thus includes special attention to these gender issues both in design and practical implementation.

Another obstacle was raised several times during the final evaluation interviews—the high rates of population growth. The high increases in child population limits the ability of the Government to provide adequate education to its growing population.¹⁸ The project was able to leverage some non-project resources to integrate reproductive health education in some of the project schools, while the subject was also integrated in some project materials.¹⁹

¹⁴ Estimates of the number of children passing through such centers vary widely from 15% to 85%.

¹⁵ Evaluation interviewees reported ceremonies were conducted using traditional approaches as well as in churches to “cleanse” the children of their histories so that they could reintegrate. This is also in line with approaches described in Green, E., & Honwana, A. (1999). Indigenous healing of war affected children in Africa. Indigenous Knowledge series of the World Bank. Africa Policy E-Journal. Retrieved from http://www.nabuur.com/files/attach/2008/10/task/doc_44647f95b098e.htm.

¹⁶ Project Outputs 2 and 3.

¹⁷ For reasons of readability, the evaluator includes the Northwestern project area in Karamoja when referring to Northern Uganda.

¹⁸ The Total Fertility Rate (TFR) of 6.7 children per woman, according to the 2006 Uganda Demographic and Health Survey. Uganda Bureau of Statistics. (2006). Statistics, demographic statistics, population. Retrieved from <http://www.ubos.org/?st=pagerelations2&id=17&p=related%20pages%202:Population>.

¹⁹ Such as the life skills manual.

The project design, further, focused on integrating the district authorities and their existing programs into the project implementation together with existing community structures. District authorities and community-based organizations were trained and involved in sharing information on the monitoring of child labor as linked to education.²⁰ Research was also conducted on various child labor and education issues to improve the project and potential future actions.²¹ At national level, the design included collaboration with national government structures and other agencies addressing child labor in the country. The project design also included the translation of the National Child Labor Policy (NCLP) into local languages (i.e., Acholi, Lango, and Ngakarimojong).

The design included a focus on improving livelihoods as a means to alleviate poverty and ensure sustainability. The first word in the project title is “Livelihoods,” indicating the importance of this aspect in the project design. Although the project was able to achieve some good results, the project also encountered a number of challenges to optimizing this component fully (see Section IV).

The project design thus adequately supported the five key USDOL-funded child labor elimination projects goals as well as national child labor and education strategies. The design concentrated on reducing exploitative child labor through the provision of direct educational services and addressing root causes of child labor to promote sustainable livelihoods of target households. The design also supported the strengthening of policies on child labor, education, and sustainable livelihoods, and the capacity of national institutions to combat child labor, address its root causes, and promote formal, nonformal, and vocational education opportunities to provide children with alternatives to child labor. The design focused more on mobilizing an array of community and district stakeholders than on national-level awareness raising, policy development, and capacity strengthening, although the project also provided input into national-level actions. The project design, further, included research, monitoring, evaluation, and the collection of reliable data on child labor, its root causes, and effective strategies. The project planned for long-term sustainability through developing educational and vocational alternatives, microfinance, and other income-generating activities (IGAs) to improve household income.

The project is in line with several national policy and planning documents. Some of these documents were already adopted before the project was implemented, while the project also provided input into the development of others. Some key strategic and policy documents existing at the time that the project was designed include the following:

- Uganda Constitution on protection of children under the age of 16 from economic and social exploitation.
- Employment Act 2006, Section 32.
- Universal Primary Education strategy, including an update to provide complementary programs for disadvantaged children and youth.

²⁰ Project Output 4.

²¹ Ibid.

- Universal Secondary Education strategy, passed into law at the beginning of project start-up in 2007.
- Alternative and Nonformal Learning Opportunities program supported by the Ministry of Education and Sports (MOES).
- Poverty Eradication Action Plan.
- NCLP, adopted in 2006.
- Orphans and Vulnerable Children Policy and associated National Support Program Plan of Interventions recognizing working children as a vulnerable category of children that need protection, passed in 2004.
- Prosperity for All (PFA) program launched in 2007 aiming at supporting Savings Credit and Cooperative Organisations (SACCO) through provision of support on improving production and productivity, value addition and marketing, community information systems and the rural financial services.

While the project was not directly linked to the PFA project, its efforts at developing Village Savings and Loans Associations (VSLAs) were in line with this program. Project staff and district officials interviewed during the evaluation indicated that at least some project VSLAs might also be linked to the SACCO in the future, which would enable them to access more resources.²²

The National Plan of Action on the Elimination of Child Labor 2010–2015 seeks to put the NCLP into action. The LEAP project design is very well in line with the plan's strategic components on interventions in education and skills building; improvement of livelihoods at the household level; awareness raising, advocacy, and social mobilization; legal, policy, and institutional interventions; and withdrawal, rehabilitation, and social integration.

During project implementation, the project was a member of the National Child Labor Steering Committee and, as such, provided input into national policy documents such as the Guidelines for Labour Inspectors on the Identification of Hazardous Child Labour.²³

²² VSLAs could be linked to SACCOs and even some commercial banks. Groups must register to be recognized by the local authority, a process for which SACCO can provide technical support. SACCO can also assist to ensure a strong organized group. Groups and their individual members would then need to have accounts with SACCO. Their VSLA group can then serve as collateral for any individual group member to access commercial loans, agricultural loans, and other relevant products that a particular SACCO might have. Groups can also have access to group loan to conduct group projects.

²³ Ministry of Gender, Labour, and Social Development. (2010, May). Guidelines for labour inspectors on the identification of hazardous child labour. Kampala: Ministry of Gender, Labour and Social Development.

3.2 PROJECT OUTPUTS AND ASSUMPTIONS

Project assumptions were generally appropriate and, fortunately, did not interfere with project implementation.²⁴ Security in the area improved and the economic situation in the project areas did not deteriorate further. There was significant movement of the population from camps back into their home areas, but the project was able to cope with this challenge. Caregivers of beneficiaries mostly allowed their children to attend school/training, and a good enabling environment conducive to good collaboration between NGOs and government entities prevailed.

The project failed to recognize the possibility that new districts could be established. While the project design planned intensive work with district officials, unexpected splitting of districts required the project to adapt to the country's redistricting and to coordinate with new district leadership.

Some confusion exists in the design of Logical Framework Outputs 2 and 3 because, to some extent, they appear to overlap during practical implementation with regard to school improvement. Under Output 2, for example, the March 2011 Project Technical Progress Report states, "Subsequent to developing strategies for whole school improvement, 30 schools are being supported through PTAs/SMCs to improve learning environments and are implementing whole school improvement plans." Meanwhile, Output 3 from the same report states, "Their reviewed school development plans are being implemented with the project's support to create safe learning environments." The project indicated that this activity actually falls under Output 2 but was reported under Output 3 by error.

3.3 CONSEQUENCES OF CREATION OF NEW DISTRICTS AND THE DEVELOPMENT OF DISTRICT ORDINANCES

Originally, the project planned to work with five districts, but the splitting of districts resulted in the creation of an additional four new districts. In Kitgum, for example, 60% of the project schools are in the new district of Lamwo. As the project had started working with officials in the five districts, they suddenly needed to start working with a new set of officials in the four new districts. Additional resources were needed to support the new districts to implement their roles fully, which proved a challenge to the project budget. Fortunately, many—although far from all—of the officials of the new districts were assigned from existing project districts and already had some previous contact with the project. The fact that many of the officials in the new districts were already aware of the project was not always an advantage, as they expected the same level of support given to the original district.

The creation of new districts did not affect sustainability plans a great deal. The VSLA program and startup toolkits for vocational skills trainees were key sustainability strategies that did not depend on district support. The project also continued to work with the new districts to adopt the same district ordinances developed under the previous larger encompassing districts.

²⁴ See project document, Annex A, for details of the project assumptions. USDOL & International Rescue Committee. (2009). Project Document, Livelihoods Education and Protection to End Child Labor, LEAP. Washington, DC and Kampala: USDOL and IRC.

Table 1: LEAP Project Districts

Original and Continued Districts	New District Created
Lira	Alebtong
Kitgum	Lamwo
Moroto	Napak
Pader	Agago
Gulu	N/A

In terms of support for fuel for monitoring purposes, the AVSI staff in Pader also noted that they had to decrease the allocations to ensure that the needs of the original district were met, although training was also provided to all new officials where possible. Odd developments also occurred, such as in Kitgum/Lamwo. Officials from Lamwo did not want to join together in a training provided by Uganda National Examination Board officials from Kampala in the original district in Kitgum but wanted their own special training. Training was ultimately provided separately to district officials in both districts. The districts subsequently established a joint examination setting system, which ensures that there is peer review before the exam and joint marking of exams afterwards.

The development of the district ordinances on child labor and education was a good approach. Some subcounties have also even passed bylaws that obligate caregivers to pay a fine if they do not send their children to school.²⁵ Preparing and adopting a district ordinance is no small matter, as officials have to write their own ordinance, vote on it, and officially adopt it. More importantly, budgetary allocations need to be made to support enforcement of the ordinance.

The project developed Memorandums of Understanding (MOUs) with the new districts to maximize implementation to the extent possible in the new districts. Time and resource constraints, however, prevented the project from developing child labor and education ordinances in all the new districts in the same way that they had done in the existing districts. Any new officials who had not been associated with the project in the old districts were often less aware or convinced of the issues of child labor, so staff needed to take time to raise their awareness and involvement.

Routine reassignments of government staff compounded some of the issues that arose from the splitting of the districts. In Kitgum District, an ordinance on child labor and education was already underway when the LEAP project was initiated. Staff needed to continually follow up and provide technical support. As one staff member noted, “We were following the file all the way up to the Attorney General’s office in Kampala.”

Because of the splitting of districts, the project was partly unable to provide full support for ordinance development in the Karamoja District of Moroto. While the project had started to work on ordinance development in Moroto, the most committed staff members in the District Labour office was moved to the new district while some of the less convinced staff remained

²⁵ The country is currently administratively divided into 111 districts and the city of Kampala. The districts are subdivided into subcounties that are in turn divided into parishes or wards and further into villages, cells, or zones.

behind. Awareness raising and support are especially challenging in the Karamoja area because of the isolation of the region.

The project design was appropriate to ensure that interventions in the Karamoja region could be conducted even in its especially challenging context of isolation and continued insecurity because of cattle rustling. The project implemented awareness raising to reduce child labor in this region and, specifically, to discourage sending children to Kampala to beg. Real impact on the levels of reduction on children going to Kampala for begging are very difficult to assess, however. Karamoja evaluation interviewees reported that local leaders and projects such as LEAP struggle to stop children from going to Kampala to beg and estimate that there has been some decrease in the level of trafficking for begging.

The LEAP project database does not include a category to track former street children or beggars, although interviewees noted that a few former child beggars are enrolled in the LEAP project. Additionally, the LEAP project did not have a specific component to identify and reintegrate such children from Kampala back into their communities. The evaluation interviewees did note that there are still difficulties to help reintegrate children who had worked in Kampala back home, although some local NGOs do work on this issue. The Community Livestock-Integrated Development Consultancy has a program to bring such children back to the area and sponsor them so they can go back to school. Any future child labor project in the area should include attention to reintegration of child beggars back into their communities in the Karamoja region.

The Karamoja evaluation interviewees noted that, since 2006, they had seen some reduction in the security problems in most of the area. However, there continues to be inter-ethnic strife and the emerging industry of cattle rustling for commercial purposes. Karamoja is one of the poorest and least developed regions in the country. The harsh climate in Karamoja—which is dry, hot, dusty, and windy—also means that many teachers do not want to work in the area. The project design, including investments in Whole School Improvement Programs mean, however, teachers and children are potentially attracted to work in or attend local schools.

3.4 PROJECT ADJUSTMENTS BASED ON THE MIDTERM EVALUATION

The project adjusted implementation and strategy based on the findings—and most of the recommendations—of the midterm evaluation. The midterm evaluation found that the project's complementary and integrated strategies provided relevant methods for achieving its objectives and outputs, and that there were significant efforts to ensure compatibility with other child labor programs and activities. At midterm, the project was on track to meet its targets for withdrawing and preventing 11,275 children at risk of or involved in exploitative labor. The midterm evaluation found several challenges with the project's monitoring and evaluation system. The evaluation also found that the project did not have adequate funds to cover the cost of the project's livelihood component. The lack of suitable apprenticeship arrangements and vocational training opportunities were also identified as challenges.

Table 2: Midterm Recommendations and Project Implementation Responses

Midterm Evaluation Recommendations	Project Responses to Recommendations
Capture working hours for each student beneficiary on intake forms and every follow-up form by amending the process for follow-up and data entry	Intake and follow-up forms were adjusted to include working hours from February 2010. Verified by evaluator.
Monitor students closely on weekends and school vacations to determine their work status	Community mobilizers and teachers also verify on weekends and school vacations.
Conduct information-sharing visits and exchanges for LEAP project staff and other partners, teachers, and students between operational districts	<p>The project conducted:</p> <ol style="list-style-type: none"> 1. Information-sharing visit with ILO. ILO expressed appreciation and stated usefulness of the exchange during the final evaluation. 2. Moroto District representatives visited Lira District. 3. Gulu representatives visited Kitgum District, focus was on VSLA functioning. 4. Exchange visits between teachers and schools were also conducted.
Focus on action research for the remaining 2 years	Action research was/is being conducted, for example, on linkages between child labor, gender-based violence and child trafficking; five project-supported VSLA groups are being studied for possible relationships between increased income at the household level and a household's reliance on child labor; assessment of the project's teacher-training activities was conducted.
Scale up VSLAs in all districts.	The project scaled up the VSLAs with total of 90 groups, although limited resources prevent the VSLAs from covering all districts. In Moroto, the project started adding VSLAs to awareness-raising groups to cover all original districts. AVSI was unable to start a VSLA in Pader and Gulu because of AVSI budget constraints.
Monitor the employment options and opportunities for graduating students from vocational and apprenticeship programs	Tracer study of 70 vocational and apprenticeship students from first cohort conducted. Monitoring of results for later cohorts implemented.
Continue teacher training as planned for secondary schools, particularly in guidance and counseling	Continued teacher training and added training for secondary level teachers. In total, 456 teachers have been trained on guidance and counseling.
Reconsider the implementation of the apprenticeship model in all districts	In Year 3, an additional 145 children were enrolled in apprenticeships and 70 in Cohort 4, although AVSI's Pader and Gulu districts were not covered. AVSI noted that resources were inadequate for this, while IRC was able to source more external funding.

Midterm Evaluation Recommendations	Project Responses to Recommendations
<p>Provide further research to track the impact of remedial classes</p>	<p>Monitoring is implemented, indicating good pass levels. Final evaluation also found qualitative information from interviews supporting the usefulness of remedial classes.</p> <p>In two Primary Teachers' Colleges, 287 out of the 316 project-supported students who attended remedial classes passed exams. The college principals confirmed that this represented an improvement and attributed the success to the remedial classes.</p>
<p>Monitor and document the parent cost-sharing intervention during its pilot phase</p>	<p>Cost-sharing mechanisms are in place and being monitored.</p>
<p>Continue discussions with the National Curriculum Development Center regarding collaboration to infuse child labor and life skills into the secondary school curriculum</p>	<p>Child labor, life skills, and child protection have been integrated into the teacher-training curriculum at Kyambogo University. Formal integration into teacher curriculum is still passing through bureaucratic processing. Approval is expected late 2011. Integration into secondary school curriculum is not possible at this time, as changes have already been made recently and can only be made again in 10-year cycles.</p>

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IV EFFECTIVENESS

“We caregivers feel that the LEAP project was really a community project. We really feel it is ours. It has helped us to understand child labor, the implications of child labor, and even cultural practices like early marriages.”

—*Karamoja region parent, teacher, and district representatives*

4.1 MEETING OF PROJECT OBJECTIVES

At the time of the final evaluation, the project had already either met or exceeded the objectives and targets as stated in the project document. The project services were effective in meeting the needs of the target population identified in the project document, including children prevented and withdrawn from labor/trafficking.

The project withdrew and prevented 10,337 children from child labor in line with the project purpose on improved educational opportunities for targeted children and young people at risk of and engaged in exploitative child labor.

Table 3: Children Withdrawn or Prevented from Child Labor

Education Option	Children Withdrawn or Prevented from Child Labor		
	Girls	Boys	Total
Primary School	3,846	3,358	7,204
Secondary	1,110	1,132	2,242
Nonformal vocational skills training	340	277	617
Apprenticeship skills training	141	133	274
Total	5,437	4,900	10,337

Note: Data excludes dropouts.

Table 4: Children Withdrawn or Prevented by Type of Child Labor

Type of Child Labor	Withdrawn			Prevented			Overall Total	%
	Girls	Boys	Total	Boys	Girls	Total		
Agriculture	683	567	1,250	1,821	1,681	3,501	4,751	46%
Quarrying	96	106	202	405	373	778	980	9%
Brick making	29	97	126	202	187	389	515	5%
Selling on streets	73	104	177	283	262	545	722	7%
Charcoal production	0	98	98	233	0	233	331	3%
Herding	0	156	156	545	0	545	701	7%
Domestic work	202	28	230	353	503	856	1,086	11%
Fetching and selling firewood	113	0	113	0	311	311	424	4%

Type of Child Labor	Withdrawn			Prevented			Overall Total	%
	Girls	Boys	Total	Boys	Girls	Total		
Fetching and selling water	117	7	124	202	187	389	513	5%
Commercial sex exploitation	6	0	6	0	0	0	6	0%
Brewing alcohol	74	0	74	0	233	233	307	3%
Totals	1,393	1,163	2,556	4,044	3,737	7,781	10,337	100%

The number of children actually enrolled in the project was 11,945, but the project did report some children dropping out of the program. The percentage of dropouts from Cohort 1 was 8% of the total enrolled, 20% from Cohort 2, and 8% from Cohort 3. No children dropped out of Cohort 4. Overall, 10,337 children could be counted as withdrawn or prevented from child labor. Children who had dropped out of the program were originally counted as withdrawn or prevented in project reporting.

The reasons for dropping out were mostly because of migration (65%) and early marriage (12%), especially for girls. It is important to note that dropping out of the program does not necessarily mean that all such children also dropped out of school. The project estimates that the majority of the children moved away because of the process of returning internally displaced persons. These children may be enrolled in schools where the project is unable to trace them.

Table 5: Reasons for Dropping Out of Program, by Cohort

Reason	Cohort 1			Cohort 2			Cohort 3			Total			%
	Girls	Boys	Total										
Moved out of the target area or transferred because of return process	49	46	95	358	346	704	87	163	250	494	555	1,049	65%
Early marriage or pregnancy	31	0	31	134	0	134	26	0	26	191	0	191	12%
Need to work	6	3	9	23	13	35	14	3	17	43	18	62	4%
Taking care of a sick family member	0	0	0	9	7	16	1	0	1	10	7	17	1%
Lack of parental support	11	15	26	0	0	0	0	0	0	11	15	26	2%
Other	12	16	28	85	84	170	38	28	66	135	129	263	16%
Total dropouts	109	80	189	609	450	1,059	166	194	360	884	724	1,608	100%
Total enrolled	1,173	1,098	2,271	2,689	2,578	5,267	2,431	1,906	4,337	6,293	5,582	11,875	N/A
Dropouts (%)	9%	7%	8%	23%	17%	20%	7%	10%	8%	14%	13%	14%	N/A

4.1.1 Output 1:²⁶ Improved Awareness About the Value of Education and Negative Effects of Child Labor

The project worked with 52 awareness-raising groups. At the time of the final evaluation, the project continued to work with 23 women and youth groups to carry out awareness raising in the community. In 34 project schools, the project also supported dance and drama clubs or other school clubs to raise awareness among the school community in the targeted districts. The project conducted training on the detriments of child labor, mobilization skills, benefits of education, child protection, and roles and responsibilities of community groups in child labor monitoring to enable the groups to develop their awareness-raising skills.

During the reporting period ending in September 2010, for example, the awareness-raising groups had conducted 62 campaigns in surrounding communities, reaching 14,273 people (7,794 females and 6,479 males). The groups conducted 58 campaigns, reaching 7,419 people (4,200 females and 3,219 males) during the last reporting period ending in March 2011. The project is commissioning a knowledge, attitude, and practice survey to measure the impact of the awareness-raising activities. The survey will be finalized before the formal end of the project.

The final evaluation found that interviewees ranging from district level to communities and children were well informed on the issues of child labor. Children were able to cite the disadvantages of child labor and the importance of education. PTA leaders and SMCs were also trained on child labor issues, with special attention to the advantages to education for girls.

4.1.2 Output 2: Improved Quality of Education Options

The project assisted 40 schools with improved learning facilities through the Whole School Improvement Program, exceeding their target by 25% and likewise exceeded training of teachers and other personnel by almost 30%.²⁷ Improvement of learning facilities included construction and renovation of classrooms, teachers' housing, dormitory renovation, toilets, girls and boys bathing rooms, renovating science laboratory and provision of equipment and materials, and textbooks in accordance with individual school plans. The project refers to the school development plans as "Whole School Improvement Plans." In some schools, there were already some school development plans when the project started, which were improved with project support. In other schools, new Whole School Improvement Plans were initiated. Children reported an improvement in the way they are taught since the availability of more textbooks, for instance, meant that they did not have to share textbooks with other classes.

Types of teacher training included guidance and counseling to provide psychosocial support for pupils, child labor and child rights, life skills, making low-cost and/or no-cost learning aids, learner-centered methodologies, and the national teacher's code of conduct. The number of students who attended remedial classes to pass essential national exams marking the end of

²⁶ The project uses the term "outcomes" to refer to expected results instead of using the term "outputs" as they had in the project document. Here we have preferred to use the terminology of the project document.

²⁷ For a total of 2,985 trained, although many teachers received more than one training.

primary and junior secondary education was more than triple the target. The project met the target of 65% of students who passed the exams.

4.1.3 Output 3: Access to Education Is Increased for Children Engaged in or At Risk of Child Labor

Output 3 includes attention to the development and implementation of school improvement plans and the improvement of livelihoods of households and graduates of nonformal education and apprenticeship programs. As stated in Section 3.2, readers unfamiliar with the project may note some confusion and overlap with Outcome 2, which also includes references to school development plans. The project reached its target of working with 40 schools on Whole School Improvement Plans.

In practice, the livelihoods component of the project focused on two means of providing support for improved livelihoods (i.e., the VSLA program and the vocational and apprenticeship training program). The project mobilized these members to save and borrow to start small IGAs, although, as will be discussed in Section 3.2, not all members were able to use their savings to invest in IGAs. Matched funding from the Oak Foundation enabled the project to work with additional VSLA members. The project established 90 VSLA groups, of which 10 are in Lira and 80 in Kitgum and Lamwo districts, with 2 more being developed in Moroto. The current groups receiving support have 2,480 members, but some households have more than one member so that 2,404 *different* households were reached. Member households have an average of five members, so the project has been able to reach 12,799 individuals.²⁸ In terms of gender, 81% of the members are female and 19% are male. Of the VSLA members, 981 have children who are enrolled in the project.

At first, vocational education was mostly organized through nonformal vocational schools, but many of the children were unable to benefit fully from the programs because of low existing educational levels. A total of 637 children benefited from the nonformal vocational skills training. Because of the challenges of children to benefit fully from the nonformal vocational skills training, the project switched to informal apprenticeship methodologies benefiting an additional 275 children. In total, 912 children benefited from either vocational or apprenticeship skills training. All of the 912 students also benefited from business skills training. Graduates were provided with toolkits to enable them to start their own IGA or easily find employment. Section 4.2.10 reviews the results of a study on the impact of the vocational and apprenticeship training on the beneficiaries.

4.1.4 Output 4: Monitoring of Children Improved Through Information Sharing

Under Output 4, the project target was to establish child labor monitoring systems in all five original project districts, which has been reached. Children are monitored with the support of the District Labor Officers, District Inspectors of Schools, District Education Officers, and other

²⁸ Counted as household members (i.e., 2,404 VSLA households with an average of five family members per household for a total of 12,799 individuals).

district staff. PTAs, SMCs, and Child Protection Committees, as well as teachers and other community leaders, are also associated.

So far, nine workshops have been held at local and national levels to disseminate lessons, findings, and good practices on providing education for children withdrawn and prevented from exploitative labor. As the project ends and develops the final lessons learned and good practices, more workshops and disseminations will be carried out to reach the target of 18 workshops.

4.2 ANALYSIS OF SUCCESS AND UNDERACHIEVEMENT OF EACH OF THE OBJECTIVES AND DIRECT ACTIONS

The project has had some concrete and real successes. Context-specific good practices to support the effectiveness of the services were identified and are interesting for other countries, but particularly with regard East African or other African contexts. There was real involvement of all key stakeholders at district, school, and community levels using existing district offices and community structures. The project used a combination of methods for direct actions, thus adding value instead of relying on only one action method. Training of teachers on teaching skills, counseling, and other subjects was effective. Particularly effective was the teacher training on examination techniques and support with typewriters and duplicating machines to prepare exams. Whole School Improvement Plans improved the quality of the education in the schools and drew children into schools. Members of SMCs and PTAs stated that training on school development planning and school management techniques was useful.

School head teachers report an increase in enrollment, with the exception of locations near former camps from which children moved back to their home communities. As one head teacher of a girls' school in Alebtong (formerly Lira District) stated, "Now enrollment has increased. We have also improved the children's spirits and interest so that they are more inclined to continue with their education." In Lira District, teachers and SMC/PTA committee members also reported an increase in enrollment and a decrease in child labor. In Kitgum and Lamwo (formerly Kitgum District), district officials spontaneously mentioned increases in enrollment in the project areas. Teachers in Pader likewise noted that enrollment "has really increased over the last 2 years."

Some project actions could still be improved in the context of the challenging environment of Northern Uganda. These include the vocational/apprenticeship skills training and issues surrounding support with school fees and scholastic materials, which are considered helpful but high costs influence full effectiveness. VSLA actions are necessary for reducing poverty and helping with sustainable responses to cover schools fees, but VSLAs are not sufficient enough to address all requirements of all the VSLA members.

4.2.1 District Official Involvement and Capacity Strengthening

The evaluator assessed the district-level involvement and commitment of officials to be one of the project's strongest components. District officials in all areas visited, as well as the officials from the Karamoja region met just before the stakeholder meeting, indicated an exceptional level of interest and support for the project. While much of the credit goes to the project, other factors also play a role. Decentralization is relatively advanced even though financial and human

resources are still limited. Lira and Gulu project districts already had District Child Labor Committees, although they still functioned at different levels. The project provided support for the establishment of District Child Labor Committees in the districts of Pader, Kitgum, and Moroto. Officials already have a basic level of training on various development issues through government and other donor programs, which makes it easier for the project to build on their knowledge and increase awareness. Given practical support for fuel to the district, officials were able and willing to support the project actively in the field instead of remaining in their offices.

District officials lauded the project for working with them to develop the project from inception and continue throughout implementation. Officials stated, for example, “The involvement of our offices has been intensive from the start.” The project assisted community structures such as the PTAs, SMCs, and Child Protection Committees to link to district government efforts. Training on child labor awareness, child sexual abuse, monitoring of child labor, and other issues was conducted with district and subcounty staff as needed. Project staff also worked with district officials to discuss their roles and responsibilities in terms of child labor within the larger context of their work.

The district officials provided technical input into the project, acted as facilitators in training courses,²⁹ and assisted with monitoring schools and child labor incidence. One district police official noted that the police had been included in the project through training of community police, coordination meetings, and support to write ordinances and to enforce the laws. The police official reported that, since December 2010, 120 cases of child labor had been reported until the evaluation meeting in June. Of these 120 cases, some were handled at community level while 40 were taken to court and 20 were handled officially by the District Labor Officer. Project staff did state that it was challenging to promote the enforcement of laws and regulations, and they emphasized that much more work is needed to put them fully into practice. District Center Coordinating Tutors who are normally attached to the Primary Teachers’ College provided training for teachers while the District Labor Officers conducted labor inspections, including attention to child labor.

The most important district activity for long-term impact was the development of the district ordinances on child labor. It is important to note here that adoption of the ordinance is only the first step. The ordinance will require budget allocations to ensure implementation and enforcement of the ordinance. The district officials do appear to be capable of enacting the ordinances in practice, but additional district financial resources will be needed to ensure full implementation.

4.2.2 Community Capacity Strengthening and Participation in Selection and Implementation

At community level, the project mostly concentrated on capacity strengthening of SMC and PTA community structures. Some Child Protection Committees were also associated, but the project focused more intensively on the SMCs and PTAs. In line with project strategies, staff worked with existing community structures, although a few temporary committees on infrastructure development and selection of beneficiaries were established. In Lira District, for example,

²⁹ Such as on management of SMCs and PTAs.

the SMC, PTA, and local leaders stated that they had received training on school management, monitoring of child labor, education management, and a “Safety at Home and at School program.”

The project provided training for the PTA and SMC, including head teachers, on the management of their organizations and schools. Training was provided on the development of Whole School Improvement Plans, roles and responsibilities of PTAs and SMCs, and financial management. The same groups also received awareness raising on child labor and the education of girls. The training was conducted by the Center Coordinating Tutors. Anyone can be a member of an SMC or PTA, whether they have gone to school or not, although most members are at least literate. As some district officials from Pader remarked, “They have done a tremendous job of training them, although every 2 years a new group comes in who also needs training.” As part of a sustainability strategy, the project agreed with the education officials that the officials will take over the training role. Other officials noted that they had seen a real improvement in functional school management because of the project.

The project accurately identified and targeted children engaged in or at risk of working in the target sectors identified in the project strategy. Children working in agriculture, trade, construction, domestic work, hunting/fishing/herding, brewing beer, and commercial sexual exploitation of children were included in the project.

Several officials, teachers, and community leaders complained that they were not sufficiently involved in the selection process for the first cohort. However, they did say that this had improved over time. Although not ideal, it is understandable that a less inclusive approach was initially adopted. Work plan time limitations and the fact that the project also had to raise awareness and provide training on identification and monitoring meant that the project could not wait for these efforts to be fully effective.

Community and district involvement was crucial to identify the neediest children adequately. The need for support is great in the project areas and it was challenging, even painful, for staff to identify the most vulnerable children. The project adopted a multitier system of initial identification in communities followed up by individual verification interviews with the children themselves. A community selection committee then finalized the list of children to be included in the project. Teachers were a good resource, but the most effective good practice was the individual interview by project staff. As one district official pointed out, “It turns out that less needy children were exposed through the individual interviews.” Most children interviewed for the evaluation reported that they had first been approached by their Local Councilor (LC) Level 1 to apply to the project. LCs are popularly elected officials who work at community level.³⁰ The LCs are often well respected, so their involvement is considered crucial to project success. Some children also reported that they had been approached initially by project staff.

³⁰ Local Councilors (LCs) are organized by level of the governance structure in Uganda. Village-level elected rural Local Councilors are Level 1, at the next level of Parishes they are Level 2, and at the subcounty level they are Level 3. In most cases, interviewees referred to Local Councilors at Level 1, although some Parish-level LCs were also active in supporting the project with beneficiary identification and monitoring.

The children met during the evaluation all appeared to meet the essential criteria set by the project, including on child labor and/or vulnerability to child labor. Many children reported that they were orphans, had been working, were from child-headed households and/or caring for sick family members. Some also stated that they were former abductees or that some of their siblings had been abducted. Some jealousy was detected among the children who were not selected, but they did not strongly harass the children who had ultimately been included in the project.

4.2.3 Analysis of Awareness Raising

The project used several approaches to raise awareness on the need to eliminate child labor and on the importance of sending children to school. The primary channels for awareness raising were through community-based and school-based music and drama groups. The evaluator visited four different community awareness groups, all of which reported performing at least once a week over the course of the previous 3 months and also witnessed performances by children in all schools visited. District and community officials, leaders, teachers, and project staff also participated in individual and group awareness-raising efforts. In communities and schools, special events such as World Day Against Child Labor and Day of the African Child were used as conduits to spread messages through performances and speeches by district officials and community leaders. Some posters and small metal signs, also locally called “talking compounds,” with messages placed strategically on school grounds and some radio broadcasts, were also employed. On the individual and household level, awareness raising was conducted through counseling of caregivers and children on child labor and education. Such counseling was conducted at the beginning of the project during the beneficiary identification process and while conducting monitoring in the villages.³¹

In line with the project policy of working with preexisting groups, the community groups consisted of adults—mostly women—who had already established music and dance groups. In one case, a group member laughingly stated, “We wanted gender sensitivity, so we now have two male members.” The project provided training and some resources to the groups so that they could raise awareness in communities in their surrounding localities. The groups received costumes, musical instruments, and other items while also receiving a small stipend to cover their other costs. In the case of IRC, transport and refreshments were provided to the adult community group members when they conducted awareness raising. Child music and drama clubs mostly performed in their own schools and at community events.

Final evaluation interviewees such as primary school caregivers, PTA and SMC members, and district officials noted that the general awareness of community members on the importance of education has improved. Awareness raising on education was spontaneously mentioned more frequently than child labor, although interviewees were able to cite a list of the detriments of child labor when questioned directly. Children in primary schools in Lira and Pader districts and Karamoja region stated the following, for example:

- “Child labor undermines our rights as a child. Our rights are the right to be at school, to shelter, clothing, medical care, right to be guided, right to nonviolence, right not to be discriminated.”

³¹ Conflict, Early Warning and Response Mechanism, 2011

- “Child labor is not good for us. You carry things which are overweight, you become weak, and your strength becomes low. It makes you not grow up well.”
- “We say no to child labor because children should go to school.”
- “You do not read books if you are in child labor.”
- “When we are in child labor, we get married early.”
- “Child labor is bad because it is making children lose their lives. Like when you try to dig for sand, it can collapse and cover you. I know two children who died that way. When they dig them out, they are already dead.”

Child labor was said to lead to early marriage because, as one child noted, “You get married early because you see it as a way to relieve yourself of all that work. Depending on the problems in the marriage, you may also have to work there though...”

Adult stakeholders stated similar points to describe the negative aspects of child labor. A head teacher of a primary school Kitgum town council remarked that he had noted that people who used to go to the villages to try to find children for domestic work now needed to hire adults instead. Although this statement is just a single comment by one person, it is still an interesting observation. A project end-line survey could ascertain the veracity of this statement on a wider level.

Aside from the acquired understanding on child labor and education, the awareness raising also had other advantages. Some members of women awareness groups stated that it helped them to get to know people in other communities. Project staff also noted that interactions during awareness raising contributed to creating more unity among alienated communities after their return from the camps to their former villages. Some teachers reported that having music and drama performances in schools brought the community closer to the school because community members come to watch. Schoolteachers also noted that participation in sports competitions created friendship among schools benefiting from the IRC support. Small LEAP project investments like the funding of 10 boxes of mineral water for the school competitors had a high return. Such project efforts contributed to good will in the schools and increased recognition of the subjects that the project promoted.

The community awareness-raising groups were popular in the communities, attracting sizable audiences as they passed singing and drumming down paths and streets until they reached their performance locations. One group stated, “People always come in large numbers because of the drummers and dancing. Every time we go back, there are more people because they want to see and hear us.”

Most adult groups have approximately 30 members, of which at least two-thirds are active on a regular basis. One typical group reported to the evaluator that they had started the group when they lived in a camp and “had nothing to do and found that mere sitting was hard.” A project staff member had seen them perform and suggested that they could also do dramas on subjects such as child labor, education, and early marriage. When the group left the camp, several

members returned to the same community. Their local school reopened and the group started performing songs and dramas to sensitize the local population on the issues. Several of the awareness groups have also started VSLAs and include some caregivers of project beneficiaries. In one case, a group stated that five of their members had children enrolled in the project.

Members of the awareness-raising groups interviewed stated that audience members often ask them how they can also obtain support so that they can send their children to school. They note that there is a clear interest in sending children to school instead of child labor, but that many caregivers are too poor to do so. There was a certain level of frustration among some of the awareness group members that they could not do more to help such caregivers. Group members stated that they still tried to advise caregivers to try hard to send their children to school. Groups also noted that if they had more access to transport, they could do much more awareness raising.

School music and drama groups developed songs on child labor, education (particularly of girls), early marriage, and other rights issues. Children in such groups also received costumes and musical instruments. While the children stated that they mostly perform at school, several also told the evaluator that they sometimes sang their songs at home. In one case, a boy said, “My father asked what I was singing about, so I told him. My father then encouraged me to keep singing for others so that they should also stop child labor.”

In several locations, children and other stakeholders emphasized the point that awareness raising should not be seen as a series of short events during a limited period. District officials in Lamwo also noted, “These people were in the camps for a long time, so it really took time for them to appreciate the purpose of this project. Even now, there are some who are not yet fully convinced. Much as we have increased enrollment, the need is still there. There are still some who take their children to work in the gardens during the rainy season. That is a very big challenge and needs a lot more effort.” Even where some caregivers are convinced and send their children to school, they may not be active in their community to convince their neighbors to do the same. A Kitgum District head teacher noted, “Caregivers need further and continued sensitization on child labor. Some people think that if their child is in school, it is not a problem what their neighbor does.” Children in one group likewise noted that their caregivers are “now more aware of the importance of our education, but there should still be continued awareness rising. The reason is because some of them are drunkards or uninterested, and they do not think of how important school is for us.”

Another challenge included the difficulty of translating the term “child rights” into local languages. The current most common translation tends to give the impression that the child is given power over their caregivers as opposed to rights. This gives caregivers the impression that there is a role reversal with children dictating parents, and this causes them to resent usage of the term.

Lira District officials were happy to report that they had participated in radio programs on child labor with sufficient coverage to reach Southern Sudan, although they said a possible language issue could interfere with understanding the broadcast. One awareness-raising group proposed that they could also be facilitated to perform songs and drama on radio shows. Although the project was able to include some radio programs during implementation, this area could be further developed in potential future projects.

The project has integrated the principal module of the ILO Supporting Children Rights Through Education, the Arts, and the Media (SCREAM) toolkits into their awareness-raising component. ILO trained project staff, who in turned trained Center Coordinating Tutors. Uganda has 45 public Primary School Teachers' Colleges, which have almost 550 coordinating centers staffed by a Center Coordinating Tutor serving an average of 18 schools.³² The Center Coordinating Tutor worked with the project to provide training on SCREAM with schoolteachers. Although the evaluation was unable to verify the use of SCREAM in every single school visited, some schools in Kitgum and Pader districts reported that they had not received SCREAM training.³³ Children in one Kitgum school were aware of SCREAM, however. The SCREAM toolkits are detailed and very useful, even including a special module on HIV and child labor that was originally developed by ILO in Uganda and Zambia. Given the usefulness of the range of SCREAM toolkits, it is advisable for SCREAM to be more thoroughly integrated into the awareness-raising methodologies.

4.2.4 Formal Primary and Secondary School Attendance Support

“During free days, I used to work to get my supplies and fees and could not do so well in school, as I had to keep worrying about having to go and work. LEAP has made my life and studies easy. I am at school full time. They even give us sufficient books and supplies, uniforms. I have peace in my heart.”

—*Female secondary school student*

The project elected to work only with public schools with special focus on schools willing to commit to a close involvement with project. The project paid special attention to “core schools,” which received extra attention with construction and other physical support. So-called “neighboring schools” were also given some support, such as training, but were less intensively supported. The project was able to focus on obtaining substantial results in key schools, in line with recommendations from an earlier IRC child labor project.³⁴

The project did not provide any support for alternative basic education, preferring instead to mainstream children either back into the formal system or into vocational education/apprenticeship skills training. The principal reason was that experience from another NGO on alternative education had not been positive, and the government has not yet approved such alternative education programs.

As in most countries, the provision of school supplies, uniforms, and support with school fees has been crucial to ensuring that beneficiaries stop child labor and return to school or that they are prevented from child labor. Children and other stakeholders all noted the usefulness of the school kits, which included school bags, exercise books, textbooks, pens, pencils, rulers, mathematical sets for secondary school students, and sanitary pads for girls. Schools received

³² Winkler, D., & Sondergaard, L. (2008). The efficiency of public education in Uganda. Washington, DC: World Bank. Retrieved from <http://info.worldbank.org/etools/docs/library/244476/day7Uganda%20Efficiency%20Study.pdf>

³³ Given the lack of time and wide range of issues to be covered, it was not possible to address this issue everywhere.

³⁴ The ORACLE project.

textbooks for their libraries and teachers, sports equipment such as goal posts and balls, laboratory equipment and supplies, and chalk for use in class.

The uniforms were appreciated. As one parent stated, “When you see our children now, they are in uniform. Without it, they might be in rags and do not want to come to school.” Some evaluation interviewees did comment that the single uniform provided per child was not sufficient, as it wears out before the end of the school year, is hard to replace, and is difficult to keep clean. Children also received a sports uniform. The project was careful to ensure that there was a high level of transparency with respect to uniform distribution. In Pader, a secondary school head teacher noted, for example, that a supplier would be provided with a contract to make the uniforms and that project staff would cross-check all of the uniforms and distribution.

Project staff and district officials note that the financial claims placed on caregivers by schools are still very high, often excessive. Caregivers in Kitgum, for example, reported that school officials sometimes send the children back home to get more money. Many stakeholders did note that, particularly in secondary schools, the project does not cover many fees. Some children stated that it was difficult to get their caregivers to provide money for these extra fees. In one group, children reported that caregivers said things such as, “We are feeding you and you want to go to school, so you have to find your own fee.” Additional fees include dormitory fees for children staying in schools away from their homes, educational outings, meals, and computer classes in at least one secondary school.

The project director reported that some schools even raised their fees because they felt that children were better able to meet the costs because of the project. The project took direct action to address these complaints by meeting with the schools concerned to resolve the issue. In one case, children had also been sent home with the message that the project had not paid their fees, but fortunately the children’s caregivers realized that they should verify this with the project. The LEAP staff confirmed that the money had in fact been paid and followed up with the school.

4.2.5 Remedial Education and Examination Support

According to teachers and children, the remedial education program for children to assist with preparing for exams was particularly helpful and had good results. Teachers receive a stipend and some materials to teach their remedial education lessons. As a head teacher in Pader pointed out, “The remedial program for about five students per group is very demanding, but [it] really boosted the performance.” Several schools reported that, in addition to more children passing the exams, they had more students who not only passed but also had very high marks.³⁵

One group of children sadly related that they are not receiving extra support to prepare for exams because the project is ending, so there is no time to fit in a remedial education program for them. A sustainability issue is already apparent in this situation. Teachers have high workloads of 65 to more than 100 students per class, so teaching remedial classes voluntarily is not a priority. Unless the government or other agencies provide a stipend, few caregivers can afford to send their children to tutoring classes in these extremely poor areas.

³⁵ In what teachers call first- or second-level pass marks.

Although the remedial education has been beneficial for the project children, another approach has also had good results. Entire schools benefited from training on improving giving and taking tests and exams. District officials, PTA and SMC members, children, and teachers lauded the training provided to teachers. Trainers trained teachers on how to develop a good test or larger exam while also ensuring that teachers could guide their students on test-taking tactics more effectively. The course started with the practical question of why children fail, and then helped teachers understand how to improve pupils' exam outcomes. As one PTA member noted, "We saw a very big difference after that." Teachers reported that before the training, children had no idea how to approach taking a test, which often resulted in poor marks. Some schools were provided with a typewriter and duplicating machine to support testing. Teachers in some schools, such as in Pader District, stated that they had not received any training on examination techniques. Given the effectiveness of this good practice, it is certainly worth replicating, particularly as it benefits a large number of children.

The evaluation TOR also included a request to verify the effectiveness of alternative basic education, but this model was ultimately not implemented in the project. Alternative Basic Education in Karamoja was a Save the Children initiative to assist children to transition back into formal schools, but transitioning was still found to be a problem. Children were expected to pass a formal government examination before transitioning back, but many were unable to do so. The program has not yet been approved and recognized by the Government. The project, therefore, determined that it was better to transition children straight back into formal schools. The result was that some older children were in much lower grades, and many needed remedial education, but no major psychological or social impediments were identified. Given the large number of children in similar circumstances, being somewhat older than classmates is not a great problem. The challenge of being significantly older, however, was mostly addressed by integrating such children in the vocational or apprenticeship skills training program.

4.2.6 Life Skills Training

The project implemented a life skills development component with vocational education, apprenticeship, and formal school students. The emphasis of the life skills component was on project beneficiaries, but other children also attended sessions. An awareness-raising group in Kitgum held life skills discussion meetings with 210 girls in June 2010 and 68 children in January 2001.³⁶

The project developed a life skills manual based on UNICEF and experience, but content was informed by the IRC/AVSI field locations to ensure that contents were locally appropriate. The field staff was then trained on implementing the life skills programs in schools, training 98 teachers from six primary schools in Kitgum and Lamwo districts. Further, 180 children (90 girls and 90 boys) from the same six primary schools received training on life skills to enable them to be aware of themselves and the environment in which they live and to overcome the challenges that they encounter.³⁷ In Pader District, teachers in one secondary school noted that

³⁶ Topics discussed included decisionmaking skills, dangers of HIV and AIDS, sexual abuse, and teenage pregnancy.

³⁷ Topics included self-awareness, body changes, managing feelings and worries, rights and responsibilities, keeping you and your friends safe, and others.

they had not yet received training on life skills. However, they did recommend, “There should be some type of life skills training so that they can have more self-confidence and skills.”

4.2.7 The Project’s Effectiveness in Meeting the Needs of War-Affected Children

All of the children in the project areas were affected by the war in different ways. Children who were abducted and able to return clearly experienced the most trauma, but those left behind were also affected. Several stakeholders stated that many children do not want to discuss their experiences of the war and do not want to come for counseling. Some teachers stated, for instance, that children will not say that they were affected by the war individually but, instead, simply say that they were all affected by it. Such attitudes are actually common in post-war situations around the world, as discussing the trauma may simply cause the child to relive it and can even worsen the trauma. Research on post-conflict trauma indicates that it is not always useful to push counseling in such circumstances.³⁸ Experts now often consider that providing support for income generation, education, and training is more meaningful to help reintegrate the children.³⁹ The overall project design to address issues of livelihoods, withdrawal and prevention of child labor, and increased access to education are all beneficial to the children in these former warzones and fully correspond to recommended methods.

Given the special difficulties that children in Northern Uganda have faced, the inclusion of training for teachers on psychosocial counseling is still, however, relevant for those children who wish to access such assistance. The children often still suffer from post-traumatic stress, which is exacerbated by their poverty, possible impact of HIV on their household, and other issues in their environment. When the evaluator was interviewing one former abductee and project apprentice student, he suddenly started to cry as he related how he was trying to help his little brother—also a former abductee—pay for schooling with his new IGA. Project staff also reported that children might suddenly burst into tears when discussing subjects that are not directly related to their trauma.

The training of teachers on counseling techniques ultimately has had good results, although there is still a question of whether teachers are always the best sources of counseling. Teachers must also act to maintain order in their classrooms and, even if they do not resort to corporal punishment, they can still be formidable authority figures to a child.⁴⁰ As the evaluator was somewhat skeptical of the effectiveness of teachers as counselors, children themselves did state that they went to their teachers for counseling. Project staff also reported that, in the beginning, they also feared that counseling might not work because it might be the same person who disciplines the child in class. However, the SMC and PTA monitor discipline and counseling, which has helped. Most of the problems that children share with their teachers are practical and concerned with how to approach issues at home. Counseling is not conducted frequently.

³⁸ Shanahan, F. (2008). Cultural responses to the reintegration of formerly abducted girl soldiers in Northern Uganda. *Psychology & Society*, 1(1), 14–28.

³⁹ Ibid. See also Annan, J., & Blattman, C. (2006). *Protection in Northern Uganda: Findings from the survey for war affected youth—A report for UNICEF Uganda*. Kampala: UNICEF.

⁴⁰ See Section 4.2.9 on corporal punishment.

Some teachers reported counseling about four children over the previous 3 months, although some children were counseled more than once.

An arts teacher emphasized that he found that children often express their problems in their drawings, a point that is also in line with the purpose of the SCREAM tools, although this particular teacher was not aware of SCREAM. The teacher stated, “If I notice any content in their drawings that is problematic, I will call them to discuss with them.” Increasing the use of drawings such as in SCREAM can be useful to help children express their problems beyond practical issues, if needed. Teachers report that they also sometimes ask caregivers to meet with them, or teachers will sometimes visit a child’s home to talk to the caregivers if there is a clear need to do so.

In some schools, the project has constructed a counseling room, which helps children have privacy if they need to talk. In a Kitgum primary school, for example, teachers had allocated a space where they put a tablecloth and other items to make it friendlier. In other schools, teachers report having to talk to children under a tree.

In both Pader and Lira, teachers noted that the former abductees were mostly included in the earlier formal school cohorts. There were also several former abductees among the vocational and apprenticeship beneficiaries.

Teachers mentioned that their improved teaching skills were an important project benefit since they found they were not only more able to effectively handle the huge classrooms of children but also more able to handle traumatized children. One head teacher in Pader remarked, “As far as the former abductees were concerned, we had to keep their background in my mind. If you are too tough with them, they will become belligerent, so we needed to do more counseling, especially also of the war-affected child mothers who need a great deal of assistance.”⁴¹ Kitgum project staff likewise noted that teachers found it difficult to handle some of the returned abductees and needed to learn how to communicate with such children patiently. A staff member cited the example of a young girl who acted aggressively whenever she felt other children were unpleasant toward her, telling them that they had no idea how many people she had killed... The girl in question is now calmer and able to function better in groups.

Some stakeholders stated that the project was beneficial to address the issues of the war, but that the larger context of regional peace and the efforts of other agencies was also helpful.

4.2.8 Whole School Improvement Program

The Whole School Improvement Program has been very effective in terms of improving the quality of education and creating community ownership. Whole School Improvement Plans or similar school development plans, are often already developed in schools as part of the Uganda Government education improvement programming.

The project worked intensively with schools and community structures such as SMCs and PTAs to develop or improve the Whole School Improvement Plan. The project promoted a linkage

⁴¹ Girls who were used as sex slaves during the war.

between the Whole School Improvement Plan and child labor issues by focusing on aspects that would help support linkages to project components, such as on examination technique improvement (see Section 4.2.5). In the case of examinations, this included the provision of duplicating machines and typewriters, which were appreciated. It is important to state that support such as on infrastructure, textbooks, and secondary laboratory equipment helps improve the quality of education.

The project Whole School Improvement strategy approaches schools as units embedded in their communities. Developing or improving the Whole School Improvement Plan involves working with the school community and children to determine, “what they want their school to look like.” The project helps the stakeholders prepare a plan, perform social mapping, and perform costing for plan implementation, including where supplies would be sourced and community contributions.⁴² The Whole School Improvement Plan also included an assessment of the need for teacher training on issues such as handling large classes, learner-centered education, child labor, children rights, and the teacher’s code of conduct.

According to stakeholders, the improvements in the quality of education contribute to reduced child labor by increasing the attraction of schools. Improved schools were also said to contribute to greater interest of teachers in their work, thus reducing their own absenteeism.⁴³ After direct funding of children’s fees for school and supplies, the material support⁴⁴ of the Whole School Improvement Plan was cited as the most important project contribution. Teacher training was also appreciated and should not be underestimated.

While there are a relatively high number of schools in the area, many remain dilapidated because of the civil war in Northern Uganda. In fact, several schools that the evaluator visited had been used by rebels as staging areas for attacks during the war. Stakeholders pointed out that the need for improvements in schools in their locality is still very high. The high rate of population increase in Uganda also contributes to the ever-growing need for additional classrooms and other education development. An interwoven set of circumstances of returning families, need for renovation and building, additional trained teachers, and difficult socioeconomic circumstances placed great demands on the project. Given the continued challenges in the region, there is still a need for continued support in schools in the project areas.

The project faced some challenges in supporting the Whole School Improvement Plans, as schools wanted to have all of their wishes granted immediately. One project staff member stated, “People begged us to do it all, saying that they had just returned to the area after the war and had nothing. It was very difficult to explain to them that the available funding was limited.” One advantage of the limited funding was that the communities realized that if they wanted more of their Whole School Improvement Plan to be realized, they would need to contribute actively themselves. Through a series of meetings, community members gradually proposed support, such as digging and transporting sand as well as making and burning bricks. The staff member further

⁴² Such as labor and transport of materials.

⁴³ An assessment of the actual impact of the Whole School Improvement Program on reductions in child labor and teacher absenteeism is difficult to conduct objectively, as these changes were also accompanied by other forms of support and local development initiatives (including by other donors).

⁴⁴ Infrastructure, desks and chairs, textbooks, teaching materials, laboratory equipment and reactants, sports equipment, bathing buckets, etc.

remarked, “Even when we are gone, they will respect us and will own the building. The approach was really great and a real community effort. Because of that ability to lobby, they have also been able to lobby other agencies like UNICEF to help them.” Similar statements were also made in other localities visited during the evaluation.

4.2.9 Teacher Training

Another project good practice was centered on teacher training in subjects such as teaching activity-based teaching methods using local materials, psychosocial counseling, life skills, awareness raising regarding child labor and education, HIV awareness, importance of girl child education, and teachers’ code of conduct. In the Karamoja region, a special course on alternatives to corporal punishment was also conducted, while in the other districts the avoidance of corporal punishment was integrated into other courses.

While this good practice can be replicated elsewhere, it is also important to note that Uganda has a system in place that enables an agency such as IRC to use existing public sector trained local specialists to train the teachers.⁴⁵ District Education Officers, other specialized district staff, and Coordinating Center Tutors could provide training to the teachers. The principal reason that training for teachers is not conducted more frequently is because of lack of resources, so the project provided some support to complement government resources.

One detriment is the turnover of teachers resulting in some teachers in project schools not receiving any training while there was no system in place to train them. Staff members report that, in one instance, a group of teachers was transferred to a non-LEAP project school. As a result of lack of sufficient time and resources, remaining staff members were unable to ensure that all of the new teachers received training. Although it can be argued that teachers should train each other, in practice this has not happened. The development of a mechanism through which teachers can be assigned to train new teachers in a particular subject is recommended for future projects.

Although children do report seeing a difference in how they are taught, the course on using local materials to implement action-based learning has not been implemented substantially. Given the difficulties in teaching large classes and preparing such materials, the motivation of teachers is not sufficient to implement these methods. Despite this observation, PTA and SCM members do note that there has been improvement in teachers’ effectiveness in sharing their knowledge with the children.

The issue of corporal punishment is a very challenging one in Uganda, as it has been very deeply anchored into children’s socialization process.⁴⁶ Many caregivers are convinced that it is necessary and may take a child to be physically disciplined by teachers or even to the police. Official guidelines against corporal punishment exist in schools, although there is no formal law against the practice. The evaluator did not explicitly ask children whether they received corporal punishment in school, but in several cases the children raised the issue themselves. In one school,

⁴⁵ See Section 4.2.3 on Center Coordinating Tutors for Primary Teachers’ Colleges.

⁴⁶ Global Initiative to End All Corporal Punishment of Children. (2011, March). *Uganda: Country report*. Retrieved from <http://www.endcorporalpunishment.org/pages/pdfs/states-reports/Uganda.pdf>

children complained that their teachers reprimanded them by caning on a regular basis. The issue appears to have become relatively more serious recently with the arrival of a new head teacher who wanted more discipline in the school. The project has already conducted follow-up and is working to eliminate the problem in the school concerned. In other cases, children spontaneously reported that they were happy that, since the project has been working in the area, corporal punishment had reduced significantly. District officials in the districts visited during the evaluation also spontaneously noted a change in corporal punishment levels in project-supported schools. Children from the Karamoja region even reported that corporal punishment in homes had also decreased. This may be partially because a special course on alternatives to corporal punishment was conducted in the area. In other project districts, the need to eliminate corporal punishment was integrated into the training for teachers on a variety of subjects.

While integrating the subject of corporal punishment into different courses is worthwhile, the evaluator does recommend that the issue receive more attention in project-supported countries where corporal punishment is still prevalent. The LEAP project staff and other stakeholders who attended the workshop at the end of the fieldwork for the evaluation suggested that any MOU with a school benefiting from project assistance should include the requirement to stop corporal punishment.

4.2.10 Vocational and Apprenticeship Skills Training

“Now I have knowledge to brighten my future.”

—*Welding student*

“One of the benefits of this program is that I realized that there were children who suffered, but they can do well. They can now feed themselves.”

—*Shoe maker apprentice trainer*

The project implemented a component on vocational and apprenticeship training for older children who were unable to reintegrate into the formal school system. In some cases, children had a very low level of existing education and would have needed to start again in very low grades; in other cases, children themselves were not willing to return to general formal school education. In some general education schools, children also told the evaluator that they would like to attend skills training.

As stated in Section 4.2.10, the project found that many children were unable to integrate effectively into nonformal vocational education. For nonformal vocational education, it is usually assumed that students have completed basic education. In practice, the beneficiary children were often unable to follow the instructional program fully in the vocational schools. As a result, the project concentrated increasingly on an apprenticeship program that was more suited to children with minimal formal education. This apprenticeship skills program was only implemented in most of the IRC project areas. AVSI was unable to develop such a program in time because of budget and other internal planning constraints. AVSI did indicate to the evaluator that they noted the success of the apprenticeship program in the IRC locations and would like to include the approach in their future actions. In the Karamoja region,

the apprenticeship program was minimally implemented because of the difficulty in developing such an intensive pilot program in a distant area.

The evaluator met only apprenticeship students/graduates and their teachers in Kitgum and Lira districts and some vocational school graduates in Pader District. District-level officials as well as SMC and PTA representatives also commented on the vocational and apprenticeship project component. The conclusions from these meetings are still qualitative, but general observations about this component can still be drawn.

The switch to concentrate more on apprenticeship training was good and considered highly appropriate given the specific situation of the students and the context in which they live. The apprenticeship approach allows for more real-life experience than nonformal vocational training. The project took care to ensure that the students were not exploited or working in hazardous conditions in their apprenticeship training settings.

A tracer study of 70 students from the first cohort of the vocational and apprenticeship indicates that more than three-fourths were able to use their new skills and increase their income.⁴⁷ Stated differently, however, 23% made no use of their new skills, a worrying factor given the relatively high cost of withdrawing a child from child labor through such training. In Pader, a young girl self-employed in tailoring reported that most of the girls who had learned tailoring with her were not working in sewing anymore. A young welder stated, “There were six of us together in this program, but of these only three are earning with it.” The average cost per student is about 950,000 Uganda shillings (almost US\$400), although this figure includes the cost of a toolkit of essential equipment to apply the skills. Drawing conclusions from these findings is, nevertheless, risky given the small sample size of the tracer study.

The tracer study found that the subject areas selected for the skills training of the first cohort of children was generally appropriate and in line with local labor market needs. The evaluator did find that the proposed skills were somewhat limited in range and that the market for tailors and carpenters could easily be saturated. In several cases, the apprenticeship trainers reported having employed some of their former LEAP trainees but, given the size of their activities, the number they can employ is naturally limited. One carpentry trainer noted, “We need only three to four permanent carpenters, although we do have extra work from time to time.” Some trainers also reported that they helped to find employment for their graduates, while one welder noted that one of his cohort is now working as a welder in Kampala.

Given the limited training options in the project areas, however, the project did try to identify suitable skills. In Lira, a few children are engaged in relatively diverse activities such as shoe making, machine embroidery, and welding, which are activities with a good existing local market (according to local artisan trainers and trainees). As with any field, there is always a danger of seizing on such activities to train many more students in the same subject instead of continuing to diversify the possibilities.

⁴⁷ Livelihoods Education and Protection to End Child Labor (LEAP) Project (2010).

All the trainers reported that the project staff, local leaders, district officials regularly visited them to verify how the training was proceeding. Interviewees noted several advantages and challenges of the program. The toolkits were the most highly praised elements, as without these the students had almost no potential future in hired or self-employment. The project did not allocate funding for meals, which many considered a real problem. Students would often come with no food and work the entire day. Caregivers were encouraged to provide meals for the apprentices. The training was informal in that the trainees agreed with the artisan trainer on the time to start and end lessons, which would theoretically allow the apprentices to prepare food before coming for their training. Somehow, this approach did not address the problem of lunches fully, as many trainees and their artisan teachers mentioned this issue. Teachers reported a noted decrease in learning and efficiency of such students toward the end of the day.

Some trainers appeared to provide a good balance of theory and practical knowledge. Children in several groups noted, however, that they wanted to increase the amount of theory in their apprenticeship training. They felt that there was a good emphasis on practical knowledge but that theory, particularly on calculating and measuring, needed to be increased. An interesting aspect is that several apprentices and skills training graduates in different location stated that their skills training has encouraged them to want to return to formal education. One reason is at least partially so that they can acquire more knowledge to underpin their practical skills training. Some of the trainers mentioned that, with the training fee that they received, they were better able to cover the cost of the school fees of their own children and any orphans in their care.

The toolkits are considered adequate although, as can be expected, some artisan trainers and trainees suggested that they should be of higher quality and include more tools. According to the project monitoring system, no children were found to sell their toolkits, a point verified by the evaluator in some spot-checking.⁴⁸ Some of the trainers also noted that they need more equipment to be able to train all of their apprentices adequately.

The content of the toolkits was proposed by the trainers, and they included some protective equipment where necessary, such as in the case of welders. One graduate was found, however, to be welding while just wearing sunglasses. He claimed that he had not received protective wear, although project staff thought a toolkit had been provided and said they would verify their records.

4.2.11 Agriculture: Training for Formal School, Vocational, and Apprenticeship Students

A special issue raised during the evaluation was the interest in training on agriculture. VSLA members, schoolchildren, and apprentices were interested in this subject.⁴⁹ Of five mechanic apprentices, for example, two said that they actually preferred to work in agriculture, while the others saw it as a good sideline activity. In some cases, interviewees raised the subject of agriculture training spontaneously, although in others the evaluator did ask interviewees their

⁴⁸ Graduates and students were asked if they knew what friends who were not working did with their toolkits. None have sold them, even if they are not working in their new trade.

⁴⁹ Interest in agriculture is not unique to Uganda. The evaluator also evaluated child labor projects in, for example, Zambia, Madagascar, and Indonesia, where several interviewees expressed an interest in or recommended agricultural training.

thoughts on agricultural skills. Surprisingly, whenever the subject was raised, an enthusiastic response ensued that was clearly a genuine reaction. When asked how many of the children in any group wanted to learn more about agriculture, almost all would raise their hands. Children stated important points such as, “We would love to learn about how to grow things better. We like agriculture because it gives us food for eating. It makes you have money in the pocket. It helps you raise money for school fees and for books and pens.” Some interviewees pointed out that it would also be useful to learn more about marketing of agricultural products and food processing.

Children did not have unrealistic ideas about such training. When asked what they needed to be able to engage in agriculture, they would usually cite simple tools such as hoes, axes, ox plows, wheelbarrows, and watering cans. Only two children stated that a tractor would be useful. A few children noted that one needs land, seeds, fertilizer, a tractor, and an ox plow. Some children noted that they prefer to learn about horticultural gardening, as one stated, “Because I know that those things build the body. We want to learn about growing different things in different seasons.” Others stated that they want to learn about cash crops as well as horticultural gardening, fruit tree growing, and small livestock rearing.

Improving food security can be crucial to ensuring that children go to school. As in any skills training, however, children should not be exposed to hazards as they learn to improve such skills. While learning, the children and VSLA members can acquire knowledge on how to avoid some of the hazards of agricultural work and other work using existing guides and toolkits.⁵⁰

4.2.12 Effectiveness of the Village Savings and Loans Associations

The VSLAs are effective as a strategy to decrease a household’s reliance on child labor and can be assessed as a necessary but insufficient approach. The evaluator met and interviewed five VSLA groups in Kitgum and Lira districts together with the evaluation research assistant.

The project initially implemented a system of VSLAs in a few locations as part of the project livelihoods component. It gradually became evident that the VSLAs would be vital to address the poverty that is at the core of much of the child labor. The project subsequently sought and was able to access additional funding through the Oak Foundation to scale up this approach. While 90 VSLA groups have been established, not all of the households whose children are enrolled in the project are members of VSLAs. It is possible to argue that every household should be enrolled, but this was not one of the prerequisites for acceptance of children into the project. Unless caregivers know that it is a precondition before their child’s enrollment, it is not possible to require them to become members of VSLA if they do not wish to do so. According to some interviewees, there were household heads who did not believe that the VSLA were useful mechanisms and who did not want to become members. One group of VSLA members did indicate that some caregivers who had not wanted to become members later regretted not doing so after they saw how it benefited members.

⁵⁰ ILO has, for example, developed a Work Improvement in Neighborhood Development training package aimed at promoting practical improvements in agricultural households engaging in small-scale activities. ILO also has a toolkit package on child labor in agriculture and other occupational safety and health information: ILO. (2011). *Training materials*. Retrieved from ilo.org/safework/info/instr/lang--en/index.htm.

One innovative aspect that was introduced is concerned with the reimbursement of the cost of the materials to start up a VSLA. The project provides the VSLA with a toolkit valued at US\$25 consisting of a metal box with padlocks, notebooks, and other items. VSLAs identify a project with their local school, such as the building of a latrine for girls, which they then finance as a way to give back to their community and is counted as a reimbursement to the project. In some cases, VSLAs even added some additional funding to support their selected project.

The startup of the VSLA was organized with the help of short-term consultants from the local areas. The consultants contacted a local leader with whom sensitization on child labor, education, and VSLAs on a one-to-one basis was carried out in the communities. Families of beneficiaries were encouraged to become members and were told that it was part of the project exit strategy. Training was then conducted once a week for 6 weeks during which the formal structuring of the VSLA was also implemented. This included electing the leaders and developing the bylaws.

The VSLA groups met during the evaluation were relatively successful, but their members mentioned that they knew that some other VSLA groups were not as effective. The project did undertake good efforts to train and provide support to the VSLAs, but much depended on the quality of the leadership of the groups. As in any group situation, leadership qualities may vary. Despite these reservations, however, the VSLA were appreciated and seen as a vital element to help ensure that project beneficiaries stay in school and out of child labor.

Enrollment in a VSLA is not a guarantee for successful savings and investments. Much depends on the quality of the group and the ability of the individual to save, invest, and manage economic activities. Not everyone is skilled at making a success of IGAs.

The VSLA members reported that they did encounter a number of challenges. One of the challenges cited was the tiny amounts that most group members could save. “We could only save a little and, when we wanted to open businesses, there was not enough in the group savings.” The groups have to persist and save for several months to be able to build up sufficient resources, which requires real commitment to the process, a challenge in and of itself.

The inability to generate sufficient savings is a problem that is at least partially caused by the seasonal nature of much of their work⁵¹ and high rates of inflation. Other challenges included the comment that the recordkeeping is difficult, so more training is needed to maintain records well.

As VSLAs operate in a framework of group and individual resource self-management, it is not possible to force members to spend any savings or business profits on school fees and other education costs. VSLA members reported to the evaluator that they might borrow to fund IGAs and pay school fees, as well as to cover medical costs, food, clothes, and other essential household expenses. VSLA group members also make separate contributions to address the welfare of members, against which they can borrow to meet expenses such as medical costs. Groups reported that many members have three to four biological children in school, while more than half also have orphans under their care.

⁵¹ Particularly in the case of farmers.

The investment in IGAs was mostly concentrated on simple activities with which the members were already familiar. These included activities such as investing in a small-scale retail business,⁵² buying an ox plow, and investing in a brick-laying business.

One of the project VSLA good practices is the inclusion of non-beneficiary households in the VSLA. The project staff had determined that, in order for the VSLA to grow quickly and be sustainable, membership needed to be open to non-project beneficiary households. The project expectation that some individuals with higher income levels would become VSLA members was realized, although the evaluator did not have proof that this was the case. In one of the groups met, 8 of the 30 members had children enrolled in the project, while in another case 10 out of 30 members had children enrolled in the project. Non-project VSLA members were teachers, local small-scale/microenterprise owners, farmers, and local leaders. Caregivers, including some teachers, who did not have children in the project also used some of the funds that they obtained through their VSLA to cover their children's school fees. This indicates that not limiting VSLA membership to project households may contribute to keeping other children in school as well. The extent to which this is the case needs to be investigated more thoroughly.

Another issue raised was the security of the cashbox. Padlocks were said to be weak, which “makes us worry about it and stops us from saving more.” Groups also worry about potential break-ins into the house of the person who is keeping the savings box. So far, the groups do not yet have bank accounts where they could safely keep their money. Some members noted that having a group account would be a good idea. One staff member also suggested that establishing a system whereby groups could make use of mobile banking could be a safe and useful alternative.

District officials as well as VSLA members in three locations requested attention to functional literacy for non-literate members. According to VSLA member estimates, about one-third of members are not functionally literate. One of the VSLA leaders stated, “It would be important for the non-literate members to learn how to read and write so that they can understand their own accounts, do recordkeeping, and know what they sign for.” When the evaluator asked two of the groups if literate members would be willing to teach the non-literate members, they adamantly confirmed being willing to do so if they had a manual explaining the process. One leader noted, “We are actually looking for something like that.”

As “agriculture is the backbone for this country,” according to two groups, assistance with investing in and training on improving agricultural techniques and input on useful commercial and food crops would be a useful adjunct to the VSLA effectiveness.

One VSLA group suggested that many more such groups should be established so that the concept can spread more quickly and have a greater impact on the communities as a whole. The group also remarked that they were recognized as a strong group and they would like to go and train other groups.

⁵² Such as buying and selling cassava.

4.2.13 High Demand and Request of Longer Duration for Support of Children

One of the signs of project success was the very high demand for support from LEAP to help children stop child labor and enter school and to reduce absenteeism. While the evaluator has often heard that there is a great need in countries benefiting from USDOL support on child labor, stakeholders in the LEAP project areas are particularly adamant about the great need. Children were especially vocal on this issue, although all stakeholders interviewed during the evaluation stressed this point. In Lira District, for example, district officials stated that, just in the subcounties already covered by the project, at least 500 additional students need support. Given that the district also has other subcounties that are not included in the project, it is easy to see that there is a very high demand. The overwhelming demand also places stress on the project staff, as they cannot accept all of the children who come to their offices or who plead for support when they visit the villages. Teachers and children also reported that children who were not selected were sometimes jealous of those who were, although no verbal or physical aggression was cited in response. A few children did report that other children try to steal their school supplies.

Another related issue is the fact that a substantial number of gifted but vulnerable children were not selected because other children were considered even needier. Teachers, district officials, and even children implored the evaluator to propose special support for talented and hardworking children. The current selection criteria do not pay special attention to learner giftedness. Doing so may be controversial, as there may also be gifted children among the most vulnerable whose home circumstances have not allowed them to show their true abilities. At the same time, it is possible to argue that rewarding children who are highly successful in school despite being vulnerable can be useful. Children who excel and are rewarded can serve as examples for other children to try to emulate. Reward for success, or at least for trying very hard, can also serve to indicate to children that educational achievements are worthwhile.

The project had selected children who were in major national school exam-taking years so that they can be boosted to attain good educational results. Many interviewees complained that the classes that were selected for support were not sufficient and that children in other classes required assistance as well. As in many other subject areas, most stakeholders held the same point of view on this issue. While the evaluator recognizes the limited resources and, consequently, agrees with this approach, it is important to bear in mind that this method also has some consequences. Namely, children and parents have a higher expectation that when a child passes a national exam, that child should be supported by donors or the Government to pass into the next level of education. Given that secondary schools are notably more expensive in terms of various school fees than primary schools, this issue is important.⁵³ The project had integrated the VSLA approach to enable at least some households to support their children in higher levels but, given the variability of VSLA access and success, this is not a foolproof approach (see Section 4.2.12 for further details on VSLA functioning).

During the evaluation, many stakeholders mentioned the exceptionally challenging situation of child-headed households. In one school in Pader, caregivers estimated that approximately 70–80

⁵³ Although education is officially free, there are a number of continuing expenses, such as school supplies, uniforms, and fees to support the PTA, outings, and other school expenses.

of every 100 children were at least half-orphans, primarily as a result of the war. The actual statistics are difficult to find. In Uganda, the number of children orphaned by AIDS alone was estimated in 2009 at 1.2 million out of an estimated 2009 total population of 32.7 million.

Such households are particularly vulnerable, as the families are unable to raise funds in any way except through work or financial support from family or other sources. Few children were members of VSLAs, partially because it is difficult for them to generate any savings at all. In such cases, coverage through conditional cash transfers or other social protection measures appears to be the only means to feed and sustain children from such households in school.

HIV has also affected many children and continues to do so in different ways. Children may not only be orphans but may also need to care for caregivers or other affected relatives. Children living with HIV may also need to be absent from school on a regular basis to attend medical checkups and renew their antiretroviral medication. Some district officials suggested mobile clinics as a means to address such problems. The good practices and training materials from the former HIV-Induced Child Labor⁵⁴ project that was implemented in Uganda and Zambia still need to be integrated into more projects in high HIV prevalence countries.

4.2.14 Gender Issues

Evaluation interviewees lauded the project for its attention to gender issues. The project included workshops and awareness raising on the importance of education for girls and the avoidance of early marriage. Teacher training also included attention to counseling older girls. The special issues of boys received little attention, although the life skills manual does include information on important body changes of boys in adolescence and some boys' bathing facilities were financed. Recent research in Uganda indicates, though, that boys are more vulnerable to depression because of orphanhood than girls.⁵⁵ The study found that girls in Uganda generally receive more nurturing and attention from other surviving relatives. Males are also more commonly expected to be the main source of income in Ugandan households, so boys who have lost their fathers were particularly burdened with additional pressures. In future projects, it is important to verify the impact of the prevailing socioeconomic situation on boys and not automatically just think of girls when addressing gender issues.

The most highly praised actions on gender were the awareness raising and the provision of sanitary pads followed by the construction of girls' latrines and changing rooms. Head teachers and project focal point teachers in supported schools reported an increase in girls' enrollment and attendance, which they attribute to the project.

The evaluator was surprised to hear so many interviewees mention the importance of the inclusion of sanitary pads in the school supply kits of older girls. District officials, SMC and PTA members, and girls themselves—and even one boy—all mentioned the usefulness of the sanitary pads, even when talking in mixed groups. The fact that interviewees so freely raised this subject was already a good point, although not necessarily attributable to the project. The key

⁵⁴ The project was funded by USDOL and implemented by ILO. See website for further documentation, including a training package in the SCREAM series for use in schools: <http://www.ilo.org/public/english/region/afpro/lusaka/tc/hiv/aidshandbook.htm>

⁵⁵ Kagwa, E.B., & Hinden, M.J. (2010). Note: study supported by Johns Hopkins University.

point is, however, that simply providing the pads has made a big difference and it is so highly appreciated. Girls reported that they no longer stay home from school for several days every time that they menstruate. Several girls did state that they do fear the end of the project since they all know girls who have dropped out of school because of the lack of sanitary pads.⁵⁶

The project provided four packets of imported pads for every 3 months. The cost of the imported pads is naturally high, so it is worthwhile investigating the implementation of a program of locally made pads using appropriate technologies developed and tested in Uganda.⁵⁷ The sanitary pads can also be manufactured as local income-generating projects, so investigating potential linkages to VSLA initiatives could be useful in future actions.

A lack of sufficient female teachers who can act as role models is a noted issue in Northern Uganda. The project provided female Kitgum Teachers' College students with support in the form of books and school materials to help increase the enrollment and success of female students. Kitgum College staff members told the evaluator that, in their opinion, the project efforts substantially contributed to increased enrollment and success of female students on exams.

Several interviewees noted that they had seen an improvement in the participation of women in meetings. In Lira District, for example, officials noted, "LEAP is bringing women out into the public sphere. In other projects, this is not so much the case. Like in the VSLA, men and women were participating and sensitized to work together and improve access to education for their children."

In many of the meetings that the evaluator attended, men still dominated the discussions except where women largely outnumbered them, such as in several VSLA and in awareness-raising groups. A special point to note is, however, that in meetings with beneficiary children, girls participated as actively, if not more so, than boys.

Some interviewees noted that the project should have paid more attention to gender-based violence, stating points such as, "It is very common in the community and is a common cause of child labor. The mother may run away and the pupil may drop out to help the family." The project did actually include some attention to gender-based violence in workshops and awareness raising, but additional emphasis was said to be necessary. Interviewees also stressed that the issue of "defilement of children"⁵⁸ by teachers and other adults needed still greater focus. Inappropriate sexual behavior from teachers was addressed and integrated into project actions, particularly through reinforcement of the Teacher Code of Conduct, but a greater concentration on the issue was requested.

⁵⁶ Girls and women normally use pieces of cloth, which do not provide adequate protection and are difficult to use and store for reuse in a school setting.

⁵⁷ For details on manufacturing sanitary pads from local and recycled materials in Uganda, see http://www.google.mw/url?sa=t&source=web&cd=3&ved=0CB8QFjAC&url=http%3A%2F%2Fwww.questafrica.org%2FMkmsaazi.aspx&ei=tQYDTqfwC8GXhQeir_yFDg&usg=AFQjCNGgWg19QqezF-AYYMrwLOVAKJgCgA. See also <http://hopebuilding.pbworks.com/w/page/19222288/Affordable-menstrual-pads-keep-girls-in-school,-create-jobs>.

⁵⁸ In Uganda, the term "defilement" is used to indicate inappropriate sexual touching and sexual actions of adults with children.

V EFFICIENCY

5.1 INTRODUCTION

The strategies employed by the project were efficient in terms of the resources used (inputs) as compared with its qualitative and quantitative impact (outputs). The project was able to identify and leverage additional funds from other donor sources, which helped to increase the project cost-benefit ratio. The additional funds were used to finance important project components, such as the VSLA and girls' education.

The project did face some financial challenges during implementation. The project was able to meet all of its targets, but it was difficult to do so in some cases. Steady increases in the cost of various project inputs (school supplies, construction materials, fuel, etc.) made it challenging to meet all of the targets, particularly under the vocational and apprenticeship category.

The project is currently managed by its third director, although none of the stakeholders cited the project management turnover as a challenge.⁵⁹ Management strengths included good monitoring and support from headquarters to field offices, with regular communications and visits from headquarters staff. A staff member commented, "They [headquarters] also do capacity building with us; their support has been tremendous in the field. There are so many challenges with the data and other things and they always guide us. There is nothing to improve." The evaluator did notice a few instances that indicate a need to increase attention to inclusion of input by junior staff,⁶⁰ as a few instances of top-down decisionmaking styles were observed during the evaluation. While the final responsibility remains with management, teamwork led to improved collaboration and motivation of all staff.

Senior project staff meetings are held monthly, sometimes in the field but mostly in Kampala. Annual all-staff meetings were held to allow all staff to share their experiences and information. Project management indicated that the meetings help ensure consistent project implementation in different locations.

Project staff reported that available internet and mobile phone services worked adequately, even in the more remote project locations, such as the Karamoja region and Kitgum District.

The AVSI project staff indicated that the center of their LEAP project work is in Gulu District, so managers verified the work of Pader District staff as much as possible but less intensively than they were able to do in Gulu itself. AVSI did have a relatively high level of turnover in Pader District, but district and other local stakeholders consider remaining staff committed and hardworking. The AVSI staff also noted that they have learned a great deal from managing their project components, particularly from the field exchange visits with the IRC staff, and AVSI has been able to win new project bids.

⁵⁹ The first director returned to the US to continue her education while the second director retired.

⁶⁰ Some project offices appeared to have a more inclusive management style than others.

The project has been efficient in expending its budget. USDOL approved the project's request to use contingency funds to add more children. The project staff did add that they had submitted a revised budget in August 2010, but delays in USDOL administrative processing meant that it was only formally approved in May 2011. USDOL stated that the reasons for the delay in approval were because of the need for revisions to the modification request. The revisions were needed to correct inaccuracies and to ensure greater clarity in detailing the specifics of funding allocations. The delay means that the project must now try to spend the funding in the short time remaining in the project implementation period.

The LEAP project financial management system is integrated into the IRC Uganda office administrative and finance management system. This approach has worked very well, as project staff could concentrate on project implementation instead of being distracted by time-consuming administrative and finance processing. The IRC finance office assists with budgeting, monitors budget-line expenditures, and verifies spending using internal control mechanisms, including field site visits. IRC has a flexible financial management system that can be adjusted to different donor requirements, including USDOL.

The cost-efficiency of the project's interventions in terms of cost per child is extremely difficult to assess. It is actually not possible to fairly compare this cost with other USDOL-funded child labor elimination projects implemented in Uganda, as conditions are very different. Cost-per-child calculations need to take the type of interventions, the locality, the effectiveness, types of child labor, and many other factors into account. In order to compare the costs, it is also necessary to know if costs should be calculated on a per-child withdrawn/prevented basis or as compared with the overall project budget.

Projects that focus a great deal on national and local capacity and institutional strengthening as compared with direct withdrawal and prevention may have results worse than those focusing most on meeting the needs of direct beneficiaries. The benefits of capacity and institution strengthening as compared with direct actions with children are also difficult to assess and differentiate. Direct actions serve to illustrate and develop models on withdrawal and prevention from child labor, but capacity and institutional strengthening contribute to long-term sustainability for existing project beneficiaries and potential future child laborers. In the case of the LEAP project, the direct cost of supporting a child is about US\$20 per child in primary and US\$100 in secondary.⁶¹ For the Karamoja region, the cost is US\$180 because of the distance. The cost per child also changes in accordance with inflation over the lifetime of the project.

5.2 MONITORING AND EVALUATION

The project used a combination of efficient mechanisms to implement project monitoring. The project carried out a baseline survey to identify the key issues, child labor sites, project subcounties, parishes, and schools. The work status of children is most closely monitored by community groups and project focal point teachers in schools, while community leaders and district, subcounty, and parish officials also conducted occasional verification of child labor.

⁶¹ Information on cost per beneficiary provided by the project. Data is based on calculating the direct cost for each child, including school fees, exercise books, pens, uniforms, secondary textbooks. This also includes a small cost share element by the parents for an item like soap. The data do not include the overhead costs of the project.

Lira project staff indicated that some of the officials are now also monitoring children in non-project subcounties, time constraints prevented the evaluator from verifying this. It should be added, however, that this could also partially be because of the continued influence of prior projects, such as the Combating Exploitive Child Labor Through Education in Kenya, Uganda, Rwanda, and Ethiopia Together project.

The project developed monitoring and evaluation tools that are comparatively well structured with relatively good layout.

The project mainly uses Microsoft Access for its database, which is a good program for this purpose. Microsoft Excel is also used to enter and process some need-driven data. The project has a number of different forms, such as referral forms, intake forms, enrollment forms, monitoring forms, and tools for collecting specific information for meetings, community campaigns, summaries on awareness raising, and community campaigns. Project staff indicated that the forms are reliable and give adequate information to “really understand the situation.”

The forms were developed by IRC and AVSI together. The project avoided one of the main challenges of many child labor projects by not gathering too much nonessential information. Project staff stated that only one question was not always relevant (question 8.5 on the intake form referring to injury). A staff member said, “Almost every child has ever been injured even while peeling tomatoes, so it is not very useful. It is very difficult to interpret the question and fieldworkers find it difficult to fill it in.” The project did need to add a few questions on child work status on weekends and holidays, as well as on reasons for dropout after the midterm evaluation, but the forms are now quite complete. Project staff did note that the amount and type of USDOL data requirements are quite high, although they felt this issue was justified. The need to ensure that children have been fully withdrawn and prevented needs to be carefully verified, which takes time. The time to enter and report on data is too limited and it is difficult to meet deadlines.

Many projects do not limit their regular database information gathering to “need to know” information and include too much “nice to know” information. Data collection and data entry processes are already time-consuming and should clearly interfere as little as possible with the proper functioning of any project. Avoiding collection of nonessential data is also important since, in many cases, it is never properly analyzed because of time and other resource constraints.

Each prevented child is monitored at least once every 6 months, while those who are withdrawn are monitored at least two to three times every 6 months. The frequency depends on the child. Children and teachers in different sites report that project staff members visit the schools regularly to verify progress on project actions. Children stated that project staff members ask them questions about how school is going and how “things are at home,” which children appreciate, as it shows personal interest. A few children in one of the groups interviewed stated that they still did some agricultural work on the weekends, but the evaluator was unable to ascertain if the work fell within the range of “light work” of simple nonhazardous gardening tasks.

The project works partially with existing government structures through an existing integrated official system on child protection data gathering, including on child labor. Parish development committees collect data, which is reported to subcounties and in turn passed to the Community Development Officer at district level. The officer is a member of the District Child Protection Committee, which also includes attention to child labor.

Children from different groups also stated that they were monitored by Level 1 and 2 Local Councilors, PTA members, project focal point teachers, and caregivers. Children from one school in Lira, for example, stated that they had been monitored about four times in the previous 2 months. The interest of caregivers was noteworthy and mentioned by children in two schools visited, with children stating, “Our caregivers also stop by when they are in the area and check to see if we are in class.” Some teachers did complain that some of the project and other monitoring visits interfered with school management and teaching, as they occur during teaching hours. District officials in Pader noted that they would like to be involved in monitoring the apprenticeship skills training, which had not yet been the case at the time of the evaluation.

Evaluation interviewees who had been involved in monitoring explained that if they find a child working or frequently absent from school, they note the information but also counsel the child or caregivers as feasible and appropriate.

The project further tracks the VSLA membership, awareness-raising activities, and training workshops, including the estimated number of people attending the activities.

The project also conducted monitoring through action research on project efforts, such as tracking graduates of the first cohort of vocational and apprenticeship skills training. Other monitoring action research was conducted on VSLA and the impact of teacher-training activities. The project is still planning a final action research study on the impact of the awareness-raising program.

VI IMPACT

6.1 INTRODUCTION

The project impact through changes produced by the project—intended and unintended, direct and indirect, as well as any changes in the social and economic environment in the project districts—as reported by respondents is positive. The project’s impact on individual beneficiaries, children, caregivers, teachers, and VSLA participants is visible. Children and their caregivers are happy that children are in school and out of child labor. School head teachers, teachers, district and local officials, and SMC and PTA members all cite the extensive positive impact of the project on reduced child labor, increased access to education, and the VSLA development. In some locations, such as Pader District, officials note that there is still a lack of commitment of some caregivers of secondary school children in the project.

The project is still studying the broader impact of some of the project actions, such as whether the VSLA families who had received manuals on IGA management were better able to manage their household finances than families who did not get this support.

The outcomes for the first cohort of project beneficiaries (2007–2008) and graduates from the vocational training program have already been partially discussed in Section 4.2.10. Eight percent of the children from the first cohort had dropped out of the project, mostly because they had moved out of the target area or transferred because of the return process or because of early marriage or pregnancy. Project staff noted that some children from the first cohort had already dropped out of school after their project support had ended. In other cases, teachers reported that children were able to continue their education and had even passed into secondary schools as a result of VSLAs or other support by caregivers.

6.2 EDUCATION QUALITY IMPROVEMENT

The project has had a positive impact on education quality through infrastructure development support, teacher training, school material support, and school management training of SMCs and PTAs. The district government and communities appreciated the support and contributions to the improved quality of education. At central government level, MGLSD representative responsible for child labor also noted the positive impact of the project on the quality of education and reduction of child labor in the project areas. Teachers reported that exam results of children had improved and that more children were drawn to attend school because of the improved conditions. In some schools, the PTAs have also worked to try to fund extra teachers, as classes have too many students. In one example, a school was told that they need 60 teachers, but the Government only allocated 24; however, with the support of the project, they were able to recruit some additional teachers.

Most of the training of SMCs and PTAs was conducted by the Center Coordinating Tutors and District Inspectors of Schools, who are all mandated to conduct such trainings. The project coordinated with the facilitators to ensure that child labor and child rights are adequately covered. The Uganda National Examination Board facilitators also conducted some important training on examination techniques (also see Section 4.2.5 on examinations). These efforts as

well as close coordination of project activities with these key stakeholders had an impact on the community groups, schools, and District Child Labor Committees.

Career guidance and counseling was conducted by Gulu University students, Primary Teachers' College tutors, District Education Officers, District Inspector of Schools, LEAP project staff, and role models in the community to beneficiaries at primary and secondary school levels. LEAP project staff conducted qualitative follow-up assessments of beneficiaries to determine the outcomes of the guidance and counseling sessions, particularly to ascertain whether their attendance in school and performance had improved. Teachers attested to project staff that the counseling and guidance sessions had been important and that they noted improved attendance and performance of girls in particular. Teachers also noted that dropout levels of girls because of pregnancy and early marriage had started to reduce. Teachers and children themselves attributed the change to the guidance and counseling sessions. In Ayuu Alali Primary School in Lamwo District, for example, the head teacher reported that, on average, 10 girls dropped out annually because of pregnancy but, after the counseling and career talks, only one girl had dropped out. The girl who dropped out had become pregnant because of rape, the case was reported to the local authorities, and the perpetrator was apprehended and charged according to the law.

Project impact is likely to increase once Kyambogo University has been able to receive official approval to integrate the special curriculum on child labor, child rights, and life skills into the teacher diploma curriculum. The university signed an MOU with IRC for 5 years to develop the curriculum and guide it through formal approval processes. The project supported a number of workshops to work on the development of the curriculum, including facilitating the participation of the ILO child labor project staff to provide technical input. The LEAP-supported course will add 60 hours of coursework to the 2-year diploma course on special education. Special education in Uganda is oriented to all vulnerable children, not only those living with disabilities. Most of the participants are primary school teachers who attend the courses as part of an upgrading exercise. The university dean and assistant dean complimented the project for the good communications throughout the process and the vibrant quality of the collaboration. The principal remaining challenge to the adoption of the new curriculum is the slow university approval process.

Kyambogo University also assessed the impact of teacher training conducted with project support. The study found that teaching methods had improved, and children indicated that they were able to participate in class instead of only learning by rote. The tendency to use corporal punishment was also reduced. The dean remarked, "Teachers traditionally use a stick, but through this training the teachers reduced that kind of tendency. They were counseling and guiding the children. We visited a few non-project schools where no training had been conducted and we caught them red-handed beating the children. I am not sure if, in the project schools, they told us what we wanted to hear, but we did check with children and caregivers and we felt that things had really improved." The dean also noted that there was an increase in the participation of the caregivers with the schools and those who realized that they had a role to play in the schools.

The project participated actively in meetings at the national level with the National Child Labor Committee. The committee includes representatives from the Government, other child labor projects (such as those implemented by ILO and the Eliminating Child Labor in Tobacco Growing Foundation), employers, and workers organization representatives. By sharing project good practices and collaborating with ILO, the project was able to provide contributions to systemwide change on education and child labor issues. During a meeting with the evaluator, the MGLSD representative on child labor expressed appreciation for the input of the project into the Guidelines for Labour Inspectors on the Identification of Hazardous Child Labour.⁶²

⁶² Ministry of Gender, Labour and Social Development (May 2010).

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VII SUSTAINABILITY

The project integrated and refined a sustainability plan into the project design, and an exit strategy was designed early in the project implementation period. Key aspects of the sustainability plan include emphasis on sustainability from project inception, child and family participation, addressing social protection issues as underlying causes of child labor, and attention to community and district participation and strengthening their organizational structures. Most of the focus of the sustainability and exit strategy was on district-level and community-level activities, although input into national strategies such as the guidelines for labor inspectors can also improve sustainability.

The evaluator noted that, while children were actively involved in a range of project activities, their participation in influencing decisionmaking was limited and could have been improved. Despite this assessment, children did feel that they were fully recognized and they appreciated the effectiveness of the project actions.

The project addressed the underlying causes of child labor (e.g., sociocultural issues) through awareness raising, training, and inclusion of community members and school personnel in selecting and monitoring beneficiaries. Training and practical participation in the project also helped to strengthen organizational structures, such as those of the SMCs, PTAs, school administrators, and elected local councilors and district officials. The VSLA, vocational, and apprenticeship skills training helped to address the underlying poverty issues. These efforts are likely to be effective, although they are not sufficient to guarantee full sustainability.

The adoption of district ordinances is positive and can help ensure sustainability, although the allocation of sufficient funds in district budgets to roll out and implement the ordinances is uncertain. The high level of interest of district officials is a positive indication for future sustainability of project actions. District officials state that they can contribute their services to help with the sustainability of children enrolled in the LEAP project, but the extent to which other (non-project) children in child labor can be withdrawn and prevented is questionable.

While stakeholders now have the intellectual tools to implement and monitor a child labor and education program like LEAP, more resources (financial and human) are needed. As one interviewee remarked, even where the Government may budget for ordinance implementation, actual disbursement of funds is often still difficult. Activities that have been mainstreamed into the district actions, such as identifying and monitoring incidence of child labor, are more likely to continue when officials make routine visits to district localities, but providing financial or material support to individual children is challenging. Even routine monitoring depends on funding for transport for labor inspectors, community development officials, district education inspectors, police, and other elected and appointed officials.

The capacity strengthening of the SMCs and PTAs is sustainable over the long term, although a mechanism to ensure training or knowledge sharing with new members as turnover occurs is needed. The involvement of the Child Protection Committees, SMCs, and PTAs in monitoring is likely to continue for existing project beneficiaries, but it is uncertain if organized monitoring of other child laborers will be extensive.

As already stated in previous sections, the VSLA program by itself is a necessary but not sufficient measure to ensure sustainability. Not all beneficiary caregivers are in VSLA groups, and not all groups are fully successful. About three-fifths of the children interviewed for the evaluation stated that they expect to drop out of school after the project ends. Older children more commonly stated that they were likely to drop out, probably because of the higher cost associated with secondary schooling. Although the interviews were qualitative and no representative sampling was applied, this high number of potential dropouts is still worrying. Given that many children repeatedly reiterated that the project should be continued, it is difficult to ascertain the extent to which their comments were true. The children could be stating that they will drop out because they hope that this will increase the possibility of a project extension or new project. The evaluator did try to point out to the children that it was very unlikely that the project would be extended or, if repeated, it would probably be in different localities. In response, children stated points such as the following:

- “I am staying with my grandfather and there is no one to pay my school fees if the project is not there.”
- “I am the eldest in a child-headed household and look after four children younger than I. If I am not sponsored, I will have to stay home.”
- “My caregivers will farm and pay for the fees.”
- “Mine may sell a cow and manage to pay for the fees.”
- “My parents are with the village loan group.”

The children all clearly recognized the importance of their education and the detriments of child labor, and they wanted to stay in school.

The chances that project impacts increase exponentially are more likely if conditional cash transfers or other financial social protection measures for the most vulnerable are actively implemented in the region. It is, therefore, advisable for projects to pay more attention to identifying means through which the most vulnerable households affected by child labor can access such resources (if available).

Some individual project components are unlikely to be replicated without substantial resources, including the school fee/supplies program and the apprenticeship skills program. The apprenticeship skills program is not part of any existing officially recognized government or long-term NGO program. Given the relatively high cost of such a program, it is not likely to be formalized in the near future. The awareness-raising programs of school-based music and drama groups are well integrated into the schools, and their activities are likely to continue, even with new children. Community awareness-raising groups are also likely to continue their activities, although at a lower frequency and closer to their own communities.

The Whole School Improvement Program is a useful approach that has been well developed in the key project-supported schools. In a broader sense across the project districts, teacher in-service training will continue, but at a lower rate because of inadequate government budget

allocations. Infrastructure development in schools is more likely to continue, but it is highly dependent on the injection of funds from the Government and donor organizations. As has happened in other countries, VSLA groups may replicate automatically as word of their effectiveness spreads. Linking the VSLA to government schemes such as SACCO can stimulate their continued and improved functioning.

The partnerships to continue the project benefits after the completion of the project has focused most concretely on government structures as opposed to other NGOs or faith-based organizations. Given the overarching sustainability and responsibility of the Government to implement and enforce laws and regulations, this approach is positive. Increasing linkages with faith-based, employers, and workers groups could have been useful to improve sustainability. In particular, it would have been useful to coordinate with the Uganda National Teachers' Union, which has a strong presence in the project areas.

Some stakeholders in Pader District expressed the concern that the teachers who are supported with assistance of the project will not be sustained after the project ends. One head teacher stated, "When the project ends, it will be a big gap for us to fill their salaries and the teachers will go away."

The project has been quite successful in leveraging non-project resources from General Electric and the Oak Foundation. In addition, complementary funding to implement a reproductive health program has been funded by the Netherlands Government in some of the project target schools. The total non-project resources leveraged is valued at US\$1,405,000.

Prospects for sustainable funding exist, although, as already discussed, government budget allocations are tenuous and may not be very high. AVSI has won the award of a large project on Orphans and Vulnerable Children, partially because of the experience acquired in the LEAP project. Some of the LEAP lessons learned and good practices will be replicated in the new AVSI project. IRC is preparing a proposal to the Oak Foundation for a second phase of funding for VSLA development.

The project has been particularly successful in maintaining partnerships in support of the project, including with the ILO-IPEC project on child labor, which is also funded by USDOL. Maintaining coordination with the host country government, particularly MGLSD, MOES, the National Steering Committee on Child Labor, and the National Task Force on Child Labor (as well as other government agencies active in addressing related children's issues) has been effective. Collaboration with MGLSD was not always easy, as there was only one person in the ministry working on child labor issues. Whenever this person was away for other tasks, no one else was able to approve documents, which resulted in delays. Recently, two new staff members have been assigned to work with her, so improvements in this situation are expected. The project is also a member of the Child Labour Forum, which is coordinated by the National Council for Children, is composed of international and national NGOs, and focuses on the sharing of information. The project participated in the Education Cluster meeting chaired by UNICEF. Representatives of the Central Organisation of Free Trade Unions and the Federation of Uganda Employers are also included in the project national steering committee.

The relationship with ILO is exemplary. The relationship not only includes information exchange but also real collaboration. Aside from working together on the National Child Labour Committee activities (such as the development of the National Action Plan on Child Labour and the Guidelines for Labour Inspectors), the projects conducted fieldtrips, participated in facilitating sessions in workshops, and provided input into project activities. ILO and IRC worked together on the simplification of the National Action Plan and its translation into three local languages. The two projects collaborated on World Day Against Child Labor activities and on how to develop district ordinances. The ILO-IPEC project staff remarked to the evaluator that the LEAP project monitoring and evaluation system was good. The key explanation for this success is the personalities of the project managers. The managers were willing to go beyond the usual fear of not being able to attribute the causes of success to their own work and instead created synergies together. The project also worked with UNICEF to identify schools in the project areas with high dropout rates so that project supported schools with real needs could be identified.

VIII RECOMMENDATIONS AND CONCLUSIONS

8.1 INTRODUCTION

The LEAP project has developed a wide range of approaches of interest that include good practices that can serve to inform other projects in Africa and elsewhere. In addition to the standard good practices of providing support for school fees, uniforms, and school supplies, some of the good practices that should be considered for replication include the following:

- Provide a transparent project selection process of children, including verification of criteria by interviewing individual potential beneficiaries and including teachers as well as other community leaders and members.
- Work with and strengthen *existing* community social structures to implement child labor–related and education-related activities
- Approach the child as a member of a household and community and not just as an individual by including attention to poverty and sociocultural issues through training and counseling, including community social structures to address child labor and education issues.
- Conduct awareness raising using school and community groups in schools and surrounding communities.
- Implement close collaboration with district officials, including some limited small-scale material support for fuel and office supplies as needed so that the officials can acquire experience on project issues and be closely involved.
- Provide technical support for the development of district ordinances on child labor and education.
- Include extensive teacher training and training of SMCs and PTAs.
- Provide support for the improvement of teachers’ skills on test and exam preparation and guiding children on techniques for taking tests and national exams.
- Use existing trainers from government staff and local universities and colleges instead of relying primarily on project staff and consultants.
- Provide Whole School Improvement plan development and support.
- Provide apprenticeship skills training for children unable to reintegrate into formal general education.
- Provide a guidance and counseling program for school children.

- Pay special attention to gender issues, particularly girls' access to education.
- Implement VSLA approach, including integrating households not associated with the project, to allow for a speedier development of the savings.
- Implement reimbursement of the cost of the materials (notebooks, cash box, padlocks, etc.) provided to start up a VSLA by having groups contribute financial support to self-select school project such as latrine construction.
- Exchange visits among project areas and with other projects on child labor and education.
- Pay attention to sustainability from project inception.

8.2 RECOMMENDATIONS

Withdrawal and Prevention of Child Labor

- Determine mechanisms whereby projects help identify vulnerable child labor-affected households who meet selection criteria of any locally available government conditional cash transfers or other financial social protection measures.
- Increase integration of the good practices and training materials from the former HIV-Induced Child Labor⁶³ project that was implemented in Uganda and Zambia into more projects in high HIV prevalence countries.
- Develop a mechanism to ensure training or knowledge is shared with new teachers or community group members as staff or leadership turnover occurs. For example, consider developing master trainers system within schools for teacher training of new teachers.
- Include attention in any future child labor project in the area to the reintegration of child beggars or other trafficked children back into their communities in the Karamoja region or elsewhere.
- Verify the impact of the prevailing socioeconomic situation on boys and do not automatically think primarily of girls when addressing gender issues.
- Investigate the potential implementation or association of a sanitary pad production program as an IGA and for providing pads for girls, thus reducing dropout and absenteeism.⁶⁴

⁶³ The project was funded by USDOL and implemented by ILO. See website for further documentation including a training package in the SCREAM series for use in schools: <http://www.ilo.org/public/english/region/afpro/lusaka/tc/hivaids/handbook.htm>.

⁶⁴ For details on manufacture of sanitary pads manufactured from local and recycled materials in Uganda, see <http://www.questafrica.org/Mkumusaaazi.aspx>. See also <http://hopebuilding.pbworks.com/w/page/19222288/Affordable-menstrual-pads-keep-girls-in-school,-create-jobs>.

- Prioritize child input and participation in project implementation. Older youth can be involved in committees such as PTA and SMC.

Awareness Raising

- Increase use of child labor awareness-raising techniques, such as those developed in the wider range of ILO SCREAM modules, including visual expression (drawings, paintings) to assist children affected by trauma to express their experiences.
- Include awareness-raising groups to perform songs and drama on radio shows.
- Develop mechanisms to assist awareness-raising groups to fund their transport for awareness raising beyond project life.
- Intensify awareness raising of vulnerable families by increasing focus on direct household and small group awareness raising.
- Intensify attention to gender-based violence and population growth issues.
- Project should have an MOU with project-supported schools that corporal punishment will not be allowed and that schools will implement a program on alternative means to inculcate discipline among pupils. (Recommendation proposed by participants during final evaluation stakeholders' workshop.)

Livelihoods

- Expand project livelihoods components, particularly IGAs for youth and parents.
- Integrate functional literacy in community savings and loan actions in locations with low literacy levels.
- Investigate options for linking community-based savings and loan plans to government plans, such as SACCO in Uganda to stimulate their continued and improved functioning. Investigate mobile banking options.
- Develop a wider range of child and youth skills training options that meet local labor market demand.
- Investigate the development of agriculture/food security as a skills training and school gardening program.

School, Community, District Institution Strengthening, and Partnership with Other Key Actors

- Integrate public-private partnerships in the fight against child labor. Collaboration with employers and workers organizations should be promoted in projects of all implementing agencies working on child labor. In Uganda, it would have been useful to coordinate with the Uganda National Teachers' Union, which has a strong presence in the project areas.
- Involve more cultural and faith-based institutions in addressing the issues of child labor.
- Develop a mechanism for community mentors to act as role models to schoolchildren and apprentices. Include older community youth in such a program.

Annexes

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ANNEX A: REFERENCES

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ANNEX C: SCHEDULE

LEAP Project Final Evaluation Schedule

TIME	ACTIVITIES
KAMPALA EVALUATION STAKEHOLDERS	
Sunday 5/6/2011	
N/A	The evaluator arrives in Uganda
Monday 6/6/2011	
8:30 AM–8:45 AM	Meeting with Deputy Director of Operations
8:45 AM–9:45 AM	Meeting with the LEAP Project Director, Kampala
10:00 AM–10:30 AM	Meeting with the IRC Country Director, Kampala
10:30 AM–11:00 AM	Meeting with the IRC Deputy Director of Programs, Kampala
11:15 AM–12:15 PM	Kyambogo University representatives, Kampala
2:00 PM–2:45 PM	Meetings with the AVSI Country Director—Kampala
3:00 PM–4:00 PM	Meeting with the LEAP Project Director and M&E Coordinator—Kampala
Tuesday 7/6/2011	
9:00 AM–10:50 AM	Meeting with the LEAP Project Director, Kampala
10:50 AM–11:15 AM	Travel to Kyambogo University
11:15 AM–12:15 PM	Kyambogo University representatives, Kampala
12:15 PM–1:30 PM	Lunch break
2:00 PM–3:00 PM	Meeting with ILO-IPEC staff (Senior Program Officer and M&E Officer)
3:30 PM–4:00 PM	Meeting with the IRC—Finance Controller
4:00 PM–5:00 PM	Any clarifications needed from the evaluator by the Project Director
Wednesday 8/6/2011	
8:00 AM–5:00 PM	Travel from Kampala to Kitgum by road accompanied by M&E Coordinator (departs at 8:30 am)
5:00 PM–6:00 PM	Evaluator arrives in Kitgum check in at Bomah hotel
Thursday 9/6/2011	
N/A	Public Holiday—Heroes Day
9:00 AM–9:30 AM	Hold briefing with Kitgum Field Coordinator
9:30 AM–11:30 AM	Meeting with Kitgum LEAP Manager
11:30 AM–12:30 PM	Meet with M&E Assistant Kitgum
2:00 PM–3:00 PM	Meeting with the Opite Kene VSLA group—Kitgum TC
3:15 PM–6:30 PM	Meeting with non-formal and apprenticeship trainees who are working—(Carpentry and Joinery, Tailoring and Garment cutting, Catering and Salon)
Friday 10/6/2011	
7:30 AM–8:30 AM	Travel to Lamwo district headquarters
8:30 AM–9:30 AM	Meeting with Lamwo DEO, DIS and Probation and Welfare officer
9:30 AM–10:05 AM	Travel to Kitgum PTC
10:05 AM–10:55 AM	Meeting with the Kitgum PTC and Center Coordinating Tutors (CCT) and LEAP focal point person at the PTC.
11:10 AM–12:20 AM	Meeting with Kitgum DEO and DIS (30 min)
12:20 AM–1:20 PM	Travel to Palabek Kal
1:20 PM–4:00 PM	Meeting with teachers, PTA, beneficiaries, Music Dance and Drama (MDD) club of Palabek Senior Secondary School.
4:00 PM–5:30 PM	Visit to Lugede primary school talk to parents, children, teachers and also see the Whole School Improvement Program.
5:30 PM–7:20 PM	Visit to Awareness raising Community group in Lugede
7:20 PM–8:50 PM	Travel back to Kitgum town—debrief and personal time

TIME	ACTIVITIES
Saturday 11/6/2011	
9:00 AM–10:00 AM	Meeting with director St. Joseph Apprenticeship center
10:00 AM–11:30 AM	Meeting with Cohort 4 apprenticeship trainees (Motor vehicle technics) at St. Joseph
11:40 AM–12:45 PM	Meeting with a graduate of motor bike repair
12:50 PM–1: 40 PM	Lunch break
1:50 PM–2:00 PM	Travel
2:00 PM–3:30 PM	Meeting with Village Savings and Loans Association (VSLA) group members around Kitgum primary school
3:30 PM–3:40 PM	Travel to corner mission—to visit Tutekeni women awareness raising group
3:40 PM–5:00 PM	Visit Awareness Raising group—Tutekeni Women's Group
5:00 PM–5:15 PM	Travel back to Bomah hotel
Sunday 12/6/2011	
Whole day	Review Notes and meeting research assistant
Monday 13/6/2011	
8:30 AM–11:00 AM	Meeting with teachers, PTA, beneficiaries, Head teacher of Kitgum primary school
11:15 AM–12:00 PM	Hold briefing with Kitgum LEAP staffs
12:30 PM–1:15 PM	Travel from Kitgum to Pader by Road. Check in at Alikin hotel
2:00 PM–3:00 PM	Meeting with AVSI LEAP staff (Program Manager)
3:00 PM–5:00 PM	Visit to Pajule non-formal graduates working within Pajule town
5:00 PM–6:30 PM	Meeting with AVSI LEAP staff (Program Officer and Program Assistant)
Tuesday 14/6/2011	
8:30 AM–10:00 AM	Meeting with DEO, DIS and Labor officer at the district level.
10:00 AM–11:00 AM	Travel to Awili Wili to meet beneficiaries and women's group
11:00 AM–2:30 PM	Meeting with teachers, PTA, beneficiaries, Music Dance and Drama (MDD) club of Awili Wili primary school
2:30 PM–4:00 PM	Meeting with Awili Wili awareness raising group
4:00 PM–5:00 PM	Travel back to Pader town
Wednesday 15/6/2011	
8:30 AM–10:30 AM	Meeting with teachers, PTA, beneficiaries, Music Dance and Drama (MDD) club of Pajule Secondary school
10:45 AM–11:45 AM	Hold briefing with AVSI Pader LEAP staffs
11:45 AM–1:15 PM	Travel from Pader to Lira town check in at Margarita hotel
2:15 PM–2:30 PM	Courtesy call to Lira Field manager
2:30 PM–4:30 PM	Visit beneficiaries who completed apprenticeship training (embroidery, welding and metal fabrication, shoe repair)—Lira town
4:30 PM–6:00 PM	Meeting with LEAP Lira staff (LEAP Manager, AR Manager, Project Officer, Project Assistant)
Thursday 16/6/2011	
8:30 AM–9:30 AM	Meeting with DEO, DIS, District Labor officer and DCLC members at the district level.
9:30 AM–10:15 AM	Travel to Aloï Fatima Secondary school
10:15 AM–1:30 PM	Meeting with teachers, BOG, beneficiaries, MDD and GEM club members at Aloï Fatima Secondary School
1: 30 PM–2:30 PM	Travel to Gomi
2:30 PM–4:30 PM	Meeting with teachers, PTA, beneficiaries, MDD club members at Gomi Primary School.
4:30 PM–5:30 PM	Travel back to Lira town

TIME	ACTIVITIES
Friday 17/6/2011	
9:00 AM–9:30 AM	Travel to Awirao Primary school
9:30 AM–12:00 AM	Meeting with teachers, PTA, beneficiaries, MDD club members at Awirao Primary School.
12:00 AM–12:40 AM	Travel to Amach subcounty
12:40 AM–1:40 AM	Meeting cohort 4 apprenticeship trainees doing metal fabrication and welding
2:00 PM–3:30 PM	Meeting with Asala VSLA group
3:50 PM–5:00 PM	Meeting Obanga Mio VSLA group members at Gomi
5:00 PM–5:40 PM	Travel back to Lira town
5:45 PM–6:15 PM	Debriefing with LEAP Lira staff
Saturday 18/6/2011	
Depart at 8:00 AM	Travel to Kampala from Lira by road accompanied by LEAP M&E Coordinator
2:30 PM–3:30 PM	Lunch break
3:30 PM–4:30 PM	Meeting beneficiaries from Moroto
4:30 PM–5:00 PM	Meeting with parents of beneficiaries from Moroto
5:00 PM–5:30 PM	Meeting with district officials from Moroto
Sunday 19/6/2011	
Whole day	Personal time—preparing for stakeholder's workshop
Monday 20/6/2011	
9:30 AM–1:00 PM	Stakeholders workshop at Grand Imperial hotel
1:00 PM–1:55 PM	Meeting with ILO-IPEC Chief Technical (working lunch)
2:00 PM–3:00 PM	Debriefing with LEAP Kampala staff
3:20 PM–4:10 PM	Meeting with Ag. Commissioner for Labor in the Ministry of Gender Labor and Social Development
Tuesday 21/6/2011	
3:00 AM	Evaluator departs Uganda

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ANNEX D: TERMS OF REFERENCE

TERMS OF REFERENCE for the Independent Final Evaluation of Livelihoods, Education & Protection to End Child Labor in Uganda (LEAP)

Cooperative Agreement Number:	IL-16571-07-75-K
Financing Agency:	U.S. Department of Labor
Grantee Organization:	The International Rescue Committee (IRC) and Associazione Volontari per il Servizio Internazionale (AVSI)
Dates of Project Implementation:	September 30, 2007–September 30, 2011
Type of Evaluation:	Independent Final Evaluation
Evaluation Fieldwork Dates:	June 6–20, 2011
Preparation Date of TOR:	March 16, 2011
Total Project Funds from USDOL Based on Cooperative Agreement:	US\$5,499,997
Vendor for Evaluation Contract:	ICF Macro Headquarters, 11785 Beltsville Drive Calverton, MD 20705 Tel: (301) 572-0200 Fax: (301) 572-0999

I BACKGROUND AND JUSTIFICATION

The Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) is an office within the Bureau of International Labor Affairs (ILAB), an agency of the U.S. Department of Labor (USDOL). OCFT activities include research on international child labor; supporting U.S. government policy on international child labor; administering and overseeing cooperative agreements with organizations working to eliminate child labor around the world; and raising awareness about child labor issues.

Since 1995, the U.S. Congress has appropriated over US\$780 million to USDOL for efforts to combat exploitive child labor internationally. This funding has been used to support technical cooperation projects to combat exploitive child labor in more than 80 countries around the world. Technical cooperation projects funded by USDOL range from targeted action programs in specific sectors of work to more comprehensive programs that support national efforts to eliminate the worst forms of child labor as defined by ILO Convention 182. USDOL-funded child labor elimination projects generally seek to achieve five major goals:

1. Reducing exploitative child labor, especially the worst forms through the provision of direct educational services and by addressing root causes of child labor, including innovative strategies to promote sustainable livelihoods of target households;

2. Strengthening policies on child labor, education, and sustainable livelihoods, and the capacity of national institutions to combat child labor, address its root causes, and promote formal, non-formal and vocational education opportunities to provide children with alternatives to child labor;
3. Raising awareness of exploitative child labor and its root causes, and the importance of education for all children and mobilizing a wide array of actors to improve and expand education infrastructures;
4. Supporting research, evaluation, and the collection of reliable data on child labor, its root causes, and effective strategies, including educational and vocational alternatives, microfinance and other income generating activities to improve household income; and
5. Ensuring the long-term sustainability of these efforts.

The approach of USDOL child labor elimination projects—decreasing the prevalence of exploitive child labor through increased access to education and improving the livelihoods of vulnerable families—is intended to nurture the development, health, safety, and enhanced future employability of children engaged in or at-risk of entering exploitive labor.

In FY2010, Congress provided new authority to ILAB to expand activities related to income generating activities, including microfinance, to help projects expand income generation and address poverty more effectively. The funds available to ILAB may be used to administer or operate international labor activities, bilateral and multilateral technical assistance, and microfinance programs, by or through contracts, grants, subgrants and other arrangements.

In the appropriations to USDOL for international child labor technical cooperation, the U.S. Congress directed the majority of the funds to support the two following programs:⁶⁵

1. International Labour Organization’s International Programme on the Elimination of Child Labor (ILO-IPEC)

Since 1995, the U.S. Congress has appropriated some US\$450 million to support the International Labor Organization’s International Program on the Elimination of Child Labor (ILO-IPEC), making the U.S. Government the leading donor to the program. USDOL-funded ILO-IPEC projects to combat child labor generally fall into one of several categories: comprehensive, national Timebound Programs (TBP) to eliminate the worst forms of child labor in a set time frame; less comprehensive Country Programs; sector-specific projects; data collection and research projects; and international awareness raising projects. In general, most projects include “direct action” components that are interventions to remove or prevent children from involvement in exploitative and hazardous work. One of the major strategies used by IPEC projects is to increase children’s access to and participation in formal and non-formal education. Most IPEC projects also have a capacity-building component to assists in building a strong enabling environment for the long-term elimination of exploitive child labor.

⁶⁵ In 2007, the U.S. Congress did not direct USDOL’s appropriations for child labor elimination projects to either of these two programs. That year, USDOL allocated US\$60 million for child labor elimination projects through a competitive process.

2. Child Labor Education Initiative

Since 2001, the U.S. Congress has provided some US\$269 million to USDOL to support the Child Labor Education Initiative (EI), which focuses on the elimination of the worst forms of child labor through the provision of education opportunities. These projects are being implemented by a wide range of international and non-governmental organizations as well as for-profit firms. USDOL typically awards EI cooperative agreements through a competitive bid process.

EI projects are designed to ensure that children in areas with a high incidence of child labor are withdrawn and integrated into educational settings, and that they persist in their education once enrolled. In parallel, the program seeks to avert at-risk children from leaving school and entering child labor. The EI is based on the notion that the elimination of exploitative child labor depends, to a large extent, on improving access to, quality of, and relevance of education. Without improving educational quality and relevance, children withdrawn/prevented from child labor may not have viable alternatives and could resort to other forms of hazardous work. EI projects may focus on providing educational services to children removed from specific sectors of work and/or a specific region(s) or support a national Timebound Program that aims to eliminate the worst forms of child labor in multiple sectors of work specific to a given country.

Other Initiatives

Finally, USDOL has supported US\$2.5 million for awareness-raising and research activities not associated with the ILO-IPEC program or the EI.

Project Context

In Uganda, children work in the worst forms of child labor, including crop farming and commercial agriculture in the production of tea, sugarcane, tobacco, rice, vanilla, and coffee. Children also cut and burn trees to produce charcoal, fish and care for livestock. It is estimated that nearly one-third of children work, and that children in rural areas are three times more likely to work than children in urban areas. Children also work in the informal sector, domestic work, brick making and cross-border trading. Uganda is also a source and destination country for trafficking; children are trafficked for sexual exploitation and forced labor purposes.⁶⁶

USDOL has supported numerous initiatives in Uganda, having devoted over US\$14 million since 1999 to combat child labor in the country alone, and an additional US\$27.5 million in regional projects which included Uganda.⁶⁷ In addition to the project being evaluated, USDOL also currently funds the Project of Support for the Preparatory Phase of the Uganda National Action Plan for the Elimination of Child Labour (SNAP), implemented by ILO-IPEC. The SNAP project is being implemented from 2008 to 2012, and aims to withdraw 2,712 and prevent 5,426 children from exploitive child labor in agriculture, commercial sexual exploitation, fishing, domestic work, construction, mining, quarrying, and the urban informal sector.

⁶⁶ U.S. Department of Labor, “2009 Findings on the Worst Forms of Child Labor,” Uganda Country Report, pp. 682–683.

⁶⁷ USDOL, Project Status—Africa, http://www.dol.gov/ilab/projects/sub-saharan_africa/project-africa.htm.

The project has also contributed to the development of “child labor-free zones” in Wakiso, Rakai, and Mbale Districts.⁶⁸ Previously, USDOL funded the 4-year Combating Exploitive Child Labor Through Education in Kenya, Uganda, Rwanda, and Ethiopia Together (KURET) project, which ended in March 2009. KURET, funded by USDOL at US\$14.5 million and World Vision at US\$5.8 million, withdrew and prevented 8,176 children from exploitive child labor in Uganda.⁶⁹ USDOL also funded another 4-year project, Opportunities for Reducing Adolescent and Child Labor through Education (ORACLE), implemented by International Rescue Committee (IRC) and Associazione Volontari per il Servizio Internazionale (AVSI), at US\$3.6 million, which ended in August 2007, and withdrew or prevented 5,657 children from exploitive labor in Northern Uganda.⁷⁰ ORACLE established the foundation for the project that will be evaluated under this TOR.

USDOL-Funded Projects in Uganda

Years	Grantee	Project	Amount
1999–2003	ILO-IPEC	National Program on the Elimination of Child Labor in Uganda	US\$1,196,262
1999–2004	ILO-IPEC	SIMPOC: National survey	US\$295,608
2000–2005	ILO-IPEC	Prevention, Withdrawal, and Rehabilitation of Children Engaged in Hazardous Work in the Commercial Agriculture Sector in Africa (Kenya, Malawi, Tanzania, Uganda, Zambia)	US\$4,743,658
2002–2006	ILO-IPEC	Building the Foundations for Eliminating the Worst Forms of Child Labor in Anglophone Africa (Ghana, Kenya, Nigeria, Uganda, Zambia)	US\$5,301,486
2003–2007	International Rescue Committee	Opportunities for Reducing Adolescent and Child Labor through Education (ORACLE)	US\$3,000,000
2004–2008	ILO-IPEC	Combating and Preventing HIV/AIDS-induced Child Labor in Sub-Saharan Africa: Pilot Action in Uganda and Zambia	US\$3,000,000
2004–2009	World Vision	Combating Exploitive Child Labor Through Education in Kenya, Uganda, Rwanda, and Ethiopia Together (KURET)	US\$14,500,000
2007–2011	International Rescue Committee	Livelihoods, Education and Protection to End Child Labor in Uganda (LEAP)	US\$5,499,997
2008–2012	ILO-IPEC	Project of Support for the Preparatory Phase of the Uganda National Action Plan for the Elimination of Child Labor	US\$4,791,000
TOTAL Uganda and Regional			US\$27,545,144
Uganda Only Total			US\$14,782,867
*Regional Total			US\$42,328,011

⁶⁸ ILO-IPEC, “Project of Support for the Preparatory Phase of the Uganda National Action Plan for the Elimination of Child Labor” Project Summary.

⁶⁹ Macro International, Inc. “Independent Final Evaluation of the Combating Exploitive Child Labor Through Education in Kenya, Uganda, Rwanda, and Ethiopia Together (KURET) Project,” 2009, p. 12.

⁷⁰ USDOL, p. 343.

The Government of Uganda has ratified ILO Conventions 138 and 182. The minimum age for admission to work in Uganda is 14 years, and children under 18 may not engage in hazardous work between the hours of 7 p.m. and 7 a.m. The law has drafted, but not adopted, a list of hazardous work activities. The law prohibits slavery and forced labor, and offenses related to trafficking in persons are prohibited as well. The Ministry of Gender, Labor, and Social Development (MGLSD) is charged with enforcing child labor laws and investigates child labor complaints through district labor officers. The Government of Uganda has developed a National Action Plan for the Elimination of Child Labor, with support from ILO-IPEC, and Child labor concerns have also been mainstreamed into the country's national development agendas and key documents, including those concerning the Millennium Development Goals (2015), the United Nations Development Assistance Framework (2006–2010), and the National Education Development Plan (2004–2015).⁷¹

In addition to participating in USDOL-funded projects, the Government of Uganda participated in an anti-trafficking project funded by the U.S. Department of State at US\$500,000, which trained 178 law enforcement officers on identification, prevention, and protection of child trafficking victims. The Government of Uganda also supports programs that help Karamojong children, including removing them from the streets of Kampala and placing them in shelters.⁷²

Livelihoods, Education & Protection to End Child Labor in Uganda (LEAP)

On September 30, 2007, International Rescue Committee (IRC) and *Associazione Volontari per il Servizio Internazionale* (AVSI) received a 4-year Cooperative Agreement worth US\$5,499,997 from USDOL to implement an EI project in Uganda, aimed at withdrawing and preventing children from exploitive child labor by expanding access to and improving the quality of basic education and supporting the five goals of USDOL projects as outlined above. IRC and AVSI were awarded the project through a competitive bid process. As stipulated in the Cooperative Agreement, the project targets 2,825 children for withdrawal and 8,450 for prevention from the worst forms of child labor. Project interventions focus on children affected by armed conflict in the Northern Districts of Kitgum, Lira, Pader, Amuru and Gulu; and the Karamoja districts of Moroto and Nakapiripirit. The project targets the sectors of agriculture, domestic service, petty trade, construction, herding, and brewing beer. The project will reach an additional 14,725 indirect beneficiaries, who will attend target schools or be a part of households who benefit from livelihood activities.

The project's goal is to contribute to the prevention and elimination of child labor in Northern Uganda and the Karamoja region. The intermediate objectives are to: promote an enabling environment to increase awareness of child labor at the Government, community, family and care giver levels; increase access to education for children engaged in, or at risk of engaging in child labor; and improve the quality of basic education through curriculum improvement and teacher support.

⁷¹ USDOL, p. 683-685.

⁷² USDOL, p. 686.

The project's major activities include the following:

- Promote awareness of the linkages between child labor and HIV/AIDS;
- Improve access to education through direct support for four types of educational services (formal primary, formal secondary, non-formal vocational and non-formal alternative education);
- Facilitate teacher development through enhancing the quality of teaching methods, and distribution of existing learning and training modules, and support teachers to provide national career guidance and counseling curriculum to students;
- Standardize and enhance curriculum for non-formal courses by integrating life skills, literacy and business skills sections;
- Partner with Kyambogo University and the Ministry of Education and Sports (MoES) to design a modified curriculum for students who struggle to pass exams (especially females) and for overall curriculum reform;
- Provide technical support to the National Steering Committee on Child Labor and the National Task Force on Child Labor;
- Support the development and pilot of a national child labor monitoring (CLM) tool and strengthen CLM capacity; and
- Improve household livelihood assets through skills building and functional literacy.

Midterm Evaluation

A midterm evaluation was conducted in October 2009 by an independent international consultant. The evaluation consisted of document review; individual and group interviews with project staff, beneficiaries, and other stakeholders; site visits (observation) in the northern districts of Gulu, Kitgum, and Pader, the northeastern district of Moroto in the Karamoja region, and Kampala; and a stakeholder workshop.

The midterm evaluation found that the project's complementary and integrated strategies provided relevant methods for achieving its objectives and outputs, and that significant efforts had been made to ensure compatibility with other child labor programs and activities. At midterm, the project was on track to meet its targets for withdrawing and preventing 11,275 children at risk of, or involved in, exploitive labor. LEAP had also surpassed its enrollment target, and had an overall retention rate of 96 percent. The midterm evaluation found several challenges with regard to the project's monitoring and evaluation system. The evaluation also found that the project did not have adequate funds to cover the cost of the project's livelihood component. The lack of suitable apprenticeship arrangements and vocational training opportunities was also identified as a challenge.

The key recommendations from the midterm evaluation were the following:

1. Capture working hours for each student beneficiary on intake forms and every follow-up form by amending the process for follow-up and data entry.
2. Monitor students closely on weekends and school vacations.
3. Conduct information-sharing visits and exchanges for LEAP project staff and other partners, teachers, and students between operational districts.
4. Place a key focus on action research for the remaining two years.
5. Scale up VSLAs in all districts.
6. Monitor the employment options and opportunities for graduating students from vocational and apprenticeship programs.
7. Continue teacher training as planned for secondary schools, particularly in guidance and counseling.
8. Reconsider the implementation of the apprenticeship model in all districts.
9. Provide further research to track the impact of remedial classes.
10. Monitor and document the parent cost-sharing intervention during its pilot phase.
11. Continue discussions with the National Curriculum Development Center regarding collaboration to infuse child labor and life skills into the secondary school curriculum.

II PURPOSE AND SCOPE OF EVALUATION

OCFT-funded projects are subject to midterm and final evaluations. The fieldwork for final evaluations is generally scheduled three months before the end of the project. The LEAP project in Uganda went into implementation in September 2007 and is due for final evaluation in 2011.

Scope of Evaluation

The scope of the evaluation includes a review and assessment of all activities carried out under the USDOL Cooperative Agreement with IRC and AVSI. All activities that have been implemented from project launch through time of evaluation fieldwork should be considered. The evaluation should assess the achievements of the project in reaching its targets and objectives as outlined in the cooperative agreement and project document.

The evaluation should address issues of project design, implementation, management, lessons learned, replicability and provide recommendations for current and future projects. The questions to be addressed in the evaluation (provided below) are organized to provide an assessment of the relevance, effectiveness, efficiency, sustainability, and (to the extent possible) impact on the target population.

Final Evaluation Purpose

The purpose of the final evaluation is the following:

1. Assess whether the project has met its objectives and identify the challenges encountered in doing so;
2. Assess the relevance of the project in the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and policies of the host country government and USDOL;
3. Assess the intended and unintended outcomes and impacts of the project;
4. Provide lessons learned from the project design and experiences in implementation that can be applied in current or future child labor projects in the country and in projects designed under similar conditions or target sectors; and
5. Assess whether project activities can be deemed sustainable at the local and national level and among implementing organizations.

The evaluation should also provide documented lessons learned, good practices, and models of intervention that will serve to inform future child labor projects and policies in Uganda and elsewhere, as appropriate. It will also serve as an important accountability function for USDOL and IRC and AVSI. Recommendations should focus around lessons learned and good practices from which future projects can glean when developing their strategies toward combating exploitive child labor.

Intended Users

This final evaluation should provide USDOL, IRC and AVSI, other project specific stakeholders, and stakeholders working to combat child labor more broadly, an assessment of the project's experience in implementation and its impact on project beneficiaries. Lessons learned and good practices should be used by stakeholders in the design and implementation of subsequent phases or future child labor projects in the country and elsewhere as appropriate. The final report will be published on the USDOL website, so the report should be written as a standalone document, providing the necessary background information for readers who are unfamiliar with the details of the project.

Evaluation Questions

Specific questions that the evaluation should seek to answer are found below, according to five categories of issue. Evaluators may add, remove, or shift evaluation questions, but the final list will be subject to approval by USDOL and ICF Macro.

Relevance

The evaluation should consider the relevance of the project to the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and policies of the host country government and USDOL. Specifically, it should address the following questions:

1. Does the project design seem to be adequately supporting the five USDOL goals, as specified above? If not, which ones are not being supported and why not?
2. What are the main obstacles or barriers that the project has identified as important to addressing child labor in this country? (i.e. poverty, lack of educational infrastructure, lack of demand for education, etc) Has the project been successful in addressing these obstacles?
3. How has the project fit within existing programs to combat child labor and trafficking, especially government initiatives?
4. Assess the project's ability to adapt to the country's re-districting and to coordinate with new district leadership.
5. Assess the project's ability to conduct its interventions in the Karamoja region specifically, due to its challenging context. Was the project able to conduct awareness-raising to reduce child labor in this region, and specifically to discourage sending children to Kampala to beg?
6. Did the project adjust implementation and/or strategy based on the findings and recommendations of the midterm evaluation?

Effectiveness

The evaluation should assess whether the project has reached its objectives, and the effectiveness of project activities in contributing toward those objectives. Specifically, the evaluation should address:

1. Has the project achieved its targets and objectives as stated in the project document? What factors contributed to the success and/or underachievement of each of the objectives?
2. Assess the effectiveness of the "direct action" interventions, including the education interventions provided to children (i.e. formal primary, formal secondary, non-formal vocational, non-formal alternative education, curriculum for students who struggle to pass exams). Did the provision of these services results in children being withdrawn/prevented from exploitive child labor/trafficking and ensure that they were involved in relevant educational programs?

3. Assess the effectiveness of the services in meeting the needs of the target population identified in the project document including children *prevented* and *withdrawn* from labor/trafficking. In addition to a general assessment, assess the project's effectiveness in withdrawing and preventing war-affected children specifically.
4. How effective have the VSLAs been as a strategy to decrease household's reliance on child labor?
5. Assess the effectiveness of the specific models (such as Alternative Basic Education and the Whole School Improvement Program) on increasing educational opportunities, creating community ownership, increasing the capacity of communities, and increasing awareness/understanding of the dangers of child labor.
6. Has the project accurately identified and targeted children engaged in, or at risk of working in, the target sectors identified in the project strategy (agriculture, trade, construction, domestic work, hunting/fishing/herding, brewing beer)? In a larger sense, did they accurately identify the *worst* forms of child labor in the country?
7. Are there any sectors or context-specific lessons learned or good practices regarding the types and effectiveness of the services provided, particularly with regard East African or other African contexts?
8. What monitoring systems does the project use for tracking the work status of children? Were they feasible and effective? Why or why not?
9. What are the management strengths, including technical and financial, of this project?

Efficiency

The evaluation should provide analysis as to whether the strategies employed by the project were efficient in terms of the resources used (inputs) as compared to its qualitative and quantitative impact (outputs). Specifically, the evaluation should address:

1. Is the project cost-efficient?
2. Were the project strategies efficient in terms of the financial and human resources used, as compared to its outputs? What alternatives are there?
3. Were the project's interventions cost efficient in terms of cost per child receiving services? How does this cost compare to other USDOL-funded child labor elimination projects implemented in Uganda?
4. Was the monitoring system designed efficiently to meet the needs and requirements of the project?

Impact

The evaluation should assess the positive and negative changes produced by the project—intended and unintended, direct and indirect, as well as any changes in the social and economic environment in the country—as reported by respondents. Specifically, it should address:

1. What appears to be the project’s impact, if any, on individual beneficiaries (children, parents, teachers, VSLA participants, etc.)?
2. If possible, provide qualitative information on outcomes for the first cohort of project beneficiaries (2007–2008) and graduates from the vocational training program. Also, assess whether the project has followed up on beneficiaries who participated in the career guidance sessions and career talks by Kyambogo University students, and if possible to determine, whether these activities had positive impacts on participants (through beneficiaries finding work or starting businesses, for example).
3. Assess the impact, to the extent possible, of project activities/strategies on education quality (both formal and non-formal interventions). How has the education quality improvement component been received by the government and the communities?
4. What appears to be the project’s impact, if any, on partners or other organizations working on child labor in the country (NGOs, community groups, schools, national child labor committee, etc.)?
5. What appears to be the project’s impact, if any, on government and policy structures in terms of system-wide change on education and child labor issues?
6. Is there evidence that the project has had an impact through its input into the new labor inspection guidelines published by the Ministry of Gender, Labour and Social Development? Has the project’s input led to national capacity building in the area of labor inspection?

Sustainability

The evaluation should assess whether the project has taken steps to ensure the continuation of project activities after the completion of the program, including sources of funding and partnerships with other organizations and/or the government, and identify areas where this may be strengthened. Specifically, it should address:

1. Were the exit strategy and sustainability plan integrated into the project design? Will it likely be effective?
2. How successful has the project been in leveraging non-project resources? Are there prospects for sustainable funding?
3. What have been the major challenges and successes in maintaining partnerships in support of the project, including with other USDOL-funded projects?

4. What have been the major challenges and opportunities, if any, of maintaining coordination with the host country government, particularly the Ministry of Gender, Labor, and Social Development, the Ministry of Education and Sports (MoES), the National Steering Committee on Child Labor and the National Task Force on Child Labor, as well as other government agencies active in addressing related children's issues?
5. What have been the major challenges and opportunities, if any, of implementing coordination with the ILO-IPEC?
6. What have been some of the challenges and opportunities in working with international and/or multilateral organizations?
7. What have been some of the challenges and opportunities in working with other national NGOs and/or community-based organizations present in the country?
8. Will the School Management Committees, Parent Teacher Associations, VSLAs, Child Protection Committees, District Child Labor Committees, monitoring systems, and other committees/groups and systems created by the project be sustainable?
9. What lessons can be learned of the project's accomplishments and weaknesses in terms of sustainability of interventions? How has the project contributed to capacity building of various institutions and groups?

III EVALUATION METHODOLOGY AND TIMEFRAME

The evaluation methodology will consist of the following activities and approaches:

A Approach

The evaluation approach will be primarily qualitative in terms of the data collection methods used as the timeframe does not allow for quantitative surveys to be conducted. Quantitative data will be drawn from project reports to the extent that it is available and incorporated in the analysis. The evaluation approach will be independent in terms of the membership of the evaluation team. Project staff and implementing partners will generally only be present in meetings with stakeholders, communities and beneficiaries to provide introductions. The following additional principles will be applied during the evaluation process:

1. Methods of data collection and stakeholder perspectives will be triangulated for as many as possible of the evaluation questions.
2. Efforts will be made to include parents' and children's voices and beneficiary participation generally, using child-sensitive approaches to interviewing children following the ILO-IPEC guidelines on research with children on the worst forms of child labor (<http://www.ilo.org/ipeinfo/product/viewProduct.do?productId=3026>) and UNICEF Principles for Ethical Reporting on Children (http://www.unicef.org/media/media_tools_guidelines.html).

3. Gender and cultural sensitivity will be integrated in the evaluation approach.
4. Consultations will incorporate a degree of flexibility to maintain a sense of ownership of the stakeholders and beneficiaries, allowing additional questions to be posed that are not included in the TOR, whilst ensuring that key information requirements are met.
5. As far as possible, a consistent approach will be followed in each project site, with adjustments to be made for the different actors involved and activities conducted and the progress of implementation in each locality.

B Final Evaluation Team

The evaluation team will consist of the following:

1. The international evaluator
2. An interpreter fluent in Swahili, local languages, and English who will travel with the evaluator

One member of the project staff may travel with the team to make introductions. This person is not involved in the evaluation process

The international evaluator is Mei Zegers. She will be responsible for developing the methodology in consultation with ICF Macro and the project staff; assigning the tasks of the interpreter/s for the fieldwork; directly conducting interviews and facilitating other data collection processes; analysis of the evaluation material gathered; presenting feedback on the initial findings of the evaluation to the national stakeholder meeting and preparing the evaluation report.

The responsibility of the interpreter/s in each provincial locality is to ensure that the evaluation team is understood by the stakeholders as far as possible, and that the information gathered is relayed accurately to the evaluator.

C Data Collection Methodology

1. Document Review

- Pre-field visit preparation includes extensive review of relevant documents
- During fieldwork, documentation will be verified and additional documents may be collected
- Documents may include the following:
 - Project document and revisions
 - Cooperative Agreement

- Technical Progress and Status Reports
- Project Logical Frameworks and Monitoring Plans
- Work plans
- Correspondence related to Technical Progress Reports
- Management Procedures and Guidelines
- Research or other reports undertaken (baseline studies, etc.)
- Project files (including school records) as appropriate

2. Question Matrix

Before beginning fieldwork, the evaluator will create a question matrix, which outlines the source of data from where the evaluator plans to collect information for each TOR question. This will help the evaluator make decisions as to how they are going to allocate their time in the field. It will also help the evaluator to ensure that they are exploring all possible avenues for data triangulation and to clearly note where their evaluation findings are coming from.

3. Interviews with stakeholders

Informational interviews will be held with as many project stakeholders as possible. Depending on the circumstances, these meetings will be one-on-one or group interviews. Technically, stakeholders are all those who have an interest in a project, for example, as implementers, direct and indirect beneficiaries, community leaders, donors, and government officials. Thus, it is anticipated that meetings will be held with:

- ILAB/OCFT Staff
- Headquarters, Country Director, Project Managers, and Field Staff of Grantee and Partner Organizations
- Government Ministry Officials and Local Government Officials
- Community leaders, members, and volunteers
- School teachers, assistants, school directors, education personnel
- Project beneficiaries (children withdrawn and prevented and their parents)
- International Organizations, NGOs and multilateral agencies working in the area
- Other child protection and/or education organizations, committees and experts in the area

- Labor Reporting Officer at U.S. Embassy and USAID representative

4. Field Visits

The evaluator will visit a selection of project sites. The final selection of field sites to be visited will be made by the evaluator. Every effort should be made to include some sites where the project experienced successes and others that encountered challenges, as well as a good cross section of sites across targeted CL sectors. During the visits the evaluator will observe the activities and outputs developed by the project. Focus groups with children and parents will be held, and interviews will be conducted with representatives from local governments, NGOs, community leaders and teachers.

D Ethical Considerations and Confidentiality

The evaluation mission will observe utmost confidentiality related to sensitive information and feedback elicited during the individual and group interviews. To mitigate bias during the data collection process and ensure a maximum freedom of expression of the implementing partners, stakeholders, communities, and beneficiaries, implementing partner staff will generally not be present during interviews. However, implementing partner staff may accompany the evaluator to make introductions whenever necessary, to facilitate the evaluation process, make respondents feel comfortable, and to allow the evaluator to observe the interaction between the implementing partner staff and the interviewees.

E Stakeholder Meeting

Following the field visits, a stakeholders' meeting will be conducted by the evaluator that brings together a wide range of stakeholders, including the implementing partners and other interested parties. The list of participants to be invited will be drafted prior to the evaluator's visit and confirmed in consultation with project staff during fieldwork.

The meeting will be used to present the major preliminary finding and emerging issues, solicit recommendations, and obtain clarification or additional information from stakeholders, including those not interviewed earlier. The agenda of the meeting will be determined by the evaluator in consultation with project staff. Some specific questions for stakeholders will be prepared to guide the discussion and possibly a brief written feedback.

The agenda is expected to include some of the following items:

1. Presentation by the evaluator of the preliminary main findings.
2. Feedback and questions from stakeholders on the findings.
3. Opportunity for implementing partners not met to present their views on progress and challenges in their locality.
4. Possible SWOT exercise on the project's performance.

5. Discussion of recommendations to improve the implementation and ensure sustainability. Consideration will be given to the value of distributing a feedback form for participants to nominate their “action priorities” for the remainder of the project.

F Limitations

Fieldwork for the evaluation will last two weeks, on average, and the evaluator will not have enough time to visit all project sites. As a result, the evaluator will not be able to take all sites into consideration when formulating their findings. All efforts will be made to ensure that the evaluator is visiting a representative sample of sites, including some that have performed well and some that have experienced challenges.

This is not a formal impact assessment. Findings for the evaluation will be based on information collected from background documents and in interviews with stakeholders, project staff, and beneficiaries. The accuracy of the evaluation findings will be determined by the integrity of information provided to the evaluator from these sources.

Furthermore, the ability of the evaluator to determine efficiency will be limited by the amount of financial data available. A cost-efficiency analysis is not included because it would require impact data which is not available.

G Timetable and Work Plan

The tentative timetable is as follows. Actual dates may be adjusted as needs arise.

Activity	Responsible Party	Proposed Date(s)
Phone interview with USDOL and Grantee Staff/Headquarters	ICF Macro, USDOL, Grantee, Evaluator	April
Desk Review	Evaluator	April-May
Question Matrix and Instruments due to ICF Macro / USDOL	Evaluator	May 5
Finalize TOR and submit to Grantee and USDOL	USDOL / ICF Macro/Evaluator	May 6
International Travel	N/A	June 5
Introductory Meetings with Project Staff and National Stakeholders	Evaluator	June 6
Field Site Visits	Evaluator	June 7–17
National Stakeholder Meeting	N/A	June 20
International Travel	N/A	June 21
Post-evaluation debrief call with USDOL	N/A	June 28
Draft report to ICF Macro for QC review	Evaluator	July 5
Draft report to USDOL & Grantee for 48 hour review	ICF Macro	July 8
Draft report released to stakeholders	ICF Macro	July 14
Comments due to ICF Macro	USDOL/Grantee & Stakeholders	July 28
Report revised and sent to ICF Macro	Evaluator	August 4
Revised report sent to USDOL	ICF Macro	August 5
Final approval of report	USDOL	August 19
Finalization & distribution of report	ICF Macro	September 9

IV EXPECTED OUTPUTS/DELIVERABLES

Ten working days following the evaluator's return from fieldwork, a first draft evaluation report will be submitted to ICF Macro. The report should have the following structure and content:

- I. Table of Contents
- II. List of Acronyms
- III. Executive Summary (providing an overview of the evaluation, summary of main findings/lessons learned/good practices, and three key recommendations)
- IV. Evaluation Objectives and Methodology
- V. Project Description
- VI. Relevance
 - A. Findings—answering the TOR questions
 - B. Lessons Learned/Good Practices
- VII. Effectiveness
 - A. Findings—answering the TOR questions
 - B. Lessons Learned/Good Practices
- VIII. Efficiency
 - A. Findings—answering the TOR questions
 - B. Lessons Learned/Good Practices
- IX. Impact
 - A. Findings—answering the TOR questions
 - B. Lessons Learned/Good Practices
- X. Sustainability
 - A. Findings—answering the TOR questions
 - B. Lessons Learned/Good Practices
- XI. Recommendations and Conclusions
 - A. Key Recommendations—critical for successfully meeting project objectives

B. Other Recommendations—as needed

1. Relevance
2. Effectiveness
3. Efficiency
4. Impact
5. Sustainability

XII. Annexes—including list of documents reviewed; interviews/meetings/site visits; stakeholder workshop agenda and participants; TOR; etc.

The total length of the report should be a minimum of 30 pages and a maximum of 45 pages for the main report, excluding the executive summary and annexes.

The first draft of the report will be circulated to OCFT and key stakeholders individually for their review. Comments from stakeholders will be consolidated and incorporated into the final reports as appropriate, and the evaluator will provide a response to OCFT, in the form of a comment matrix, as to why any comments might not have been incorporated.

While the substantive content of the findings, conclusions, and recommendations of the report shall be determined by the evaluator, the report is subject to final approval by ILAB/OCFT in terms of whether or not the report meets the conditions of the TOR.

After returning from fieldwork, the first draft evaluation report is due to ICF Macro on July 5, 2011, as indicated in the above timetable. A final draft is due one week after receipt of comments from ILAB/OCFT and stakeholders and is anticipated to be due on August 4, 2011, as indicated in the above timetable. All reports including drafts will be written in English.

V EVALUATION MANAGEMENT AND SUPPORT

ICF Macro has contracted with Mei Zegers to conduct this evaluation. Dr. Zegers has consulted for a number of years on health, livelihoods, local economic development, the informal economy, HIV/AIDS, and child labor. Her technical support includes project evaluations, research, monitoring and evaluation, and organizational development. She has conducted 11 studies on child labor for USDOL, ILO-IPEC, and NGOs operating in eastern and southern Africa. She earned her PhD in the Social Sciences from the Free University of Amsterdam. She also holds a Doktoraal degree (with honors) in Labour and Organizational Psychology and Development, Minor in Development Economics. The contractor/evaluator will work with OCFT, ICF Macro, and relevant IRC and AVSI staff to evaluate this project.

ICF Macro will provide all logistical and administrative support for their staff and subcontractors, including travel arrangements (e.g. plane and hotel reservations, purchasing plane tickets, providing *per diem*) and all materials needed to provide all deliverables.

ICF Macro will also be responsible for providing the management and technical oversight necessary to ensure consistency of methods and technical standards.