
**Independent External Midterm
Evaluation of
AYEDI:
Adolescent Youth Empowerment and
Development Initiative**

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Final Report

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This report describes in detail the final evaluation of the AYEDI Project that was conducted between March 7 and April 26, 2016. Dan O'Brien, independent evaluator, conducted the evaluation in collaboration with the project team and stakeholders and prepared the evaluation report according to the terms in the contract with the United States Department of Labor. Mr. O'Brien would like to express sincere thanks to all parties involved in this evaluation for their support and valuable contributions.



**O'BRIEN &
ASSOCIATES**
I N T E R N A T I O N A L

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LIST OF ACRONYMS

AYEDI	Adolescent Youth Empowerment and Development Initiative
BTVET	Business, Technical Vocational Educational and Training
CBT	Community-based Trainers
CCI	Cathedral Crown Investment Lira
CCLC	Community Child Labor Committees
CDO	Community Development Officer
CMEP	Comprehensive Monitoring and Evaluation Plan
CPC	Child Protection Committee
DBMS	Direct Beneficiary Monitoring System
DCDO	District Community Development Officer
DIT	Directorate of Industrial Training
DOVCC	District OVC Committee
GDFA	Gulu District Farmers Association
GOU	Government of Uganda
ICOLWI	
IFLY	Integrated Functional Literacy For Youth
ILO	International Labour Organization
JFFS	Junior Farmer Field Schools
M&E	Monitoring and Evaluation
YLP	Ministry of Gender Labor and Social Development
MOESTS	Ministry of Education, Science, Technology and Sports
MOU	Memorandum of Understanding
NAADS	National Agricultural Advisory Services
NCDC	National Curriculum Development Center
NFE	Non-formal Education
NGO	Non-governmental Organization
OVC	Orphans and Vulnerable Children
PMP	Performance Monitoring Plan
SOVCC	Sub-County OVC Committee
SSBG	Secondary School Block Grant

STF	Straight Talk Foundation
UGAPRIVI	Uganda Association of Private Vocational Institutions
USAID	United States Agency for International Development
USDOL	United States Department of Labor
UWESO	Uganda Women's Effort to Save Orphans
VSLA	Village Savings and Loans Association
VTI	Village Training Institutes
WEI/B	World Education Inc./Bantwana Initiative
YLP	Youth Livelihood Programme

EXECUTIVE SUMMARY

Introduction

In December 2013, USDOL and WEI signed a four-year Cooperative Agreement in which USDOL provided \$3 million to WEI to implement “*The Adolescent Youth Empowerment Development Initiative (AYEDI)*” in Uganda. AYEDI aims to address youth hazardous labor described in the previous section. The effective date of the agreement is December 30, 2013 to December 29, 2017.

WEI’s Bantwana Initiative (WEI/B), in partnership with the Government of Uganda (GOU) and in collaboration with local partners, is implementing AYEDI in four districts (Gulu, Lira, Iganga, and Bugiri) in Northern and Eastern Uganda. The project utilizes strategic public-private partnerships with specialized technical support from Uganda Women’s Effort to Save Orphans (UWESO), Straight Talk Foundation (STF), and RECO Industries Ltd to build the skills of vulnerable youth.

Project Description

The AYEDI project helps youth develop marketable skills to acquire decent work opportunities and to serve as civic leaders in their communities. AYEDI direct beneficiaries include 4,277 adolescent youth between the ages of 15–17 years who are either at risk or engaged in hazardous labor. AYEDI intends to provide livelihood services to 3,575 households. In addition, AYEDI aims to reach approximately 40,000 indirect beneficiaries through education and training interventions.

The overarching objective of AYEDI is to reduce adolescent youth engagement in hazardous work in AYEDI project areas. The project’s three intermediate objectives are to (1) increase provision of basic needs of adolescent youth and children by caregivers; (2) increase compliance with child labor laws by small-scale employers; and (3) increase adolescent youth in decent work.

The project implements the following key strategies to achieve these objectives.

AYEDI Clubs include training in life skills, leadership, recreational therapy occupational safety; motivational speakers, civic duties, study tours and career guidance.

Junior Farmer Field Schools (JFFS) aim to provide agribusiness skills to youth by having them learn modern agricultural techniques through establishing and maintaining gardens.

Integrated Functional Literacy for Youth (IFLY) provides basic literacy and numeracy, agribusiness, entrepreneurship, financial literacy and work readiness skills to youth to prepare them to start a range of income generating activities that range from household-based kitchen gardens to microenterprises.

Non-formal Education Trades Certificate program (NFE) provides competence-based trade certificates to youth interested in specific trades that are linked to national skills qualification under the Directorate of Training of the MOESTS.

Secondary School Block Grant (SSBG) aims to reintegrate out-of-school youth into secondary schools so that they can earn a secondary school certificate (S4) and supports adolescent youth retention in secondary school.

Village Savings and Loan Associations (VSLA) is the primary strategy intended to increase caregivers' income and savings so they are better able to meet the basic needs of youth.

Community Child Labor Committees (CCLC) is the primary strategy to increase compliance with child labor laws by small-scale employers.

Evaluation Overview

The overall purpose of the AYEDI midterm evaluation was to provide USDOL and WEI/B with an independent assessment of the project's performance and experience. The evaluation results are intended to allow USDOL and the WEI/B to determine whether the project is on track to achieve its stated objectives and outputs, identify strengths and weaknesses in the project approach and implementation, and provide recommendations to improve its effectiveness and efficiency.

This midterm evaluation aims to review the on-going progress and performance of the project that includes examining the likelihood of the project achieving its objectives and targets; provide recommendations that would improve delivery and sustainability of outputs and objectives; and assess the potential impact and sustainability of the project's interventions and results. The midterm evaluation also aims to provide project staff with information to assess and revise work plans, strategies, objectives, partnership arrangements, and resources.

The evaluation was conducted between March 7 and April 2, 2016. The evaluator reviewed project documents, developed data collection instruments, and prepared for the fieldwork during the week of March 7. Fieldwork was conducted in Uganda from March 14 to March 25. The fieldwork culminated with a presentation and discussion of the preliminary findings with key project stakeholders on March 23. The bulk of the data analysis and report writing occurred from March 28 to April 26.

Findings and Conclusions

Project Design and Validity

The AYEDI project design and theory of change is valid after two years of implementation. The project's objectives are designed to address hazardous work conditions of out-of-school youth and its major causes. In addition, the project design's assumptions have held. The primary threat to the assumptions, however, could be the government's lack of financial resources to implement and scale-up key child labor programs including the National Action Plan to Eliminate Child Labor, MGLSD's ICOLEW, and DIT's Skilling Uganda.

The extent to which the project's hypothesis/theory of change is proven will depend on whether the interventions have the intended effect. It is not entirely clear at the time of the midterm evaluation whether the VSLAs can help a significant number of caregivers meet the basic needs of youth; whether the CCLCs can effectively monitor small-scale employers; and whether

significant numbers of youth participating in IFLY can establish and sustain enterprises that lead to decent work.

Relevance to Needs

Overall, the project is meeting the needs and expectations of key stakeholders including the Government of Uganda, project partners, and beneficiaries. The project is addressing an important national problem, which is out-of-school youth involved in hazardous work conditions. The needs and expectations of key stakeholders have not changed since the inception of the project.

The evaluation identified several unmet needs. These include income generating activities for VSLA, especially for caregivers; transportation for CCLC members to effectively monitor small-scale employers; tangible income generating activities linked to local markets for IFLY youth who will not be able to sustain an enterprise; meals, transportation, and tool kits for youth acquiring trade certificates in the NFE program; and a clear career path for SSBG students once they graduate from secondary school.

Based on research as well as limited financial resources for the educational pathways, the project decided to channel 75% of youth into IFLY, 20% into NFE, and 5% into SSBG. However, the demand for NFE (trade certificates) appears to be greater than 20%. Some IFLY participants would have preferred to participate in NFE and earn a trade certificate and an informal polling of AYEDI Club participants showed more than 50% favored a trade certificate over starting an enterprise under the IFLY program.

Progress and Effectiveness

The project is on track to achieve its outcome and output indicators. Those targets for which the project appears to be behind schedule are for indicators where youth must pass exams to graduate, which they have not had the opportunity to take yet. The one indicator that the project is underachieving and that should be addressed is youth engagement in civic activities.

While the project's educational pathway interventions are effective, some are more effective than others. The AYEDI Clubs have effectively laid the foundation for youth to participate in one of the educational interventions. The trade certificate program under the NFE program appears to be most effective and tangible pathway to decent work. Those youth who possess entrepreneurial talent should be able to establish and sustain enterprises under the IFLY program. However, youth who do not possess entrepreneurial talent could struggle with their enterprises. The most ambiguous intervention is SSBG. While a secondary school certificate is a minimal requirement for many jobs, AYEDI youth who graduate from secondary school do not appear to have a clear path to decent work.

The VSLAs have the potential to be an effective and sustainable livelihood strategy to reduce child labor. The project has established 131 VSLAs that appear to be functioning relatively well but with some challenges. The challenges include low caregiver participation, low savings rates, low utilization rates, and problems with bookkeeping procedures. Low caregiver participation along with low savings rates could negatively affect their ability to help meet the basic needs of youth as hypothesized in the theory of change.

Systematically engaging youth in civic activities and providing leadership opportunities has been challenging. Youth receive leadership, teamwork, and community campaign training as part of the club package. The project also tracks increases in leadership practices. However, consistently engaging youth in meaningful civic activities and helping them attain leadership positions has not been as effective as anticipated in the original solicitation and project proposal.

Efficiency and Use of Resources

Overall, the project is implementing activities and expending funds on time. The project is slightly underspend by about 7%. However, Outcomes 1, 2, and 3 are underspent by 7%, 15%, and 32%, respectively. Apparently, delayed payment of partner invoices and planned expenditures for IFLY, NFE, and kitchen gardens in the third and fourth years of the project help explain the under expenditures. It would be prudent for the project to monitor outcome expenditures to avoid continued underspending.

Only 20% of the budget is allocated to the outcomes and outputs, which is low compared to other child labor projects. Only 6% of the budget is allocated to Outcome 3 that consists of the educational pathways. The shortage of funds that might be invested in NFE has limited the number of youth that acquire trade certificates, which appears to be one of the most effective pathways to decent work. It has also affected the amount of start-up capital to help make IFLY enterprises successful.

Management Systems

The project performance monitoring system is highly effective, practical, and appears to be meeting the information needs of the project. It is able to accurately track the progress in achieving outcomes and outputs as well as generate a variety of useful reports including changes in the knowledge, attitudes, and behaviors of the direct beneficiaries.

The project's managers use the performance monitoring system as a management tool to identify underperformance on outcome and output achievement and develop strategies to address underperformance. The project is effectively coordinating and communicating with its key stakeholders including the government, partners, and direct and indirect beneficiaries. Partners would like to receive more information regarding the effectiveness of interventions.

Sustainability

The IFLY, VSLA, and CCLC interventions have the best chances of being sustained once the project ends. The IFLY curriculum and approach could continue under the MGLSD's ICOLEW program as long as it can find the funds to expand the program beyond the current pilot phase. The VSLAs, by design, are sustainable as long as their members remain interested and committed. Likewise, the CPC/CCLCs, since they are a mandated village-level structure, should continue in most communities after the project ends.

The intended effects and sustainability of the interventions are questionable. For example, the survival rate for IFLY enterprises will likely be about 20%. Relatively low caregiver participation in the VSLAs and low savings rates call into question whether the VSLAs can be an effective mechanism to help caregivers meet the basic needs of youth. The overall effectiveness

of the CCLCs remains an issue due to a lack of transportation, motivation, and consistent support from the CDO.

It will be difficult to sustain the AYEDI Clubs, JFFS, and SSBG interventions as they are currently configured. Although expensive, the NFE intervention appears to be highly effective. Its sustainability, however, would depend on the extent to which DIT adapts the AYEDI NFE trade certificate curriculum and approach and applies it on a national level, which, in turn, would depend on available financial resources. The availability of financial resources seems to be a major obstacle.

Recommendations

1. Strengthen the IFLY Intervention Design

WEI/B should consider adjusting the design of the IFLY program. The objective of the redesign would be to help ensure that youth with entrepreneurial talent are able to establish and sustain successful enterprises while helping youth that do not possess entrepreneurial skills to acquire decent work through basic income generating activities or linkages to other decent work opportunities.

2. Strengthen the SSBG Intervention Design

WEI/B should continue with its plan to adjust the SSBG intervention so it focuses on keeping at-risk youth from dropping out of schools that are located in the districts and sub-counties targeted by AYEDI and training teachers in market-linked career guidance so that youth have an understanding about what is locally available. The targeted schools would be those that have the highest concentrations of youth at risk for dropping out of school and engaging in hazardous work. In addition, the project should consider establishing AYEDI Clubs in the schools where teachers instead of patrons and matrons would teach the AYEDI Club package curriculum.

3. Provide Meals and Transportation to Needy NFE Students

WEI/B should modify the NFE scholarship to include an allowance for meals and transportation to those students in need. The caregivers are supposed to provide meals to youth participating in the NFE intervention. It appears that in the majority of cases, the caregivers are not able to provide meals meaning that NFE students eat only one time per day. In addition, some youth have to walk more than five kilometers to the NFE training site where they often arrive late and tired. Hunger and walking long distances appear to be negatively affecting NFE students' ability to learn.

4. Assess and Address Gaps in Trade Certificate Program

WEI/B should conduct a rapid assessment to identify any weaknesses in the NFE program related to youth's ability to learn and find decent work. The rapid assessment should examine the length of the certificate program (currently three months) and the lack of trade tools to determine whether and how these factors might be affecting NFE students ability to practice, learn, and acquire decent work. The assessment should include interviews with current NFE students and instructors as well as interviews with Lot 1 youth who completed the course and have found or

are looking for jobs. The results of the rapid assessment should be used to inform an appropriate way forward.

5. Increase VSLA Caregiver Participation and Provide IGAs

WEI/B should develop strategies to increase the number of caregivers that participate in the VSLAs. Although VSLAs were directly marketed to AYEDI caregivers, many caregivers maintain that they could not participate due to lack of income to contribute to their savings account. The project should also consider evidence-based IGA approaches that provide IGA training and support to the VSLAs. The IGA training might serve as an important strategy to help VSLA members increase income and savings rates as well as channel loans into productive activities (instead of consumption). The IGAs would also serve as a strategy to convince more caregivers to participate in the VSLAs because they would view the VSLAs as a means to increase income.

6. Provide Refresher VSLA Bookkeeping Training and Support

WEI/B should deploy its Community Based Trainers (CBT) to provide refresher training to the VSLAs on bookkeeping and technical support as required. The evaluator identified a range of problems with the VSLA ledgers during interviews. These included cash balances in the ledgers that did not match the amount in the cash boxes; no entries of names of members who borrowed and the purpose of the loans; and incomplete entries. VSLA members responsible for managing the ledgers appeared confused about the VSLA bookkeeping process and noted that they require additional training and technical support including how to promote productive instead as consumption loans.

7. Systematize Educational Pathway Placements

WEI/B should consider providing a more systematic process for placing youth into one of the educational pathways that would consist of an aptitude assessment and career guidance. The project has set targets for the number and percentage of youth that will be allocated to the IFLY, NFE, and SSBG pathways based on a rapid assessment and market analysis conducted during the project design phase as well as available resources. Project staff place youth into one of the educational pathways based primarily on expressed interest and level of literacy with these targets in mind. In some cases, youth were placed in IFLY because they lived too far from the NFE training site.

8. Track Lots 1 and 2 Graduates to Determine Decent Work

AYEDI should track Lots 1 and 2 youth when they complete their pathways to determine whether they are involved in decent work. IFLY graduates should be tracked to determine whether their enterprises are successful. If enterprises are struggling or have failed, the project should endeavor to determine the reasons. NFE graduates should be tracked to determine whether they were able to find employment. SSBG graduates should be tracked to determine whether they are involved in decent work and the role the secondary school certificate played in finding employment. If SSBG are not employed in decent work, the project should explore the reasons.

9. Develop Systematic Approaches to Civic Engagement and Leadership

AYEDI should strengthen civic engagement opportunities for youth by developing a more systematic approach to meaningfully engage youth in civic activities and leadership roles. The project has effectively laid the foundation of leadership principles in the club package, which appears to be changing behaviors of youth based on pre and post AYEDI Club testing. Youth have also participated in civic activities such as cleaning markets, churches, mosques, and other public places. Other youth organized sports and cultural activities and served as peer leaders for JFFS. The challenge to the project is how to build on these foundations and take civic engagement and leadership to the next level where youth play key roles in addressing child labor and other social problems.

10. Strengthen the Sustainability Plan

AYEDI should build on its sustainability strategy by working with its partners to identify and strengthen those interventions and results that should be sustained once the project ends in December 2017. For each intervention, AYEDI and its partners should determine how the intervention or its result would be sustained, who will be responsible for sustaining them and where the financial and organizational resources would come from to ensure continuity, if that can reasonably be ascertained. AYEDI and its partners should modify its current sustainability plan so it lists the activities, outputs, or outcomes that will be sustained; describes how these elements will be financed; and states the person or organization responsible for ensuring the continuity of these elements. In addition, the sustainability plan should include a monitoring plan that lists milestones or indicators and timeframes that can be used by the project to track the progress in milestone achievement.

11. Focus on the Household

USDOL should consider focusing on the household as the unit of analysis in future projects that address out-of-school adolescent youth engaged in or at risk for engaging in hazardous work. USDOL views AYEDI as a pilot project to assess the pathway approaches and other interventions that it might include in future project solicitations. An important lesson that has emerged from implementing and evaluating the project is that the dynamics within households deserve deeper analysis that, in turn, affect a range of factors that influence child labor. These factors include the economic vulnerability of households, household decision-making regarding the allocation of scarce resources such as food and money; the demand for income and who is expected to earn the income; specific livelihood strategies that households employ; how households address major shocks such as draught, floods, and deaths; prevailing attitudes about education, child protection, and child labor (including early marriage, girls' education) and; social support systems.

12. Review Budget and Targets in Light of Recommendations

USDOL and WEI/B should meet to discuss the recommendations and their implications on the project budget and targets. The evaluator realizes that many of the recommendations would require additional financial resources that could affect the current set of indicator targets. The evaluator believes it would be a valuable exercise for USDOL and WEI/B to meet to assess how

resources are currently allocated and determine whether funds from non-outcome line items might be reallocated so the recommendations could be implemented. If additional resources are truly unavailable, the meeting would serve to discuss how targets might be modified to accommodate the recommendations where quality might be more important than quantity such as the case with the NFE program where providing meals, transportation, and tool kits to needy youth could improve learning and chances of acquiring decent work.

I. PROJECT CONTEXT AND DESCRIPTION

1.1. Project Context

Uganda has the youngest population in the world, with a median age of 15 years. Twenty-one percent of Ugandans are between the ages of 15-24. In 2009-2010, 60 percent of Ugandan youth between 15-24 years were in the labor force. They face a number of challenges, including poverty, under-employment, unemployment, and lack of relevant education and skills for employment. It is estimated that 3 out of 10 youth in Uganda live on less than \$1 per day.

Although agriculture is the largest area of employment in Uganda, youth often see farming as a “last resort.” Moreover, youth are not generally positioned to take advantage of agribusiness opportunities along the value chain. The informal sector, which is plagued by low productivity, employs 58% of the non-agricultural labor force.

Many Ugandan youth are ill-prepared to secure decent work and are vulnerable to hazardous labor due to a number of factors that may affect them, including: low school completion rates; inadequate formal or vocational training opportunities; insufficient technical and/or soft skills; lack of entrepreneurial skills needed to identify local market opportunities; negative perceptions about youth; and pervasive poverty. In short, youth hazardous labor is largely fueled by pervasive poverty, causing households to rely on and accept youth hazardous labor to meet basic needs.

1.2. Project Description

In December 2013, USDOL and WEI signed a four-year Cooperative Agreement in which USDOL provided \$3 million to WEI to implement “*The Adolescent Youth Empowerment Development Initiative (AYEDI)*” in Uganda. AYEDI aims to address youth hazardous labor described in the previous section. The effective date of the agreement is December 30, 2013 to December 29, 2017.

WEI’s Bantwana Initiative (WEI/B), in partnership with the Government of Uganda (GOU) and in collaboration with local partners, is implementing AYEDI in four districts (Gulu, Lira, Iganga, and Bugiri) in Northern and Eastern Uganda. The project utilizes strategic public-private partnerships with specialized technical support from Uganda Women’s Effort to Save Orphans (UWESO), Straight Talk Foundation (STF), and RECO Industries Ltd to build the skills of vulnerable youth.

The AYEDI project helps youth develop marketable skills to acquire decent work opportunities and to serve as civic leaders in their communities through a holistic package of interventions that address their comprehensive needs, build social assets, and expand their networks. AYEDI direct

beneficiaries include 4,277 adolescent youth between the ages of 15–17 years who are either at risk or engaged in hazardous labor.¹ AYEDI intends to provide livelihood services (L1) to 3,575 households. In addition, AYEDI aims to reach approximately 40,000 indirect beneficiaries through education and training interventions.

The overarching objective of AYEDI is to reduce adolescent youth engagement in hazardous work in AYEDI project areas. The project's three intermediate objectives are listed below:

1. Increased provision of basic needs of adolescent youth and children by caregivers.
2. Increased compliance with child labor laws by small-scale employers.
3. Increased adolescent youth in decent work.

Each intermediate objective consists of several sub-intermediate objectives. The sub-intermediate objectives associated with an increased provision of basic needs to youth by their caregivers include increases in income and savings and access to credit as well as integrated financial services. The intermediate objective to increase compliance with child labor laws by small-scale employers consists of sub-intermediate objectives that include increasing monitoring of small-scale employers by the community child labor committees (CCLCs) and increasing awareness in the communities regarding child labor and subsequently, reducing acceptance of child labor, especially hazardous child labor.² The sub-intermediate objectives related to increasing decent work include a range of educational intervention options such as obtaining technical and vocational knowledge; increasing functional literacy and numeracy skills; increasing access to financial services and business opportunities; and reintegrating out-of-school youth in secondary schools. The AYEDI complete results framework appears as Annex E.

In addition to the intermediate and sub-intermediate objectives, the project implements key strategies aimed at achieving these objectives. VSLAs are the primary strategy intended to increase caregivers' income and savings so they are better able to meet the basic needs of youth while CCLCs is the primary strategy to increase compliance with child labor laws by small-scale employers. The strategies aimed at increasing the number of youth involved in decent work are summarized below:

- *AYEDI Clubs* include training in life skills, leadership, recreational therapy (sports, games, music, dance), occupational safety; motivational speakers, civic duties, study tours and career guidance.
- *Junior Farmer Field Schools (JFFS)* aim to provide agribusiness skills to youth by having them learn modern agricultural techniques through establishing and maintaining gardens. It

¹ The AYEDI direct beneficiary is adolescent youth between the ages of 15 and 17 years. The direct beneficiaries are referred to as AYEDI youth and youth in the rest of the report.

² The AYEDI project defines hazardous youth labor as children of legal working age (14-17 years) who are working under conditions that are physically hazardous and/or not in compliance with Uganda labor laws.

should be noted that JFFS were incorporated into the AYEDI Clubs for Lot 2 youth and is not envisioned for the Lots 3 and 4.

- *Integrated Functional Literacy for Youth (IFLY)* provides basic literacy and numeracy, agribusiness, entrepreneurship, financial literacy and work readiness skills to youth to prepare them to start a range of income generating activities that range from household-based kitchen gardens to microenterprises. WEI/B complements IFLY classes with hands on support for youth from Business Linkage mentors who support youth groups in their various livelihoods activities for up to a year after IFLY class completion. The IFLY pathway includes sports and games that help to attract, retain, and motivate youth participation and completion of IFLY classes.
- *Non-formal Education (NFE) Trades Certificate program* provides competence-based trade certificates to youth interested in specific trades that are linked to national skills qualification under the Directorate of Training (DIT) of the MOESTS. The NFE competence-based guide was developed by the Uganda Association of Private Vocational Institutions (UGAPRIVII) and is linked to the Skilling Uganda framework. The NFE program ensures that worksites are safe and integrates work readiness and business skills.
- *Secondary School Block Grant (SSBG)* aims to reintegrate out-of-school youth into secondary schools so that they can earn a secondary school certificate (S4) and supports adolescent youth retention in secondary school. WEI/B trains teachers in career guidance that is linked to local markets and in how to identify opportunities to help youth consider their career options following their certificate. Training for teachers also layers on AYEDI Club package elements to existing school clubs to ensure that youth receive the life skills, OSH, and other important career and protection information.

II. EVALUATION PURPOSE AND METHODOLOGY

2.1. Evaluation Purpose

The overall purpose of the AYEDI midterm evaluation is to provide USDOL and WEI/B with an independent assessment of the project's performance and experience. The evaluation results are intended to allow USDOL and the WEI/B to determine whether the project is on track to achieve its stated objectives and outputs, identify strengths and weaknesses in the project approach and implementation, and provide recommendations to improve its effectiveness and efficiency.

This midterm evaluation aims to review the on-going progress and performance of the project that includes examining the likelihood of the project achieving its objectives and targets; provide recommendations that would improve delivery and sustainability of outputs and objectives; and assess the potential impact and sustainability of the project's interventions and results. The midterm evaluation also aims to provide project staff with information to assess and revise work plans, strategies, objectives, partnership arrangements, and resources.

USDOL and WEI/B developed a set of questions to guide the evaluation. The questions address key issues in (1) validity of project design; (2) relevance of the project to stakeholders in Uganda; (3) progress and effectiveness in achieving the project's objectives and outputs; (4) efficiency and use of resources; (5) project management systems and; (6) sustainability of the project's interventions and results. The evaluation questions appear in the Terms of Reference (TOR) in Annex A.

2.2. Methodology

The evaluation used primarily qualitative data collection methods. Quantitative data were also obtained from project's database and reports and incorporated into the analysis. Data collection methods and stakeholder perspectives were triangulated, where possible, to increase the credibility and validity of the results. The interview process incorporated flexibility to allow for additional questions, ensuring that key information was obtained. A consistent protocol was followed during each interview.

It should also be noted that the evaluator was not able to conduct cost-benefit or cost-effectiveness analyses because he did not have access to cost and benefit standards to be able to compare to other projects. Evaluators typically use cost-benefit and cost-effectiveness analyses to assess efficiency. Cost-benefit analysis determines the cost to achieve an impact that can be compared to standards or similar projects. Cost-effectiveness analysis examines and compares the efficiency of different interventions in achieving impacts or outcomes. Instead, the evaluator conducted analyses of the budget to determine the cost to implement key interventions. He also analyzed expenditure rates. These analyses are discussed under efficiency and use of resources in Section 3.4.

Evaluation Schedule. The evaluation was conducted between March 7 and April 2, 2016.³ The evaluator reviewed project documents, developed data collection instruments, and prepared for the fieldwork during the week of March 7. Fieldwork was conducted in Uganda from March 14 to March 25. The fieldwork culminated with a presentation and discussion of the preliminary findings with key project stakeholders on March 23. The bulk of the data analysis and report writing occurred from March 28 to April 26. The complete schedule of evaluation activities appears in the TOR Annex A.

Data Collection and Analysis. As noted previously, USDOL and WEI/B developed a list of evaluation questions that served as the basis for the evaluation. The questions were used to develop guides and protocols for the key informant interviews, focus group discussions, and document reviews. The master key informant interview guide is listed in Annex B. The following methods were employed to gather primary and secondary data.

Document Reviews. The evaluator read a variety of project documents and other reference publications. These documents included the cooperative agreement, project document, comprehensive monitoring and evaluation plan, technical progress reports, work plans, baseline survey report, capacity assessment reports, and budget and other financial reports. Annex C shows the complete list of documents that were reviewed.

Key Informant Interviews. The evaluator conducted 23 key individual and focus group interviews with USDOL managers, WEI/B officials, project staff, partners, government officials, community committees (VSLAs and CCLCs), caregivers, and AYEDI youth. A complete list of interviews appears in Annex D.

The document reviews and key informant interviews generated a substantial volume of raw qualitative data. The evaluator used qualitative data analysis methods, including matrix analysis, to categorize, triangulate, synthesize, and summarize the raw data captured from the interview notes. The results of the data analysis provided tangible blocks of information, which the evaluator used to write the evaluation report. The data analysis was driven by the evaluation questions in the TOR.

Sampling Methodology. The evaluator used a purposeful, non-random sampling methodology to select the interviewees. Table 1 summarizes the populations interviewed, the interviewing methodology, the sample size, and characteristics of the sample.

Table 1: Population, Methodology, Sample size, and Sample Characteristics

Population	Method	Sample Size	Sample Characteristics
USDOL	Group interviews	3	Project managers and evaluation officer

³ The evaluation started on March 7 with review of project documents and ended on April 26 with the first draft report that was sent to USDOL and WEI/B.

Population	Method	Sample Size	Sample Characteristics
WE HQ	Individual interview	1	WEI/B country coordinator (Uganda)
AYEDI project	Group interviews	25	Project management and technical teams
Partners	Group interviews	8	UWESO, STF, and Reco Industries
Central government	Individual interviews	1	YLP
District government	Group interviews	10	DC, CDO,
Youth	Focus group discussions	122 ⁴	AYEDI Clubs, IFLY, NFE, and SSBG
VSLA/caregivers	Focus group discussions	38 ⁵	VSLA officers, members including caregivers
CCLC	Focus group discussions	8	CCLC officers
Small-scale employers	Individual interviews	2	Rock quarry and rice reseller
NFE instructors	Individual interviews	5	Motorcycle repair, hairdressing, catering
Total Interviews		223	

The evaluator interviewed 223 persons. The majority of the interviews were conducted with AYEDI youth organized in 11 different focus group discussions in the project areas of Lira, Gulu, and Bugiri. Approximately 55% of interviewees were conducted with AYEDI youth. The evaluator also interviewed 38 representatives of the community committees (VSLAs and CCLCs) and 25 AYEDI staff members that represent 17% and 11%, respectively of the persons interviewed. The evaluator conducted the rest of the interviews with partners, government officials, small-scale employers, NFE instructors, and WEI/B and USDOL managers.

Limitations. The scope of the evaluation specifies two weeks of fieldwork, which was not enough time to interview the range of stakeholders that are participating in the project. This is especially true for youth beneficiaries. The evaluator worked with the project to select a purposive sample of 122 youth participating in AYEDI Clubs/JFFS, IFLY, NFE, and SSBG. The evaluator believes the sample, which is about 3% of the total number of youth targeted by AYEDI, accurately represents the views and experiences of the youth participating in the project. However, it is possible that selection bias may have been introduced and the youth that participated in the focus group discussions do not fully represent the views of all youth beneficiaries. Furthermore since this was a non-random, purposive sample, the findings cannot be generalized to the total population.

This was not a formal impact assessment. The findings for the evaluation were based on information collected from background documents and the key informant interviews. The accuracy of the evaluation findings are predicated on the integrity of information provided to the evaluator from these sources and the ability of the evaluator to triangulate this information.

⁴ The size of the focus groups ranged from 8-15 persons that consisted of both males and females.

⁵ The size of the VSLA interviews ranged from 10-20 persons that consisted of both males and females.

III. FINDINGS

The following findings are based on the review of key project documents and interviews conducted during the fieldwork phase of the evaluation. The findings address the key questions listed in the TOR and are presented according to the major evaluation categories: validity of the project's design; relevance to the needs of stakeholders; progress and effectiveness; efficiency and use of resources; management systems; and sustainability.

3.1. Validity of the Project's Design

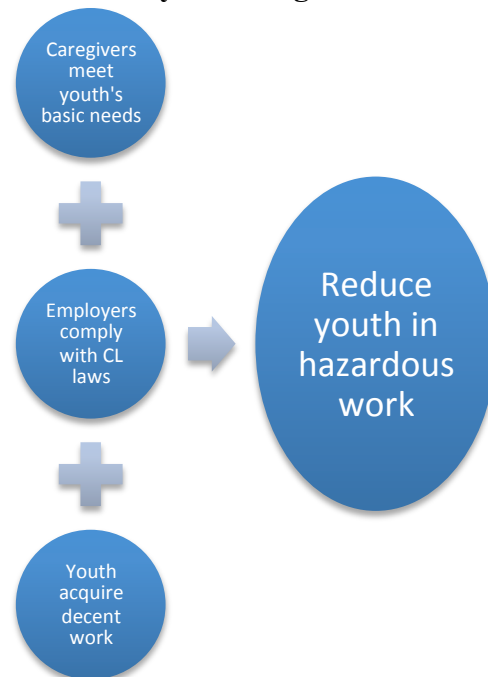
This section addresses the validity of the project design. It begins with an assessment of the project's theory of change (TOC) including an assessment of its appropriateness and adequacy to address the key causes of child labor among beneficiaries. This section also examines the extent to which the assumptions have held true and their affect on the TOC.

3.1.1. Theory of Change

Figure 1 shows an abbreviated version of the project's hypothesis or TOC.⁶ The hypothesis states that if caregivers are able to meet at least some of their children's basic needs and employers comply with child labor laws; and youth acquire decent work; then the number of youth involved in hazardous work will decrease. The TOC is built on the original project design and refined during the comprehensive monitoring and evaluation plan (CMEP) development process that took place between April and December 2014.

To assess whether the TOC is still relevant, the evaluator included several questions about the relevancy of the TOC in the interview guides for AYEDI staff and partners. AYEDI staff and partners believe the project design, including the TOC, is still relevant. They told the evaluator that the objectives address the problem of out-of-school youth engaged in hazardous work and the major causes. When asked whether any of the objectives should be adjusted, staff and partners explained that increasing the ability of caregivers to meet youth's

Figure 1: Theory of Change



⁶ The AYEDI Theory of Change is essentially the project's results framework that appears as Annex E. Figure 1 shows an abbreviated version consisting of the overarching objective and three intermediate objectives.

basic needs so youth are not obligated to engage in hazardous work; increasing the number of small-scale employers that comply with child labor laws, and increasing the number of youth who acquire decent work are the appropriate intermediate objectives necessary to reduce the number of youth involved in hazardous work.

Based on the interviews and a review of national level statistics on child labor and youth employment, the evaluator agrees that the AYEDI project design is still relevant and does not need to be adjusted. However, the evaluator identified a couple of assumptions in the logic model that do not appear to be holding. If these assumptions do not hold, the project's intended impact on reducing hazardous work among targeted youth could be adversely affected. These assumptions are discussed below.

Meeting Basic Needs. The project aims to increase income, savings, and access to credit so caregivers are able to meet at least some of the basic needs of youth so youth are not obligated to work in hazardous situations. Caregiver participation in the VSLAs is the project's primary strategy to achieve this objective. The evaluator identified two issues that could affect this objective's achievement. First, according to the project's database, only 46% of the targeted caregivers are participating in the VSLAs. Project staff note that most caregivers are typically very poor and do not have extra cash to save. This comment is consistent with comments made by VSLA members during focus group discussions. VSLA members explained to the evaluator that the majority of the AYEDI youth caregivers are not participating in the VSLAs because they do not have spare cash to save.

The second issue that could affect the ability of caregivers to meet the basic needs of youth has to do with low savings rates. During focus group discussions, VSLA members, including caregivers, told the evaluator that one of their most pressing problems is a low savings rate. They explained that draught, currency devaluation, and decreasing market prices for their produce have reduced their income and thus, their ability to contribute to their savings accounts and borrow against it for either productive or consumption purposes. The evaluator is concerned that if 54% of caregivers are not participating in VSLAs and if the 46% who are participating have low savings rates that negatively affect their ability to borrow, these caregivers will not be able to contribute to meeting the basic needs of those youth targeted by the project.

Youth in Decent Work. The project is targeting 4,277 youth that spend several months in AYEDI Clubs to acquire career guidance, goal setting, and other life skills and agriculture skills by participating in the JFFS.⁷ Once youth graduate from the AYEDI Clubs, they choose one of three available educational pathways that include non-formal education (NFE) trade certificate, integrated functional literacy initiative (IFLY), and the secondary school block grant program (SSBG) that aims to reintegrate out-of-school youth into secondary schools. The project is supporting youth to complete one of these three pathways and into decent work.

⁷ The project considers JFFS as one of the educational pathways. While it was separated from the AYEDI Clubs for Lot 1 youth, the project decided to combine it with AYEDI Clubs for Lot 2 youth. The JFFS will be discontinued for Lots 3 and 4 youth.

The project is placing 75% or 3,208 youth into the IFLY program where they learn functional literacy and numeracy, leadership, teamwork, and fundamental business principles. Towards the end of the program, youth are divided into groups of approximately 15 members who chose an agribusiness or enterprise idea to pursue. The project provides start-up capital of about \$90 to each group.

The project design assumes that the vast majority of the IFLY enterprises will be successful and, therefore, the IFLY youth will have acquired decent work. The evaluator identified two potential flaws with this assumption. First, studies in the Africa have demonstrated that the failure rate for African start-ups can reach 80% after two years.⁸ Based on these studies, it is plausible that only 20% of the IFLY enterprises will be successful. Second, the majority of IFLY youth that were interviewed, in the opinion of the evaluator, do not possess business acumen necessary to make a new business successful. The evaluator observed during focus group discussions with IFLY youth that about 65% to 70% of the members did not demonstrate either interest or much knowledge about the business idea the group chose to pursue. If these observations were accurate, IFLY's contribution to decent work would be less than the project intended. The IFLY program is discussed in detail under Section 3.3.2.

3.1.2. Project Assumptions

The AYEDI project design identifies seven assumptions key to its internal logic. Table 2 lists the assumptions along with an analysis of whether the assumptions have held and their affect on the implementation and potential impact of the project.

Table 2: Analysis the Project Design's Assumptions

Assumption	Analysis
GOU political will to implement the National Action Plan (NAP) to Eliminate Child Labor does not wane.	According to AYEDI staff and partners, the GOU's political will to implement the NAP to Eliminate Child Labor remains strong but it has limited resources to implement the plan. For example, AYEDI signed a memorandum of understanding with GOU that obligated it to provide 500 scholarships for the NFE pathway. To date, the GOU has not provided any scholarships, which has limited the number of AYEDI youth that will receive trade certificates. Furthermore, AYEDI staff believe that the district level committees have not been able to effectively implement the NAP because they lack operational funds.
Uganda economy does not undergo any unforeseen shocks	The evaluator was unable to identify any major shocks to the Uganda economy since the project started operations. However, the Uganda Shilling depreciated against the US Dollar by nearly 30% (2,500 in 2014 to 3,500 in 2016). Key stakeholders noted that the weakened Shilling contributed to an increase in the cost of living. Stakeholders also noted that changes in climate (prolonged draught and inconsistent rains) have affected agriculture production. It is plausible that these factors have

⁸ Seapei Mafoyan, Chief Operating Officer at Shanduka Black Umbrellas, 2015

Assumption	Analysis
	negatively affected the VSLAs and especially caregiver's ability to meet the basic needs of youth.
<p>Stability, community reconciliation and recovery continue in the North.</p> <p>MGLSD remains committed to enhancing and scaling up the IFLY program enhanced for adolescents aged 15-17.</p> <p>GOU political will and international donor support for the transformation of BTJET as per BTJET Strategic Plan (Skilling Uganda) does not diminish.</p>	<p>AYEDI staff and partners believe that the districts of Lira and Gulu in the North have remained stable and community reconciliation and recovery have continued.</p> <p>According to MGLSD officials, it is committed to enhancing and scaling up the IFLY program. MGLSD used the IFLY curriculum to develop its own youth livelihood program that it is currently piloting. However, the MGLSD officials acknowledged that it currently has limited resources to implement its program.</p> <p>AYEDI staff and partners believe the government's political will and international donor support for Skilling Uganda remain high. An interview with a DIT official also confirmed this point of view. However, it is not clear to the evaluator whether donor funded programs and government resources are adequate to have the intended impact at the national level.</p>
DOVCCs in Iganga and Bugiri continue to receive funding from Strengthening Decentralized Systems (USAID performance-based contract).	According to AYEDI staff, the DOVCCs are not functioning because USAID has stopped funding the decentralized systems and focused its resources on health. Nevertheless, AYEDI staff believe that this has not affected the project because the districts have established district management committees (DMC) with support from USAID where all implementers meet on a quarterly basis to present their reports for the previous quarters and plans for the upcoming period.
Elections in 2016 do not politicize or disrupt AYEDI	The AYEDI field staff told the evaluator that the elections caused delays in the implementation of some project activities because the communities were occupied planning and carrying out election related activities for the different political parties.

3.2. Relevance to Needs of Stakeholders

This section examines the relevance of the project to the needs of the beneficiaries and other key stakeholders. It examines whether the project's interventions are consistent with the needs and expectations expressed by key stakeholders including youth beneficiaries and their families, communities, the government, and project partners.

3.2.1. Overview of Key Stakeholders

The project's primary stakeholders include the brief descriptions of the stakeholders are presented in Table 3.

Table 3: Summary of Key Project Stakeholders

Government of Uganda	
MGLSD	MGLSD, which is AYEDI's primary government counterpart, is responsible for promoting cultural growth, skills development, labor productivity, gender equality, labor administration, and social protection. MGLSD is also responsible for promoting functional literacy and numeracy and, therefore, collaborates with AYEDI on the IFLY program.
MOESTS	The Ministry of Education, Science, Technology, and Sports (MOESTS) is responsible for promoting quality education, training, and sports. The Directorate of Higher Education, Technical and Vocational Education, and Training (D-HTVET) is responsible for promoting technical and vocational through the Department of Business, Technical, and Vocational Education and Training (BTVET). BTVET is responsible for the Skilling Uganda program. AYEDI collaborates with Directorate of Industrial training (DIT) and BTVET on the NFE trade certificate program.
DCBSD	The District Community Based Services Department (DCBSD) is responsible for coordinating community related activities. The department is comprised of other sectors such as labor, probation, social welfare, orphans and other vulnerable children, women, youth, and special needs. It is the department through which AYEDI project activities are coordinated at the district level.
CDO	The Community Development Office (CDO) is responsible for interfacing with community leaders and structures at the sub-country level. One of the responsibilities of the CDO is overseeing the Child Protection Committee (CPC) and the Community Child Labor Committee (CCLC). AYEDI collaborates with the CDO to support the CCLC and its monitoring and reporting on child labor violations.
Project Partners	
UWESO	The Uganda Women's Effort to save Orphans (UWESO) implements sustainable development programs to support orphans through provision of basic needs and sponsorship in secondary and vocational institutions. UWESO collaborates with AYEDI on the VSLA component. UWESO provides technical assistance on integrated financial services and community structures. UWESO also developed a program guide on financial services and child protection and provided training to AYEDI staff.
STF	The Straight Talk Foundation (STF) aims to develop innovative communication approaches that improve reproductive health and development needs of the young people in Uganda. STF works through advocacy, evidence driven communication, and youth friendly services approaches. STF is responsible for developing the club package curriculum and training the matrons and patrons that deliver the club package to youth enrolled in the AYEDI Clubs.
Reco Ind.	Reco Industries is a Ugandan agro-processing company that manufactures a range of products for domestic and international markets. It prides itself on supporting and buying raw materials from local farmers. Reco is responsible for the AYEDI junior farm field schools (JFFS) in Iganga and Bugiri districts for Lots 1 and 2.

Direct and Indirect Beneficiaries	
Youth	AYEDI is targeting 4,227 out-of-school youth between the ages of 15 and 17 years. These youth are the direct beneficiaries of the project and, therefore, the most important stakeholders. AYEDI youth participate in AYEDI Clubs and JFFS (Lots 1 and 2). After graduating from the AYEDI Clubs, youth are channeled into one of three educational pathways: IFLY, NFE, and SSBG.
Caregivers	AYEDI is targeting 3,575 caregivers of those youth participating in the project. Approximately 37% of the targeted caregivers are participating in the VSLAs that are intended to help increase caregiver income, savings, and access to loans that aim to help them meet the basic needs of their children.
VSLA	AYEDI aims to establish 128 VSLAs that have 3,840 members of which 50% will be caregivers. As noted above, the VSLAs are the primary strategy to help caregivers meet the basic needs of AYEDI youth.
CCLC	AYEDI worked with communities to train CPCs in child labor hence forming them into CCLCs that report to the CDO at the sub county level. The project aims to establish 75 CLCCs that have the mandate to monitor small-scale employers and report child labor law non-compliance to the CDO.

3.2.2. Stakeholder Needs and Expectations

Government of Uganda

The evaluator interviewed representatives and officials from the central and district level governments to ascertain their opinions and views as to whether the project is meeting the needs of youth and communities as well as their own expectations.

Central Government. The evaluator interviewed the Principal Literacy Officer from the MGLSD who acts as the principle point of contact for the AYEDI project. She told the evaluator that the MGLSD believes the AYEDI approach to reducing hazardous work among out-of-school youth is highly relevant and supports the MGLSD's efforts to create decent work for youth. She noted that the MGLSD used the IFLY curriculum to develop its (Integrated Community Learning for Wealth Creation) ICOLEW that it is in the process of piloting. When asked about the impact the project is having on child labor, the Chief Literacy Officer said while it is too early to determine whether the project is having the intended impact on youth, she opined that the project appeared to be having an impact on functional literacy among youth participating in the IFLY program.

District Government. The evaluator interviewed local government representatives from Lira, Gulu, and Bugiri districts that have been collaborating with the project. These include the Community Development Officers, Production Officers, Probation Officers, and Labor Officer (Bugiri). Overall, local government staff believe AYEDI is a highly relevant project that is having an important impact on reducing hazardous work among youth. In fact, these officials noted that AYEDI is only working in four districts and eight sub-counties, which limits its impact. They recommended scaling-up the project to reach more out-of-school youth in other districts.

When asked how AYEDI might better meet the needs of youth engaged in hazardous work, local government officials made the following suggestions:

- Increase the number of youth that participate in the NFE program.
- Provide NFE students with tool kits.
- Include caregivers in the JFFS so they acquire agriculture skills.
- Use district officials to train youth and community volunteers.
- Train VSLA members in income generating activities.
- Use community radio to communicate child labor prevention messages.
- Increase the start-up capital for the IFLY enterprise groups.
- Provide transportation to CCLC members.

Project Partners

The evaluator interviewed representatives from UWESO, STF, and Reco Industries. The partners agree that the project is meeting the needs of youth, their caregivers, and communities. They also believe the project is reducing the number of youth involved in hazardous work conditions. In particular, partners believe that the project's performance monitoring system is highly effective and should be considered a good practice. Partners also noted that the decision to integrate sports, games, and drama into the AYEDI Clubs and IFLY has helped to motivate youth to attend classes and participate more actively.

The partners also noted that the project faces a range of challenges. They commented that youth have to travel long distances to participate in club and JFFS activities. They also commented that draught has negatively affected agriculture activities and the amounts that VSLA members are able to contribute to their savings accounts. The partners believe that VSLAs would benefit from training on income generating activities and more start-up resources for business ideas. Several partners commented that the capacity of some patrons and matrons that facilitate the AYEDI Club classes and activities is low. Partners also noted that the youth civic engagement and small-scale employer components of the project are still weak and should be strengthened.

AYEDI Youth

The evaluator conducted 11 focus group discussions with 122 youth participating in the AYEDI Clubs, JFFS, IFLY, NFE, and SSBG in the districts of Lira, Gulu, Bugiri, and Iganga. The results of the focus group discussions are summarized below according to each of these interventions.

AYEDI Clubs and JFFS. All of the youth interviewed believe that the AYEDI Clubs and JFFS were a positive experience that helped increase their self-confidence and knowledge about child labor, reproductive health, and agriculture practices. When asked which topics in the club package they benefited the most from, the responses were varied. Some youth mentioned leadership and goal setting while others mentioned teamwork and health. Youth also noted that the decision to integrate sports, games, and drama into the club package helped keep youth engaged and motivated. When asked which topics they thought were less useful, some youth

mentioned literacy because it reminded them of being in school. The evaluator quizzed youth on club package topics such as reproductive health, HIV-AIDS, career planning, and child labor. The percent of youth answering the quiz questions correctly was consistent with the results from the pre and posttest questions on youth intake form.⁹

The evaluator asked youth what changes they believe the project should make in the AYEDI Clubs and JFFS to better meet their needs and expectations. Those youth that have to walk long distances (4 to 8 kilometers) told the evaluator that the project should either provide transportation or conduct club and JFFS activities closer to their communities. Youth also mentioned that the patrons or matrons had difficulty locating land for the JFFS demonstration plots and at least one club in Gulu did not participate in JFFS because the organization contracted to deliver JFFS training was not able to organize gardening activities before the rains stopped. Youth also commented that their caregivers are interested in participating in JFFS activities so they could learn how to grow and sell produce to earn more money. Several girls told the evaluator that patrons taught classes on reproductive health that made them feel uncomfortable. They suggested that matrons should teach classes that address sexual issues.

IFLY. In general, youth participating in IFLY are satisfied and believe they are acquiring new and important knowledge and skills in the area of leadership, teamwork, and business principles. Interestingly, youth did not mention literacy and numeracy as important skills. When asked if youth were satisfied with being placed in IFLY or whether they would prefer to be in the NFE program, the majority preferred to be in IFLY. However, in each IFLY focus group discussion, three to four youth told the evaluator that, if given the opportunity, they would change to NFE because they believe a technical certificate would make it easier to find a job.

According to AYEDI staff, the pathways were designed based on findings from a rapid assessment with adolescent youth and market analysis during the proposal development process. WEI/B set pathway targets based on these findings and the reality of resource constraints. The AYEDI team makes placement decisions based primarily on expressed interest and level of literacy (i.e. IFLY specifically addresses low literacy/numeracy issues for youth while NFE requires that youth have sufficient literacy and numeracy levels) based on the budget. The budget, on the other hand, is based on the projected numbers of youth for the pathways stemming from the rapid assessment and market analysis.

The evaluator quizzed youth on business principles such as business plans and marketing. He also discussed the enterprises they chose to undertake. Based on these discussions, the evaluator observed that only about three to five of the group members demonstrated a firm understanding of key business principles and the group's enterprise undertaking. These seemed to be the true entrepreneurs. The other ten to twelve members were not able to answer basic questions about

⁹ The project administers a pretest and posttest on the youth intake form that measure improvements in knowledge, attitude, and practices on key topics such as life skills, leadership, and HIV-AIDS.

business principles and the group's enterprise.¹⁰ This begs the question as to whether youth that seem to have entrepreneurial talent are being held back by the rest of the group. In fact, in one focus group discussion in Bugiri, two members complained that they were doing all of the work in their poultry enterprise. When asked about the size of the IFLY enterprise groups, approximately 65% of the interviewed youth would prefer to work as individuals or small groups of three to four persons.

NFE. The youth participating in NFE/trade certificate program are satisfied with their career path and the quality of their vocational training. They told the evaluator that they believe that their training and trade certificates will lead to jobs. The vocational instructors that the evaluator interviewed echoed the same sentiment. They believe that demand is high and job prospects are good for vocations such as motorcycle repair, welding, hospitality, catering, and hairdressing.

When asked if the NFE pathway is meeting their needs and expectations, nearly all youth told the evaluator that hunger and distances they have to travel affect their ability to learn. They explained that their caregivers are not able to provide meals, which means they eat once per day, usually in the evening when they return home¹¹. The vocational instructors told the evaluator that the NFE youth typically do not eat during the day and that when they are hungry, they have difficulty focusing and learning decreases. Many youth commented that they have to walk more than an hour to the vocational training center. According to the instructors, those youth that walk long distances often arrive late to classes. Actually, Yendo Catering in Lira decided to provide meals and boarding to the 12 AYEDI students and absorb the cost.

Other issues raised during the focus group discussions included the lack of trade tools and the length of the vocational training. Both youth and the instructors explained to the evaluator that the project should consider providing tools during training because the institutions do not have enough for all of the students. The motorcycle repair and hairdressing instructors told the evaluator that tools would allow youth to practice more and take on spare jobs to earn money. The AYEDI youth receive three months of vocational training that the project and DIT officials believe is the minimal amount of training required to earn a trade certificate and acquire decent work. However, both youth and vocational instructors told the evaluator that three months is not enough time to cover many of the issues and that the youth would benefit from the six month training that the instructors told the evaluator is standard practice. Yendo Catering, mentioned above, is providing an additional two months of training to the AYEDI youth at no charge because three months, according to the director, is not enough time to fully prepare the students.

SSBG. The evaluator interviewed five AYEDI youth enrolled in the New Generation Secondary School in Lira. These youth appreciated the opportunity to return to school. The school director and teachers told the evaluator that the AYEDI youth are highly motivated and their performance

¹⁰ The average size of the IFLY group is 30 members. Once the group completes the IFLY curriculum, it divides into two groups of about 15 members each that choose an enterprise to pursue.

¹¹ AYEDI project staff make the point that caregivers agreed to provide meals to youth participating in NFE at the beginning of the project.

is average. However, the director does not agree with how the project provides the block grant funding. He believes the school should be given more leeway in deciding what to do with the funds.

These students, however, are concerned about their future. They would like to continue their education but their families cannot afford to pay school fees. Most plan to return to their homes and continue working on the farms, rock quarries, and making bricks so they can earn enough money to return to school. When asked if AYEDI should make any changes to better meet the needs and expectations of youth participating in the SSBG program, the youth opined that the project should provide a clear pathway to either education or employment like those youth participating in IFLY and NFE programs.

Village Savings and Loan Associations and Caregivers

The evaluator conducted focus group discussions with four VSLAs located in Lira, Gulu, and Bugiri. Caregivers who are members of the VSLAs participated in the focus group discussions. The VSLAs, which were established towards the end of 2015, have about 30 members per association and appear to be functioning relatively well. According to the VSLA members, the savings rates are low but repayment rates are high. High repayment rates suggest that members are able to generate income to payback loans, which is positive. Most of the loans are made to pay school fees and for emergencies such as medical bills and food. Very few loans are made for businesses or income generating activities.

The evaluator asked why so many VSLA members were borrowing to pay school fees. They told the evaluator that, thanks to AYEDI, they are more aware about the dangers of child labor and the importance of keeping their children in school. One VSLA member explained that before the VSLA was established, caregivers did not have access to funds to pay school fees. Now, she explained, caregivers can borrow from the VSLA to pay the school fees.

During the focus group discussions, the evaluator examined the VSLA ledgers. He noted a variety of problems. For example, transactions in the cash flow ledger (cash in and cash out) were not being recorded correctly. In other cases the cash balance in the ledger was not the same as the cash available in the cash box. In most cases, the names and reasons for loans were not recorded correctly. When asked about the entries in the ledgers, the VSLA committee members explained that they needed more training on how to manage the ledger. They also said they needed training in income generating activities so they could earn more money and increase the amount of money they save (savings rates).

Community Child Labor Committees and Small-Scale Employers

According to the CDOs and small-scale employers that the evaluator interviewed, the number of youth working in hazardous situations has decreased. A small-scale employer involved in a local rock quarry told the evaluator that he noticed that the number of youth working in the quarry decreased by 50%. CCLC members explained that the level of awareness about child labor and hazardous work in communities has definitely increased. The CDO told the evaluator that the

number of child labor cases reported has increased, which the CDO attributes to the AYEDI project.

When asked about challenges they encounter when monitoring the small-scale employers, CCLCs explained that they do not have transportation, which makes it difficult to monitor the employers. CCLCs also mentioned that, in some cases, they have limited contact with and support from the CDOs. The CCLCs believe that while some small-scale employers are more aware of child labor issues, they continue to employ children. During an interview, a rice trader in Iganga district told the evaluator that before the AYEDI project he used to employ youth to carry 100-kilo bags of rice. Now, he explained, the rice is packed in 30-kilo bags so the children are carrying less weight. The evaluator asked the rice trader why he did not employ adults to carry the rice. He said that he prefers to hire children because they work faster than adults.

3.3. Progress and Effectiveness

This section examines the progress the project has made in achieving its output and indicator targets. It specifically analyzes the effectiveness of project education, job skills, and livelihood interventions to reduce child labor. The analysis also examines civic engagement, youth leadership, and decent work skills sets. The analysis includes both successes and challenges.

3.3.1. Overview of AYEDI Targets

Table 4 summarizes key AYEDI targets. The project aims to reach 4,277 youth between the ages of 15 and 17 years with educational services that live in the districts of Lira and Gulu in the north of the country and in Bugiri and Iganga in the east of the country. Fifty percent of the targeted youth should be female.

Table 4: Key AYEDI Targets

Youth 15-17 years of age	4,277
Percent female youth	50%
Youth in decent work	2,352
AYEDI Club graduates	4,277
JFFS graduates	2,880
IFLY graduates	3,208
NFE graduates	855
SSBG graduates	214
Households/caregivers	3,575
CCLCs	75
VSLAs	128

The project plans to graduate 2,352 or 55% of youth into decent work situations. To reach this target, the project intends to graduate 4,277 youth from AYEDI Clubs into one of the educational

pathways that include 2,880 from JFFS, 3,208 from IFLY, 855 from NFE, and 214 from the SSBG program. The project also intends to provide livelihood services and information about child labor to 3,575 households and caregivers and establish 75 CCLCs, and 128 VSLAs.

3.3.2. Achievement of the Project's Indicator Targets

Figure 2 provides a snapshot of the achievement of AYEDI's outcome and output indicator targets. The project is achieving 72% of its outcome indicator targets and nearly 75% of its output targets. Approximately 27-months or 56% (January 2014 through March 2016) of AYEDI's project life has lapsed. Therefore, the project is meeting or exceeding its outcome and output targets by about 16% and 20%, respectively. A more in-depth analysis of outcome and output indicator target achievement is discussed below.

Figure 2: Completion Rate for Indicator Targets

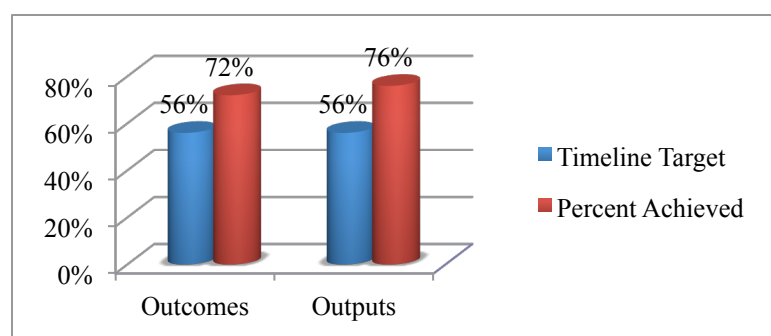


Table 5 shows the project's 23 indicators by intermediate objective along with their targets, actual achievement, and percent of the target achieved.¹² As noted above, at the time of this evaluation, the project was approximately 56% complete. So outcome indicator target achievement should be in the

proximity of 50% to 60%. The project either met or exceeded the indicator targets for five outcomes related to caregiver participation in VSLAs and CCLC activities. These include the percent of caregivers who belong to the VSLA and meet basic needs of children (211%); percent of CCLCs that referred at least one case to local authorities (136%); percent of CCLCs that engaged in promotion activities (120%); percent of caregivers enrolled in VSLA that are actively saving (105%); and percent of youth enrolled VSLAs that are actively saving (125%). Apparently the project has made more progress on these indicator targets than envisioned when the targets were set.

The project is also ahead of schedule to achieve another nine outcome indicator targets. It is achieving over 80% for SSBG youth who pass to the next grade, VSLA loan utilization rate, CDOs monitoring small-scale employers, and youth with improved scores in leadership, life skills, and OSH. The VSLA loan fund utilization of 76% seems high. Based on focus group discussions, the evaluator identified loan fund utilization closer to 50%. However, the sample was small and non-random and, thus, cannot be generalized. The percent of CDOs monitoring small-scale employers is 83%, which is based on five of six CDOs monitoring small-scale

¹² Outcome indicator achievement as reported in the April 2016 Technical Progress Reports.

employers at least once in the reporting period. During interviews the CDOs told the evaluator that they were not as effective as they would like to be at supporting CCLCs in monitoring small-scale employers due to a lack of transportation. More resources such as transportation would increase frequency of the monitoring. On the other hand, overachievement on the pre and posttests administered to youth before and after AYEDI Clubs is plausible. The evaluator quizzed youth during focus group discussions and knowledge levels were quite high.

Table 5: Outcome Indicator Target Achievement

Outcome Indicator	Target	Actual	Percent
Number of AYEDI graduates	4,277	634	15%
Percent AYEDI youth who are female ¹³	50%	43%	85%
Percent of caregivers who belong to VSLA and meet 3 basic needs of children	45%	95%	211%
Loan fund utilization rate	95%	76%	80%
Percent of caregivers who initiate or expand income generating activities	85%	57%	67%
Average savings per VSLA member (USD)	\$28	\$15	54%
Percent of caregivers enrolled in VSLA and actively saving	95%	100%	105%
Percent of caregivers enrolled in VSLA and knowledgeable about labor issues	95%	74%	78%
Percent of small scale employers monitored and compliant	70%	46%	66%
Percent of CDOs monitoring working conditions of small scale employers	100%	83%	83%
Percent of CCLCs engaged in activities to promote awareness	80%	96%	120%
Percent of CCLCs that referred at least one case	50%	68%	136%
Percent of youth with improved leadership scores	85%	75%	88%
Percent of youth participating in youth campaigns	85%	12%	14%
Percent of clubs that report on child rights violations	60%	14%	23%
Percent of AYEDI youth engaged in decent work	55%	22%	40%
Percent of AYEDI youth with improved life skills scores	85%	71%	84%
Percent of AYEDI youth enrolled in JFFS that obtain a certificate	75%	0% ¹⁴	0%
Percent of AYEDI youth that pass the DIT skills assessment	65%	0% ¹⁵	0%
Percent of AYEDI youth with improved OSH scores	85%	68%	80%
Percent of AYEDI youth enrolled in IFLY that pass national test (fun. lit.)	72%	0% ¹⁶	0%
Percent of AYEDI youth enrolled in VSLAs and actively saving	80%	100%	125%
Percent of AYEDI youth with regularly updated career plans	90%	41%	46%
Percent of AYEDI youth enrolled in SSBG who pass to the next grade	60%	89%	148%

¹³ While the project tracks percent of female youth, it is not one of the 23 outcome indicators.

¹⁴ The project reported 0% achievement for JFFS because certificates have not been issued.

¹⁵ The project reported 0% achievement for DIT skills because youth have not yet taken the DIT skills assessment.

¹⁶ The project reported 0% achievement for IFLY because youth have not taken the national functional literacy exam.

The project reported that 57% of caregivers have initiated or expanded income generating activities and 46% small-scale of employers that are monitored and compliant with child labor laws, which represent 67% and 66% of target achievement, respectively. These percentages seem high to the evaluator based on interviews with VSLA members and two small-scale employers. For example, VSLA members told the evaluator that the project should do more to provide income-generating activities to caregivers. During interviews with small-scale employers, the evaluator got the impression that while the workload and number of work hours decreased, small-scale employers were still out of compliance with child labor laws. However, the evaluator realizes that the interviews with VSLA members and small-scale employers was small and non-random and, therefore, cannot be generalized to the entire population.

There are five indicators where the project is achieving less than 54%. These include percent of AYEDI youth with regularly updated career plans (46%), engaged in decent work (40%), clubs that report child rights violations (23%), and youth participating in youth campaigns (14%). The percent of youth participating in campaigns is related to civic engagement that is discussed in more detail under Section 3.3.5.

The project reported 0% achievement against three of 24 outcome indicators targets including percent of AYEDI youth enrolled in JFFS that obtain a certificate, percent of AYEDI youth that pass the DIT skills assessment, and percent of AYEDI youth enrolled in IFLY that pass national test (fun. lit.). The reason these indicators have registered 0% achievement is because youth have not yet taken the corresponding tests. The total number of AYEDI youth who have been counted as graduated is only 15% because many of the Lot 1 youth have not yet completed training.

The project's PMP uses percentage as the primary measure for the outcome indicators. The evaluator found the use of percentages to be misleading, especially for those indicators with small targets such as small scale employers monitored and compliant, CDOs monitoring working conditions of small scale employers, and AYEDI youth enrolled in SSBG that pass to the next grade. For example, there are only 28 youth enrolled in SSBG. Achieving 89% of the 60% target seems to exaggerate the actual achievement of 25 of the 28 youth passing to the next grade. In the opinion of the evaluator, it would be more helpful to express targets as actual numbers and achievements as both the number and percent.

Table 6 shows the output indicator target along with their targets, actual achievement, and percent achieved at the time of this evaluation.¹⁷ The project has met or exceeded targets for five output indicators. The project intended to establish 75 CCLC, which it has achieved. The project also planned to establish 128 VSLAs and established 131 by the end of March 2016. The project is exceeding targets for three USDOL common livelihood indicator targets including the numbers of households receiving livelihood services, persons provided economic strengthening

¹⁷ Output indicator achievement as reported in the April 2016 Technical Progress Reports.

services, and persons provided other than employment and economic services. The project attributes exceeding the target to the high number of caregivers enrolled in the new VSLAs.

Table 6: Output Indicator Achievement

Output Indicator	Target	Actual	Percent
Number of VSLAs formed	128	131	102%
Number of caregivers enrolled in VSLA	1,920	1,661	87%
Number of caregivers oriented on child labor	1,920	1,441	75%
Number of CCLCs revitalized or created	75	75	100%
Number of AYEDI Clubs established	143	130	91%
Number of adolescent youth enrolled in AYEDI Clubs	4,277	3,903	91%
Number of adolescent youth enrolled in AYEDI Clubs receiving at least one service under SA4	4,277	2,898	68%
Number of adolescent youth enrolled in AYEDI Clubs receiving at least one service under SA4 and one service under SA3	4,277	2,762	65%
Number of adolescent youth enrolled in AYEDI Clubs receiving at least one service under each: SA4, SA3, and SA2	4,277	2,714	63%
Number of adolescent youth enrolled in AYEDI Clubs receiving at least one service under each: SA4, SA3, and SA2 plus receiving an educational service	4,277	2,262	53%
USDOL Common Indicators			
E4: Number of youth enrolled in JFFS	2,880	1,994	69%
E4: Number of youth enrolled in NFE	855	216	25%
E3: Number of youth enrolled in IFLY	3,208	1,902	59%
E2: Number of youth enrolled in SSBG	214	28	13%
E1: Number of children engaged in or at high-risk of entering child labor provided education or other vocational services	4,277	3,310	77%
L1: Number of households receiving livelihood services	3,575	4,406	123%
L3: Number of youth of legal working aged provided with employment services	N/A	401	N/A
L4: Number persons provided economic strengthening services	1,069	1,868	175%
L5: Number persons provided services other than employment/economic services	4,277	4,361	102%

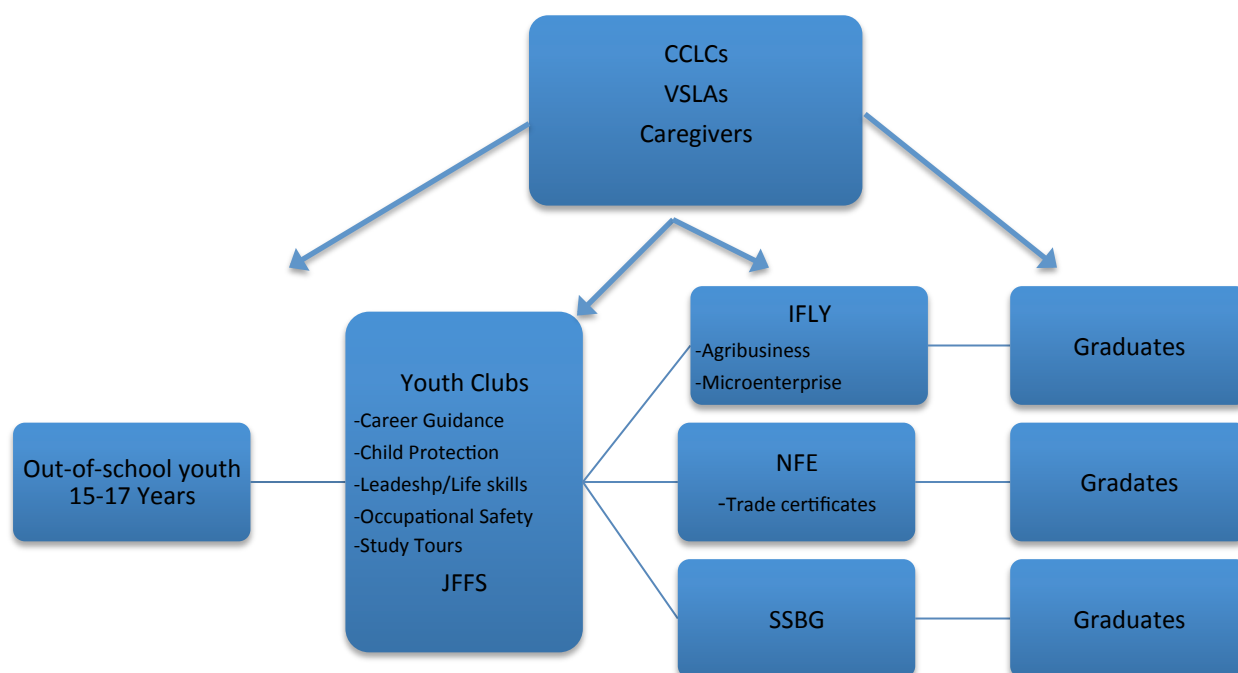
In addition to those output targets that have been met or exceeded, the project has achieved more than 70% for five output targets that include numbers of AYEDI Clubs established (91%), youth participating in AYEDI Clubs (91%), caregivers enrolled in VSLAs (87%), children engaged in or at high-risk of entering child labor provided education or other vocational services (77%), and caregivers oriented on child labor (75%). The project is also exceeding its targets for the number of youth enrolled in JFFS and IFLY by 69% and 59%, respectively. There are four output indicators that measure the numbers of youth enrolled in AYEDI Clubs that receive educational services that are being either met or exceeded.

The project is behind in achieving its targets for the number of youth enrolled in SSBG and number of youth enrolled in NFE. There are only 28 youth enrolled in SSBG, which is low considering that enrollment is done on an annual basis and the goal is to graduate 214 youth from SSBG over the four year life of the project. However, this may not be an issue since the project is in the process of redesigning SSBG to focus on keeping youth from dropping out of secondary school. The project plans to have 855 youth enrolled in NFE by the end of the project. To date, it has enrolled 216 or 25% from Lot 1 youth. Since there will be four lots, the project is on track to achieve the 855 target or approximately 214 per lot. The project was not able to calculate achievement for the number of youth of legal working aged provided with employment services because this indicator does not have a target.

3.3.3. AYEDI Pathway Approach

Figure 3 shows the AYEDI educational pathway to decent work. AYEDI works with the CDOs, CCLCs, and community leaders to identify youth between the ages of 15 and 17 years that are out-of-school and involved in hazardous work.

Figure 3: AYEDI Educational Pathway Model



It should be noted that the project identifies cohorts of youth that pass through the AYEDI pathway approach together. The project refers to these cohorts as “lots” that consist of vulnerable

cohorts of adolescent youth of which 82% dropped out of school more than a year ago¹⁸, 76% did not progress past primary school level seven; and, 70% were engaged in hazardous labor.¹⁹

The project has targeted four lots to pass through the AYEDI approach over the four-year period. Table 7 shows the targeted and actual number of youth by lot. The project exceeded its targets for Lots 1 and 2 by about 5% and 15%, respectively and has achieved 78% of its target for Lot 3 youth. Lot 3 youth are currently participating in the AYEDI Clubs and Lot 4 youth have not been selected yet.

Table 7: AYEDI Youth Targets and Actual by Lot

Lot	Target	Actual
1	960	1,006
2	1,920	2,268
3	810	629
4	587	0 ²⁰
Total	4,277	3,903

Once a lot of youth has been identified, they participate in AYEDI Clubs where they receive classes on career guidance, child protection, life skills, and occupational safety. They also participate in study tours. These activities are referred to as the “club package”. Youth also participate in JFFS during the AYEDI Club phase to learn improved agriculture techniques.²¹

Once youth graduate from the AYEDI Clubs, they are placed into one of three educational pathways: IFLY, NFE, and SSBG. In addition to these educational pathways, the model includes CCLCs and VSLAs that are enabling or facilitating mechanisms. The CCLCs are responsible for increasing awareness in communities about child labor and monitoring child labor in communities, especially small-scale employers, and reporting child labor law violations to the police or the CDO. The VSLAs is the project’s livelihood strategy to help caregivers meet the basic needs of youth so they are not compelled to work in hazardous conditions. The project also encourages CCLC members to join the VSLAs to incentivize and sustain their voluntary participation. VSLAs help sustain the work of CCLCs by offering them a viable savings and loan scheme, which can help offset opportunity costs related to their voluntary CCLC work. VSLAs also offer CCLC members an additional platform for discussing child labor issues with broader community members since VSLA membership extends beyond CCLC members.

¹⁸ From sample of 699 enrolled youth

¹⁹ Based on Youth enrollment information from Lot 1

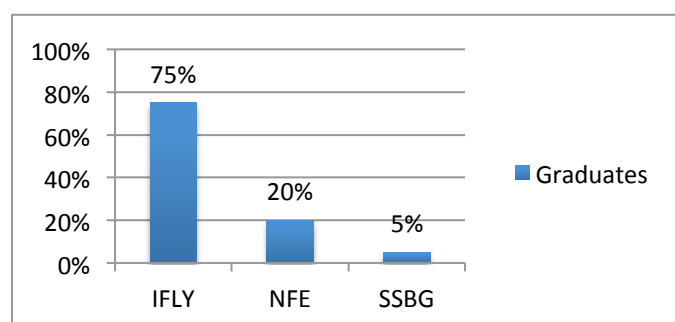
²⁰ Lot 4 youth have not yet been selected.

²¹ Lot 1 youth participated in JFFS after graduating from the AYEDI Clubs. To respond to complaints from youth that the process took too long, the project integrated JFFS into the AYEDI Clubs for Lot 2 youth. The project does not plan to offer JFFS to Lots 3 and 4. Instead, youth who have excelled in JFFSs will train Lots 3 and 4 youth in JFFS.

Figure 4 shows the number of anticipated graduates by each educational pathway. The project aims to graduate 3,208 youth or 75% from IFLY; 855 or 20% from NFE; and 214 or 5% from the SSBG program. According to project management, the project set targeted percentages for each pathway based on research and available financial resources.²²

²² The research identified the probable percent of youth that would have the interest and qualifications to successfully participate in a trade certificate program. The qualifications include some degree of literacy and English to be able to read and understand manuals and other required written materials.

Figure 4: Number of Anticipated Graduates by Educational Pathway



3.3.4. Effectiveness of the Project's Interventions

The effectiveness of the AYEDI Clubs, educational pathways, and facilitating mechanisms described above are summarized below.

AYEDI Clubs

Participation in the AYEDI Clubs is intended to provide youth with a strong foundation of soft skills so they are able to more effectively participate in and succeed in one of the educational pathways. At the time of the evaluation, 1,006 youth in Lot 1 had graduated from the AYEDI Clubs of which 55% are males and 45% are females. According to the project's database, the attrition rate is about 12%. A higher number of females drop out of the AYEDI Clubs, which would help explain why 10% fewer females graduate than their male cohorts. The evaluator learned during focus group discussions that females leave clubs to marry, return to work in the household, or their families move out of the area. To address female attrition, the project is working with the facilitators, trainers, youth, and CCLC members to identify girls vulnerable to dropping out early so that caregivers and other decision makers can be engaged early around issues like early marriage.

Table 8 shows changes in knowledge, attitudes and practices for selected club package topics before and after participating in the AYEDI Clubs.²³ The average improvement for life skill topics was 22.5% while the leadership topics increase by 21.6%. Self-esteem increased by only 3%, which was the topic with the smallest gain. However, impressive improvements occurred in the areas of communication (33%), peer resistance (32%), and child labor cases reported to adults (35%).²⁴

²³ These data were compiled by the AYEDI M&E Officer using the project's database January 2016.

²⁴ When considering these, it should be noted that the project collects data during an informal interview with youth. It is possible that either interviewee or interviewer bias may have been introduced.

Table 8: Changes in Knowledge, Attitudes, and Practices for Selected Club Package Topics

Club Package Topic	Before	After	Change
Life Skills			
Self-Esteem	19%	22%	3%
Assertiveness	54%	81%	27%
Self-Awareness	76%	90%	14%
Teamwork	63%	89%	26%
Communication	56%	89%	33%
Peer Resistance	56%	88%	32%
Leadership			
Participated in youth elections	47%	62%	15%
Solved a problem with a peer	53%	79%	26%
Gave advice to a friend	73%	87%	14%
Participated in campaign to solve social problems	36%	57%	21%
Reported child abuse case to trusted adult	37%	72%	35%
Talked about child labor with an adult	44%	70%	26%
Ever made a career plan	69%	89%	20%
Participated in child rights meeting	42%	58%	16%

While it was not possible for the evaluator to validate the improvements in the knowledge, attitudes, and practices reported in Table 8, he did discuss club package topics with youth during the focus group discussions. Overall, youth that graduated from the clubs believe that they benefited from the club package training and that it helped them prepare for their educational pathway. During the discussions, many youth provided examples of how they improved self-esteem, confidence, communication, and teamwork. However, it should be noted that each focus group discussion included some youth who were reluctant to provide examples of improvements in the life skill and leadership areas.²⁵

JFFS

Approximately 3,100 youth from Lots 1 and 2 participated in the JFFS. The project staff and partners believe that the JFFS training prepares those youth who enter the IFLY program for an agribusiness enterprise and might help NFE students to earn additional income by growing and selling produce. Table 9 shows the number of youth from Lots 1 and 2 who have established

²⁵ The evaluator did not tract the number of youth who provided and who could not provide examples. The number of youth who could not was in the minority; no more than three to four or 25%.

gardens after participating in the JFFS program by district. The table also shows the number of youth by district and principle crop.

Of the 3,100 youth from Lots 1 and 2 that participated in the JFFS program, 415 or 13% have established gardens. Approximately 45% of these youth are female. The majority of the gardens are located in Bugiri and Lira. The primary crops vary from district to district depending on market opportunities. Nearly 92% of youth in Lira planted soybeans while 72% planted groundnuts in Iganga. In Bugiri, 87% of youth planted tomatoes, eggplant, and groundnuts. Youth in Gulu chose a more diverse group of crops. While 24% planted maize, tomatoes, and sunflowers, other youth planted other vegetables, beans, and boo.²⁶

Table 9: Number of Youth from Lots 1 and 2 with Gardens by District and Principle Crops

District	No. of Youth	Primary Crop	Percent
Lira	126	Soybeans	92%
Gulu	62	Maize, tomatoes, sunflower	24%
Bugiri	159	Tomatoes, eggplant, groundnuts	87%
Iganga	68	Groundnuts	72%
	415		

During focus group discussions, the evaluator asked youth what they learned from participating in the JFFS and how they have applied what they learned. In general, youth were highly positive about their experience. They learned how to prepare plots, apply organic or chemical fertilizers, plant, weed, and harvest. Some youth also noted that they learned how to market their produce. Several youth explained to the evaluator how they applied what they learned to the land that their caregivers farm. On the other hand, some youth told the evaluator that their caregivers either did not have land or had very little land and they have not had the opportunity to apply what they learned in JFFS training. This could help explain why only 13% have actually established gardens.

Integrated Functional Literacy for Youth

Nearly 1,902 youth that graduated from Lots 1 and 2 AYEDI Clubs are participating in the IFLY program. The IFLY program consists of two major sections. The first is instructive where the total group (normally consisting of 30 members) receives 22 classes taught by the IFLY facilitator using the IFLY curriculum.²⁷ Topics include functional literacy and numeracy, leadership, teamwork, and business principles including business plans and marketing. During the IFLY program, the large group divides into two groups of about 15 members each. Each group chooses a business idea from a set menu provided by the project. The menu of businesses

²⁶ Boo is a local green leaf vegetable.

²⁷ In many cases, the IFLY group facilitator is the same person that served as the patron or matron during the AYEDI Club phase.

includes poultry, piggery, buying and selling grains, retail shops, and produce. The groups are required to develop a business plan and conduct a market survey to determine the viability of the enterprise. Once the business plan is approved, the project works with the groups to purchase the start-up inventory. Table 10 shows the number of groups by the type of enterprise chosen and district for Lot 1 youth.

Table 10: Number of Enterprise Groups by Type and District

Enterprise	Lira	Gulu	Bugiri	Iganga	Total
Poultry	5	5	6	7	23
Piggery	8	11	5	0	24
Retail Shop	1	0	0	0	1
Produce	0	2	1	6	9
Total	14	18	12	13	57

More than 80% of the IFLY groups chose either poultry or piggery while only about 10% chose produce. The evaluator expected that more youth that participated in the JFFS program would have selected produce as their enterprise. AYEDI staff explained that youth chose poultry and piggery because they are not prone to draught and can produce income relatively quickly (three to six months). Based on the focus group discussions, the majority of youth appreciates the training and believes they have learned about leadership, teamwork, and business principles.

The evaluator believes that the project makes the assumption that 55% of IFLY youth will engage in successful entrepreneurial ventures,²⁸ which assumes that more than 50% of the enterprises will succeed. However, a 50% success rate is inconsistent with research. According to Absa Small Business Consulting, “the failure rates for African small businesses are as high as 63% in the first two years of trading”.²⁹ The Shanduka Black Umbrellas, another small business consultant group, notes that “statistics reveal that 80% of start-ups in Africa fail within the first three years of operation and this can largely be attributed to the lack of support”.³⁰ Based on these comments and a brief literature review of small business survival rates in Africa, the evaluator constructed a hypothetical survival rate chart of what AYEDI might expect in terms of survival rates for the IFLY enterprises.³¹

Figure 6 shows possible survival rates over a five-year span. The survival rate ranges from 70% in year one to about 15% in year five. The focus group discussions with IFLY members would seem to support the survival rates in Figure 6. As noted under the stakeholder needs and

²⁸ The project organizes IFLY youth into groups and provides them a menu of income generating options to choose from which they choose based on local market conditions. The project refers to those options related to agriculture as agribusiness and those not related to agriculture as enterprises.

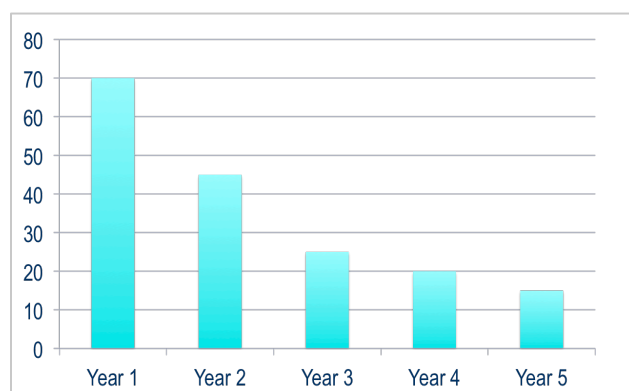
²⁹ Absa Small Business Consulting, Johannesburg Round Table on Small Business, 2011.

³⁰ Seapei Mafoyane, Chief Operating Officer at Shanduka Black Umbrellas, 2015.

³¹ Note that these survival rates are based on literature review and are meant for illustrative purposes. They are not based on an empirical study.

expectations section, the evaluator discussed business principles, business plans, and markets with youth. He noted, on average, only about three to five youth in each group showed interest and the ability to discuss business principles.³² Furthermore, some group members complained that other members were not doing their share of the work to make the enterprise successful. On the other hand, the youth that appeared to have more entrepreneurial talent told the evaluator that they would prefer to work as an individual or in small groups of three to four persons rather than larger groups of 15 persons.

Figure 5: Hypothetical Survival Rates for AYEDI IFLY Enterprises



AYEDI youth bring different skills, talents, aptitudes, and motivation. Some youth will demonstrate greater entrepreneurial aptitude than others. Since not all youth will be entrepreneurs, youth need a range of opportunities that are linked to local markets and reflect their skills and aptitudes. These observations and comments would suggest that the project should rethink the IFLY program in terms of providing more support to youth that have entrepreneurial talent while linking non-entrepreneurial youth to other decent work opportunities and provide the necessary support. This is discussed in more detail under recommendations.

The IFLY pathway findings described above are based on the review of project documents, the orientation meeting conducted by AYEDI staff at the beginning of fieldwork, interviews with AYEDI field staff, and interviews and observations made during focus group discussions with youth participating in IFLY. However, during the evaluation report review process, the WEI/B team expressed concern that the aim of IFLY is not accurately reflected in the report. The WEI/B team provided the following description of IFLY during the evaluation review process that is not contained in any of the project documents but does reflect the team's current thinking about the IFLY program.

The overall goal of IFLY is to improve household income and/or its capacity to meet the basic needs of youth. IFLY is not intended only to create entrepreneurs

³² The evaluator has a MBA and has worked extensively with small businesses including a health franchising initiative in Uganda under the USAID Health Initiatives with the Private Sector Project (HIPS) in 2014.

but to support each child at the level that he/she needs to develop income-generating activities that help boost household income. Entrepreneurial youth may be more ambitious and want to create small businesses or enterprises while others will be able to develop livelihood activities that help to boost income. IFLY is meant to be flexible to enable youth at varying capacities to develop the skills they need, which also includes support from their caregivers.

The IFLY pathway was intended to build the resiliency of all youth including the natural entrepreneurs as well as youth who were less motivated, less interested, or due to family circumstances, less able to pursue a business opportunity. From the outset, WEI/B recognized that very poor, rural-based, out-of-school Ugandan youth rely heavily on agriculture, small animal husbandry, and, small informal household-based income generating activities as entry points to income expansion and improved financial stability.³³ The project also realized that the budget would not permit significant investments in inputs nor would highly vulnerable families be able to manage or expand such activities without more robust material and management support.

WEI/B realized that the cost to establish new enterprises for rural-based youth would be high and its contribution to capital costs would have to be limited. This led to the current design of larger groups of adolescents paired up with a Business Linkage mentors who support them for a year. Following research into the cost and availability of microenterprise options for rural-based youth, WEI/B realized that local microenterprises such as mobile money had high start-up costs. The IFLY package aimed to match the range of interests and capacities of all youth with livelihood activities that require low cost start-up costs and are tied to local markets.

Non-Formal Education

The project conducted a rapid analysis to identify market-linked trades available in communities with low participation barriers, which would make them appropriate for out-of-school adolescent youth with low literacy and numeracy skills. These include catering, bakery, carpentry, hairdressing, motorcycle mechanics, and welding. According to the project's database, as of January 2016 there were 216 AYEDI youth participating in the NFE program.

Table 11 shows the number of youth enrolled in the NFE program by trade area. Forty percent of youth are enrolled in the hairdressing trade. The most likely explanation is because hairdressing is a locally available decent work option and thus is an attractive pathway for females. Thirty-

³³ WEI/B makes the point that the reliance of Ugandan families on agriculture for both sustenance and income underscores the project's efforts to support AYEDI youth to learn about modern farming through JFFS and help make the mind shift from agriculture as 'old fashioned' to something modern that has livelihoods and income potential.

one percent of youth are enrolled in motorcycle mechanics, which is the most popular pathway for males. Eleven percent of AYEDI youth are enrolled in catering and bakery while another 11% are enrolled in carpentry. Only 6% chose welding.

Table 11: Number of Youth Enrolled in NFE by Trade Area

Trade Area	Number	Percent
Catering, Bakery	24	11%
Carpentry	24	11%
Hairdressing	86	40%
Motorcycle Mechanics	68	31%
Welding	14	6%
Total	216	100%

As noted earlier, both youth and the vocational instructors believe AYEDI youth graduating from one of the trade areas listed in Table 11 are likely to acquire decent work. Youth are satisfied with the quality of the training. The major challenges facing youth enrolled in the NFE program are the lack of meals, distance youth have to travel, and the lack of tool kits. Youth and the vocational instructors also believe the length of training should be six months instead of three months because it would better prepare youth and increase the likelihood of finding decent work.

It should be noted that, according to the project director, WEI/B selection criteria for community-based Master Artisans and Vocational Training Institute partners included location. Given limited funding, WEI/B set up NFE partnerships in locations that had the greatest chance of reaching the largest numbers of youth with the recognition that some youth would have to travel longer distances. To address this, some institutions have relocated practical sessions closer to communities where NFE youth live. Nevertheless, some youth reported during focus group discussions that they still have to walk more than five kilometers to the NFE training site where they often arrive late and tired.

Secondary School Block Grant

The project enrolled 28 Lot 1 AYEDI youth in the SSBG program. To date, only three have dropped out of the program and the project expects that the remaining 25 will graduate. Eight are expected to graduate from secondary school (Senior 4 ordinary level certificate) while the other 17 are expected to pass to the next grade.

The evaluator interviewed five SSBG students in Lira district. These students told the evaluator that they intend to graduate but do not have a clear career pathway after graduation. They would like to continue their education but their caregivers do not have the funds to pay their school fees. The students explained that they intended to return to their households and work in rock quarries, agriculture, or brickmaking so they could earn money to continue studying. The evaluator asked the students whether they would be under pressure to earn money to help meet

the basic needs of other members in the household and whether it would be possible for them to save. They acknowledged that saving money to further their education would be difficult.

Community Child Labor Committee

The project works with communities to establish CCLCs that specifically focus on child labor. The CCLCs report to the Community Protection Committee (CPC), which is a government mandated community structure that reports to the CDO. Many of the CPC members also serve as CCLC members. In fact, the evaluator observed that in most of the communities he visited, the communities considered the CCLC and CPC to be the same structure.

When asked about the effectiveness of the CCLCs, district government officials told the evaluator that the number of reported child labor cases increased since the CCLCs were established. Several CDOs explained that the number of child labor cases increased because CCLCs are now aware of what constitutes child labor. According to the project's database, CCLCs have reported 49 cases of child labor since the inception of the project.

During focus group discussions, CCLC members acknowledged that they are reporting more child labor cases to authorities and that the community is more aware that it is important for caregivers to keep children in school and those that work should not work in ways that could jeopardize their health and safety. However, they explained that they are not as effective as they would like to be due to a lack of transportation. CCLC members told the evaluator that it is difficult for them to monitor those small-scale employers that operate in locations far from where the CCLC members live. Some also noted that they have limited contact with and support from the CDOs.

Village Savings and Loan Associations

The project has established 131 VSLAs, which represents 102% of the end of project target. The current VSLAs were established in 2015. Table 12 shows selected VSLA performance indicators. Although the 131 VSLAs are functioning, their performance varies considerably. The average size of a VSLA is 29 members of which 74% are female. While the average attendance rate at VSLA meetings is 71%, 10% of the VSLAs have attendance rates of less than 50%. Overall, the average savings per VSLA member is UGX 47,324 or about USD 15.00. However, 65% of all VSLA members have savings of less than UGX 50,000 and 27% have savings of less than UGX 10,000. The average loan utilization rate is 76%.³⁴ While some VSLAs have loan utilization rates of over 90%, 33% reported loan utilization rates of less than 20% and 50% reported rates of less than 50%.

³⁴ The average loan utilization rate is calculated by dividing the outstanding loan amount by the outstanding loan amount plus the amount of cash on hand (not lent out).

Table 12: Selected VSLA Performance Indicators

Item	Value
Average number of members per VSLA	29
Average percent of VSLA members that are female	74%
Average attendance rate at VSLA meetings	71%
Average savings per VSLA member	UGX 47,234
Average loan utilization per VSLA	76%

The evaluator conducted focus group discussions with three VSLAs. Most VSLA members contribute between UGX 1,000 and UGX 5,000 per month to their savings accounts. Some members interviewed have gone weeks without making contributions. The amount of the loans ranges from UGX 30,000 to UGX 200,000. While some members borrow to invest in businesses or income generating activities, most loans are for paying school tuition and buying medicines and food. According to VSLA members, savings rates are low because many members do not make enough money to save consistently. As noted previously, based on focus group discussions, AYEDI youth caregivers appear to have some of the lowest savings rates. It is not clear to the evaluator, based on VSLA performance indicators, whether the VSLAs can be an effective mechanism to help caregivers meet the basic needs of AYEDI youth as hypothesized in the project's TOC.

During the evaluation report review process, the WEI/B team made the point that in the original AYEDI design, VSLAs were part of a menu of services offered to AYEDI youth and caregivers under the USDOL Livelihoods (L1) target. VSLAs were designed to help inculcate a culture of savings for youth and caregivers, enable caregivers to access loans for consumption support or for expanding very simple economic activities, and, to build financial literacy skills and promote productive behaviors. Thus, WEI/B designed and budgeted for VSLAs as complementary interventions aimed to build family resiliency and capacity to support the basic needs of children and mitigate against the economic 'push' factors that resulted in child labor.

3.3.5. Effectiveness of Civic Engagement and Youth Leadership

The effectiveness of civil engagement and youth leadership is addressed separately since the TOR contains a specific question asking whether youth are integrated and participating in civic engagement activities and youth leadership opportunities as planned. The original solicitation included a component on civic engagement and youth leadership based on *The President's Young African Leaders Initiative* (YALI).³⁵ In response WEI/B included a specific outcome in the original project document to *engage youth in civic activities in their communities including leadership positions*. The outcome on civic engagement and leadership was rolled into Outcomes 2 and 3 during the CMEP development process.

³⁵ YALI is a long-term effort to invest in the next generation of African leaders and strengthen partnerships between the United States and Africa: <http://www.state.gov/p/af/rt/pyali/>

During interviews, partners and field staff noted that involving youth in civic activities including leadership positions has been one of the project's major challenges. WEI/B staff also noted that a systematic approach to civic engagement has been challenging. To address civic engagement and leadership, the club package includes sessions on leadership development, teamwork and community service campaigns. According to the Project Director, some youth have demonstrated leadership by organizing IFLY sports and cultural competitions and conversing with adults about child labor during and after the events. In addition, AYEDI Clubs undertake community work projects such as cleaning markets, churches, mosques, or other public places in the community.

As part of the pre and post AYEDI Club questionnaire, the project collects information related to leadership and civic engagement. Table 13 shows the responses of Lot 1 youth to leadership questions before and after participation in the AYEDI Clubs. Youth, on average, reported about a 20% improvement in leadership practices.

Table 13: Youth Leadership Practices Before and After Lot 1 Club Training

Club Package Leadership Topic	Before	After	Change
Participated in youth elections	47%	62%	15%
Solved a problem with a peer	53%	79%	26%
Gave advice to a friend	73%	87%	14%
Participated in campaign to solve social problems	36%	57%	21%
Reported child abuse case to trusted adult	37%	72%	35%
Talked about child labor with an adult	44%	70%	26%
Ever made a career plan	69%	89%	20%
Participated in child rights meeting	42%	58%	16%

According to AYEDI management, the project conducted an informal assessment of youth participation in civic engagement and leadership activities towards the end of 2015. As a result, the project strengthened its approach to civic engagement by developing additional civic engagement opportunities for youth participating in clubs.

During focus group interviews, youth noted that the classes on leadership and teamwork were interesting and useful. Several youth mentioned participating in campaigns to clean churches and markets. However, these appear to have been one-time events facilitated by the patrons and matrons. The evaluator was unable to document situations where youth were more consistently and systematically involved in leadership positions and engaged in civic activities.

3.4. Efficiency and Resource Use

As discussed in the methodology section, the evaluator was not able to conduct cost-benefit or cost-effectiveness analyses to assess efficiency because he did not have access to cost and benefit standards to be able to compare to other projects. Instead, he analyzed the allocation of funds to line items and compared them to other USDOL funded labor rights and child labor projects that

the evaluator has evaluated.³⁶ He also conducted a cost per beneficiary assessment and analyzed project expenditure rates and compared them to the number of months remaining in the project's life. The results of these analyses are presented below.

3.4.1. Allocation of Funds to Project Line Items

Table 14 provides a summary of the project's major line items that include shared and outcome specific line items.³⁷ The shared line items include national and international staff salaries and benefits, travel and per diem, equipment, office support, other direct costs, monitoring and evaluation, and the WEI/B indirect rate. These shared line items amount to \$2,387,569 or 80% of the project's total budget, which is quite high compared to other labor projects that range from 43% to 53% of the total budget.

National salaries and benefits is the largest line item and amounts to \$506,714 or 17% of the total budget. International salaries and benefits including short-term technical assistance account for 8%. Total salaries and benefits represent 25% of the total budget, which is consistent with other USDOL labor projects that the evaluator has evaluated. The WEI/B indirect rate is 38.85% and is calculated on direct costs only.³⁸ However, it represents about 15% of the total budget, which is higher than the ILO indirect rate but consistent with NGOs that receive grants from USDOL.

Office and field operations support is the next largest line item. It accounts for 15% of the budget and includes contracts and subcontracts for human resources management support, field stipends, field office operations, Internet, and printing of some materials. This amount appears high compared to ILO and NGO projects taking into consideration that the human resources support function and field operation support is contracted out to other organizations.³⁹

Table 14: Allocation of Funds to Project Budget Line Items

Item	Budget USD	Percent
National Salaries	\$506,714	16.89%
International Salaries	\$240,221	8.01%
Travel & Per Diem	\$80,298	2.68%

³⁶ The evaluator compared the AYEDI budget allocation to seven labor rights and child labor projects implemented by the ILO and NGOs.

³⁷ The USDOL grant is \$3,000,000. However, WEI/B is providing \$285,908 as a costs share. The evaluator conducted the budget analysis using the USDOL grant amount of \$3,000,000.

³⁸ The WEI/B NICRA that has been negotiated with and approved with USDOL is 38.85%.

³⁹ AYEDI subcontracts human resources functions to True North and field office operational support to UWESO.

Item	Budget USD	Percent
Equipment	\$59,803	1.99%
Office and Field Operations Support ⁴⁰	\$450,038	15.00%
Other Direct Costs	\$172,610	5.75%
Indirect Cost	\$463,271	15.44%
Outcome 1	\$106,982	3.57%
Outcome 2	\$343,182	11.44%
Outcome 3	\$168,867	5.63%
M&E	\$403,090	13.44%
VAT	\$4,925	.16%
Total	\$3,000,000	100%

The monitoring and evaluation line item represents about 13% of the total budget, which is higher than many of the other projects that the evaluator has evaluated. This is due largely to the cost of the comprehensive monitoring and evaluation plan (CMEP) process, trainings, baseline and endline surveys, database development and management, and research activities. The AYEDI performance management system is one of the most robust systems that the evaluator has evaluated. The rest of the non-outcome budget line items include travel and per diem, equipment, and VAT that, together, represent only 5% of the budget.

The three outcomes are budgeted at \$619,031 or only 21% of the total budget. As noted above, this amount is considerably lower than most projects funded by USDOL. One possible explanation is that AYEDI staff, who provide much of the training and technical support, are budgeted under national salaries. Nevertheless, 21% appears low to the evaluator and could negatively affect the number of youth that participate in the NFE program as well as the start-up capital available to IFLY enterprises.⁴¹

3.4.2. Cost Benefit Summary

Table 15 shows the estimated cost, loaded cost, number of beneficiaries, direct cost per beneficiary, loaded cost per beneficiary for each of the AYEDI interventions. The direct costs come from the AYEDI total budget worksheets provided by the project's financial officer. The evaluator calculated the loaded cost by allocating the shared expenses evenly across the seven

⁴⁰ It includes stipends and salaries of field assistants, project officers and partner staff (accounting for \$375,452 (83%) of the \$450,038) that work with AYEDI youth on a day-to-day basis to provide mentorship and support supervision.

⁴¹ Only 20% of AYEDI youth are channeled into NFE due to the cost of the scholarship. In addition, lack of funding has affected the project's ability to provide food and boarding to NFE students. Start-up capital for IFLY enterprises is only about \$90 per group that stakeholders consider too low.

interventions and adding the direct cost.⁴² The exception was the SSBG intervention where the project provided the evaluator with an estimated plug number.⁴³ The numbers of beneficiaries are the end-of-project targets reported earlier in the report in Table 4. The cost per beneficiary and loaded cost per beneficiary were calculated by dividing the direct and loaded costs by the numbers of beneficiaries, respectively.

Table 15: Direct Cost, Loaded Cost, Number of Beneficiaries, and Direct Cost per Beneficiary, and Loaded Cost per Beneficiary for Each AYEDI Intervention

AYEDI Interventions	Direct Cost	Loaded Cost	Numbers of Beneficiaries	Direct Cost per Beneficiary	Loaded Cost per Beneficiary
AYEDI Clubs	\$130,630	\$500,027	4,277	\$31	\$117
JFFS	\$87,454	\$456,851	2,880	\$30	\$159
IFLY	\$141,700	\$511,097	3,208	\$44	\$159
NFE	\$151,213	\$520,610	855	\$177	\$609
SSBG	\$37,280	\$207,770	214	\$174	\$971
VSLA	\$31,593	\$400,990	3,840 ⁴⁴	\$8	\$104
CCLC	\$33,260	\$402,657	4,275 ⁴⁵	\$8	\$94

The direct costs per beneficiary for the AYEDI Clubs, JFFS, and IFLY is \$31, \$30, and \$44, respectively. NFE and the SSBG program, on the other hand, are approximately four times more expensive. The direct cost per VSLA is \$236 or about \$8 per VSLA member.⁴⁶ The formation, training, and support of the CCLCs cost \$443 for each CCLC or \$148 per member.⁴⁷ However, each CCLC member is responsible for monitoring 19 children. If children are considered as the beneficiaries, the direct cost per beneficiary decreases to \$8 per child monitored.

The cost per beneficiary increases significantly when the non-outcome costs are allocated across the interventions.⁴⁸ The loaded cost per beneficiary for the AYEDI Clubs, JFFS, and IFLY program is \$117, \$159, and \$159, respectively. The NFE intervention increases from \$177 to

⁴² The evaluator realizes that some of the interventions may absorb more of the shared expenses than others. However, for purposes of the analysis, he made the allocation by dividing the shared expenses (\$2,387,569) by the seven interventions.

⁴³ The project estimates the allocation of indirect costs for SSBG to be \$170,490.

⁴⁴ The VSLA number of beneficiaries was calculated by multiplying the targeted number of VSLAs (128) by an average of 30 members per VSLA.

⁴⁵ The number of CCLC beneficiaries was calculated by multiplying the number of CCLCs (75) by the number of CCLC members (3) by the number children each CCLC member is responsible for monitoring (19).

⁴⁶ This calculation assumes 30 members per VSLA.

⁴⁷ This calculation assumes 3 members per CCLC.

⁴⁸ The increases are most dramatic when the non-outcome costs are allocated to those interventions with smaller targets (denominator values).

\$609 per beneficiary, which makes it about three and a half times more expensive than IFLY. The SSBG has the highest loaded cost per beneficiary. It is about one and a half times more expensive than NFE and six times more expensive than IFLY. The VSLA and CCLC loaded cost per beneficiary also increase substantially to \$104 and \$94, respectively.

The analysis clearly shows that the NFE and SSBG interventions are considerably more expensive than the AYEDI Clubs, JFFS, and IFLY interventions. The NFE intervention should provide a clear pathway to decent work for most of the youth in a vocational area such as hairdressing, motorcycle repair, catering, and carpentry. It is less clear, however, whether the SSBG intervention provides a pathway to decent work as explained previously in the report. Based on the high costs and low number of adolescent youth eligible to return to school, WEI/B made the decision to adjust the SSBG approach and focus it more on keeping at-risk youth in secondary school. If the project targeted 800 youth at-risk for dropping out of school, the direct cost per beneficiary would decrease to \$47 and the loaded cost per beneficiary would decrease to \$260 making it a much more price competitive intervention.

3.4.3. Expenditure Rate

The expenditure or distribution rate for each line item in the AYEDI budget is presented in Table 16. For purposes of this calculation, the evaluator included actual and committed expenditures through February 2016. AYEDI has spent or committed 47% of its total budget over a 26-month period (January 2014 through February 2016). Since there will be 22 months (March 1 2016 through December 31, 2017) or approximately 54% remaining in the life of the project, the project is underspent by about 7%.

Table 16: AYEDI Expenditure Analysis

Item	Budget USD	Expenses USD	Percent
National Salaries	\$506,714	\$228,191	45%
International Salaries	\$240,221	\$181,380	76%
Travel & Per Diem	\$80,298	\$43,849	55%
Equipment	\$59,803	\$59,628	100%
Office Support	450,038	\$182,514	41%
Other Direct Costs	\$172,610	\$71,757	42%
Indirect Cost	\$463,271	\$257,245	56%
Outcome 1	\$106,982	\$49,938	47%
Outcome 2	\$336,582	\$131,076	39%
Outcome 3	\$168,867	\$36,738	22%
M&E	\$403,090	\$154,874	38%
Miscellaneous	\$11,525	\$11,526	100%
Total	\$3,000,000	\$1,408,716	47%

While underspending by 7% is not a major concern, there are several line items that deserve attention. Equipment and miscellaneous (value added tax and local consultants) line items are 100% expensed while the international salaries line item is 76% expensed. On the other hand, there are several line items that are more significantly underspent. These include office support (41%), other direct costs (42%), and monitoring and evaluation (38%). The project may wish to reexamine these line items to make any mid-course corrections for the remaining 22 months of implementation time.

Interestingly, the three-outcome line items are underspent by 7%, 15%, and 32%, respectively. According to the project director, there are several reasons. First, the project has delayed payment of invoices for several partners because the finance manager was on sick leave at the start of the year⁴⁹. Another reason is that the project intends to incur expenses for learner kits for NFE youth and enterprise start-up grants for IFLY youth. The third reason is that while the project does not intend to fund JFFS in the third and fourth years of the project, it does intend to provide grants to support kitchen gardens. While these are plausible explanations for underspending, the project should monitor expenditure rates to ensure the underspending does not continue.

3.5. Project Management System

This section examines the project's performance monitoring system, which is one of the project's most important management tools. The performance monitoring system and its components as well as the data collection and analysis process are described. The description of the performance system is followed by an assessment of its practicality and usefulness for management decision-making.

3.5.1. Description of the Performance Monitoring System

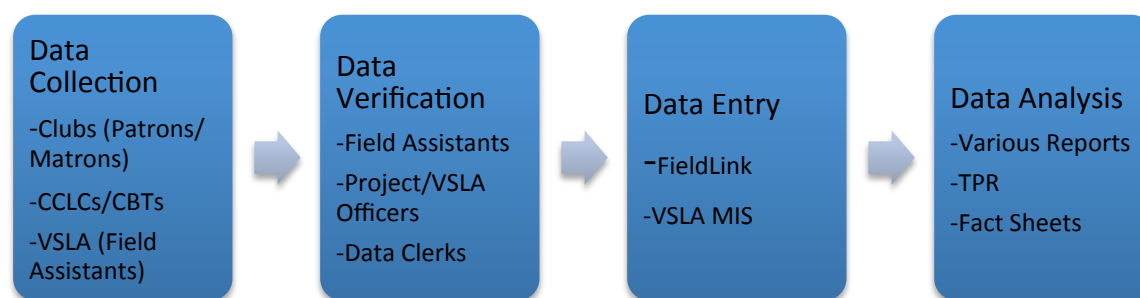
OCFT requires its grantees to develop a comprehensive monitoring and evaluation plan (CMEP) that is intended to integrate and guide the process of monitoring, evaluating and reporting on the achievement of outcomes and outputs. The CMEP also serves as a management tool that aims to improve decision-making by generating a holistic understanding of a project's activities and goals with a focus on measuring outcomes and managing results.

The project developed the CMEP process between April and December 2014. The CMEP includes the results framework, TOC, and the performance-monitoring plan. The performance monitoring plan includes the indicators, units of measure, data sources, data collection tools and methodologies, those responsible for collecting data, and timeframes. The project also developed methodologies to ensure data quality, a rigorous implementation schedule, and budget.

⁴⁹ The Finance Manager has assumed her full time role (April 2016)

Figure 7 shows a modified version of the project's data collection process.⁵⁰ The project uses 14 different data collection forms to collect data. The AYEDI Club patrons and matrons, CCLC members, and Field Assistants collect data at the community level and enter them on the corresponding form. The community-based trainers (CBTs) collect data on the VSLAs and enter them on the corresponding form.⁵¹ Once data are collected, they are verified at three levels. The Field Assistants verify the data collected by the patrons and matrons; the AYEDI Project Officers verify data submitted by the Field Assistants; and the VSLA Officers verify data submitted by the CBTs. At the regional level, the data clerks verify data for completeness before entry into the databases. Data entry clerks enter the majority of data into the FieldLink database while the VSLA Officers enter the VSLA data into the VSLA Management Information System.

Figure 6: AYEDI Data Collection and Analysis Process



After the data are entered, the project's M&E team conducts a series of validity checks to ensure quality. Project Officers and AYEDI partners, who have access to the FieldLink database online, generate performance reports that they use to make decisions. The M&E team conducts further analyses and generates alternative reports including the Technical Progress Report (TPR) for USDOL. The M&E team also produces and disseminates periodic fact sheets on performance, demographic information, work, and education status of youth.

3.5.2. CMEP Usefulness and Effectiveness

AYEDI project staff and partners that participated in developing the CMEP concur that the process was highly participatory and contributed to helping staff and partners understand the project's design and how the different components interact in order to achieve the project's objectives. According to AYEDI managers, the CMEP process allowed staff and partners to revisit and improve the original project design. The AYEDI Project Director told the evaluator

⁵⁰ The project has developed a more complete description of the data collection and analysis process that is referred to as the AYEDI data flow chart.

⁵¹ Note that the patrons, matrons, CCLC members, and Field Assistants collect data by asking beneficiaries questions and, based on the responses, enter the data on the corresponding form.

that he wished that other projects he managed previously would have had a M&E system that was as comprehensive and useful as AYEDI's. Two partners commented that the project's M&E system should be considered a best practice. They further explained that they are borrowing certain components and processes to strengthen M&E systems in other projects they are implementing.

The AYEDI M&E Officer told the evaluator that the performance monitoring system has improved project management by helping managers and decisionmakers identify and address problem areas. For example, if certain district level indicator targets are not achieved, the Project Director can use the information to notify Regional Directors and develop strategies to address the underachievement of targets. The performance management system is collecting data on changes in youth knowledge, attitudes, and practices that allow the project to report on changes in youth behavior as a result of participating in the AYEDI Clubs.

Despite the overall positive view of the performance monitoring system, the M&E Officer noted several challenges. For example, the project currently collects and reports on the VSLA outcome indicators annually. He believes it would be more effective to collect and report on the VSLA outcome indicators semi-annually so the results could be incorporated in the TPRs. This would involve generating two reports, one for the annual outcome indicators and another the semi-annual outcome indicators. Another challenge is timely data entry into the databases and verification of data. At times, AYEDI field staff do not collect data on schedule or verify data due to other responsibilities, which creates backlogs of unentered data. Untimely data entry, according to the M&E Officer, can negatively affect decision-making.

3.6. Sustainability

This section examines the sustainability of the project's key results and interventions. The project's sustainability strategy is reviewed, which is followed by a discussion regarding the sustainability of the key interventions. This discussion also includes an assessment of the capacity of key stakeholders to sustain the interventions.

3.6.1. Sustainability Strategy

The cooperative agreement requires WEI/B to submit its strategy to promote sustainability seven months after the award of the grant. WEI/B submitted the sustainability strategy in July 2014. The sustainability strategy provides the overall framework to sustain key results and interventions. In addition, the project reports on sustainability progress in the TPRs. It should be noted that while the sustainability strategy describes how the different AYEDI interventions might be sustained, it does not include specific sustainability objectives, milestones or indicators, and an implementation plan with specific sustainability activities. The evaluator believes it

would benefit the project to develop a more comprehensive sustainability plan, which is addressed in Section V of this report as a recommendation.⁵²

The sustainability strategy is organized according to the three intermediate objectives (IO). The first IO is the increase provision of basic needs of adolescent youth and children by caregivers. The principle sustainability strategy for IO 1 is the VSLAs. The VSLAs are intended to help caregivers increase income, savings, and access to loans so they can more effectively meet the basic needs of youth rather than push them into hazardous work situations or child labor. Once established, the project expects the VSLAs to be self-sustaining.

The second IO is to increase compliance with child labor laws by small-scale employers. The strategy to sustain increased compliance with child labor laws is the CCLC. The project established CCLCs as a subset of the Child Protection Committees (CPC), which is a government mandated village-level structure. In fact, many times the members of the CPC also sit on the CCLC. The project intends to strengthen the CCLCs and link them to the sub-county and district government structures such as the CDO and the DCDO. The CCLCs are responsible for educating small-scale employers about child labor and reporting non-compliant employers to the CDO. The project expects the CCLCs to be sustainable since they are embedded in the CPC, which is a government-mandated committee.

The third IO aims to increase the number of youth involved in decent work. As described previously, youth participate in clubs to acquire a variety of soft skills and the JFFS to acquire basic agriculture/gardening skills to prepare them for one of three education pathways. The sustainability strategy for IO 3 is built around the interventions. The primary strategy to sustain the gains from the AYEDI Clubs is creating a peer support network among youth and the patrons and matrons that can serve as resources once the project ends. The project also intends to develop the club package curriculum so it can be scaled up and adapted by the government or other organizations. The results from JFFS, according to the sustainability strategy, are the agriculture skills that youth can apply to their gardens.

The strategy to sustain IFLY consists of two components. The first are the IFLY literacy, leadership, teamwork, and business skills that youth can apply to decent work opportunities. The most immediate opportunity is the enterprises that youth established under IFLY. The second is the IFLY curriculum that MGLSD has modified and is using in its ICOLEW to support unemployed youth. Similarly, the strategy to sustain NFE consists of the new set of vocational skills that will help youth find decent work and collaboration with DIT to develop the Trade Certificate Program that includes improved instructor guides and information on hazardous work and child labor.

Regarding SSBG sustainability, the project originally planned to train teachers in career guidance, soft skills, and entrepreneurship using school-based income generating activities. It

⁵² It should be noted that USDOL did not require a detailed sustainability plan as described here. The cooperative agreement states that the project should submit its strategy to promote sustainability, which it did in July 2014.

also intended to develop a model for re-engaging qualified youth that could be adapted by MOESTS and other organizations. Given the small numbers of youth eligible to re-enroll and the high cost of the SSBG program, WEI/B redesigned the SSBG to focus on re-engaging qualified youth in secondary education, training teacher in market-based career guidance (adapted from the club package) and support top-up fees for eligible youth. This is discussed in more detail in the following section.

3.6.2. Sustainability of Key Project Interventions and Stakeholder Capacity

The project's key interventions consist of the AYEDI Clubs, JFFS, IFLY, NFE, SSBG, VSLAs, and CCLCs. The chances of sustaining these interventions and their results are discussed below by intervention area.

AYEDI Clubs

The project works with the CPC and other community leaders to identify out-of-school youth involved in hazardous work conditions and encourage them to participate in the AYEDI Clubs. It also provides the club package curriculum and identifies and trains the patrons and matrons that teach the curriculum to youth. The project's Field Assistants provide on-going support and supervision. Once the project ends, it is highly unlikely that the AYEDI Clubs will continue without the kind of support the project provides. Instead, the project expects that youth will continue to apply the skills they acquired and leverage their relationships with their colleagues and the patrons and matrons. The project also anticipates that other organizations would adapt and use the club package curriculum.

The AYEDI Clubs and club package curriculum were designed to develop important skills that, along with the JFFS, would help prepare youth to successfully undertake one of the three AYEDI educational pathways. In this way, the project did not intend to sustain the clubs. During interviews, many of the youth told the evaluator that they believe that the training they received during the AYEDI Club phase is valuable and has helped prepare them to participate in the educational pathways. However, it is too early to say to what extent youth will apply these skills in the future in ways that contribute to acquiring decent work or addressing child labor and, thus, sustaining the gains from participating in the AYEDI Clubs. Likewise, it is difficult to determine at this point whether other organizations will adapt and apply the AYEDI Club package to other youth programs with child labor prevention components.

Junior Farm Field Schools

Project partners and contractors are responsible for organizing and supervising the JFFS activities.⁵³ They train project field staff as well as the patrons and matrons, who in turn, train

⁵³ The project's major JFFS partner is Reco Industries that is responsible for JFFS activities in Bulgiri and Iganga districts while Cathedral Crown Investments and Gulu District Farmers Association are responsible for JFFS activities in Lira and Gulu, respectively.

and coach youth. The project field staff also provide support and supervision. Like the AYEDI Clubs, the sustainability of the JFFS intervention is unlikely without the support infrastructure that the project provides. Sustainability of the JFFS is based on the agriculture skills that would allow youth to grow and sell produce as well as market linkages.

The project views JFFS as an educational pathway as well as a stepping stone to IFLY. According to the Project Director, youth that enter NFE and SSBG can use JFFS agriculture skills to undertake farming activities that provide or supplement income that should keep them from returning to hazardous working conditions. JFFS also helps prepare youth that participate in IFLY, especially those youth that choose an agriculture-related enterprise. In this way, it is similar to the AYEDI Clubs in that it provides a foundation on which to build their enterprises. It is difficult to determine to what extent youth will remain engaged in their enterprises or undertake gardening as an income generating activity.

Integrated Functional Literacy for Youth

The IFLY program is based on the IFLY curriculum consisting of 22 sessions addressing functional literacy and numeracy, leadership, teamwork, and business topics. Towards the end of the training, youth form groups that choose enterprise ideas to pursue based on interest and local market opportunities. Sustainability of IFLY is based on the two aspects. The first is that the IFLY enterprises will be viable and provide decent work opportunities once the project ends. The second is that the MGLSD will implement its YLP nationwide.

The project should expect approximately 20% of the IFLY enterprises to survive. It is feasible that entrepreneurial youth will be able to grow their IFLY start-ups into viable small businesses. On the other hand, the non-entrepreneurial youth are probably not going to be able to develop viable businesses. It is not clear how they would use their IFLY training to acquire decent work.

The evaluator believes that one of the project's best chances to achieve sustainability is with MGLSD. According to the MGLSD's Principal Literacy Officer, the Ministry used the IFLY curriculum to develop ICOLEW and is in the process of piloting the program. However, the ability of MGLSD to roll out the ICOLEW nationwide depends largely on donor funds since the Ministry has a limited budget.⁵⁴ The MGLSD point person told the evaluator that she hoped that a successful pilot project would attract donor funding.

Non-Formal Education

NFE sustainability is based on providing vocational skills to youth so they can acquire decent work and working with DIT to develop a trade certificate program along with instructor guides. The project also plans to build child labor information into the DIT apprentice and internship programs. The evaluator believes that many of the NFE youth will graduate from the technical

⁵⁴ MGLSD has designated USD15 million per year over the next five years to implement YLP. MGLSD refers to the funding as rolling, which means if donor funds can be ascertained, MGLSD would allocate YLP funds elsewhere.

institutions and find employment in their vocational areas. However, the NFE intervention as it is currently configured will not be sustained. During an interview with DIT, one of the directors told the evaluator that DIT intended to look for opportunities to incorporate child labor information into its programs. He also noted that the ability to roll out the technical trade certificate program depended on funding. The WEI/B Uganda Country Director echoed this concern. She told the evaluator that MOESTS/BTVET was supposed to provide 500 scholarships for technical trade certificates to AYEDI youth but has not been able to find the funds to do so.

Secondary School Block Grant

In theory, once the project identifies out-of-school youth who are interested and qualified to return to secondary school, the project identifies the school and negotiates an agreement where the project provides a grant to the school that is intended to benefit all of the students while the school agrees to pay the school fees including uniforms for the AYEDI students. It is not clear to the evaluator whether, in practice, all of the schools actually pay the school fees and uniforms for AYEDI students. For example the Director of the New Generation Secondary School in Lira told the evaluator that the project provided a grant to purchase chairs and bookshelves for the library as well as school fees for the AYEDI student.

Since the project is providing, either directly or indirectly, the funds to send the AYEDI students to school, the SSBG intervention is not sustainable. The sustainability of the intended result is also questionable. While project staff make the argument that graduating from secondary school opens doors because a secondary school degree (certificate) is a minimal requirement for most jobs, the students expressed concern about a lack of a clear career path once they graduated. Some of the students believe they are less prepared than the AYEDI youth that are participating in NFE and IFLY.

Village Savings and Loan Associations

The VSLAs are designed to be self-sustaining. Their long-term sustainability would depend on the willingness and ability of VSLA members to contribute to their savings accounts. While the VSLAs are struggling with low savings rates and loan utilization rates, the evaluator believes that most VSLAs have a relatively good chance of being sustained into the near future. Sustaining the intended impact on caregivers' ability to meet the basic needs of youth is more uncertain. As noted previously, only about 46% of the caregivers are participating in the VSLAs. Those that do participate, according to comments made during focus group discussions, have some of the lowest savings rates. While sustaining VSLAs established by the project is entirely plausible, sustaining the actual impact on caregivers' abilities to increase the provision of basic needs of youth appears to be more questionable.

Community Child Labor Committees

The CCLCs, which are embedded in the CPCs, appear to be sustainable since they are government mandated structures. In other words, once the project ends, the CPC/CCLCs will continue to exist. The effectiveness of the CCLCs to increase compliance with child labor laws

by small-scale employers and sustaining increases in effectiveness would be the challenge. During focus group discussions, CCLC members told the evaluator they are not as effective as they would like to be due to a lack of transportation and support from the CDO and DCDO. To motivate the CCLCs, the project provides stipends to the CCLC members. This is obviously not sustainable. The project expects the VSLAs to help sustain the CCLCs by providing CCLC members an additional source of income. According to the project, if CCLC members have access to an additional source of income, they are more likely to remain engaged in CCLC activities. However, it is too early to determine whether participation in the VSLAs provide a sufficient and tangible benefit to CCLC members so as to increase their effectiveness and motivation.

IV. CONCLUSIONS

The following conclusions represent what the evaluator has “concluded” from the analysis of the findings and are organized according to the six evaluation sections: project design and validity; relevance to the needs of key stakeholders; progress and effectiveness; efficiency and use of resources; management systems; and sustainability.

4.1. Project Design and Validity

- The AYEDI project design and theory of change is valid after two years of implementation. The project’s objectives are designed to address hazardous work conditions of out-of-school youth and its major causes.
- In general, the project design’s assumptions have held. The primary threat to the assumptions, however, could be the government’s lack of financial resources to implement and scale-up key child labor programs including the National Action Plan to Eliminate Child Labor, MGLSD’s ICOLEW, and DIT’s Skilling Uganda.
- The extent to which the project’s hypothesis/theory of change is proven will depend on whether the interventions have the intended effect. It is not entirely clear at the time of the midterm evaluation whether the VSLAs can help a significant number of caregivers meet the basic needs of youth;⁵⁵ whether the CCLCs can effectively monitor small-scale employers;⁵⁶ and whether significant numbers of youth participating in IFLY can establish and sustain enterprises that lead to decent work.⁵⁷

4.2. Relevance to Needs

- Overall, the project is meeting the needs and expectations of key stakeholders including the GOU, project partners, and beneficiaries. The project is addressing an important national problem, which is out-of-school youth involved in hazardous work conditions. The needs and expectations of key stakeholders have not changed since the inception of the project.
- The evaluation identified several unmet needs. These include income generating activities for VSLA, especially for caregivers; transportation for CDO members to effectively monitor small-scale employers; tangible income generating activities linked to local markets for IFLY youth who will not be able to sustain an enterprise; meals, transportation, and tool kits for

⁵⁵ Only 460% of caregivers are participating in VSLAs. Those that are participating have low savings rates.

⁵⁶ CCLC members are concerned about their ability to monitor small-scale employers due to a lack of transportation and consistent support from CDOs.

⁵⁷ Only about 20% of IFLY enterprises will likely succeed based on regional and global studies. That could leave 70% to 80% of youth that do not possess entrepreneurial talent without decent work.

youth acquiring trade certificates in the NFE program; and a clear career path for SSBG students once they graduate from secondary school. The evaluator recognizes that the project is operating with limited resources and that efforts to address unmet needs must be made in consideration of available resources and realistic expectations for sustainability.

- Based on research as well as limited financial resources for the educational pathways, the project decided to channel 75% of youth into IFLY, 20% into NFE, and 5% into SSBG. However, the demand for NFE (trade certificates) appears to be greater than 20%. Some IFLY participants would have preferred to participate in NFE and earn a trade certificate and an informal polling of AYEDI Club participants showed more than 50% favored a trade certificate over starting an enterprise under the IFLY program.

4.3. Progress and Effectiveness

- The project is on track to achieve its outcome and output indicators. Those targets for which the project appears to be behind schedule are for indicators where youth must pass exams to graduate, which they have not had the opportunity to take yet. The one indicator that the project is underachieving and that should be addressed is youth engagement in civic activities.
- While the project's educational pathway interventions are effective, some are more effective than others. The AYEDI Clubs have effectively laid the foundation for youth to participate in one of the educational interventions. The trade certificate program under the NFE program appears to be most effective and tangible pathway to decent work. Those youth who possess entrepreneurial talent should be able to establish and sustain enterprises under the IFLY program. However, youth who do not possess entrepreneurial talent could struggle with their enterprises and, thus, would require alternative strategies to earn income. The most ambiguous intervention is SSBG. While a secondary school certificate is a minimal requirement for many jobs, AYEDI youth who graduate from secondary school do not appear to have a clear path to decent work.⁵⁸
- The VSLAs have the potential to be an effective and sustainable livelihood strategy to reduce child labor. The project has established 131 VSLAs that appear to be functioning relatively well but with some challenges. The challenges include low caregiver participation, low savings rates, low utilization rates, and problems with bookkeeping procedures. Low caregiver participation along with low savings rates could negatively affect their ability to help meet the basic needs of youth as hypothesized in the theory of change.
- Systematically engaging youth in civic activities and providing leadership opportunities has been challenging. Youth receive leadership, teamwork, and community campaign training as

⁵⁸ This conclusion is based primarily on the focus group interview with five AYEDI SSBG students enrolled in the Next Generation Secondary School in Lira district.

part of the club package. The project also tracks increases in leadership practices. However, consistently engaging youth in meaningful civic activities and helping them attain leadership positions has not been as effective as anticipated in the original solicitation and project proposal.

4.4. Efficiency and Use of Resources

- Overall, the project is implementing activities and expending funds on time. The project is slightly underspend by about 7%. However, Outcomes 1, 2, and 3 are underspent by 7%, 15%, and 32%, respectively. Apparently, delayed payment of partner invoices and planned expenditures for IFLY, NFE, and kitchen gardens in the third and fourth years of the project help explain the under expenditures. It would be prudent for the project to monitor outcome expenditures to avoid continued underspending.
- Only 20% of the budget is allocated to the outcomes and outputs, which is low compared to other child labor projects. Only 6% of the budget is allocated to Outcome 3 that consists of the educational pathways. The shortage of funds that might be invested in NFE has limited the number of youth that acquire trade certificates, which appears to be one of the most effective pathways to decent work. It has also affected the amount of start-up capital to help make IFLY enterprises successful.
- The direct cost per beneficiary for AYEDI Clubs, JFFS, IFLY, and VSLAs appear to be reasonable. While NFE appears to be one of the more effective pathways, it is about four times more expensive than IFLY but slightly less expensive than SSBG, which has the second highest cost per beneficiary ratio. The most expensive intervention is the CCLCs.

4.5. Management Systems

- The project performance monitoring system is highly effective, practical, and appears to be meeting the information needs of the project. It is able to accurately track the progress in achieving outcomes and outputs as well as generate a variety of useful reports including changes in the knowledge, attitudes, and behaviors of the direct beneficiaries.
- The project's managers use the performance monitoring system as a management tool to identify underperformance on outcome and output achievement and develop strategies to address underperformance.
- The project is effectively coordinating and communicating with its key stakeholders including the government, partners, and direct and indirect beneficiaries. Partners would like to receive more information regarding the effectiveness of interventions.

4.6. Sustainability

- The IFLY, VSLA, and CCLC interventions have the best chances of being sustained once the project ends. The IFLY curriculum and approach could continue under the MGLSD's ICOLEW program as long as it can find the funds to expand the program beyond the current pilot phase. The VSLAs, by design, are sustainable as long as their members remain interested and committed. Likewise, the CPC/CCLCs, since they are a mandated village-level structure, should continue in most communities after the project ends.
- The intended effects and sustainability of the interventions are questionable. For example, the survival rate for IFLY enterprises will likely be about 20%. Relatively low caregiver participation in the VSLAs and low savings rates call into question whether the VSLAs can be an effective mechanism to help caregivers meet the basic needs of youth. The overall effectiveness of the CCLCs remains an issue due to a lack of transportation, motivation, and consistent support from the CDO.
- It will be difficult to sustain the AYEDI Clubs, JFFS, and SSBG interventions as they are currently configured. Although expensive, the NFE intervention appears to be highly effective. Its sustainability, however, would depend on the extent to which DIT adapts the AYEDI NFE trade certificate curriculum and approach and applies it on a national level, which, in turn, would depend on available financial resources. The availability of financial resources seems to be a major obstacle.

V. RECOMMENDATIONS

The evaluator recognizes that most of the following recommendations would have implications on the budget and associated program targets and advises USDOL and WEI/B to review the recommendation with this consideration in mind. In fact, Recommendation 5.12 specifically recommends that USDOL and WEI/B should meet to review the allocation of resources in the current budget in light of the recommendations and potential cost implications.

5.1. Strengthen the IFLY Intervention Design

WEI/B should consider adjusting the design of the IFLY program. The objective of the redesign would be to help ensure that youth with entrepreneurial talent are able to establish and sustain successful enterprises while helping youth that do not possess entrepreneurial skills to acquire decent work through basic income generating activities or linkages to other decent work opportunities.⁵⁹ Resources permitting, the project might identify entrepreneurial talent during IFLY classes by using a business plan competition. Talented youth would most likely be those that demonstrate enthusiasm and business acumen during the competition. Once talented youth are identified, they should be allowed to work as individuals or in small groups with other talented entrepreneurs. Ideally, they should not be forced to work in large groups where they do the majority of the work. Resources permitting, the project should make sure that these entrepreneurially talented youth have necessary capital and technical assistance to start successful enterprises. The project intends to contract local business partners to provide ongoing support and mentoring to IFLY youth for up to one year, which should help address the need for technical assistance to help entrepreneurs be successful.

The adjustment of the IFLY intervention should also include a clear strategy to provide basic income generating opportunities linked to local markets for those youth who may not have the entrepreneurial talent to start and sustain an enterprise. Once these youth complete the IFLY curriculum,⁶⁰ the project might provide farming training that would include draught resistant crops, or, where they exist and are affordable, selling phone cards, solar power dealerships, roadside sales of food products such as dried pineapple, or linkages to other government livelihood resources.⁶¹ The expectation would be for these youth to generate income so they are not forced into hazardous work situations rather than start and sustain a successful enterprise.

⁵⁹ The evaluator realizes that AYEDI is responsible for helping youth engage in decent work despite aptitude.

⁶⁰ The IFLY curriculum is valuable since it addresses literacy, leadership, teamwork, and basic business skills. All youth participating in IFLY would benefit from these classes.

⁶¹ WEI/B's initial research suggested that start up costs to become a mobile money agent are as high as 1M UGX which is out of reach for most AYEDI youth and their families.

5.2. Strengthen the SSBG Intervention Design

WEI/B should continue with its plan to adjust the SSBG intervention so it focuses on keeping at-risk youth from dropping out of schools that are located in the districts and sub-counties targeted by AYEDI and training teachers in market-linked career guidance (based on the club package) so that youth have an understanding about what is locally available. The targeted schools would be those that have the highest concentrations of youth at risk for dropping out of school and engaging in hazardous work.

In addition, the project should consider establishing AYEDI Clubs in the schools where teachers instead of patrons and matrons would teach the AYEDI Club package curriculum. At-risk youth would benefit from the club package curriculum. Youth participating in the school-based AYEDI Clubs could also be taught gardening techniques similar to what was taught in the JFFS intervention. An advantage of school-based AYEDI Clubs is that they could be sustainable if the targeted schools viewed them as useful and the district school system supported the concept.

The project should consider additional elements of the school-based AYEDI Clubs. First, the project should strongly encourage the caregivers of these at-risk youth to participate in the VSLAs and complimentary income generating activities (see Recommendation 5.3). Second, the project might consider providing financial assistance (school fees) to caregivers in VSLAs whose youth are at particularly high risk for dropping out of school because they cannot afford to pay the school fees. The amount of the financial assistance would decrease annually with the expectation that caregiver income and savings would increase as a result of participating in the VSLAs.

5.3. Provide Meals and Transportation to Needy NFE Students

WEI/B should consider modifying the NFE scholarship to include an allowance for meals and transportation to those students in need. The caregivers are supposed to provide meals to youth participating in the NFE intervention. It appears that in the majority of cases, the caregivers are not able to provide meals meaning that NFE students eat only one time per day. In addition, some youth have to walk more than five kilometers to the NFE training site where they often arrive late and tired. Hunger and walking long distances appear to be negatively affecting NFE students' ability to learn.

The project should assess the meal and transportation situation. Based on the assessment, it should provide an additional meal allowance to the training institutions for those youth that consistently go without breakfast and lunch and an additional allowance to those youth that have to walk more than a determined number of kilometers. The evaluator understands that the NFE intervention is operating on a limited budget and that this recommendation must be considered in the context of current funding and project targets. However, he believes that the objective of increasing decent work would be better served by slightly decreasing the number of NFE scholarships so NFE students are able to more effectively learn and perform their trades.

5.4. Assess and Address Gaps in Trade Certificate Program

WEI/B should conduct a rapid assessment to identify any weaknesses in the NFE program related to youth's ability to learn and find decent work. The rapid assessment should examine the length of the certificate program (currently three months) and the lack of trade tools to determine whether and how these factors might be affecting NFE students ability to practice, learn, and acquire decent work. The assessment should include interviews with current NFE students and instructors as well as interviews with Lot 1 youth who completed the course and have found or are looking for jobs. The results of the rapid assessment should be used to inform an appropriate way forward.

The project has worked closely with the Directorate of Training (DIT) to ensure that the NFE model is aligned with Skilling Uganda. Thus, the project is operating under the recommendation of DIT that the three-month program is adequate to acquire work and tools are not necessary. The evaluator recognizes the importance of aligning programming with national policy given the focus on sustainability. However, there is a difference of opinion on the length of the trade certificate program and tool kits. Many of the AYEDI NFE students and instructors believe the six-month program would help students acquire the minimal set of skills and be more competitive in finding employment. They also believe basic trade tools are critical, especially in situation where the training institution does not have enough for all students.

The assessment should determine whether increasing the length of the trade certificate program to six month and providing trade tools significantly improve the chances of acquiring decent work. If so, the project and USDOL should consider strategies for increasing resources to increase the length of the program and providing trade tools. One option might be to decrease the number of targeted youth, which is an argument of quality over quantity. On the other hand, if the assessment demonstrates that increasing the length of the program and providing trade tools does not make a significant difference in learning and employment, the project would not need to make adjustments.

5.5. Increase VSLA Caregiver Participation and Provide IGAs

WEI/B should develop strategies to increase the number of caregivers that participate in the VSLAs. Although VSLAs were directly marketed to AYEDI caregivers, many caregivers maintain that they could not participate due to lack of income to contribute to their savings account. One of the pillars of the project's theory of change is that the VSLAs would enable caregivers to increase income and savings to help meet the basic needs of youth so they do not have to engage in hazardous work. The intended impact depends on relatively broad participation of caregivers in VSLAs.

The project should also consider evidence-based IGA approaches⁶² that provide IGA training and support to the VSLAs. The IGA training might serve as an important strategy to help VSLA members increase income and savings rates as well as channel loans into productive activities (instead of consumption). The IGAs would also serve as a strategy to convince more caregivers to participate in the VSLAs because they would view the VSLAs as a means to increase income. The IGA activities might include gardens, draught resistant crops, and animal husbandry. Trading in grains or establishing small shops are other possibilities.

5.6. Provide Refresher VSLA Bookkeeping Training and Support

WEI/B should deploy its Community Based Trainers (CBT) to provide refresher training to the VSLAs on bookkeeping and technical support as required.⁶³ The evaluator identified a range of problems with the VSLA ledgers during interviews. These included cash balances in the ledgers that did not match the amount in the cash boxes; no entries of names of members who borrowed and the purpose of the loans; and incomplete entries. VSLA members responsible for managing the ledgers appeared confused about the VSLA bookkeeping process and noted that they require additional training and technical support including how to promote productive instead as consumption loans.

5.7. Systematize Educational Pathway Placement

WEI/B should consider providing a more systematic process for placing youth into one of the educational pathways that would consist of an aptitude assessment and career guidance. The project has set targets for the number and percentage of youth that will be allocated to the IFLY, NFE, and SSBG pathways based on a rapid assessment and market analysis conducted during the project design phase as well as available resources. Project staff place youth into one of the educational pathways based primarily on expressed interest and level of literacy with these targets in mind. In some cases, youth were placed in IFLY because they lived too far from the NFE training site.

The evaluation discovered that some youth in IFLY would prefer to be in the NFE program. The evaluation also discovered that the percent of youth currently participating in AYEDI Clubs who would prefer the NFE pathway significantly exceeded the target of 20%.⁶⁴ The purpose of providing a more systematic approach using aptitude tests and career guidance counseling is to ensure that youth are placed in the most appropriate educational pathway that increases their chances of obtaining decent work. The evaluator recognizes that this may require a reduction in

⁶² Many IGA designs are flawed. WEI/B may be able to leverage support from the WEI/B Better Outcomes program to train members in the evidence-based SPM (Selection, Planning, Management) approach if resources for training can be availed.

⁶³ AYEDI added 10 CBTs in January 2016 to complement UWESO efforts to train and support VSLAs.

⁶⁴ During focus group interviews with AYEDI Club members, the evaluator polled youth on their preferred pathway that included starting a business, earning a trade certificate, and returning to secondary schools.

targets in exchange for quality over quantity. There is a wide selection of vocational aptitude tests available on the Internet that the project could adapt and use.

5.8. Track Lots 1 and 2 Graduates to Determine Decent Work

AYEDI should track Lots 1 and 2 youth when they complete their pathways to determine whether they are involved in decent work. IFLY graduates should be tracked to determine whether their enterprises are successful. If enterprises are struggling or have failed, the project should endeavor to determine the reasons. NFE graduates should be tracked to determine whether they were able to find employment. SSBG graduates should be tracked to determine whether they are involved in decent work and the role the secondary school certificate played in finding employment. If SSBG are not employed in decent work, the project should explore the reasons.

In each case, the project should conduct individual and focus group interviews to ascertain the points of view of the youth and document lessons. The points of view of the youth, including lessons, should be used to improve AYEDI's approach to teach educational pathways in order to increase the chances of decent work. The lessons would also provide USDOL important information for future child labor prevention projects that target out-of-school youth with similar employment or livelihood interventions.

5.9. Develop Systematic Approach to Civic Engagement and Leadership

AYEDI should strengthen civic engagement opportunities for youth by developing a more systematic approach to meaningfully engage youth in civic activities and leadership roles. The project has effectively laid the foundation of leadership principles in the club package, which appears to be changing behaviors of youth based on pre and post AYEDI Club testing. Youth have also participated in civic activities such as cleaning markets, churches, mosques, and other public places. Other youth organized sports and cultural activities and served as peer leaders for JFFS. The challenge to the project is how to build on these foundations and take civic engagement and leadership to the next level where youth play key roles in addressing child labor and other social problems.

The project might consider several options to achieve deeper and more systematic civic engagement and leadership positions for AYEDI youth. Embedding these options into local structures would help ensure sustainability. For example, the project might identify youth that demonstrated leadership potential during the AYEDI Club activities and facilitate their participation on community committees or organizations. The CPCs and CCLCs are two viable options that would allow youth the opportunity to help monitor small-scale employers. The project might also identify strong youth leaders and support them to establish AYEDI Clubs that address social problems. These clubs could include a VSLA component and be linked to other government programs.

5.10. Strengthen the Sustainability Plan

AYEDI should build on its sustainability strategy described in Section 3.4 by working with its partners to identify and strengthen those interventions and results that should be sustained once the project ends in December 2017. For each intervention, AYEDI and its partners should determine how the intervention or its result would be sustained, who will be responsible for sustaining them and where the financial and organizational resources would come from to ensure continuity, if that can reasonably be ascertained. AYEDI and its partners should modify its current sustainability plan so it lists the activities, outputs, or outcomes that will be sustained; describes how these elements will be financed; and states the person or organization responsible for ensuring the continuity of these elements. In addition, the sustainability plan should include a monitoring plan that lists milestones or indicators and timeframes that can be used by the project to track the progress in milestone achievement. To strengthen the sustainability plan, the project might consider a series of sustainability workshops or meetings based on existing platforms. Work on the sustainability strategy/plan should begin before the end of 2016, which would give the project and its partners about one year to work on sustainability. USDOL should use the sustainability plan and monitoring component to track sustainability progress.

5.11. Focus on the Household

USDOL should consider focusing on the household as the unit of analysis in future projects that address out-of-school adolescent youth engaged in or at risk for engaging in hazardous work. USDOL views AYEDI as a pilot project to assess the pathway approaches and other interventions that it might include in future project solicitations. An important lesson that has emerged from implementing and evaluating the project is that the dynamics within households deserve deeper analysis that, in turn, affect a range of factors that influence child labor. These factors include the economic vulnerability of households, household decision-making regarding the allocation of scarce resources such as food and money; the demand for income and who is expected to earn the income; specific livelihood strategies that households employ; how households address major shocks such as draught, floods, and deaths; prevailing attitudes about education, child protection, and child labor (including early marriage, girls' education) and; social support systems.

A thorough analysis of the household as it relates to child labor would, in turn, help determine and drive the appropriate interventions. For example, understanding a household's livelihood strategy might help a project determine the most appropriate intervention to strengthen it that would decrease pressure on adolescent youth to engage in hazardous work. Understanding a household's support system might lead to interventions to strengthen it in ways to strengthen livelihood strategies and coping mechanisms to address shocks. A more holistic household approach might also help identify prevailing attitudes about child labor and education that could be effectively addressed with the appropriate awareness building strategies. The prevailing attitudes might include the desire to arrange marriages for adolescent girls so they are no longer an expense for the household or discontinuing school due to the perceived need for income in the short term.

5.12. Review Budget and Targets in Light of Recommendations

USDOL and WEI/B should meet to discuss the recommendations and their implications on the project budget and targets. The evaluator realizes that many of the recommendations would require additional financial resources that could affect the current set of indicator targets. However, this recommendation is made within the context and finding that only 20% of the budget is allocated to achieving the outcomes.⁶⁵ The evaluator believes it would be a valuable exercise for USDOL and WEI/B to meet to assess how resources are currently allocated and determine whether funds from non-outcome line items might be reallocated so the recommendations could be implemented. If additional resources are truly unavailable, the meeting would serve to discuss how targets might be modified to accommodate the recommendations where quality might be more important than quantity such as the case with the NFE program where providing meals, transportation, and tool kits to needy youth could improve learning and chances of acquiring decent work. The meeting might also serve to identify how the spirit of the recommendations could be implemented with current resources.

⁶⁵ The evaluator acknowledges that 20% is an increase from the amount in the initial approved budget.

ANNEXES

ANNEX A: Terms of Reference

External Independent Midterm Evaluation of the AYEDI Project in Uganda

I. Background and Justification

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

Since 1995, the U.S. Congress has appropriated over \$1 billion to USDOL for efforts to combat exploitive child labor internationally. This funding has been used to support technical cooperation projects to combat exploitive child labor in more than 93 countries around the world. Technical cooperation projects funded by USDOL range from targeted action projects in specific sectors of work to more comprehensive projects that support national efforts to eliminate child labor. USDOL-funded child labor elimination projects generally seek to achieve five major goals:

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

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

USDOL-funded child labor elimination projects are designed to ensure that children in areas with a high incidence of child labor are withdrawn and integrated into educational settings, and

that they persist in their education once enrolled. In parallel, the project seeks to avert at-risk children from leaving school and entering child labor. The projects are based on the notion that the elimination of exploitative child labor depends, to a large extent, on improving access to, quality of, and relevance of education. Without improving educational quality and relevance, children withdrawn/prevented from child labor may not have viable alternatives and could resort to other forms of hazardous work.

In FY2010, Congress provided new authority to ILAB to expand activities related to income generating activities, including microfinance, to help projects enhance income generation and address poverty more effectively. The addition of this livelihood focus is based on the premise that if adult family members have sustainable livelihoods, they will be less likely to have their dependent children work and more likely to keep them to school.

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

Project Context

Uganda has the youngest population in the world, with a median age of 15 years. Twenty-one percent of Ugandans are between the ages of 15-24. In 2009-2010, 60 percent of Ugandan youth between 15-24 years were in the labor force. They face a number of challenges, including poverty, under-employment, unemployment, and lack of relevant education and skills for employment. It is estimated that 3 out of 10 youth in Africa live on less than \$1 per day. Models developed by the AYEDI project are intended to help respond to this youth bulge.

Many Ugandan youth are ill-prepared to secure decent work and are vulnerable to hazardous labor due to a number of factors that may affect them, including: low school completion rates; inadequate formal or vocational training opportunities; insufficient technical and/or soft skills; lack of entrepreneurial skills needed to identify local market opportunities; negative perceptions about youth; and pervasive poverty.

Although agriculture is the largest area of employment in Uganda, youth often see farming as a “last resort.” Moreover, youth are not generally positioned to take advantage of agribusiness opportunities along the value chain. The informal sector (jua kali) meanwhile employs 58% of the non-agricultural labor force, but is plagued by low productivity.

Project Specific Information

World Education, Inc.’s Bantwana Initiative (WEI/Bantwana), in partnership with the Government of Uganda and in collaboration with local partners, received funding from the United States Department of Labor (USDOL) to implement a four year (2013-2017) project “*The Adolescent Youth Empowerment Development Initiative (AYEDI)*” in Uganda. This project is being implemented in four districts (Gulu, Lira, Iganga, and Bugiri) in Northern and Eastern

Uganda. The Program Objective (PO) is *Reduction in Adolescent Youth Engaged in Hazardous Work in AYEDI Project Areas*. The AYEDI project utilizes strategic public-private partnerships with specialized technical support from Uganda Women's Effort to Save Orphans (UWESO), Straight Talk Foundation, and RECO Industries Ltd to building the skills vulnerable youth.

The project's current Theory of Change is reflected in its results framework, which was developed during the development of the project's comprehensive monitoring and evaluation plan (CMEP). The project's three intermediate objectives are listed below:

1. Increased Provision of Basic Needs of Adolescent Youth and Children by Caregivers
2. Increased Compliance with Child Labor Laws by small scale employers
3. Increased Adolescent Youth in Decent Work

The primary project activities are summarized below:

- Rights-based education, life skills, occupational safety training, study tours, and career guidance through clubs. The project also offers three education pathways: an Integrated Functional Literacy Program (iFLY) to provide youth with no or little formal education with functional literacy and numeracy skills through skills-based learning activities focused on agribusiness, entrepreneurship, financial literacy and work readiness that is complemented with hands on practical training options in entrepreneurship and agribusiness including Junior Farmer Field Schools, and/or microfranchise or microenterprise; a Non-formal Education (NFE) Trade Certificate program targeting youth interested in pursuing work in a specific trade; and, enrollment and retention support in secondary school for eligible youth.
- Mobilizing youth and their caregivers to form Village Savings and Loans Associations (VSLA).
- Youth engagement in civic activities; build youth's leadership and advocacy skills; and collaborate with the President's Young African Leadership Initiative and Embassy's Youth Council to the extent possible.
- A range of leadership activities for youth that may include participation in local government's community-level structures and ensuring that youth issues are adequately addressed in local government policies.

II. Purpose and Scope of Evaluation

Midterm Evaluation Purpose:

The main purposes of the mid-term evaluation are:

- To review the on-going progress and performance of the Project (extent to which immediate objectives and outputs are being achieved),
- To examine the likelihood of the Project achieving its objectives and targets,

- Identify ways to improve delivery and enhance coordination with key stakeholders,
- To identify promising practices and ways to promote their sustainability.

The midterm evaluation should provide key stakeholders with information to assess and revise, as it is needed; work plans, strategies, objectives, partnership arrangements and resources.

Intended Users:

This midterm evaluation should provide USDOL, World Education, the Government of Uganda, and other project stakeholders an assessment of the project's experience in implementation and, to a limited extent, its impact on project beneficiaries. USDOL/OCFT, World Education management will use the evaluation results as a learning tool regarding the relevance of the approach and strategy used by the project. The evaluation results also should provide information, supported by project and evaluation data, that suggest how the project could enhance its impact during the remaining time of implementation and sustain the benefits that have been or will be generated. The 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:

Category	Evaluation Questions
<i>Project Design and Validity</i>	1. Is the project's TOC still valid after two years of project implementation? To what extent do the project assumptions hold true? 2. To what degree is the project design/TOC appropriate and adequate to address the key causes of child labor among beneficiary children and households?
<i>Relevance to Needs</i>	3. Is the project meeting the needs and expectations of its beneficiaries, partners and other key stakeholders? 4. Overtime, have these needs changed and, if so, how has the project responded to these changes?
<i>Project Progress and Effectiveness</i>	5. Is the project on track to achieve its output and outcome indicators as planned? Why or why not? 6. Are the education and skills training interventions (i.e., AYEDI Club activities; Integrated Literacy (iFLY) Program; Non-formal Education (NFE) Trade Certificate program Junior Farmer Field Schools; the Secondary School Education Block Grant and Tutoring; and micro franchise or microenterprise) effective? What are their strengths and weaknesses? 7. Are youth integrated and participating in civic engagement activities and youth leadership opportunities as planned? Are they adequately matched with services and do they graduate with the appropriate skills to enter decent work? 8. How effective are the livelihood interventions (i.e. VSLAs) in reducing child labor? What are their strengths and weaknesses?

<i>Efficiency</i>	<p>9. Is the project implementing activities and expending funds as planned (on time)?</p> <p>10. Is the project efficient at achieving its output and outcome targets?</p>
<i>Effectiveness of Project Management</i>	<p>11. Is the performance monitoring system (especially the DBMS) practical, useful, and sufficient for project management? Data collection? Reporting? Is the monitoring system meeting the needs and requirements of the project?</p> <p>12. How effectively is AYEDI coordinating with implementing partners and stakeholders (government, communities, youth, and small scale employers) to reduce child labor?</p>
<i>Sustainability</i>	<p>13. Are AYEDI program components including the education and skills training and livelihood (VSLAs) interventions described above likely to be sustained once the project ends?</p> <p>14. How has the project built capacity at the local level and engaged government and community stakeholders to address child labor issues once the project ends?</p> <p>15. To what extent has the project's sustainability plan been deployed? What actions might the project take to help ensure that key results and interventions are sustained once the project ends?</p>

III. Evaluation Methodology and Timeframe

The evaluation methodology will consist of the following activities and approaches. While the evaluation team may propose changes in the methodology, any such changes should be discussed with USDOL and the project, provided that the research and analysis suggest changes and provided that the indicated range of questions is addressed, the purpose maintained, and the expected outputs produced at the required quality.

Approach

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

Quantitative data will be drawn from the CMEP, budget, Performance Reporting Form (PRF), and project reports (such as TPRs, Federal Financial Reports, and research reports) to the extent that it is available and incorporated in the analysis. The evaluation approach will be independent in terms of the membership of the evaluation team. Project staff and implementing partners will generally only be present in meetings with stakeholders, communities, and beneficiaries to provide introductions. The following additional principles will be applied during the evaluation process:

Methods of data collection and stakeholder perspectives will be triangulated for as many as possible of the evaluation questions. Efforts will be made to include parents' and children's voices and beneficiary participation generally, using child-sensitive approaches to interviewing

children following the ILO-IPEC guidelines on research with children on the worst forms of child labor (<http://www.ilo.org/ipeinfo/product/viewProduct.do?productId=3026>) and UNICEF Principles for Ethical Reporting on Children (http://www.unicef.org/media/media_tools_guidelines.html).

Gender and cultural sensitivity will be integrated in the evaluation approach. Consultations will incorporate a degree of flexibility to maintain a sense of ownership of the stakeholders and beneficiaries, allowing additional questions to be posed that are not included in the TOR, whilst ensuring that key information requirements are met. 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.

Lead Evaluator

Dan O'Brien, founder and president of OAI, will serve as the lead evaluator. Dan is a seasoned labor evaluation expert that has conducted more than 14 evaluations for USDOL and the ILO. Dan has evaluated USDOL-funded child labor prevention programs in Guatemala, Nicaragua, Honduras, El Salvador, the Dominican Republic, and Indonesia. He also provided supervision and technical support to OAI consultants who evaluated USDOL-funded child labor prevention project in Peru, Bolivia, Jordan and the Global Action Against Child Labor Program (GAP 11).

Dan is uniquely qualified to evaluate the AYEDI project for several reasons. Dan has a strong background in livelihoods, rights-based education, and village savings and loan programs. During his tenure at CARE International, Dan participated on the task force that developed CARE framework and strategies for rights-based programming including livelihood security and savings and loans strategies. More recently, Dan conducted a variety of assessments for USAID on vocational training and employment for at-risk youth. Under OAI, Dan is working with the Research Triangle Institute (RTI) and Family Health International (FHI-360) to build alliances with the private sector to provide vocational training and technical education to at-risk youth.

Dan also has substantial and relevant experience in Uganda. OAI served as a subcontractor to Cardno International on the USAID Initiatives with the Private Sector program (HIPS) from 2007 to 2012. Dan conducted a range of alliance assessments and provided technical support that built alliances with the private sector to provide services and employment and livelihood opportunities to at-risk youth, youth living with HIV, and OVC (Orphans and Vulnerable Children). Over the life of the contract, he visited Uganda 15 times. In addition to the HIPS program, Dan conducted an evaluation in 2010-2011 for the University Research Corporation on nutrition products that Reco Industries, one of the AYEDI partners, might manufacture for USAID. The evaluation involved linkages between Reco and youth farmer groups that generated decent employment opportunities for rural youth.

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:
 - M&E documents (provided by USDOL and the project) including monitoring reports against the CMEP, PRF and Performance Monitoring Report;
 - Needs assessments—both technical and institutional needs assessments;
 - Project document and revisions (or revision requests);
 - Cooperative Agreement;
 - Management Procedures and Guidelines FY 2013;
 - Technical Progress and Status Reports;
 - Relevant Federal Financial Reports and up-to-date Outputs Based Budget;
 - Work plans;
 - Correspondence related to Technical Progress Reports;
 - Research or other reports undertaken (baseline studies, etc.);
 - Project files (including school records) as appropriate.

2. Question Matrix

Before beginning fieldwork, the evaluator will create a question matrix, which outlines the source of data from where the evaluator plans to collect information for each TOR question. This will help the evaluator make decisions regarding allocation of time in the field. It will also help the evaluator explore all possible avenues for data triangulation and to clearly note the source of evaluation findings. The Contractor will share the question matrix with USDOL if planning and preparation time permits.

3. Interviews with stakeholders

Informational interviews will be held with as many project stakeholders as possible. The evaluation team will solicit the opinions of children, community members in areas where awareness-raising activities occurred, parents of beneficiaries, teachers, government representatives, legal authorities, union and NGO officials, project implementers, and project staff regarding the project's accomplishments, design, effectiveness, efficiency, management and sustainability.

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

- OCFT staff responsible for this evaluation and project prior to the commencement of the fieldwork.
- Implementers at all levels, including any official project partners involved.

- 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, educational personnel as relevant project beneficiaries.
- International NGOs and multilateral agencies working in the area.
- Other child protection and/or education organizations, committees and experts in the area and region.
- U.S. Embassy staff member.

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 in targeted capacity, advocacy, and policy sectors. During the visits, the evaluator will observe the activities and outputs developed by the project, and conduct focus groups with child beneficiaries. Interviews also will be conducted with representatives from local governments, NGOs, community leaders and educators associated with the project.

Ethical Considerations and Confidentiality

The evaluation mission will observe utmost confidentiality related to sensitive information and feedback elicited during the individual and group interviews. To mitigate bias during the data collection process and ensure a maximum freedom of expression of the implementing partners, stakeholders, communities, and beneficiaries, implementing partner staff will 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.

Stakeholder Meeting

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

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

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

- Presentation by the evaluator of the key preliminary findings
- Feedback and questions from stakeholders on the findings
- Opportunity for implementing partners who were not interviewed to present their views on progress and challenges in their locality
- If appropriate, an exercise to determine the project's Strengths, Weaknesses, Opportunities and Threats (SWOT)
- Discussion of recommendations to improve the implementation during the remaining period and ensure sustainability. Consideration will be given to the value of distributing a feedback form for participants to nominate their "action priorities" for the remainder of the project.

A debrief call will be held with the lead evaluator and USDOL after the stakeholder workshop to provide USDOL with preliminary findings and solicit feedback as needed. This is to substitute for the fact that USDOL will likely not attend the stakeholder conference in Kampala.

Limitations

Fieldwork for the evaluation will last two weeks, 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 her findings. All efforts will be made to ensure that the evaluator is visiting a representative sample of sites, including some that have performed well and others that have experienced challenges.

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

Furthermore, the ability of the evaluator to determine efficiency will be limited by the amount of financial data available. A cost-efficiency analysis is not included because it would require impact data, which is not available. An assessment on project efficiency is expected to be included in the evaluation (inputs to outputs); see evaluation questions above.

Timetable

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

Task	Date
Background project documents sent to contractor	Jan 11
Kick-off conference call with USDOL	Feb 8
Draft TOR sent to OCFT and grantee for comment	Feb 8

Task	Date
Evaluation purpose and questions submitted to contractor	Feb 15
Finalize field itinerary and stakeholder list for workshop	TBD
Cable clearance information submitted to USDOL	Feb 28
Finalize TOR with USDOL and Grantee and submit to both parties	Feb 28
Conference call with USDOL and WL to discuss logistics	Mar 3
Fieldwork	Mar 14-25
Post-fieldwork debrief call	Mar 29
Draft report to USDOL & Grantee for 48 hour review	Apr 18
USDOL & Grantee send 48 hour review comments	Apr 20
Revised report to USDOL & Grantee for 2-week review	Apr 25
USDOL & Grantee send comments after full 2-week review	May 6
Final draft report to USDOL with evaluator comments/responses	May 13
Final report sent to USDOL (edited and 508 compliant)	May 20

Expected Outputs/Deliverables

Fifteen working days following the lead 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:

- Table of Contents
- List of Acronyms
- Executive Summary (providing an overview of the evaluation, summary of main findings/lessons learned/good practices, and key recommendations)
- Evaluation Objectives and Methodology
- Project Context and Description
- Findings (answers to evaluation questions with supporting evidence)
- Conclusions (interpretation of facts including criteria for judgments)
- Recommendations (critical for successfully meeting project objectives; judgments on what changes need to be made for future projects)
- Annexes - including list of documents reviewed; interviews/meetings/site visits; stakeholder workshop agenda and participants; TOR; etc.

The total length will not exceed 30 pages for the main body of the 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 lead evaluator will provide a response to OCFT, in the form of a comment matrix, as to why any comments might not have been

incorporated. While the substantive content of the findings, conclusions, and recommendations of the report shall be determined by the lead 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.

IV. Evaluation Management and Support

The lead evaluator is responsible for conducting the evaluation according to the terms of reference (TOR). He will:

- Review project background documents
- Review the evaluation questions and refine the questions, as necessary
- Develop and implement an evaluation methodology (i.e., conduct interviews, review documents) to answer the evaluation questions, including a detailed discussion of constraints generated by the retrospective nature of this evaluation methodology and data collection and how those constraints could be avoided in future projects
- Conduct planning meetings/calls, as necessary, with USDOL and World Education
- Decide composition of itinerary, field visits, and interviews to ensure objectivity of the evaluation
- Present verbally preliminary findings to project field staff and other stakeholders as determined in consultation with USDOL and World Education
- Prepare initial drafts (48-hour and 2-week reviews) of the evaluation report and share with USDOL and World Education
- Prepare and submit final report

USDOL is responsible for:

- Providing project background documents to the evaluator
- Obtaining country clearance
- Briefing World Education on evaluation to ensure coordination and preparation for evaluator
- Reviewing of and providing comments on the draft evaluation reports
- Approving the final draft of the evaluation report
- Participating in the post-trip debriefing

World Education is responsible for:

- Reviewing and providing input to the TOR
- Providing project background materials to the evaluator
- Providing information on all project sites for the evaluator to choose from in deciding the evaluation itinerary
- Preparing a list of recommended interviewees

- Scheduling meetings for field visit and coordinating all logistical arrangements
- Providing local ground transportation
- Reviewing and providing comments on the draft evaluation reports
- Participating in the post-fieldwork stakeholder debrief to review and discuss preliminary findings
- Provide local ground transportation to and from meetings and interviews
- Organizing, participating in, and paying for the stakeholder meeting

ANNEX B: Master List of Interview Questions

1. Do you think the project is meeting the needs of your organization? Should the project be addressing any needs or issues that it is not currently addressing with its interventions? Please explain.
2. Do you think that the project has the correct set of interventions and strategies to achieve its objectives or do you think it should adjust its approach? If so, how?
3. Do you think the project implementation is on schedule? If not, please explain the reasons for the delayed implementation.
4. What progress has the project made in advocating for national legislation on the protection of domestic workers (national draft bill) and on C189? Do you think it is realistic to think that the project can influence the passing of the national draft bill? Please explain.
5. What progress has been made at the regional level to enact legislation to protect domestic workers? Please explain the successes and obstacles.
6. How has the project used monitoring data as a decision making tool in the project?
7. How will the DWOs sustain key project initiatives once the project ends? These would include advocacy initiatives, public awareness campaigns, DW schools, organizing, maintaining, and educating DWs, SMS gateway, and referral mechanisms.
8. Do you have any recommendations to improve the performance and effectiveness of the project during the remaining months of implementation?
9. What do you consider the key lessons learned and emerging smart practices?

ANNEX C: List of Documents Reviewed

- Cooperative Agreement
- Project Document; Revised Project Document
- Comprehensive Monitoring and Evaluation Plan
- Technical Progress Reports (2014-2015)
- Sustainability Strategy
- Management Procedures and Guidelines 2013
- AYEDI Annual Workplans (2014, 2015)
- Baseline Inception Report
- Output Budget
- AYEDI Budget and Variance Report
- Formation, Growth and Survival; Small Firm Dynamics in the U.S. Economy (1989), Phillips, Bruce D and Kirchhoff, Bruce A., Small Business Economics, Vol. 1, Issue 1, p. 65-74 1989.
- An Evaluation of the Business Practices of Entrepreneurs of Umkhanyakude District Municipality, Australian Journal of Business Management and Research, Vol. 4, No. 2, June 2014.

ANNEX D: List of Persons Interviewed

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ANNEX E: AYEDI Results Framework

Development Objective	Reduction in adolescent youth Engaged in hazardous Work in AYEDI project areas		
Intermediate Objectives	1. Increased provision of basic needs of adolescent youth and children by caregivers	2. Increased compliance with child labor laws by small-scale employers	3. Increased adolescent youth in decent work
Sub-Intermediate Objectives	1.1. Increased income, savings and access to credit and emergency social fund by caregivers 1.1.1. Increased access to integrated financial services by caregivers 1.2. Increased awareness of the broad hazardous /child labor issues by caregivers	2.1. Increased monitoring of small- scale employers by CDOs & DLOs 2.1.1. CCLCs actively fulfilling their mandate 2.2. Reduced community acceptance of hazardous/child labor 2.2.1. Improved community awareness of broad hazardous/child labor issues 2.2.2. Adolescent youth develop and practice leadership skills	3.1. Adolescent youth equipped with life skills 3.2. Adolescent youth obtain technical knowledge and skills for decent work 3.3. Adolescent youth receive functional and literacy and numeracy skills 3.4. Increased access to integrated financial services by adolescent youth 3.5. Increased awareness of business opportunities and career paths by adolescent youth 3.6. Adolescent youth AHR successfully retained in secondary school