

# Interim Performance Evaluation: Increasing Economic and Social Empowerment of Adolescent Girls and Women in Rural Zambia (EMPOWER)

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- Dedicated and energetic EMPOWER specialists;
- Impressive chiefs and headmen committed to empowering women and girls;
- Provincial and district government officials supporting EMPOWER;
- Hardworking EMPOWER community representatives, facilitators and volunteers who select, train, monitor and motivate participants;
- Radio stations and radio listening clubs seeking to raise awareness;
- Private firms and NGOs partnering with EMPOWER; and
- Especially the EMPOWER **participants**, many of whom walked long distances for our meeting.

The intent of this interim evaluation, as stated during the stakeholder meeting on March 14, 2019, is that the information contained herein will help to strengthen the project in its final 18 months and enable it to:



*Poultry training class for adolescent girls and vulnerable women in Kagoro.  
Photo credit here and throughout the report: Deborah Orsini*

## Acronyms

CAHR	Children at High Risk of Engaging in Child Labor
CAS	Community Awareness Specialist
CBDL	Community/Business Development and Livelihoods
CCLC	Community Child Labor Committee
CL	Child Labor
CMEP	Comprehensive Monitoring and Evaluation Plan
DCLC	District Child Labor Committee
DEBS	District Education Board Secretariat
DQA	Data Quality Assessment
CR	Community Representative
CV	Community Volunteer
DC	District Coordinator
EMPOWER	Increasing Economic and Social Empowerment for Adolescent Girls and Vulnerable Women in Zambia
HCL	Hazardous Child Labor
HH	Household
ILAB	USDOL International Labor Affairs Bureau
ILO	International Labor Organization
M&E	Monitoring and Evaluation
MLSS	Ministry of Labor and Social Security
MoFL	Ministry of Fisheries and Livestock
MOU	Memorandum of Understanding
NGO	Non-Governmental Organization
OCFT	Office of Child Labor, Forced Labor and Human Trafficking
OTC	Outcome Indicator
OTP	Output Indicator
PANOS	Panos Institute Southern Africa
PD	Project Director
PMP	Performance Monitoring Plan
POC	Project Outcome Children
POH	Project Outcome Households
PPP	Public-Private Partnership
REAL	Rural Entrepreneurship and Leadership

RLC	Radio Learning Club
RWEN	Rural Women’s Entrepreneurship Network
TEVETA	Technical Education, Vocational, and Entrepreneurship Training Authority
ToC	Theory of Change
TOR	Terms of Reference
TOT	Training of Trainers
USG	U.S. Government
VSLA	Village Savings and Loan Association
WI	Winrock International

## Executive Summary

**Project Description:** The U.S. Department of Labor (USDOL) Office of Child Labor, Forced Labor and Human Trafficking (OCFT) issued a \$5 million, four-year cooperative agreement in November 2016 to Winrock International (WI) to reduce the prevalence of child labor in Zambia's Eastern Province. The project is titled **EMPOWER**, *Increasing Economic and Social Empowerment for Adolescent Girls and Vulnerable Women in Zambia*. Winrock International (WI) is implementing the project with two subgrantees: the Panos Institute of Southern Africa, responsible for community awareness, and WECREATE, responsible for public-private partnerships. The project's target audience is out-of-school adolescent girls aged 15 to 17 years who are engaged in or at high risk of child labor.

EMPOWER seeks to achieve its project objective through four outcomes:

1. Adolescent girls engaged in or at high risk of entering child labor have increased access to acceptable work and high-quality training opportunities.
2. Vulnerable women whose households have children engaged in or at high risk of entering child labor have increased access to livelihoods opportunities.
3. Public awareness on child labor and gender equality increased.
4. Collaboration between government, private sector and civil society on the promotion of acceptable work for adolescent girls and vulnerable women strengthened.

To achieve these outcomes, EMPOWER provides training and livelihood services through the one-year Rural Entrepreneurship and Leadership (REAL) course, targeting 2,500 participant adolescent girls aged 15 to 17 and 1,500 women from their households. EMPOWER also targets 1,000 men from participant households for three months of training to increase their understanding of child labor, child rights and gender equality. Per the project's Comprehensive Monitoring and Evaluation Plan (CMEP), EMPOWER intends to broadcast 512 radio programs and organize 870 community-level events to raise awareness on child labor and gender equity. Finally, EMPOWER aims to sign 33 memoranda of understanding (MOUs) with government and private sector partners (public-private partners, or PPPs) to support participant households, hub-level cooperatives and 100 women's entrepreneur networks.

**Evaluation Purpose:** The purpose of this independent interim evaluation is to assess:

1. Project relevance in the Zambian context, as well as the validity of the project theory of change in the specific environment of the Eastern Province;
2. Progress toward meeting EMPOWER objectives, identifying the challenges and opportunities encountered in doing so;
3. Effectiveness of the project's activities, identifying strengths and weaknesses in implementation and areas in need of improvement;
4. Project plans for sustainability at local and district levels and among implementing organizations and identifying steps to enhance its sustainability; and
5. Lessons learned and best practices that might inform EMPOWER and future child labor projects in Zambia and elsewhere.

As a complement to this general evaluation purpose, USDOL posed nine specific evaluation questions (see Terms of Reference in Annex B).

An independent evaluator carried out this evaluation, including document review and two and a half weeks of fieldwork in Zambia. Fieldwork included meetings in Lusaka with representatives of the Ministry of Labor and Social Security (MLSS), the implementing partners' home offices and the U.S. Embassy; visits to three hubs in three Eastern Province districts to interview local chiefs, community representatives and volunteers, facilitators and project participants (adolescent girls, women and men); and meetings with district-level stakeholders. The evaluator interviewed 174 people individually or in groups during fieldwork and at the stakeholders' meeting. Documents reviewed included the project's cooperative agreement with USDOL; two technical progress reports covering the period through September 2018, the EMPOWER CMEP; training and awareness-raising materials; and the project's market assessment and child labor prevalence study.

## Evaluation Conclusions

The executive summary presents conclusions from the EMPOWER interim evaluation, organized by evaluation question and based on findings that are detailed in the body of the report.

### Overall Performance

EMPOWER faced several impediments to its implementation schedule during its first year of operation in 2017, including delays related to submission of the prevalence and market assessment studies, preparation for the outcome evaluation, approvals of final curricula and pre- and post-test instruments, and an outbreak of cholera. These delays slowed progress toward targets. In terms of monitoring, the resignation of the first monitoring and evaluation (M&E) specialist and dismissal of the second specialist for performance issues during the first two years of implementation caused a significant backlog in data entry and analysis, especially for participant intake; this required hiring four M&E interns in October 2018 to resolve the backlog.

The project worked hard in 2018 to make up for lost time. At its halfway mark in March 2019, EMPOWER is below 25 percent of its targets for critical outputs (enrollment, completion, radio and community events for awareness-raising, stakeholder coordination groups and women's networks), but staff and stakeholders are committed to an aggressive implementation plan over the next seven months to enable them to: (1) reach enrollment targets for adolescent girls and women, (2) reactivate the radio listening clubs (RLCs), (3) roll out community awareness-raising events, (4) recruit and support public-private partnerships (PPPs) to provide technical guidance to hub cooperatives and (5) organize dynamic and inclusive women's entrepreneur networks. All agree that 2019 is a crucial year for EMPOWER in terms of its ability to reach its long-term and medium-term outcomes.

### Design

The evaluation concluded that the EMPOWER REAL course model, with its focus on vulnerable households and a one-year skills and technical follow-up program, appropriately addresses the key causes of child labor and entrepreneurial skills and lack of acceptable work among participant adolescent girls in Eastern Province. The REAL life skills and technical training modules address

the key causes (including poverty, lack of functional literacy, no knowledge of child labor and gender equality, missing technical skills, the need for linkages to markets and for win/win partnerships with chiefdoms, local government, NGOs and the private sector) and practical cooperative applications with support from PPPs supplement the training. However, despite the solid foundation of the project design, EMPOWER has had to work hard to overcome implementation challenges related to motivational and retention strategies for this very poor rural population, as well as transportation issues for facilitators and community representatives to reach distant hubs and participants.

In terms of the project's theory of change, the evaluation found that its four outcomes (see list on page 1) are interconnected and interdependent. However, not all outcomes have achieved the same level of results thus far. Stakeholders felt that considerable additional effort is needed in particular to activate and integrate Outcomes 3 and 4 in terms of radio and community event awareness-raising and identification of partners who can contribute meaningfully to sustaining the hub cooperatives.

## Targets

Given the project's lower-than-expected progress in achieving participant targets for Outcomes 1 and 2, WI will need to closely manage screening, enrollment and completion among all participants through the project's end, with special attention to transitioning from one REAL course module to the next without interruption. Radio programming, community awareness events, PPPs and women's entrepreneur networks are far behind. Achieving targets in these areas will require close coordination with Panos and WECREATE.

## REAL Course Effectiveness in Addressing Participant Needs

Life skills training is engaging and effective for all three participant groups, especially in terms of functional literacy and related confidence-building. Facilitators play a key role in keeping trainees motivated and encouraging them to complete the course.

Technical training is also effectively implemented by extension agents who are familiar with rural populations. Given the project focus on creating hub-level cooperatives run by participant girls and women, the entrepreneurship component of the technical training module is particularly important. In addition, given that EMPOWER just redesigned the entrepreneurship curriculum to better conform to rural environments, the curriculum should be reviewed carefully to ensure that business plans are realistic. EMPOWER intends to increase class size per technical training cohort from 35 students (girls and women combined) to 60 students beginning in April 2019. The project estimates that up to 10 percent of the class may drop out, resulting in a minimum class size of 54. This increase is required if EMPOWER is to reach its target number of participants by project end. EMPOWER will need to carefully assess participant knowledge and retention to ensure that the greatly increased size is not detrimental to learning.

The life skills curriculum includes effective gender training approaches, particularly stories related to successful entrepreneurship and roleplays on how to assert one's viewpoint and independence. Women in particular consider the stories of women's empowerment among the best parts of the REAL program and enjoy the roleplays to demonstrate how they can find their voice.

Retention measures identified by the project have borne fruit: After experiencing serious retention issues for the first cohorts, the project involved headmen to motivate participants to complete the program. Other retention measures included providing T-shirts and certificates to graduates, offering make-up sessions and publicizing the first poultry sales as demonstration of the benefits of completion. These measures not only improved retention, but also increased enrollment numbers for subsequent cohorts.

### EMPOWER Effectiveness in Addressing Livelihood Barriers

While the REAL course design includes mechanisms for addressing livelihoods barriers that vulnerable rural girls and women face, only the technical skills training has been field-tested to date. Mechanisms for business plan development and implementation, savings and loans, market access and networks have been planned, and some initial Village Savings and Loan Association (VSLA) activities have occurred, but it is too early to determine if these mechanisms will produce the expected results in terms of sustaining hub-based cooperative initiatives or other alternative income-generating activities.

### Work Status Monitoring

The project has made progress in work status monitoring since a local M&E specialist joined EMPOWER in December 2018, assisted by four competent M&E interns. The latter supported the monitoring process by reviewing the backlog of intake forms for completeness and accuracy, noting missing data and inputting data from paper forms to the participant database using Survey 123 software. The newly hired M&E specialist trained the interns in January 2019 to assist with the next intake through immediate review of forms as facilitators completed them. The interns will also support the first outtake survey scheduled in April 2019. This is a critical step in work status monitoring, as it will enable the project to determine its progress in terms of reducing hazardous child labor among EMPOWER adolescent girls. As the first cohorts move into the REAL course follow-up phase, data for seven outcome indicators related to knowledge and skills acquisition will also be collected and should demonstrate whether participants have actually increased knowledge and skills as a result of training.

### Radio Program Contributions to Public Awareness

This is the weakest of the four project components. The radio program initiative has suffered from inadequate supervision of the RLCs by the three community radio stations (of the four initially identified) that are still working with EMPOWER. While some live broadcasts and a few recorded broadcasts have aired, listenership is not widespread in the community and the RLCs do not feel that they are an integral part of EMPOWER. The number of other community-level awareness events is also low.

### Relationship-Building and Coordination with Partners to Reduce Child Labor

A total of 19 partners have signed MOUs with EMPOWER (11 fully executed and eight pending WI signature; see table in Annex H), confirming their willingness to support participant livelihoods and the hub cooperatives. However, most indicate they will require a transportation allowance to offset the cost of reaching the “last mile.” EMPOWER will need to focus attention on this

component over the next year, given the importance of these PPPs in mentoring and linking the cooperatives to markets to ensure their sustainability.

### Impact of Key Personnel Turnover

Project staff and the U.S. Embassy noted that the primary impacts from key project personnel turnover were: (1) a backlog of M&E data entry and analysis that occurred when the M&E specialists left and (2) a one-month freeze on the project's local bank account after the project director left, given that he was the only local signatory on the account. This freeze resulted in delays of procurements and payments to partners. Stakeholders, including the U.S. Embassy and project partners, commended the strong team spirit of the EMPOWER staff and the management skills of the acting project director in overcoming the effects of the turnover.

### Progress Toward Sustainability

The project has made little progress in planning for sustainability, having focused primarily to date on solving immediate recruitment and implementation challenges. The sustainability plan in the EMPOWER proposal is a restatement of project strategy and activities. During the stakeholder meeting, attendees agreed that the plan should be revised to focus on a limited set of priority activities that can reasonably be sustained, with emphasis on steps to sustain hub-based cooperatives (the primary output of the project's technical training). Also, under Outcome 4, Public/Private Partnerships, the current sustainability plan focuses on the creation of district child labor committees (DCLCs) while interviews with chiefs and community representatives indicate that community child labor committees (CCLCs) are a more efficient and locally based option for sustaining child labor monitoring.

## Recommendations

### Planning and Support

- Ensure careful and continuous implementation management to keep project activities on track and training modules in tight sequence; seek creative solutions when encountering delays (e.g., increasing the number of sessions per week).
- Coordinate daily with district coordinators (DCs) to determine their needs in terms of training of trainers, procurement and field office specialist support.
- Pay special attention to the strategic use of limited transport means; field activity planning must maximize use of project vehicles for all four components.

### Facilitators

- Provide adequate incentives to retain the valuable team of EMPOWER facilitators, including water or snacks and access to bicycles for remote hubs, per feedback from facilitators.
- When conducting trainings of trainers, review with them the project's reasons for opting to create hub-based cooperatives vs. providing individual start-up kits to participants to ensure that they are able to convey to participants the logic and economics behind this

decision. Most participants expressed a strong preference for individualized start-up support as opposed to group activities.

### Men's Participation

- Consider means of broadening training for men to include entrepreneurship or creating a support role for hub cooperatives (infrastructure) to give them a sense of inclusion.

### Life Skills Training

- Increase the time allocated for literacy training, perhaps by training and involving community volunteers (CVs) who could provide additional sessions; many CVs are volunteer teachers, and this would also create a sustainable local capacity.

### Technical Training

- Train facilitators on how to work in challenging classroom settings with large groups of rural girls and women in terms of tracking participant learning and organizing smaller groups for specific tasks.
- Train technical facilitators on child labor and gender equality issues so they can take that message to their other activities with farmer field schools.

### Community Awareness

- Work with community representatives (CRs) to develop a monthly program of town hall meetings to broaden the scope of awareness activities; include headmen in each presentation.
- Ensure that radio stations regularly supervise the strongest one or two RLCs per hub and provide guidance on messaging and recording; seek station input on how best to reach and engage rural audiences; review all broadcasts to date to ensure adherence to approved messaging and to identify any gaps in content.

### PPPs/Cooperatives

- Focus on identifying quality partnerships that can provide technical and market-based support for the cooperatives; this is one of the most critical project legacies.
- Recruit an intern or community volunteer to support DC, community/business development and livelihoods (CDDL) and PPP specialists' work with the cooperatives.
- In hubs where land and infrastructure support are available, pursue partnerships that can provide construction resources to build or upgrade an existing a multipurpose facility, including space for a poultry house and class and meeting rooms.

## Entrepreneurship

- Per the request from head teachers in the EMPOWER communities, work with the Ministry of Education and school head teachers to review options for including the EMPOWER entrepreneurship component in the formal school curriculum.

## Coordination with MLSS

- Ensure that national and provincial-level Ministry of Labor and Social Security (MLSS) officials receive regular briefings on progress; provide a synthesis of the technical progress report (TPR) to the district child labor committee (DCLC); organize a field visit for DCLC members to observe project interventions and to interact with participants.

## Sustainability

- Revise the sustainability plan based on project experience and local dynamics: identify a reasonable number of priority sustainability targets (e.g., cooperatives, local-level child labor monitoring, awareness, functional literacy) and develop a clear plan and metrics for tracking progress toward sustainable solutions.
- Identify all other U.S. Government (USG) and donor projects that offer synergies for addressing child labor and gender equality in Eastern Province (e.g., the Arise 3 project in Chipata).

## Future Programming

- Given the inevitable start-up issues that rural child labor projects face, project implementers, especially those who have no existing community presence, should allow sufficient time for required preliminary studies and for community relationship-building prior to provision of interventions. This phase can often take more than a year of the project's available timeline.

# Project Description

## Project Context

### Child Labor in Zambia

Children's involvement in economic activity is very high in Zambia, involving about one in three children between the ages of 7 and 14.<sup>1</sup> Most working children are found on family farms (92 percent) and the majority of these children are girls.<sup>2</sup> Girls are also involved in unpaid or poorly paid domestic labor or trafficked to urban areas as domestic laborers.<sup>3</sup> They also face strong pressure to marry young, particularly in Eastern Province.<sup>4</sup>

Although girls' enrollment in basic education has risen almost to parity nationally,<sup>5</sup> economic, cultural and legal challenges remain for girls to access acceptable work and quality training opportunities. Due to poverty and the low social status assigned to women and girls in Zambia,<sup>6</sup> struggling rural households often prioritize their sons' schooling over their daughters'.<sup>7</sup> This is particularly the case after grade 7, when school fees and long distances that entail transport and boarding costs make schooling more complicated and costly.<sup>8</sup> With high competition for scarce jobs in the formal sector,<sup>9</sup> few female professional role models and little training in life skills, workforce readiness or entrepreneurship, large numbers of rural, adolescent girls have limited career or vocational opportunities.

From a legal perspective, Zambia's Education Act specifies that school is compulsory for children of "school-going age," but does not specify exact ages. This leads to children starting school late, particularly in rural areas, and to leaving before they complete seven years of basic education or before age 15, when they are legally eligible to work under non-hazardous conditions.<sup>10</sup>

The challenges that adolescent girls in Zambia face are in many ways a reflection of the poverty and gender inequities their mothers or other female caretakers also encounter. Small-scale farmers in rural Zambia, most of whom are women, have limited livelihood opportunities since they often lack access to credit (key to obtaining inputs), functional literacy, entrepreneurial training, knowledge of improved crops and techniques and links to producer groups and markets.<sup>11</sup>

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<sup>1</sup> Towards Ending Child Labor in Zambia: An Assessment of Resource Requirements, 2012, p. 6.

<sup>2</sup> Towards Ending Child Labor in Zambia, p. 7.

<sup>3</sup> U.S. Department of State, 2015 Trafficking in Persons Report, Zambia: Tier 2.

<sup>4</sup> In Eastern Province, the child marriage rate is 60 percent, compared with the national average of 42 percent.

<sup>5</sup> In 2014, the gender parity index nationally was 1 in grades 1-4. Zambia EFA 2015 National Review, pp. 27-28.

<sup>6</sup> <http://www.girlsnotbrides.org/child-marriage/zambia/>

<sup>7</sup> Although primary school through grade 7 in Zambia is technically free, the costs of supplies, uniforms, lost opportunity, and school management committee fees are hurdles to girls' enrollment and completion.

<sup>8</sup> World Bank Project Appraisal Document, p. 3.

<sup>9</sup> Nationally, only 15.4 percent of young people aged 15 and older are employed in the formal sector (5.5 percent in rural areas).

<sup>10</sup> U.S. Department of Labor, 2014 Findings on the Worst Forms of Child Labor, Zambia, p. 3.

<sup>11</sup> World Bank Project Appraisal Document, pp. 1-3.

Another overarching factor in child labor is the lack of public awareness in rural communities about the importance of gender equality for household well-being and economic prosperity, as well as the difference between acceptable and unacceptable work. In 2013, the government enacted the Prohibition of Employment of Young Persons and Children Act, prohibiting people aged 15 to 17 from working under hazardous conditions, but the act is not widely known or adhered to in Zambia's large informal sector.

Finally, a major gap in efforts to address child labor and promote gender equality is that key public and private stakeholders lack the knowledge and capacity to engage and collaborate efficiently.<sup>12</sup> While Zambia's government has adopted multiple laws and policies governing child labor and gender equality, administrative bodies often lack the ability to implement and enforce them consistently.<sup>13</sup> As a result, most private sector employers are not addressing child labor or gender inequality and do not see the business case or shared value that can come from doing so.

Without increased access to quality training and work opportunities for Zambia's adolescent girls and vulnerable women, the cycle of child marriage, early pregnancy, illiteracy and poverty will continue. If communities—including leaders, men and boys—do not value girls' and women's education and empowerment through acceptable work, then harmful practices related to child labor and gender discrimination will continue. Unless public and private stakeholders (including government, civil society, businesses and workers' groups) increase their engagement and collaboration, isolated attempts at addressing child labor, gender inequality and women's economic empowerment will have limited ability to reach scale, impact and sustainability.

Beyond the cited references, data gathered from the 2017 EMPOWER prevalence survey also confirm high levels of child labor in Eastern Province, including:

- 65 percent of children aged 5 to 17 in target districts are engaged in child labor, per caregivers;
- 91 percent of children aged 10 to 17 self-report being engaged in child labor;
- 90 percent of that number are involved in hazardous child labor (HCL);
- Girls are more likely than boys to be engaged in HCL at all ages;
- Children in HCL work long hours in agricultural work on family farms; 22 percent of girls are involved in HCL due to heavy loads (water/wood);
- Children aged 10 to 17 have low levels of literacy (45 percent boys and 36 percent of girls cannot read at all); and
- Only 6.5 percent of households have had access to skills/livelihood support.

## Project Targets and Objectives

To assist in addressing these problems, the U.S. Department of Labor (USDOL) Office of Child Labor, Forced Labor and Human Trafficking (OCFT) funded a \$5 million, four-year cooperative

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<sup>12</sup> USDOL 2014 Findings on the Worst Forms of Child Labor Zambia report, pp. 3-6.

<sup>13</sup> Confirmed repeatedly by private sector actors as part of Winrock's field consultations.

agreement in November 2016 with Winrock International (WI), titled Increasing Economic and Social Empowerment for Adolescent Girls and Vulnerable Women (EMPOWER).

To reduce child labor in targeted rural areas of Zambia over its four-year implementation period, EMPOWER aims to provide direct services to 2,500 adolescent girls aged 15 to 17 who are engaged in or at high risk of engaging in child labor. These girls will participate in the Rural Entrepreneurship and Leadership (REAL) course, which includes training in life skills and vocational or technical skills, followed by post-training mentoring, to help them develop the skills they need to secure acceptable work or start their own businesses. The EMPOWER project will also help 1,500 vulnerable women from the households of girls aged 15 to 17 who are engaged in or at risk of engaging in child labor to improve their economic situation by establishing or expanding their own businesses. EMPOWER will train these women and 1,000 men from their households in REAL course sessions to increase their awareness of child rights, child labor and gender equality. Traditional community leaders, teachers and other adult males and boys will also be part of EMPOWER’s awareness-raising strategy to ensure that communities gain increased understanding of gender equality, including the value of supporting women and adolescent girls to be economically empowered through acceptable work. EMPOWER will collaborate with key government and private sector stakeholders to promote public awareness on child labor and gender equality in employment practices.

Table 1 summarizes EMPOWER’s outcomes and outputs.

**Table 1. EMPOWER Outcomes and Outputs**

<b>Project Goal: Prevalence of Child Labor in Eastern Province Reduced</b>
Long-Term Outcome 1. Adolescent girls engaged in or at high risk of entering child labor with increased access to acceptable work and high-quality training opportunities.
Medium-Term Outcome 1.1. Adolescent girls with knowledge and skills required for acceptable work.
Output 1.1.1. Adolescent girls have soft skills, life skills and work readiness skills.
Output 1.1.2. Adolescent girls with increased technical and vocational skills.
Output 1.1.3. Out of school adolescent referred to programs that support re-entering school.
Medium-Term Outcome 1.2. Adolescent girls with increased access to acceptable work
Output 1.2.1. Adolescent girls supported through peer, business and/or social networks.
Long-Term Outcome 2. Vulnerable women, whose households have children engaged in or at high risk of entering child labor, with increased access to livelihood opportunities.
Medium-Term Outcome 2.1. Vulnerable women with knowledge and skills for improving their livelihoods.
Output 2.1.1. Vulnerable women with soft skills, life skills and work readiness skills.
Output 2.1.2. Vulnerable women with increased technical and/or vocational and/or entrepreneurial skills.
Medium-Term Outcome 2.2. Vulnerable women with increased access to livelihood opportunities.
Output 2.2.1. Vulnerable women mentored through peer and/or business/social networks.
Output 2.2.2. Vulnerable women with access to financial services.
Long-Term Outcome 3. Public awareness on child labor and gender equality increased.
Medium-Term Outcome 3.1. Women and men who complete REAL course training show an increased knowledge on child labor, child rights and gender equality.

<b>Project Goal: Prevalence of Child Labor in Eastern Province Reduced</b>
Output 3.1.1. Men with increased understanding of child labor, child rights and gender equality issues.
Medium-Term Outcome 3.2. Communities with increased awareness on child rights, value of education, the adverse effects of child labor and the difference between child labor and acceptable work.
Output 3.2.1. Radio programs on children’s rights, child labor and gender equality broadcast.
Output 3.2.2. Support groups (school clubs, or other) around child labor and gender equality established or strengthened.
Output 3.2.3. Community-level awareness-raising campaigns conducted.
Output 3.2.4. Traditional leaders sensitized to curb harmful traditional practices that promote CL and gender inequality.
Long-Term Outcome 4. Collaboration between government, private sector and civil society on the promotion of acceptable work for adolescent girls and vulnerable women strengthened.
Medium-Term Outcome 4.1. Increased engagement and collaboration among key stakeholders (government, businesses, workers’ representatives and civil society) on addressing child labor and promoting gender equality in employment practices.
Output 4.1.1. Public and private institutions provided technical assistance to integrate activities to combat child labor in their programs.
Output 4.1.2 Networks of female entrepreneurs created/strengthened through public-private partnerships.

### Strategies for Achieving Project Outcomes

To achieve EMPOWER’s four long-term outcomes, WI and its local partners, WECREATE Zambia and Panos, employ three implementation strategies to strengthen stakeholders’ knowledge and capacity to reduce child labor in target areas.

**Strategy 1 (Long-Term Outcomes 1 and 2):** Offer the Rural Entrepreneurial and Leadership (REAL) course to adolescent girls, women and men from vulnerable households. Specially trained community facilitators provide three months of training to men on gender equality, child labor and the importance of education. Girls and women receive six months of training, including three months of life skills training, by the same specially trained community facilitators and three months of technical and entrepreneurial training by extension agents from the Ministry of Fisheries and Livestock, followed by six months of follow-up services from business mentors who will also promote networking opportunities and create linkages to private sector buyers, financing mechanisms and markets for the hub-based business groups.

**Strategy 2 (Long-Term Outcome 3):** Increase community awareness and understanding on issues of child labor and gender inequality through community radio partnerships and organization of town hall meetings. This will include training for radio stations, support for broadcasting radio programs on child labor, creating or strengthening radio listening clubs (RLCs) in communities and support to organize community discussions, working from approved messages.

**Strategy 3 (Long-Term Outcome 4):** Increase government, private sector, business and civil society engagement and collaboration with WECREATE Zambia by building on public-private partnerships established through MOUs or letters of commitment, to provide services or infrastructure to sustain project awareness and business initiatives.

These strategies are built on a foundation of participatory community mobilization and collaboration with the district and local governments and private sector intended to help ensure local ownership in the design, implementation, and monitoring of project interventions.

The project works in 20 hubs located in seven districts in Eastern Province (see Table 2).<sup>14</sup>

**Table 2. EMPOWER Intervention Areas**

District	Hubs
Chadiza (Zingalume, Chanjowe, Chafulu)	3
Chasefu (Egichikeni, Munyukwa)	2
Chipangali (Kasenga)	1
Kasenengwa (Kapoko)	1
Katete (Kagoro, Nyembe, Chimtende, Kameta, Dole)	5
Lundazi (Mwase, Mkomba, Kapichila)	3
Petauke (Mwanza, Nyamphande, Mwanjawanthu, Mumbi, Mankhungwe)	5
<b>Total</b>	<b>20</b>

## Evaluation Objectives and Methodology

OCFT-funded projects are subject to external interim and final evaluations. The EMPOWER interim evaluation took place from February 27 to March 14, 2019, 28 months after award signature on November 1, 2016. An evaluation expert from Management Systems International (MSI) worked under an evaluation services contract to USDOL. The evaluation objectives included:

- Assess the relevance of the project in the Zambian context, as well as the validity of the project design in the specific environment of Eastern Province;
- Determine whether the project is on track toward meeting its objectives, identifying the challenges and opportunities encountered in doing so and analyzing the driving factors for these challenges and opportunities;
- Assess the effectiveness of the project’s strategies and the project’s strengths and weaknesses in project implementation and identifying areas in need of improvement;
- Provide conclusions, lessons learned and recommendations; and
- Assess the project’s plans for sustainability at the local and national levels and among implementing organizations and identifying steps to enhance its sustainability.

## Evaluation Questions

As a complement to these general objectives, USDOL posed nine specific evaluation questions, as follows.

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<sup>14</sup> Project design called for work in five districts. However, the Government of Zambia, in line with its decentralization policy, created new districts in 2017, increasing the number of districts to seven. Chipata split into Chipata, Kasenengwa and Chipangali, with hubs in the latter two districts; Lundazi split into two, Lundazi and Chasefu, with hubs in both new districts.

## Design

- 1A. Does the EMPOWER project design appropriately and adequately address the key causes of child labor (CL) and lack of acceptable work among participant adolescent girls and their households?
- 1B. Is the theory of change (ToC) as stated in the Comprehensive Monitoring and Evaluation Plan (CMEP) still valid?

## Effectiveness and Schedule

2. Is EMPOWER currently on track to meet its targets? If not, why?
3. How effective is the REAL course on addressing the specific training needs of the participant population?
  - a. How effective are the technical skills training components on poultry and goat raising in teaching girls and women skills applicable to local employment and/or market opportunities?
  - b. Are gender-related topics and appropriate tools adequately integrated into REAL course curriculum design and project activities?
  - c. How effective are measures adopted by EMPOWER to address retention issues for girls, women, and men attending the REAL course?
4. How effective is EMPOWER in addressing household livelihood barriers or concerns (diversified income, finance, networking)?
5. What processes does EMPOWER have in place for monitoring the child labor/work status of child adolescent girls; and what challenges and emerging best practices are associated with these processes?
6. How have EMPOWER-funded radio programs contributed to public awareness on child labor and gender equality in the target communities?
7. How effectively has EMPOWER built relationships and coordinated initiatives with partners, government stakeholders and community stakeholders to reduce CL?
8. Has the turnover of key personnel impacted the EMPOWER project? If so, how?

## Sustainability

9. To what extent has the project's sustainability plan been deployed? Thus far, have challenges come up regarding this plan? If so, what remedial steps has the project taken?

## Methodology

The evaluator worked closely with USDOL and WI to ensure a participatory design that involved mixed methods and relied on jointly agreed selection criteria for project sites and interviewees. The evaluator drew quantitative data from CMEP indicator tables and the project prevalence study. Key informant interviews and focus groups of participants provided qualitative information.

The evaluator conducted all interviews, assisted by a Zambian interpreter for interviews with participants, without the presence of project staff.

### Literature Review

An extensive pre-trip review of project documents included: the original project proposal, USDOL's cooperative agreement, CMEP, prevalence study report, biannual technical progress reports, work plans, Management Procedures and Guidelines, market assessment, technical training materials and awareness-raising messages.

### Fieldwork

Field interviews took place with participants, implementing partner specialists, local and district government stakeholders, private sector partners and U.S. Government (USG) representatives.

### Fieldwork Site Selection

The jointly agreed site selection criteria included:

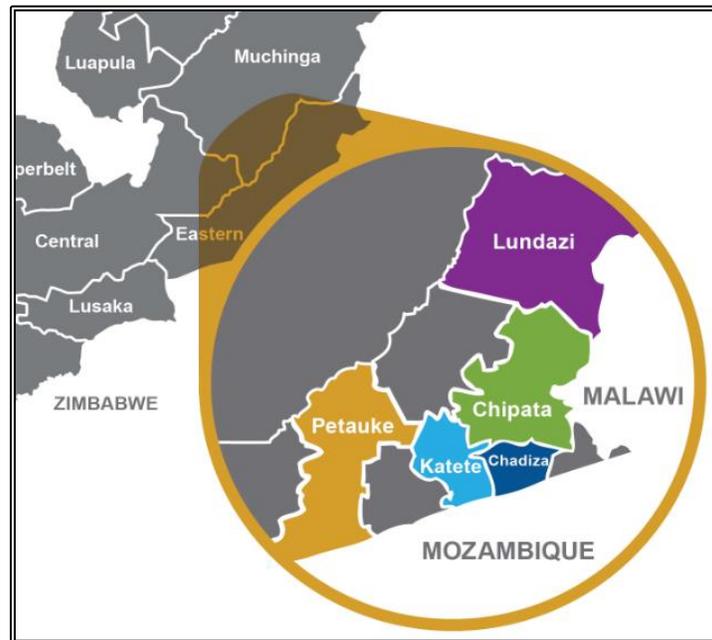
- All sites with cohorts have completed life skills training;
- Two of three sites with cohorts have completed technical training;
- A mix of stronger and weaker hub performance is present; and
- Geographic locations permit covering three sites in seven working days.

Over a 10-day period, the evaluator visited three projects sites in three of EMPOWER's seven districts (see Figure 1). In all, the evaluator visited 15 percent (three of 20) of project hubs (see description in Table 3).

### Stakeholder meeting

After fieldwork, this meeting brought together 50 stakeholders, including participants, local government officials, community representatives, volunteers and facilitators, and implementing partners. The agenda, developed in cooperation with EMPOWER, included a presentation of preliminary findings with an opportunity for questions and answers from stakeholders. Small groups then answered key implementation questions and identified best practices for each project outcome (see Annex F).

**Figure 1. EMPOWER Target Districts**



Note: Chipata was subdivided into 3 districts in 2017

**Table 3. Sites Visited During The Interim Evaluation<sup>15</sup>**

District	Hub	Total Households in Hub	Cohorts and completion rates and total participants at time of evaluation	Livelihoods Training Provided	Radio Clubs	Chief
Katete Average uptake	Kagoro-PILOT	2,750	2 cohorts (50% overall completion rate) 51 girls 40 women 3 men Cohort 3- satellite	Chickens Tailoring	Six RLCs 30 broadcasts 3 live	Strong support  Land pledged for poultry house
Kasenengwa Weak uptake	Kapoko-PILOT	1,533	2 cohorts (50% overall completion rate for girls; 70% for women/men) 50 girls 23 women 9 men	Chickens Catering	No RLC	Strong support
Lundazi Strong uptake	Mwase	4,205	1 cohort (80% completion girls; 50% women/men)	Chickens Goats	3 RLCs 12 radio programs	Strong support

<sup>15</sup> Numbers in Table 3 reflect participants from cohorts having completed technical training at the time of the evaluation. Completion means finishing 65 percent of training sessions.

The following criteria guided selection of key informants and focus group participants:

**Direct Participants.** Focus groups of no more than seven participants:

- Participant adolescent girls aged 15 to 17 years (three focus groups);
- Vulnerable women in participant girls' households who completed REAL training (three focus groups); and
- Men from participant girls' households who completed REAL training (three focus groups).

**Local and National Government, Implementing Partners and Other Stakeholders.** Key informant interviews, including:

- Home office and field staff of WI and its implementing partners;
- Representatives of district and community local government and chiefdoms;
- Community representatives and volunteers;
- Representatives of agencies working with the project (MLSS, MoFL, the Direct Education Board Secretariat [DEBS]); and
- Representatives of the U.S. Embassy with knowledge of the project.

In total, the evaluation interviewed 174 people individually or in groups (see Annex E for a list of interviewees and Annex F for attendees at the stakeholders' meeting).

## Ethical Considerations and Confidentiality

The evaluator observed full confidentiality related to sensitive information and feedback elicited during the individual and group interviews, and assured interviewees that their responses will remain anonymous. The evaluator uploaded all working materials to MSI's secure server or kept them on a password-protected laptop.

The evaluation complies with evaluation norms and standards and follows ethical safeguards, per the United Nations system of evaluation norms and standards as well as the evaluation quality standards of the Organization for Economic Cooperation and Development's Development Assistance Committee (OECD/DAC). The gender dimension was considered as a crosscutting concern throughout the evaluation methodology. The project was evaluated through the lens of a diverse range of stakeholders that participate in and are intended to benefit from the project's interventions, including men and women.

## Limitations

Evaluation fieldwork lasted 12 days, including two days for meetings in Lusaka with MLSS, Teveta and home office staff from the EMPOWER partners Panos and WECREATE, nine days of travel to the districts and one day for the final stakeholder meeting. The evaluator visited three of 20 hubs (15 percent of sites). The selection proposed by the WI team included the two pilot sites, each with two cohorts in training, and a relatively new site (Mwase) with only one cohort in training. The three sites represented a sample of communities with strong, average and weak uptake. Findings for the evaluation are based on information collected from grantee progress reports and from interviews with stakeholders, project staff and participants. The accuracy of the evaluation

findings depends therefore on the integrity of information provided to the evaluator from these sources. In addition, given the timing of the evaluation, the WI team provided the evaluator with CMEP indicator data updated as of the end of February 2019. WI will submit fully updated CMEP data to USDOL in its April 30, 2019, technical progress report (TPR), including performance data through March 30, 2019.

## Findings

The following sections summarize evaluation findings. The first reviews challenges related to the project scope, and the second provides responses to each of the nine evaluation questions.

### Project Scope: Challenges

At \$5 million over a four-year period, the EMPOWER project is one of the largest child labor projects in Zambia. The workplan calls for a one-year, three-phase REAL course, including participant training and follow-up, carried out in parallel to community awareness and public-private partnership initiatives, to achieve the goal of reducing prevalence of child labor in Eastern Province. The project document timeframe for rollout was in five phases of four hubs each, starting in November 2017 and continuing through November 2019, ensuring that the last cohorts would complete the 12-month REAL cycle by October 2020. However, a series of delays in Year 1 (implementation of the prevalence study, finalization of the market assessment, cholera outbreak, preliminary steps required to implement a USDOL-requested outcomes evaluation and related approvals of pre- and post-tests), pushed the start date of training from November 2017 to March 2018. Given the delays, the project opted to move forward with two pilot hubs to field-test screening, intake, pre- and post-tests and training curricula, before moving to the second round of hub launches.

Beyond the implementation delays, the project faced other challenges in terms of rollout:

- Limited budget allocation for activities (original direct activities budget was 14 percent);<sup>16</sup>
- Higher-than-expected costs to operate in remote areas;
- Rainy season from December to March affects staff movement and participant attendance; and
- Prior community experience with other development projects and higher allowances and activities budgets resulted in initial pushback on EMPOWER-proposed allowances and volunteer organization.

Transport challenges included:

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<sup>16</sup> Outside project staff, travel and initial mobilization, the WI original budget for activities was approximately \$495,000, while Panos and Waresa/WECREATE budgets averaged \$104,000 each, for a combined \$705,000 or 14 percent of the EMPOWER grant. WI notes that their Mod 2 budget revision approved by USDOL increased the allocation of funding for direct activities to approximately 23 percent.

- Only two EMPOWER vehicles based in Chipata to transport five specialists to 20 hubs in seven districts;
- District coordinators (DCs) each cover all activities for five hubs on a motorbike; and
- Hub-level community representatives, volunteers and facilitators travel by foot for distances up to 10 kilometers.<sup>17</sup>

Time-related challenges included:

- Although the project duration is four years, the effective implementation period is only two and a half years (March 2018 to September 2020). Noted delays significantly shortened the timeframe for rollout in all 20 hubs to the 5,000-person participant population.

Retention challenges included:

- Serious retention issues arose with Cohort 1 in most hubs, but particularly in the two pilots, due to a lack of clarity on the minimum 75 percent attendance, rainy season, distances, motivation when transitioning to the next training phase was delayed, and men not seeing any perceived benefit to their attendance. Retention dropped to 50 percent in certain cohorts and the pilot hubs enrolled no men in Cohort 2.

Staffing and partner challenges included:

- Turnover in key personnel: project director and two monitoring and evaluation (M&E) specialists;
- Change in a public-private partnership (PPP) due to performance issues (Waresa to WECREATE); and
- Local supervision is stretched very thin; DCs each cover four or five cohorts in five hubs, with multiple concurrent training and follow-up sessions, with a target training population of 1,250 girls, women and men per DC. Community representatives (CRs) support their work and are expected to use their stipends to offset transportation costs.

### Monitoring the Comprehensive Monitoring and Evaluation Plan (CMEP) Indicators

A detailed discussion of project progress in monitoring participant adolescent girl work status is provided under Question 6. This section reviews the project's CMEP Performance Monitoring Plan (PMP) indicators and data reported to date, for consideration in terms of potential adjustments to the CMEP during the second half of the project.

The CMEP includes 10 outcome and 17 output indicators across four components, per the following division:

- Outcome 1: Adolescent Girls—three outcome indicators (demonstration of knowledge, demonstration of skills and obtaining acceptable work post-training) and five output indicators (enrolled in life skills, completing life skills, completing technical training, referred for secondary education and participating in support group).

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<sup>17</sup> As participants in Cohort 3 are drawn from more distant hubs, a transportation allowance is provided to the facilitators.

- Outcome 2: Vulnerable Women—two outcome indicators (demonstration of knowledge and diversified incomes) and five output indicators (enrollment in life skills, completion of life skills, completing technical training, participating in support networks and accessing financial services).
- Outcome 3: Awareness—four outcome indicators (men and women completing life skills demonstrate knowledge of child labor, men and women completing life skills demonstrate knowledge of gender equity, target population can identify three children’s rights, and target population gender equality score) and five output indicators (male participants completing life skills, number of radio programs broadcast, number of community action groups around child labor and gender equity, number of community awareness-raising events on child labor and children’s rights and number of traditional leaders sensitized on child labor and gender equality).
- Outcome 4: Public-private partnerships—one outcome indicator (number of coordination bodies [district child labor committees, DCLCs, or community child labor committees, CCLCs]) and two output indicators (number of public and private institutions receiving technical assistance in support of acceptable work and number of women’s entrepreneur networks).

Table 4 provides observations on suggested revisions in indicator definitions or targets based on performance to date and delays in the implementation schedule.

**Table 4. Review of CMEP Indicators and Targets**

Indicator	Comment
OTC 2. # of participant girls completing REAL course who demonstrate skills required for acceptable work OTC 3. # of participant girls in acceptable work 6 months after completing both REAL modules OTP5. # of participant girls participating in a support group	Definitions of these indicators have overlapping elements: OTC 2 counts girls as “demonstrating skills” if they join a business team; join other acceptable work/ self-employment form; or mentor and follow up with peers who graduate later. OTC 3 counts adolescent girls who obtain employment or are engaged in entrepreneurial activities after training. OTP 5 counts adolescent girls participating in a peer, business or social network that offers support to other graduates. The project may want to restrict the definition of OTC 2 so it measures the highest element of these various indicators and the element that best reflects skills demonstration, as opposed to simple membership in networks.
OTP 12. # of radio programs broadcast by EMPOWER	Suggested revised target: reduce from 778 to 512 based on 32 months from the actual start date of the pilot hubs through project end, and assuming four radio stations selected for awareness broadcasting one program per week across five hubs (March 2018 to September 2020 = 32 months x 4 broadcasts per month x four community radio stations). Given the current status, it is highly improbable that 778 broadcasts will take place.

Indicator	Comment
OTP 13. # of community action groups created or strengthened by EMPOWER	Definition includes any group of five or more members who focus on a cause, including child labor and gender equality. Given issues with forming strong and effective RLCs, the project may wish to consider redefining these groups to focus only on active and effective radio listening clubs, targeting two to three groups per hub for a total of 40 to 60, instead of the current target of 100.
OTP 14. # of community awareness events	Suggested revised target: reduce from 870 to 660 based on one community awareness event per month per hub for the effective period of implementation (March 2018 to October 2020 = 32 months plus the initial town hall meeting = 33 x 20 or 660 events over life of project).
OTP 17. # of women's entrepreneurship networks	Reduce target downward based on timeframe and number of likely cooperative groups per hub, revising current 100 network target to no more than 40.
ISSUE: Annex A OTP tabulations: ensure correct entry of data according to type of indicator	Indicators listed as cumulative should show totals to date in the last entry column; this includes OTPs 2, 3, 4, 5, 7, 8, 9, 10, 11, 12, 13, 14, 16 and 17 and OTC 10.
	Indicators listed as incremental should show total per period (OTP 1, 6 and 15).

## Design

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**Question 1A:** Does the EMPOWER project design<sup>18</sup> appropriately and adequately address the key causes of child labor and lack of acceptable work among participant adolescent girls and their households?

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- All respondents from the 24 categories of interviewees agreed that the design is appropriate to address key causes of child labor in Zambia's Eastern Province, namely poverty at household level, lack of livelihood skills, self-esteem and entrepreneurship among women and girls, low literacy and lack of knowledge of what constitutes child labor and how to prevent it among stakeholders and participant men.
- Respondents all felt that the household focus helps ensure sustainability, given that mothers/caregivers and girls work together and support each other's participation and the men who attend will endorse the women and girls in their venture.
- More than 90 percent of respondents considered livelihoods to be the central focus of the design because, as one stakeholder noted, "without giving households alternative income-generating options, advocating for reducing child labor is like pushing a rock up a hill."
- More than 50 percent of interviewees stressed the importance of selecting girls who were school dropouts to give them hope for their future and to demonstrate that, with

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<sup>18</sup> For the purposes of this evaluation, the design parameters assessed included the EMPOWER focus on a household approach, a one-year REAL training cycle for girls and women and a three-month sensitization course for men in vulnerable households.

appropriate encouragement and support, even out-of-school girls can gain skills and contribute to household income.

- Private partners and EMPOWER staff stressed the benefits of a design that focuses on market-driven livelihoods, such as poultry and goat breeding, to ensure that ready buyers exist at a price that can provide additional income for those completing the REAL cycle, and that private sector partners can develop a win/win relationship.
- Interviewees confirmed the appropriateness of the modular one-year REAL cycle that begins with fundamental building blocks—literacy, awareness of gender equality and confidence—followed by acquisition of technical skills and finally a mentored process of managing a community enterprise. Many stressed the need to keep the 12-month process moving to avoid participant discouragement if extended delays occur, given that they are eager to see real economic benefits.
- Community representatives, volunteers and facilitators noted that the design did not factor in the complexity of working with very poor households in communities in the “last mile”—especially the need for ongoing motivation and encouragement, monitoring and follow-up that requires regular on-site presence. EMPOWER transport issues made this challenging.
- Participant and facilitator interviews indicated that the design would benefit from a more substantial involvement of men in some facet of the participant cooperative, even in a limited fashion, such as infrastructure support for the construction of poultry houses, chicken runs or goat pens.

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**Question 1B:** Is the theory of change (ToC) as stated in the CMEP still valid?

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All respondents confirmed that the ToC is valid and that all four project outcomes are necessary and interdependent, building on each other.

WI developed the EMPOWER ToC in response to the problem analysis in the project document, which identifies three sets of drivers for child labor in rural Zambia: (1) household poverty and limited access to livelihoods training and work opportunities for women and especially out-of-school girls; (2) community awareness of what constitutes child labor and the need for gender equity, and (3) cooperation with key private and public stakeholders to support economic empowerment of the project’s girl and women participants. To produce the desired change, i.e., reduced child labor in the Eastern Province, the project pursued the strategies outlined in Table 5. All respondents noted that all four project outcomes are necessary and valid in the context of Eastern Province and are interdependent, building on each other to achieve its expected outcomes. The table summarizes the comments from the project’s key stakeholders during interviews on each driver and related strategies.

**Table 5. Project Theory of Change**

Primary Drivers	Related Strategies	Expected Change	Stakeholder Response
Poverty and access to livelihoods training and work opportunities	<b>Outcomes 1 and 2:</b> EMPOWER girls and women through the REAL course, including three months of life skills, three months of technical and entrepreneurial training and six months of follow-up services/mentoring.	Girls and women: increased life skills, soft skills, confidence and understanding of their rights and acceptable work, with increased technical, entrepreneurial, financial and functional literacy skills and access to peer support and business networks.	Driver/strategy and expected change are valid in the Eastern Province, where poverty and gender equity are serious issues and interest in functional literacy and livelihoods skills is strong.
Lack of awareness on child labor and gender equality	<b>Outcome 3:</b> Increase community awareness and understanding of CL and gender equality through radio partnerships and community awareness events.	Communities have increased awareness of child rights, understanding of what constitutes labor, importance of education and value of supporting women's/girls' empowerment for acceptable work.	Driver/strategy is valid, but achieving the projected change requires reaching out to the entire community, not just the participant pool, and utilizing more than radio broadcasts for messaging (e.g., town hall meetings and theater).
Lack of public and private engagement and partnership to combat child labor	<b>Outcome 4:</b> Increase government, private sector, business and civil society engagement and collaboration through PPPs.	Increased collaboration on addressing child labor and promoting gender equality in employment practices and increased capacity and will to develop networks of female entrepreneurs.	Driver is on target but strategy is challenging in remote areas, given that most firms are engaged in district capitals; support of local chiefdoms is critical.

Several stakeholders noted that tackling child labor in the Eastern Province would benefit from an approach that includes entrepreneurship and self-employment as part of the formal education curriculum.

Respondents noted that for the theory of change to hold true, renewed efforts will be required to get up to speed quickly on all expected outcomes, notably community awareness and PPP, where results are weak.

## Effectiveness and Schedule

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**Question 2:** Is EMPOWER currently on track to meet its targets? If not, why?

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The project is significantly behind at present in meeting its CMEP targets. At its midpoint, data are available on only three of 10 outcome measures (OTC 8 and 9, baseline child labor and gender equity knowledge scores, and OTC 10, PPP stakeholder coordination groups, where only one group of 40 targeted has been strengthened). Data on the seven other outcome measures

are pending technical training completion and post-tests to validate results related to demonstration of knowledge and skills derived from that training.

For the 17 EMPOWER output measures, data are available on 11. The other six are also pending cohort completion of technical training.

Of the 11 output measures for which data are available, the project at midpoint has met or is above 50 percent of the target for three: OTP13 (64 of 100 target community action groups formed); OTP 15 (53 of 29 target traditional leaders sensitized); and OTP 16 (22 of 20 target institutions/groups targeted for receiving technical assistance).

For the other eight output measures, performance is at or below 36 percent. These are all critical EMPOWER outputs, i.e., participant enrollment and completion, radio broadcasts, awareness events, stakeholder coordination groups and women’s entrepreneur networks.

Of most concern in terms of targets is the fact that enrollment in life skills at the midpoint for girls, women and men is 36, 25 and 7 percent respectively, while completion of life skills for girls, women and men is 8.5, 8 and 5 percent respectively.<sup>19</sup> Table 6 summarizes actuals vs. life-of-project targets.

**Table 6. Projections vs. Actuals: Enrollments and Completions<sup>20</sup>**

Output	Actual February 2019
Girls enrolled in life skills	910 enrolled (36% of 2,500)
Girls completing life skills	201 completing (8.5% of 2,375; 22% of enrolled to date)
Women enrolled in life skills	372 enrolled (25% of 1,500)
Women completing life skills	118 completing (8.3% of 1,425; 32% of enrolled to date)
Men enrolled in life skills	71 of 1000 (7% of 1,000) <sup>21</sup>
Men completing life skills	47 completing (5% of 950; 66% of enrolled to date)

The project is also significantly behind on its public awareness targets: only 79 (15 percent) of 512 target radio programs have been broadcast to date<sup>22</sup> and 57 (7 percent) of 870 target community awareness events have been scheduled.

The project is faring somewhat better for PPPs, with 58 percent (19 of 33) of its target PPPs signed to date (eleven by both WI and partner; eight by partner only while pending WI signature) and surpassing its life-of-project target for EMPOWER-provided technical assistance (22 groups assisted vs. 20 target). However, under this outcome, only one of the 40 planned public/ private/ civil society stakeholder coordinating groups has been strengthened and none of the planned women’s entrepreneur networks have been organized to date.

<sup>19</sup> CMEP target completion rates are extremely high: 95 percent estimated completion compared to 65 to 75 percent completion targets in most other USDOL child labor projects.

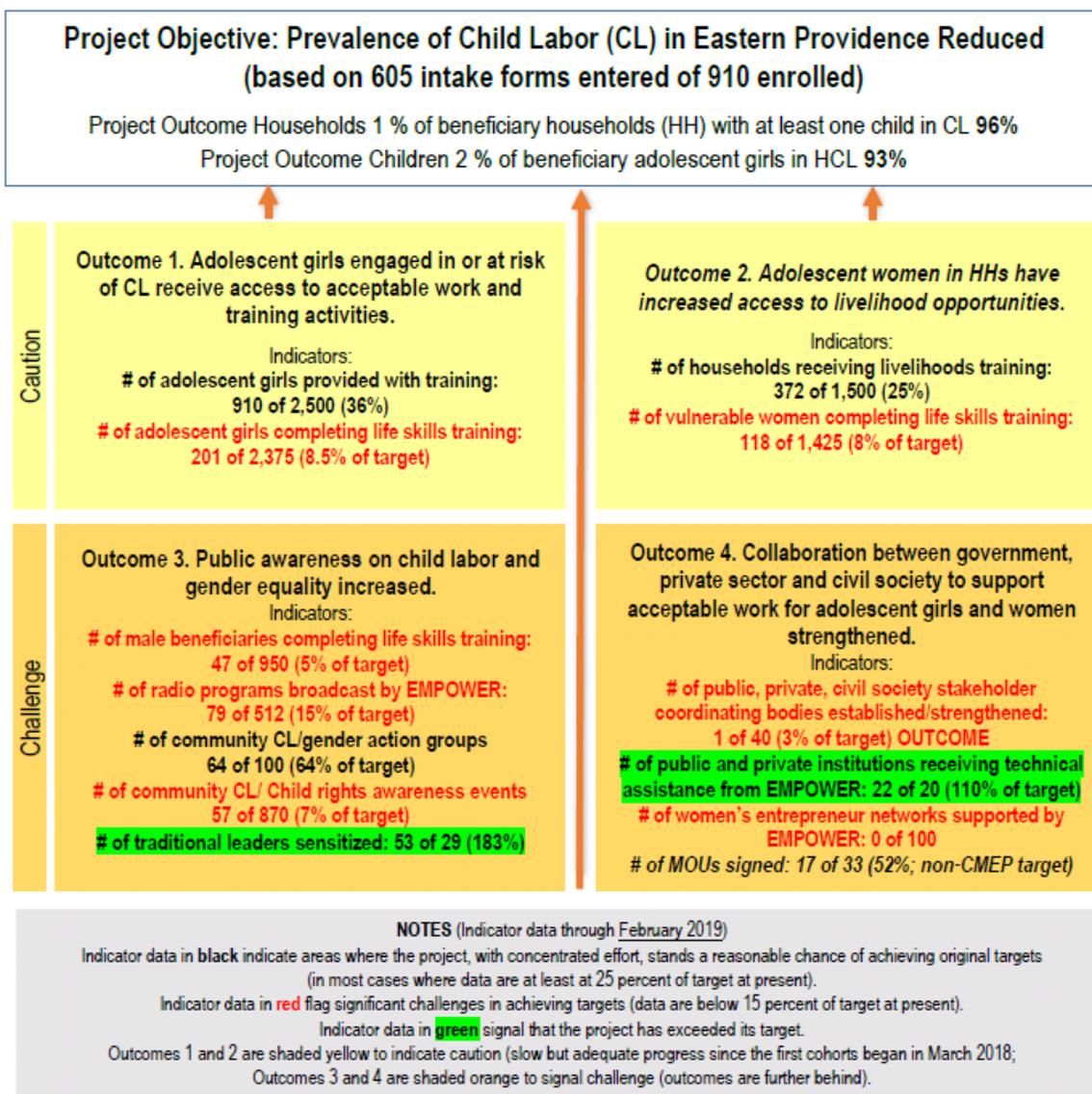
<sup>20</sup> Completion is defined by the project as attendance at 65 percent of classes for life skills and technical training.

<sup>21</sup> Most interviewees agreed that it is unlikely that the project will meet its targets for men completing the life skills training, given the low enrollment rates to date.

<sup>22</sup> For purposes of this report, the CMEP radio broadcasts target was reduced from 778 to 512, covering only the period when cohort training is active, i.e., March 2018 to October 2020. See Table 4.

The project's results framework provides an integrated picture of progress to date for the four EMPOWER outcomes. It is useful to analyze the framework holistically to explore whether poor performance in one outcome might be affecting performance in other outcomes (e.g., does slow progress in raising community awareness in Outcome 3 affect the interest and commitment of men in attending and completing the life skills course?).

**Figure 2. EMPOWER Results Framework Analysis**



Cognizant of the challenges in meeting enrollment targets, the project reassessed its workplan and adopted an aggressive strategy to bring the adequate number of new cohorts on stream in time to ensure that the last cohort completes the full REAL cycle by end of project (enrollment in life skills by September 2019). Table 7 presents the revised work plan. A detailed schedule covering the period March 2019 to project end is in Annex G.

**Table 7. Cohort Start Dates to Complete REAL Cycle by Project End**

<b>START DATE</b>	<b>NUMBER OF COHORTS</b>	<b>HUBS</b>
MARCH 2018	2 (Kagoro and Kapoko pilots)	1-10
JUNE/JULY 2018	10 (55 persons each)	1-10
NOV/DEC 2018	10 “	11-20
JAN/FEB 2019	10 “	1-10
Total- 12 months:	32 of 82 (40%) – 1750 of 5000 target enrollments (35%)	
<hr/>		
MARCH 2019	10 (65 persons each)	11-20
APRIL/MAY 2019	10 “	1-10
JUNE 2019	10 “	11-20
JULY/AUG 2019	10 “	1-10
SEPT 2019	10 “	11-20
Total- 7 months:	50 of 82 (60%)–3,250 of 5000 target enrollments (65%)	

Per Table 7, to meet its enrollment targets over the next seven months (March to September 2019), the project intends to launch 50 cohorts across all 20 hubs, compared with 32 launched over the prior 12 months. The number of participants enrolled in those 50 cohorts is projected to be 3,250, almost twice the number of participants enrolled in the prior 12 months. To achieve this ambitious plan, the project has adopted a strategy that provides for:

- Fewer (four vs. five) cohorts per hub, but higher numbers of participants enrolled (65 vs. 55 per cohort).
- Where necessary, increased number of training sessions per week to ensure that schedules are maintained (i.e., three sessions per week over eight weeks vs. two per week over 12 weeks), with concurrent classes running as needed (girls, women and men).

This is a challenging schedule, given the time involved in screening, enrolling, pre-testing and training new participants, as well as the requirement to recruit, train and monitor facilitators for life skills and technical training for these participants. These activities must take place while the Community Business and Livelihoods Development Specialist reviews business plans and recruits, trains and monitors the two pilot cohort business mentors who are beginning their follow-up period in April, while working with the Ministry of Commerce to organize cooperative registration. By September 2019, another 10 cohorts will enter follow-up training. The ability of the project to plan and implement this large number of activities and to procure and deliver in a timely fashion start-up animals and feed will determine whether it is able to meet targets (see Annex G).

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**Question 3A:** How effective are the life skills and technical skills training components on poultry and goat raising in teaching girls and women skills applicable to local employment and/or market opportunities?

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### Life Skills

- Curriculum appears well-designed based on a review of the training manual and feedback from facilitators.
- Separating the girls, women and men into different classes is important to allow each group to express its views openly.
- Classroom observation demonstrated that facilitators are engaging and use interactive methods.



*Life Skills Training Course in Mwase*

All interviews confirmed the following:

- A key result of the life skills training is increased confidence among girls and women, due in large part to the acquired functional literacy and numeracy skills.
- While highly valued, the functional literacy component that involves two to three one-hour sessions per week for 12 weeks is inadequate to achieve more than basics.<sup>23</sup>
- Men are difficult to recruit, but the few who start generally finish the training course.
- Classroom space is an issue, despite the much-appreciated rehab work the project carries out on the classrooms it utilizes. When conflicting events or exams occur, sessions take place under the trees (see picture). This handicaps the effectiveness of training, as many trainees cannot see the blackboard to copy down notes.



*Life Skills Training Course in Kapoko.*

- Participants confirm that life skills training impacts knowledge, attitudes and behaviors. Girls, women and men all stated they never knew age limits or load limits for child labor. Women and girls mentioned that, given statements from chiefs regarding child labor offenders, men are afraid of being arrested if they do not comply with acceptable work guidelines.

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<sup>23</sup> WI noted that the functional literacy component was not in its original design. When it was added, the available budget did not allow for more than basics. WI is looking into linking EMPOWER communities to the Ministry of Community Development and other non-governmental organizations that offer functional literacy classes.

- Community representatives and facilitators and district coordinators noted that it is essential to be clear with target population members, especially girls, during life skills courses that the outcome of technical training is creating a cooperative and that the start-up package belongs to the group. Several girls interviewed expressed regret that tailoring, hairdressing and catering options are no longer offered. Many also stated that they would far prefer receiving an individual allocation of goats or chickens over having to work cooperatively. Life skills facilitators play a key role in explaining the requirement for and advantages of a communal project.
- Chiefs expressed interest in having local volunteers integrated into life skills training to ensure sustainability, especially of functional literacy.

#### Technical Training:

- Competent, engaged technical trainers from MoFL who work regularly with grassroots-level farmers and can relate to their audience.
- Chickens have experienced low mortality and high sales.
- Theory and practice are integrated.
- Teamwork is organized to care for animals (for poultry, vaccines and cleaning of poultry house; for goats, ear-tagging, feeding and maintenance of goat hut).



*Poultry house for technical training in Kagoro*

- Technical tracks appear aligned with market assessment (the entire first group of chickens was sold to the community in Kapoko) although goats have not yet been sold.
- The entrepreneurship model is key to understanding raising animals as a business. The first business plans under a revised curriculum were under review at the time of evaluation.
- The mechanism for cooperative organization and registration must be field-tested to ensure effectiveness, given the tight time frame.
- A need exists for regular mentoring from technical/ market experts working regularly with cooperative management during six-month follow-up period.
- Many girls expressed a preference for individual entrepreneurial projects, but facilitators, CRs and DCs have worked with them to increase their buy-in and explain benefits of cooperative organization for economies of scale and longer-term profits.
- When asked about the prospect of teaching 60 girls and women in one class, facilitators noted that it could be done, but they would not be able to tell who is paying attention in such a large group.

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**Question 3B:** Are gender-related topics and appropriate tools adequately integrated into REAL course curriculum design and project activities?

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Feedback from participants and facilitators, as well as a review of curriculum and classroom observation, indicate that:



**CHIEF KAWAZA, Kagoro**

*"I visited the participants at their training; I was surprised to see rural women there who had never gone to school. They read and wrote in my presence. As farmers, if we can read and write, we can sign on our own for loans or deposits at the bank. I personally encouraged my fellow women to continue – my heart is with them as a female chief."*

- Gender-related materials are a core part of the life skills curriculum.
- Classroom sessions illustrate gender equity through stories of young women who seek to stand on their own and provide for their families.
- Participants, both male and female, respond well to the content and examples given of gender equality; girls and women confirm that the stories and roleplays help build their confidence in what they can achieve on their own.
- Facilitators greatly appreciated the life skills training of trainers (TOT) and confirmed that materials were well-adapted to the Eastern Province in terms of addressing early marriage, gender-based violence (GBV) and hazardous child labor for adolescent girls.

Feedback from men participants interviewed was particularly telling. All 14 men interviewed stated that they have made efforts post-training to provide help in the household to their spouses and to reduce the hours worked and heavy loads (of water and firewood) carried by their children in the fields. Men also confirmed that when they see other families not respecting the acceptable work guidelines, they take initiative to intervene.

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**Question 3C:** How effective are measures adopted by EMPOWER to address retention issues for girls, women and men attending the REAL course?

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Interviews identified the following key issues in retention and the project's response to resolve the Issue:

- Timing of classes: Sessions were shifted to afternoon when the girls are not in the fields.
- Lack of clear understanding about attendance: Facilitators now stress from the outset the 75 percent minimum attendance to receive the EMPOWER training certificate.



*Women Participants in Kapoko*

- Lack of recognition of training completion: EMPOWER provided T-shirts and certificates to all graduates.

- Participants discouraged or demotivated, often due to delays between training tracks: Chiefs and headmen, as well as community representatives, intervened to encourage participants to continue; EMPOWER tightened the schedule to avoid downtime between sessions.
- Lack of engagement of men: Chiefs and headmen emphasize the importance of men as leaders in the household and community learning about child labor, the value of education and the importance of gender equity.
- Long distances to attend training in central location: EMPOWER initiated satellite hubs as of Cohort 3 to reduce travel time.
- Rainy season requires more presence in fields: Make-up classes can be scheduled so that participants are able to reach the 75 percent required attendance level.
- Doubts about the longer-term income-generating potential from livelihoods: Demonstration effect of seeing cohorts sell their first batch of chickens convinced participants (and potential participants) of the validity of the poultry track. (Goats have yet to be sold.)



*Poultry House in Kagoro.*

- Low completion rates overall: EMPOWER is now over-enrolling by approximately 10 percent to allow for dropouts.

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**Question 4:** How effective is EMPOWER in addressing household livelihood barriers or concerns?

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Interviews indicated that:

- The project appears effective in addressing technical skills levels among girls and women that will allow them to carry out market-based activities such as poultry and goat raising that generate additional income outside of the traditional maize crops. Most interviewees agreed that this is the most important barrier addressed.
- Entrepreneurship training encourages participants to “think outside the box” regarding alternative income-generating activities. Examples cited by participants include trading in soap, eggs, fritters and salt.
- While the project design includes components intended to address savings and loans, market access and networking, the effectiveness of these components has yet to be proved. Specifically:
  - Creation and strengthening of VSLAs is a recent initiative that is now integrated into technical training and offered to both girls and women. Participants and staff agree that the VSLA could address periodic needs for small loans from the member girls and women but would not suffice for the larger capital requirements that cooperatives might

need. In Kagoro, the only hub of the three evaluated where VSLAs have begun, VSLA participants noted that it is hard to do much with such small loan pools.<sup>24</sup>

- Sources for other lending products have not been identified, but access might be facilitated by EMPOWER PPP partners such as Atlas Mara.
- Market access could be possible through the creation of cooperatives, enabling groups of women to achieve economies of scale and to sell to buyers requiring larger quantities (e.g., Chain Zambia). This possibility remains to be proven but the PPP coordinator has identified good technical resources to support market access and business planning, including Heifer International, the Poultry Association of Zambia, Modern Bazaar and Chain Zambia.



*EMPOWER Facilitators in Kagoro.*

- Networks of women entrepreneurs: None have been created as yet and discussions of how and when the Regional Women’s Entrepreneurial Network (RWEN) might be designed are still ongoing.<sup>25</sup>

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**Question 5:** What processes does EMPOWER have in place for monitoring the child labor/work status of child adolescent girls; and what challenges and emerging best practices are associated with these processes?<sup>26</sup>

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Work status monitoring determines the extent to which the project’s highest-level objective—reduce the prevalence of child labor in Eastern Province—is achieved.<sup>27</sup> As such, careful training

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<sup>24</sup> Women in Kagoro reported saving 2 kwacha/week each. Accumulated savings at the time of the interview came to 200 kwachas with three loans made for 50 kwacha each, reimbursed with 10 percent interest, and utilized for small trading initiatives: bananas, tobacco and fritters.

<sup>25</sup> EMPOWER staff indicated that the RWEN initiative might be replaced by or adapted to focus on participation by cooperative representatives at district agricultural fairs that take place annually in each district.

<sup>26</sup> During the evaluation, two intake forms selected randomly from the 910 stored in the WI office were reviewed, and the data entered in Survey 123 was cross-checked against the form. The specialist was able to retrieve the files and the evaluator was able to verify that data were entered per the form and that data marked as missing on the paper copy were in fact missing from the electronic file.

<sup>27</sup> The most recent data entered for 605 intake forms from 910 girls enrolled indicates a prevalence rate of 93 percent of the adolescent girl participants engaged in hazardous child labor. This is considerably higher than the prevalence survey data for Eastern Province, which reported 63 percent child labor rates according to caregivers and 91 percent child labor rates according to children interviewed. No target was set in terms of an endline rate of hazardous child labor. This result may be attributed to the selection process for recruiting the REAL course girls. Only girls who are not in school are selected; girls in child labor, married and/or with a child of their own, and/or living in a female-headed households are prioritized.

and supervision of enumerators responsible for participant intake and outtake are very important. EMPOWER has struggled with its work status monitoring system due in large part to the lack of continuity in the M&E specialist position, as the project is now on its third specialist in two years. The current M&E specialist joined the project in December 2018 and has worked diligently to make up for lost time and inefficient data collection and entry for the first half of the project. Challenges identified included:

- The 45-page complex intake form, with a data collection system initially predicated on using electronic tablets and Survey 123 software; WI abandoned the Survey 123 electronic data collection system due to an interface that was not user-friendly. Facilitators continue to use the paper form, with interns entering the data using Survey 123.
- Inadequacy of the Survey 123 software in terms of data analytics: Data collected must be exported to SPSS Statistics software for analysis.
- Insufficient training and follow-up monitoring of facilitators resulting in intake errors (missing data, non-respect of skips) and insufficient attention to intake form review by district coordinators both are due primarily to gaps between M&E specialists until the current specialist joined in December 2018.
- A backlog of data entry from intake forms through October 2018 resulted in a manual tabulation for the October 2018 TPR.
- Unintentional errors in counts of certain participants were due to data entry errors and some formula errors for aggregations, requiring multiple corrections to Annex A.

The project has taken several measures that can be considered emerging best practices to respond to these monitoring issues:

- Streamlining the intake form to reduce length and complexity.
- Recruiting four M&E interns who provide valuable support to the M&E specialist, as follows:
  - Detailed review of all completed paper surveys with notes on the front page of each survey as to what data are missing; this enables the district coordinator to collect missing data, some of which are key to EMPOWER indicators (e.g., data on POH4, the number of households with all children of compulsory school age attending school regularly; data on participant reasons for dropping out of school).
  - Data entry and subsequent filing of paper intake forms by hub.
  - Validation in the field of all completed intake forms to immediately identify any missing data to facilitate corrections.
- Three-day retraining of all facilitators, DCs and interns on intake process and data requirements (January 2019) and including identifying and training enumerators backups for all hubs to ensure a sufficient number of enumerators in the event of attrition.
- Periodic refresher training for facilitators, DCs and interns.

- Review with hub staff of the Hub Management Manual to ensure respect of all M&E-related procedures.
- Review of M&E policies, roles and responsibilities with all EMPOWER staff to ensure commitment to and respect for procedures and quality data.

The first outtake is scheduled for April/May 2019 for Cohort 1 from the pilot hubs (Kagoro and Kapoko). It is critical that this first outtake be carefully supervised, and forms reviewed in detail to ensure that preliminary conclusions can be drawn about the number of participants still in child labor. The project should endeavor to interview all enrolled participants, even those who did not complete, to determine what effect the awareness building and training they experienced have had on their labor status. A second outtake should occur at the end of the six-month follow-up period. This represents two outtakes per participant.

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**Question 6:** How have EMPOWER-funded radio programs contributed to public awareness on child labor and gender equality in the target communities?

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As indicated, the project is significantly behind on its public awareness targets: Only 79 (15 percent) of 512 target radio programs have been broadcast to date<sup>28</sup> and 57 (7 percent) of 870 target community awareness events have occurred.

Listeners who had tuned in to the live broadcasts felt they were effective (MLSS and certain listeners in Kagoro), but feedback from the radio stations on the radio program process was generally negative. Radio station managers noted that they had not been consulted in the design of the initiative and were given a small budget to produce both live and recorded programs. The budget is inadequate for periodic travel to the hubs to supervise and support the radio listening clubs. The radio station and radio listening club in Kagoro reported better success with the listening club program than Mwase where the club representatives did not have a clear idea of their role or Kapoko where there are no radio listening clubs at all even though the first pilot launched there in March 2018. Of the four community radio stations identified as partners to Panos, only three continue to work with the project. At the time of the evaluation, Panos did not indicate a plan to replace the fourth station.

Problems identified by the radio stations in terms of expectations by Panos regarding station support for the radio-based awareness program include:

- Need to focus on one or two strong radio listening clubs (RLCs) per hub rather than three to five weak clubs.

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<sup>28</sup> The denominator used to calculate the percentage of programs broadcast is based on a reduction in the total target programs from 778 per the CMEP to 512 based on 32 months (February 2018, when the pilots launched, through September 2020) of four broadcasts per month by each of the four community radio stations. The 778 target was based on 36 months of 20 broadcasts per month from four radio stations, each covering five hubs. If the 778 CMEP figure were used, the project would be at only 10 percent of target. WI staff pointed out that another reason for delays in broadcasts was the lengthy exchange over messaging and the requirement to wait to train journalists until the life skills module was finalized in line with the prevalence study.

- RLCs need to be revived and better integrated into the overall EMPOWER project; when project staff visit, they do not meet with the RLCs.
- To date, only one RLC per hub has received a radio and recorder, while the initial plan was to equip five RLCs.<sup>29</sup>
- Stations cannot support the RLCs due to insufficient budget for transportation to the field.



*Chikaya Community Radio Station.*

- Frequency and quality of messaging are impacted by the low levels of radio station supervision and support, which in turn affects the extent of awareness-raising in terms of reach and understanding across the entire community, as opposed to just the participant audience.<sup>30</sup>

One radio station manager stated, “For behavior to change, we need to determine which messages get repeated and how many times. There is no interaction between the RLCs and the radio station. It is important to work on the quality of communications rather than the number of broadcasts. We need to consider what content can be repeated. It would be helpful to interact with the other community radio stations involved with EMPOWER to share ideas and content.” A community representative interviewed stated that “we heard that radio programs would be broadcast, but then nothing occurred.”

In terms of community events, the project has organized only 57 of the 870 targeted events (7 percent). While Panos is to take the lead on these events, WI noted that the events are intended to be a joint output. Some of the delay is attributed to the implementation schedule but interviews revealed that stakeholders, EMPOWER staff, and community representatives all feel that the project should make a concentrated effort to organize community-wide meetings convened by headmen to discuss child labor, gender equity and gender-related topics like early marriage. Interviewees in Kapoko referenced the child protection committee sensitization programs that take place monthly and noted that EMPOWER could easily join forces with those presentations to include child labor as a topic. Other stakeholders referenced the Zambia Center for Communications Program (ZCCP) that raises awareness in cooperation with World Vision. Many interviewees suggested drama as an effective way of building awareness. The head teachers at the schools used by EMPOWER recommended working with youth clubs at the schools to raise awareness.

<sup>29</sup> WI noted that Panos procured an additional 85 radios to provide to the hubs and shipped them to Chipata in April 2019, after the evaluation, to be delivered in May.

<sup>30</sup> One of the chiefs interviewed also complained that the radio programming was too infrequent.

On a positive note, the project appears on track for the number of community action groups, which include the RLCs set up by the project. Community action groups to date total 64 of 100 targeted.

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**Question 7:** How effectively has EMPOWER built relationships and coordinated initiatives with partners, government stakeholders, and community stakeholders to reduce CL?

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A unique component of the EMPOWER project is its focus on public-private partnerships (PPPs) to combat child labor. All stakeholders interviewed agreed that EMPOWER has worked effectively at building relationships with partners, including government and community stakeholders and private sector entities.

The project targets 33 memoranda of understanding. To date, 19 agreements have been signed or are pending WI signature, for 58 percent of the target. This is a solid achievement given that the PPP component encountered delays due to the change of subcontractor from Waresa to WECREATE in September 2018. WI opted to end the Waresa subcontract early, citing underperformance, and issued a request for proposals for a replacement entity that was won by WECREATE, the Zambian branch of an international non-governmental organization (NGO) that focuses on self-employment for women.



*Potential Future Pastry Interns at Eastern Comfortable Lodge.*

Under the Waresa contract, 11 MOUs were signed, including MLSS, SPRIZ, Jesus Cares, Change Zambia, five radio stations, the Technical and Vocational Education Agency (TEVETA) and WECREATE (see list in Annex H). Since the WECREATE PPP advisor joined EMPOWER in October 2018, EMPOWER has signed eight additional MOUs, including Atlas Mara (Lusaka and Chipata branches), four chiefdoms, Modern Bazaar and Eastern Comfort Lodge. WECREATE expects to negotiate the remaining 14 MOUs through its private sector networks. All interviewees agreed that project sustainability hinges largely on effective support of these PPP partners.

The project's institutional partnerships have been extremely effective: EMPOWER has close ties to the Ministry of Education's District Education Board Secretariat who assisted the project with teacher identification for the life skills components, classroom rehabs and functional literacy curriculum. EMPOWER also works extremely well with the Ministry of Fisheries and Livestock to identify and train extension agents for the poultry and goat raising curricula. The MOU with the MLSS recognizes the role of the ministry in combating child labor and its District Child Labor Committee, based in Chipata, has partnered with the project for celebrations of International Women's Day, among other events.

On the local level, EMPOWER District Coordinators meet regularly with the district commissioners who oversee child protection in their district. The DCs also maintain close relations with the

chiefdoms for each hub. The latter have been valuable allies in participant identification and retention, and almost all have offered to donate land to the hub's cooperatives. Several have provided space for technical training classes to enable the primary school classrooms to be used for concurrent life skills training.

Other NGOs that focus on services for the rural poor have also offered technical assistance, including the Katete Women's Development Association (VSLA training), SPRIZ and Jesus Cares. In terms of private entities, Atlas Mara has provided training to 10 girls on how to market their financial services to rural entrepreneurs.

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**Question 8:** Has the turnover of key personnel impacted the EMPOWER project? If so, how?

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Interviews with project staff and key stakeholders indicated that the impact from key personnel turnover was limited. As indicated under "Work Status Monitoring," the lack of continuity in the M&E specialist position and inadequate oversight of data collection, entry and analysis led to a huge backlog for the direct participant monitoring system (DPMS) that the current M&E specialist, who began work in December 2018, is still working to resolve. Regarding the departure of the project director (PD) in October 2018, interviewees felt that the most serious downside was the freezing of the EMPOWER accounts until a new signatory could be authorized. This resulted in delayed payments and some embarrassment for field staff who were not able to procure needed materials and supplies when required. All interviewees felt that the youth training and employment specialist did an admirable job in assuming the PD responsibilities, in addition to her ongoing duties, and in keeping the project team united, focused and productive until the new PD was hired in March 2018.

## Sustainability

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**Question 9:** To what extent has the project's sustainability plan been deployed? Thus far, have challenges come up regarding this plan? If so, what remedial steps has the project taken?

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The project sustainability plan has not been reviewed or updated since the project document was signed. Staff noted that the former project director had been the primary champion of the sustainability plan, but oversight slipped when he departed. Stakeholders and staff felt that the arrival of the new PD provides an opportunity for fresh eyes on the plan.

Staff and participants felt that the most potential for longer-term sustainability is on the local level, as opposed to national or provincial levels. The evaluation reviewed the following potential sustainability plan elements with interviewees:

1. Girls' and women's life and technical skills to increase access to acceptable work and livelihood opportunities: The probability is high that participants will sustain these skills, especially functional literacy, numeracy and entrepreneurial skills.

Kapoko women participants stated: "Our skills will help us to increase income, allow us to stand on our feet to implement our project and to educate others on the same skills. We put the lessons learned on child labor into effect every day—if we find a child carrying a heavy load, we ask an adult to pick it up. Our husbands also recognize that it is acceptable for us

to use our skills.” A Kagoro woman participant noted: “Since I was born, no one came to Kagoro to bring something to help poor women and girls. Now I know how to write and I know the value of education. Now I can plan for myself and my family.”

2. Market-driven technical training: It is unlikely that technical training (especially TEVETA-type training, as envisioned in the original plan), will be sustained post-project due to the cost involved. However, it is likely that extension agents will continue to support the cooperatives with which they have worked.
3. Women’s entrepreneur networks: It is too early to determine how these networks will be organized and whether they will be sustained.
4. Increased community awareness on child rights, child labor and gender equality through radio programs and other community events, including town hall meetings: Broad-based community awareness is unlikely at present, given the slow rollout of radio programs and community events, but significant potential exists for sustainability by project end. As noted under question 6, interviewees felt that a great deal remains to be done to raise overall community awareness on these issues, beyond the circle of direct project participants, but agreed that awareness should expand if town halls are organized with traditional chiefs and headmen and with the integration of awareness-raising at the school level.
5. Public-private partnerships: PPPs based on win/win situations will likely be sustained in terms of technical mentoring and commercial support. Partnerships with the chiefdoms will also likely be sustained, especially given the increased commitment among most chiefdoms in the province in terms of empowering women and ending child labor, early marriage and gender-based violence.
6. Cooperatives will depend on the willingness of business mentors (Heifer, Poultry Association, MoFL extension agents) to continue to providing support.<sup>31</sup> They also depend on the field testing and adaptation of the cooperative registration process.
7. Community child labor committees (CLLCs)/monitoring: CLLCs and community child protection committees are more probable mechanisms for continued monitoring and actions or sanctions against offenders than district-level committees are. The EMPOWER project document specifically identifies DCLCs as sustainability targets but most interviewees felt there is a lack of district-level buy-in for yet another committee. (In fact, only two DCLCs exist in Zambia, both created with support from JTI under its child labor programs). Given this dynamic, most interviewees felt that the focus should be on community CLCs that are integrated with chiefdom committees for child protection.

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<sup>31</sup> Stakeholders interviewed referenced the challenges faced by the CLUSA-initiated Eastern Province Farmers’ Cooperative in terms of local management and long-term sustainability of a large-scale cooperative program including EPFC-owned warehouses.

# Lessons Learned and Promising Practices

## Lessons Learned

The following lessons were gleaned from a review of project TPRs, field interviews and discussions with project core and field staff from WI and its implementing partners and participants.

- Limited activities budget for 20 widespread hubs affected flexibility in allocating additional funds for certain non-programmed but critical expenses, notably funds to cover transportation challenges related to the satellite hubs located 10 kilometers from the central hub which is too great a distance for participants, many of whom attend class with their children, to walk multiple times a week for the REAL life skills and technical training. The large geographic area covered per hub requires transport/bicycles at a minimum for facilitators and community representatives.<sup>32</sup>
- More pilot sites at the outset (five to six) would have relieved the time pressure in the final months.
- Project participants seek recognition for completion (T-shirt, certificate).
- District coordinators play a critical liaison role with local officials in each hub but are stretched thin with five hubs and up to 1,250 direct participants each.
- Radio listening clubs cannot perform adequately without periodic on-site support from radio stations, the use/provision of equipment, quality control of messaging and recognition and inclusion by the project as integral players in achieving EMPOWER's outcomes.
- Community awareness requires more than radio broadcasts; in-person community meetings are a necessary complement.
- Intake and outtake data collection must be closely monitored with immediate corrective action to ensure that accurate work status data are properly and fully recorded.
- Small incentives or additional allowances motivate facilitators to continue with EMPOWER and are well justified given facilitators' support in motivating participants.
- Continuity in project implementation is important to maintain participant commitment, as gaps in training demotivate participants.
- Reduce the number of radio listener clubs for better supervision.
- Include radio listener clubs in all project visits and activities to increase their sense of inclusion.
- Ensure that RLC members and community volunteers observe both life skills and technical training sessions for a better understanding of REAL.
- Add plays as a regular part of the community awareness program.

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<sup>32</sup> WI notes that it is working on its budget to fund bicycles for facilitators and community representatives.

## Best Practices

The project has developed and implemented the following good practices to positive effect since the launch of the project.

- Close cooperation and coordination with chiefs and headmen.
- Town halls as an excellent launch-pad for hub activities and to enable the project to demonstrate buy-in from chiefs and headmen.
- An effective process to select facilitators, supported by strong cooperative relationships with MoFL and DEBS.
- Technical curriculum that emphasizes practical training and entrepreneurship and encourages teamwork.
- Recruitment of experienced facilitators who are familiar with interactive teaching methods and skilled in developing bonds with their low-literacy students, enabling them to understand and meet individual needs.
- Satellite hubs for participants coming from distances of 5 kilometers or more, providing flexibility for participant mothers (girls and women), many of whom bring their children to class, as well as promote more regular attendance and increase completion rates.

## Conclusions

### Overall Performance

EMPOWER faced several impediments to its implementation schedule during the project's first year in 2017, including delays related to submission of the prevalence and market assessment studies, preparation for the outcome evaluation, development and approval of final curricula and pre- and post-test instruments, and an outbreak of cholera. These delays slowed progress toward targets. The departure of two successive M&E specialists during the first two years of implementation caused a backlog in data entry and analysis for participant intake and monitoring.

The project team worked hard in 2018 to make up for lost time. At its halfway mark in March 2019, EMPOWER is below 25 percent of its targets for critical outputs (enrollment, completion, radio and community events for awareness-raising, stakeholder coordination groups and women's networks), but staff and stakeholders are committed to an aggressive implementation plan over the next seven months to enable them to (1) reach enrollment targets for adolescent girls and women, (2) reactivate RLCs, (3) roll out community awareness-raising events, (4) recruit and support PPPs to provide technical guidance to hub cooperatives and (5) organize dynamic and inclusive women's entrepreneur networks. All agree that 2019 is a crucial year for EMPOWER in terms of its ability to reach its long-term and medium-term outcomes.

## Design

The evaluation concluded that the EMPOWER REAL course model, with its focus on vulnerable households and a one-year skills and technical follow-up program, appropriately addresses the key causes of child labor and lack of acceptable work among participant adolescent girls in Eastern Province. The key causes—poverty, lack of functional literacy, no knowledge of child labor and gender equality, missing technical and entrepreneurial skills, the need for linkages to markets, and win/win partnerships with chiefdoms, government, NGOs and the private sector—are addressed through the REAL course life skills and technical training modules, supplemented by practical cooperative applications with support from PPPs. Despite the solid foundation of the project design, EMPOWER has had to work hard to overcome implementation challenges related to motivational and retention strategies for this very poor rural population in the “last mile” and transportation issues to reach distant hubs and participants.

In terms of the project’s theory of change, the evaluation found that its four outcomes are interconnected and interdependent. However, not all outcomes have achieved the same level of results vs. targets thus far. Stakeholders felt that considerable additional effort is needed to activate and integrate Outcomes 3 and 4, notably radio and community event awareness-raising and identification of partners who can contribute meaningfully to sustaining the hub cooperatives.

## Targets

Given the project’s lower-than-expected progress in achieving participant targets for Outcomes 1 and 2, it will need to closely manage screening, enrollment and completion among all participants through project end, with special attention to transitioning from one REAL module to the next without interruption. Radio programming, community awareness events, PPPs and women’s entrepreneur networks are far behind; achieving targets in these areas will require close coordination with Panos and WECREATE.

### REAL Course Effectiveness in Addressing Participant Needs

Life skills training is engaging and effective for all three participant groups, especially in terms of functional literacy and related confidence-building. Facilitators play a key role in keeping trainees motivated and encouraging them to complete.

Technical training is also effectively implemented by extension agents who are familiar with rural populations. Given the project focus on creating hub-level cooperatives run by participant girls and women, the entrepreneurship component of the technical training module is particularly important. EMPOWER just redesigned the entrepreneurship curriculum to better conform to rural environments. It should be reviewed carefully to ensure that business plans are realistic. EMPOWER intends to increase class size to 60 persons in April 2019, allowing for up to 10 percent dropouts. These increases are required to enable the project to meet its participant targets by project end. However, EMPOWER will need to carefully assess participant knowledge retention to ensure that the greatly increased size is not detrimental to learning.

The life skills curriculum includes effective gender tools. Adolescent girls and, in particular, women participants consider the stories of women's empowerment among the best parts of the REAL program and enjoy the roleplays to demonstrate how they can find their voice.

Retention measures identified by the project have borne fruit: After experiencing serious retention issues for the first cohorts, the project involved headmen to motivate participants to finish. Other measures included providing T-shirts and certificates to graduates, offering make-up sessions and publicizing the first poultry sales as demonstration of the benefits of completion. These measures not only improved retention, but also increased enrollment numbers for subsequent cohorts.

### EMPOWER Effectiveness in Addressing Livelihood Barriers

While the REAL design includes mechanisms for addressing livelihoods barriers faced by vulnerable rural girls and women, only the technical skills training has been field-tested to date. Mechanisms for business plan development and implementation, savings and loans, market access and networks have been planned, and some initial VSLA activities have occurred, but it is too early to determine if these mechanisms will produce the expected results in terms of sustaining hub-based cooperative initiatives or other alternative income-generating activities.

### Work Status Monitoring

The project has made progress in work status monitoring since a full-time M&E specialist joined EMPOWER in December 2018, assisted by four competent M&E interns who were recruited in October 2018. The latter support the monitoring process by reviewing the backlog of intake forms for completeness and accuracy, noting missing data and entering data from the paper forms to the participant database using Survey 123 software. The M&E specialist trained them in January 2019 to assist with the next intake by immediately reviewing forms as facilitators complete them. They will also support the first outtake survey scheduled in April 2019. This is a critical step in work status monitoring, as it will enable the project to ascertain progress in terms of reducing hazardous child labor among EMPOWER adolescent girls. As the first cohorts move into the REAL follow-up phase, data for seven outcome indicators related to knowledge and skills acquisition will also be collected. This will be another test of the M&E system's ability to measure higher-level outcomes.

### Radio Program Contributions to Public Awareness

This is the weakest of the four project components. The radio program initiative has suffered from inadequate supervision of the RLCs by the three community radio stations of the four initially identified that are still working with EMPOWER. While some live broadcasts and a few recorded broadcasts have occurred, listenership is not widespread in the community and the RLCs do not feel they are an integral part of EMPOWER. The number of other community-level awareness events is also low.

### Relationship-Building and Coordination with Partners to Reduce Child Labor

A total of 19 partners have signed MOUs with EMPOWER, confirming their willingness to support participant livelihoods and the hub cooperatives (11 have been signed by both WI and the partner;

eight have been signed by the partner and are pending WI signature). However, most indicate they will require a transportation allowance to offset the cost of reaching the “last mile.” EMPOWER will need to focus attention to this component over the next year, given the importance of these PPPs in mentoring and linking the cooperatives to markets to ensure their sustainability.

### Impact of Turnover in Key Personnel

Stakeholders noted that the primary impacts were (1) backlog of M&E data entry and analysis that occurred when the M&E specialists left, and (2) a one-month freeze on the project’s local bank account when the project director left. Stakeholders commended the strong team spirit of the EMPOWER staff and the management skills of the acting project director in overcoming the effects of the turnover.

## Progress Toward Sustainability

The project has made little progress in planning for sustainability, having focused primarily to date on solving immediate recruitment and implementation challenges. The sustainability plan in the EMPOWER proposal is a restatement of project strategy and activities. During the stakeholder meeting, attendees agreed that the plan should be revised to focus on a limited set of priority activities that can reasonably be sustained, with particular emphasis on steps to sustain hub-based cooperatives (the primary output of the project’s technical training). Also, under Outcome 4, Public/Private Partnerships, the current sustainability plan focuses on the creation of district child labor committees (DCLCs) while interviews with chiefs and community representatives indicate that community child labor committees (CCLCs) are a more efficient and locally based option for sustaining child labor monitoring.

## Recommendations

### Immediate Priority Recommendations

#### Planning and Support

- Ensure continuous implementation management to keep project activities on track and training modules in tight sequence; seek creative solutions when delays are encountered (e.g., increasing the number of sessions per week).
- Coordinate daily with district coordinators to determine their needs in terms of training of trainers, procurement and field office specialist support.
- Pay special attention to the strategic use of limited transport means; field activity planning must maximize use of project vehicles for all four components.

## Facilitators

- Provide adequate incentives to retain the valuable team of EMPOWER facilitators, including water or snacks and access to bicycles for remote hubs, per feedback from facilitators.
- When conducting trainings of trainers, review the project's reasons for opting to create hub-based cooperatives vs. providing individual start-up kits to participants to ensure that they are able to convey to participants the logic and economics behind this decision. Most participants expressed a strong preference for individualized start-up support as opposed to group activities.

## Men's Participation

- Consider means of broadening training for men to include entrepreneurship or creating a support role for hub cooperatives (infrastructure perhaps) to give them a sense of inclusion.

## Life Skills training

- Increase the time allocated for literacy training, perhaps by training and involving community volunteers who could provide additional sessions; many CVs are volunteer teachers- training them to provide literacy courses would create a sustainable local capacity.

## Technical Training

- Train technical facilitators on how to work in classroom settings with large groups of rural girls and women in terms of tracking how well participants are learning and organizing smaller groups for specific tasks.
- Train technical facilitators on child labor and gender equality issues so they can take that message to their other activities with farmer field schools.

## Community Awareness

- Work with CRs to develop a monthly program of town hall meetings to broaden the scope of awareness activities; include headmen in each presentation.
- Revise the radio station RLC management to ensure regular supervision of the best one or two RLCs per hub and guidance on messaging and recording; seek station input on how best to reach and engage rural audiences.
- Review all broadcasts to date to ensure adherence to approved messaging and to identify any gaps in content.

## PPPs/Cooperatives

- Focus on identifying and pursuing quality partnerships that can provide technical and market-based support for the cooperatives; this is one of the most critical project legacies.

- Recruit an intern or volunteer to support the DC, CBDL and PPP specialists' work with the cooperatives—if possible, one intern attached to each DC in the field.
- In hubs where land and infrastructure support are available, pursue construction of a multipurpose facility, including space for a poultry house and class and meeting rooms.

### Entrepreneurship

- Per the request from head teachers in the EMPOWER communities, work with the Ministry of Education and school head teachers to review options for including the EMPOWER entrepreneurship component in the formal school curriculum.

### Coordination with MLSS

- Ensure that national and provincial-level MLSS officials are regularly briefed on progress; provide a synthesis of the TPR report to DCLC; organize a field visit for DCLC members to enable them to observe project interventions and to interact with participants.

### Sustainability

- Revise the sustainability plan based on project experience and local dynamics and identify a reasonable number of priority sustainability targets (e.g., cooperatives, child labor monitoring, awareness, functional literacy) and develop a clear plan and metrics for tracking progress toward sustainable solutions.
- Identify all other USG and donor projects that offer synergies and potential supplemental resources for addressing child labor and gender equality in Eastern Province (e.g., the Arise 3 project in Chipata).

## Recommendations for Future Programming

- Given the inevitable start-up issues faced by rural child labor projects, project implementers, especially those with no existing community presence, should allow sufficient time for required preliminary studies and for community relationship building prior to provision of interventions. This phase can often take more than a year of the project's available timeline.

## Annex A: CMEP Performance Indicators<sup>33</sup>

CL= Children engaged in child labor; CAHR= Children at high risk of entering child labor

Area	Indicator		Results as of March 31, 2018 (effective start) per TPR	Results as of September 30, per TPR	Interim results reported to Evaluation by WI from October 2018 to February 2019	Project Target	Progress Toward Target/ Comments
Household Data	POH.1. Households with at least one child engaged in child labor	Target	65%	65%	65%	TBD	Target should be based on prevalence study; final target should represent reasonable reduction after REAL Caseload should be accurate for each period
		Actual	100%	91%	97%		
	POH.2. Households with at least one child engaged in hazardous child labor	Target	65%	65%	65%	TBD	As above
		Actual	100%	87%	92%		
	POH.4. Households with all children of compulsory school age attending school regularly	Target	TBD	TBD	TBD	TBD	Target should be based on prevalence study; final target should represent reasonable increase in children in school after REAL Caseload should be the accurate for each period and the same for all POH indicators
		Actual	46%	44%	39%		
Child Labor Status	POC.1 % of adolescent girls engaged in child labor	Target	65%	65%	65%	TBD	Target should be based on prevalence study; final target should represent
		Actual	100%	91%	97%		

<sup>33</sup> Data reported in this Annex are official numbers reported by EMPOWER to USDOL in WI Technical Progress Reports (TPRs) covering the period 10/17 to 3/18 and 4/18-9/18. Data reported in column 3- "Interim results reported to evaluator by wi October 2018-February 2019" were requested by the evaluator to provide an up-to-date picture of results in the five months since the most recent TPR available to the evaluator.

Area	Indicator		Results as of March 31, 2018 (effective start) per TPR	Results as of September 30, per TPR	Interim results reported to Evaluation by WI from October 2018 to February 2019	Project Target	Progress Toward Target/ Comments
							reasonable reduction after REAL Caseload should be accurate for each period
	POC.2 % of adolescent girls engaged in hazardous child labor	Target	65%	65%	65%	TBD	Target should be based on prevalence study; final target should represent reasonable reduction after REAL Caseload should be accurate for each period
		Actual	100%	87%	92%		
<b>Outcome 1: Adolescent girls engaged in or at high risk of child labor with increased access to acceptable work and quality training opportunities</b>							
Outcome 1 Adolescent Girls with knowledge and skills for acceptable work	OTC 1 % of participant girls completing REAL course who demonstrate knowledge required for acceptable work	Target					
		Actual	0	0	0		<b>NO DATA REPORTED TO DATE</b>
	OTC 2 % of participant girls completing REAL course who demonstrate skills required for acceptable work	Target					
		Actual	0	0	0		<b>NO DATA REPORTED TO DATE</b>
	OTP 1 # of children engaged in or at high risk of entering CL provide training services (E1)	Target	50	750	1000	2500	Incremental
		Actual	57	220	650		Significantly behind on target
	OTP2 # of participant girls engaged in CL or at CAHR completing REAL life skills	Target	0	285	1235	2375	Cumulative
		Actual	0	201			Significantly behind on target
OTP 3 # of participant girls engaged in CL or	Target						

Area	Indicator		Results as of March 31, 2018 (effective start) per TPR	Results as of September 30, per TPR	Interim results reported to Evaluation by WI from October 2018 to February 2019	Project Target	Progress Toward Target/ Comments	
	CAHR completing REAL technical training	Actual	0	0	0		NO DATA REPORTED TO DATE	
	OTP 4 # of participant girls referred to services for re-entry to formal school	Target						
		Actual	0	0	0		NO DATA REPORTED TO DATE	
	OTC 3 % of participant girls in acceptable work within 6 months after EMPOWER support	Target						
		Actual	0	0	0		NO DATA REPORTED TO DATE	
	OTP 5 # of participant girls participating in support group	Target						
		Actual	0	0	0		NO DATA REPORTED TO DATE	
	<b>Outcome 2: Vulnerable women whose HHs have children in CL or CAHR with increased access to livelihoods opportunities</b>							
	Outcome 2.1 Vulnerable women with knowledge and skills for improving livelihoods	OTC 4 % of vulnerable women completing REAL who demonstrate knowledge for improving livelihoods	Target					
			Actual	0	0	0		NO DATA REPORTED TO DATE
OTP 6 # of target HHs receiving livelihood services (L1)		Target	30	450	600	1500	Incremental	
		Actual	35	127	210		Significantly behind on target	
OTP 7 # of participant women completing life skills training		Target	0	171	741	1425	Cumulative	
		Actual	0	118			Significantly behind on target	
		Target						

Area	Indicator		Results as of March 31, 2018 (effective start) per TPR	Results as of September 30, per TPR	Interim results reported to Evaluation by WI from October 2018 to February 2019	Project Target	Progress Toward Target/ Comments	
	OTP 8 # of participant women completing technical skills training	Actual	0	0	0		NO DATA REPORTED TO DATE	
	OTC 5 % of participant women who diversity their source of income within 6 months of receiving EMPOWER support	Target						
		Actual	0	0	0		NO DATA REPORTED TO DATE	
	OTP 9 # of participant women participating in support networks	Target						
		Actual	0	0	0		NO DATA REPORTED TO DATE	
	OTP 10 # of participant women that access financial services with project support	Target						
		Actual	0	0	0		NO DATA REPORTED TO DATE	
	<b>Outcome 3: Public Awareness on Child labor and gender equality increased</b>							
	3.1 Women and men who complete REAL course training show increased knowledge of child labor and gender equality	OTC 6 % of participant men and women who complete REAL training demonstrating sufficient knowledge of child labor	Target					
			Actual	0	0	0		NO DATA REPORTED TO DATE
OTC 7 % of participant men and women completing REAL course demonstrating sufficient knowledge of gender equality		Target						
		Actual	0	0	0		NO DATA REPORTED TO DATE	
		Target	0	114	494	950	Cumulative	

Area	Indicator		Results as of March 31, 2018 (effective start) per TPR	Results as of September 30, per TPR	Interim results reported to Evaluation by WI from October 2018 to February 2019	Project Target	Progress Toward Target/ Comments
	OTP 11 # of male participants who complete REAL life skills training	Actual	0	45	47		Significantly behind on target
	OTC 8 % of target population that can identify at least 3 children's rights	Target					Baseline and endline surveys
		Actual	32.5%				No target- actual measure only
	<b>OTC 9</b> gender equality score	Target					Baseline and endline surveys
		Actual	23.8				No target- actual measure only
	OTP 12 # of radio programs broadcast by EMPOWER	Target	130	259	389	<b>778- reduced to 512 (see report)</b>	Cumulative
		Actual	7	23	79		Significantly behind on target
	OTP 13 # of community action groups around CL and gender equality established or strengthened	Target	10	45	80	100	Cumulative
		Actual	8	64	64		
	OTP 14 # of community initiative events focused on raising awareness on CL and protection of children's rights	Target	20	110	270	870	Cumulative
		Actual	4	53	57		Project will need to organize over 800 events before 10/2020 to meet target
	OTP 15 # of traditional leaders sensitized on traditional practices that promote CI and gender inequality	Target	5	7	5	29	Incremental
		Actual	19	34			Project has already surpassed its target (53 of 29 targeted)

Area	Indicator		Results as of March 31, 2018 (effective start) per TPR	Results as of September 30, per TPR	Interim results reported to Evaluation by WI from October 2018 to February 2019	Project Target	Progress Toward Target/ Comments
<b>Outcome 4: Collaboration between government, private sector and civil society on the promotion of acceptable work for adolescent girls and vulnerable women strengthened</b>							
<b>Outcome 4.1 Increased engagement among key stakeholders on addressing CL and promoting gender equality</b>	OTC 10 # of public, private and civil society stakeholder coordination bodies established or strengthened with EMPOWER support	Target	17	27	40	40	Cumulative
		Actual	0	1	1		DCLC in Chipata is the only body strengthened to date. It is unlikely that other DCLCs will be created- project should focus on CCLCs instead
	OTP 16 # of public and private institutions receiving technical assistance from EMPOWER	Target	15	15	20	20	Cumulative
		Actual	3	22			If end of project target is 20 per Annex A, then the project had exceeded its target as of October 2018
	OTP 17 # of women entrepreneurs' networks supported by EMPOWER	Target	10	40	60	100	Cumulative
		Actual	0	0	0		Project has not organized any networks to date

## Annex B: Evaluation Terms of Reference (TOR)

### Interim Evaluation- EMPOWER Project, Eastern Province, Zambia

#### I. BACKGROUND AND JUSTIFICATION

The Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) is an office within the Bureau of International Labor Affairs (ILAB), an agency of the U.S. Department of Labor (USDOL). ILAB's mission is to promote a fair global playing field for workers in the United States and around the world by enforcing trade commitments, strengthening labor standards, and combating international child labor, forced labor, and human trafficking.

OCFT works to combat child labor, forced labor, and human trafficking around the world through international research, policy engagement, technical cooperation, and awareness-raising. Since OCFT's technical cooperation program began in 1995, the U.S. Congress has appropriated funds annually to USDOL for efforts to combat exploitive child labor internationally. This funding has been used to support technical cooperation projects in more than 90 countries around the world. Technical cooperation projects funded by USDOL support sustained efforts that address child labor and forced labor's underlying causes, including poverty and lack of access to education.

This evaluation approach will be in accordance with DOL's Evaluation Policy. OCFT is committed to using the most rigorous methods applicable for this qualitative implementation evaluation and to learning from the evaluation results. The evaluation will be conducted by an independent third party and in an ethical manner and safeguard the dignity, rights, safety and privacy of participants. OCFT will make the evaluation report available and accessible on its website.

#### II. Project Context and Information

##### Project Context: Child Labor in Zambia

Children's involvement in economic activity is very high in Zambia, involving about one in three children between the ages of 7 and 14.<sup>34</sup> Most working children are found on family farms (92) and the majority of these children are girls.<sup>35</sup> Girls are also involved in unpaid or poorly paid domestic labor or trafficked to urban areas as domestic laborers.<sup>36</sup> They also face strong pressure to marry young—particularly in Eastern Province.<sup>37</sup>

Although girls' enrollment in basic education has risen almost to parity nationally,<sup>38</sup>

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<sup>34</sup> Towards Ending Child Labor in Zambia: An Assessment of Resource Requirements, 2012, p. 6.

<sup>35</sup> Towards Ending Child Labor in Zambia, p. 7.

<sup>36</sup> U.S. Department of State, 2015 Trafficking in Persons Report, Zambia: Tier 2.

<sup>37</sup> In Eastern Province, the child marriage rate is 60%, compared with the national average of 42%.

<sup>38</sup> In 2014, the gender parity index nationally was 1 in grades 1-4. Zambia EFA 2015 National Review, pp. 27-28.

economic, cultural, and legal gaps remain for girls to access acceptable work and quality training opportunities. Due to poverty and the “low social status assigned to women and girls” in Zambia,<sup>39</sup> struggling rural households often prioritize their sons’ schooling over that of their daughters.<sup>40</sup> This is particularly the case after grade 7, when school fees and long distances (entailing transport and/or boarding costs) make schooling more complicated and costly.<sup>41</sup> With high competition for scarce jobs in the formal sector,<sup>42</sup> few female professional role models, and little training in life skills, workforce readiness, or entrepreneurship, large numbers of rural, adolescent girls have limited career or vocational opportunities.

From a legal perspective, Zambia’s Education Act specifies that school is compulsory for children of “school-going age,” but the failure to specify those exact ages can lead to children starting school late, particularly in rural areas. It can also lead children to leave school before they have completed seven years of basic education or before age 15, when they are legally eligible to work under non-hazardous conditions.<sup>43</sup>

The challenges faced by adolescent girls in Zambia are in many ways a reflection of the poverty and gender inequities faced by their mothers or other female caretakers. Small-scale farmers in rural Zambia, the majority of whom are women, have limited livelihood opportunities since they often lack access to credit (key to obtaining inputs), functional literacy, entrepreneurial training, knowledge of improved crops and techniques, and links to producer groups and markets.<sup>44</sup>

To address the needs of small-scale farmers, the government initiated the Farmer Input Support Program to provide subsidized inputs. The program is undergoing much-needed reform, but it still benefits many more men than women and does not provide extension services (in the form of training and follow-up) to accompany inputs.<sup>45</sup> Likewise, the recently scaled up Social Cash Transfer program, which aims to “reduce extreme poverty and the intergenerational transfer of poverty among participant households,” is unable to meet the need and is not conditional on households keeping children in school and out of child labor.<sup>46</sup>

Another overarching factor in child labor is the lack of public awareness in rural communities about the importance of gender equality for household well-being and economic prosperity as well as the difference between acceptable and unacceptable work. In 2013, the government enacted the Prohibition of Employment of Young Persons and Children Act, prohibiting 15–17-year-olds from working under hazardous conditions, but the act and its relevance are still not widely known, accepted, or adhered to in Zambia’s large informal sector.

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<sup>39</sup> <http://www.girlsnotbrides.org/child-marriage/zambia/>

<sup>40</sup> Although primary school through grade 7 in Zambia is technically free, the costs of supplies, uniforms, lost opportunity, and school management committee fees are hurdles to girls’ enrollment and completion.

<sup>41</sup> World Bank Project Appraisal Document, p. 3.

<sup>42</sup> Nationally, only 15.4% of those 15 and older are employed in the formal sector (5.5% in rural areas).

<sup>43</sup> U.S. Department of Labor, 2014 Findings on the Worst Forms of Child Labor, Zambia, p. 3.

<sup>44</sup> World Bank Project Appraisal Document, pp. 1–3.

<sup>45</sup> See [www.times.co.zm/?p=25912](http://www.times.co.zm/?p=25912).

<sup>46</sup> See [www.mcdmch.gov.zm/sites/default/files/downloads/Social%20Cash%20Transfer%20Fact%20sheets.pdf](http://www.mcdmch.gov.zm/sites/default/files/downloads/Social%20Cash%20Transfer%20Fact%20sheets.pdf). For gaps, see World Bank Project Appraisal Document, p. 5.

Finally, a major gap in efforts to address child labor and promote gender equality is that key public and private stakeholders lack the knowledge and capacity to engage and collaborate efficiently.<sup>47</sup> While Zambia's government has adopted a number of laws and policies governing child labor and gender equality, administrative bodies often lack the ability to implement and enforce them consistently.<sup>48</sup> As a result, most private sector employers are not addressing child labor or gender inequality and do not see the business case or shared value that can come from doing so.

### **Consequences of not addressing need**

Without increased access to high-quality training and work opportunities for Zambia's adolescent girls and vulnerable women, the cycle of child marriage, early pregnancy, illiteracy, and poverty will continue. If communities—including leaders, men, and boys—do not value girls' and women's education and empowerment through acceptable work, then harmful norms and practices related to child labor and gender discrimination will continue. Unless public and private stakeholders (including government, civil society, businesses, and workers' groups) increase their engagement and collaboration, isolated attempts at addressing child labor, gender inequality and women's economic empowerment will have limited ability to reach scale, impact, and sustainability.

### **Project Specific Information**

To address these vulnerabilities and reduce child labor in targeted rural areas of Zambia over its four-year implementation period, the Increasing Economic and Social Empowerment for Adolescent Girls and Vulnerable Women (EMPOWER) project will provide direct services to 2,500 adolescent girls aged 15-17 who are engaged in or at high risk of engaging in child labor. These girls will participate in the Rural Entrepreneurship and Leadership (REAL) course which includes training in life skills and vocational or technical skills, followed by post-training mentoring, to help them develop the skills they need to secure acceptable work or start their own businesses. The EMPOWER project will also help 1,500 vulnerable women from the households of girls aged 15-17 who are engaged in or at risk of child labor to improve their economic situation by establishing or expanding their own businesses and will train these women and 1,000 men from their households in REAL sessions to increase their awareness of child rights, child labor and gender equality. Traditional community leaders, teachers and other adult males and boys will also be included in EMPOWER's awareness raising strategy to ensure communities build an increased understanding of gender equality, including the value of supporting women and adolescent girls to be economically empowered through acceptable work. EMPOWER will collaborate with key government and private sector stakeholders to promote public awareness on child labor and gender equality in employment practices.

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<sup>47</sup> The World Bank observes the lack of coordination in social protection and women's livelihood programs, Project Appraisal Document, p. 5. USDOL 2014 Findings on the Worst Forms of Child Labor Zambia report, pp. 3-6.

<sup>48</sup> Confirmed repeatedly by private sector actors as part of Winrock's field consultations.

The Project's results framework follows:

<b>Project Goal: Prevalence of Child Labor in Eastern Province Reduced</b>
Long-Term Outcome 1-Adolescent girls engaged in or at high risk of entering child labor with increased access to acceptable work and high-quality training opportunities
Medium-Term Outcome 1.1 - Adolescent girls with knowledge and skills required for acceptable work
Output 1.1.1 Adolescent girls have soft skills, life skills and work readiness skills
Output 1.1.2 Adolescent girls with increased technical and vocational skills
Output 1.1.3 Out of school adolescent referred to programs that provide support to re-enter school
Medium-Term Outcome 1.2 - Adolescent girls with increased access to acceptable work
Output 1.2.1 Adolescent girls supported through peer networks, business and/or social networks
Long-Term Outcome 2: Vulnerable women, whose households have children engaged in or at high risk of entering child labor, with increased access to livelihood opportunities.
Medium-Term Outcome 2.1 - Vulnerable women with knowledge and skills for improving their livelihoods
Output 2.1.1 Vulnerable women with soft skills, life skills and work readiness skills
Output 2.1.2 Vulnerable women with increased technical and/or, vocational and/or entrepreneurial skills
Medium-Term Outcome 2.2 - Vulnerable women with increased access to livelihood opportunities
Output 2.2.1 - Vulnerable women mentored through peer support network and/or linked business and/or social networks
Output 2.2.2 Vulnerable women with access to financial services
Long-Term Outcome 3: Public awareness on child labor and gender equality increased
Medium-Term Outcome 3.1 - Women and men who complete REAL Course training show an increased knowledge on child labor, child rights and gender equality
Output 3.1.1 Men with increased understanding of child labor, child rights and gender equality issues
Medium-Term Outcome 3.2 - Communities with increased awareness on the rights of the child, the value of education, the adverse effects of child labor, and the difference between child labor and acceptable work
Output 3.2.1 Radio programs on children rights, child labor and gender equality broadcast
Output 3.2.2 Support groups (school clubs, or other) around child labor and gender equality established or strengthened
Output 3.2.3 Community level awareness raising campaigns conducted
Output 3.2.4 Traditional leaders sensitized to curb harmful traditional practices that promote CL and gender inequality
Long-Term Outcome 4 - Collaboration between government, private sector and civil society on the promotion of acceptable work for adolescent girls and vulnerable women strengthened
Medium-Term Outcome 4.1 - Increased engagement and collaboration among key stakeholders (Government, businesses, workers' representatives, and civil society) on addressing child labor and promoting gender equality in employment practices
Output 4.1.1 Public and private institutions provided specific technical assistance to integrate activities to combat child labor in their programs
Output 4.1.2 Networks of female entrepreneurs created and/or strengthened through public-private partnerships

## **Strategy for Achieving Project Outcomes**

To achieve EMPOWER's four long-term outcomes, Winrock and its local partners, WECREATE Zambia and Panos, will employ three implementation strategies to strengthen stakeholders' knowledge and capacity to reduce child labor in target areas.

**Strategy 1 (Long-term outcomes 1 and 2):** EMPOWER girls and women through the

REAL course, which includes six months of technical, vocational, entrepreneurial, and life skills training and six months of follow-up services.

**Strategy 2 (Long-term outcome 3):** Increase community awareness and understanding on issues of child labor and gender inequality through Panos's community radio partnerships.

**Strategy 3 (Long-term outcome 4):** Increase government, private sector, business, and civil society engagement and collaboration with WECREATE Zambia Public-Private Partnerships.

These strategies are built on a foundation of participatory community mobilization and collaboration with the Zambian government and private sector that helps ensure local ownership in the design, implementation, and monitoring of project interventions.

## **III. PURPOSE AND SCOPE OF EVALUATION**

### **Evaluation Purpose**

The purpose of the interim performance evaluation is to:

- Assess the relevance of the project in the cultural, economic, and political context in the country, as well as the validity of the project design and the extent to which it is suited to the priorities and policies of the host government and other national stakeholders;
- Determine whether the project is on track toward meeting its objectives, identifying the challenges and opportunities encountered in doing so, and analyzing the driving factors for these challenges and opportunities;
- Assess the effectiveness of the project's strategies and the project's strengths and weaknesses in project implementation and identifying areas in need of improvement;
- Provide conclusions, lessons learned, and recommendations; and
- Assess the project's plans for sustainability at local and national levels and among implementing organizations and identifying steps to enhance its sustainability.

The interim evaluation will provide key stakeholders with information to assess and revise, as needed: work plans, strategies, objectives, partnership arrangements, and resources. The scope of the evaluation includes a review and assessment of all activities carried out under the USDOL Cooperative Agreement with Winrock International. All activities that have been implemented from project launch through the time of evaluation fieldwork will be considered.

## **Intended Users**

The evaluation will provide OCFT, the grantee, other project stakeholders, and stakeholders working to combat child labor more broadly, an assessment of the project's experience in implementation, its effects on project participants, and an understanding of the factors driving the project results. The evaluation results, conclusions and recommendations will serve to inform any project adjustments that may need to be made, and to inform stakeholders in the design and implementation of subsequent phases or future child labor elimination projects as appropriate. The evaluation report will be published on the USDOL website, so the report should be written as a standalone document, providing the necessary background information for readers who are unfamiliar with the details of the project.

## **Evaluation Questions**

### ***Design***

1. Does the EMPOWER project design appropriately and adequately address the key causes of child labor among participant adolescent girls and their households? Is the theory of change (ToC) as stated in the CMEP still valid?

### ***Effectiveness and Schedule***

2. Is EMPOWER currently on track to meet targets as outlined in Annex A?
3. How effective is the REAL course on addressing the specific training needs of the participant population?
  - a. How effective are the technical skills training components on poultry and goat raising of the REAL course in teaching girls and women skills applicable to local employment and/or market opportunities?
  - b. Are gender-related topics and appropriate tools adequately integrated into REAL course curriculum design and project activities?
  - c. How effective are measures adopted by EMPOWER to address retention issues for girls, women, and men attending the REAL course?
4. How effective is EMPOWER in addressing household livelihood barriers or concerns?
5. What processes does EMPOWER have in place for monitoring the child labor/work status of child adolescent girls; and, what challenges and emerging best practices are associated with these processes?
6. How have EMPOWER-funded radio programs contributed to public awareness on child labor and gender equality in the target communities?
7. How effectively has EMPOWER built relationships and coordinated initiatives with partners, government stakeholders, and community stakeholders to end/reduce child labor?
8. Has the turnover of key personnel impacted the EMPOWER project? If so, how?

## ***Sustainability***

9. To what extent has the project's sustainability plan been deployed? Thus far, have challenges come up regarding this plan? If so, what remedial steps has the project taken?

## **IV. EVALUATION METHODOLOGY AND TIMEFRAME**

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

### **A. Approach**

The evaluation approach will be qualitative and participatory in nature, and use project documents including CMEP data to provide quantitative information. Qualitative information will be obtained through field visits, interviews, focus groups and activity observation, as appropriate. Opinions coming from stakeholders and project participants will improve and clarify the use of quantitative analysis. The participatory nature of the evaluation will contribute to the sense of ownership among stakeholders and project participants.

To the extent that it is available, quantitative data will be drawn from the CMEP and project reports and incorporated in the analysis. The evaluation approach will be independent in terms of the membership of the evaluation team. Project staff and implementing partners will generally only be present in meetings with stakeholders, communities, and participants to provide introductions. The following additional principles will be applied during the evaluation process:

1. Methods of data collection and stakeholder perspectives will be triangulated for as many as possible of the evaluation questions.
2. Efforts will be made to include parents' and children's voices and participant contributions generally, using child-sensitive approaches to interviewing children following the ILO-IPEC guidelines on research with children on the worst forms of child labor: (<http://www.ilo.org/ipecinfo/product/viewProduct.do?productId=3026>) and UNICEF Principles for Ethical Reporting on Children ([http://www.unicef.org/media/media\\_tools\\_guidelines.html](http://www.unicef.org/media/media_tools_guidelines.html)).
3. Gender and cultural sensitivity will be integrated in the evaluation approach.
4. Consultations will incorporate a degree of flexibility to maintain a sense of ownership of the stakeholders and participants, allowing additional questions to be posed that are not included in the TOR, whilst ensuring that key information requirements are met.
5. As far as possible, a consistent approach will be followed in each project site, with adjustments made for the different actors involved, activities conducted, and the progress of implementation in each locality.

### **B. Evaluation Team**

The evaluation team will consist of:

1. The international evaluator;
2. As appropriate an interpreter fluent in necessary languages will travel with the evaluator.

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

The international evaluator will be responsible for developing the methodology in consultation with MSI, USDOL, and the project staff; assigning the tasks of the interpreter for the field work; directly conducting interviews and facilitating other data collection processes; analysis of the evaluation material gathered; presenting feedback on the initial results of the evaluation to the national stakeholder meeting and preparing the evaluation report.

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

## **C. Data Collection Methodology**

### 1. Document Review

- Pre-field visit preparation includes extensive review of relevant documents
- During fieldwork, documentation will be verified, and additional documents may be collected
- Documents may include:
  - CMEP documents and data,
  - Baseline and endline survey reports or pre-situational analyses,
  - Project document and revisions,
  - Project budget and revisions,
  - Cooperative Agreement and project modifications,
  - Technical Progress and Status Reports,
  - Project Results Frameworks and Monitoring Plans,
  - Work plans,
  - Correspondence related to Technical Progress Reports,
  - Management Procedures and Guidelines,
  - Research or other reports undertaken (KAP studies, etc.), and,
  - Project files (including any assessments or site visit reports) as appropriate.

### 2. Question Matrix

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

### 3. Interviews with stakeholders

Informational interviews will be held with as many project stakeholders as possible. The evaluator will solicit the opinions of, but not limited to: adolescent girls, community members in areas where awareness-raising activities have occurred, parents of project participants, facilitators, government representatives, employers and private-sector actors, legal authorities, union and NGO officials, the action program implementers, and program staff regarding the project's accomplishments, program design, sustainability, and the working relationship between project staff and their partners, where appropriate.

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

- OCFT staff responsible for this evaluation and project prior to the commencement of the field work
- Implementers at all levels, including DPMS data collectors, program facilitators, EDCs, ECRs involved in data intake, monitoring, and outtake/exit pertaining to whether children are engaged in or at risk of entering chld labor.
- Headquarters, Country Director, Project Managers, and Field Staff of Grantee and Partner Organizations
- Government Ministry Officials and Local Government Officials who have been involved in or are knowledgeable about the project
- Community leaders, members, and volunteers
- School teachers, assistants, school directors, education personnel
- Project participants (children withdrawn and prevented and their parents)
- International NGOs and multilateral agencies working in the area
- Other child protection and/or education organizations, committees and experts in the area
- U.S. Embassy staff members

### 4. Field Visits

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

## **D. Ethical Considerations and Confidentiality**

The evaluation mission will observe utmost confidentiality related to sensitive information and feedback elicited during the individual and group interviews. To mitigate bias during the data collection process and ensure a maximum freedom of expression of the implementing partners, stakeholders, communities, and project participants, implementing partner staff will generally not

be present during interviews. However, implementing partner staff may accompany the evaluator to make introductions whenever necessary, to facilitate the evaluation process, make respondents feel comfortable, and to allow the evaluator to observe the interaction between the implementing partner staff and the interviewees.

### **E. Stakeholder Meeting**

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

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

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

1. Presentation by the evaluator of the preliminary main results
2. Feedback and questions from stakeholders on the results
3. Opportunity for implementing partners not met to present their views on progress and challenges in their locality
4. If appropriate, Strengths, Weaknesses, Opportunities and Threats (SWOT) exercise on the project's performance
5. Discussion of recommendations to improve implementation and ensure sustainability. Consideration will be given to the value of distributing a feedback form for participants to identify their "action priorities" for the remainder of the project.

A debrief call will be held with the evaluator and USDOL after the stakeholder workshop to provide USDOL with preliminary results and solicit feedback as needed.

### **F. Limitations**

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

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

Finally, the evaluation will not examine cost-efficiency because it would require detailed financial and impact data which are not available.

### **G. Timetable**

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

Task	Date
Evaluation launch call	Jan 3
DOL/OCFT briefs Winrock International on evaluation	Jan 7
DOL/OCFT sends email connecting MSI and project	Jan 9
DOL/OCFT sends background project documents to MSI	Jan 7
DOL/OCFT sends TOR inputs and draft evaluation questions to MSI and Winrock International	Jan 18
Winrock International sends edits to TOR/evaluation questions and draft agenda to MSI	Jan 23
Logistics call with DOL/OCFT, MSI, and Winrock International	Jan 31
MSI sends draft TOR to DOL/OCFT and Winrock International	Jan 23
Cable clearance information submitted to DOL/OCFT	Jan 25
DOL/OCFT and Winrock International comments sent back to MSI	Feb 6
MSI sends final TOR sent to DOL/OCFT	Feb 13
Interview call with USDOL	Feb 13
Final TOR Approved	Feb 18
Fieldwork	Feb 27 – Mar 15
Post-fieldwork debrief call with DOL/OCFT	March 18
Draft report to DOL/OCFT and Winrock International for 48 hour review	April 5
DOL/OCFT and Winrock International comments due to MSI	April 9
Revised report to USDOL, Winrock International, and key stakeholders for 2-week review	April 15
USDOL, Winrock International, and key stakeholder comments due to MSI after full 2-week review	April 29
Final report to DOL/OCFT and Winrock International	May 10
Final approval of report by DOL/OCFT	May 17
Editing and 508 compliance review	May 22
Final edited report to COR	May 24
Final edited report to DOL/OCFT and Winrock International	May 28

## **V. EXPECTED OUTPUTS/DELIVERABLES**

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

- I. Table of Contents
- II. List of Acronyms
- III. Executive Summary (no more than five pages providing an overview of the evaluation, summary of main results/lessons learned/good practices, and key recommendations)
- IV. Evaluation Objectives and Methodology

- V. Project Description
- VI. Evaluation Questions
  - A. Answers to each of the evaluation questions, with supporting evidence included
- VII. Results, Recommendations, and Conclusions
  - A. Results – the facts, with supporting evidence
  - B. Conclusions – interpretation of the facts, including criteria for judgments
  - C. Key Recommendations - critical for successfully meeting project objectives – judgments on what changes need to be made for future programming
  - D. Lessons Learned and Best Practices
- VIII. Annexes - including list of documents reviewed; interviews/meetings/site visits; stakeholder workshop agenda and participants; TOR; etc.

The key recommendations must be action-oriented and implementable. The recommendations should be clearly linked to results and directed to a specific party to be implemented.

The total length of the report should be approximately 30 pages for the main report, excluding the executive summary and annexes.

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

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

## **VI. EVALUATION MANAGEMENT AND SUPPORT**

The Contractor will be responsible for Evaluation Management and Support.

## **Annex C: List of Documents Reviewed**

### **Project Documents**

1. Winrock International Technical Proposal- EMPOWER Project June 2, 2016
2. USDOL Cooperative Agreement, IL-23979-13-75-K to Winrock International, Nov. 1, 2016
3. Solicitation for Cooperative Agreement Applications (SGA-12-08) dated August 3, 2016
4. USDOL Management Procedures and Guidelines MPG FY 2016
5. Winrock International Gantt Chart, Project Implementation, February 2019
6. EMPOWER CMEP, Final November 2016
7. EMPOWER Prevalence Study Report, 2017

### **Winrock Technical Progress Reports and Annexes, Comments, and Replies**

8. April 2018 TPR
9. October 2018 TPR

### **Other Reports**

10. Winrock Market Assessment Report, December 2017
11. Winrock Prevalence Survey- Eastern Province January 2018

## Annex D: Field Schedule

Day/Date	Time	Activity	Name	Organization	Position/Title	Place	
Tuesday 26 Feb 2019	1:00 pm	Arrival in Lusaka					
	5:00pm - 6:30pm	Meet with EMPOWER PD/YTE				Protea Hotel Lusaka	
Wednesday 27 Feb 2018	8:30am-9:00am	Travel to U.S. Embassy					
	9:00am - 9:45am	Meeting with U.S Embassy				U.S. Embassy	
	09:45am - 10:00am	Travel to WECREATE Zambia					
	10:00-11:00am	Meeting with WECREATE team				Lusaka	
	11:00am - 11:30am	Travel to PANOS					
	11:30am - 12:30am	Meeting with PANOS				Lusaka	
	12:30pm 2:00pm	LUNCH BREAK					
	2:00pm - 2:15pm						
	2:15pm - 3:00pm	Meeting with MLSS				Lusaka	
	3:00pm - 3:15pm	Travel to TEVETA					Lusaka
	3:30pm - 4:30pm	Meeting with TEVETA					
Thursday 28 February 2018	08:30am- 09:00am	Travel to KKI Airport					
	10:40 - 11:50am	FLIGHT TO MFUWE					

Day/Date	Time	Activity	Name	Organization	Position/Title	Place	
	12:00pm - 2:30pm	Drive to Chipata					
Friday 1 Mar 2019	9:00am - 10:00am	EMPOWER Introductory Meeting				WI Chipata Office	
	10:00am - 11:00am	Winrock EMPOWER Individual Staff Interviews				WI Chipata Office	
	11:00am - 12:00pm					WI Chipata Office	
	12:00pm - 12:30pm					WI Chipata Office	
	12:30am - 1:00pm					WI Chipata Office	
	1:00pm- 2:15pm						
	2:15pm - 2:30pm						
	2:30pm- 3:30pm	Meeting with MLSS				Chipata BD	
	3:30pm	Travel back to the hotel					
Monday 4 March 2019	7:30am- 08:30am						
	08:30am- 09:00am						
	09:00am- 10:00am	Meeting with the Radio Station				Katete	
	10:00am - 10:45am						
	11:00am - 11:45pm	Meeting with Traditional Leader				Kawaza's palace	
	12:00pm - 1:00pm	FGD with RLC Captains				Kagoro	
	1:00pm - 2:00pm	LUNCH BREAK					
	2:00pm - 3:00pm	FGD with RC Adolescent girls				Kagoro	

Day/Date	Time	Activity	Name	Organization	Position/Title	Place
	3:00pm - 4:00pm	FGD with women				Kagoro
	4:00pm - 5:00pm	FGD with Men				Kagoro
	5:00pm	Travel back to the lodge				
Tuesday 5 March 2019	09:00am-11:00am	FGD with stakeholders				Pangani Lodge
	11:00am - 11:45am					
	12pm - 1:00pm	Meeting with CRS and Volunteers				Kagoro
	1:00pm - 2:00pm	LUNCH BREAK				
	2:00pm - 3:00pm	Observe REAL Course session				Kagoro
	3:00pm - 3:45pm	Meeting with RC Facilitators				Kagoro
	4:00pm - 5:00pm	Meet with VSLA group				Kagoro
	5:00PM	Travel back to the lodge				
Wednesday 6 March 2019	09:00am-12:30pm	Travel to Lundazi				
	12:30pm -1:00 pm	Check in at the lodge				
	1:00pm - 2:30pm	LUNCH BREAK				
	2:30pm - 3:00pm	Travel to the Radio Station				Lundazi
	3:00pm 4:00pm	Meeting with Chikaya Radio Station				Lundazi
	4:00pm	Travel back to the lodge				

Day/Date	Time	Activity	Name	Organization	Position/Title	Place
Thursday 7 March 2018	8:00am - 09:00am	Travel to Mwase				
	9:00am - 09:45am	Meeting with the Traditional Leader				Mwase
	10:00am - 11:45am	FGD with RLC Club				Mwase
	11:00am - 12:45pm	FGD with RC Adolescent girls				Mwase
	1:00pm - 2:00pm					
	2:00pm - 3:00pm	Observe REAL Course session				Mwase
	3:00pm - 3:45pm	FGD with Women				Mwase
	4:00 pm - 5:00pm	FGD with men				Mwase
	5:00pm	Travel back to the lodge				
Friday 8 March	9:00am - 10:00am	Check-out and Travel to Mawse hub (holiday in Zambia) - Carry lunch snack				
	10:00am - 11:00am	Meeting with facilitators				Mwase
	11:00am - 12:00pm	Meeting with Community Volunteers				Mwase
	12:00pm - 2:30pm					
Monday 11 March 2019	09:00am - 10:00am	Travel to Kapoko				
	10:00am - 11:00am	Meeting HRH Chief Madzimawe				Madzimawe Palace
	11:00am - 11:15am	Travel to Kapoko hub				

Day/Date	Time	Activity	Name	Organization	Position/Title	Place
	11:30am - 12:15pm	Meeting CRs and Community Representatives				Kapoko hub
	12:30pm - 1:30pm	FGD with RC adolescent girls				
	1:30pm - 2:30pm	LUNCH BREAK				
	2:30pm - 3:30pm	Observe REAL Course Session				
	3:30pm - 4:30pm	Meet with RC Facilitators				
	5:00pm					
Tuesday 12 march 2019						
Wednesday 13 March 2019	9:00am - 10:30am	Private Partners' Meeting				Protea Hotel
	10:30am - 11:00hrs	Refreshments				Protea Hotel
	11:00am - 12:30pm	Meeting with DCLC				Protea Hotel
	12:30pm - 1:30pm	LUNCH BREAK				
	1:30pm - 2:15pm	Travel to Kapoko				
	2:30pm - 3:15pm	FGD with Women				
	3:30pm - 4:30pm	FGD with men				
	4:30pm					

Day/Date	Time	Activity	Name	Organization	Position/Title	Place
Thursday 14 March 2019	9:00am-1:00pm	Stakeholders Meeting	EMPOWER Project Stakeholders			
	1:00pm - 2:00pm	LUNCH BREAK				
	2:00pm - 2:15pm	Travel to Radio Breeze				
	2:30pm - 3:30pm	Meeting with Radio Breeze				Radio Breeze
	3:30pm - 4:00pm	Outbrief with PD - if required				EMPOWER Office
	4:00pm	Travel back to the lodge				
Friday 15 March 2019	06:00am - 8:00am	Travel to Mfuwe				
	08:55am - 10:00am	FLIGHT TO LUSAKA				
	1:05pm	FLIGHT TO J'BURG				

## **Annex E: List of People Interviewed**

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## Annex F: Stakeholder Workshop

### Agenda

Time	Activity
8:30 – 9:00	Registration
9:00 – 9:10	Opening Prayer
9:10 – 9:15	Welcome- Ministry of Labor and Social Security
9:15 – 9:30	Welcome and Overview of EMPOWER project
9:30 – 11:30	Interim Evaluation Purpose and Preliminary Findings
11:30- 12:00	Questions and Answers
12:00 - 12:30	Refreshment break
13:00 – 14:30	<b>Small Group Discussion: Six Groups Key Questions and Best Practices</b> <ul style="list-style-type: none"><li>- Lifeskills Training</li><li>- Technical Training and Mentoring</li><li>- Awareness Raising</li><li>- Public-Private Partnerships</li><li>- Sustainability</li><li>- Monitoring and Evaluation</li></ul>
14:30 – 15:30	Presentation from each group
15:30 – 15:45	Concluding Remarks
15:45-16:00	Closing Prayer
16:00 –17:00	Lunch

### Participants

This section has been left intentionally blank in accordance with Federal Information Security Management Act (FISMA) of 2002, Public Law 107-347

## Group Assignments

1. LIFESKILLS TRAINING- 9
  - 2 Lifeskills facilitators Kagoro and Kapoko
  - 1 District Coordinator- Keziah
  - 1 Woman Participant Kagoro
  - 1 Adolescent Girl Participant Mwase
  - 2 Men Participants – Kagoro and Kapoko
  - 1 Community Volunteer Kapoko
  - 1 School Head Teacher Mwase
  
2. TECHNICAL TRAINING AND MENTORING FOLLOW-UP- 9
  - 3 Technical training facilitators
  - 1 District Coordinator- Raymond
  - 1 Woman Participant Kapoko
  - 1 Adolescent Girl Participant Kagoro
  - 1 Community Representative Mwase
  - 1 Community Volunteer Kagoro
  - 1 Winrock Community Business Development and Livelihoods Specialist
  
3. AWARENESS RAISING- 9
  - 3 Radio station managers
  - 1 Panos Community Awareness Specialist
  - 1 District Coordinator – Dennis
  - 1 Community Volunteer Mwase
  - 1 Community Representative Kapoko
  - 1 Man Participant Mwase
  - 1 School Head Teacher Kagoro
  
4. PUBLIC-PRIVATE PARTNERSHIPS - 8
  - 1 WECREATE PPP Specialist
  - 1 District Coordinator
  - 1 Woman Participant Mwase
  - 1 Adolescent Girl Participant Kagoro
  - 1 Heifer International
  - 1 Representative of Chiefdom Mwase
  - 1 DCLC Representative
  - 1 DEBS
  
5. SUSTAINABILITY- 9
  - 1 Winrock Project Director
  - 1 MLSS Provincial Labor Officer
  - 2 Representatives of Chiefdom Kagoro and Kapoko
  - 1 Ministry of Fisheries and Livestock
  - 1 Winrock Youth Training and Employment Specialist
  - 1 Ministry of Agriculture
  - 1 School Head Teacher Kapoko
  - 1 Human Rights Commission
  
6. MONITORING AND EVALUATION- 4
  - 1 Winrock M&E Specialist
  - 1 Lifeskills Facilitator Mwase
  - 1 Community Representative Kagoro
  - 1 Winrock M&E Intern

## Stakeholder Workshop - Group Discussion Conclusions

### Team Reports

QUESTION	ANSWER
<b>TEAM ONE: LIFE SKILLS TRAINING</b>	
How to motivate men to enroll?	<p>Most men are interested remaining engaged in the project if they know there is something that will benefit them at the end of the project. Therefore, the following should help motivate them;</p> <ul style="list-style-type: none"> <li>✓ Make the men understand and avail them with the relevant information from the beginning on how they are also going to benefit.</li> <li>✓ Consider them to be part of technical training and the cooperative team.</li> </ul>
What other solutions to retention problems might be considered?	<ul style="list-style-type: none"> <li>✓ Consistency in project implementation (avoid unnecessary gaps to avoid demoralization of participant participation).</li> <li>✓ Establishment of satellite hubs for participants coming from distances of 4km or more. <i>Too far to walk 8KM RT 3 times week-pregnant or carrying child</i></li> <li>✓ Introduce incentives such as snacks to encourage them</li> </ul>
Are there any gaps in the content of the course?	<ul style="list-style-type: none"> <li>✓ The content is fine but challenge is the limited time allocated for the participants to grasp the content <i>especially literacy lessons- men have 1 session/week- they want to read and write but 12 hours is not adequate</i></li> <li>✓ Limited facilitation aids - <i>ask for materials from MoGE</i></li> </ul>
What are life skills best practices?	<ul style="list-style-type: none"> <li>✓ Participant involvement and participation (interactive learning)</li> <li>✓ Establishment of a one-on-one relationship with participants to satisfy the different needs of each participant.</li> <li>✓ Identification of fast and slow learners and encourage group work that has both combination of learners.</li> </ul>
<b>TEAM TWO: TECHNICAL TRAINING AND MENTORING</b>	
Is 60 persons in one class (women and girls) reasonable?	<p><b>It is reasonable for training because:</b></p> <ul style="list-style-type: none"> <li>- Increased participation due to more questions asked by participants.</li> <li>- Increased opportunity to share knowledge because of old and young combination.</li> <li>- If many are coming from one village, they encourage each other to attend</li> <li>- During project management period, work load is shared, resulting in quality work.</li> </ul> <p><b>Not reasonable for mentorship:</b></p> <ul style="list-style-type: none"> <li>- number will be too large to mentor</li> <li>- disputes are likely to arise because of bigger number.</li> </ul> <p><b>Alternative:</b> split the group into two groups</p>
How can technical facilitators increase buy in from girls/women on the two livelihood tracks: poultry and goats?	<ul style="list-style-type: none"> <li>✓ Sensitizing on the benefits of poultry/goat production</li> <li>✓ Involve older learners to explain benefits of the track and group work</li> </ul>
What is needed to develop strong hub level cooperative? What are challenges and opportunities?	<p><b>What is needed</b></p> <ul style="list-style-type: none"> <li>• Encourage working together spirit</li> <li>• Having influential leaders</li> <li>• Training on cooperative management and formation</li> <li>• Involve the chiefs in encouraging and monitoring of cooperative activities</li> </ul> <p><b>Challenges</b></p> <ul style="list-style-type: none"> <li>• Conflicts/ disputes</li> <li>• Lack of serious participation by some members</li> <li>• Lack of accountability and transparency</li> </ul> <p><b>Opportunities for cooperatives</b></p> <ul style="list-style-type: none"> <li>✓ Increased membership will result in increased cooperative revenue</li> <li>✓ Easy access to financial, material and capacity assistance</li> </ul>
What are technical training best practices?	<ul style="list-style-type: none"> <li>✓ Dedicated more time to practical than theory lessons</li> <li>✓ Involve all the participant in all group activities</li> <li>✓ Encourage group discussion in all meetings</li> </ul>

QUESTION	ANSWER
<b>TEAM THREE: AWARENESS RAISING</b>	
What has been achieved thus far in terms of community awareness?	<ul style="list-style-type: none"> <li>✓ Nothing much has been done on awareness</li> <li>✓ Lack of coordination between RLC and the project</li> <li>✓ Very few radio programs have been done</li> <li>✓ No supervision of RLC by radio stations and District Coordinators</li> <li>✓ RLCs have lost focus</li> </ul>
How to make RLCs more efficient? More integrated? Better supervised?	<ul style="list-style-type: none"> <li>✓ Reduce the number of radio listener clubs for easy supervision.</li> <li>✓ Train radio listener clubs at community level on the EMPOWER project.</li> <li>✓ Project staff should meet radio listener clubs and make them feel part of the project.</li> <li>✓ Create linkage between RLC, Volunteers and the REAL Course</li> </ul>
How to improve the quality of broadcasts?	<ul style="list-style-type: none"> <li>✓ Chikaya Radio will intensify the days of broadcast in a week and do community awareness using a PS system.</li> </ul>
How to intensify frequency and reception of messaging?	<ul style="list-style-type: none"> <li>✓ Increase community awareness activities at community level</li> <li>✓ Don't rely on Radio Programs but also include drama</li> </ul>
What are the radio programs best practices?	None yet- to be determined
<b>TEAM FOUR: PUBLIC-PRIVATE PARTNERSHIPS</b>	
What is the most effective mentoring model?	<ul style="list-style-type: none"> <li>✓ Engagement of chiefs in soliciting for support within the province.</li> <li>✓ Engagement of technical people with skills to train the participants (e.g construction of chicken run).</li> <li>✓ Involvement of chiefs in project monitoring</li> <li>✓ Mapping of all organizations operating within the chiefdom</li> </ul>
What is the plan for creating cooperatives?	Chiefdom mapping for available stakeholders dealing with cooperative formation
What other available/ interested PPP partners might be identified?	<ul style="list-style-type: none"> <li>✓ Churches</li> <li>✓ Local business men</li> <li>✓ Trade kings</li> <li>✓ Banks (e.g., Atlas Mara)</li> <li>✓ Hospitality industries</li> <li>✓ Traders</li> <li>✓ MPs</li> <li>✓ Ministry of Fisheries and Livestock</li> </ul>
What are the best PPP practices?	<ul style="list-style-type: none"> <li>✓ Use of the local leadership at chiefdom and community level</li> <li>✓ Engagement of the Asian community</li> </ul>
<b>TEAM FIVE: SUSTAINABILITY</b>	
What are priority activities/results to sustain?	<ul style="list-style-type: none"> <li>-Entrepreneurship</li> <li>-VSLA</li> <li>-Poultry and Goat Raising</li> <li>-Tailoring &amp; Catering</li> <li>-Life skills</li> <li>-Community events through school clubs- to relay info to students- broad coverage; drama clubs-ambassadors of change</li> <li>-Technical support, linkages to markets through MOFL/COMDEV</li> <li>-Collaboration on child labor-Child Labor Committees at community level (Monitoring CL activities)</li> <li>-Sustain cooperatives and create linkages</li> </ul>
How to ensure child labor monitoring at the hub level?	<ul style="list-style-type: none"> <li>✓ Establish, train and strengthen Community Child Labor Committees to monitor and report child labor activities to the MLSS <i>don't need democracy—work through chiefs</i></li> <li>✓ Identify chiefdoms/chiefs and appoint them as Child Labor champions- <i>people listen to chiefs.</i></li> </ul>
Can training be sustained?	<ul style="list-style-type: none"> <li>Yes- by</li> <li>✓ extension services from MOFL/ MOAG</li> <li>✓ Training of Trainers approach- <i>CVs and CRs should continue training</i></li> <li>✓ DCLC training activities</li> </ul>
Who are the key counterparts to involve in reviewing/revising the EMPOWER sustainability plan?	<ul style="list-style-type: none"> <li>✓ HRC human rights commission</li> <li>✓ MOFL</li> <li>✓ MOH Health</li> <li>✓ MOGE</li> </ul>

QUESTION	ANSWER
	<ul style="list-style-type: none"> <li>✓ MOCTA Chiefs and Trad Affairs</li> <li>✓ COMDEV Com development</li> <li>✓ MLSS</li> <li>✓ Ministry of Youth</li> <li>✓ District Commissioners</li> <li>✓ Local Authorities (Council)</li> <li>✓ Heifer International</li> <li>✓ Atlas Mara</li> <li>✓ Radio Stations</li> <li>✓ Gender &amp; Child Development</li> <li>✓ YWCA</li> <li>✓ Ministry of National Planning/CSO</li> </ul>
<b>TEAM SIX: MONITORING AND EVALUATION OF CHILD LABOR STATUS</b>	
How can intake and outtake of participants be improved?	<ul style="list-style-type: none"> <li>✓ Food should be provided for the participants during the intake</li> <li>✓ Community sensitization and community awareness (community volunteers should sensitize the participants before the intake process)</li> <li>✓ Time between screening and intake discourages participants—they end up losing hope</li> <li>✓ The use of tablets for intake would be an effective and efficient means to attaining the desired numbers and quality data</li> </ul>
What are the key data to monitor from intake and to outtake?	<ul style="list-style-type: none"> <li>✓ The main objectives of the project (child labor status and child work)</li> <li>✓ Income generating activities should be monitored</li> </ul>
How can these data inform programming?	<ul style="list-style-type: none"> <li>✓ They can help improve the project in terms of the achieving its goal</li> <li>✓ They can give a road map on whether the project is achieving its intended objectives</li> </ul>
What system, if any, for monitoring child work status might be passed on to the chief or community?	<ul style="list-style-type: none"> <li>✓ Groups of people should be formed to monitor child labor-related issues and they should be linked to the chief to report cases of child labor</li> <li>✓ Child labor committees can be formed so that they can monitor child labor activities; these should be linked to the district and province</li> </ul>





## Annex H: List of EMPOWER MOUs (fully executed and in process)

### FULLY EXECUTED MOU'S

N.	PPP Partner	Purpose of MoU	Date Signed by Both Parties
<b>Government</b>			
1	Ministry of Labor and Social Security (MLSS)	Coordination and monitor of EMPOWER activities in Eastern Province. Integration of EMPOWER activities into the National Child Labor Prevention Action Plan.	October 4, 2018
2	TEVETA	To provide support and recommendations in the design of the EMPOWER REAL Technical/Vocational Courses.	October 31, 2017
<b>Non-Government Organizations</b>			
3	Change Zambia International	Coordination of CL prevention activities where jointly working in Eastern Province and on Chipata DCLC.	July 23, 2018
4	Support for Poverty Reduction in Zambia	Coordination of CL prevention activities where jointly working in Eastern Province and on Chipata DCLC.	July 19, 2018
5	Jesus Care Ministries	Coordination of CL prevention activities where jointly working in Eastern Province and on Chipata DCLC.	February 26, 2018
6	WECREATE	Support in design and training of trainers for entrepreneurship track	October 23, 2017
<b>Radio Stations</b>			
7	Chikaya FM	Develop and air CL and Gender Equality programming and coordinate activities with the Radio Listening Clubs (RLCs)	September 18, 2017

N.	PPP Partner	Purpose of MoU	Date Signed by Both Parties
8	Chipata TV	Develop and air CL & Gender Equality messaging and participate and report on key EMPOWER community activities	September 7, 2017
9	Petauke Radio Explorer	Develop and air CL and Gender Equality programming and coordinate activities with the Radio Listening Clubs (RLCs)	October 16, 2017
10	Mphangwe Community Radio Station	Develop and air CL and Gender Equality programming and coordinate activities with the Radio Listening Clubs (RLCs)	October 16, 2017
11	Breeze FM	Develop and air CL and Gender Equality programming and coordinate activities with the Radio Listening Clubs (RLCs)	March 19, 2018

Pending MOU'S

N.	PPP Partner	Purpose of MoU	Status of MoU
<b>Private Sector</b>			
1-2	Atlas Mara Bank (Lusaka & Chipata Branches)	Provide additional support and financial services to EMPOWER beneficiaries	<i>Pending final review and signature by WI. SOW approved by PPP</i>
3	Modern Bazaar	Provide technical inputs for the technical/vocational skills training, and on going resources and support to REAL course graduates	<i>Pending final review and signature by WI. SOW approved by PPP</i>
4	Eastern Comfort Lodge	To develop connection for REAL course graduates to sell directly to Eastern Comfort Lodge.	<i>Pending final review and signature by WI. SOW approved by PPP</i>

N.	PPP Partner	Purpose of MoU	Status of MoU
Traditional-Leadership			
5	Kawaza Chiefdom	To formalize commitment by Chief to support EMPOWER program, address CL and gender equity in their Chiefdom and also allocation land for the EMPOWER REAL Course.	<i>Pending final review and signature by WI. SOW approved by PPP</i>
6	Kathumba Chiefdom	To formalize commitment by Chief to support EMPOWER program, address CL and gender equity in their Chiefdom and also allocation land for the EMPOWER REAL Course.	<i>Pending final review and signature by WI. SOW approved by PPP</i>
7	Madzimawe Chiefdom	To formalize commitment by Chief to support EMPOWER program, address CL and gender equity in their Chiefdom and also allocation land for the EMPOWER REAL Course.	<i>Pending final review and signature by WI. SOW approved by PPP</i>
8	Zingalume Chiefdom	To formalize commitment by Chief to support EMPOWER program, address CL and gender equity in their Chiefdom and also allocation land for the EMPOWER REAL Course.	<i>Pending final review and signature by WI. SOW approved by PPP</i>