



International Programme on the Elimination of Child Labour (IPEC)



International
Labour
Office

IPEC Evaluation

Project of Support to the National Action Plan to Combat Child Labour in Malawi

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**An independent expanded final evaluation by a team of external
consultants**

Includes evaluation sub-study on the impact of work on the enabling environment

March 2013

This document has not been professionally edited.

NOTE ON THE EVALUATION PROCESS AND REPORT

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

The evaluation was carried out by a team of external consultants¹. The field mission took place in February 2013. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

Funding for this project evaluation was provided by the United States Department of Labor. This report does not necessarily reflect the views or policies of the United States Department of Labor nor does mention of trade names, commercial products, or organizations imply endorsement by the United States Government).

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Acronyms

AP	Action Programmes
AYISE	Active Youth Initiative for Social Enhancement
CBE	Complimentary Basic Education
CBSOs	Community based Service Outlets
CCLC	Community Child Labour Committee
CDL	Child Domestic Labour
CICOD	Circle for Community Development
CIP	Community Infrastructure Project
CL	Child Labour
CLFZ	Child Labour Free Zone
CB-CLMS	Community based Child Labour Monitoring System
CLU	Child Labour Unit
COMAGRI	Commercial Agriculture
COYIDA	Community Youth in Development Activities
CP	Child Protection
CSO	Central Statistics Office
DBMR	Direct beneficiary monitoring and reporting
DCLC	District Child Labour Committee
DDP	District Development Plan
DEC	District Executive Committee
DLO	District Labour Office
ECAM	Employers' Consultative Association of Malawi
EFE	Expanded Final Evaluation
EIA	Evaluation and Impact Assessment section of ILO/IPEC
FGDs	Focus Group Discussions
GDP	Gross Domestic Product
GoM	Government of Malawi
GVH	Group Village Heads
IGA	Income Generating Activities
IEFE	Independent Expanded Final Evaluation
IABA	Integrated Area Based Approach
ILO	International Labour Organisation
IPEC	International Programme on the Elimination of Child Labour

KII	Key Informant Interview
KPI	Key Performance Indicators
MCTU	Malawi Congress of Trade Union
M-DWCP	Malawi Decent Work Country Programme
M&E	Monitoring and Evaluation
MGDS	Malawi Growth Development Strategy
MPS	Malawi Police Service
MoL	Ministry of Labour
MPLC	Multi-purpose Learning Centre
MPTC	Multipurpose Training Centre
NAP	National Action Plan
NSC	National Steering Committee
NGO	Non-Governmental Organization
SNAP	Support to the National Action Plan
TA	Traditional Authorities
ToRs	Terms of Reference
TPR	Technical Progress Report
UNDAF	United Nations Development Assistance Framework
USDOL	United States Department of Labor
VSU	Victim Support Unit
WFCL	Worst Forms of Child Labour
YECE	Youth Empowerment and Children Education

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The Expanded Final Evaluation Team²

² Stephen Tembo (Team Leader) and Janet Chidothi

Executive Summary

Introduction

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

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

SNAP had three immediate objectives:

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

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

The main evaluation mission was preceded by a study in two of the project target districts, on the impact of the project on the enabling environment for the elimination of child labour.

Major Findings

Summary - realization of SNAP Objectives

Objective	Overview of the Extent to which the Objective has been Realized
1. By the end of the project, an enabling legislative and policy environment on the elimination of child labour towards the global goal of elimination of the WFCL by 2016 was to be strengthened	- The most significant policy and legislative developments that SNAP contributed to were: adoption of the NAP in 2010 and the gazetting of the List of Hazardous Child Labour in 2012. Other very significant policy developments were the strong emphasis on the elimination of child labour in the Malawi Growth and Development Strategy (MGDS II-2011 to 2016) and the development of district-level bylaws dealing with CL in all four of the project target districts. ONE-UN has incorporated child protection, including CL into the UN Development Assistance Framework (UNDAF) for 2012-2017. The UNDAF was finalized and was thereafter expected to be launched and aligned with the MGDS II as a platform for resource mobilization. - A significant constraint in the development of policy was the lack of official endorsement to the Child Labour Policy (CLP) which remained in draft form throughout the project. SNAP was also active in advocating for inclusion of CL issues in the Tobacco Tenancy Bill but this also remained in draft form. - There were three indicators relating to objective one from the project document Logical Framework. Their performance was as follows: First, SNAP had developed 3 major strategies for resource mobilization; second, the number of successful prosecutions cases in the target areas was not reported on, and; third, 4 major policies and development frameworks had CL issues streamlined into them by the end of the project.
2. By the end of the project, existing models of intervention were to be replicated and new models of intervention to lay the foundations for establishing child labour free zones using an Integrated Area Based Approach (IABA) in three districts, were to be developed and made available for replication.	- Among the models used by SNAP, 6 were prominent: Complimentary Basic Education (CBE); Income Generating Activities; Community Infrastructure Project (CIP); Communities as Centres of Service Delivery; Integrated Area Based Approach (IABA), and Community Based Child Labour Monitoring System (CB-CLMS). - The above models have shown evidence towards their contribution to the creation of Child Labour Free Zones (CLFZs) and strengthening of the Integrated Area Based Approach (IABA). Two models, i.e. CBE and Communities as Centres of Service Delivery, particularly have led the way in this regard. Community Child Labour Committees (CCLCs) and Traditional Authorities (TAs) in their respective areas through the facilitation of District Child Labour Committees (DCLCs) have coordinated and collaborated in identifying children involved in CL, withdrawing and placing them in school and Multi-purpose Training Centres. - The small areas targeted for IABA remains a challenge. For instance, out of a total of 60 TAs in the 4 districts supported with SNAP activities, only 7 TAs were targeted. It's not the whole TA that would be targeted but a few Group Village Heads (GVHs). There was a total of 117 GVHs in the 4 districts out of which only 17 were targeted for SNAP activities. - There was no evidence that SNAP made a deliberate effort to document and disseminate lessons, experiences and good practices from pilot projects/models. However, plans were in place at the time of EFE to document good practices and to prepare a video documentary and slide show on the good practices to be used as a tool for resource mobilization and knowledge sharing. - Objective 2 had 12 indicators that were tracked. More than two thirds of these performed above average. SNAP realized 100% target and more in several indicators including: Traditional leaders in the targeted areas that will have begun to implement activities to change negative cultural practice; Number of children withdrawn from child labour and provided with relevant education (both formal and informal) and other social services in the targeted area, and; Children prevented from WFCL.
3. By the end of the project, tripartite partners' key role players' and stakeholders' capacity to implement the IABA to combat child labour was to be built.	- Evidence in increased understanding of the IABA model at district and community level, towards CLFZ creation using the IABA procedures and methods, was noted in all districts. - Tripartite partners (government, employers and workers organizations) were all capacity built to implement IABA and were each reasonably engaged in SNAP implementation. The partners had begun to show evidence of the impact of capacity building efforts received. For instance, the organization of the CL conference in 2012 by the Child Labour Unit (CLU). The Malawi Congress of Trade Unions (MCTUs) had several outputs, including: Mobilized law enforcement agencies in 3 out of 4 SNAP target districts; Trained four (4) master trainers within the Union as resource persons to sensitize the affiliate unions on CL issues based on the revised manual, and; Established and oriented eight (8) Health Occupational and Safety Committees, 4 in Lilongwe and another 4 in Mulanje.

Objective	Overview of the Extent to which the Objective has been Realized
	- The Employers' Consultative Association of Malawi (ECAM) was not closely involved in the project and consequently it did not benefit much from the project's capacity building work. This was primarily on account of ECAM's lack of full appreciation of its role in SNAP. - Objective three had 3 indicators which were all tracked. According to the information available at the time of the EFE mission, IGAs had 73% achievement level out of the targeted 900. The achievement level would have been higher, had the IGAs been started in good time. It is not possible to comment on the quality of the achievement of agriculture IGAs due to the limited timeframe. Business IGAs show good results. Regarding the indicator on targeted TAs showing positive awareness about child trafficking, 7 TAs had become functional and made aware of issues of child trafficking. Lastly the indicator regarding DCLCs' increased awareness in the referral role for CL issues performed well as all the 4 DCLCs showed this increased performance.

Relevance

SNAP was highly relevant to various development frameworks and programmes of Malawi, including: Malawi Growth and Development Strategy (MGDS II); Child Labour National Action Plan for Malawi (2010-2016) and; Employment Act (CAP.55.02) – prohibition of hazardous work for children, order, 2012. The Project was relevant to beneficiaries of various categories at various levels; national, district and community, many of whom benefited from it in different ways. Lastly, the Integrated Area Based Approach (IABA) model has various advantages, including dealing with CL from several angles such as: Work place or labour – based; Rights based and, Decent work, all aimed at creating Child Labour Free Zones (CLFZ).

Sustainability

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

Community based Child Labour Monitoring System

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

Major Conclusions

SNAP has established a good foundation towards the fight against CL through contributing to the operationalization of NAP. In the short term, there is a strong need to consolidate these gains. Various

institutions that are relevant and appropriate to specific gains achieved by SNAP need to include these in their respective work plans and budgets.

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

Recommendations

The following recommendations are presented in chapter 9 of this report.

General

1. The above conclusions warrant a passionate engagement of whatever it must take to put in place measures that would sustain/perpetuate gains SNAP has achieved during its life time. Such mechanisms should include: (i) a serious consideration of implementing a follow-up project which should focus on consolidating gains SNAP has achieved; (ii) greater passion and actualization of efforts towards leveraging of resources at all levels (from national to community level) and by all key stakeholders towards the fight against CL. This should be pursued by the Ministry of Labour (MoL).
2. All development partners (including local and international NGOs, Cooperating Partners, the tripartite constituents, and others), should deal with CL as a crosscutting issue. This should translate into tangible actions and budgetary allocations that reflect adequate resources towards the fight against CL. All the parties mentioned here should follow this through. The MoL should ensure that this is adhered to strictly.

Design

3. Linked to the second point above, all future development programming should have CL as a crosscutting issue. In this regard, all project and programme documents should reflect CL issues as crosscutting. Among other things, this should entail inclusion of CL Key Performance Indicators (KPIs) in the logical framework to facilitate the tracking and assessment of performance of such CL variables. This would ensure the tracking of the KPIs which in turn should be the basis for Annual Work Plan and Budget preparation that takes into full account CL issues. In the same vein, Cooperating Partners/Development Partners who finance development initiatives by responding to proposal documents prepared by potential Implementing Partners should include adequate mainstreaming of CL issues into the proposal documents as major selection criteria. All Cooperating Partners involved in the fight against CL should follow this. The MoL should spear-head the enforcement of this regulation.

Resource Mobilization

4. The “Call to Action on the Conference Outcome Document” should be seriously used as the basis for resource mobilization and leveraging by all stakeholders concerned. This could include engagement of potential funders through well written project proposals. There is need for MoL (working with NSC) through the CLU to facilitate a training workshop on resource mobilization which should include proposal writing. It is highly recommended that an expert in this be engaged as a resource person for such a training event. Support by a Cooperating Partner towards such an event would be highly beneficial. SNAP project staff

provided technical advice to the CLU which organised the National Conference on Child Labour in September 2012 that developed the call to action.

Project Strategies

5. Lobbying and advocacy for mobilization of resources for the fight against WFCL should be given special attention in any follow-up work. This should include special capacity building of all key players in lobbying and advocacy, including government institutions (upstream & down) DCLCs, CCLCs, and TAs. MoL, NSC and Developing Partners should follow this through.
6. The IABA model as an Integrated Rural Development Approach requires the use of a consortium arrangement in order to maximize expert/professional service provision. This is something ILO/International Programme on the Elimination of Child Labour (IPEC) should seriously consider in future interventions.

Child Monitoring

7. Future works should emphasize the institutionalization of Community based Child Labour Monitoring System so that Malawi is better able to meet international reporting obligations and determine the progress the country is making. MoL should action this recommendation.

Compensation of Community Members

8. For similar works in future, there is need to heighten sensitization of CIP as an incentive to community members given the current inadequate appreciation of CIP by CCLCs. This will further incentivize the grassroots level stakeholders in their fight against CL. The DCLCs should take up this recommendation.
9. There is need to institutionalize IGAs for CCLC members as a form of incentive to ensure sustained benefits of project interventions at community level. The DCLCs and the District Labour Office (DLO) should carry this through.

Going Forward

10. In terms of dealing with SNAP's gains, there is need for immediate attention to be given to the perpetuation of SNAP gains achieved to date (see Table 9). This should entail, among other things, incorporation of activities related to the gains into the Annual Work Programme and Budget (AWPB) of various relevant government ministries. In this regard, the Table presents a summary of key selected SNAP gains and the responsible institution/stakeholder category that should take full charge of "housing and perpetuating" such gains with immediate effect.
11. ILO-IPEC should consider galvanizing the good foundations that SNAP has laid down in order for these not to be eroded. Among others, capacity development efforts of the current human and institutional resource bases should be considered seriously as this would positively impact on staff retention, a prerequisite for continued efforts towards the fight against WFCL given that it takes considerable time and effort to train personnel.

1. Introduction

1. The total population of Malawi was just over 13 million in 2008 (CSO - Central Statistics Office) of which 20% were youths aged between 15 and 24 years. The country has an agricultural-based economy that contributes 38% to the Gross Domestic Product (GDP) and more than 90% of the total export earnings. Tobacco, tea, sugarcane and cotton are among the most important crops that contribute to the export earnings. According to the latest country's Labour Survey (2002), Child Labour (CL) in Malawi is common, standing at 37%. Of this, 53.5% worked in agriculture in 2002 and 42.1% in community and personal service sector. Although the Multiple Cluster Indicator Survey of 2006 showed a decline in CL occurrence to 29%, this is still considerably high.³
2. This chapter covers seven sections, namely:
 - (i) Project Background
 - (ii) Project Description
 - (iii) Evaluation Purpose
 - (iv) Evaluation Approach and Methodology
 - (v) Categories of Stakeholders Consulted
 - (vi) Structure of the Report
 - (vii) Limitations of the Evaluation.
3. Each of these is discussed below in succession.

1.1 Project Background

4. The Government of Malawi's (GoM) commitment to fighting the Worst Forms of Child Labour has been evidenced through a number of ILO's protocols it has signed over the past decade or so as well as a number of policy and statutory instruments it has drafted. The following are illustrative; in 1999, GoM ratified both the ILO's Worst Forms of Child Labour Convention No.182 (1999) and the Minimum Age Convention No.138, (1983). The Government has continued to demonstrate this commitment by drafting the National Child Labour Policy (still in draft form) as well as the National Action Plan (NAP, April 2009) on the Elimination of the Worst Forms of Child Labour by 2016, among other such efforts. The GoM has already implemented six (6) CL programmes. Of these, two key ones were funded by USDOL while the others were financed by United Kingdom, Norway and ECLT Foundation.
5. The National Action Plan on Child Labour was developed with the participation of a wide range of stakeholders, preceded by a detailed situation analysis. The situation analysis sought to: determine the types of work-related activities of children that place them at risk; assess the gravity of that risk in different circumstances, including which forms of work are the most hazardous and should be stopped as a matter of priority; identify the extent and causes of these different forms of child work and child labour, and; formulate a programme of action that identifies the most appropriate ways to address worst forms of child labour (Child Labour NAP for Malawi, 2010-2016, April 2009). This led to the identification of seven (7) priorities to be addressed by NAP:

³ For further details on socio-economic and Child Labor related issues, the reader is referred to the *Project of Support to the National Action Plan to combat Child Labor in Malawi*, ILO/IPEC Multi-bilateral Programme of Technical Cooperation Document, 22 September 2009.

- (i) Development and improvement of the policy and legislative framework;
 - (ii) Building the capacity of the education sector;
 - (iii) Creating awareness on child labour;
 - (iv) Bridging the information gap on child labour;
 - (v) Building the institutional and technical capacities of service providers;
 - (vi) Provision of services to withdrawn and prevented children to enable them to achieve their education objectives, and;
 - (vii) Mitigate the effects of HIV and AIDS on working and at risk children.
6. The NAP was developed with assistance and support from the Country Programme. The NAP included models of intervention to withdraw, rehabilitate and prevent children from CL including strategies for Child Domestic Labour (CDL) and trafficking.

1.2 Project Description

7. The 'project of Support to the National Action Plan to combat Child Labour' (SNAP) in Malawi was launched on 30th September 2009 for a period of 39 months, as a contribution towards the implementation of NAP. It was due to end on 31st December 2012 but was extended by three months up to the end of March 2013. The project was funded by the United States Department of Labor (USDOL) at a cost of US\$ 2,757,621. The project sought to build on the experiences of two previously implemented projects and experiences from other countries to strengthen efforts by the Government of Malawi (GoM) in supporting the implementation of the National Action Plan (NAP) to combat child labour. These efforts were within the context of the implementation of the Malawi Growth Development Strategy II (MGDS II 2011-2016) overall priority on poverty reduction and the Decent Work Country Programme priority.
8. The following were the three immediate objectives of SNAP:
- (i) By the end of the project, an enabling legislative and policy environment on the elimination of child labour towards the global goal of elimination of the WFCL by 2016 was to be strengthened;
 - (ii) By the end of the project, existing models of intervention were to be replicated and new models of intervention to lay the foundations for establishing child labour free zones using an Integrated Area Based Approach (IABA) in three districts, were to be developed and made available for replication; and
 - (iii) By the end of the project, tripartite partners', key role players' and stakeholders' capacity to implement the IABA to combat child labour was to be built.
9. In order to realize the above SNAP objectives, the project was designed with two major sub-components. The *first* was concerned with strengthening policy, legislation and institutional development and hence was upstream in nature, targeting the national level. It had six major intervention areas: Capacity strengthening of Child Labour Unit (CLU); Production of operational plans; Development and strengthening of Community based Child Labour Monitoring System (CB-CLMS); Capacity development at district and Traditional Authority level; Identification of resources and channels to address the issues, and; Mainstreaming Child Labour in District and National Development Programmes. The *second* component targeted the promotion of social mobilization as well as strengthening the enabling environment. It had three major intervention areas: Providing access to education; Developing and institutionalizing a skills development approach, and; Creating opportunities for the families to combat CL. The responsible implementing partner for the first component was the Ministry of Labour (MoL) while the second component was implemented by partner Non-Governmental Organizations (NGOs).

10. A key overall project strategy was the implementation of the Integrated Area-Based Approach (IABA) to the fight against CL which would be the basis for the creation of Child Labour Free Zones (CLFZs). The three districts targeted for IABA were Mzimba, Mulanje and Kasungu while in Lilongwe, the focus was domestic CL.
11. **Kasungu** district is a tobacco growing area where forced labour in the tenancy system in the tobacco sub-sector is a common occurrence. On account of previous interventions funded by ILO, a team involved in the fight against CL under the district CL and CL Protection Committee was established.
12. **Mzimba** is the largest district in Malawi, another tobacco growing area using the tenancy system. The district has many tenants most of whom come from Mulanje and Thyolo. The tenants usually come with children who end up being enticed into working. Though IPEC has had some activities in the district, the coverage has been very small.
13. **Mulanje** district is a tea growing area where most of the smallholder tea production is found. According to the Child Trafficking Survey,⁴ the highest percentage (22%) of trafficked children came from the district. IPEC has worked in Mulanje before under the Country Programme but only for prevention and the coverage was small, restricted to Traditional Authority.
14. **Lilongwe** on the other hand was selected because it was a key area for fighting against CDL and child commercial sexual exploitation. At least 94% of child domestic workers were urban based and Lilongwe had 54% of these child domestic workers while Mzuzu had 36% of such.

1.3 Evaluation Purpose

15. ILO commissioned an Independent Expanded Final Evaluation (IEFE) of SNAP in February 2013, guided by the Terms of Reference (November 2012).
16. The main purposes of the Independent Expanded Final Evaluation were to:
 - (i) Assess the extent to which the project has achieved its stated objectives at outcome and impact level and to identify the supporting factors and constraints that led to this achievement or lack of achievement;
 - (ii) Identify unintended changes, both positive and negative, in addition to the expected results;
 - (iii) Identify the level of sustainability of the results of the project;
 - (iv) Identify unintended positive and negative changes at outcome and impact levels;
 - (v) Determine the implementation effectiveness and efficiency of the project;
 - (vi) Establish the relevance of the project implementation strategy;
 - (vii) Identify lessons learnt and potential good practice, especially regarding models of interventions that can be applied further, and;
 - (viii) Provide recommendations to project stakeholders to support the completion or further development of initiatives that were supported by the project.

⁴ Project of Support to the National Action Plan to Combat Child Labour in Malawi Project Document, 22 September 2009, ILO/IPEC, Multi bilateral Programme of Technical Support.

1.4 Evaluation Approach and Methodology

17. This evaluation benefited from the findings of a sub-study “...on the impact of the ILO/IPEC ‘project of support’ on the enabling environment at the district-level to reduce child labour” carried out as a preparatory study immediately before the final evaluation. The overall purpose of the sub-study was to carry out a review of the impact of the capacity building work that has been carried out by the project for the development of the enabling environment at the district level and below. Important institutions included and consulted during the study included relevant government district offices, the District Child Labour Committees (DCLCs) and the Community Child Labour Committees (CCLCs). The sub-study was able to go into greater depth on these issues in the two districts covered (Kasungu and Lilongwe). The findings from the sub-study were presented in an internal report to EIA and the project.
18. The approach and methodology of the main evaluation focused on primarily qualitative methods using various data collection tools including Focus Group Discussions (FGDs), Key Informant Interviews (KIIs) and Direct Observations. The Terms of Reference (ToRs) are presented at **Appendix 1**, the Evaluation Guide at **Appendix 2** and Documents Consulted at **Appendix 10**. Scaled down quantitative methods were also used where the Review Team collected quantitative data on various variables from selected parts of the project.
19. The approach and methodology was largely three-phased: **Phase I** was concerned with desk review targeting key project documents as well as relevant country development strategies and policies and stretched from around mid to end of January 2013. Documents reviewed included: The SNAP Programme Document; Baseline Survey Reports for Kasungu, Mulanje and Mzimba; The Mid-Term Independent Evaluation, the SNAP Sub-Study Evaluation Report and; Technical Progress Reports (TPRs), among others. Literature review was punctuated by initial telephone interviews involving various stakeholders. Phase I culminated into an Inception Report (IR) which among other things presented the evaluation guide, generic key emerging issues from literature and the proposed work plan. The IR was produced towards the end of January, just before commencement of data collection.
20. **Phase II** targeted field level data collection from 4th to 21st February 2013. All the four SNAP project target districts were visited; Mulanje, Kasungu, Mzimba and Lilongwe. Extensive stakeholder consultations involving key stakeholder categories were undertaken at national level (see **Section 1.5** below for major stakeholder categories consulted) and **Appendix 6** (for a list of stakeholders consulted). Phase II ended with a stakeholder workshop on 21st February with a two-fold purpose: (i) present initial emerging evaluation findings, and based on this; (ii) solicit stakeholder input with regards to corrections, gap-filling and verification of emerging findings.
21. The last phase of the approach and methodology was **Phase III** which focused on data synthesis, interpretation and draft report writing.

1.5 Categories of stakeholders consulted

22. Various stakeholder categories were consulted, including the following:
 - (i) Children;
 - (ii) Caregivers (parents and guardians);
 - (iii) Implementing Partners (Implementing NGOs);
 - (iv) Government ministries (Labour, Agriculture, Education, Social Development/Welfare);
 - (v) Complementary projects under ILO/IPEC;

- (vi) Partner organizations outside ILO;
- (vii) ILO/IPEC, and;
- (viii) Donor (United States Department of Labor - USDOL)

1.6 Structure of the Report

- 23. The report structure follows the nine elements emphasized in the Terms of Reference (ToRs), namely: (i) Design; (ii) Project implementation (effectiveness; efficiency); (iii) Relevance; (iv) Sustainability; (v) Special issues; (vi) Major lessons and good practices; (vii) Conclusions; (viii) Recommendations, and (ix) Appendices.

1.7 Limitations of the Evaluation

- 24. There were two major limitations of the evaluation. *First*, the total timeframe given for the evaluation was squeezed, given the many and varying SNAP interventions. However, the Review Team managed to go round this challenge by splitting up during most of the district and community level stakeholder consultations. *Second, assessment of* the higher level indicators (i.e. outcome and impact) would have been more robust if supported by the use of quantitative data collection instruments. This method is time consuming and expensive, hence could not be used. Nonetheless, the evaluation team did collect quantitative data using other methods and this data has proved useful in contributing towards the analysis of emerging outcomes and impacts.
- 25. Immediately prior to the start of the field mission for the final evaluation, the evaluation team leader suffered from Malaria. The consequence of this was that the field mission was postponed and that the IPEC/EIA Evaluation Manager provided a greater level of oversight and support during the subsequent analysis and report writing.

2. Design Issues

26. The following design issues are dealt with:

- (i) Alignment to widely acceptable principles;
- (ii) Linkage to country policies and development frameworks;
- (iii) Appropriateness of the project to beneficiary needs;
- (iv) Appropriateness of assumptions;
- (v) Project collaboration/ networking/ synergies;
- (vi) Housing of the project;
- (vii) Extent to which the design was logical and coherent;
- (viii) Consideration of gender issues in the design;
- (ix) Consideration of sustainability in the design, and;
- (x) Areas that needed improvement.

27. Each of these is discussed below.

2.1 Alignment to Widely Acceptable Principles

28. The design of SNAP was well thought through and followed the internationally acceptable principles including the following which were clearly notable. *First*, the design drew lessons from two past ILO/IPEC Country programmes hence it was among other things meant to consolidate and strengthen the gains from previous interventions (page 17, Project document, September 2009). This promotes cost-effectiveness and efficiency as well as heightens project gains. *Second*, there was a wide stakeholder inclusiveness in terms of consultations (pages 8 and 12, Project document). This wide stakeholder consultation stretches back to the NAP formulation which was the basis for the design of SNAP (page 3 NAP, April 2009). *Third*, the choice of intervention areas was appropriate because it dealt with core concerns about children's rights, namely Child Labour (CL) and Child Protection (CP). *Fourth*, the project was well tailored towards the operationalization of the National Action Plan on Child Labour in Malawi. **Table 1** below is illustrative of the fact that SNAP was designed to deal with all NAP priority areas.

Table 1: Linkage between NAP and SNAP

NAP Priority Areas	Relevant SNAP Areas
Development and improvement of the policy and legislative framework	• Mainstreaming CL in District and National Development Programmes • Capacity strengthening of Child Labour Unit (CLU) • Development of operational plans
Building the capacity of the education sector	• Providing access to education • Developing and institutionalizing a skills training approach⁵ • Capacity development at District and Traditional Authority level
Creating awareness on child labour	• Capacity strengthening of Child Labour Unit (CLU) • Development and strengthening of Community based Child Labour Monitoring System (CB-CLMS) • Mainstreaming CL in District and National Development Programmes • Development of operational plans • Capacity development at District and Traditional Authority level
Bridging the information gap on child labour	• Capacity strengthening of Child Labour Unit (CLU) • Development and strengthening of CB-CLMS • Mainstreaming CL in District and National Development Programmes • Development of operational plans • Capacity development at District and Traditional Authority level
Building the institutional and technical capacities of service providers	• Capacity strengthening of Child Labour Unit (CLU) • Capacity development at District and Traditional Authority level • Creating opportunities for the families to combat CL
Provision of services to withdrawn and prevented children to enable them to achieve their education objectives	• Development and strengthening of CB-CLMS • Capacity development at District and Traditional Authority level • Creating opportunities for the families to combat CL
Mitigate the effects of HIV and AIDS on working and at risk children	• Development and strengthening of CB-CLMS • Creating opportunities for the families to combat CL • Capacity strengthening of Child Labour Unit (CLU) • Mainstreaming CL in District and National Development Programmes • Providing access to education • Developing and institutionalizing a skills training approach

Source: Child Labour National Action Plan for Malawi (2010-2016), April 2009 and SNAP power point presentation by ILO/IPEC Office Malawi, March 2013

2.2 Linkage to Country Policies and Development Frameworks

29. SNAP is well anchored in existing country strategies and development frameworks, including: the Malawi Growth and Development Strategy (MGDS II); Domestication of ILO protocols on CL related instruments: Minimum work age (conv.138), and; Worst Forms of Child Labour (WFCL - conv.182). **Table 2** below shows the link between SNAP and the country policies and development frameworks.

⁵ This refers to the multi-purpose skills training for the older (14 to 17) withdrawn children. The extent to which SNAP achieved this, is dealt with in Chapter 3.

Table 2: Linkage between SNAP and Country Policies and Development Frameworks

Policy/Development Framework	Selected Key Areas of Focus	Link to SNAP Main Objectives
Malawi Growth and Development Strategy (MGDS II)	- Labour and employment chief goal – to stimulate and ensure productive and decent employment for improved standards of living. Medium term expected outputs include: Strengthened legal, regulatory and institutional reforms, and; Eliminated WFCL; - Sub-theme 4: Child Development and Protection; - Sub-theme 5: Youth Development; - Section 5.3.2 – Human rights	- Objective 1 - Objective 2 - Objective 3
Child Labour National Action Plan for Malawi (2010-2016)	- To create a conducive legal & policy environment through mainstreaming CL issues in national and sectoral social & economic policies, legislation & programs by 2014 - To build & strengthen the technical, institutional & human resource capacity of stakeholders dealing with CL elimination - To directly compact CL through prevention, withdrawal, rehabilitation & re-integration of working children and their families - To improve the knowledge base on CL for informed policy & programme development outcomes	- Objective 1 - Objective 2 - Objective 3
Employment Act (CAP.55.02) – prohibition of hazardous work for children, order, 2012	- Provides a list of prohibited work; - Provides details relating to child work including: specification of maximum daily & weekly working hours; night work; work in extreme temperature; prohibited work; lifting of heavy weights; transporting of heavy weights as well as offences and penalties.	- Objective 1 - Objective 2 - Objective 3
Malawi Decent Work Country Programme M-DWCP 2011-2016, June 2011	- Creating more & better employment & income generation opportunities, particularly for the vulnerable groups, including the youth, women & people with disabilities, as well as ensuring the elimination of the WFCL; - Enhancing & extending the coverage of social protection; - Building the capacities of the government & social partners to improve service delivery.	- Objective 2 - Objective 3

2.3 Appropriateness of the Project to Beneficiary Needs

30. SNAP was very appropriate to different types of beneficiaries, be it institutions or individuals, both upstream and downstream. For instance, the Government of Malawi (GoM) through the Ministry of Labour (MoL) greatly benefited from SNAP's support towards capacity building of the CLU. The capacity of CLU was sufficiently built that it could even organize the landmark conference on Child Labour in September 2012. This resulted in the "Call to Action on the Conference Outcome Document" which outlines specific actions expected from a wide range of stakeholders towards fighting the WFCL. The stakeholders who attended the high level conference and are expected to provide specific actions include: government ministries; Malawi Congress of Trade Unions and its agricultural affiliates; Employers' Consultative Association of Malawi (ECAM); Agricultural producers associations (including; NASFAM, FUM, TAMA and TAML); Corporations; Traditional leaders; District assemblies; Tobacco industry; Tea sector; Sugar sector; Other "neglected sectors" in agriculture; Children; Non-Governmental Organizations; Development Partners; Media; Local leaders and communities, and; Religious leaders and faith groups. In effect, all the above institutions were sensitized and called to action regarding fighting the WFCL. SNAP has also facilitated a number of capacity building initiatives for various institutions. The project was extremely appropriate in facilitating the operationalization of various actions by many institutions towards the fight against the WFCL.

31. Apart from institutional beneficiaries, the project was appropriate in meeting the needs of individuals. For instance, 2,513 children who were victims of CL were withdrawn, 2,931 children who were potential victims of CL were prevented from engaging in it (as elaborated in **Section 3.2.3**). In addition, many caregivers (parents and guardians) benefited from Income Generating Activities (IGAs) which went a long way in capacitating them to deal with the major cause of child labour, i.e. poverty.

2.4 Appropriateness of Assumptions

32. Nine assumptions were made during SNAP design:
- (i) The GoM and the tripartite partners remain committed to the elimination of child labour;
 - (ii) The global crisis does not negatively impact on Malawian Government's ability to continue with its infrastructure plans and the social protection programmes;
 - (iii) The judicial system has the technical capacity to handle child labour related prosecutions;
 - (iv) Government will not delay in the approval/vetting of laws;
 - (v) There are competent and experienced institutions at district level to undertake the programme activities;
 - (vi) Behavioural change, particularly of the Traditional Leaders will not take too long;
 - (vii) Adequate school places are available for the children being withdrawn and prevented from child labour in the formal and informal schooling systems;
 - (viii) The educational schooling system is able to offer quality education and retain the children being integrated into the system, and;
 - (ix) Other key cooperating partners, international NGOs and programmes at the national and district level are willing to cooperate and work with the programme to support it and the children and parents/guardians it is targeting.
33. An analysis of the extent to which the nine assumptions obtained is contained at **Appendix 4**. Out of the nine (9) assumptions, two (2) did not obtain, i.e. "the global crisis does not negatively impact on Malawian Government's ability to continue with its infrastructure plans and the social protection programmes" and "Government will not delay in the approval/vetting of laws". Findings on the ground were that the country underwent serious social-economic challenges that prevented construction of new infrastructure as well as provision of a number of essential services in the education sector. On the other hand, Government failed to pass the CL Act. The assumption on the education system being able to offer quality education had mixed results. While no withdrawn pupil was turned away from school, the classroom : teacher ratio was so high (averaging 1 : 140, against the recommended 1 : 60) that it inevitably affected quality. Nonetheless, despite these challenges, the school system did well in retaining the withdrawn and placed children in schools. For instance, in Santhe school (Kasungu) drop outs reduced from 102 in 2008 to 2 in 2012 (a 51-fold reduction) while in Kaufipa (Mzimba) the reduction during the same period was from 17 to 1.
34. The above analysis shows that the environment in which SNAP operated was largely conducive except for the economic and social challenges which hampered greater implementation performance. Nonetheless, the project rose above these challenges to score considerable successes.

2.5 Project Collaboration/Networking/Synergies

35. The design had the appropriate emphasis on effective collaboration and networking arrangements, given the cross cutting nature of Child Labour (CL). This is evidenced, among other things, by the establishment of coordination and in some cases implementation structures at various levels. These include: the National Steering Committee (NSC), the District Child Labour Committee (DCLC) and

the Community Child Labour Committee (CCLC). The strengthening of Traditional Authorities (TAs) also contributed towards the promotion of collaborative efforts at community level. The promotion of collaborative efforts is vital on account of the fact that the project of Support to the National Action Plan (SNAP) was meant to only kick start the fight against the Worst Forms of Child Labour (WFCL) through the operationalization of the National Action Plan (NAP), which efforts need to be perpetuated long after the project completion. Additionally, collaboration/networking is crucial for resource leveraging.

2.6 Housing of the Project

36. The correct housing of a project has serious implications on its performance on account of the supportive technical, professional, experience and other elements that are vital for successful implementation performance. Notwithstanding the “social” aspect of CL, the Ministry of Labour (MoL) is the appropriate institution to have housed SNAP. The ministry has the mandate for all labour related concerns, including those of CL. For areas of CL for which the ministry has no comparative advantage, it is expected to leverage appropriate technical and professional input from those institutions that are better placed for such. This underscores the need for strong collaboration/networking among various stakeholders dealing with CL.

2.7 Logic and Coherence of the Design

37. The three project objectives (see **Section 1.2** above) were clear and realistic as they primarily focused on; strengthening, replication and capacity building activities. The underlying implication of the objectives is that of “building on” what is already in place. This makes the objectives implementable to a considerable extent within the time frame. However, some key targeted elements of the objectives (e.g. the Tenancy policy) could not be finalized within the time frame given that SNAP could only do so much on account of its facilitatory roles.
38. The linkages between activities and outputs were clear and logical although they could have benefited from improvements. For instance, most outputs were overloaded with activities, a number of which could not be implemented within the life of the project. A case in point is output 2.6 on knowledge sharing and management on the IABA under the second objective. One of the activities is about conducting baselines in three districts which were to be repeated at the end of the project in order to measure changes. There has been no repeat of the surveys. There are several other studies that are cited under output 2.6 which have not been undertaken. This illustration is representative of the majority of outputs. However, at the time of the EFE, there were plans to systematically document and share good practices on IABA which had not yet been affected. The plans included a video documentary and slide show.
39. There is a mismatch between objectives and their respective indicators and it is unrealistic to collect data for a number of the indicators. For instance, the second indicator under the first objective (an increase in the number of prosecution cases) is not reflective of what actually happened as the percentage prosecutions would only be high during the first year of project life but significantly decline at the end of the project as prosecutions would serve as a deterrent. Another example is indicator 2.a as it requires lots of resources to undertake detailed studies that would enable the measurement of changes in the levels of awareness of different forms of CL and the impact of hazardous labour among stakeholders at all levels (national, district and community). Information on this has not been collected by the project. One of the major characteristics of a good indicator is that it should be fairly easy to collect data for, otherwise it would be redundant. Another difficult indicator to measure is 8.a regarding percentage increase in number of pupils who can identify role models within and beyond their community.

40. The first indicator under the third objective concerning number of CCLCs, youth and families assisted with livelihood support/IGAs that have viable IGAs running at the end of the project cannot be practically measured as the majority of the IGAs are yet to start yielding benefits given the inadequate time they have been under implementation. As noted in **Section 3.2.2** below, 65% of the 661 IGAs under implementation, target livestock which take a long time to start yielding benefits.
41. The Mid-Term Evaluation (MTE) provided a window of opportunity to adjust the project design with regards to some activities (e.g. those highlighted above which would not be practical to implement during the project life). Given that the MTE was undertaken a few months after the start of implementation of most activities (see **Appendix 7**, Timeline of Key Events), it should have been obvious that a number of the activities would not be successfully implemented on account of time constraint. Some of these activities could have been flagged at that time.
42. While most of the different project components complement each other, harmonization and focusing on SNAP intervention areas for optimal benefits was a challenge. For instance, the school feeding programme, the Fertilizer Input Support Programme (FISP) and the World Bank supported school infrastructure initiative were not adequately harmonized. This made it difficult for various key stakeholders to undertake their expected functions towards the fulfilment of SNAP objectives.

2.8 Consideration of gender issues in the design

43. Gender issues were reasonably taken into account during the design of SNAP. The various child labour committees at district and community level had a minimum of 30% female membership representation. The IGAs were deliberately tilted towards supporting a greater proportion of women on account of their higher vulnerability levels. On average, 60% of IGA beneficiaries were women and in some cases this went up to 90%. Similarly, there was a deliberateness in identifying the proportion of girl and boy beneficiaries of withdrawn and prevented children from CL. In both cases, 44% of the beneficiaries were girls. A similar proportion obtained with regards to beneficiaries of the Multi-purpose Learning Centres as well as Outreach Service Centres where at least 40% were girls. Capacity building and sensitization efforts were also gender sensitive. Not less than 30% of the beneficiaries of these efforts were women.
44. One issue noted requiring improvement in all the four districts visited was the inadequate involvement of male folk in most CCLC activities, particularly those relating to the visitation of children. For instance, in Chiuzira, Lilongwe, male folk involved in visiting children were less than 20% out of the total CCLC membership. The reason given was that men usually had other things to do and would not easily avail themselves for such engagements. The design needed to have taken into account the daily activity calendars for both men and women in each community as a basis for allocation of specific roles and functions in the community's fight against CL.

2.9 Consideration of Sustainability Issues

45. SNAP as a development initiative had reasonably strong elements of sustainability embedded in it right at the design stage. A number of components were deliberately formulated to address issues of sustaining the fight against the WFCL beyond the project life. For instance, the IGA model was meant to empower families to continue with the elimination of CL by dealing with household poverty, the root cause of CL. The elaborate capacity building and awareness creation efforts undertaken by SNAP related to CL were all calculated at ensuring that the fight against CL is perpetuated beyond the project life. The establishment and strengthening of institutions at various levels (national, district and community) also had a bearing on ensuring sustainability.

46. In a number of cases, the outworking of these sustainability efforts was not given adequate time. For instance, the IGAs were started late because certain pre-requisites had to be in place, including: creation of awareness for the target group to understand the project and its purpose; identification of the right beneficiaries, and; the need to undertake an appraisal before implementation. These important processes resulted in inadequate time for actual IGAs implementation thereby denying the project from nurturing, backstopping and grooming these initiatives to optimum performance before project phase out. This would have resulted in greater impact on the ground. The higher level institutions are too weak for them to have the desired impact on the fight against CL. For instance, the National Steering Committee (NSC) on CL has only met once from the time it was formed. The design should have included some modalities and inbuilt motivation that would have facilitated the NSC to have a well-planned schedule of meetings that are output oriented.
47. The Multi-purpose Learning Centres (MPLCs) served their purpose of preparing children who were in CL for mainstreaming. The MPLCs were consolidated into a sustainable strategy as part of a community based service outlet. The CIP model was designed to empower communities to manage local economic development process in partnership with the public and private sector stakeholders. Therefore, this was to produce a knowledge leveraging community infrastructure aimed at developing social and economic capital. In this regard, SNAP developed models of CIPs in the form of both hard (physical) and soft infrastructure such as Community based Service Outlets (CBSOs) for creating business schemes, employment and vocational skills training.

2.10 Areas that needed improvement

48. The design of SNAP and consequently its performance could have been better, had it taken certain issues into account, including the following. *First*, consideration of the CL exporting districts. CL needed to be given consideration right where it stems from. Low cost interventions including strengthening networking/synergies with institutions that deal with CL issues could have gone a long way in awareness creation. *Second*, stronger and workable linkages needed to have been forged with institutions that would have continued supporting the withdrawn children beyond primary school. *Third*, more deliberate consideration should have been given to the negative effects of increased enrolments arising from withdrawn children, particularly with respect to school infrastructure. There needed to be greater ties with other interventions and stakeholders dealing with school infrastructure.

3. Project Implementation

49. This chapter deals with the following issues in succession:

- (i) Effectiveness (extent to which project objectives have been realized), and;
- (ii) Efficiency (value for resources used).

3.1 Effectiveness (extent to which project objectives have been realized)

50. This section assesses the extent to which each of these objectives has been realized. The project logical framework identified a number of indicators to be used in measuring achievement. These have been tracked by the project in its regular reporting process, The evaluation sub-study and the final evaluation collected information for these indicators and this information for each indicator is presented in **Appendix 3**. Much of the assessment below is drawn from the details of the assessment of those indicators.

51. The following were the SNAP immediate objectives:

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

52. This section assesses the extent to which each of these objectives has been realized.

3.1.1 Enabling Legislative and Policy Environment

53. The focus of this objective is critical as the environment in which any initiative or action is undertaken can either support its performance or hinder it all together.

SNAP Objective 1: By the end of the project, an enabling legislative and policy environment on the elimination of child labour towards the global goal of elimination of the WFCL by 2016 to be strengthened".

54. The most significant policy and legislative developments have been the adoption of the National Action Plan to Reduce Child Labour in Malawi (NAP) in 2010 and the development and gazetting of the List of Hazardous Child Labour in 2012.

55. The NAP was already drafted at the time when the project started and the project strategy was based on it. Its adoption provides clear guidance for implementing and enforcing child labour issues in the country. Its adoption has also facilitated the establishment or strengthening of child labour committees at various levels. The DCLCs and CCLCs derive their mandate from the NAP. The NAP enables District Councils to establish structures and mechanisms, including financing for child labour activities.

56. The List of Hazardous Child Labour [Employment (prohibition of Hazardous work for children) order,)] was also in draft form at the beginning of the project. The final draft was forwarded to the Law Commission in July 2011 and it was gazetted and published in February 2012 as an appendix to the Employment Act (CAP.55:02). The gazettement of the list of hazardous work will increase the effectiveness of child labour law enforcement at the district level and it has been translated to one local language, Chichewa. The List has been cited as amongst the most outstanding recent developments in labour laws that have resulted in increased effectiveness of CL law enforcement at district level.
57. A significant constraint in the development of policy is the lack of official endorsement to the Child Labour Policy (CLP). This had already been developed by the beginning of the project and despite support from SNAP and other stakeholders it remains in draft form. Advocacy work on this issue is limited. No specific activity was implemented under SNAP to facilitate approval of this policy. The delayed approval of the CLP compromises efforts to eliminate child labour.
58. Another area of legislation where the project has been active in advocating for the inclusion of CL issues is the Tobacco Tenancy Bill, which stands to help farmers and their families (which often include working children). The proposed bill sets a new minimum age of employment at 18 and institutes punitive measures for estate owners using child workers. This bill still awaits tabling in Parliament.
59. Further assessment of the extent to which Objective one has been achieved is given based on the performance of the three indicators summarized in **Table 3** below (see **Appendix 3** for more details of what has been achieved under objective one).

Table 3: Summary of Indicators Relating to Objective One

SN	Log-frame Indicator	Indicator Values (Targets)				
		Unit	Baseline	Endline	Target	Achievement
1	By the end of 2010, a resource mobilisation strategy developed and being implemented for the NAP	No.	0	3	-	3 major strategies in place
2	By the end of the project, there is a 30% change increase in the number of successful prosecution cases in the targeted areas.	%	0	-	-	Not reported on systematically
3	By the end of the project, the identified policies and frameworks have had child labour mainstreamed into them	No.	0	4	-	4 major policies & development frameworks

Resource mobilization strategy (Indicator 1)

60. Two major strategies have been developed: (i) The MGDS II which includes CL issues and has begun to be used for resource mobilization, and; (ii) the outcome document of the September 2012 National CL Conference “*Call to Action on the Conference Outcome Document*” has also been vital in facilitating resource mobilization. Though there were no specific figures in terms of how much financial resources have been mobilized to date through the two strategies, additional resources for eliminating child labour in Malawi have begun to be mobilized under child protection. It is worth noting the commitment from the Japan Tobacco Company to support activities towards elimination of WFCL in Malawi through ILO/ARISE project.

Mainstreaming of Child Labour (Indicator 3)

61. This section focuses on mainstreaming of CL into identified policies and development frameworks. The major policy developments have been:
- (i) Adoption of the NAP discussed above;
 - (ii) Gazetting the list of hazardous child labour also discussed above;
 - (iii) The Malawi Growth and Development Strategy (MGDS II-2011 to 2016) has included the elimination of WFCL as a development priority in Malawi. The MGDS II under Sub-Theme 1: Labour and Employment, has two key strategies on Child Labour: (a) Integrating child labour issues into development initiatives and interventions; and (b) Reviewing, harmonizing and enforcing existing legislation on child labour. This was the first time that a national development strategy has recognized child labour in Malawi. The previous MGDS (2006-2010) did not have any child labour issues. The MGDS determines priorities that government includes in the National Budget. Because of the recognition of the importance of child labour, child labour issues have now been incorporated as a budget line in the National Budget. Unlike the MGDS I, the MGDS II highlights the reduction of CL among its sector development priorities, for instance, Theme 1 (Sustainable Economic Growth), highlights low labour productivity, weak institutional and regulatory framework, child labour, inadequate skills development and lack of adherence to occupational safety and health as critical challenges to Malawi's growth and development. The MGDS II has become a roadmap for district development plans. Drawing from the inclusion of CL issues in MGDS II, all the 4 targeted districts/the district councils (DCs) have shown commitment to eliminating child labour by working towards inclusion of CL issues in the District Development Plans (DDPs). In Kasungu and Mzimba the DDPs (2011-2016) were ready and include CL issues while in Mulanje and Lilongwe, the DDPs were still in draft form. District Development plans are utilised for resource mobilization. It was also noted that the district councils were providing transport for monitoring child labour issues as all four DLOs do not have vehicles to monitor CL activities. This is a positive step towards district councils' ownership of the fight against the WFCL.
 - (iv) Bylaws dealing with CL have been developed and endorsed in each of the 4 targeted districts. The Bylaws were developed by targeted TAs, with backstopping from the district Magistrates. This followed intensive capacity building efforts undertaken by the Programme (including Training of Trainers) targeted at the district level stakeholders (see **Section 3.1.3**) for details.
62. The National Registration Act (NRA) was enacted by the GoM in 2010. The Act bestows children with citizen rights and facilitates age validation, and thus stands to strengthen monitoring and enforcement of child labour and child trafficking because only those over 16 and eligible to work will be issued National Identification Cards. A desk to facilitate national registration has been established in all district councils of the country. The project was not involved directly in promoting this Act.
63. Despite many positive developments in the enabling environment since the implementation of SNAP was started, there are still significant challenges in the implementation of the various legal and policy instruments due to inadequate financial resources, and shortcomings in the quantity and quality of available human resources, both at national, and district level. For instance, the capacity of the CLU and DLOs is still considerably weak. They have no means of mobility to inspect and manage child labour issues nor computers to facilitate documentation of data. In the absence of IPs, their functionality remains limited.

3.1.2 Replication of Models of Intervention

64. The development, strengthening and replication of workable models is a major aspect of the fight against WFCL which the second objective of SNAP sought to focus on. Among other things, this would result in the fight against the WFCL to not only be heightened but also more sustained.

SNAP Objective 2: “By the end of the project, existing models of intervention to be replicated and new models of intervention to lay the foundations for establishing Child Labour Free Zones using an Integrated Area Based Approach (IABA) in three districts, to be developed and made available for replication.”

65. During the implementation of SNAP, a number of models have been used for the fight against CL aimed at achieving the CLFZ thereby promoting the ethos of IABA. The most prominent of these models are:
- (i) Complimentary Basic Education (CBE);
 - (ii) Income Generating Activities;
 - (iii) Community Infrastructure Project (CIP);
 - (iv) Communities as Centres of Service Delivery;
 - (v) Integrated Area Based Approach (IABA), and;
 - (vi) Community based Child Labour Monitoring Survey (CB-CLMS).
66. As demonstrated in the paragraphs below, ILO/IPEC through SNAP in Malawi successfully replicated all the above models of intervention relating to the fight against the WFCL. Given the limited timeframe during which SNAP was implemented, it was a challenge for the Project to provide adequate attention towards the development of new models for replication. Nonetheless, the targeting of CCLC members as IGA beneficiaries as part of their compensation for their work in poor communities is a model which SNAP developed in Chiuzira community in Lilongwe.
67. Each of the above six (6) models is briefly discussed below.

Complimentary Basic Education

68. The Complimentary Basic Education (CBE) is discussed later in this section under **Indicators 4** and **5**. The discussion under reference shows that CBE has positively contributed towards the creation of CLFZs which is the basis for IABA. For instance, in the targeted areas, CBE has resulted in the withdrawal of children from CL and their consequent integration into formal schools; older children have been trained in skills which potentially have had an empowering effect upon them though it's too early to assess how these children will eventually perform. With the involvement of CCLCs and TAs, attempts have been made to ensure no school going age child is found loitering around market and other such places.

Income Generating Activities

69. Income Generating Activities (IGAs) are discussed later in **Section 3.2.3** under **Indicator 1**. Given that most of these only started last year, there has been inadequate passage of time for a reasonable assessment on the extent to which they have contributed towards the fight against CL and the creation of CLFZs as most of the IGAs are still in the process of getting established. Nonetheless, if properly supported and implemented, IGAs have potential to contribute towards the creation of CLFZs once a considerable proportion of vulnerable families in the targeted areas have become beneficiaries of such. **Box 2** is illustrative of this point.

Community Infrastructure Project

70. The Community Infrastructure Project (CIP) is discussed later in this section under **Indicator 3** as well as in **Chapter 5, Section 5.2**. CIP as a model towards the fight against CL and the creation of CLFZs has not been fully appreciated by the stakeholders on the ground in terms of its roles. Though the benefits from the hardware infrastructure (such as community assets) are yet to be fully appreciated, it is clear that the software part of the CIP (e.g. capacity building and sensitization) has had notable contribution towards the creation of CLFZs. For instance, what the TAs have achieved in terms of development and enforcement of Bylaws may all be attributed to capacity building (i.e. software part of the CIP). The software component also includes management, marketing and training to develop social and economic capital. **Box 1** illustrates, among other things, how targeted Group Village Heads (GVH) are beginning to become CLFZs.

Communities as Centres of Service Delivery

71. The Communities as Centres of Service Delivery is discussed later in this section of the report under **Indicator 3**. The partnership of the various community level structures, particularly the CCLCs and the TAs has contributed towards the creation of CLFZs at community level. These two structures have been responsible for spear-heading all activities related to the fight against CL at that level. The implementation of the CBE and IGAs has been done through these structures. Given its strategic nature, in terms of placement at the grassroots level, communities as centres of service delivery has considerable potential towards contributing to the creation of CLFZs and consequently the IABA.

Integrated Area Based Approach

72. The Integrated Area Based Approach (IABA) is discussed under various parts of the report. The major ones being **Chapters 3, 4 and 6** and more specifically **Sections 3.2.3** (summary text), **4.3** and **6.4** respectively. An analysis of these sections of the report shows that some progress has been made by SNAP towards the implementation of the IABA approach. The design of SNAP was such that it integrated or incorporated various models/approaches, four of which have been highlighted in this very section. The fact that SNAP has achieved a number of successes as evidenced by the discussion on the various Project document logical framework indicators goes to show that the IABA approach which is embedded in SNAP design has progressed forward.
73. However, a major limiting factor highlighted by this evaluation is the relatively small portions of the targeted districts and TAs that benefited from SNAP activities. This makes it difficult to talk of a CLFZ having been created in these areas as one Senior Chief observed. Targeting, for instance, the whole TA as a CLFZ would have been more appropriate and easier to focus on in terms of implementing the IABA ethos. Nonetheless, various stakeholders at all levels were generally agreed that SNAP has laid a good foundation towards the creation of CLFZs and the realization of the IABA objectives in the targeted areas.

Community based Child Labour Monitoring System

74. Community based Child Labour Monitoring System (CB-CLMS) has six (6) purposes, namely:
- (i) Laying foundation for and supporting national child and social protection mechanisms;
 - (ii) Delivering a coordinated, harmonized and systematic approach to preventing and withdrawing children from labour, protecting and rehabilitating working children;
 - (iii) Providing a basis for direct action;

- (iv) Improved prioritization and social planning at the local and district level;
 - (v) Linking local level CL action into national CL and education strategies, and;
 - (vi) Serves as an exit point for the SNAP Project.
75. CB-CLMS has the advantage of addressing many of the challenges of the conventional systems. For instance, it is a bottom up approach, continuous in nature which allows trained eyes to “watch everywhere” whether it be in schools, work places or homes (SNAP Office Lilongwe, 2013) identifying CL related issues and needs whether they be: counselling; enforcement/regulation; empowerment for sustainable livelihood, and; empowerment for governance participation. Community Child Labour Monitoring System (CB-CLMS) acts as a community intelligence system that empowers the community with vital data and information about CL issues. This enables the community to apply pressure on the district level, demanding for specific services related to the fight against CL.
 76. In order to get CB-CLMS going, a Tripartite Consultative Workshop on “Development of the Community based Child Labour Monitoring System (CB-CLMS) and Information Flow to Stakeholders” was held in June 2012, facilitated by the MoL. It was attended by a wide range of stakeholders including: seven (7) government ministries; employers and workers organizations (ECAM and MCTU); Farmer Associations (e.g. NASFARM) and the private sector, among others. The workshop participants had the opportunity of reviewing the monitoring system by a number of ministries, more specifically; Agriculture, Education, Labour and Gender. Following the review, the participants identified ways on how links could be created between these child labour monitoring systems.
 77. Stakeholder consultations during the EFE showed little evidence on sufficient functioning of the CB-CLMS whether upstream or downstream, given that it had just been embarked upon as underscored by the June 2012 consultative workshop already alluded to. The APs had just embarked on rolling out the CB-CLMS during the extension period (January to March 2013). A major reason for the delay was a loaded schedule of IPs and other SNAP stakeholders on account of the delayed start of most of the Project activities. Most AP activities begun to be rolled out in September 2011 and just over a year later the project was expected to wind up. Another reason is that APs had first to be trained in DBMR before they could roll out the CB-CLMS. A negative effect of the delayed rolling out of the CB-CLMS is that the process will not benefit from backstopping and provision of extra support by the Project. This would have led to greater appreciation and capacity to use CB-CLMS in the fight against CL. This is a lost opportunity. One lesson learnt is the need to deal with monitoring and evaluation issues from the very start of project intervention. This allows adequate time for such monitoring systems to develop and be nurtured. The three months extension period should have been used for consolidation rather than rolling out.
 78. Notwithstanding the short period during which CB-CLMS has been implemented, communities have already started using CB-CLMS data in their work, including counselling sessions of CL offenders. In terms of the schedule followed, every month the community members visit each child to assess any challenges and whatever else may be facing each child. Once that is known (including what may come from CB-CLMS), it forms part of the issues which are dealt with during the scheduled visits of the children. On average, one community member visits 15 children per month.
 79. A full assessment of the performance of CB-CLMS in terms of its effectiveness and impact was difficult to undertake during the EFE given that the system had not been under implementation long enough. This notwithstanding, CB-CLMS has great potential to contribute towards the fight against CL due to its empowering effect and its purposes and advantages already alluded to.

Documenting and Disseminating Pilot Projects/models

80. According to the stakeholder consultations undertaken as well as the literature reviewed, there was no evidence that SNAP made a deliberate effort to document and disseminate lessons, experiences and good practices from pilot projects/models. Where this took place, it tended to be ad hoc, lacking deliberateness. However, plans were in place at the time of the EFE to document good practices and to prepare a video documentary and slide show on the good practices to be used as a tool for resource mobilization and knowledge sharing.

Tracking of Project document Logical Framework Indicators

81. Twelve (12) project document logical framework indicators were tracked by the project to assess the implementation performance of the second objective. The indicators are summarized in **Table 4** below. The discussion below is based on selected highlights of how the indicators have performed during SNAP implementation. For details, see **Appendix 3**.

Table 4: Summary of Indicators Relating to Objective Two⁶

SN	Log-frame Indicator	Indicator Values (Targets)				
		Unit	Baseline	Endline	Target	Achievement
1	By the end of the project, credible qualitative and quantitative studies and reports prepared for at least four different types of child labour in Malawi. The baseline reports provided information on the status of CL in the three districts. A number of district level stakeholders were able to use this information for their planning purposes. The sub-study provided useful input into the EFE.	No.	0	4	-	3 baseline survey reports; 1 Sub-study
2a	70%age change in levels of awareness on the different types of child labour in the country and the impact of hazardous child labour among stakeholders at all levels, community, district and national.	%age	0	-	-	4 main counselling materials/ manuals done
2b	60% increase in the number of media reports on the status of child labour in Malawi	%age	0	-	-	Using both electronic & print media
3	By the end of the project, studies and reports indicate an increase in numbers of Traditional leaders (Chiefs & GVHs) in the targeted areas that have started to implement interventions to change negative cultural practices in their Authorities	No.	0	19	19	100%
4	Number of children withdrawn from child labour and provided with relevant educational (both formal and informal) and other social services in the targeted area	No.	0	2513	2192	114.6%
	Children prevented from WFCL	No.	0	2931	2790	105%
	Children withdrawn & prevented from WFCL in targeted urban sites of Malawi	No.	0	442	632	70%
5	Number of children in child labour and provided with relevant educational (both formal and informal) and other social services in the targeted area	No.	0	5444	4982	109%

⁶ Based on information provided by the project in February 2013

SN	Log-frame Indicator	Indicator Values (Targets)				
		Unit	Baseline	Endline	Target	Achievement
6	No. of youth, CCLCs & families assisted with sustainable livelihood support/IGAs	No.	0	661	900	73%
7	Increase in the number of workplaces that record improving the working conditions of the children. (165 workplace (domestic) Pre & Post assessments were conducted to assess improvement in the workplace)	%age	0	85%	-	85%
8a	No. of children that can identify role models within & beyond their communities	No.	0	21	-	21 role models identified
8b	By the end of the project, each of the schools integrating withdrawn children documents having undertaken some innovative role model initiatives	No.	0	-	-	All concerned schools have done the documentation
9	Of the total number of implementing partner proposals submitted, 30%age include an element of exploring and/or implementing green job initiatives.	%age	0	-	-	All IPs oriented in green job initiatives
10	By the end of the project, all the DCLCs in the targeted areas show increased awareness of the roles they play in the overall referral system for the child labour programme	No.	0	4	4	100%

Credible studies and reports (Indicator 1)

82. Baseline studies were for Kasungu, Mulanje and Mzimba. These were completed in 2011. The delay in the finalization of the baseline surveys was reportedly partly due to the poor performance of the consultant hired to conduct these studies. The baseline surveys coincided with implementation of a number of AP activities. Consequently, implementation of APs were not fully informed by the findings of the baseline surveys.

Levels of child labour awareness (Indicator 2a)

83. Regarding increased awareness on the child labour situation, forced labour and trafficking, negative cultural practices and beliefs related to child labour and HIV in the targeted areas among stakeholders at community, district and national level, the following obtained.
84. Counselling and awareness materials have been successfully developed and adapted. The adapted and translated SCREAM kit is now available in Chichewa and has been pretested. Other counselling material on: (a) Responsible Parenthood; (b) Child Abuse, and; (c) Preventive Health were finalized by the implementing partners and were used in the project activities. Through SNAP, DLOs, DCLCs and CCLCs have been trained in Child Labour. There has been deliberate involvement of the DLOs in implementing activities and through provision of data using the DBMR. All the DLOs were trained in DBMR and CB-CLMS. APs indicated that DLOs were able to check progress of CL in their districts through reports sent to them. Trainings on CL have also been provided to DCLCs and CCLCs. The DCLCs and CCLCs have often been involved in meetings while some have also participated in exchange visits, e.g. Mulanje DCLC visited their counterpart in Kasungu.
85. The presence of TAs and Village Heads in DCLCs and CCLCs has a positive impact on the fight against the WFCL at community level. During various cultural and other functions (including

funerals), these traditional leaders took advantage of such fora to create awareness about CL related issues. This resulted in reaching out to many people at once. District Labour Officers have been trained in CL issues and have potential to support up-scaling of CL activities, but they are constrained due to limited capacity in terms of numbers of staff, physical and financial resources. Technical capacity related to awareness, knowledge and skills on child labour was reported to be generally sufficient for DLOs. However, it was difficult to quantify the level of awareness as data collected was qualitative.

Media reports on child labour (Indicator 2b)

86. The Child Labour interventions received media coverage from both print and electronic media. The media were always invited to the project's events, workshops and training to update them on the project activities. Two news articles on the project interventions were published in the Nation and the Daily times Newspapers, for example, when the Education Minister visited Mulanje to observe project interventions. Radio interviews have been aired on project interventions, for instance, IPEC Head of Operations on Radio ZODIAK. The project partners have also been producing newsletters to provide information on project activities to wider stakeholders.

Traditional leaders implementing SNAP interventions (Indicator 3)

Communities as Centres of Service Delivery

87. Participation of community level stakeholders is critical to any sustainable development initiatives meant to benefit that level. This is true with respect to the fight against CL whose genesis has to do with factors (e.g. high poverty levels) at play at community level. SNAP, therefore, adopted a multi-faceted approach towards the fight against CL, including full involvement of community leaders and their members where the community level became an avenue for leveraging human and other resources to fight the WFCL.
88. Various awareness and counselling tools have been developed to target the traditional leaders in the targeted communities. The tools include SCREAM, Responsible Parenthood, Child Abuse, Preventive health. Modules on the legal aspects were under development. The awareness programmes were conducted both through Partner NGOs and Workers organizations. TAs and village heads have been behind the formulation of bylaws that have been utilized to combat CL in all the 4 targeted districts. The by-laws have even been endorsed by the district based magistrate courts. In Malawi, culturally and socially, traditional and faith leaders are custodians of culture and are highly respected by country citizens both in urban and rural areas. Because such leaders are involved in the CCLCs and other project activities, it is likely that child labour issues will be addressed in a sustainable way. SNAP supported the strengthening of seven (7) out of sixty (60) TAs in the four target districts. Each TA is further sub-divided into Group Village Heads (GVHs) territories which were the areas of focus for the SNAP activities. A total of 17 GVH areas were targeted, out of a total of 117 (see **Table 5** below for details).

Table 5: Targeted TAs in the four Districts

District	Traditional Authorities			Group Village Heads (GVH)	
	Total TAs per District	Name of TA Targeted	Number of TA per District	Total # in each TA	GVHs Targeted under SNAP
Mulanje	6	Mthiramanja	1	10	4
Lilongwe	22	Tsabango	1	29	4
Mzimba	2	Mzikuola	2	20	2
		Mabilabo	1	30	2
Kasungu	30	Santhe	1	15	2
		Kaomba	1	13	3
Total	60		7	117	17

89. TAs performed extremely well in their fight against CL, by becoming vital service centres at community level following capacity building they received from DCLCs. **Box 1** below presents a model TA in terms of involvement of local traditional leadership and community members in the fight against CL. Two major factors contributed to the exceptional success of the TA under consideration:

- (i) Unlike in other districts (e.g. in Mulanje) where the involvement of traditional leaders was at headman/woman level, in TA Kaomba it was at the Senior Chief level. This naturally served to increase the profile and feasibility of CL issues in the local communities, and;
- (ii) Senior Chief Kaomba was a high profile traditional leader. As a retired teacher, he had a quick understanding of social and developmental issues. He had sat on a couple of NGO boards which gave him a deeper appreciation of CL issues.

Box 1: TA involvement in the Fight against CL⁷

TA Kaomba, one of the three Senior Chiefs of Kasungu district was actively involved in the fight against CL. His involvement is even recognized beyond the Kasungu district borders. For instance, he presented a paper in Lilongwe in 2012 at one of the fight against CL meetings on “*The roles of TAs in the fight against CL*”.

The formulation and enforcement of By-laws on CL involved all traditional leaders including village headmen/women. The process involved formulation of committees at zonal level which spearheaded the consultative process whose product was specific submissions towards the By-laws. In TA Kaomba, “integrity committees” have been formed tasked with the responsibility of ensuring transparency in dealing with CL related cases, among other things.

The idea of By-laws came from community members who also decided on penalties against *ALL* CL offenders, whether parents/guardians, employers or village headmen/women. One common penalty for CL offenders was the payment of two goats. The majority of the CL cases are dealt with at community level while those more complicated would be passed on to the District Magistrate.

The formulation and enforcement of By-laws by TA Kaomba proved very useful and effective in fighting CL. All community members fully participated in the enforcement of By-laws by reporting to the traditional leaders all CL offenders. According to Senior Chief Kaomba, CL incidences have drastically reduced in his territory (project sites) to levels which are unnoticeable. As an illustration to this point, all cattle herders in TA Kaomba are now adults. You also don't find children loitering around market places.

⁷ Based on Key Informant Interview (KII) with Senior Chief Kaomba, Kasungu district, 12 February 2013.

90. The use of TA as a model for service delivery at community level is extremely promising. It re-emphasizes TAs authority. TA as a structure is highly sustainable because it's not dependent on external resources for its continuity. This is an important reason why TAs are crucially important for facilitating continued fight against CL at community level.

Community Infrastructure Programme

91. In many ways, the Community Infrastructure Programme (CIP) is an offshoot of traditional leaders' involvement in the implementation of SNAP activities. CIP was designed, among other things, as an incentive for free labour or voluntarism on the part of CCLC members in their fight against CL some of whom spend up to 50% (as already alluded to) of their time per month on CL related issues. CIP targets community level infrastructure which may be categorized into two:
- i. *First hardware*. This is inclusive of all physical assets that SNAP has supported at community level. For instance, equipment procured under the MPLCs as well as the Skills Training Centres is part of the hardware. These assets are meant to empower the community and hence promote sustainability beyond the project life.
 - ii. The second part of the CIP is concerned with the *software* aspect. This primarily focuses on all capacity building/training activities that SNAP has investment towards the community level. Most of this training has a direct bearing on community economic empowerment. For instance, training in entrepreneurship and business related skills as well as the general management of the other IGAs would promote a spirit of economic self-reliance among communities. Such training is expected to empower community members to engage in innovative activities including resource mobilization and leveraging.
92. The focus of CIP, therefore, is the community through the CCLC. In this regard, all community members are meant to benefit from CIP. The Programme is a new initiative that ILO piloted in Malawi under SNAP in order to generate lessons for possible replication. The essence of CIP is not just community compensation, but more importantly it is meant to provide sustainability to project interventions. This is to enable communities to move from dependence to generate their own resources to combat CL and be able to have a referral system at community level. CIP is expected to create social and economic capital.
93. The findings of the EFE on the ground were that there was inadequate sensitization of community members by SNAP in terms of what CIP is, its benefits and the expectations of community members regarding the Programme. Except for the ILO Office in Lilongwe, a negligible number of those consulted could explain CIP with confidence. Clearly, there is a considerable gap in knowledge regarding what ought to be the key purpose of the CIP.
94. Notwithstanding the above point, given that CIP is a relatively new model and was first tried in Malawi at that scale, it has scored some success. Increasingly, more communities are taking responsibility over the equipment within their domain and have begun to charge for its use. The software part of the CIP (capacity building) has, as already demonstrated above, begun to yield significant results as noted by the many activities CCLCs are carrying out in their bid to fight CL.

Children withdrawn from child labour (Indicators 4 and 5)

95. At the time of the EFE, a total of 5,444 children (i.e. 3,046 boys and 2,398 girls) were withdrawn and prevented from CL against a target of 4,982 (see **Table 6** for details). Within this target of 4,982, a total of 632 were to be withdrawn through workplace protection in Lilongwe. Of the 632 children, 442 (or nearly 70%) were withdrawn through workplace protection.

Table 6: Achievement in Children Withdrawn and Prevented by AP/District

District/AP	Withdrawn		Prevention		Totals		
	Boys	Girls	Boys	Girls	Boys	Girls	Total
Mulanje (AYISE)	418	367	399	284	817	651	1,468
Kasungu (CICOD)	407	308	334	284	741	592	1,333
Lilongwe (YECE)	364	266	501	388	865	654	1,519
Mzimba (COYIDA)	217	166	406	335	623	501	1,124
Totals	1,406	1,107	1,640	1,291	3,046	2,398	5,444

Source: Brief Summary of Achievements (SNAP Project) – Project Office, Lilongwe

96. Regarding children in CL, baseline reports in Mulanje and Mzimba indicated that poverty, poor education facilities, HIV/AIDS, culture, socioeconomic factors such as lack of decent employment for adults drive children to CL. Other causes of CL were unavailability of support services and inability to afford schooling beyond certain levels. It is in this regard that SNAP was among other things, designed to promote such interventions as school materials, skill training and household food and livelihood security programmes for the vulnerable households.
97. At the time of the Expanded Final Evaluation, a total of 309 Children (127 female & 182 male) had been enrolled and were still undergoing vocational training in the Project Outreach Vocational Skills Training Centres in Tailoring, Carpentry, Brick Laying, hair Dressing, Welding and Home Economics. In addition, 175 youth (60 female and 115 male) were trained in business management skills.

Complimentary Basic Education and Skills Training Overview

98. The Government of Malawi (GoM) implements a Complimentary Basic Education (CBE) Programme. SNAP sought to strengthen, improve and popularize this initiative. CBE forms part of the Multi-purpose Learning Centre (MPLC)⁸ which consists of CBE, SCREAM and counselling. Children who have dropped out of school undergo CBE for 3 – 6 months. Younger children are streamlined back into formal school at the earliest available calendar opportunity while those who are older than 14 years undergo skills training in carpentry, sewing and bricklaying, among others.
99. All classrooms (MPLCs) were fully furnished with desks so that the children could learn comfortably. Pupils were provided with teaching and learning materials (from 2011 to date) such as school uniforms, books and pens. Support for learning materials such as uniforms, books and pens was also extended to children mainstreamed into formal schools. According to pupils interviewed, these materials have motivated them to remain in school.
100. Materials (manuals) for CBE which included areas on counselling, child abuse, responsible parenthood and preventive health, (SCREAM kit) were developed and adapted in all the MPLCs. Teachers, (3-4) were recruited and trained on the use of these manuals. Under SCREAM, 17 modules, have been prepared. SCREAM allows effective communication of CL issues through vision, including drama. Many teachers have been trained in SCREAM. For instance, in Mulanje district alone, 60 teachers have been trained in SCREAM.
101. The innovations SNAP brought about to CBE and Skills Training include:
- reduced training period for the skills training from 36 months to half the period (i.e.18 months) which accelerated the number of trainees in a given period. However, this negatively

⁸ Other centres of service delivery are: Outreach centres (skills development); Service outlet; Government schools, and; Communities.

impacted on the quality of the training. For instance, direct observations made in all the four districts visited revealed that the quality of a number of products was poor. It was not uncommon for a number of trainees to complain about the squeeze on time which made them to rush through a number of training components. In Mulanje, the carpentry trainees lamented at the fact that they were “half-baked”, because they had not been trained in roof construction, something they had greatly been looking forward to due to the growing value of such skills.

- (ii) enriched skills training course content including: human rights (child rights, child labour laws); life skills (including decision making, problem solving...), and health education (preventing health, personal hygiene, thereby making trainees better equipped to face life issues;
 - (iii) improved accessibility by increasing number of training points, and;
 - (iv) easier integration by younger children back into formal school by providing them with scholarly materials (books, pens, uniforms etc.).
102. The integration of pupils from informal to formal education through complimentary basic education has increased the enrolment rate at formal education schools. **Appendix 5** illustrates this point. According to pupils interviewed, CBE rules and regulations were more accommodating and child friendly than the formal education, which has resulted in more children who have left school to come back.
103. The introduction of complementary basic education (CBE) has helped to bring child labourers back to school as evidenced by higher enrolment rates of the schools in the project target areas. Creation of Outreach Service Centres has improved vocational skills for child labourers. This has helped some of the children (aged between 14 and 17) to earn income realized from sales of goods and services produced from the centres, from the skills the children acquired through the centres. Sustainability of MPLCs remains questionable. At the time of the EFE, all MPLCs were closed and all children were reintegrated in formal education.

Skills Training and Multi-purpose Training Centres

104. Skills training centres formed an important strategy towards the fight against WFCL with regards to older (over 14 – 17 years) withdrawn and prevented children. The centres provided hands-on skills in carpentry, home economics, tailoring, barbing among others. As already alluded to, the total training period was reduced to half, from the 36 months recommended by TEVETA.
105. A total of 7 skills training centres have been established, two per each of the target districts with an exception of Mulanje where there was one. By the time of the Expanded Final Evaluation, 309 children (127 female and 182 male) were still undergoing skills training. The trainees were enthusiastic about the skills they had learnt/still learning and in all centres visited, various products were either being manufactured or were on display for sell. None of the trainees was involved in actively selling their own products on a considerable scale. None had finished the course nor was anyone of them earning. The items produced by centres were being sold and the funds raised were used towards meeting some of the centre operational costs including procurement of materials.
106. Trainees in all the centres visited expressed concern about the short timeframe allocated for the training, resulting in a number of training aspects not being adequately covered or dealt with. For instance, carpentry trainees in Mulanje cited lack of confidence to go out into the market as they had not been trained in a number of critical areas including house roofing which they really looked forward to. The quality of most of the products varied considerably, with the majority being below average. Another challenge was the inadequately qualified instructors. This was on account of the

insufficient package to attract qualified skills. A combination of these factors presents a threat to the sustainability of the skills training centres as well as their respective services beyond the project life.

107. Nonetheless, community members appreciated the products (furniture, uniforms, etc.) which had been produced by the young people. They were proud to have such skills present within their communities and looked forward to learning the skills themselves. MPLCs are make-up classes (community based) that were mainly established with the purpose of providing complementary basic education (CBE) or catch up lessons for children withdrawn and prevented from child labour. In addition, MPLCs complement GoM's Youth Enterprise Development Fund, a strategic facility to support a cross section of Malawi's economic and social development objectives. Eleven (11) MPLCs were established out of a target of 14, distributed as follows: Kasungu and Lilongwe had 2 each while Mzimba and Mulanje had 3 and 4 each respectively.

Unplanned Positive Effects on Target Schools

108. For the methodology used to assess unplanned positive effects of SNAP on target schools as well as details of findings, see **Appendix 9**. A number of unplanned positive outcomes were noted. *First*, the pupil - teacher ratio improved in the visited schools. For instance, in one of the schools visited (Kanyandule school in Lilongwe), the ratio improved from 82 in 2008 to 46 in 2012. *Second*, most target schools had better enrolment rates than their counterparts. For example, the enrolment rate for the same school above increased by 22% between 2010 and 2012 while that of one of the control schools (Chilinde in the same district) declined by -0.2% during the same period. *Third*, a number of visited target schools had better performance for standard 8 pupils selected to secondary schools. For instance, between 2010 and 2012, Kaufupi target school in Mzimba had improved performance in standard 8 pupils selected to secondary schools than Hoho control school (see **Figure 2, Appendix 9** for details).

Sustainable livelihood support /IGAs (Indicator 6)

109. Achievements of this indicator are described under **indicator 1** of **objective 3** below.

Working conditions of children (Indicator 7)

110. Concerning the number of workplaces that record improving the working conditions of children, APs, (in particular YECE) worked with employers of children and facilitated children that cannot be withdrawn from employment, to be formally employed through a contract. The contract is signed by the employer, the child, the parent/guardian, the village head and a representative of the CCLC. This ensures accountability and transparency of the employment and provides employment security of the child. It also guarantees the rights of the child in relation to wages. This situation was observed in Lilongwe. The support rendered by YECE creates a good working environment for children and, therefore, promotes decent work recommended by ILO statutes. At least 165 workplace (domestic) pre and post assessments were conducted to assess improvement in the workplace. Of these, 85 % showed improvement. This was part of the initiative that resulted in the withdrawal of 442 children from child labour through improvements in working conditions.

Children's role models (Indicators 8a and 8b)

111. Regarding number of children that can identify roles models within and beyond their communities, 21 role models were identified and case studies prepared. Schools, teachers and school management were in regular contact with the implementing partners and were briefed on project

strategies to help them think out-of-box to support working children and understand their special issues. Schools were oriented on the role model initiatives. The schools have identified role models in consultation with project partners. These models were used in the awareness and social mobilization programme.

Green job initiatives (indicator 9)

112. With respect to the implementation of green job initiatives, the four implementing partners [Active Youth Initiative for Social Enhancement (AYISE), Circle for Community Development (CICOD), Community Youth in Development Activities (COYIDA) and Youth Empowerment and Children Education (YECE)] have been orientated in green Jobs initiatives. The implementing partners are now working with communities to design initiatives for green jobs which were appropriate for the communities. The proposals were discussed with all stakeholders. The APs have introduced IGAs (Agriculture and Animal Husbandry) with a conscious consideration to Green Jobs concepts, Greener Business, Greener Consumption and Greener Communities. The beneficiaries are conscious to waste reduction, re-use and recycling (3R), protect and restore ecosystems and reduce consumption of energy and raw materials.

DCLCs referral roles (Indicator 10)

113. In terms of DCLCs' overall referral system function, detailed terms of reference have been developed on the roles, membership and mandate of the DCLCs. The DCLCs have assented to the terms of reference which they have since been using. The DCLCs were fully functional and all of them (except the one in Lilongwe) regularly met to discuss project progress and advise the implementing agencies on planning and monitoring of the interventions. The DCLCs were also involved in procurement and staff recruitment. The DCLCs in all the four districts had clear mandates and clear coordination mechanisms. The Committees have been strengthened by exchange visits and information sharing from other districts and programmes. The DCLCs were involved in activity planning, monitoring and procurement of project educational material. They have been involved in designing the CB-CLMS model for Malawi as part of capacity development. SNAP was supporting the Ministry of Labour to conduct child labour law enforcement courses using training materials developed during the IPEC Country Programme for district labour officers, district social welfare officers, police and district magistrate court officers.
114. The inclusion of different stakeholders in the DCLCs have helped the project to share, resolve and act in time on child labour related cases. For example, it was noted that it is now easier to authorize the police and the court to arrest and prosecute the people who were involving children in hazardous work because there is a good working relationship amongst the sectors, (Lilongwe, Kasungu, Mulanje, Mzimba).

3.1.3 Capacity Building to Implement IABA

115. Capacity building forms a critical part of any development initiative as it equips various actors and stakeholders to play their expected roles towards the realization of set objectives. In case of SNAP, capacity building was cross-cutting, targeting all components of the Project. The third SNAP objective specifically focused on capacity building.

SNAP Objective 3: “By the end of the project, tripartite partners’, key role players’ and stakeholders’ capacity to implement the IABA to combat child labour to be built”.

116. Initial trainings on IABA to NGO executive managements, national level Ministry counterparts and tripartite partners have been undertaken. The IABA training sessions have been replicated to DCLCs and CCLCs in all the 4 targeted districts. There was a clear noticeable increased understanding of the IABA model at district and community level. Each of the four (4) districts have created Child Labour Free Zones (CLFZ) using the Integrated Area Based Approach (IABA) procedures and methods. However, it is premature to say that child labour has been eliminated in the targeted areas/districts given the small size of the targeted areas. For instance, Kasungu district targeted 2 TAs out of 30 – i.e. less than 7% were targeted. Within each of the two TAs, three (3) group village heads out of 13 were targeted for the IABA. Similarly, in TA Kaomba, only 15% of the TAs were targeted and 13% of the Group Village Heads (GVHs) were selected in the targeted TAs (see **Table 5** for details of selected TAs and GVHs).
117. Notwithstanding the small targeted areas, most stakeholders appreciated that ground work has been laid and with more support, these CLFZs can be scaled-up to other areas preferably to the whole TA.
118. Capacity building related to three major stakeholder categories highlighted in the third objective is discussed in this section.
 - (i) Tripartite partners (employers and workers’ organizations);
 - (ii) Key role players (parents and guardians of targeted children);
 - (iii) Other stakeholders (District and Community Child Labour committees),
119. And then other capacity building activities are reviewed.

Tripartite Partners (employers and workers’ organizations)

Workers’ organization

120. The Malawi Congress of Trade Union (MCTU) demonstrated good understanding of SNAP and its ethos, a clear indicator of the fact that they had been well capacity-built and had sufficient exposure to the Project. The Union also had good understanding of the Commercial Agriculture (COMAGRI) project as well as the NAP. MCTU has 23 sector unions as affiliates and works with government on CL issues in which it has been involved since the mid 1990s. Within the SNAP framework, MCTU implemented “*Mobilizing law enforcement agencies for CL*”, under SNAP framework, initially for 7 months, and then extended by 2 months.
121. Following the SNAP capacity building, MCTU was able to produce the following five major outputs:
 - (i) revised a training manual on CL to improve its comprehensiveness
 - (ii) mobilized law enforcement agencies in 3 out of 4 SNAP target districts;
 - (iii) trained four (4) master trainers within the Union as resource persons to sensitize the affiliate unions on CL issues based on the revised manual;
 - (iv) established and oriented eight (8) Health Occupational and Safety Committees, 4 in Lilongwe and another 4 in Mulanje, and;
 - (v) in April 2012 the MCTU prepared a position paper to the September 2012 CL Conference. MCTU has made a decision to develop its own CL policy to guide its affiliate associates.

This again demonstrates the enhanced capacity in CL issues that the Union has acquired during SNAP implementation period.

122. MCTU is a strong Union and the support received from SNAP was supplementary. The Union does raise its own resources, has a clear vision of what it wants to do and the direction it ought to take regarding CL issues. For instance, the Union has made a decision to develop its own CL policy which will feed into the overall government one.

Employers' Consultative Association of Malawi (ECAM)

123. Unlike MCTU, ECAM was not as involved with SNAP and consequently did not benefit much in the capacity building efforts by the Project. Consultations with ECAM revealed that the organization was not involved even in one activity under SNAP citing lack of funding. This could have been as a result of a structural problem. It is the EFE Team's opinion that:
- (i) Rather than wait for funding from SNAP, ECAM should have taken the initiative of mobilizing resources from its member organizations which include several multi-national organizations.
 - (ii) ECAM missed the opportunity SNAP provided for a heightened public-private-partnership in the fight against CL in Malawi through leveraging financial and other resources from its adequately resourced member organizations. For future works, it will be crucial to capacity build ECAM in its potential role as a key financier of CL activities in the country. This could include a focus on some possible strategies to bring this to a realization.
124. ECAM is in a weak position to champion CL issues among employers. It needs to be helped to take up its position in the fight against CL in the country. It has incredible potential on account of the nature of the members it has, including those that have a high profile financially.

Key Role Players (parents and guardians of targeted children)

125. Key role players had a number of capacity building avenues under SNAP including:
- (i) General training and sensitization on CL issues through IPs, DCLCs and CCLCs;
 - (ii) Training in Community based Child Labour Monitoring System (CB-CLMS) through DCLCs and CCLCs;
 - (iii) Capacity building from TAs related to enforcement of By-laws on CL;
 - (iv) Capacity building related to SCREAM, and;
 - (v) Training related to IGAs.
126. The passion and the proportion of time (up to 50% per month) parents and guardians have put in towards the fight against CL related issues is a clear indicator of the good impact of the capacity building they received under SNAP. The performance of IGAs (particularly those with a shorter gestation period), performance of parents/guardians in CCLCs as well as that of the TAs with respect to CL issues, among others, all point to the evidence relating to the high impact capacity building of parents/guardians has had. Clearly, this category of stakeholders has demonstrated one of the greatest impacts of SNAP's capacity building efforts.

Other stakeholders

Capacity Building at Various Levels

National Level

127. The presence or absence of an appropriate institutional arrangement as well as its functionality has implications on implementation performance of any development initiative. The establishment and strengthening of appropriate institutional arrangements at various levels was undertaken with considerable success.
128. At national level, the **National Steering Committee** (NSC) was established whose mandate includes coordination of all CL related issues across all key stakeholder categories as well as provision of policy guidance on CL related issues. Though the NSC has had functional challenges (for instance, since its formation it has just met once), its existence provides an avenue that needs to be exploited to engage various high level and other stakeholders to ensure coordinated and streamlined efforts towards the fight against the WFCL.
129. The poor performance of the NSC exemplified by its infrequent meetings has had a slowing-down effect on the country's drive towards the fight against the WFCL. In many ways, this is a reflection of the low capacity of the Child Labour Unit (CLU) which should have been pro-active in facilitating NSC meetings. Had the NSC been active, SNAP would have made more progress in: lobbying for the finalization of the outstanding policy and legislative instruments related to CL; strengthening of linkages and synergies among various stakeholders involved in CL, and; resource mobilization for the fight against the WFCL. This has been a lost opportunity to move the fight against CL to higher levels. Future works need to ensure the NSC is a high performer, providing direction, guidance, and coordination to all stakeholders at national and sub-national level (through DCLCs) regarding the fight against the WFCL.
130. The **Child Labour Unit** (CLU) was established to deal with day to day implementation of the upstream activities related to the fight against CL on behalf of MoL under which it was created. This includes facilitating the formulation of CL related policy and legislation instruments and ensuring that these are streamlined in important development strategies and frameworks of the country. CLU was capacity-built by SNAP to the point that it could facilitate the high level Child Labour Conference in September 2012 which resulted in the "*Call to Action on the Conference Outcome Document*". The document is a demonstration of consensus building around CL issues, with each stakeholder targeting a particular part in the fight against the WFCL. This is a good example of the enabling environment at national level for the fight against CL which SNAP's capacity building efforts have helped to create. The Outcome Document will need a lot of commitment for its stipulated actions to be implemented. ELCT has committed itself to finance some of the actions in the Outcome Document. The Document may be used as a powerful tool for resource mobilization. The Ministry of Labour (MoL) and the NSC are better placed to champion this course.
131. The CLU was also supported by the Project to take a leading role in the finalization of the list of hazardous work, its translation into the local national language (Chichewa) as well as initiate sensitization and dissemination campaigns (in the 3 regions of the country) on the same. All these are outcomes of the Project's capacity building efforts. Though MoL has now provided a full time coordinator to the CLU, more needs to be done by the Ministry to strengthen the Unit if it is to effectively undertake its mandate of moving the fight against CL forward in the country. For instance, there is need for greater efforts towards resource mobilization as well as visibility in

coordinating various initiatives in the fight against CL. Currently, funding to the CLU is adhoc and mainly dependent on donors. At the moment, the CLU has limited capacity. SNAP's support to CLU capacity building was vital in creating an enabling environment at national level for the fight against CL.

District Level

132. A ***District Child Labour Committee*** (DCLC) for each of the three districts (Mulanje, Lilongwe and Mzimba) was established at the onset of SNAP in May 2011 while in Kasungu, the DCLC was formed under another previous ILO/IPEC supported project, dating back to 2002. Nonetheless, SNAP did support the strengthening of the Kasungu DCLC capacity. DCLC membership is multi-sectoral in nature.⁹ As a subcommittee of the District Executive Committee (DEC), the DCLC has provided an excellent platform for planning, coordinating, implementing and monitoring of all child labour activities at the district level. The institutionalization of the DCLC was effected following government's approval of the Malawi NAP against CL.
133. Proportionately, and justifiably so, there were more capacity building activities targeted at district than national level. This is on account of a number of reasons, including:
 - (i) All the four Action Programmes (APs) were district based and so were the NGOs that implemented them;
 - (ii) The GoM has advanced in its decentralization efforts, placing the district as the centre of development initiatives;
 - (iii) Related to the second point, the district level is critical to backstopping and facilitating the community level in implementing government policies and development strategies, and;
 - (iv) The district level is home to a number of development programmes and initiatives supported by other development partners including local and international NGOs.
134. Kasungu is the best performing DCLC, the Mulanje and Mzimba are average performers while Lilongwe was the least performing DCLC. The Kasungu DCLC has developed a Strategic Plan for the district for the fight against the WFCL which has since been effective as a tool for mobilizing financial resources. The Committee has been pro-actively engaged in initiating a number of activities towards the fight against CL and meets regularly to discuss and deal with CL issues. The sustainability of Kasungu DCLC is thus guaranteed. Mulanje and Mzimba DCLCs need to be more pro-active and innovative in undertaking their mandate for them to be sustained beyond the Project life. They meet regularly but have not yet started mobilizing own resources. They are yet to develop and operationalize a strategy for resource mobilization. On the other hand, Lilongwe DCLC was quite inactive as evidenced by infrequent meetings. Several months elapse without any meeting. They too do not have financial resources of their own nor do they take decisions of their own. The Committee's sustainability beyond the Project life is highly doubtful.
135. Training of DCLC and AP implementing NGOs in DBMR was another important capacity building endeavour by SNAP.

⁹ DCLC membership comprises heads of departments and institutions, including: Ministry of Labor; Ministry of Education, Science and Technology; Ministry of Agriculture and Food Security; Malawi Police Service; the Judiciary; NGOs (and other Civil Society Organization - CSO representatives); Ministry of Gender, Child and Community Development; Traditional Authority Leaders, and; Chairpersons of CCLCs.

Implementing Partners/NGOs and SNAP's Capacity Building Efforts

136. The most critical recipients of SNAP's capacity building efforts at district level were the four NGOs implementing the APs. The training efforts by the Project towards APs included the Training of Trainers approach. This entailed SNAP spending more time in capacity building of APs who would in turn train DCLCs in the respective districts of their operation. The APs also offered capacity building directly to CCLCs and other stakeholders at community level.
137. One of the important outcomes of these training efforts by SNAP at district level is the production of a number of manuals. A set of these produced in 2011 are worth highlighting. *First*, "The Responsible Parenting Counselling Manual" covering various aspects including: the concept, types and functions of the family; population and quality of life; responsible parenthood; family planning and gender. *Second*, "The Child Abuse Counselling Manual" whose focus includes: Counselling and communication skills; Rights of children; Physical abuse; Emotional abuse; Child sexual abuse, and; Drug abuse. *Third*, "Preventive Health Counselling Manual" which among other things deals with: Personal health and infection prevention; Basic guidelines for personal hygiene; Cleanliness in home; Cleanliness in eating and drinking, and; control of vectors in your community.
138. All the manuals developed are for the "protection, prevention, withdrawal and rehabilitation of working children through education and training", a statement by AYISE (implementing NGO), ILO and MoL.
139. An enabling environment for the fight against CL was created through SNAP support at both district and community level. The two fora (DCLC and CCLC) created a platform for multi-sectoral stakeholder engagement that improved efficiency and effectiveness towards the fight against CL through joint planning and implementation of activities. An opportunity was also created for mainstreaming of CL in sectoral activities such as the ministries of Agriculture and Education who have since started implementing CL sensitive programmes. These CL committees have also improved working relationships across different stakeholders thereby making the fight against CL easier and more effective. For instance, the District Labour Office for Lilongwe acted quickly in authorizing the police and the court, to arrest and prosecute CL offenders with respect to hazardous work on account of the existing good working relationship among various stakeholders.

Community Level

140. **Community Child Labour Committees** (CCLCs) in all the four (4) targeted districts were established and are functional.¹⁰ A total of eleven (11) CCLCs were established during the project life; 7 in Mzimba, 3 in Lilongwe and 1 in Mulanje and 5 CCLCs were strengthened in Kasungu (see **Table 7** for details). The CCLC's mandate as a multi-sectoral committee includes: coordination of community level activities related to child labour as well as undertake sensitization campaigns on SCREAM (i.e. "No to Child Labour" campaigns). CCLCs also work with employers, parents and guardians to identify and support child labourers to return to school, attend outreach centres and ensure that the work these children do is decent.

¹⁰ The CCLC is composed of Traditional Leaders (Chiefs, Village Headpersons), Faith Based Organizations Leaders, the Business Community, Teachers, Craftsmen, Civil Society organisations, Youth Groups, and Women Groups. The committees have terms of reference which guide their programmes.

Table 7: Formation and Strengthening of CCLCs in SNAP Target Districts

District	Traditional Authority	CCLCs Established	District Total
Mulanje	Mthiramanja	1	1
Lilongwe	Tsabango	3	3
Mzimba	Mzikuola	3	7
		4	
CCLCs Strengthened			
Kasungu	Santhe	2	5
	Kaomba	3	

141. The CCLCs were high performers in all the four districts visited due to motivated community members. They would plan their activities and ran with them. They are able to mobilize resources locally though small amounts. Going forward, the Committees are likely to continue beyond the life of the Project. Their performance would have been better had they been receiving deliberately targeted and systematic pro-active backstopping from DCLCs.

Other capacity building activities

142. All APs and the MoL staff (as the two were responsible for facilitating the SNAP downstream and upstream activities respectively) were trained in the following:¹¹
- (i) Child labour and child work;
 - (ii) ILO IPEC programme implementation system;
 - (iii) Database management (DBMR);
 - (iv) Process of beneficiary identification, withdraw, prevention, protection, etc.;
 - (v) Reporting system;
 - (vi) Integrated Area Based Approach (IABA);
 - (vii) Financial Reporting systems & Procedures, and;
 - (viii) Re-oriented on Child Labour (SNAP Lilongwe Office).
143. There were also 175 youths (115 male and 60 female) who were trained in business management skills.
144. Objective three (3) was also assessed by tracking the performance of the three project document logical framework indicators presented in **Table 8** below.

¹¹ There are some overlaps with some of the other capacity building areas highlighted above.

Table 8: Summary of Indicators Relating to Objective Three¹²

SN	Log-frame Indicator	Indicator Values (Targets)				
		Unit	Baseline	Endline	Target	Achievement
1	Number of youth, CCLCs and families assisted with sustainable livelihood support/IGAs. (The figures relate to number of families only)	No.	0	661	900	73%
2	By the end of the programme, 50 % increase in the number of targeted Traditional Authorities show positive awareness about child trafficking	No.	0	7	-	7 TAs are functional
3	By the end of the project, all the DCLCs in the targeted areas show increased awareness of the roles they play in the overall referral system for the child labour programme and record improvements in the efficiency and effectiveness of the way the referral system works.	No.	0	4	4	100%

145. The performance of these indicators is highlighted below.

Sustainable livelihood support/IGAs (Indicator 1)

146. Regarding number of youth, CCLCs and families assisted with sustainable livelihood support/IGAs, the target was 900 vulnerable parents or guardians of vulnerable children who were to be supported with IGAs to promote their socio-economic empowerment through their respective CCLCs.
147. It is generally agreed that one of the major causes of CL is high household poverty levels (Child Labour NAP of Malawi, 2010-2016). This is particularly more pronounced among female headed households as these tend to have less accessibility to productive and other resources. On this score, women (and particularly female headed households) tended to be the majority of IGA recipients. In some cases in Lilongwe, as many as 90% of the recipients were women. The approach used for livestock related IGAs is the “pass-on” concept. Those who will have received such support are expected to give a female animal to the next potential recipient who will have already been identified by the project and given some basic training. With time, all the identified potential beneficiaries in a given community are expected to receive a female animal. Those involved in small scale businesses would be expected to get “one-off” support and would be organized in such a way that they would be contributing towards the establishment of a revolving fund. The expectation is that this fund would grow and be used to meet future capital funding requirements. This would be through a loan facility with interest.
148. A number of households engage their children in CL as a coping strategy in the face of high poverty levels. The support towards caregivers with Income Generating Activities (IGAs) was one of the approaches towards the fight against the WFCL.
149. A number of caregivers were assisted to start IGAs targeting the following major areas:
- (i) pigs;
 - (ii) goats;
 - (iii) small scale businesses, and;
 - (iv) agricultural production (maize seed and soya/bean seed).

¹² Based on information provided in February 2012.

150. Stakeholders across all the four districts as well as at national level showed great appreciation for the IGA model towards the fight against CL. IGAs not only provide an alternative to CL centred livelihoods, but also provide an important asset base for poor households, with considerable potential for growth and expansion. At the time of the EFE, 661 out of 900 (or 73%) IGAs had been undertaken.¹³ Late start (for the reasons already alluded to earlier on) of the implementation of the IGAs was the major contributing factor to the below target achievement (see **Appendix 7**, Timeline of Key Events). The majority of the IGAs were started in 2012 (i.e. a matter of months before the Project phased out). The breakdown is as follows: 285 goats related IGAs; 150 soya beans and groundnuts; 144 pigs and 82 business schemes. Kasungu and Mulanje had the highest number of IGAs implemented at 225 and 212 while Mzimba and Lilongwe had the least at 159 and 65 respectively.
151. Out of the total 661 IGAs undertaken, close to 88% were agricultural in nature. This is in line with the country's economy which is agricultural based. The strong IGA bias towards agriculture implies that there should have been a strong link between the Project and the Ministry of Agriculture in the design and implementation of the IGA component. The frontline extension staff should have been actively involved in providing technical support to participating community members. Evidence on the ground showed a weak linkage with the Ministry of Agriculture on this score. Out of the total agricultural IGAs, 65% were livestock in nature (i.e. 43% goat and 22% pig IGAs) compared to 23% that were crop related. The greater proportion of livestock over crops is in line with the best practice in the Southern Africa Development Community (SADC) region where livestock production has demonstrated greater potential to grow the agricultural sector due to its greater resilience to harsh climatic conditions such as drought. Small ruminants (goats) have also proved a valuable asset to rural households as an important source of income used to offset household needs including school, medical and food needs. However, a number of families had the challenges of poor management and disease control which resulted in some animals dying. In some cases, up to one third of pigs distributed died on account of poor management and disease.
152. The Review Team was unable to undertake any realistic evaluation of the performance of these IGAs as the majority of them had just started in 2012. Besides, the livestock IGAs (pigs and goats) have a longer gestation period for benefits to start accruing. One of the major disadvantages of this nature of IGAs is that it does not provide households with immediate alternative livelihood means, having withdrawn their children from CL. Some stakeholders consulted argued about the need to have a combination of IGA interventions that have short and long gestation periods in order to offset the problem of households having to wait for a while before they could begin to benefit from these interventions.
153. On the other hand, small scale business IGAs had a shorter gestation period. Where these are well supported and facilitated, they have the greatest potential in terms of generating benefits to families. For instance, the Chiuzira IGA group serves as a good practice for emulation with respect to IGAs (see **Box 2** below for details).

13 The figures accessed were not desegregated by gender. As of March 2013, 813 (90%) IGAs were implemented against the target of 900. The breakdown was: 383 goats, 156 pigs, 124 business schemes. In addition, soya beans and groundnuts were distributed to 150 beneficiaries. AYISE implemented 262 IGAs; CICOD 285; YECE 107 and COYIDA 159. The adult beneficiaries have also formed savings and loans groups where they save and lend one another money on a weekly basis to boost their businesses.

Box 2: IGA Case Study – Chiuzira CCLC, Lilongwe¹⁴

The Chiuzira IGA Group/Club under Chiuzira CCLC was established on 02nd February 2012 and were 22 in number at the time of the Review. The IGA group is a higher flier (above average). It is presented in this case study as a model to show what IGA groups could achieve if well motivated and facilitated.

The group was extremely happy with the IGAs they were involved in which they started following support from SNAP through YECE Implementing Partner (IP). The capital ranged from MK 45,000 to MK 120,000 (about US \$ 130 to US \$ 350)¹⁵ depending on the nature of business. YECE trained them for three days before they were given seed capital. The training focused on among other things: Marketing research; business management skills; appropriate pricing and competition; Customer relations and hygiene. All the women in the Focus Group Discussions were very familiar with what they learnt and were still using the knowledge they received from the training.

The common businesses the women were involved in were: selling fish; selling second hand clothes and selling wheat flour products. Of the three types of businesses, second hand clothes needed the most capital (about MK 120,000). On average, the profit per day of the various businesses ranged between MK 2,000 and MK 3,000 (about US\$ 6 to 9), depending on the nature of the business. At the time of the End of Term Evaluation, the average income from the IGAs translated to four times the salary of the average civil servant per month.

In terms of the benefits from the IGAs, the women had this to say:

"The benefits we have derived from these IGAs are beyond telling. We are able to meet school requisites, buy enough food for our families and meet the demands from schools regarding the school develop fund. This is the greatest thing that YECE has done. We are extremely happy. We are the most proud people."

[FGD, Chiuzira CCLC, Lilongwe]

The CCLC members had just opened a bank account and were about to start depositing some money into it. They cited how that they were the envy of many community members who have begun to apply pressure on them to allow them join the CCLC and access some capital for small businesses on a loan basis. The CCLC had already begun to put in place modalities to begin to lend money to those outside as well as within the current Group membership at an interest of 20%. They had plans to establish this facility as a revolving fund that would be allowed to grow through interest. Going forward, the group was looking forward to buying a seven (7) ton truck to facilitate marketing of their merchandize at a fee.

The success of the Chiuzira IGA club as a model may be attributed to the following two major reasons (among others): (i) relatively adequate initial capital (of between MK 45,000 to 120,000 per family). This is in sharp contrast with an initial capital of MK 11,000 (maximum) given to Mulanje families for the same category of IGAs (i.e. small scale businesses). (ii) Larger and better market in Lilongwe (due to relatively higher purchasing power compared to for instance Mulanje).

154. The IGA model obtaining in Chiuzira CCLC, Lilongwe was unique to that community. The CCLC members had been allowed to be IGA beneficiaries on account of high poverty levels in Chiuzira community. However, this worked out as a considerable motivating factor to CCLC members in their day to day work related to CL on which they spent on average 40 to 50% of their time per month. The IGA model in Chiuzira which allows CCLC members to be IGA beneficiaries holds great potential for sustained efforts at community level towards the fight against CL given that it has an inbuilt reward mechanism to CCLC members.

¹⁴ Outcome of a Focus Group Discussion, Chiuzira Community Child Labor Committee.

¹⁵ The exchange rate during the EFE was about 1 US\$ to about MK 350.

Reduction in child trafficking (Indicator 2)

155. On a regular basis, the project collects information on change in knowledge, attitude and practices in the target communities. For example, the Chief in Lilongwe has initiated a system in which he keeps records of all the children who work as domestic labourers. This enables him to ensure that only those children who have reached the age of employment are allowed to work. Together with the CCLC, the Chief carries out monitoring visits aimed at ensuring children's rights are protected against abuses such as trafficking.

DCLCs referral roles (Indicator 3)

156. See indicator 3 under objective 2.

3.2 Efficiency (value for resources used)

157. Efficiency is concerned with the linkage between the utilization of resources and their outcomes. The norm is to ensure minimum possible resource utilization for maximum possible benefits or outputs. This is a vital aspect of project implementation performance assessment. For such an assessment to be undertaken to a reasonable depth, adequate data should be available which should be organized in such a way that it links outputs to their respective budget expenditure lines. Unfortunately, it was not possible to get such data. In this regard, the Review focuses on proxy indicators of efficiency by looking at some variables that would provide a rough picture of some measure of efficiency. These largely border around timeliness of realizing selected set targets within the budgeted allocations. The following are selected examples: (i) Realization of targets on withdrawn and prevented children; (ii) Selected IGA performance, and; (iii) Overall general performance of SNAP.

3.2.1 Realization of targets for withdrawn and prevented children

158. Targets for withdrawn and prevented children were surpassed by 14.6% and 5% to 2,513 and 2,931 respectively in the implementation period that stretched from September 2011 to December 2012. These achievements were realized in the context of harsh economic and social challenges as highlighted by the second assumption (see **Section 2.4** and **Appendix 3**). For instance, the cost of fuel (which represents a major cost component of implementing any development initiative) tripled within the implementation period on account of scarcity of the commodity arising from a shortage of foreign exchange. This pushed the cost of all other goods and services. The implication of this, therefore, is that the mere achievement of SNAP targets with respect to withdrawn and prevented children under such harsh socio-economic conditions is a clear indicator of the fact that the Programme was implemented efficiently.

3.2.2 Performance of the IGA Model

159. The performance of the Chiuzira IGA Group which this EFE has identified as a good practice demonstrates the potential SNAP had for implementing project interventions efficiently. Given appropriate facilitation and support, IGAs can be efficiently implemented.
160. Formed in 2012 in February (hence barely a year old before SNAP phased out), the group scored amazing achievements. At the time of the EFE, the IGAs had become fully established with an average profit margin equivalent to four (4) times the monthly salary of an average civil servant at the time of the review. The IGA beneficiaries could meet all the school needs (including paying for the School Fund) as well as all food requirements (see **Box 2** for details). These are families that

were extremely vulnerable a few months earlier and would depend on CL to make ends meet in terms of basic household food supplies. The seed capital of between US\$ 130 and US\$ 350 per IGA translates to a total of approximately US\$ 5,300 for the 22 members. Assuming that out of the 12 months in which the IGAs have been operational, they have only been profitable for seven (7) months, the total amount generated by all the IGAs in the past 7 months period is about US\$ 8,400. This far surpasses the estimated initial seed capital of US\$ 5,300 by a ratio of 1.6, in just over a seven (7) months period. This is another demonstration of the high efficiency with which the IGAs in Chiuzira CCLC were implemented.

3.3 Progress towards Mid-Term Evaluation Recommendations Follow-up

161. The Expanded Final Evaluation (EFE) undertook an assessment to establish the extent to which the Mid-Term Evaluation (MTE) recommendations had been followed up (see **Appendix 8** for details). The MTE recommendations were in several groups, namely those that were: generic in nature (2); those dealing with enhancing the enabling environments (7); those concerned with promoting IABA (9), and; those targeting institutional capacity to improve IABA (4).
162. EFE noted that SNAP had made an effort to deliberately follow-up all recommendations except two for which there was no evidence. The two were: (i) AP implementing partners (as well as tripartite partners) should leverage the resources that may be available through their respective boards and community networks to address the paucity of role models and mentors for skills training, and; (ii) The Government of Malawi, ILO and USDOL should explore opportunities available through the Malawi diaspora (and others) for short-term technical assistance and leadership inputs to strengthen national efforts to fight child labour. For example, secondment of academics to build up the capacity of higher education institutions in statistics, demography, economics and research methods, and liaising with the US Embassy to capitalize on the expertise of Fulbright or other scholars resident in Malawi. No specific reasons were given for not following through the two recommendations. EFE team believes it may have more to do with SNAP having an overload of activities within a limited space of time.
163. Of the recommendations that were followed up, at least one third of them were not adequately concluded, this again on account of the fact that the Project could only do so much, given the limited available timeframe and resources.

4. Relevance of the Project

164. Relevance of SNAP has been considered in two ways:

- (i) Relevance to Country Policies and Development Frameworks;
- (ii) Relevance to beneficiaries of various categories, and;
- (iii) Appropriateness of the IABA model. The three are highlighted below.

4.1 Relevance to Country Policies and Development Frameworks

165. The relevance of SNAP to country policies and development frameworks has been clearly presented in **Sections 2.1** and **2.2** above.

166. **Section 2.1** and **Table 1** demonstrates the linkage between NAP and SNAP. The Table shows seven (7) areas in which NAP is linked to SNAP. As stipulated in the Project Document, SNAP was deliberately designed to operationalize NAP. The areas of linkage highlighted in Table 1 as well as the End of Project Evaluation findings presented in **Chapters 2.0** and **3.0** clearly show that SNAP has successfully fulfilled its mandate of operationalizing NAP. This underscores the point that SNAP has been highly relevant in operationalizing the Child Labour National Action Plan for Malawi (2010-2016), of April 2009.

167. An assessment of the contents of **Table 2** on linkage between SNAP and Country Policies and Development Frameworks (under **Section 2.2**) shows that SNAP was highly relevant to the country development strategies and policies. SNAP was particularly relevant to the following policies and strategies:

- (i) Malawi Growth and Development Strategy (MGDS II);
- (ii) Child Labour National Action Plan for Malawi (2010-2016);
- (iii) Employment Act (CAP.55.02) – prohibition of hazardous work for children, order, 2012, and;
- (iv) Malawi Decent Work Country Programme M-DWCP 2011-2016, June 2011.

168. Table 2 shows the link between specific areas of the above four policies/strategies and how these relate to the three main objectives of SNAP. This Table is a clear illustration of the reliance of SNAP to country policies and development frameworks.

4.2 Relevance to Beneficiaries of Various Categories

169. The relevance of SNAP to beneficiaries is underscored by the following three (3) major elements among others.

170. *First* the Project dealt with a wide range of stakeholders, whether individual community members or institutions. Institutional beneficiaries included both government and NGOs. For instance, the country's main exports (tea and tobacco) have been under threat from sanctions by international buyers on account of the use of CL. This concern was expressed by various stakeholders consulted, whether government, Civil Society or traditional leaders. They all expressed concern with regards to the serious implications that would follow if these threats from the international commodity markets were to become a reality. The design and implementation of SNAP whose mandate was to deal with the fight against CL was, therefore, timely and crucial.

171. *Second*, the emphasis of SNAP on strengthening of structures at various levels (national, district and community) is extremely vital and indispensable for any meaningful sustained fight against CL. The country has weak institutions at various levels which struggle to provide the necessary services to the public and the other stakeholders for whom such institutions were established. Therefore, SNAP was relevant as it placed a high priority on capacity building of these institutions.
172. *Third*, household poverty levels are high. It is generally believed that poverty is the main cause of CL as children are forced into CL as a coping strategy for poor households. The IGA model therefore, was greatly appreciated by community members because it sought to address the core problem related to their survival. The high demand for IGAs is thus not surprising.

4.3 Appropriateness of the IABA model

173. The IABA as an overarching model SNAP pursued is highly relevant because it deals with current issues various stakeholders are grappling with related to the fight against CL. (See **Section 6.3** below for more detail on: what IABA is; Child Labour Free Zones; strengths and weaknesses of IABA among others).
174. The IABA model eliminates CL and creates Child Labour Free Zones (CLFZs) from three perspectives: (i) Work place or labour – based; (ii) Rights based and, (iii) Decent work (Khalid Hassan, 2013). For a resource poor country, such a model is cost-efficient as it focuses on all efforts related to child labour in a given identified locality. In comparison to other approaches, such an approach would inevitably result in heightened results due to resource concentration. Additionally, it makes it easier for various stakeholders to collaborate, coordinate and establish strong synergies across their activities. This further positively impacts on improved efficiency and effectiveness.

5. Sustainability

175. Sustainability in this context is concerned with continuity in the fight against CL efforts after SNAP has phased out. This is important if outputs and emerging outcomes that have resulted following considerable financial, human and other resource investments into SNAP implementation are to be perpetuated beyond project life. Four (4) key areas linked to sustainability are discussed below:

- (i) Institutional structures;
- (ii) Community based Child Labour Monitoring System and Community Infrastructure Programme (CIP);
- (iii) Mainstreaming CL into development strategies, and;
- (iv) Capacity building.

176. These are discussed below in sequence.

5.1 Institutional structures

177. The establishment and strengthening of appropriate institutional structures at various levels to deal with the fight against CL was a strategic intervention towards promotion of sustainability of CL efforts. The National Steering Committee (NSC); Child Labour Unit (CLU); District Child Labour Committee (DCLC); Community Child Labour Committee (CCLC), and; the Traditional Authorities were either established or strengthened by SNAP. At their various strategic levels, these institutions are critical for coordination, resource mobilization and spearheading the fight against CL. Nonetheless, their continuation beyond Project life is mixed.

178. The institutions with the highest likelihood for sustainability are CCLCs. This is on account of the following reasons:

- (i) They have been the most actively involved in the fight against CL and have had to spend as much as 50% of their time on CL related issues as already alluded to. CCLCs' involvement in the fight against CL has been largely on a voluntary basis. The fact that they are based at the grassroots level where child rights abuses have taken place has given them a motivation to participate in the fight against CL in a way that has demonstrated clear ownership of the Project activities;
- (ii) They meet regularly (on a weekly basis) to review the past activities, discuss challenges and plan for future activities. Their activities include monitoring of CL issues within their localities, and;
- (iii) The TAs being an integral part of CCLCs has further strengthened the CCLC's position in the fight against CL. TAs are the most sustainable institution because they have always been there. Their formulation and enforcement of CL Bye-Laws is something they have engaged upon passionately.

179. In terms of **DCLCs**, Kasungu DCLC has the greatest potential for sustainability. As already alluded to, it has developed a District Strategic Plan on CL and has since gone ahead to use it for resource mobilization. The committee meets regularly (at least on a monthly basis) to review past activities and plan for those ahead. The district child labour committee has already mobilized financial resources (MK 20 million) using the Strategic Plan and has been able to undertake innovative ideas related to the fight against CL such as repatriation of withdrawn child from CL to other districts using its own resources. Though Mulanje and Mzimba DCLCs meet regularly (every one to two months) to review past progress and plan for future activities related to CL, there is need for them to

do more if they are to continue beyond project life. These two are not pro-active in resource mobilization and innovative ideas regarding the fight against CL. The weakest of all the DCLCs was the Lilongwe one, characterized by minimum activities (including infrequent meetings).

180. Given the inadequate performance of the **CLU** and the **NSC** during SNAP, it is doubtful whether these two institutions will be able to function effectively beyond the project life. For instance, the NSC has only met once primarily due to a lack of drive. On the other hand, the CLU has tended to perform largely through provision of extra support as was the case during the organization of the CL Conference in September 2012.

5.2 Community-based Child Labour Monitoring System & Community Infrastructure Programme

181. The Community based Child Labour Monitoring System (CB-CLMS) initiative in Malawi was first started under the previous ILO funded interventions (Country Programmes). At the time, it was an ordinary Child Labour Monitoring System (CLMS). Under SNAP, the CLMS was improved upon to make it more community based (CB) hence it became CB-CLMS. The main focus of the CB-CLMS was to ensure continuity in the collection, analysis and reporting of information on CL. Access to such information by individuals, families and communities would have an empowering effect that would result in improved ownership and leadership for effective decision making related to the desired changes affecting the individuals, families and communities in question. This empowering effect is expected to result in sustainability of efforts initiated and undertaken by the various stakeholders at community level.¹⁶
182. SNAP also developed the Community Infrastructure Programme (CIP) and trained communities to design these. The CIPs were to provide social and economic capital to empower communities to undertake referral services and CB-CLMS. CIPs, therefore, provided incentives and empowerment for communities to deal with CL challenges as their own and pro-actively find solutions to these CL problems through concerted efforts using own initiatives and resources. This is a vital element for sustaining the fight against CL because it is community based, hence at the level which matters most.

5.3 Mainstreaming Child Labour into Development Strategies

183. Child labour issues have been included into MGDS II, leading to increased visibility of CL issues to be funded by government and other partners that work with government to implement its policies and strategies. The District Development Plans (DDPs) have also mainstreamed CL issues making it easier for development partners (including government) to support the fight against CL. Some development strategies that are specific to CL have been developed. For instance, Kasungu DCLC is currently implementing its second strategic plan on CL. As already noted above, the district has managed to mobilize MK 20 million towards the fight against CL activities through the strategic plan.

5.4 Capacity Building

184. Capacity building/awareness creation has been a powerful tool in promoting sustainability of CL efforts. The TAs are illustrative of this. Capacity building/awareness creation was the single most important input provided to TAs. This has resulted in impressive results. For instance, the formulation of By-laws that have enjoyed wide community participation in their enforcement was

¹⁶ ILO/Government of Malawi Second Draft Report on Good Practices, April 2013.

as a result of capacity building. This has given rise to a situation where CL cases are hardly noticeable in target TAs (see **Box 2** for more details on TAs). Capacity building rendered to CCLCs as well as DCLCs has resulted in the various achievements by these institutions in their fight against CL highlighted in **Section 3.1.3** above.

5.5 Conclusion on sustainability

185. An analysis of the above issues shows that SNAP did sufficiently take into account concerns about sustainability right at the design stage. This provided sufficient time and resources for strategies aimed at promoting sustainability to take root, mature and become operational. This allowed sufficient time to nurture, provide extra support and adequate expert knowledge and skills to those involved in the implementation of such initiatives.

6. Special Issues

186. This chapter deals with the following special issues:

- (i) An assessment of the use and implementation of DBMR guidelines;
- (ii) Mobilization of the tripartite constituents (government, workers and employers) and other stakeholders in action against CL, and;
- (iii) Advantages and disadvantages of an Area-based Approach. Each of these is discussed below.

6.1 DBMR Guidelines Implementation

187. The Direct Beneficiary Monitoring and Reporting (DBMR) system aims at:

- (i) Identifying children from child labour;
- (ii) Tracking and monitoring both the work and education status of child beneficiaries and all forms of services provided to them, and;
- (iii) Measuring progress of children in all areas of services provided.

188. The DBMR is, therefore, a vital management tool that allows effective monitoring of project interventions and their effect in the fight against CL.

189. The APs were especially targeted for the DBMR training which was followed by a detailed assessment and monitoring of progress made by each AP in the use, implementation and updating of the DBMR system. The monitoring/assessment focused on:

- (i) Update of the database/actual implementation progress in terms of total DBMR entries;
- (ii) Achievements and;
- (iii) Areas for improvement.

190. The DBMR analysis reports were excellent as a tool for ensuring that each AP did abide by the guidelines. The DBMR analysis reports were prepared by SNAP Office in Lilongwe on a periodic basis. They among others, highlighted any departures from the DBMR guidelines by AP following the assessment of progress towards the implementation of the DBMR. This proved helpful in getting all the APs to conform to the stipulated DBMR guidelines.

191. Presentations from the APs showed that the DBMR was functional and was already being utilized by the various stakeholders to assess the progress made on the fight against CL. For example, the District Labour Offices (DLOs) have already started using the data from the DBMR for their reporting to the Ministry of Labour head office. In Kasungu, the DLO has been using the data from DBMR for its resource mobilization strategies.

192. Commenting on the usefulness and value of the DBMR, a representative of one of the APs had this to say:

“...the DBMR is the best data management tool that I have ever utilized. It has made my work easier as I am able to follow up the progress of all indicators, data gaps and next actions I am expected to take. I am very proud to use it even for other programmes I will be expected to manage...”

(AYISE Mulanje)

193. A concern raised by MoL at district level is that the DBMR data is only limited to project impact areas; hence it does not give a representative situation of the extent of the problem in the district.

6.2 Mobilization of Tripartite Constituents

194. On a number of occasions, SNAP managed to mobilize Tripartite Constituents and other stakeholders around the fight against CL issues in a bid to realize the Project's objectives. For instance, the consultative conference on CB-CLMS held in June 2012 involved tripartite constituents and other stakeholders. The event was crucial because it dealt with an important element of sustainability of the fight against CL beyond the project life (see **Section 6.2** above for more details).

6.3 Advantages and disadvantages of an Integrated Area-based Approach

195. The Integrated Area Based Approach (IABA) is an approach that allows close integration of various interventions aimed at prevention, removal and protection and rehabilitation of young workers from child labour. This integration includes the efforts towards the fight against the WFCL undertaken through empowering vulnerable families and local communities. IABA was designed based upon the following four (4) characteristics:
- (i) A Well-Defined Geographical Area;
 - (ii) Concentrating on Protecting the Rights of All Children for Compulsory Education;
 - (iii) Withdrawing out-of-the School Children from Work and Integrating them into Formal or Non-formal school, Vocational Skills Training, and;
 - (iv) Ultimately, the Area Based Approach enables the declaration of 'Child Labour Free Zone' (CLFZ).
196. Training sessions on IABA have been replicated to DCLCs and CCLCs in all the 4 targeted districts. The Evaluation team noted increased understanding of the IABA model especially at district level. Using the Integrated Area Based Approach (IABA) procedures and methods, Child Labour Free Zones have been established in the 4 targeted districts.
197. There are a number of **advantages** of IABA, the major one being the benefiting and effective use of resources available for the fight against CL in a targeted area. IABA facilitates convergence of resources, coordination, monitoring and referrals. This improves cost effectiveness and efficiency in resource use leading to heightening of impact. In this regard, SNAP has further contributed towards the development of the IABA model.
198. Major **disadvantages** of IABA include the following: *First*, given that IABA "targets the whole zone", you have to deal with all forms of CL, which implies that you need to be sufficiently equipped in terms of professional expertise and resources. This is one of the challenges YECE faced as it was meant to focus on domestic CL only. However, in practice, it had to deal with all forms of CL due to the IABA approach. This imposed a serious strain on its resources. Another challenge is that when some of the potential CL victims heard about certain zones being under the IABA approach in terms of the fight against CL, they moved into those zones in order to benefit from the activities under implementation. This had the net effect of over-stretching the resource envelope.
199. In terms of adequacy in size of the designated areas, stakeholders consulted indicated that they cannot comfortably say that the child labour has been eliminated in the targeted areas/districts and that such areas are CL free, given that the project only targeted a small area within a TA. For instance, **Table 6** above shows that 7 out of 60 TAs (or 12%) in the four districts were targeted for

IABA implementation. In terms of Group Village Heads (GVH) which constitute TAs, the same Table shows that 17 out of 117 GVHs (or 15%) were targeted by SNAP.

200. A Senior Chief also felt that the project target area within each TA was very small. He stated that this kind of targeting cannot effect pull and push factors of child labour sufficiently enough for appreciable impact. This is what the Senior Chief had to say on this matter:

“...I agree, this project has really helped children to go back to school. Now you cannot see any child involved in child labour in this area. However, it is difficult to justify that Kasungu is a Child Labour Free Zone area given that children can choose to move from my area to another TA within the district, (Kaluluma for example) where there are no SNAP activities and get employed. I think this project needed to be rolled out to the whole TA and further to all TAs. That way, its impact would have been far much greater....”

(Senior Chief, Kasungu District)

201. However, most stakeholders appreciate that the ground work has been laid and with more support, these CLFZs can be scaled-up to other areas and preferably cover the whole TA. It needs to be recognized that the project was not designed to extensively bring about CLFZs through the implementation of IABA as this was impractical, given its limited resources. Rather, SNAP was designed to lay the foundation for IABA model and test various strategies which it has successfully managed to do.

7. Major Lessons

1. Child labour is an indicator of a problem within a community and requires a multi-faced approach to deal with it. Implicitly, all major stakeholder categories must pull their resources together to address the problem. The Integrated Area Based Approach (IABA) provides an excellent avenue for the promotion of this multi-faced approach in a coordinated way, as it heightens synergies and partnerships.
2. Performance of community structures up to a certain threshold does not necessarily require monetary and other related material incentives. Rather, it is the appreciation of the seriousness of a given problem affecting the community which provides the motivation. For instance, members of CCLCs' sacrificial efforts and commitment exemplified by support of withdrawn children using own resources in terms of time, money, food and school requisites (among other things). Similarly, the commitment shown by TAs in formulation and enforcement of By-laws is another example.
3. SNAP has demonstrated that well targeted resources, though limited, can achieve valuable results. This relates to the "mismatch" between the relatively limited financial resources available for the implementation of the Project in comparison to the remarkable results achieved.
4. A wide range of stakeholders can work together for a common course where such a course is well articulated through deliberately planned and persistent capacity building and sensitization efforts. The design and implementation of SNAP was based on pulling together a wide range of stakeholders for a common course.
5. Adequate timeframe is essential if appreciable positive results of development initiatives of the nature of SNAP are to be achieved which are largely concerned about changing the mind-set. The much more visible results from SNAP in Kasungu where ILO interventions have been undertaken for a longer timeframe is a case in point.
6. Inclusion of low cost interventions for CL exporting districts in the design of SNAP would have heightened the performance and achievements of the Project. This could have provided an occasion to deal with CL issues right from where the CL challenge stems from.
7. Forging of stronger and workable linkages with institutions that would have continued supporting the withdrawn children beyond primary school would have further increased the results realized by SNAP.
8. Greater ties with other interventions and stakeholders dealing with school infrastructure would have assisted in reducing the negative effects of increased enrolments arising from withdrawn children, particularly those related to limited school infrastructure.
9. TA as a structure is highly sustainable because it's not dependent on external resources for its continuity. This is an important reason why TAs are crucially important for facilitating continued fight against CL at community level. This makes the TA model highly promising for service delivery at community level.

8. Conclusions

1. SNAP has established a good foundation to facilitate the continuation of the fight against the WFCL in Malawi. This is through the support to operationalize the NAP on Child Labour. This operationalization of the NAP by the Project has effectively initiated demand for SNAP's value and relevance which this Expanded Final Evaluation has been able to identify. For instance, all the various stakeholder categories at all the levels where consultation was undertaken were able to point out the valued addition the project had brought about. This made the stakeholders state additional areas in which SNAP could have worked or which follow-up projects could address. In this regard, it was not uncommon to come across suggestions from a wide range of stakeholders on further aspects, nature and geographic coverage SNAP could have/needed to have considered. The citing of CL issues along the lake shore districts, the concern about how the Project should have also dealt with CL "exporting districts" and the expansion of SNAP activities to more TAs and GVHs are some examples that illustrate this point.
2. EFE noted a number of concerns that remain which need more attention. These include: (i) the need for greater partner involvement within the UN (so as to actualize and consolidate the "One UN" through concerted efforts towards the fight against the WFCL) as well as the involvement of other partners; (ii) further promotion of public private partnership (PPP) to ensure a sustained resource flow which is vital for a sustained fight against CL; (iii) greater government involvement through enactment, creating and accelerating supporting legislation as well as streamlining CL issues into government supported development strategies and frameworks. This point also includes government support to strengthening strategic institutions involved in the fight against CL.
3. All the five (5) evaluation criteria used to assess the implementation performance of SNAP at the End of Project have provided positive results: The design took into account all the key concerns, including ensuring relevance to the country's development agenda expressed through various country policies and development strategies, as well as incorporation of sustainability issues; the Project has been effectively implemented going by (in a number of cases) the more than 100% achievement of set targets; the realization of objectives to a great measure which in some cases has been achieved in less than the stipulated timeframe is a measure of project efficiency; the design of SNAP whose focus was on both upstream and downstream causes of CL (including poverty and lack of awareness about CL issues) and the employment of strategies that sought to curb CL at various levels are a demonstration of relevance, and; SNAP began to address sustainability issues right from the on-set and the sustainability strategies were embedded in the design.
4. Though not deliberately focused on in its objectives, SNAP has had a considerable positive impact on supporting the operationalization and acceleration of Government's decentralization policy. SNAP's approach of creating an enabling policy and institutional environment as well as supporting district and community level actors and stakeholders to engage in the implementation of specific initiatives has greatly strengthened the tenants of the country's decentralization agenda. The district level (particularly the DCLC), the community level (more so the CCLCs and the TAs), the various schools (that were beneficiaries of SNAP activities) and the ethos promoted by MPLCs will remain greatly relevant and vital to the tenants of decentralization. SNAP has laid a solid foundation for these models to be replicated across the country by government in its quest to consolidate the decentralization agenda.

9. Recommendations

9.1 General

1. The above conclusions warrant a passionate engagement of whatever it must take to put in place measures that would sustain/perpetuate gains SNAP has achieved during its life time. Such mechanisms should include: (i) a serious consideration of implementing a follow-up project which should focus on consolidating gains SNAP has achieved; (ii) greater passion and actualization of efforts towards leveraging of resources at all levels (from national to community level) and by all key stakeholders towards the fight against CL. This should be pursued by the Ministry of Labour.
2. All development partners (including local and international NGOs, Cooperating Partners, the tripartite constituents, and others), should deal with CL as a crosscutting issue. This should translate into tangible actions and budgetary allocations that reflect adequate resources towards the fight against CL. All the parties mentioned here should follow this through. MoL should ensure that this is adhered to strictly.

9.2 Design

3. Linked to the second point above, all future development programming should have CL as a crosscutting issue. In this regard, all project and programme documents should reflect CL issues as crosscutting. Among other things, this should entail inclusion of CL Key Performance Indicators (KPIs) in the logical framework to facilitate the tracking and assessment of performance of such CL variables. This would ensure the tracking of the KPIs which in turn should be the basis for Annual Work Plan and Budget preparation that takes into full account CL issues. In the same vein, Cooperating Partners/Development Partners who finance development initiatives by responding to proposal documents prepared by potential Implementing Partners should include adequate mainstreaming of CL issues into the proposal documents as major selection criteria. All Cooperating Partners involved in the fight against CL should follow this. The MoL should spear-head the enforcement of this regulation.

9.3 Resource Mobilization

4. The “Call to Action on the Conference Outcome Document” should be seriously used as the basis for resource mobilization and leveraging by all stakeholders concerned. This could include engagement of potential funders through well written project proposals. There is need for MoL (working with NSC) through the CLU to facilitate a training workshop on resource mobilization which should include proposal writing. It is highly recommended that an expert in this be engaged as a resource person for such a training event. Support by a Cooperating Partner towards such an event would be highly beneficial. SNAP project staff provided technical advice to the CLU which organised the National Conference on Child Labour in September 2012 that developed the call to action.

9.4 Project Strategies

5. Lobbying and advocacy for mobilization of resources for the fight against WFCL should be given special attention in any follow-up work. This should include special capacity building of all key players in lobbying and advocacy, including government institutions (upstream & down) DCLCs, CCLCs, and TAs. MoL, NSC and Developing Partners should follow this through.

6. The IABA model as an Integrated Rural Development Approach requires the use of a consortium arrangement in order to maximize expert/professional service provision. This is something ILO/IPEC should seriously consider in future interventions.

9.5 Child Monitoring

7. Future works should emphasize the institutionalization of Community based Child Labour Monitoring System so that Malawi is better able to meet international reporting obligations and determine the progress the country is making. MoL should action this recommendation.

9.6 Compensation of Community Members

8. For similar works in future, there is need to heighten sensitization of CIP to promote social and economic capital thereby provide a resource base for sustained CB-CLMS efforts. This will further incentivize the grassroots level stakeholders in their fight against CL through empowerment in decision making processes and ownership. The DCLCs should take up this recommendation.
9. There is need to institutionalize IGAs for CCLC members as a form of incentive to ensure sustained benefits of project interventions at community level. The DCLCs and the DLO should carry this through.

9.7 Going Forward

10. In terms of dealing with SNAP's gains, there is need for immediate attention to be given to the perpetuation of SNAP gains achieved to date (see Table 9). This should entail, among other things, incorporation of activities related to the gains into the Annual Work Programme and Budget (AWPB) of relevant government ministries. In this regard, the Table below presents a summary of key selected SNAP gains and the responsible institution/stakeholder category that should take full charge of "housing and perpetuating" such gains with immediate effect.

Table 9: SNAP Gains and those Responsible in the Short Term.

Nature of Gains	Responsible Institutions/ Stakeholder Category
Gains in facilitating the creation of an enabling policy and legislative framework towards the fight against CL	MoL; NSC; ECAM, MCTU
Strengthened DCLCs, CCLCs, TAs	MoL, NSC
Gains related to CBE	Ministry of Education (MoE), respective DCLCs
MPLCs, Skills Training Centres	TEVET; MoL; MoE; Vocational Training.
SCREAM related achievements	CCLCs, TAs backstopped by DCLCs; MoE
Withdrawn and prevented children	CCLCs, DCLCs, Parents/ guardians, TAs, MoE; MoL
Gains arising from IGAs	Parents/ guardians, Appropriate Ministries: MoA, Commerce & Trade
Gains arising from the CIP	CCLCs, DCLCs
Gains arising from DBMR	MoL, DCLCs; MoE
Gains arising from CB-CLMS	CCLCs, TAs, DCLCs; MoE; MoL; Ministry of Social Welfare; Ministry of Home Affairs (Police); Judiciary; District Governments, etc.

11. ILO-IPEC should consider galvanizing the good foundations that SNAP has laid down in order for these not to be eroded. Among others, capacity development efforts of the current human and institutional resource bases should be considered seriously as this would positively impact on staff retention, a prerequisite for continued efforts towards the fight against WFCL given that it takes considerable time and effort to train personnel.

Appendix 1: Terms of Reference - Expanded Final Evaluation



**International Labour Organisation- International Programme on the
Elimination of Child Labour**

ILO/IPEC

Final version
12 November 2012

‘Project of support to the National Action Plan to combat Child Labour’ in Malawi

ILO Project Code	MLW/09/50/USA
ILO Project Number	P.250.10.134.052
ILO Iris Code	101918
Country	Malawi
Duration	39 months
Starting Date	30 September 2009
Ending Date	31 December 2012
Project Locations	Malawi
Project Language	English
Executing Agency	ILO/IPEC
Financing Agency	US DOL
Donor contribution	USDOL: USD 2,757,621

List of Abbreviations

AP	Action Programme
C182	ILO's Worst Forms of Child Labour Convention, No. 182 of 1999
CCLC	Community Child Labour Committees
CL	Child Labour
DBMR	Direct Beneficiaries Monitoring and Reporting
DWCP	Decent Work Country Programme
ECLT	Elimination of Child Labour in Tobacco Foundation
EIA	Evaluation and Impact Assessment section of ILO/IPEC (was DED)
EFE	Expanded Final Evaluation
FAO	United Nations Food and Agriculture Organisation
FGD	Focus group discussion
HQ	Headquarters
IA	Implementing Agency
IABA	Integrated Area Based Approach
ILO	International Labour Organisation
IO	Immediate Objective
IPEC	International Programme on the Elimination of Child Labour
NAP	National Action Plan
NC	National consultant
NGO	Non-governmental Organisation
PRSP	Poverty Reduction Strategy Paper
SIMPOC	Statistical Information and Monitoring Programme on Child Labour
SNAP	Support to the National Action Plan project
TBP	Time Bound Programme
TL	Team leader
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNICEF	United Nations Children's Fund
USDOL	United States Department of Labor
WFCL	Worst Forms of Child Labour

I. Background and Justification

1. The aim of the International Programme on the Elimination of Child labour (IPEC) is the progressive elimination of child labour, especially its worst forms. The political will and commitment of individual governments to address child labour - in cooperation with employers' and workers' organisations, non-governmental organisations and other relevant parties in society- is the basis for IPEC action. IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes strengthening national capacities to deal with this issue, legislation harmonization, improvement of the knowledge base, raising awareness on the negative consequences of child labour, promoting social mobilization against it, and implementing demonstrative direct action programmes (AP) to prevent children from child labour and remove child workers from hazardous work and provide them and their families with appropriate alternatives.
2. The operational strategy of IPEC has over the years focused on providing support to national and local constituents and partners through their projects and activities. Such support has to the extent possible been provided in the context of national frameworks, institutions and processes that have facilitated the building of capacities and mobilisation for further action. It has emphasized various degrees of a comprehensive approach, providing linkages between action and partners in sectors and areas of work relevant for child labour. Whenever possible specific national framework or programmes have provided such focus.
3. IPEC has promoted the development and implementation of National Plans of Action (NPAs) or National Action Plans (NAPs) as such national frameworks. A NPA is a strategic framework of integrated and coordinated policies and initiatives at different levels to eliminate specified Worst Forms of Child Labour (WFCL) in the country. It is a nationally owned initiative that emphasizes the need to address the root causes of child labour, linking action against child labour to the national development effort, with particular emphasis on the economic and social policies to combat poverty and to promote universal basic education. The International Labour Organization (ILO), with the support of many development organizations and the financial and technical contribution of the United States Department of Labor (USDOL) has elaborated this concept based on previous national and international experience. It has also established innovative technical cooperation modalities to support countries that have ratified the ILO's Worst Forms of Child Labour Convention, No. 182 of 1999 (C182) to implement comprehensive measures against WFCL.
4. The most critical element of a NAP is that it is implemented and led by the country itself. The countries commit to the development of a plan to eradicate or significantly diminish the worst forms of child labour in a defined period. This implies a commitment to mobilize and allocate national human and financial resources to combat the problem. IPEC has over the years implemented a number of country specific projects of support of multi-year duration and focusing both on policy and institutional support through the enabling environment and on direct support to communities, families and children through targeted interventions.
5. The experience with NPAs has suggested a range of approaches to establish and implement national frameworks to provide the comprehensive approach, the linkages and the mechanisms for developing the knowledge, mobilising the actors, institutions and resources; and to plan effective coherent national action as part of the broader national development. The experience also showed that the degree of support needed to get this process going in different countries can vary and that

specific strategic initiatives can be identified as often key to the process, focusing on influencing important policies and processes.

6. The Global Action Plan (GAP), proposed in the 2006 Global Report on Child Labour and endorsed by the Governing Body at its November 2006 sitting, called on all ILO member States to put appropriate time-bound measures using National Action Plans (NAP), in place by 2008 with a view to eliminating the WFCL by 2016.
7. The Malawi NAP that was in draft form when the project was designed was launched on 28th September 2010. The NAP details the various strategies for operationalising the draft Child Labour Policy. The overall goal is to work towards the elimination of the worst forms of child labour in Malawi by 2016. The strategic objectives are: (i) to create a conducive legal and policy environment through mainstreaming child labour issues in national and sectoral social and economic policies, legislation and programmes; (ii) to build and strengthen the technical, institutional and human resource capacity of stakeholders dealing with child labour elimination; (iii) to directly combat child labour through the prevention, withdrawal, rehabilitation and reintegration of working children and their families and (iv) to establish monitoring and evaluation systems for child labour in the country. The Child Labour Policy remains in draft form.
8. From the perspective of the International Labour Organisation (ILO), the elimination of child labour is part of its work on standards and fundamental principles and rights at work. The fulfilment of these standards should guarantee decent work for all adults. In this sense, the ILO provides technical assistance to its three constituents: government, workers and employers. This tripartite structure is the key characteristic of ILO cooperation and it is within this framework that the activities developed by the Programme should be analysed.
9. ILO Decent Work Country Programmes (DWCPs) have subsequently been developed and are being introduced in the ILO to provide a mechanism to outline agreed upon priorities between the ILO and the national constituent partners within a broader UN and International development context. For further information please see :
<http://ilo.org/decentwork>
10. The DWCP defines a corporate focus on priorities, operational strategies, as well as a resource and implementation plan that complements and supports partner plans for national decent work priorities. As such, DWCPs are broader frameworks to which the individual ILO project is linked and contributes to. DWCPs are beginning to be gradually introduced into various countries' planning and implementing frameworks. The current DWCP for Malawi 2011 – 2016 can be found at:
<http://www.ilo.org/public/english/bureau/program/dwcp/download/malawi.pdf>

Programme Background

11. In 1999 the Government of Malawi ratified both the ILO Worst Forms of Child Labour Convention 1999 (No. 182) and the ILO Minimum Age Convention, 1973 (No. 138). It is committed to the 2016 target of eliminating the worst forms of child labour.
12. Malawi has already implemented six child labour programmes, two key ones funded by USDOL and others funded by the United Kingdom, Norway and the Elimination of Child Labour in Tobacco (ECLT) Foundation. Major achievements include: a draft National Action Plan, a list of hazardous tasks, development of a database on child labour under the Ministry of Labour and development of

models of intervention for prevention and withdrawal from child labour and for the support of adult caregivers.

13. The development objective of the 'Project of support to the National Action Plan to combat Child Labour' in Malawi (described as the SNAP project) is: "To contribute towards the elimination of the worst forms of child labour in Malawi".
14. The three immediate objectives are:
 1. By the end of the project, an enabling legislative and policy environment on the elimination of child labour towards the global goal of elimination of the WFCL by 2016 strengthened.
 2. By the end of the project, existing models of intervention replicated and new models of intervention to lay the foundations for establishing child labour free zones using an Integrated Area Based Approach (IABA) in three districts developed and made available for replication.
 3. By the end of the project, tripartite partners', key role players' and stakeholders' capacity to implement the IABA to combat child labour built.
15. The strategies outlined to achieve these objectives are:
 - a. Strengthening of Policy, Legislation and Institutional Development at National and District level.
 - b. Promoting Social Mobilization and Strengthening the Enabling Environment and
 - c. Provision of Social Services for targeted children and their families
16. The project has been implemented in 4 districts of Malawi (Mulanje, Kasungu, Mizimba and Lilongwe) since Sept 2009 in close collaboration with other UN Projects, particularly the FAO and 'One UN' supported Projects.
17. The project targets 4,350 children to be withdrawn and prevented from the WFCL in the targeted agricultural and rural sites and 632 children in the targeted urban sites of Malawi. 4,882 children will receive educational services and 100 children will be targeted through non-educational services. Of this total, 2,192 will be removed from work and 2,790 will be prevented from entering child labour. 900 parents/adult caregivers of targeted children will be assisted to improve their livelihoods and referred to existing social protection mechanisms so they can keep their children in school.
18. As of March 2012, the project has reported the following progress and achievements:
 - a. The Government of Malawi adopted the National Action Plan to Combat Child Labour (NAP-CL), Malawi in May 2010 and launched it on 18th October, 2010
 - b. Under the International Partnership for Cooperation on Child Labour in Agriculture, ILO and FAO developed a draft road map with detailed activities to be undertaken by the stakeholders to better address child labour in agriculture in the framework of the National Action Plan and a resource mobilization strategy.
 - c. Active support to develop the Malawi Growth and Development Strategy II and UNDAF programmes with the view to mainstream Child Labour concerns in national policies and programmes (reflected in the UNDAF Outcome 1).
 - d. 10 Multipurpose Learning Centres (AYISE 4, CICOD 2, COYIDA 2 and YECE 2) were established against the target of 14.
 - e. A total of 4,063 children have been withdrawn or prevented from entering child labour through the provision of educational services. Out of the 4,063 child beneficiaries, a total of 1,897 working children (837 female & 1060 male) were withdrawn from the WFCL and are being provided with rehabilitation and educational services against the target of

2,192. A total of 2,166 children (906 female & 1,260 male) were prevented and are being provided with rehabilitation and educational services against the target of 2,790. The project is on track to meet its target numbers.

- f. 8 Outreach Skills Centres (AYISE 1, CICOD 2, COYIDA 3 and YECE 2) have been established and vocational training standards for carpentry, hairdressing, tailoring, brick laying, and welding skills were developed and implemented. 319 children (126 female & 193 male) are undergoing vocational training in the Project Outreach Centres.
- g. 343 adults (130 Male and 213 Female) members have received support in the shape of income generating activities. 75 adults (58 female and 17 male) were trained in business management training by the partner NGOs.
- h. The Enforcement Manual was reviewed, updated and finalised with new laws which came into force like the Child Care, Protection and Justice Act 2010, the Hazardous List, the Pension Bill No. 14 of 2010.
- i. Educational counselling manuals were developed which will target working children, Community Child Labour Committees (CCLCs), Parents, Traditional Leaders, employers of children and adult workers. They concern a) Preventive Health, b) Responsive Parenting, c) Counselling & Guidance, d) Child Abuse, e) Working with Young People.
- j. The Baseline study of Mzimba was finalised with SIMPOC Technical inputs and is undergoing final editing. Thus all the three Baseline Survey Reports are now available.
- k. 17 Modules of the ILO/IPEC educational material SCREAM were translated and adapted into local language (Chichewa). These materials are implemented in the project education centres and awareness programmes

Evaluation background

19. ILO considers evaluation as an integral part of the implementation of technical cooperation activities. Provisions are made in all projects in accordance with ILO evaluation policy and are based on the nature of the project and the specific requirements agreed upon at the time of the project design and during the project as per established procedures. The Evaluation and Impact Assessment (EIA) section of ILO/IPEC provides an independent evaluation function for all ILO/IPEC projects.
20. Evaluations of ILO/IPEC projects have a strong focus on utility for the purpose of organisational learning and planning for all stakeholders and partners in the project. As per ILO/IPEC evaluation approach, a participatory consultation process on the nature and specific purposes of this evaluation was carried out to determine the final Terms of Reference. The present Terms of Reference are based on inputs from key stakeholders received by ILO/IPEC-EIA in the consultation process and on standard issues to be covered by a project final evaluation.
21. The project has undergone an independent mid-term evaluation in September 2011. The project document states that a final independent evaluation will be conducted at the end of the project implementation.
22. This Expanded Final Evaluation will encompass the project final evaluation based on these ToRs and will also benefit from the findings of a sub-study: "Study on the impact of the ILO/IPEC project of support on the enabling environment at the district-level to reduce child labour" that will be carried out immediately before the final evaluation.
23. The overall purpose of the sub-study is to carry out an assessment of the impact of the capacity building work that has been carried out by the project for the development of the enabling environment at the district level and below. This includes district and community-level institutions.

Important institutions include relevant government district offices, the District Child Labour Committees and the Community Child Labour Committees.

24. To facilitate the effective integration of the sub-study findings in the expanded evaluation, the expanded evaluation Team Leader will provide technical support to the sub-study on the enabling environment and will incorporate the findings in the evaluation report.

II. Purpose and Scope

Purpose

25. The main purposes of the Expanded Final Evaluation are to:
- a. Assess the extent to which the project has achieved its stated objectives at outcome and impact level and to identify the supporting factors and constraints that have led to this achievement or lack of achievement;
 - b. Identify unintended changes, both positive and negative, in addition to the expected results
 - c. Identify the level of sustainability of the results of the project;
 - d. Identify unintended positive and negative changes at outcome and impact levels;
 - e. Determine the implementation effectiveness and efficiency of the project;
 - f. Establish the relevance of the project implementation strategy;
 - g. Identify lessons learned and potential good practice, especially regarding models of interventions that can be applied further;
 - h. Provide recommendations to project stakeholders to support the completion or further development of initiatives that were supported by the project.

Scope

26. The evaluation will focus on the ILO/IPEC programme mentioned above, its achievements and its contribution to the overall national efforts to achieve the elimination of WFCL. The evaluation should focus on all the activities that have been implemented since the start of the project to the moment of the field visits. (i.e. action programmes/projects).
27. The evaluation should look at the programme as a whole, including issues of initial project design, implementation, lessons learnt, replicability and recommendations for current and future programmes.
28. The contribution of ILO/IPEC to the NAP process normally covers the promotion of an enabling environment, and the role of technical advisor or facilitator of the process of developing and implementing the NPA. In order to assess the degree to which this contribution has been made, the evaluation will have to take into account relevant factors and developments in the national process. The focus of the evaluation however will be on the ILO/IPEC project “Support to the National Action Plan to Combat Child Labour” in Malawi.
29. The evaluation should identify intended (i.e. planned) and unintended results in terms of outputs and outcomes. Some of the unintended changes could be as important as those planned. Therefore, the evaluation team should reflect on them and identify lessons learnt.

30. The analytical scope should include identifying levels of achievement of objectives and explaining how and why they have been attained. The purpose is to help the stakeholders to learn from the on-going experience.

III. Suggested Aspects to be Addressed

31. The evaluation should be carried out in adherence with the ILO Evaluation Framework and Strategy; the ILO Policy Guidelines for Results-Based Evaluations; the specific ILO/IPEC Guidelines and Notes; the UN Evaluation Group Norms and Standards, Ethical Guidelines, Code of Conduct; and the OECD/DAC Evaluation Quality Standard.
32. The evaluation will address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency and sustainability to the extent possible as defined in the ILO Policy Guidelines for Results-Based Evaluation: Principles, Rationale, Planning and Managing for Evaluations, January 2012 http://www.ilo.org/eval/Evaluationguidance/WCMS_168289/lang--en/index.htm
33. Gender concerns should be addressed in accordance with ILO Guidance note 4: “Considering gender in the monitoring and evaluation of projects” http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm . All data should be sex-disaggregated and different needs of women and men and of marginalized groups targeted by the programme should be considered throughout the evaluation process.
34. In line with results-based framework approach used by ILO/IPEC for identifying results at global, strategic and project level, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation concerns and the achievement of the Immediate Objectives of the project using data from the logical framework indicators.
35. Annex I contains specific suggested aspects for the evaluation to address. Other aspects can be added as identified by the evaluation team in accordance with the given purpose and in consultation with ILO/IPEC Geneva's Evaluation and Impact Assessment (EIA) section. It is not expected that the evaluation address all of the questions detailed in the Annex; however the evaluation must address the general areas of focus. The evaluation instrument (summarised in the inception report) should identify the general areas of focus listed here as well as other priority aspects to be addressed in the evaluation.
36. The main categories that need to be addressed are the following:
- Design
 - Achievement (Implementation and Effectiveness) of Objectives
 - Relevance of the project
 - Sustainability
 - Special Aspects to be Addressed

IV. Expected Outputs of the Evaluation

37. The expected outputs to be delivered by the evaluation team are:

- o A desk review of appropriate material
- o Review of the methodology for the sub-study on the ‘enabling environment to reduce child labour’ and on-going support to the sub-study including feedback and support to the preparation of the report. The final report from the sub-study will be prepared by the sub-study consultant separately from the report on the final expanded evaluation;
- o Preparation of an evaluation instrument, reflecting the combination of tools and detailed instruments needed to address the range of selected aspects. The instrument needs to make provision for the triangulation of data where possible (to be included in the inception report).
- o Field visit to the project location in at least three of the four districts.
- o Stakeholder workshop facilitated by the evaluation team leader
- o Debrief with key stakeholders following the stakeholders workshop if requested
- o Draft evaluation report. The evaluation report should include and reflect on findings from the field visits and the stakeholder workshop proceedings and should include:
 - ✓ Executive Summary with key findings, conclusions and recommendations
 - ✓ Clearly identified findings
 - ✓ A table presenting the key results (i.e. figures and qualitative results) achieved per objective (expected and unexpected)
 - ✓ Clearly identified conclusions and recommendations (identifying which stakeholders are responsible)
 - ✓ Lessons learnt
 - ✓ Potential good practices
 - ✓ Appropriate Annexes including present TORs and a list of those consulted by the evaluation team
- o Expanded Final Evaluation report incorporating feedback from stakeholders.
- o Notes with reflections on the process of the evaluation identifying lessons learnt and suggestions for future ILO/IPEC evaluations

38. The total length of the report should be a maximum of 30 pages for the main report, excluding annexes; additional annexes can provide background and details on specific components of the project evaluated. The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.

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

40. The draft final report will be circulated to key stakeholders (those participants present at stakeholder evaluation workshop will be considered key stakeholders), including project staff for their review. Comments from stakeholders will be consolidated by the Evaluation and Impact Assessment section (EIA) of ILO/IPEC Geneva and provided to the evaluation team leader. In preparing the final report

the team leader should consider these comments, incorporate as appropriate, and provide a brief note explaining why any comments might not have been incorporated.

V. Evaluation Methodology

41. In ILO/IPEC evaluations of its projects are carried out to enhance organisational learning. As per IPEC procedures, a participatory consultation process on the nature and specific purposes of this evaluation was carried out three months prior to the scheduled date of the evaluation. Inputs were received from key stakeholders including constituents and implementing agencies. The present Terms of Reference is based on the outcome of this process and inputs received in the course of the consultative process.
42. The following is the proposed evaluation methodology. While the evaluation team can propose changes in the methodology, any such changes should be discussed with and approved by EIA, provided that the research and analysis suggest changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.
43. The evaluation will be carried out using a desk review of appropriate materials, including the project documents, progress reports, outputs of the programme and the projects (action programmes), results of any internal planning process and relevant materials from secondary sources. At the end of the desk review period the evaluation consultant will prepare a brief document indicating the methodological approach to the evaluation in the form of the evaluation instrument, to be discussed and approved by EIA.
44. The evaluation team leader will be asked to include in the inception report the evaluation instruments that will be used for documenting and analysing the achievements of the project and the contributions of the sub-projects (Action Programmes) to the programme.
45. The inception report will take into consideration the initial results from the sub-study on the impact of the ILO/IPEC project of support on the enabling environment at the district-level to reduce child labour, which will be carried out immediately before the final evaluation.
46. The evaluation team leader will interview the donor representatives and ILO/IPEC HQ and regional backstopping officials through conference calls or face-to-face interviews early in the evaluation process, preferably during the desk review phase.
47. The evaluation team will undertake field visits to the project. The evaluators will conduct interviews and focussed group discussions (FGDs) with project partners and implementing agencies, direct beneficiaries (i.e. children) and teachers and facilitate a stakeholders' workshop towards the end of the field visits.
48. The selection of the field visits locations should be based on criteria to be defined by the evaluation team. Some criteria to consider include:
 - Locations with successful and unsuccessful results from the perception of key stakeholders. The rationale is that extreme cases, at some extent, are more helpful than averages for understanding how process worked and results have been obtained;
 - Locations that have been identified as providing particular good practices or bringing out particular key issues as identified by the desk review and initial discussions;

- Representation of the main strategies or interventions used
 - Areas known to have high prevalence of child labour;
 - Representation of the main types (sectors) of child labour being addressed
 - Locations close to main roads and also locations that are more remote.
49. The key findings from the sub-study will be presented in a ‘bullet point’ style report to the team leader at the beginning of the evaluation mission to Malawi. The sub-study consultant will also participate in the stakeholders’ workshops. He/She may be required to make a presentation of the findings.
50. The stakeholder workshop will be attended by ILO/IPEC staff and key stakeholders (i.e. partners), including the donor as appropriate. These will be an opportunity for the evaluation team to gather further data, present the preliminary findings for verification and discussion, present recommendations and obtain feedback. The workshop will take place towards the end of the fieldwork.
51. The evaluation team leader will be responsible for organizing the methodology of the workshop. The identification of the number of participants of the workshops and logistics will be the responsibility of the project team in consultation with the evaluation team leader.
52. The team leader will be responsible for drafting and finalising the evaluation report. The findings of the evaluation team will incorporate the feedback from the stakeholder workshops and the results from the sub-study on the impact of the ILO/IPEC project of support on the enabling environment at the district-level to reduce child labour. The draft report will be circulated to stakeholders in English for their feedback and comments. The team leader will further be responsible for finalising the report incorporating any comments from stakeholders as appropriate.
53. The evaluation will be carried out with the technical support of the ILO/IPEC-EIA section and with the logistical support of the programme office in Lilongwe. EIA will be responsible for consolidating the comments of stakeholders and submitting them to the team leader.
54. It is expected that the evaluation team will work to the highest evaluation standards and codes of conduct and follow the UN evaluation standards and norms.

Link between the evaluation and the sub-study

55. The team leader will provide technical support to the consultant in charge of the sub-study and will provide feedback on the draft report.
56. The key findings from the sub-study will be presented in a ‘bullet point’ style report to the team leader during the evaluation mission to Malawi. The sub-study consultant will also participate in the stakeholders’ workshop. He/She may be required to make a presentation of the findings.
57. The team leader will incorporate the findings and conclusions of the sub-study in the evaluation report.

The team responsibilities and profile

58. The evaluation will be carried out by an international evaluation team leader and an evaluation team member (national consultant). The evaluation team leader is responsible for drafting and finalising the evaluation report. The evaluation team member will support the team leader in preparing for the

in-country evaluation mission, during the country mission and in drafting the report. The evaluation team leader will have the final responsibility during the evaluation process for the outcomes of the evaluation, including the quality of the report and compliance with deadlines.

59. The background of the evaluation team leader and the evaluation team member should include:

Team leader (International consultant):

Responsibilities	Profile
Desk review of programme documents Development of the evaluation instrument Briefing with ILO/IPEC-EIA Telephone interviews with ILO/IPEC HQ desk officer, donor Technical oversight of the sub-study Technical guidance to national consultant Undertake field visits in project area Facilitate stakeholders' workshop Draft evaluation report Finalise evaluation report	Not have been involved in the project. Relevant background in social and/or economic development. Experience in the design, management and evaluation of development projects, in particular with policy level work, institutional building and local development projects. Experience in evaluations in the UN system or other international context as team leader Relevant sub-regional experience Relevant country experience highly preferred Experience in the area of children's and child labour issues and rights-based approaches in a normative framework and operational dimension are highly appreciated. Experience at policy level and in the area of education and legal issues would also be appreciated. Experience in the UN system or similar international development experience including preferably international and national development frameworks in particular PRSP and UNDAF. Fluency in English is essential Experience facilitating workshops for evaluation findings.

60. National consultant

Responsibilities	Profile
Desk review of programme documents Contribute to the development of the evaluation instrument Organize interviews of stakeholders and field visits in the country Provide translation and interpretation as required Co-facilitate stakeholder workshop (under the team leader leadership) Contribute to the evaluation report through systematizing data collected and providing analytical inputs Others as required by the team leader	Relevant background in country social and/or economic development. Experience in the design, management and evaluation of development projects, in particular with policy level work, institutional building and local development projects. Relevant country experience, preferably prior working experience in child labour. Experience in the area of children's and child labour issues and rights-based approaches in a normative framework are highly appreciated. Experience facilitating workshops for evaluation findings. Fluency in English (and other relevant national language) essential Knowledge of local languages in the field visit areas an asset Experience in the UN system or similar international development experience desirable.

Evaluation Timetable and Schedule

61. The total duration of the evaluation process including submission of the final report should be within two months from the end of the field mission.

62. The timetable is as follows:

Phase	Responsible Person	Tasks	No of days	
			TL	NC
I	Evaluation team leader	o Support to 'enabling environment' sub-study consultant	3	0
II	Evaluation team leader	o Briefing with ILO/IPEC-EIA o Desk Review of programme related documents o Telephone briefing with ILO/IPEC, donor, IPEC HQ and ILO regional staff o Submission of inception report	5	3
III	Evaluation team with logistical support by project	o In-country for consultations with programme staff o Consultations with project staff /management o Interviews with project staff and partners o Meeting with sub-study consultant o Field visits o Consultations with girls and boys, parents and other beneficiaries o Consultations with other relevant stakeholders o Workshop with key stakeholders o Sharing of preliminary findings	18	16
IV	Evaluation team leader	o Draft report based on consultations from desk review, field visits and workshop o Debriefing as required	6	2
V	EIA	o Quality check and initial review by EIA o Circulate draft report to key stakeholders o Consolidate comments of stakeholders and send to team leader	0	0
VI	Evaluation team leader	o Finalise the report including explanations on why comments were not included	2	0
TOTAL			34	21

TL: Team leader NC: National consultant

63. Summary schedule

Phase	Duration	Dates
I	3 days	15 November – 15 March
II	5 days	7 – 11 January 2012
III	16 days	21 January – 7 February
IV	5 days	11- 15 February
V	3 weeks	
VI	2 days	By 15 March

64. The summary schedule for the sub-study on the enabling environment to reduce child labour is (see separate ToRs for details):

	Duration	Dates
Desk review and outline of the Methodological plan	4 days	16th – 19th October
Feedback on the methodological plan		
Field work	11 days	29th October – 9th November
Preparation of 'bullet point' report and draft report. Presentation in evaluation stakeholders' workshop	5 days	12th – 16th November
Review and feedback by EIA and final evaluation team leader		19th – 30th November
Final report preparation	2 days	By 6th December
Total	22 days	

65. Sources of Information and Consultations/Meetings

The following sources should be consulted:

Available at HQ and to be supplied by EIA	Project document EIA, ILO and UNEG guidelines
Available in project office and to be supplied by project management	Technical progress reports/status reports Baseline reports and studies Project monitoring plan Technical and financial reports of partner agencies Other studies and research undertaken Action Programme Summary Outlines Project files National Action Plans

66. Consultations/meetings will be held with:

- Project management and staff
- ILO/HQ and regional backstopping officials
- Implementing partner agencies
- Child labour programs in the country
- Social partners Employers' and Workers' groups
- NGO representatives
- Researchers and consultants who have worked on the project
- Government stakeholders (e.g. representatives from Ministries of Labour, Education, Agriculture)
- Government representatives, legal authorities etc. as identified by evaluation team
- Policy makers
- Direct beneficiaries, i.e. boys and girls (taking ethical consideration into account.)
- Parents of boys and girls
- Teachers
- Community members as identified by the project management and evaluation team leader
- Child labour monitors
- USDOL (by telephone)
- US Embassy staff

Final Report Submission Procedure

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

- o The evaluator will submit a draft report to ILO/IPEC EIA in Geneva
- o IPEC EIA will forward a copy to key stakeholders for comments on factual issues and for clarification
- o IPEC EIA will consolidate the comments and send these to the evaluator by a date agreed between EIA and the evaluator or as soon as the comments are received from stakeholders.
- o The final report is submitted to ILO/IPEC EIA who will then officially forward it to stakeholders, including the donor.

VI. Resources and Management

Resources

68. The resources required for this evaluation are:

- o For the evaluation team leader:
 - Fees for an international consultant for 34 work days
 - Fees for local DSA in project locations
 - Travel from consultant's home residence to Malawi in line with ILO regulations and rules
- o For the national consultant:
 - Fees for 21 days
 - Fees for local DSA in project location
- o For the evaluation exercise as a whole:
 - Local travel in-country supported by the project
 - Stakeholder workshop expenditures in Lilongwe
 - Any other miscellaneous costs.

A detailed budget is available separately.

Management

69. The evaluation team will report to ILO/IPEC-EIA in headquarters and should discuss any technical and methodological matters with EIA, should issues arise. IPEC project officials and the ILO Office in Lilongwe will provide administrative and logistical support during the evaluation mission.

Appendix 2: Evaluation Guide

No.	Key questions	Detailed questions	Performance Indicator (Variable to be measured)	Data collection methods and sources	Proposed analysis
	Explanation The “main issues” rephrased as key questions as presented in the ToR	A detailed elaboration of the key questions provides a transparent framework for discussion and allows the precise focus of the review to be carried out	Key indicators of change, based on the detailed questions and a review of the available secondary data	Clear specification of the methods and sources of data collections ensures that the evaluator organizes his enquiry efficiently	The analysis column helps the evaluator to clarify exactly how results will be presented, to make sure the data are suitable for the planned analysis
1	Design and planning Did the design take into account all the vital issues? Was it comprehensive enough?	- To what extent was the project design logical & coherent? - To what extent did the design take into account the institutional arrangements, roles, capacity & commitment of stakeholders? - Were lessons learnt from similar projects successfully incorporated? - Does the project have a clear internal and external consistent logic that addresses the identified problem? - To what extent were assumptions identified and crated? How did these affect project implementation? - Where the objectives clear, realistic and likely to be achieved within the stipulated timeframe? - How relevant are the indicators	- Design that clearly outlines objectives; outputs, activities and resource allocation - Choice and definition of institutions to be involved - Incorporation of lessons from previous similar projects - A consideration of assumptions in the project document - The extent to which indicators meet the SMART criteria	- Primary data collection through: - literature review - key informant interviews - Focus group discussions - Stakeholder's workshop.	- Triangulation of findings to identify common issues raised by interviewees - Analysis of log frame targets against what is obtaining - Analysis of indicator quality and best practice standards. - Documentation of lessons learnt
2	Achievements (implementation & effectiveness) Have the project services been delivered timely? What about access, quality and satisfaction of beneficiaries?	- Is the project on track at endline in terms of meeting its stated objectives, purpose and outputs? To what extent has the project been in leveraging resources? - To what extent has the capacity of partners (employers/ employees; Parents/guardians;	- Indicator targets and other achievements at endline - Progress in NAP - Identification and availability of other financial resources - Performance of partners to	- Primary data collection through: - literature review - key informant interviews - Focus group	- Triangulation of findings to identify common issues raised by interviewees - Analysis of log frame targets against what is obtaining - Analysis of indicator quality

No.	Key questions	Detailed questions	Performance Indicator (Variable to be measured)	Data collection methods and sources	Proposed analysis
		District and Community structures) been built by the project as well as that of government? • What is government's involvement in the project? • To what extent has the project managed to raise awareness regarding CL issues? • To what extent have the planning, monitoring and evaluation tools been used? How effective has the project managed to mainstream the issue of CL into ongoing efforts?	• expectation • Government's commitment; • Operationalization of the M&E systems in all its components • Knowledge of CL among partners	discussions Stakeholder's workshop.	and best practice standards. • Documentation of lessons learnt.
3	Validity of Project Design/Relevance How valid are the hypothesis, intervention logic & assumptions as given in the Project Document?	• To what extent is the project approach valid as well as the strategies? Can the approach be replicated? • Are the problems and needs that gave rise to the project still in existence? • To what extent does the service package promoted by the project address the real needs of beneficiaries?	• Workability of the approach and strategies • Persistence of core problems • Beneficiary satisfaction	• Primary data collection through: – literature review – key informant interviews – Focus group discussions – Stakeholders workshop	• Triangulation of findings to identify common issues raised by interviewees • Analysis of log frame targets against what is obtaining • Analysis of indicator quality and best practice standards. • Documentation of lessons learnt.
4	Sustainability To what extent can the project benefits be perpetuated?	• Has a phase out strategy been defined and planned? • Has such a strategy been articulated/ explained to stakeholders? • What is the long-term potential for sustained action and involvement by local/national institutions and the target group?	• Awareness of a phase out strategy among stakeholders • Existence of ownership of the project	• Primary data collection through: – literature review – key informant interviews – Focus group discussions – Stakeholders workshop	• Triangulation of findings to identify common issues raised by interviewees • Analysis of log frame targets against what is obtaining • Analysis of indicator quality and best practice standards. • Documentation of lessons learnt.

Appendix 3: Summary Findings of Expanded Final Evaluation Based on Project Document Logical framework

Log-frame indicator	Desired Outcome/ Indicator at End of Project	Baseline Situation (from project document)	Mid Term Evaluation Situation (from MTE report)	Final Evaluation Situation (from EFE team including the sub-study)	Comments (from EFE team including the sub-study)
IMMEDIATE OBJECTIVE 1: By the end of the project, an enabling legislative and policy environment on the elimination of child labour towards the global goal of					
Indicator 1: By the end of 2010, a resource mobilisation strategy developed and being implemented for the NAP	The NAP is endorsed and time frame for dissemination developed and implemented	The govt has put in place the National Action Plan (2010) which demonstrates government commitment to work towards elimination of child labour in a systematic way. The NAP is still in draft form and was in the final stage of preparation waiting to be presented to the partners before it is adopted.	The National Action Plan to Reduce Child Labour in Malawi was finally launched in October, 2010 providing a road map for implementation and enforcement of child labour issues in the country.	The three (3) major strategies for resource mobilization were: (i) The MGDSII which includes CL issues and has begun to be used for resource mobilization; (ii) The outcome document on Malawi National Conference on CL in Agriculture based on NAP has been an impetus for public and private sector resource mobilization, and; (iii) the outcome document of the September 2012 National CL Conference "Call to Action on the Conference Outcome Document". This was facilitated by the CLU which in turn received support from SNAP.	The approval by the Malawi Government of the National Plan of Action on Child Labour in 2010 was a milestone required for SNAP to move forward with IABA activities. In addition, the enactment of the NAP has also facilitated the establishment or strengthening of child labour committees at various levels. The DCLCs and CCLCs derive their mandate from the NAP. The NAP enables District Councils to establish structures and mechanisms, including financing for child labour activities.
	Resource base for the implementation of the NAP is broadened beyond ILO/IPEC Funding.	Preparation of the NAP under ILO/IPEC (USDOL) funding	SNAP project is in place.	Additional resources for eliminating child labour in Malawi have already been mobilized at CP. It is worth noting the commitment from the Japan Tobacco Company to support activities towards elimination of WFCL in Malawi through ILO/ARISE project	There is no specific funding by government for the CLU and meanwhile CL activities mainly depend on adhoc donor funding for their activities, (currently SNAP). At district level, there is no funding specifically for child labour activities. DLOs use funding from what is known as other related

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					transactions, (ORT) to support child labour related activities. Approximately, less than 10% of ORT is used for CL issues, (all 4 districts)
		Child Labour incorporated into UN Development Assistance Framework	ONE-UN has incorporated child protection, including child labour into the UN Development Assistance Framework (UNDAF) for 2012-2017. The UNDAF was finalized and was thereafter expected to be launched and aligned with the MGDS II as a platform for resource mobilization.	The UNDAF recognizes the concerns of child labour under its two Key Priority areas namely: Key Priority 1: National policies, local and national institutions effectively support equitable and sustainable economic growth and food security by 2016. Key Priority 2: National institutions effectively deliver equitable and quality basic social and protection services by 2016	The UNDAF recognises under Country Analyses that child labour and other exploitative employment practices are common and constraint to the creation of decent and productive employment. It also recognises that inefficiency in primary schools is due to high dropout and repetition rates, caused by poor learning environments, household food insecurity and child labour etc.
	The Ministry of Labour, in particular, the Child Labour unit & the Steering Committee on Child Labour have capacity to coordinate implementation of NAP	Child Labour Unit established at Ministry of Labour. Has no officers in place to facilitate implementation of the NAP and to serve as a focal point and coordinate cross sector efforts to reduce child labour	The morale and capacity of the existing CLU regressed since the Country Programme. It appeared to have no leadership at the time of the MTE. The acting CLU head and principal focal point for IPEC/SNAP in the Ministry of Labour left to join the ILO office in Pretoria at the end of August 2011	The Ministry of Labour has assigned a national coordinator for the CLU, but it is not organized as a full unit or Department within the Ministry. There is no specific funding for the Unit and meanwhile CL activities mainly depend on adhoc donor funding for their activities, (currently SNAP). There are, however, plans that a full Child Labour Department should be established and headed by a person at Director Level. These plans have not been approved by OPEC yet. At the moment, there is essentially no Unit responsible for Child Labour.	The Ministry also mentioned that they have been receiving funding from UNICEF which is meant for child protection related activities.
Indicator 2: By the	Functional Model	Data collection on		APs have functional DBMR which they	The DBMR is still not

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end of the project, there is a 30% change increase in the number of successful prosecution cases in the targeted areas	CB-CLMS system operating which also produces reports on prosecutions	prosecution is disperse and not systematized		use as a management tool. Data shared with DCLCs and DLOs. District labour officers also trained though still do not have infrastructure, (computers) to manage the data base. SNAP has already started rolling out CB-CLMS, (during the extension period). Given the low capacity of DLOs, (human and infrastructure), it is very doubtful if the system will be utilized by the DCLC	operational at the CLU. Most, if not all the computers allocated to the CLU to set up and manage the database disappeared.
	DCLC and CCLC are strengthened to follow up on child labour cases to ensure that there is an efficient and effective referral system at district and community level	DCLC are established in targeted districts eg Mulanje, Kasungu Lilongwe and Mzimba and non-targeted districts of Lilongwe, Thyolo, Phalombe, Mangochi and Mchinji (district that have ever received ILO/IPEC Support before). Stakeholders included government officers, NGOs, development partners, tobacco companies (where applicable), unions, FBOs, teachers, and Traditional Authority Chiefs. Documentation still very fragmented and poor	CCLC also now in place in the 3 targeted districts, (Mzimba, Lilongwe & Mulanje) and revived in Kasungu. Once trained CCLC will enhance the spotlight on child labour and support implementation of the SNAP district action projects	The DCLCs are functional in all the target districts. Strengths of DCLC varies across the districts. Kasungu DCLC more active than the other DCLCs- ILO/IPEC has been in Kasungu for over 10 years. DCLC in Kasungu has a strategic plan which attracts funding from other development partners e.g. Plan. (At the time of the ETR, Kasungu had already mobilised MK20 million for CL activities) The CCLCs are also functional in all the targeted districts/areas. They work with employers, parents and guardians to identify and support child labourers to return to school, attend outreach centres and also ensure that the work these children do is decent. They provide sensitisation meetings on what they call "No to Child Labour Campaigns". In Mulanje, the CCLC has gone ahead to source bursaries for children withdrawn and selected to secondary schools. In Lilongwe, the CCLCs use innovative	DCLC is multi-sectoral committee comprising 15-20 members from all key sectors at district level. These include Ministry of Labour, Ministry of Education, Science and Technology, Ministry of Gender, Ministry of Agriculture and Food Security, Malawi Police Service, the Judiciary, NGOs, Malawi Congress of Trade Union (MCTU), and Ministry of Youth and Development. Because many and key stakeholders and constituencies are included, coordination is improved, leading to strengthened enabling environment for child labour. In Mzimba and Lilongwe, DCLC work alongside

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				community mobilisation methods such as door to door campaign against child labour.	District Child Protection Committees (DCPC), a situation which cause conflicts, duplication of efforts as members of the two committees are the same. In Mulanje and Kasungu the two committees have been merged, a situation which has helped to promote sharing of resources and documentation at district level. Apart from Kasungu DCLC and CCCLs in Lilongwe (which were also beneficiaries of the IGAs), sustainability of both DCLC and CCLC is however questionable in the other targeted districts. E.g. Mzimba and Mulanje. The concept of CIP is less appreciated by community members The Lilongwe DCLC was found to be the weakest of all as it meets irregularly; the likelihood of the members meeting after SNAP was noted to be very minimal. The Child Labour Policy is intended to serve as a guiding document for
Indicator 3: By the end of the project, the identified	Child Labour Policy is endorsed and popularised	Child labour Policy developed but awaits endorsement	Child labour policy still in draft form	Still in draft form	

Log-frame indicator	Desired Outcome/ Indicator at End of Project	Baseline Situation (from project document)	Mid Term Evaluation Situation (from MTE report)	Final Evaluation Situation (from EFE team including the sub-study)	Comments (from EFE team including the sub-study)
policies and frameworks have had child labour mainstreamed into them					mainstreaming child labour into related national policies and plans. The Delayed approval of National Child Labour policy and the tenancy bill, compromises efforts to eliminate child Labour. Unfortunately, advocacy work on this issue is limited. No specific activity was implemented under SNAP to facilitate approval of this policy. There are largely no strong national NGOs with capacity to directly engage Government head-on to approve the policy, as it is with other sectors such as human rights sectors.
	The List of Hazardous Child Labour is published and translated in at least 2 languages	The List of Hazardous Child Labour in draft form.	The final draft forwarded to the Law Commission in July 2011 waiting gazetting.	List of Hazardous Child Labour was launched, gazetted and published by 2012. The gazetting of the list of hazardous work has been hailed as amongst the most important recent developments in labour laws that have increased effectiveness of child labour law enforcement at district level. The list of hazardous Child labour has been translated to one local language, Chichewa. One workshop on popularization and validation of translated list has been conducted which was attended by	The List of hazardous Child labour is yet to be disseminated in all the regions and districts of the country. Looking at the capacity, (human resources and financial resources) of MOL, it may be very challenging to implement this work soon

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	Child labour issues are mainstreamed in the District Assembly Development Plans.	Child labour issues not appearing as stand-alone issues in the District Assembly Development Plans. Instead only OVC issues are significant.	One positive change that the Malawi Growth and Development Strategy (MGDS II-2011 to 2016) has included WFCL as a development priority in Malawi. The MGDS II under Sub-Theme 1: Labour and Employment, has two key strategies on Child Labour: a) Integrating child Labour issues into development initiatives and interventions; and b) reviewing, harmonizing and enforcing existing legislation on child Labour. This is the first time that a national development strategy has recognized child labour in Malawi. The previous MGDS (2006-2010) did not have any child labour issues. The MGDS determines priorities that government includes in the National Budget. Because of the recognition of the	Ministry of Labour, District Labour Officers, District Planning Officers and District Education Officers, Employers and Workers Organizations, Partner NGOs and representative of Print and Electronic Media. The MGDS is a roadmap for district development plans. Drawing from the inclusion of CL issues in MGDS II, all the 4 targeted Districts, the District Councils (DCs) have shown commitment to eliminating child labour. e.g. 1. All 4 district councils are working towards inclusion of CL issues in the District Development plans. In Kasungu and Mzimba the District Development plans, (2011-2016) are ready and have CL issues included. In Mulanje and Lilongwe, the District Developments plans are still in draft form. District Development plans are utilised for resource mobilization. 2. the District councils provide cars for monitoring child labour issues- the DLOs in all the 4 targeted districts do not have cars to monitor CL activities.	The goal of Theme 1 is "to stimulate and ensure productive and decent employment for all, strengthen legal, regulatory and institutional reforms, improve labour statistics and eliminate of worst forms of child labour".

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			importance of child labour, child labour issues have now been incorporated as a budget line in the National Budget. Unlike the MGDS I, the MGDS II (in draft form) highlights reducing child labour among its sector development priorities, e.g. Theme 1 (Sustainable Economic Growth), highlighting low labour productivity, weak institutional and regulatory framework, child labour, inadequate skills development and lack of adherence to occupational safety and health as critical challenges to Malawi's growth and development.		
			Under Theme 2 (Social Development) the MGDS II targets economic empowerment of youth (age 10-29) to enhance their participation in overall development initiatives.	The project has provided skills and entrepreneurial Training to..., as well as youth development through the MPLCs, the SNAP project stands to complement the GoM's Youth Enterprise Development Fund and is well positioned to support a cross section of Malawi economic and social development objectives	
	The Child Care Protection and Justice Bill; the Tenancy Bill; the Trafficking Bill; and	The Child Care Protection and Justice Bill still in draft form	This bill was enacted in July 2010. The bill addresses, harmful cultural practices, child abduction and trafficking,		A Drug Trafficking Bill to counter the increasing threat to children of exposure to harmful drugs and being used as conduits by drug

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	the National Registration Bill are endorsed/enacted by the National Assembly and implemented		among other child-related concerns.		traffickers remains, has however not been endorsed
		the Tobacco Tenancy Bill still in draft form	The Tobacco Tenancy Bill, which stands to help farmers and their families (which often include working children), likewise, still awaits tabling in Parliament. The proposed bill, sets a new minimum age of employment at 18 and institute punitive measures for estate owners using child workers	Still in draft form. However, the Tenancy was reviewed with the technical assistance of ILO HQ to make it in line with ILO conventions and was referred to Tripartite Task Force for finalisation.	
		the Trafficking Bill is still in draft form			
		the National Registration Bill still in draft form.	the National Registration Act was been enacted by the GoM in 2010. The act will bestow children with citizen rights and facilitate age validation, and thus stands to strengthen monitoring and enforcement of child labour and child trafficking because only those over 16 and eligible to work will be issued National ID cards	A desk to facilitate national registration has been established in all the District councils of the country.	The enactment of the National Registration Bill and establishment of the desk to facilitate national registration cannot be attributed to SNAP project. No evidence in all documentation to support this.

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IMMEDIATE OBJECTIVE 2: By the end of the project, existing models of intervention replicated and new models of intervention to lay the foundations for establishing child labour free zones using an integrated area based approach in three districts developed and made available for replication.					
Indicator 1: By the end of the project, credible qualitative and quantitative studies and reports prepared for at least four different types of child labour in Malawi.	Baseline surveys within the three areas and a consolidation/desk review on cultural beliefs and practices and their impact on child labour carried out at the onset of the program	Ministry of Labour together with ILO-IPEC published one report on working children in 2002. This was based on child labour analysis of the 2002 Malawi National Child Labour Survey (MNCLS). ILO-IPEC provided technical support during the analysis in the two studies.	Baseline studies that were supposed to take place prior to rolling out the Action Projects in the districts were only completed at the time of the MTE, (for Kasungu, Mulanje and Lilongwe). Baseline survey for Mzimba not done by September 2011.	Baseline surveys coincide with implementation. Implementation has not therefore taken on board the findings of the baseline surveys. Dissemination of baseline survey findings not done for some targeted districts, e.g. Mulanje and Mzimba. DLOs indicate to have no resources for dissemination of baseline survey findings. A sub-study on "Study on the impact of the ILO/IPEC project of support on the enabling environment at the district level to reduce child labour" to contribute to the Expanded Final Evaluation conducted. The report has also been produced	The CB-CLMS also provides the necessary quantitative data for further learning
	Piloting an IABA with the purpose of withdrawing and preventing the worst forms of child labour and lay the foundations to create CL free zones		Initial trainings on IABA to NGO executive management, national level Ministry counterparts and tripartite partners just started. Very premature to draw definitive conclusions concerning their efficiency or effectiveness during MTE	Trainings on IABA replicated to DCLCs and CCLCs in all the 4 targeted districts. Noted increased understanding of the IABA model. The 4 districts have now created 4 Child Labour Free Zones (CLFZ) using the Integrated Area Based Approach (IABA) procedures and methods. However, it is premature to say that child labour has been eliminated in the targeted areas/districts. The targeted areas are small: Kasungu: 2 TAs targeted out of 30 – i.e. less than 7%. Within each of the two TAs, 3 group village heads out of 13 in TA Kaomba – i.e. 15%; TA Santhe, 2 group village heads out of 15 – i.e.	The IABA approach allows close integration of various interventions aimed at prevention, removal and protection and rehabilitation of young workers with those aimed at empowering vulnerable families and local communities.

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				13%). However, most stakeholders appreciate that the ground work has been laid and with more support, these CLFZ can be scaled-up to other areas preferably the whole TA.	
	Improved access to education		CBE thru (MPLCs) and outreach service centres have just been introduced in all the targeted districts for children withdrawn & prevented from WFCL	An unintended impact is that the integration of pupils from informal education to formal education through complementary basic education has increased the enrolment rate at formal education schools. See Table 2 below for Enrolment rates for selected schools Mulanje, Lilongwe, Kasungu & Mzimba According to pupils interviewed, CBE rules and regulations were more accommodating and child friendly than the formal education, which has resulted into more children who left school to come back. 11 Multipurpose Learning Centres (MPLCs) have been established (AYISE 4, CICOD 2, COYIDA 3 and YECE 2) against the target of 14. 7 Skills outreach centres have been established (AYISE 1, CICOD 2, COYIDA 2 and YECE 2) against	The introduction of complementary basic education (CBE) has helped to bring child labourers back to school as evidenced by higher enrolment rates of the schools in the project target areas. Creation of Outreach Service Centres has improved vocational skills for child labourers. This has helped some of the children to earn income realized from sales of goods and services produced from the centres, from the skills the children acquired through the centres. Sustainability of MPLCs remains questionable. At the time of the End of project review, all MPLCs were closed and all children were reintegrated in formal education
Indicator 2.a.70 %age change in	There is increased awareness on the	No systematic Awareness raising programmes or	The process of Review was initiated to translate and	Counselling Material and Awareness materials have been successfully	The presence of TAs, Village heads in DCLCs and

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levels of awareness on the different types of child labour in the country and the impact of hazardous child labour among stakeholders at all levels, community, district and national.	child labour situation, forced labour and trafficking, negative cultural practices and beliefs related to child labour and HIV in the targeted areas among stakeholders at community, district and national levels	baseline on awareness levels exists, using IPEC Modules on SCREAM and Teachers Training programme.	adapt the SCREAM and Manuals Strategies for the implementation of the SCREAM kit and various other awareness tools like Child rights and Child Labour Laws, OSH, Responsible Parenthood were made part of the awareness programmes in the APSOs. The SCREAM kit was translated and adapted in Chichewa Translation of standardized counselling training materials for use by APs finalized by AYISE. Training materials not yet rolled out to targeted districts.	developed and adapted for awareness and counselling. The adapted and translated SCREAM kit is now available in Chichewa and has been pretested. Other counselling material on a) Responsible Parenthood, b) Child Abuse and c) Preventive Health were finalized by the implementing partners and were used in the project activities. Through SNAP, DLOs, DCLC and CCLCs have been trained in Child Labour. There has been also deliberate involvement of the DLOs in implementing activities and through provision of data through the DBMR. All the DLOs were trained in DBMR and CB-CLMS. APs indicate that DLOs were able to check progress of CL in their districts thru the reports sent to them. Trainings on CL have also been provided to DCLC & CCLC. They have often been involved in meetings some also participated in exchange visits, e.g. Mulanje DCLC visit to Kasungu.	CCLCs respectively, whether as announced during cultural chairs or not, strategically positions them to promote awareness of child labour and collaboration at community level. For example, in 4 targeted districts, child labour messages and actions are announced at functions, including during funerals thereby reaching out to many people at once. District Labour Officers are trained on child Labour issues and have potential to support up-scaling of child Labour activities, but they are constrained due to limited capacity in terms of numbers of staff, physical and financial resources. Technical capacity related to awareness, knowledge and skills on child Labour was reported to be generally sufficient for DLOs. However, it was difficult to quantify the level of awareness as data collected was qualitative
				The National Child Labour Conference in 2012, though not a direct product of SNAP, galvanized stakeholders and	The National had their initial meeting in January 13.

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				created more awareness about the gravity of child labour in Malawi. Officials from Government that were interviewed reported the conference has resulted into more players getting interested and involved in child labour activities. It has also prompted government to prioritize formation and convening of the first meeting of the National Steering Committee. This may lead to more financing for child labour activities. It will also lead to increased need for better coordination by the Ministry of Labour, therefore increased need for a full-fledged and capacitated Child Labour Unit in the Ministry	
Indicator 2.b: 60% increase in the number of media reports on the status of child labour in Malawi	Documentaries on child labour produced and aired on community radio stations	No systematic discourse with Media	Regular press releases are issued on the project interventions in the field. The implementing partners now maintain contacts with the media to cover project activities	The child labour interventions have received media coverage from both print and electronic media. The newspaper coverage reports highlighted, e.g. The media is always invited to the project's events, workshops and training to update them on the project activities. Two News articles on the project interventions were published in the Nation and the daily times Newspaper for example when the Education Minister visited Mulanje to observe project interventions. Radio interviews were aired on project interventions e.g. IPEC Head of Operations on Radio ZODIAK. The project partners have also produced newsletters to provide information on project activities to wider stakeholders.	
Indicator 3: By the end of the project,		No systematic information available on negative cultural	The process was initiated by collecting studies and	Various awareness and counselling tools have been developed to target the	In Malawi, culturally and socially, traditional and faith

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studies and reports indicate an increase in numbers of the Traditional leaders in the targeted areas that have started to implement interventions to change negative cultural practices in their Authorities		practices in TA	research already conducted on cultural practices and the available IEC material. Strategies and Models for shaping values and perception held by stakeholders to address negative cultural practices were incorporated in the APs strategies. The CCLCs and DCLCs along with parents, employers and workers were targeted under these interventions to address cultural issues in combating CL	traditional leaders in the targeted communities. The tools include SCREAM, Responsible Parenthood, Child Abuse, Preventive health. Modules on the legal aspects are under development. The awareness programmes are conducted both through Partner NGOs and Workers organizations. TAs and village heads have further been behind the formulation of bylaws that have been utilized to combat child labour in all the 4 targeted districts. The by-laws have even been endorsed by the district based magistrate courts.	leaders are custodians of culture and highly respected by country members both in urban and rural areas. Because such leaders are involved in the CCLC and other project activities, it is likely that child labour issues will be addressed in a sustainable way.
Indicator 4: Number of children withdrawn from child labour and provided with relevant educational (both formal and informal) and other social services in the targeted area	At least 2,192 children withdrawn and prevented from WFCL and 2,790 children prevented from entering into child labour in the targeted agricultural and rural sites of Malawi	Potential children at risk of WFCL Mulanje 1822; Mzimba 1403; Kasungu 1721;	1160 (625 boys and 535 girls) children have been withdrawn	2513 children withdrawn against a target of 2192 (surpassing the target by 14.6%) 2931 children prevented from WFCL against a target of 2790 (surpassing the target by 5%)	
	At least 632 children withdrawn and prevented from WFCL in the targeted urban sites of Malawi.	No baseline information on this indicator- (no baseline survey conducted for Lilongwe)		Out of the 2,513 withdrawn children, total of 442, (Lilongwe YECE) have been withdrawn through workplace protection	
Indicator 5: Number of children	At least 4982 boys and girls are		1222 (boys 657 and 565 girls) children have been	A total of 5,444, (3,046 boys; 2,398 girls) children have been withdrawn or	

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in child labour and provided with relevant educational (both formal and informal) and other social services in the targeted area	referred to the formal education system only in the targeted areas		prevented	prevented from entering in child labour through the provision of educational services, against the total target of 4,982 Children	
	Scholastic materials for educational support for the children will be provided for a period of not less than two years provided there are available resources	The baseline report indicated that poverty, poor education facilities, HIV/AIDS, culture, socioeconomic factors such as lack of decent employment for adults drive children, (Mulanje); unavailability of support services and inability to afford schooling beyond certain levels, (Mzimba) to work in targeted areas. It was, therefore, recommended SNAP project to promotes school materials and Household food and livelihood security programmes for the vulnerable households	Provision of desks and learning materials like school uniforms, books, pens just initiated (2011) but not fully fledged.	All classrooms, (MPLCs) fully furnished with desks so that the children can learn comfortably. Pupils provided with teaching and learning materials like school uniforms, books, pens, which are often difficult to find for poor pupils, (2011-todate). Support for learning materials like uniforms, books and pens also extended to children mainstreamed into formal schools. According to pupils interviewed, these materials have motivated them to remain in school.	
	Viable and sustainable vocational skills offered to 300 boys and girls aged between 14 and 17			309 Children (127 female & 182 male) were still undergoing vocational training in the Project Outreach Vocational Skills Training Centres in Tailoring, Carpentry, and Brick Laying, Hair dressing, Welding and Home Economics 175 youth (60 female and 115 male) were trained in business management skills	

Log-frame indicator	Desired Outcome/ Indicator at End of Project	Baseline Situation (from project document)	Mid Term Evaluation Situation (from MTE report)	Final Evaluation Situation (from EFE team including the sub-study)	Comments (from EFE team including the sub-study)
Indicator 6: Number of youth, CCLCs and families assisted with sustainable livelihood support/IGAs	At least 900 vulnerable parents or guardians of vulnerable children, and CCLCs referred to interventions supporting their socio-economic empowerment		IGAs not yet introduced in all targeted areas. The delay in concurrent IGA support to households of working children may jeopardize the sustainability of withdrawing children from child labour and keeping them in school	661 IGAs were implemented broken down as follows: 285 goats, 144 pigs, and 82 business schemes. In addition Soya beans and ground nuts were distributed to 150 beneficiaries. (AYISE implemented 212 IGA; CICODE 225, YECE 65 and COVIDA 159)	
Indicator 7: % increase in the number of workplaces that record improving the working conditions of the children	Occupational standards and working conditions for children engaged in domestic labour or in agriculture who choose to stay in employment is negotiated with employers and contracts are signed	No systematic data available with MoL on the assessment of working conditions in workplaces	Materials for training developed but not yet finalised	Through SNAP, APs, (in particular YECE) worked with employers of children and facilitated that children that cannot be withdrawn from employment, be formally employed through a contract. The contract is signed by the employer, the child, the guardian, the village head and a representative of the CCLC. This ensures accountability and transparency of the employment and provides employment security of the child. It also guarantees the rights of the child in relation to wages are not violated. This was observed in Lilongwe. It creates a good working environment for children, hence promoting decent work recommended by ILO statutes	The development of contracts was particularly evident in Lilongwe as the project focused on Domestic labour.
Indicator 8a: % increase in the number of children that can identify role			6 children have been identified for the role model. The IA is at present preparing the case studies.	165 workplace (domestic) Pre & Post assessments were conducted to assess improvement in the workplace. 85 % showed improvement 21 role models were identified and case studies were prepared.	

Log-frame indicator	Desired Outcome/ Indicator at End of Project	Baseline Situation (from project document)	Mid Term Evaluation Situation (from MTE report)	Final Evaluation Situation (from EFE team including the sub-study)	Comments (from EFE team including the sub-study)
models within and beyond their communities					
Indicator 8b: By the end of the project, each of the schools integrating withdrawn children documents having undertaken some innovative role model initiatives	a role model programme which will constitute (i) visits to town by the children, (ii) peers education; (iii) career talks is established in all schools integrating withdrawn children		The Schools Teachers and school Management are in regular contact with the implementing partners and are briefed on project strategies to help them think out-of-box to support working children and understand their special issues.	The schools were oriented on the role model initiatives. The schools have identified role models in consultation with project partners and are used in the awareness and social mobilization programme, (see indicator 8a above)	
Indicator 9: of the total number of implementing partner proposals submitted, 30 %age include an element of exploring and/or implementing green job initiatives.			Information on the Green jobs programs have been collected and are being collated. Briefing materials are under development	All the four implementing partners (AYISE, CICOD, COYIDA and YECE) have been orientated on Green Jobs initiatives. The implementing partners are now working with communities to design initiatives for green jobs which are suitable for the communities. The proposals were discussed with all stakeholders. The APs have introduced IGAs (Agriculture and Animal Husbandry) with a conscious consideration to Green Jobs concepts, Greener Business, Greener consumption and Greener Communities. The beneficiaries are conscious to waste reduction, re-use and recycling (3R), protect and restore ecosystems and reduce consumption of energy and raw materials	
Indicator 10: By the end of the		All targeted districts did not have well-coordinated	Detailed terms of reference have been developed on	The DCLCs are now fully functional and regularly meet and discuss project	

Log-frame indicator	Desired Outcome/ Indicator at End of Project	Baseline Situation (from project document)	Mid Term Evaluation Situation (from MTE report)	Final Evaluation Situation (from EFE team including the sub-study)	Comments (from EFE team including the sub-study)
project, all the DCLCs in the targeted areas show increased awareness of the roles they play in the overall referral system for the child labour programme and record improvements in the efficiency and effectiveness of the way the referral system works		mechanisms for reporting child labour activities in the district. The community structures that the previous programme promoted were not functioning, (Mulanje). Most of these structures stopped functioning with the end of the previous programmes	the roles, membership and mandate of the DCLCs. The DCLCs have assented to the terms of reference and are being used.	progress and advise the implementing agencies on planning and monitoring of the interventions. The DCLCs are also involved in the procurement and Staff recruitment. The DCLCs in all the four districts have clear mandates and clear coordination mechanisms. The DCLC have been strengthened by exchange visits and information sharing from other districts and programmes. The DCLCs are involved in activity planning, monitoring and procurement of project educational material. They have been involved in the designing of CB-CLMS model for Malawi as part of capacity development. The inclusion of different stakeholders in the DCLCs has helped the project to share, resolve and act in time on child labour related cases. For example, it was noted that it is now easier to authorize the police and the court, to arrest and prosecute the people who were involving the children in hazardous work because there is a good working relationship amongst the sectors, (Lilongwe, Kasungu, Mulanje, Mzimba)	
IMMEDIATE OBJECTIVE 3: By the end of the project, tripartite partners', key role players' and stakeholders' capacities to implement the IABA to combat child labour built.					
Indicator 1: Number of youth, CCLCs and families assisted with sustainable livelihood support/IGAs and	At least 900 vulnerable parents or guardians of vulnerable children, and CCLCs referred to interventions	No systematic database is available	The draft Training Programmes for IGA, Green Jobs are now under review and preparation 343 adults (130 Male and 213 Female) members	318 adults (70 Male and 248 Female) members have received support in the form of IGAs.	

Log-frame indicator	Desired Outcome/ Indicator at End of Project	Baseline Situation (from project document)	Mid Term Evaluation Situation (from MTE report)	Final Evaluation Situation (from EFE team including the sub-study)	Comments (from EFE team including the sub-study)
that have viable IGAs running at the end of the project	supporting their socio-economic empowerment		have received support in the shape of IGAs.		
Indicator 2: By the end of the project, 50 %age increase in the number of targeted Traditional Authorities that record a reduction in child trafficking		No Baseline data is available on child trafficking	The Implementing Agencies have started awareness programmes in the communities on Child Labour. Efforts to develop the training material on Child Trafficking initiated.	As a result of the project's awareness programmes two districts (Mulanje and Kasungu) have developed draft Bye Laws to combat child labour which indicates the change in attitude and are influencing the negative cultural practices. Once bye laws are vetted and cleared, the project plans to support the replication of this good practice in other districts On regular basis, the project collects information on change in knowledge, attitude and practices in the target communities. For example, the Chief in Lilongwe has initiated a system in which he keeps records of all the children who work as domestic labourers and allow only those children to work who have reached the age of employment. He also conducts monitoring visits with CCLC to aimed at ensuring the children are safe from abuses like trafficking etc.	
	Capacity of agricultural organisations (such as TAMA, TAM, TOTAWUM, NASFAM) to contribute towards elimination of child labour in the agriculture sector is				

Log-frame indicator	Desired Outcome/ Indicator at End of Project	Baseline Situation (from project document)	Mid Term Evaluation Situation (from MTE report)	Final Evaluation Situation (from EFE team including the sub-study)	Comments (from EFE team including the sub-study)
	strengthened Capacity of and collaboration among key stakeholders at district level on specific issues built and/or enhanced.	Poor coordination among stakeholders at district level on child related issues. Stakeholders prefer to work in isolation. E.g. while the district council through the department of Social Welfare is coordinating the provision of bursaries for needy students such as orphans and other Vulnerable children, some development partners, (e.g. the tea estates) continue to implement such programmes in isolation (Mulanje).	The project is supporting the Ministry of Labour to conduct child labour law enforcement courses (using training materials developed during the IPEC Country Programme) for district labour officers, district social welfare officers, police, and district magistrate court officers		

Appendix 4: An Analysis of the Extent to which Assumptions Obtained

Assumptions	The extent to which the assumption obtained (End of Programme)	Comments
<i>Assumption 1:</i> The GoM and the tripartite partners remain committed to the elimination of child labour.	This assumption obtained. The GoM continued its commitment to the fight against the WFCL as demonstrated by a number of statutory instruments enacted and institutional capacities strengthened (see Section 2.2). In the same vein, the tripartite partners have remained committed to the same course.	One of the greatest illustrations of political commitment is the participation of the Republican President in the CL Conference held in September 2012. The President came out strongly in terms of Government's commitment to ensuring the rights of a child are protected.
<i>Assumption 2:</i> The global crisis does not negatively impact on Malawian Government's ability to continue with its infrastructure plans and the social protection programmes.	This assumption was not realized as evidenced by the harsh economic and social environment that led to heightened cost of service provision arising from devaluation of the local currency among other variables. For instance, there were serious fuel shortages that led to a sharp increase in its price by three-fold.	- The harsh environment in which the project operated needs to be appreciated as one assesses the project achievements. Clearly, given this reality, SNAP achievements have been remarkable. - Construction of new social infrastructure including school blocks has been seriously curtailed.
<i>Assumption 3:</i> The judicial system has the technical capacity to handle child labour related prosecutions.	This assumption obtained. For instance, a Key Informant interview with the District Magistrate in Kasungu showed no challenges regarding CL related prosecutions as they were timely and effectively dealt with.	- He underscored the fact that TAs act as "eyes" for all the sectors including the judiciary with respect to CL issues - The Magistrate felt the penalties were too low to deter CL offenders. Currently, it's less than K1000. He proposed they be increased to not less than K50,000 per CL offence (i.e. 50 fold increase).
<i>Assumption 4:</i> Government will not delay in the approval/vetting of laws.	While some progress was made such as the enactment of child care protection; justice bill; as well as publication and initial dissemination of the list of hazardous child labour, the CL Act was not passed. The tenancy bill is still outstanding in terms of enactment.	The CL Act is crucial to creating an enabling legislation environment for an effective fight against CL
<i>Assumption 5:</i> There are competent and experienced institutions at district level to undertake the programme activities.	Largely realized, e.g. existence of functional DCLCs and the District Labour Office (DLO). Other relevant line ministries e.g. Education are also competent and Social development.	Effective leveraging of resources has hampered the extent to which the district level institutions have realized their CL related mandates.
<i>Assumption 6:</i> Behavioural change, particularly of the Traditional Leaders will not take too long.	This has been fully realized during the project period	High levels of commitment by TAs was clearly noticeable across all the four districts.
<i>Assumption 7:</i> Adequate school places are available for the children being withdrawn and prevented from child labour in the formal and informal schooling systems.	No children withdrawn from CL were turned away by any school. However, the current situation of the schools is such that there are limited classrooms leading to high classroom : pupil ratio. For instance, at Luviri school in Mzimba, the classroom : pupil ratio for standard 1 in 2012 was 1 : 240.	- The ratio reduced to 1 : 180 this year. The recommended ratio is 1 : 60. - Similar ratios were noted in other schools visited, averaging 1 : 140.
<i>Assumption 8:</i> The educational schooling system is able to offer quality education and retain the children being	Though it was difficult to measure quality education which was exacerbated by the high classroom : pupil ratio, there were some indication of improved quality based on percentage	The increase in the trend of those selected to secondary schools was noted in most targeted schools visited (see Appendix 5).

Assumptions	The extent to which the assumption obtained (End of Programme)	Comments
integrated into the system.	selection of Standard 8 pupils to secondary schools. This indicator trended upwards in case of Kafupi the target school while for Hoho (a control school), it trended downwards (see Figure 2). There were also positive elements on the retention as evidenced by reduced number of children dropping out in the target schools. For instance, the total number of pupils who dropped out reduced from 102 in 2008 to 2 in 2012 in Santhe school, Kasungu (a 51-fold reduction). A similar trend was noted in Kaufipa school in Mzimba where during the same period, the reduction was from 17 to 1.	
<i>Assumption 9:</i> Other key cooperating partners, international NGOs and programmes at the national and district level are willing to cooperate and work with the programme to support it and the children and parents/guardians it is targeting.	This has been realized as evidenced by the formation of the National Steering Committee (NSC) on CL consisting of members from different stakeholder groups.	The different sectoral membership in the NSC and DCLC as well as different individual stakeholders who are members in CCLCs attest to the willingness by a wide range of partners and stakeholders to cooperate and work with the programme towards the realization of its objectives.

Appendix 5: Progression, Enrolment, Selection and Number of Teachers

1. Progression Rates (Lilongwe, Mulanje and Mzimba Districts2008-2012)

School: Kanyandule (Target)

Division: Central Province

Zone: Kan'ombe

District: Lilongwe

2008

CLASS	1	2	3	4	5	6	7	8	TOTAL
BOYS	191	165	160	153	129	89	62	41	990
GIRLS	174	135	171	161	99	72	51	42	905
TOTAL	365	300	331	314	228	161	113	83	1895

2009

CLASS	1	2	3	4	5	6	7	8	TOTAL
BOYS	197	168	164	161	111	83	60	51	995
GIRLS	173	171	167	162	133	92	61	52	1011
TOTAL	370	339	331	323	244	175	121	103	2006

2010

CLASS	1	2	3	4	5	6	7	8	TOTAL
BOYS	196	169	162	163	110	82	59	50	991
GIRLS	191	172	168	157	119	98	63	58	1026
TOTAL	387	341	330	320	229	180	122	108	2017

2011

CLASS	1	2	3	4	5	6	7	8	TOTAL
BOYS	225	211	188	167	129	116	103	61	1200
GIRLS	227	212	189	168	131	118	105	63	1213
TOTAL	452	423	377	335	260	234	205	124	2413

2012

CLASS	1	2	3	4	5	6	7	8	TOTAL
BOYS	334	228	197	179	138	127	113	82	1398
GIRLS	327	229	198	180	139	128	114	83	1398
TOTAL	661	457	395	359	377	255	227	165	2796

School: Chilinde L.E.A (Control)

Division: Central Western

Zone: Chiwoko

District: Lilongwe

2008

CLASS	1	2	3	4	5	6	7	8	TOTAL
BOYS	208	220	237	195	190	180	112	79	1421
GIRLS	350	247	270	256	265	188	120	92	1788
TOTAL	558	467	507	451	455	368	232	171	3209

2009

CLASS	1	2	3	4	5	6	7	8	TOTAL
BOYS	238	209	285	210	245	175	136	68	1566
GIRLS	276	220	290	264	255	189	144	90	1728
TOTAL	514	429	575	474	505	364	280	158	3294

2010

CLASS	1	2	3	4	5	6	7	8	TOTAL
BOYS	209	275	263	295	277	248	166	102	1835
GIRLS	233	262	274	320	312	245	158	84	1888
TOTAL	442	537	537	615	589	493	344	186	3723

2011

CLASS	1	2	3	4	5	6	7	8	TOTAL
BOYS	212	226	281	331	239	156	224	88	1757
GIRLS	226	261	328	377	286	193	220	137	2028
TOTAL	438	487	609	708	525	349	444	225	3785

2012

CLASS	1	2	3	4	5	6	7	8	TOTAL
BOYS	180	227	263	367	225	177	203	92	1734
GIRLS	231	273	328	371	243	217	206	111	1980
TOTAL	411	500	591	738	468	394	409	203	3714

School: Kaufipa (Target)**District: Mzimba****2008**

CLASS	1	2	3	4	5	6	7	8	TOTAL
BOYS									
GIRLS									
TOTAL	106							59	546

2009

CLASS	1	2	3	4	5	6	7	8	TOTAL
BOYS									
GIRLS									
TOTAL	143							53	506

2008

CLASS	1	2	3	4	5	6	7	8	TOTAL
BOYS									
GIRLS									
TOTAL	114							60	535

2011

CLASS	1	2	3	4	5	6	7	8	TOTAL
BOYS									
GIRLS									
TOTAL	114							33	520

2012

CLASS	1	2	3	4	5	6	7	8	TOTAL
BOYS									
GIRLS									
TOTAL	122							38	563

School: Hoho (Control)**District: Mzimba****2008**

CLASS	1	2	3	4	5	6	7	8	TOTAL
BOYS	21	33	40	25	29	21	15	15	199
GIRLS	34	23	50	14	17	18	12	19	187
TOTAL	55	56	90	39	46	39	27	34	386

2009

CLASS	1	2	3	4	5	6	7	8	TOTAL
BOYS	47	32	44	22	31	15	21	22	234
GIRLS	34	41	45	40	17	14	16	20	227
TOTAL	81	73	89	62	48	29	37	42	461

2010

CLASS	1	2	3	4	5	6	7	8	TOTAL
BOYS	39	16	50	40	26	34	20	23	248
GIRLS	53	35	42	35	30	16	22	20	253
TOTAL	92	51	92	75	56	50	42	43	501

2011

CLASS	1	2	3	4	5	6	7	8	TOTAL
BOYS	63	41	37	53	19	22	25	30	290
GIRLS	53	36	40	44	24	39	25	12	273
TOTAL	116	77	77	97	43	61	50	42	563

2012

CLASS	1	2	3	4	5	6	7	8	TOTAL
BOYS	72	40	32	52	19	26	27	29	297
GIRLS	66	35	35	62	29	42	26	14	309
TOTAL	138	75	67	114	48	68	53	43	606

School: Malo FP (Target)**Division: Shire Highlands****Zone: Mombo****District: Mulanje****2008**

CLASS	1	2	3	4	5	6	7	8	TOTAL
BOYS	38	28	24	34	20				144
GIRLS	38	41	50	18	23				170
TOTAL	76	69	74	52	43				314

2009

CLASS	1	2	3	4	5	6	7	8	TOTAL
BOYS	45	35	30	51	23				184
GIRLS	50	53	51	26	19				199
TOTAL	95	88	81	77	42				383

2010

CLASS	1	2	3	4	5	6	7	8	TOTAL
BOYS	50	41	40	52	24				207
GIRLS	62	53	63	29	19				226
TOTAL	112	94	103	81	43				433

2011

CLASS	1	2	3	4	5	6	7	8	TOTAL
BOYS	67	40	53	34	35	27			256
GIRLS	63	62	54	38	43	33			293
TOTAL	130	102	107	72	78	60			549

2012

CLASS	1	2	3	4	5	6	7	8	TOTAL
BOYS	68	45	75	46	51	40			325
GIRLS	66	61	66	49	42	34			318
TOTAL	134	106	141	95	93	74			643

School: Nyengeni (Control)**Division: Shire Highlands****Zone: Mombo****District: Mulanje****2008**

CLASS	1	2	3	4	5	6	7	8	TOTAL
BOYS	114	53	65	44	27	22	23	13	361
GIRLS	124	67	52	60	26	17	19	15	380
TOTAL	238	120	117	104	53	39	42	28	741

2009

CLASS	1	2	3	4	5	6	7	8	TOTAL
BOYS	154	81	84	64	44	33	17	15	492
GIRLS	175	69	78	79	30	37	4	12	484
TOTAL	329	150	162	123	74	70	21	27	976

2010

CLASS	1	2	3	4	5	6	7	8	TOTAL
BOYS	103	70	71	63	38	41	35	17	438
GIRLS	112	71	83	45	41	38	25	21	436
TOTAL	215	141	154	108	79	79	60	38	874

2011

CLASS	1	2	3	4	5	6	7	8	TOTAL
BOYS	88	41	40	40	25	18	18	12	282
GIRLS	70	44	55	35	24	13	18	14	273
TOTAL	158	85	95	75	49	31	36	26	555

2012

CLASS	1	2	3	4	5	6	7	8	TOTAL
BOYS	103	85	90	66	43	50	32	13	482
GIRLS	112	97	82	51	56	39	45	14	496
TOTAL	215	182	172	117	99	89	77	27	978

2. Enrolment rates (Lilongwe, Mulanje and Mzimba Districts 2008-2012)

School: Kanyandule (Target) Division: Central Province Zone: Kan'ombe District: Lilongwe				School: Chilinde L.E.A (Control) Division: Central Western Zone: Chiwoko District: Lilongwe			
Year	Boys	Girls	Total	Year	Boys	Girls	Total
2008	1031	1047	2078	2008	1421	1788	3209
2009	1066	1056	2122	2009	1566	1728	3294
2010	1140	1146	2286	2010	1835	1888	3723
2011	1325	1320	2645	2011	1934	1932	3866
2012	1487	1486	2796	2012	1734	1980	3714

School: Kaufipa (Target) District: Mzimba				School: Hoho (Control) District: Mzimba			
Year	Boys	Girls	Total	Year	Boys	Girls	Total
2008	265	281	546	2008	199	187	386
2009	257	249	506	2009	234	227	461
2010	249	286	535	2010	248	253	501
2011	254	266	520	2011	290	273	563
2012	289	276	565	2012	297	309	606

School: Malo FP (Target) Division: Shire Highlands Zone: Mombo District: Mulanje				School: Nyengeni (Control) Division: Shire Highlands Zone: Mombo District: Mulanje			
Year	Boys	Girls	Total	Year	Boys	Girls	Total
2008	144	170	314	2008	339	378	717
2009	173	210	383	2009	492	487	976
2010	207	226	433	2010	438	436	874
2011	256	293	549	2011	282	273	555
2012	325	318	663	2012	482	396	878

3. Selection to Secondary School (Lilongwe, Mulanje and Mzimba Districts 2008-2012)

School: Kanyandule (Target) Division: Central Province Zone: Kan'ombe District: Lilongwe				School: Chilinde L.E.A (Control) Division: Central Western Zone: Chiwoko District: Lilongwe			
Year	Boys	Girls	Total	Year	Boys	Girls	Total
2008	17	20	37	2008	50	55	105
2009	18	15	33	2009	32	44	76
2010	22	22	44	2010	66	54	120
2011	26	22	48	2011	60	41	101
2012	30	31	61	2012	52	52	104

School: Kaufipa (Target) (No data) District: Mzimba				School: Hoho (Control) (no data) District: Mzimba			
Year	Boys	Girls	Total	Year	Boys	Girls	Total
2008				2008			
2009				2009			
2010				2010			
2011				2011			
2012				2012			

School: Malo FP (Target) (no data) Division: Shire Highlands Zone: Mombo District: Mulanje				School: Nyengeni (Control) Division: Shire Highlands Zone: Mombo District: Mulanje			
Year	Boys	Girls	Total	Year	Boys	Girls	Total
2008				2008	0	1	1
2009				2009	2	0	2
2010				2010	2	2	4
2011				2011	1	0	1
2012				2012	1		1

4. Number of Teachers (Lilongwe, Mulanje and Mzimba Districts 2008-2012)

School: Kanyandule (Target) Division: Central Province Zone: Kan'ombe District: Lilongwe				School: Chilinde L.E.A (Control) Division: Central Western Zone: Chiwoko District: Lilongwe			
Year	Male	Female	Total	Year	Male	Female	Total
2008	5	18	23	2008	3	58	61
2009	7	29	36	2009	3	57	60
2010	6	30	36	2010	3	57	60
2011	5	35	40	2011	5	59	64
2012	7	54	61	2012	4	56	60

School: Kaufipa (Target) (no data) District: Mzimba				School: Hoho (Control) (no data) District: Mzimba			
Year	Male	Female	Total	Year	Male	Female	Total
2008				2008			
2009				2009			
2010				2010			
2011				2011			
2012				2012			

School: Malo FP (Target) Division: Shire Highlands Zone: Mombo District: Mulanje				School: Nyengeni (Control) Division: Shire Highlands Zone: Mombo District: Mulanje			
Year	Male	Female	Total	Year	Boys	Girls	Total
2008	3	3	6	2008	Male	Female	7
2009	3	2	5	2009	7	2	9
2010	3	5	8	2010	6	5	11
2011	3	8	11	2011	10	7	17
2012	2	6	8	2012	6	3	9

Appendix 7: Timeline of Key Implementation Events

#	Event	Planned Timeline	Actual Timeline
1	Project Start Date, (Secretariat)	Sept 2009	October 2009
2	Recruitment of International Staff, (CTA)	October 2009	March 2010
3	Recruitment of National Staff	November 2009	August 2010
4	Purchase additional office furniture and equipment	December 2009	March 2010
5	Baseline Surveys	February 2010	
6	Baseline Study Kasungu	February 2010	May 2011
7	Baseline Study Mulanje	February 2010	August 2011
8	Baseline Study Mzimba	February 2010	December 2011
9	Hold District Level Stakeholder Ownership Exercises in each target district to share the project strategy and approaches and to discuss its practical application at the district level and to agree the establishment of District Coordinating Committees (DCLC, CCLCs etc.).	September 2010	December 2010
10	Based on Stakeholder Ownership Exercises, identify key implementing partners for the project	September 10	December 2010
11	Start Date Mulanje AP	Sept 2010	May 2011
12	Start Date Kasungu AP	Sept 2010	May 2011
13	Start Date Mzimba AP	Sept 2010	June 2011
14	Start Date Lilongwe AP	Sept 2010	June 2011
15	Developing and implementing DBMR	October 2010	June 2011
16	Mid-term Evaluation	April 2011	September 2011
17	Coordinate with key partners (Ministries, Workers' Organizations, UN agencies and Civil Society Organizations) on the formulation of a Tripartite Project Advisory Committee (and Sub-Committees) under the Child Labour National Steering Committee and develop TORs for the Committees	July 2010	December 2011
18	Terms of references for district coordinating committees (DCLC) developed in collaboration with key stakeholders at district level	September 2010	July 2011
19	Hold a dissemination workshop for the NAP, with different stakeholder groups	October 2010	July 2011
20	Finalize and validate the agreed model of a sustainable community-based Community based Child Labour Monitoring System (CB-CLMS) which fits in the existing institutional structures and is approved by the National Steering Committee (NSC).	September 2012	January 2013
21	Gazetting of the List of Hazardous Occupations by the Government of Malawi & Translate the List of Hazardous Child Labour into at least two local languages	March 2011	September 2012
22	Project End Date	December 2012	December 2012 with an extension to March 2013

Appendix 8: Progress Towards SNAP MTE Follow-up

Mid-Term Review Recommendation	Progress to date	Comment from EFE
General		
166. ILO, USDOL and other partners should discuss options for a no-cost extension to the SNAP to enable it to compensate for time lost at the beginning and run its full course of 46-50 months as outlined in the project document. This will provide more opportunity for IABA to take root and sustain gains achieved. Any decision about extending the project beyond this period should be contingent on effective operationalization of the Child Labour Unit and Child Labour Monitoring System. In the meantime, resources should be marshalled through additional partners to extend IABA to the lakeshore districts to reduce risk of displacement of child labour to the fishing or growing tourism sector.	The project submitted a proposal for no cost extension. The cost for no extension for 3 months approved by USDOL by December 2012. Only 3 APs were provided for funding for cost of no extension.	The reason for leaving out the 4 th AP, (Mzimba) was not clear, in the project reports. No efforts made to explore the priority of expanding the project activities to the lake shore districts. The JTI project is targeting districts in the central region but not those in the lakeshore districts.
167. IPEC/SNAP should revise the work plan for the remainder of the project to reduce the number of new trainings planned in favour of monitoring and refresher training of capacity building already invested, with priority to strengthening the Child Labour Monitoring System and upgrading the Child Labour Unit to function as an effective focal point for coordinating initiatives across sectors to eliminate child labour.	According to the TPR, the project indicated that it was not necessary to revise the work plan as the project was confident to achieve all the targets set for it.	By the date of the EFE, most of the project targets were achieved. However, there were key project activities e.g. the CB-CLMS which was not yet finalized and rolled out to the districts. Timeline for the rolling out of the CB-CLMS not sufficient for DCLCs to comfortably have the tool embedded in their data management
Enhancing the enabling environments		
168. ILO-IPEC, UN and host government tripartite partners must make a more conscientious effort to overcome the disconnect of HIV/AIDS, reproductive health, including family planning, and gender equity with interventions to reduce child labour. This will require improving coordination and collaboration with the Ministries of Labour, Health, Gender and Youth, and NGOs engaged in the different areas.	The project has been in close contact with the ILO Project on HIV which will facilitate the implementation of Workplace Policy on HIV. Orientation on the draft Workplace Policy on HIV was also provided to APs. Efforts were also made to translate to the local language ILO/IPEC SCREAM Module on HIV, AIDS and Child Labour which is now part of the counselling strategy of the project. The project has introduced a manual on Responsible Parenting which provides Counselling Sessions on HIV and AIDS, Responsible Parenthood and Preventive Health.	

169. The SNAP Project should continue advocating with the Ministry of Labour to expedite the needs assessment required to upgrade the Child Labour Unit into a fully staffed Department budgeted within the Ministry.	The CLU is in place which is expected to plan, coordinate and monitor child labour interventions. The Project has made headway on agreed model of CB-CLMS which will build the capacity of CLU, DCLCs and CCLCs to manage the child labour situation. Furthermore the project is making effort to convince the Ministry of Labour about the assessment of the Child Labour Unit which will lead to creation of a strengthened, efficient and accountable Child Labour Unit.	The capacity of the CLU is still weak. Currently one officer in place. No infrastructure e.g. computers to facilitate data management. The implementation of the CB-CLMS was also delayed. By the date of the EFE, the tool was not yet fully rolled out to the districts.
170. The Ministry of Labour should designate and budget for a focal point within the Child Labour Unit responsible for liaising across sectors on all matters relevant to reducing child labour.	The Ministry of Labour do have designated official for the child labour unit. The challenge is the capacity of staff. The project was actively working to build the capacity of the Child Labour Unit (CLU) and CLU Committee.	No specific financial support allocated to the unit by the government. This undermines CLU's mandate to coordinate child labour activities.
171. The Government of Malawi together with ILO Tripartite partners must ensure that technical and financial resources are put in place for establishing and maintaining a Child Labour Monitoring System that meets international standards for certifying supply chains to be child-labour free, and that the country is able to meet these standards and achieve the status of a child-labour free country.	The project has made efforts to train district implementing partners in resource mobilization. One district Kasungu has already received grants for the monitoring of child labour activities in the district. Additional resources for eliminating child labour in Malawi have already been mobilized at CP. Noteworthy to be mentioned here is the commitment from the Japan Tobacco Company to support activities towards elimination of WFCL in Malawi through ILO/ARISE project	Govt commitment to child labour activities still minimal. There is no specific funding for the CLU and meanwhile CL activities mainly depend on adhoc donor funding for their activities, (currently SNAP). At district level, there is no funding specifically for child labour activities. DLO use funding from what is known as other related transactions, (ORT) to support child labour related activities. Approximately, less than 10% of ORT is used for CL issues, (all 4 districts)
172. The SNAP Project should support the Ministry of Labour and other child labour stakeholders to bring on board to the Child Labour Monitoring System ALL projects operating in Malawi that generate data on child labour, regardless of whether this is their central focus. This would require ILO IPEC Support to the National Action Plan to reduce Child Labour in Malawi	The project has involved all relevant stakeholders in dialogue on the designing of an efficient system for child labour monitoring in June 2012. The DBMR that was already operational by the date of the EFE was seen to be a good start up as the project wait for full scale up of the CB-CLMS. The tools are available to support the Ministry of Labour and other stakeholders and all projects operating in Malawi. The challenge is the resources required for orientation, training and field staff to maintain the data base.	

173. ILO-IPEC together with national and international tripartite partners and other relevant parties should continue to lobby and advocate for the long overdue passage of pending legislation and policy in Malawi critical to reducing child labour. This, includes upgrading the status of the Malawi Union for the Informal Sector MUFIS) so that it can engage in collective bargaining on behalf of its members, standardizing age definitions for children, instituting compulsory education (ideally up the minimum working age), and translating policy instruments legislating support to OVCs into specific budget lines to support their education.	According to the TPR, (October 2012) the project actively pursued and advocated for the passage of Tenancy Labour Bill and Child Labour Policy. However it was difficult to find evidence for this during the EFE as the project engagement with employers, workers union was rather weak.	
174. The SNAP Project should more actively facilitate stakeholders on both National Steering Committees concerned with Child Labour/Child Protection (most are the same anyway) to consolidate the two committees into one, jointly responsible for child protection AND child labour (or vice versa), and advocate for all NSC members to include support for the committee in their sector plans. This would require developing appropriate normative guidelines and resourcing strategies to ensure that the NSC operates collectively rather than competitively. The Terms of Reference for the combined NSC should stipulate shared or alternating responsibility for chairing the committee among key Stakeholders.	EFE noted continued discussions on streamlining the operations of the two committees. The Draft NSC ToRs (which were still being refined) including aspects of the need for the NSC to coordinate with all bodies engaged in CL and Child Protection issues. Inadequate efforts by NSC members to streamline CL in their sectoral plans was noted.	Some members of the NSC talked to by the EFE cited the existence of one national committee dealing with CL and other related issues by default as the other committee on Child Protection was not functional.
Promoting IABA		
175. Revise the project strategy and budget as necessary to support those few students withdrawn or prevented from child labour who qualify for secondary school, as well as displaced working children who wish to return to their district of origin for educational mainstreaming or skills training.	The project has started advocacy with Employers to support students withdrawn or prevented from child labour who qualify for secondary school, as well as displaced working children who wish to return to their district of origin for educational mainstreaming or skills training.	The Kasungu DCLC has embarked on the initiative of repatriating withdrawn children to their respective countries using resources mobilized through its Child Labour Strategy. This needs to be replicated to the other SNAP targeted districts.
176. MCTU and other tripartite partners should explore options based on the Islamic Zakat or Christian tithing custom of giving a fixed portion of one's wealth to charity to extend efforts to organize domestic workers and the informal sector, and to create scholarship funds for high performing children withdrawn or prevented from child labour to pursue further education, vocational or leadership training.	There were efforts in place to advocate for the creation of the fund that will be intended for needy children. A discussion with DCLCs members, tea estates and companies on this issue was also at an advanced stage in all the districts.	During the EFE, no fund was established in any of the districts
177. SNAP and the Action Programme Implementing Partners should expedite implementation of IGA activities for vulnerable households identified to date, and for the remainder of the SNAP project (as well as for subsequent initiatives of this nature), initiate household IGA activities and community gardens by providing locally appropriate inputs (such as seeds, chickens, crafts or skills training, etc.) or coordinating with supplementary food distribution or school feeding programs (if available) concurrently with removal of children from child labour.	Implementation of IGAs had gone up to 73% of the targeted 900 beneficiaries by the time of the EFE. It was not possible to ascertain the quality and performance of most of the IGAs during EFE due to time constraint.	A business scheme IGA in Lilongwe showed promise as a model. A consideration of aspects that has made it success would go a long way in positively influencing the other similar type poor performing IGAs.

178. SNAP and the Action Programme Implementing Partners should weigh the effectiveness of providing uniforms to children attending schools where they are not mandatory against other options for encouraging school attendance, such as providing other essential school supplies (including means to facilitate students to study at home) 35, supporting improvements to the classroom environment or building teacher capacity.	Consultations with stakeholders during EFE showed a challenge of doing away with provision of school uniforms by the Project. The uniforms played an important role of “concealing” children’s poverty related to poor clothing. This posed a challenge to children psychologically.	The EFE team noted the passion with which children who had not yet received uniforms expressed towards this requisite. Children were greatly looking forward to receiving uniforms citing they did not have good clothes to wear when coming to school.
179. ILO-IPEC should capitalize more on the technical resources available through other ILO projects in Malawi to support the Action Programmes, particularly in the areas of occupational health and safety, worker rights and HIV/AIDS.	SNAP had made efforts to engage other stakeholders beyond ILO-IPEC to support Project objectives. This included the promotion of “ONE UN” where some UN agencies such as FAO and UNICEF had made considerable progress in enhancing collaborative efforts with the Project.	
180. AP implementing partners (as well as tripartite partners) should leverage the resources that may be available through their respective boards and community networks to address the paucity of role models and mentors for skills training and enterprise development at the community level.	EFE did not notice much evidence in leveraging of resources towards this course at this level. However, the concept of role model was well established even at community level. Some role models had been identified as such.	
181. SNAP and AP Implementing partners should reach out to TEVETA for quality control of skills training, including establishing a standardized certification for students upon successful completion of project-supported skills training or CBE.	SNAP had made efforts to engage TEVETA on the need for quality control and certification. There was no evidence during EFE that TEVETA had made adequate progress in this regard.	
183. CCLCs (and DCLCs when feasible) should include male and female representation children withdrawn or prevented from child labour and adjust the meeting schedule if necessary to enable children to attend without foregoing project-supported school or skills training activities.	EFE noted that the matter of children attending CCLC and DCLCs had still been alive. However, implementation of the same was still a challenge primarily on account of logistical challenges.	
184. CCLCs especially, but also DCLCs, that currently have predominantly male membership should collaborate with the community on support strategies that encourage and enable increased participation and representation from women, particularly from female-headed households where children tend to be most vulnerable to child labour.	There was adequate representation of women in all CCLCs and DCLCs visited during EFE. In case of DCLCs, it was at least 30% while in CCLCs, women representation could reach as high as 70% in some cases.	
Improving institutional capacity to improve IABA		
185. IPEC Malawi should encourage stakeholders at the national level, particularly within the Ministry of Labour, and UN partners to accompany SNAP monitoring visits to the field to enhance understanding of the situation on the ground and the flow of relevant information upstream and downstream, and to enhance impetus for coordination and collaboration	EFE noted pro-activity by SNAP to involve CLU to participate in monitoring visits as much as possible. Progress was noted in this regard. However, there was no evidenced noted in terms of UN partners at national level getting involved in SNAP monitoring visits at the field level.	EFE noted good collaboration between SNAP supported AP and FAO funded intervention in Kasungu.

186. The Government of Malawi, ILO and USDOL should explore opportunities available through the Malawi diaspora (and others) for short-term technical assistance and leadership inputs to strengthen national efforts to fight child labour. For example, secondment of academics to build up the capacity of higher education institutions in statistics, demography, economics and research methods, and liaising with the US Embassy to capitalize on the expertise of Fulbright or other scholars resident in Malawi.	EFE was unable to note any evidence in the realization of this recommendation through stakeholder consultations as well as literature reviewed.	
187. ILO-IPEC should bring on board advocacy partners such as civil rights NGOs to advocate for more proactive government commitment and hold it accountable on child labour policy issues.	At EFE, advocacy partners were still inadequately involved in terms of applying pressure on government to enhance its commitment to CL policy issues	EFE noted the inadequate realization of such advocacy was primarily as a result of the absence of strong NGOs dealing with CL issues who could take up such a role.
188. The SNAP Project should liaise with the relevant players responsible for drafting Malawi's Occupational Safety and Health guidelines to ensure that child labour concerns are duly highlighted through mutual exchange of information and technical training.	SNAP project made a number of efforts to engage such relevant players. One of the avenues the Project used was facilitating a number of conferences to which relevant partners (including Ministry of Health) were invited.	The ministry of Health was one of the ministries supported with DBMR training.

Appendix 9: Unplanned Effects on Target Schools

The identification of unplanned emerging positive outcomes was undertaken by comparing target schools (i.e. recipients of SNAP support/those schools that streamlined withdrawn and prevented children) with control schools that were outside the project area but within the same district. The EFE Team had asked each AP to provide the following data for both target and control schools: progression rates; enrolment rates; details on standard 8 pupils selected to secondary schools, and; number of teachers per school, all for the period 2008 to 2012 (see **Appendix 5** for details of the cited variables). Due to the time constraint, those APs that managed to submit such data could only do so for one to two target and control schools and in some cases with gaps.¹⁷ This is the context in which selected unplanned emerging outcomes at school level were analysed.

SNAP's initiative to streamline children withdrawn and prevented was accompanied by basic support to such schools. The support targeted capacity building and some basic materials including: hard cover note books for progress reports; assessment charts; class registers, and; footballs. The schools that have streamlined children withdrawn and prevented from CL are beginning to show unplanned positive outcomes in some variables such as: (i) the Pupil: Teacher ratio; (ii) enrolment rates, and; (iii) standard 8 pupils selected to secondary schools. These are discussed below in succession.

The pupil : teacher (P:T) ratio for Kanyandule FP School (target) in Lilongwe district improved from 82 in 2008 to 46 in 2012 while at Chiwoko L.E.A school (control) in the same district, it declined from 46 to 55 in the same period (see **Table 1** and **Figure 1** below for details). This suggests that Kanyandule school was able to attract more teachers due to the capacity building the school benefited from SNAP.

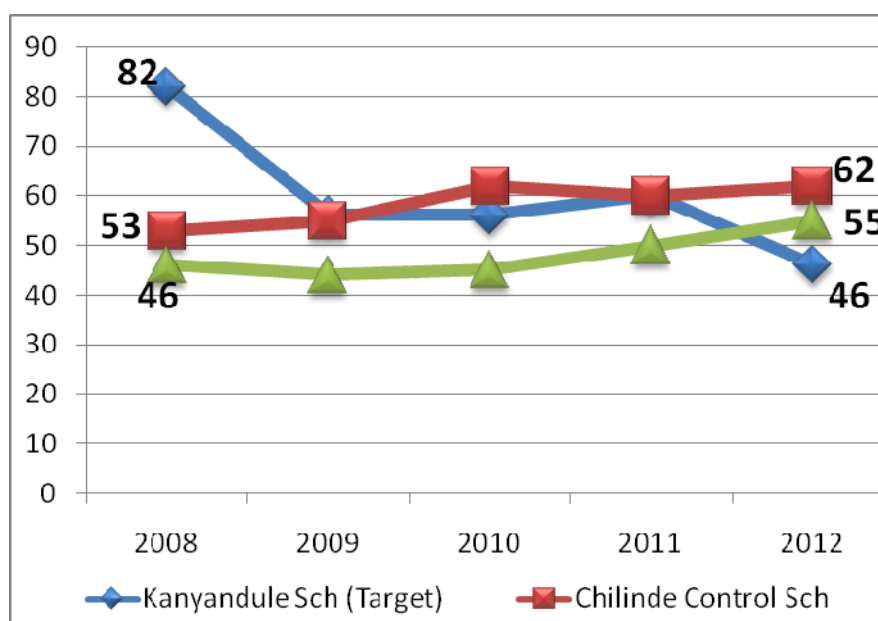
Table 1: Pupil: Teacher Ratio - Lilongwe District

Year	Target School - Kanyandule	Control Schools	
		Chilinde School	Chiwoko School
2008	82	53	46
2009	56	55	44
2010	56	62	45
2011	60	60	50
2012	46	62	55

Source: YECE

¹⁷ Ideally, we needed to have obtained data from all target schools in a district as well as data for a similar number of control schools. We would have then randomly sampled 4 or so schools from both categories (i.e. target and control). However, this was not possible on account of the limited time frame hence we had to do with whatever data that was available. In this regard, these results may not be representative as they are merely indicative.

Figure 1: Pupil: Teacher Ratio: Kanyandule School (Target) Versus Two Control Schools Chilinde and Chiwoko



An analysis of Appendix 6 shows that most target schools had better enrolment rates than their counterparts. Between 2010 and 2012 in Lilongwe district, the enrolment rate for Kanyandule target school increased by 22% while that of Chilinde control school declined by -0.2%. A similar trend was noted in Mulanje district where Malo target school had its enrolment rate increase by 53% while that of Nyengeni control school only increased marginally by 0.5% (Analysis of **Appendix 5**).

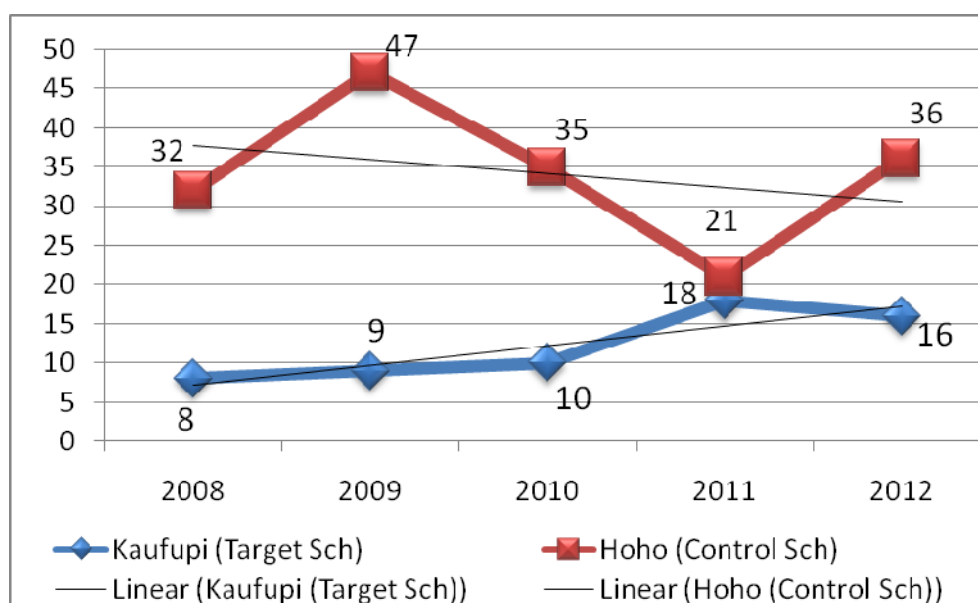
Lastly but not the least, in percentage terms, there were more pupils who sat for standard 8 at Kanyandule target school who were selected to secondary than those from Chiwoko control school. Those selected from Kanyandule target school to secondary schools, progressively increased from 44% to 61% in the period 2010 to 2012, while Chiwoko control school registered a decline in the same period from 41% to 37% respectively (see **Table 2** below for details).

Table 2: Percentage of Pupils who Sat for Standard 8 and were Selected to Secondary Schools

Year	Kanyandule – Target School			Chiwoko – Control School		
	Boys	Girls	Total	Boys	Girls	Total
2008	17	20	37	41	48	45
2009	18	15	33	35	29	32
2010	22	22	44	44	38	41
2011	26	22	48	43	35	39
2012	30	31	61	37	37	37

Similarly, Kaufupi target school in Mzimba shows an upward trend with regards to percentage of standard 8 pupils selected to secondary schools while Hoho control school is trending downward (Figure 2 below).

Figure 2: Percentage Selection of Standard 8 Pupils to Secondary Schools (Kaufupi Target Sch Vs Hoho Control Sch), Zimba District



However, there were some variables in the same target schools that showed little or no progress or even a decline in some cases. For instance, in Lilongwe the progression rates for standard 1 to 8 at Kanyandule target school declined in the period 2010 to 2012 from 28% to 25% while that for Chilinde control school showed a significant improvement in the same period from 31% to 49% (see **Table 3** below and **Appendix 5** for details). The reasons for this may be varied and were not immediately known.

Table 3: Progression Rates – Lilongwe District (standard 1 to 8)

Year	Kanyandule School (Target)			Chilinde L.E.A School (Control)		
	Boys	Girls	Both	Boys	Girls	Both
2008	21	29	25	38	26	31
2009	26	30	28	29	34	31
2010	26	30	28	49	33	31
2011	27	28	27	42	61	51
2012	25	25	25	51	48	49

Appendix 10: References

Government of Malawi	2012	(August) Malawi Growth and Development Strategy: 2011-2018	
Government of the United States of America/ Government of Malawi	2009	Project of Support to the National Action Plan to Combat Child Labour in Malawi	
ILO/IPEC	2011	(September) Mid-Term Independent Evaluation, Project of Support to the National Action Plan to Combat Child Labour in Malawi	
ILO	2012	ILO Guidelines to Results Based Evaluation	Switzerland
ILO	2003	Time- Bound Programme Manual for Action Planning	
ILO	2011	Child Labour in Mzimba Baseline Survey Report	Malawi
ILO	2011	Child Labour in Kasungu Baseline Survey Report	Malawi
ILO	2011	Child Labour in Mulanje Baseline Survey Report	Malawi
ILO	2011	Combating Child Labour through Education and Training	Malawi
ILO	2011	Responsible Parenting Counselling Manual	Malawi
ILO	2011	Child Abuse Counselling Manual	Malawi
ILO	2011	Preventive Health Counselling Manual	Malawi
ILO/IPEC	2011	Baseline Study on Child Labour in Kasungu, Mzimba and Mulanje Districts	Malawi
ILO/IPEC	2012	(October): Technical Progress Report Malawi	
ILO/IPEC	2012	Study on the impact of the ILO/IPEC Project of Support on the enabling environment at the district level to reduce Child Labour	
ILO/IPEC/GoM	2013	Emerging Good Practices from ILO-IPEC Project to Support the National Action Plan to Reduce Child Labour in Malawi	
IMF	2012	Malawi Poverty Reduction Strategy paper	Malawi
Inter – Parliamentary Union	2002	Eliminating the worst forms of Child Labour	Geneva