International Programme on the Elimination of Child Labour (IPEC)

International
Labour
Office

# *IPEC*  *Evaluation*

## Support to Development and Implementation of Time Bound Measures Against Worst Forms of Child Labour in Zambia

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**An independent mid-term evaluation by an external consultant**

August 2008

**This document has not been professionally edited.**

## NOTE ON THE EVALUATION PROCESS AND REPORT

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

The evaluation was carried out by an external consultant[1]. The field mission took place in June, July 2008. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

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## *Acronyms*

| | |
|---|---|
| ANPPCAN | African Network for the Protection and Prevention of Child Abuse and Neglect |
| AP | Action Programme |
| CAMFED | Campaign for Girls Education in Zambia |
| CBO | Community Based Organization |
| CCLC | Community Child Labor Committee |
| CDL | Child Domestic Labour |
| CL | Child Labour |
| CLU | Child Labour Unit |
| Comagri | Commercial Agriculture |
| CSR | Corporate Social Responsibility |
| CSO | Central Statistical Office |
| CTA | Chief Technical Advisor |
| DAP | District Action Plan |
| DCLC | District Child labour Committee |
| DDCC | District Development Coordinating Committee |
| DWCP | Decent Work Country Programme |
| FNDP | Fifth National Development Plan |
| GRZ | Government of the Republic of Zambia |
| HIV/AIDS | Human Immune Deficiency Virus / Acquired Immune  Deficiency Syndrome |
| IGA | Income Generating Activity |
| ILO | International Labour Organization |
| ILOR | International Labour Organization Representative |
| INGO | International Non-Governmental Organization |
| IP | Implementing Partner |
| IPEC | International Programme on the Elimination of Child Labour |
| JASZ | Joint Assistance Strategy for Zambia |
| JCM | Jesus Cares Ministry |
| LCH | Low Capacity House holds |
| LCMS | Living Conditions Monitoring Survey |
| LFS | Labour Force Survey |
| LP | Lead Partner |
| M&E | Monitoring and Evaluation |
| MDG | Millennium Development Goal |
| MFNP | Ministry of Finance and National Planning |

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| | |
|---|---|
| MLSS | Ministry of Labour and Social Security |
| MoU | Memorandum of Understanding |
| MPG | Management Procedures and Guidelines Manual |
| MSME | Micro Small & Medium Sized Enterprise |
| MTE | Mid term Evaluation |
| NAP | National Action Plan |
| NELMP | National Employment and Labour Market Policy |
| NGO | Non-Governmental Organisation |
| NSC | National Steering Committee |
| OVC | Orphans & Vulnerable Children |
| PAP | Provincial Action Plan |
| PCC | Projects Coordination Committee |
| PD | Project Document |
| PS | Permanent Secretary |
| PSD | Private Sector Development Programme |
| POS TBP | Project of Support to the Time Bound Programme against the Worst Forms of Child Labour |
| SPIF | Strategic Programme Impact Framework |
| SPO | Senior Programme Officer |
| TBP | Time Bound Programme |
| ToR | Terms of Reference |
| TPR | Technical Progress Report |
| UCW | Understanding Children's Work (Interagency Research Project: ILO, UNICEF, World Bank) |
| UN | United Nations |
| UNDAF | United Nations Development Assistance Framework |
| UNICEF | United Nations Children's Fund |
| USDOL | United States Department of Labor |
| WEDGE | Women's Entrepreneurship Development & Gender Equality |
| WFCL | Worst Forms of Child Labour |
| ZAMISE | Zambia Institute of Special Education |
| ZCTU | Zambia Congress of Trade Union |
| ZFAWIB | Zambia Federation of Associations of Women in Business |
| ZFE | Zambia Federation of Employers |

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*Executive Summary*

## Introduction

1. The Mid-term Evaluation (MTE) of the Support to the Development and Implementation of Time Bound Measures Against the Worst Forms of Child Labour (WFCL) was carried out between 19th June and 4th July 2008. The main aim of the independent MTE was to review progress made in the first half of the project life and learn lessons and recommend ways to improve project performance in the remaining half of the project life. Standard evaluation methodologies were used focusing on the usual areas of evaluation, namely: design, implementation, relevance, sustainability and special aspects to be addressed.

## Key Findings

2. ILO/IPEC's fight against the Worst Forms of Child Labour through the POS TBP has dealt with both up-stream and down-stream interventions. The major areas have included the following six (6): (i) policy action; (ii) awareness raising; (iii) building the knowledge base; (iv) mainstreaming; (v) networking, and; (vi) direct action. The project has made good progress in all the 6 areas.

3. The project did deal with the major necessary design issues including: linking up the project to existing policy and development frameworks; drawing from past experience of similar projects and networking with on-going initiatives, and; consideration of assumptions and their possible negative effects as well as mitigation measures to reverse the negative effects. However, the assumption on the macro-economic environment was not given adequate attention and hence it was not sufficiently provided for in the project's strategies. The depreciation of the US $ against the Kwacha threatens to negatively impact on the project's capacity to meet its target of withdrawing and preventing 10,000 children unless other measures are put in place.

4. According to the available data, the average percentage achievement of the project at midline, taking into account all the three immediate objectives indicator targets was 66%. Though there were indicator data gaps in the calculation of this percentage value, nonetheless it does give a fair picture of the overall project performance at midline and shows that the project is on track. The project should be able to meet its overall target of supporting 10,000 children in the remaining half of its life.

5. Objective 1 had the highest achievement in indicator targets of 74%, a reflection of the good performance POS TBP has had. Most of the activities under objective 1 are up-stream, in which POS TBP team has played a critical role. The nearly three quarters achievement of targets at midline must, therefore, be appreciated. The performance of Lead Partners (LPs)[2] and Implementing Partners (IPs)[3] has been impressive, as evidenced by the indicator targets already achieved at midline. For instance, out of all the three immediate objectives, the second highest achievement in indicator targets (69%) was in objective 3 which is concerned about the delivery of

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[2] Lead Partners are experienced members of a coalition of partners involved in the Project of Support to the Time Bound Programme (POS TBP) against the WFCL whose responsibilities include the following: (i) Provide overall leadership to a coalition of partners; (ii)Train/capacity build other members of the coalition; (iii) Coordinate project activities in the coalition; (iv) Monitor project activities, and; (v) Reporting back to and coordination with the POS TBP office. Examples of LPs: Community Youth Concern; Jesus Cares Ministry, and Hosanna Mapalo.
[3] These are members of a coalition of partners responsible for implementation of APs either in their totality or in part, in line with their respective areas of expertise.

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models of interventions, a key area under the jurisdiction of LPs and IPs. These are primarily down-stream activities and by all standards, 69% is a good achievement at midline. On the other hand, the greatest challenges have been faced in areas where government institutions have taken the lead. For instance, the formulation of the National Action Plan (NAP) has not yet started. This slow progress is attributed to the low number of staff in MLSS, particularly in the Child Labour Unit (CLU).

6. Notwithstanding the challenges cited in point 5 above, considerable progress has been made by government in putting in place an environment that is critical for the eradication of the WFCL in Zambia. Efforts made in restructuring of the MLSS which has included the establishment of Labour Offices in 23 of the country's districts as well as a CLU at national level are well appreciated. Government has also shown some level of commitment in providing leadership in the formulation of the NAP. Nonetheless, there is need for greater effort on the part of the government if this project is to fulfill its intended objectives within the remaining half of its life.

7. At the current rate and considering the available human resources, it may not be possible to get a quality NAP formulated by December 2008. If this is to happen, MLSS must bring in other ministries dealing with children to help it fulfill this important mandate. For instance, where MLSS does not have a presence at district level, it is recommended that any of the other ministries dealing with children take the challenge of facilitating the formation and operationalization of District Child Labour Committees (DCLCs) as well as performing the function of a secretariat to the DCLC. Even where MLSS is present at district level but has low capacity, the same ministries could help in championing the eradication of the WFCL.

8. Several recommendations have been made, a number of which depend on MLSS for action points. Due to the critical nature MLSS must play in the eradication of WFCL, it is crucially important that it be in the driver's seat though presently it may not have the needed capacity. This entails more aggression on the part of the ministry to mobilize the needed human, financial and other resources.

9. Given the limited timeframe and resources (both human and financial) for the implementation of the project and given the magnitude of CL issues in the country, the project can only kick-start interventions to eradicate the WFCL in Zambia. The project has successfully managed to undertake this mandate in its first half. There will be need to circulate to more stakeholders the draft exit strategy developed jointly with CLU in order to solicit for their comments. The strategy may need to be adjusted as the project winds up.

10. One critical area a follow-up project could focus on is strengthening the down stream structures, i.e. the DCLCs and the Community Child Labour Committees (CCLCs). Just over half (52%) of the targeted DCLCs have been formed and 79% of the CCLCs. Given that these institutions have just been formed and others are yet to be formed, there is need to strengthen these structures for them to effectively discharge their mandate. Some of the most critical areas needing such strengthening are training and mobilization of operational financial resources which should also include building the capacity of the committees to mobilize such resources.

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## PART I

### 1.0    INTRODUCTION

Child Labour (CL)[4] in Zambia is rampant and is primarily as a result of high poverty levels estimated at 67% (CSO, 2006) and the high HIV/AIDS scourge the country is currently facing that has resulted in the orphan-hood of more than 600,000 children (2004 LCMS, CSO). As one of the coping strategies to these two shocks, the Worst Forms of Child Labour (WFCL) has been widely manifest in the country in a number of ways, the most common ones among others  being: in agriculture production (this accounts for the highest WFCL at more than 90%, 2005 LFS, CSO); mining, quarrying and prostitution.[5]

### 1.1    Background

With funding from the United States Department of Labor (USDOL), ILO/IPEC in partnership with the Government of the Republic of Zambia (GRZ) started implementing the project - "*Support to development and implementation of time bound measures against the WFCL in Zambia*".  The project was started in September 2006 with a four-year life span, up to March 2010.  The total budget of the project is US $ 3,920,000.

The development objective of the project is "to contribute to the elimination of the WFCL in Zambia through strengthening national capacity to formulate a National TBP against WFCL".  The three immediate objectives are:

   a) By the end of the project, GRZ is equipped to design, implement & monitor initiatives to address the national TBP;
   b) By end of project, inclusive educational & training opportunities for (ex) child labourers & risk children have improved sufficiently to support the NPA's education-focused strategies, and;
   c) By the end of the project, models of interventions on providing direct support to children & families are implemented and documented.

The project document stipulates the undertaking of the Mid-term as well as the final project Evaluation. This document summarizes the findings of an independent Mid-term Evaluation undertaken in June/July 2008 which had a two-fold purpose: (i) assess project performance in the first half of the project life, and; (ii) identify and document key issues, constraints/challenges, lessons and recommendations aimed at improving project implementation performance in the remaining second half of the project life.

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[4] CL refers to work undertaken by children that interferes with their normal development whether; mentally, physically, emotionally, socially and otherwise.
[5] For a detailed reading of various types of CL, the reader is referred to:  **Support to development and implementation of time bound measures against the WFCL in Zambia;** ILO/IPEC Multi-bilateral Programme of Technical Cooperation; Government of the United States of America/Government of the Republic of Zambia, September 2006 to March 2010.

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## 1.2    Methodology

Data collection through stakeholder interviews was undertaken between 23rd June and 3rd July 2008. This culminated in a stakeholder workshop on 3rd July which was primarily used for further data collection after the presentation of preliminary findings, conclusions and recommendations (see *Appendix 4* Workshop Proceedings*)*.  Stakeholder interviews were preceded by literature review. The methodology consisted of the following key elements:

a) *Literature review:*   this took place from 19th to 22nd June. It continued throughout the data collection period. A host of literature reviewed included: the project document; progress and technical reports; IPEC/ILO/UN evaluations guides; evaluations forms; among others.

b) *Stakeholder interviews/workshops:*   these took place at all the five major levels of project implementation and coordination, i.e.; national, regional, district, community and, household/individual (see *Appendix 5* List of Stakeholders met).  A stakeholder workshop was held in Lusaka at the end of the field visits.

c) *Focus group discussions:*   these were held with primarily beneficiaries, i.e. children and caregivers (parents/guardians). Focus group discussions were also held with members of the Community Child Labour Committees (CCLCs) and staff of the Implementing Partners (IPs) as well as Lead Partners.

d) *Tape recording:*   to ensure effective collection of all major issues, a good proportion of the discussions with children, caregivers, CCLCs and IPs were tape-recorded. This provided stakeholder perceptions on a number of key issues in verbatim form.

The stakeholder consultations; focus group discussions and tape-recorded discussions were all based on an evaluation guide,  see *Appendix 1* which was  in turn based on the Terms of Reference (ToRs), see *Appendix 2*.


## 1.3    Categories of stakeholders consulted

A host of stakeholders were consulted, including the following nine (9) categories:

   a)  Children
   b)  Caregivers (parents and guardians)
   c)  Lead partners
   d)  Implementing partners
   e)  Government ministries (Ministry of Labour and Social Security and Ministry of Education)
   f)  Complementary projects within ILO
   g)  Partner organizations outside ILO
   h)  ILO/POS TBP/IPEC Team
   i)  Donor (USDOL) and partner donors (UNICEF, Development Aid Ireland, Netherlands embassy and European Union)

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## 1.4    Areas of Evaluation

The mid-term evaluation was based on the standard areas of evaluation (listed below).

    a)  Design;
    b)  Achievements (implementation & effectiveness) of objectives;
    c)  Relevance of the project;
    d)  Sustainability, and;
    e)  Special aspects to be addressed.


## 1.5    Structure of the report

The areas of evaluation in **Section 1.4** above form the basis for the general structure of this report where each area constitutes achapter. The presentation of the material in this report follows the following general order:

    (i)      presentation / discussion of the key issues;
    (ii)     major finding(s) from the evaluation, and;
    (iii)    lesson(s) learnt / recommendations if any.


## 1.6    Limitations of the MTE

Given the limited timeframe in which data collection was to be undertaken as well as the whole evaluation finalized, it was very difficult to meet all the critical stakeholders despite making several attempts. Such key stakeholders included the Permanent Secretary, MLSS; the chief executives of the Zambia Federation of Employers (ZFE), and; the Zambia Congress of Trade Unions (ZCTU). At the time of the MTE these key players were genuinely busy and unavailable for interviews. Consequently, the evaluation team had no option but to meet with their proxies. In case of the ZFE, it was not even possible to meet a proxy to interview as there was simply no one on the ground. Not all important issues have been dealt with in detail due to the limited time available as well as the need to keep the report sizeable to encourage wider readership.

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# PART II:  MAJOR FINDINGS

ILO/IPEC's focus on the POS TBP against the WFCL has included the following six (6) key up-stream and down-stream areas, namely: (a) policy action; (b) awareness raising; (c) building the knowledge base; (d) mainstreaming; (e) networking, and; (f) direct action to prevent and withdraw, rehabilitate and reintegrate affected children. Highlights of progress made on each of the six areas are presented in **Table 2.1** below. More details are given in the appropriate chapters that follow.

**Table 2.1:  Highlights on Progress of POS TBP Major Areas of Focus**

| Major Area | Major Achievements and whether Up/down-stream Intervention |
|---|---|
| Policy action | • Good progress made on policy dialogue with the government and other stakeholders towards a number of issues including; policy related and improved budgetary allocations evidenced among other things by:<br><br>(i)  the fact that the sustained efforts of POS TBP have resulted in increased budgetary allocations to MLSS. This has led to greater resource allocation to the ministry in terms of financial, human and equipment. ***Up-stream***<br>(ii)  the project has successfully dialogued on improved law enforcement. The ministry of home affairs (particularly through its two wings, immigration and Victim Support Unit) is one of the POS TBP partners and has been involved in CL related issues; ***Up-stream/down-stream***<br>(iii) POS TBP is one of the founding members of the Project Coordination Committee (PCC) in the education sector which has made appreciable progress in promoting education for all. For instance, total number of children in the school system has increased by 1 (one) million to 3 (three) million.  The enrollment rate of the school going children now stands at 95%. ***Up-stream***<br>(iv) efforts towards the formation of  a high level child council headed by the vice president's office. ***Up-stream*** |
| Awareness raising | • Critical organizations such as: the Ministry of Labour and Social Services (MLSS); employers' organizations (e.g. the Zambia Federation of Employers), and; the workers organizations (e.g. the Zambia Congress of Trade Unions) and various NGOs, MBOs and other partners dealing with children have been incorporated into the project as partners and have been sensitized on CL issues. ***Up-stream/down-stream***<br>• Key partner organizations have undergone targeted training and other capacity building to equip them for effective implementation of the project. This includes training in Strategic Programme Impact Framework (SPIF)  which some key partner organizations e.g. MLSS have undergone. ***Up-stream/down-stream*** |
| Building knowledge base | • Higher education programme graduate students trained to use the Supporting Children's Rights Through Education, Arts and Media (SCREAM) methodology in order to increase their understanding of CL. ***Up-stream/down-stream***<br>• Rapid Assessment of Child Labour in the non-traditional mining sector completed. ***Up-stream***<br>• Baseline study in trafficking children for labour purposes, from, to and through Zambia. ***Up-stream*** |

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| Major Area | Major Achievements and whether Up/down-stream Intervention |
|---|---|
| Main-streaming | • The process of mainstreaming CL into the curricular of institutions of higher learning has been initiated. This is through the holding of a planning meeting involving six (6) institutions of higher learning: (i) National Public Administration; (ii) Lilayi Police Training School; (iii) Immigration training college; (iv) University of Zambia, School of Education and School of Humanities; (v) Curriculum Development Centre, and; (vi) Teacher education and specialized training. ***Up-stream*** <br> • Nine (9) study areas have been identified into which CL issues may be mainstreamed into the teacher education curriculum. These are: (i) Civics; (ii) History; (iii) Religious education; (iv) Geography; (v) Technology; (vi) Mathematics/science; (vii) Expressive arts; (viii) Education studies, and; (ix) Literature, Listening, Speaking, Reading and Writing. ***Up-stream*** <br> • Child labour has been embedded into the country's major development strategies and frameworks e.g. the Fifth National Development Plan (FNDP) in which the chapter on employment and labour specifically deals with CL issues. ***Up-stream*** <br> • CL issues have been integrated into UNDAF and JASZ strategies. ***Up-stream*** |
| Networking | • A number of fora have been created as well as taken advantage of to enhance networking among various partners involved in CL related issues, including: UNDAF; JASZ; PCC; Informal CP group on children's issues; DCLCs; CCLCs. ***Up-stream/down-stream*** |
| Direct action | • By midline, 3,360 children supported under the project. ***down-stream*** <br> • By midline, 2,060 families supported for economic empowerment under the project. ***down-stream*** |

## 2.0   DESIGN ISSUES

The MTE focused on four main design areas, namely: (i) Relevance to policies and development frameworks; (ii) The assumptions and the extent to which they were realistic; (iii) Complementarity of APs, and; (iv) Strategy for sustainability.

## 2.1   Relevance to Policies and Development Frameworks

### 2.1.1  Major Issues – Policies/Development Frameworks

The Project of support to the Time Bound Programme (POS TBP) was assessed with regards to its relevance to Zambia's: (i) policy framework; (ii) development strategies/frameworks; (iii) donor policies and programmes, and; (iv) Other past and present ILO/IPEC supported projects. The purpose of this assessment was to establish the extent to which the project is in agreement with the country's major priorities regarding CL. Given that the country's policies and development strategies and frameworks provide the context for the implementation performance of any intervention, this was deemed critical.

In addition, it was also important to assess the extent to which synergies exist between POS TBP and donor policies and programmes in Zambia as well as the extent to which experience gained from predecessor projects supported by ILO/IPEC was taken on board when designing the POS TBP. Another area of importance was to assess the extent to which networking and collaborative efforts exist between POS TBP and the on-going ILO/IPEC supported initiatives.

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### 2.1.2   Key Findings – Policies/Development Frameworks

### (a)      Relevance to the country's policies

The country has enacted a number of policies relevant to CL and related issues.  These include: The National Employment and Labour Market Policy (NELMP); the Zambian Government Aid Policy; the Youth Policy; and, the National Gender Policy. In summary, all these have provided a supportive base for the implementation of the POS TBP as a number of them are concerned about either directly or indirectly dealing with WFCL. The key areas of focus as well as the relevance of each policy to the POS TBP are summarized in **Table 2.2**  below.

**Table 2.2:  Relevance of POS TBP to the Country's  Policies**

| Policy | Key Area of Focus | Relevance to POS TBP for WFCL Main Objectives |
|---|---|---|
| National Employment & Labour Market Policy (NELMP) | • Pro-employment strategies including; creation of more & better quality employment, through among others, promotion & support of Micro Small & Medium Sized Enterprises (MSMEs) as well as other strategies. | • By the end of the project, models of interventions on providing direct support to children & families are implemented and documented.<br>• By the end of the project, GRZ is equipped to design, implement & monitor initiatives to address the national TBP. |
| The Zambian Government Aid Policy | • Solicit for, acquire, utilize, manage, report, monitor and evaluate assistance from cooperating partners. | • By the end of the project, GRZ is equipped to design, implement & monitor initiatives to address the national TBP.<br>• By end of project, inclusive educational & training opportunities for (ex) child labourers & risk children have improved sufficiently to support the NPA's education-focused strategies.<br>• By the end of the project, models of interventions on providing direct support to children & families are implemented and documented. |
| Youth policy | • Youth employment and youth entrepreneurship | • By the end of the project, GRZ is equipped to design, implement & monitor initiatives to address the national TBP.<br>• By end of project, inclusive educational & training opportunities for (ex) child labourers & risk children have improved sufficiently to support the NPA's education-focused strategies.<br>• By the end of the project, models of interventions on providing direct support to children & families are implemented and documented. |
| National gender policy | • Identification of employment as a means of empowering women both economically and socially | • By the end of the project, models of interventions on providing direct support to children & families are implemented and documented.<br>• By the end of the project, GRZ is equipped to design, implement & monitor initiatives to address the national TBP. |

### (b)      Relevance to Development Strategies and Frameworks

Zambia has defined its development agenda in the medium and long term through the following development frameworks:  The Fifth National Development Plan (FNDP), 2006 to 2010; the Private Sector Development Programme (PSD); the ratification of the Millennium Development Goals (MDGs),  2000 to 2015, and; the Vision 2030.  All these provide useful contexts for the implementation of the POS TBP given that they all incorporate CL related issues, see **Table 2.3** for details.

The FNDP has a chapter on employment and labour as well as a number of other chapters relevant to CL issues.  These include: Youth and child development; Social protection, and; Education and skills development.  Given the key areas of focus summarized in **Table 2.3**  below, it is clear that each one of these chapters has important issues to deal with regarding CL.

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**Table 2.3: Relevance of POS TBP to Zambia's Major Development Strategies/Frameworks**

| Strategy/program | Key Areas of Focus | Relevance to TBP for WFCL Main Objectives |
|---|---|---|
| Fifth National Development Plan (2006-2010) | • Broad based wealth and job creation through citizenry participation & technological advancement | • By the end of the project, models of interventions on providing direct support to children & families are implemented and documented. |
| -Chapter on employment & labour | • Employment generation in rural & urban areas, with emphasis on safeguarding labour standards under ILO's Decent WorK Agenda<br>• Prevention of Child Labour, particularly targets eradication of the worst forms of child labour | • By the end of the project, GRZ is equipped to design, implement & monitor initiatives to address the national TBP.<br>• By end of project, inclusive educational & training opportunities for (ex) child labourers & risk children have improved sufficiently to support the NPA's education-focused strategies.<br>• By the end of the project, models of interventions on providing direct support to children & families are implemented and documented. |
| -Chapter on youth & child development | • Integration of children and youth as partners in development through comprehensive and multi-sectoral plans | • By the end of the project, GRZ is equipped to design, implement & monitor initiatives to address the national TBP.<br>• By end of project, inclusive educational & training opportunities for (ex) child labourers & risk children have improved sufficiently to support the NPA's education-focused strategies.<br>• By the end of the project, models of interventions on providing direct support to children & families are implemented and documented. |
| -Chapter on social protection | • Promotion of policies & practices that protect and promote the livelihoods and welfare of people suffering from critical levels of poverty and deprivation/ and or vulnerable to risks and shocks | • By the end of the project, GRZ is equipped to design, implement & monitor initiatives to address the national TBP.<br>• By end of project, inclusive educational & training opportunities for (ex) child labourers & risk children have improved sufficiently to support the NPA's education-focused strategies.<br>• By the end of the project, models of interventions on providing direct support to children & families are implemented and documented. |
| -Chapter on education and skills development | • Innovative and productive life long education & training accessible to all by 2030 | • By end of project, inclusive educational & training opportunities for (ex) child labourers & risk children have improved sufficiently to support the NPA's education-focused strategies. |
| The Private Sector Development (PSD) programme | • Creation of the right environment for investment, infrastructure development and private sector-led economic growth | • By the end of the project, models of interventions on providing direct support to children & families are implemented and documented.. |
| Millennium Development Goals (2000-2015) | • Overall human and economic development | • By the end of the project, GRZ is equipped to design, implement & monitor initiatives to address the national TBP.<br>• By end of project, inclusive educational & training opportunities for (ex) child labourers & risk children have improved sufficiently to support the NPA's education-focused strategies.<br>• By the end of the project, models of interventions on providing direct support to children & families are implemented and documented. |
| -Eradicate extreme poverty and hunger (**Goal 1**) | • Reduction of proportion of people living on less than a dollar a day<br>• Reduction of proportion of people who suffer from hunger | • By the end of the project, models of interventions on providing direct support to children & families are implemented and documented. |
| -Achieve universal primary education (**Goal 2**) | • Ensure that all boys and girls complete a full course of primary schooling | • By end of project, inclusive educational & training opportunities for (ex) child labourers & risk children have improved sufficiently to support the NPA's education-focused strategies. |
| -Promote gender equality & empower women (**Goal 3**) | • Elimination of gender disparity in primary and secondary education | • By end of project, inclusive educational & training opportunities for (ex) child labourers & risk children have improved sufficiently to support the NPA's education-focused strategies. |

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| Strategy/program | Key Areas of Focus | Relevance to TBP for WFCL Main Objectives |
|---|---|---|
| -Combat HIV/AIDS, malaria & other diseases (**Goal 6**) | • Halt and reverse the spread of HIV/AIDS | • By end of project, inclusive educational & training opportunities for (ex) child labourers & risk children have improved sufficiently to support the NPA's education-focused strategies.<br>• By the end of the project, models of interventions on providing direct support to children & families are implemented and documented |
| Vision 2030 | • Zambia, a prosperous middle income country by 2030<br>• The vision to be realized through the implementation of a series of national development plans, beginning with the FNDP | • By the end of the project, GRZ is equipped to design, implement & monitor initiatives to address the national TBP.<br>• By end of project, inclusive educational & training opportunities for (ex) child labourers & risk children have improved sufficiently to support the NPA's education-focused strategies.<br>• By the end of the project, models of interventions on providing direct support to children & families are implemented and documented. |

The PSD is concerned with job creation which in turn impacts positively on poverty reduction, a major cause of CL. On the other hand, the MDGs and in many respects the Vision 2030 target the overall human and economic development which in real terms are about improving the standard of living of the country's population which includes the Low Capacity Households (LCHs) from which the majority of CL victims are found.

## (c)    Relevance to the country's donor policies and programmes

Donors operating in Zambia have two major important development frameworks; (i) the United Nations Development Assistance Framework (UNDAF), 2007 to 2010 and the Joint Assistance Strategy for Zambia (JASZ) both of which provide a supporting operating environment to the POS TBP. Both frameworks are an attempt by development partners to provide a response to the FNDP. While UNDAF is the United Nations (UN) system's response to the FNDP, JASZ is the multi-lateral and bi-lateral coordinated donor response to the same development plan.

**Table 2.4** stipulates key areas of focus of each of the two frameworks as well as the relevance to the POS TBP. Clearly, all the four  (4) areas UNDAF focuses on, i.e.: Governance; HIV/AIDS; Food security and Basic social services,  are all critical to dealing with CL related issues. See **Table 2.4** for details with regards to the key areas of focus of the two frameworks as well as relevance to CL and link to the POS TBP.

**Table 2.4:  Relevance to the Country's Donor Policies and Progrmmes**

| Policy/program | Key Area of Focus | Relevance to POS TBP for WFCL Main Objectives |
|---|---|---|
| United Nations Development Assistance Framework (UNDAF), 2007-2010 | • UN system's response to the national development priorities as articulated by the FNDP<br>• Focuses on 4 basic areas: (i) Governance; (ii) HIV/AIDS; (iii) Food Security, and; (iv) Basic social services | • By end of project, inclusive educational & training opportunities for (ex) child labourers & risk children have improved sufficiently to support the NPA's education-focused strategies.<br>• By the end of the project, models of interventions on providing direct support to children & families are implemented and documented. |
|  | • Governance | • By end of project, inclusive educational & training opportunities for (ex) child labourers & risk children have improved sufficiently to support the NPA's education-focused strategies. |
|  | • HIV/AIDS | • By end of project, inclusive educational & training opportunities for (ex) child labourers & risk children have improved sufficiently to support the NPA's education-focused strategies.<br>• By the end of the project, models of interventions on providing direct support to children & families are implemented and documented. |

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| Policy/program | Key Area of Focus | Relevance to POS TBP for WFCL Main Objectives |
|---|---|---|
| | • Food Security | • By the end of the project, models of interventions on providing direct support to children & families are implemented and documented. |
| | • Basic Social Services | • By end of project, inclusive educational & training opportunities for (ex) child labourers & risk children have improved sufficiently to support the NPA's education-focused strategies. |
| Joint Assistance Strategy for Zambia (JASZ) | • Multi-lateral & bi-lateral donor/ cooperative partner coordinated response to the FNDP<br>• Focuses on Direct Budget Support (DBS) by partners in a streamlined way to the FNDP "sectors" or chapters | • By the end of the project, GRZ is equipped to design, implement & monitor initiatives to address the national TBP.<br>• By end of project, inclusive educational & training opportunities for (ex) child labourers & risk children have improved sufficiently to support the NPA's education-focused strategies.<br>• By the end of the project, models of interventions on providing direct support to children & families are implemented and documented. |

### *(d)    Relevance to selected ILO & IPEC supported projects*

ILO/IPEC has provided support to several technical cooperation projects in Zambia within the last decade.[6] Those relevant to the POS TBP are at least ten (10). Of the 10, five (5) have been summarized in **Table 2.5** below, deemed most relevant to the POS TBP.

A consideration of the key areas of focus of the five projects as well as the relevant column in **Table 2.5**, makes it clear that all these have either provided a solid foundation or complimentarity for the implementation of the POS TBP. A number of these projects targeted CL related issues either directly or indirectly and initiated effective strategies towards dealing with WFCL some of which have been adopted by the POS TBP, see **Table 2.4** for details.

### Table 2.5: POS TBP's relevance to selected ILO & IPEC supported projects

| Project | Key area(s) of focus | Relevance to POS TBP | Comments |
|---|---|---|---|
| Capacity Building Programme (CBP); 2003-2006 | • Building the foundations for eliminating the WFCL. | • Assisted in creation of CL unit in MLSS, critical factor for sustaining efforts towards elimination of WFCL.<br>• The use of Action Programmes (APs) was refined as a strategy for implementing actions against WFCL.<br>• Had an elaborate stakeholder sensitization programme against WFCL. | • Programme was a predecessor of POS TBP.<br>• Funded by USDOL.<br>• In many ways, the programme successfully laid down a solid foundation for the POS TBP. |
| HIV and AIDS induced CL 2004-2008 | • Mainstreaming HIV, AIDS & CL in policy & good practices through capacity building of policy makers & program planners. | • Use of community based models for assisting AIDS orphans & vulnerable children (OVC) affected by AIDS;<br>• Similar to down stream structures (e.g. CCLCs) and activities under the POS TBP.<br>• AIDS orphans and vulnerable children affected by AIDS are identified and prevented from going into CL through, e.g. school support. | • Project has collaborated very well with POS TBP: There is cost sharing in operations; collaboration on awareness raising and DCLC formation.<br>• The two project staff have excellent collaboration including having same fortnightly management meetings. |

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[6] For summaries of these projects, please see the ***Zambia Decent Work Country Programme DWCP 2007 to 2011***, International Labour Organization/ Government of the Republic of Zambia (GRZ).

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| Project | Key area(s) of focus | Relevance to POS TBP | Comments |
|---|---|---|---|
| Women's Entrepreneurship Development & Gender Equality (WEDGE of ILO)[7] | • Ending discrimination facing women in the business arena. | • Training in business skills for women entrepreneurs (including women with disabilities) provides caregivers with the capacity to provide for children thereby minimize WFCL. | • Still on-going and well linked to POS TBP with respect to training of women in business skills who are in turn linked to sources of funding. |
| Eliminating WFCL in Commercial Agriculture (Comagri) 2002-2005 | • Raising awareness; expanding the knowledge base; mobilizing key actors; & providing direct support to children & families. | • Awareness raising is an important factor in the POS TBP, both before POS TBP start-up as well as during its implementation.<br>• Expanding the knowledge base is one of POS TBP's objectives.<br>• Mobilizing key actors is something that has been given premium under the POS TBP. Networking and collaboration has been deliberately focused on.<br>• Both children and caregivers are provided direct support under the POS TBP; e.g. school requisites/including fees, sometimes clothes, recreation centers (in case of children); support towards Income Generating Activities; capacity building for effective implementation (caregivers). | • This formed a solid base for the POS TBP, given that over 90% of CL is in agriculture.<br>• The strategies/ interventions are very similar to those in the POS TBP.<br>• Most activities started under Comagri have been continued under the POS TBP. This among other things, ensures good implementation performance. |
| Fighting Domestic Child Labour & Promoting Educational Opportunities (the CDL Project); 2003-2006. | • Increase the knowledge base & raise awareness on one of the most hidden and unrecognized forms of child labour, child domestic labour (CDL). | • Awareness raising for one of the WFCL, i.e. CDL. This is part of POS TBP's mandate.<br>• Support towards the identification of child domestic labourers and at-risk children. Again this is one of the areas of concern for POS TBP.<br>• Provision of educational support & protection measures to child domestic labourers & at-risk children. This included complete withdrawal of children found in situations where they could not be protected. This is one of the core areas for POS TBP.<br>• Support to income generating activities for adult caregivers. Another area of focus for POS TBP. | • The CDL project provided a strong base for the POS TBP. It focused on CL and employed strategies which have also been employed by the POS TBP, including: the identification of victims of CL; withdrawal of children that could not be protected; Supporting caregivers in IGAs. |

Though POS TBP did not have a direct contribution towards the formulation of the above policies and development frameworks given that the majority were formulated before POS TBP was designed, nonetheless, the project has made a significant contribution towards their implementation. In one way or the other, all these policies and development frameworks have found expression through the POS TBP. For instance, ILO's priority in UNDAF and JASZ among others, is the CL issue which is well articulated by the POS TBP. In addition, the Chapter on Employment and Labour in the FNDP in many ways is being operationalized by the project, through for instance, the initiative to withdraw and prevent a total of 10,000 children from CL. POS TBP has also made a significant contribution towards the formation of a high level child council headed by the Vice President's office. This has been done through advocacy and collaborative efforts with other partners.

### 2.1.3 Lessons/recommendations – Policies/Development Frameworks

The FNDP has made a good provision for the implementation of various interventions that are essential for dealing with the WFCL. Given that these are under the responsibility of various ministries, it is essential that such ministries have a coordinated effort in the implementation of their respective interventions towards dealing with the WFCL. The government ministries in question include: Labour and Social Security; Education; Science and Technology; Youth and Spot and Community Development; Home affairs, and; Social Services.

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[7] This is an ILO project.

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It is *recommended* that the ministries cited meet regularly (at least quarterly) to deal with, among other things, the downstream implementation issues related to WFCL. Due to the need to get a number of issues sorted out, initially the meetings could be more regular until such a time that adequate progress has been made. Occasionally, upstream issues related to WFCL such as policy, could also be dealt with. It is proposed that the chairing of such meetings be on a one-year rotational basis. It is further proposed that the secretariat be the MLSS. The child forum which is in the offing would be the best in providing the umbrella under which the ministries dealing with children and CL related issues could meet. *Action by:* MLSS.

## 2.2 Assumptions at design stage

### 2.2.1 Major Issues – Assumptions

Four (4) assumptions were made at design stage relating to: (i) political commitment; (ii) recognition of CL as a core development issue; (iii) progress in decentralization, and; (iv) education to remain a key political priority area. Means of monitoring assumptions (indicators) were also stipulated as well as the possible strategies to deal with the factors. **Table 2.6** summarizes changes in the assumptions at mid-term as well as their respective impacts on project implementation performance.

### 2.2.2 Key Findings – Assumptions

**Table 2.6** summarizes key findings regarding assumptions, including noticeable impacts on project implementation. Overall, assumptions were given adequate consideration at the time of design, including an analysis of their possible impacts as well as mitigation measures.

## Table 2.6: Assumptions and noted changes

| Assumption | Current status | Impact on POS TBP implementation | Comments |
|---|---|---|---|
| Political commitment | • There has been a general political commitment to CL issues notable for e.g. through continued support to MLSS with regards to its CL mandate; increase in no. of labour inspectors; increase in funding; contributions various ministries dealing with children and CL related issues have made in improving overall children's welfare; among others.<br>• However, the CL policy enactment is still pending. This has resulted in some stakeholders doubting GRZ total commitment to the fight against the WFCL.<br>• MLSS continues to have inadequate staff particularly in its CL unit | • The CL policy is not yet official. The Statutory Instrument that defines hazardous child labour is not yet signed. This has made it difficult to effectively implement POS TBP against WFCL.<br>• MLSS is over-stretched resulting in slow progress in the formulation process of the NAP<br>• Weak coordination particularly at upstream level, given that the NSC has been non-functional, among other reasons. | • The political will is there, but what is required is the hastening of the law reform process, adoption and implementation of draft policies. |

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| Assumption | Current status | Impact on POS TBP implementation | Comments |
|---|---|---|---|
| Recognition of CL as a core development issue by GRZ and donors | • Donors (both multi-lateral and bi-lateral) have recognized CL as a core development issue. More specifically UNICEF (who would like more time & resources to be allocated to this and are calling for a holistic approach in the fight against CL); Irish Aid and Netherlands consider CL as part of the overall mandate of the education sector they are funding.<br>• GRZ has not adequately recognized CL as a core development issue as evidenced by among other things, its inadequate efforts to coordinate government ministries dealing with children issues; its inadequate efforts to fund withdrawals & at-risk children from the education sector basket funds. | • The inadequate recognition by GRZ of CL as a core development issue has generally slowed down the implementation of initiatives against WFCL. This is manifested in a number of ways such as: slow progress in the enactment of the CL policy; inadequate efforts being made in using the education sector pool funds to provide bursaries for CL victims. | |
| Progress in decentralization | • Very slow progress (if any at all) has been made towards decentralization | • The involvement of NGOs as LPs has gone a long way in mitigating the negative impact of slow decentralization.<br>• However, there is still need for GRZ structures at downstream level to take an active role in coordinating CL issues which is currently lacking in many ways. This has led to frustrations by some NGOs. | |
| Education to remain a key political priority | • This has remained the same as evidenced by such efforts as: (i) continued drive towards free basic education; (ii) construction of more schools; (iii) recruitment and posting of teachers, and; (iv) significant increases in enrolment levels | • Given the huge problems that characterized the education sector, it will take a while before the impact becomes notable on the POS TBP implementation and currently, focus is on these other many challenges.<br>• As already noted in Table 2.1, due to the policy of education for all, enrollment rates has increased and now stands at 95% of the school going age. This has resulted in 1 million additional children in the school system, up from 1.9 million.[8] A number of these children would have been victims of CL if they had not been in school. As the flow of information increases between MoE, LPs and IPs, increasingly more children targeted by the POS TSP will benefit from the resources provided by the 11 donors in education, of which 3 are supporting pool funding. | |

It would have been more helpful if an assumption on macro-economic environment had been made, particularly regarding the exchange rate and appropriate mitigation measures incorporated in the project design, given the instability of the exchange rate over the past two decades or so. For instance, since the start of the project in September 2006, the Kwacha has appreciated by close to 20% against the US Dollar. Since transactions are largely in Kwacha, this has resulted in a shortfall in the budgeted amounts.

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[8] Miyanda Kwambwa and Given Daka, Education Sector Group Representatives.

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The increase in fuel costs has exacerbated the situation, resulting in high transport costs. For instance, since project start, the price of fuel has increased by about two and half times. Commenting on high transport costs, a member of staff of one of the Lead Partners (LP), Jesus Cares Ministry (JCM) had this to say:

> *"We have already exhausted the fuel budget for the entire project life which was meant to be for 30 months. We have consumed the entire fuel budget in just 13 months due to the high price of fuel. We started project implementation in May 2007 but all the money for monitoring purposes has already been consumed. This means we have to find the money for fuel elsewhere to facilitate monitoring of project activities".*

The Time Bound Programme Support (POS TBP) team has been thinking through the impact of the Kwacha appreciation against the US Dollar as evidenced in the minutes of a budget review meeting[9]. This has been with the view to taking appropriate corrective measures when it is deemed most suitable to do so. Such measures may include: (i) the use of a contingency budget line after consultations with USDOL; (ii) shifting funds between budget lines within certain limits specified in the USDOL/ILO Management Procedures and Guidelines Manual (MPG); (iii) request permission from USDOL for an official budget modification, and; (iv) seek outside funding. All these would be in a bid to maintain the initial targeted number of children put at 10,000 at the design stage.

### 2.2.3 Lessons/Recommendations – Assumptions

The impact of the exchange rate losses cannot be ignored as it has resulted in a shortfall of resources which potentially could reduce the targeted children by 25%. POS TBP must be commended for bringing this matter to bear. There is a possibility that this erosion of the US Dollar against the Kwacha may continue in coming months. Unless resources are sourced from elsewhere, it is feared that the targeted number of children may not be realized at the end of the project. It is *recommended* that the efforts being made to review the budget performance be continued and that the necessary measures be undertaken at the appropriate time to mitigate the negative impact of the exchange rate fluctuations. *Action by:* POS TBP.

## 2.3 Collaboration – within and Outside the Project

### 2.3.1 Major Issues – Collaboration

Given the cross-cutting nature of CL related issues, a holistic coordinated effort is required in dealing with the problem. This has to involve networking of a number of players at various levels, whether national, regional, district or community. The design of various APs was to take into account interventions that would add the greatest value in dealing with WFCL. A deliberate effort was to be made to identify the most suitable implementing partners in terms of experience and capacity to undertake the various APs. This was to be done through capacity assessment and stakeholder mapping. Given the limited number of implementing partners with suitable experience in CL, the method of short-listing the

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[9] Minutes of the POS TBP Budget Review Meeting held on 2nd July 2008 attended by: Birgitte Poulsen, CTA;  Maria T Malila, SPO, and;  Boas Chitembu, FAA.

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potential partners for eventual assessment and stakeholder mapping was to be preferred rather than through a competitive procurement process.

The design of the APs was each to take into account the need to systematize inputs, activities, outputs, outcomes and impacts, where there would be a clear flow of all these, with one leading to the other in a logical way. There was to be a merging of all the APs at the three immediate objectives level which were in turn to contribute towards the realization of the overall development objective.

### 2.3.2 Key Findings – Collaboration

Apart from partners involved in the implementation of APs, the project has successfully collaborated and networked with various institutions and players at different levels dealing with CL related issues. Examples of such collaborative and networking efforts include: the child trafficking study; OVC forum; collaboration with the education sector partners through the Projects Coordination Committee (PCC) and Cooperating Partners Coordination Committee.  TBP has also collaborated well with other relevant initiatives such as the Understanding Children's Work (UCW), a joint ILO/World Bank/UNICEF project based in Rome. UCW's research in Zambia was coordinated by ILO with World Bank and UNICEF. In Zambia, UCW's research has focused on the following three major areas: (i) analysis of children in labour; (ii) review of current policies, and; (iii) review programmes and policy options.[10]

At down stream level, the formation of the DCLCs and CCLCs at district and community level respectively facilitated by the project or its predecessor has gone a long way in bringing together various players at the two levels critical in dealing with CL issues. Membership of the CCLC is such that all major players dealing with CL related issues at community level are co-opted in.

The POS TBP has also successfully collaborated and networked with International Non-Governmental Organizations (INGOs) in the country dealing with Orphans and Vulnerable Children (OVC). Such collaborative and networking efforts include holding of regular scheduled meetings aimed at discussing areas of concern such as supporting GRZ in policy formulation. The INGOs include those that are part of the RAPIDS programme[11] as well as others such as  Campaign for Girls Education (CAMFED) which targets OVC, particularly girls. CAMFED's major activities include provision of school requisites such as fees/bursaries, shoes, books and pens, among others.

There is also good collaborative efforts among Lead Partners (LP) and Implementing Partners (IP). Each partner knows what the other is doing given that each partner's roles have been clearly defined. One implementing partner in Kitwe had this to say regarding collaboration and networking among various partners;

> *"Out of the total number of beneficiaries, we have the empowerment of guardians that is 250,  who will be trained but of course the training will be done by another organisation which has partnered with ILO. Our responsibility is to identify these partners. Others will take over in terms of capacity building in business and entrepreneurship. And then of course after they have been trained,  we will assist them by linking them to cooperatives*

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[10] UNICEF, World Bank, ILOR Meeting with UCW Coordinator minutes (undated).

[11] RAPIDS (which is an acronym for Reaching HIV/AIDS Affected People with Integrated Development and Support) is a USAID-funded multi-sectoral scale-up of community-based initiatives to mitigate the impact of HIV/AIDS in Zambia. It is funded by the United States' President's Emergency Plan for AIDS Relief (PEPFAR). RAPIDS has four (4) strategic objectives, the third one being "*Improve livelihoods for vulnerable youth*". RAPIDS comprises a consortium of implementing partners: Africare, CARE Zambia, Catholic Relief Services (CRS), Expanded Church Response (ECR), Salvation Army (SA), and World Vision International (WVI).

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*or people who can offer them micro credits. Once they begin implementing their IGAs, we will be involved in monitoring those IGAs to see how they are performing".*

The design and selection of APs was such that interventions that are complimentary in dealing with CL issues were carefully considered and selected, bearing in mind the programme's objectives and nature of service package promoted (i.e. IGAs, education, recreation and community mobilization). The formulation of APs took into account the major areas that need to be dealt with regarding CL, within the limited resources available.

For instance, out of the 10,000 children targeted by the project, the majority were to be for prevention and the rest for withdrawals. Clearly it makes sense to give more attention to children at risk but are in school, to ensure their continuity in school than the other way round. The idea of supporting caregivers with business and entrepreneurship training and to link them up to sources of funding is critical in facilitating the creation of an enabling environment at household level to prevent more children from going into CL as well as to keep the prevented and withdrawn children from CL. Recreation facilities would also keep the children occupied and prevent them from CL.

The APs were clearly written based on the Logical Framework Approach which makes it easier to implement and monitor activities. There is a logical sequence connecting inputs, activities, outputs, outcomes and impacts. The design of the APs is such that they all feed into the three immediate objectives which in turn feed into the overall development objective of the POS TBP.

### 2.3.3 Lessons/recommendations – Collaboration

The good collaboration and networking among APs, NGOs and other partners highlighted in the above paragraph provide a good basis for improved efficiency in the implementation of TSP initiatives. Consequently, this is expected to contribute towards the mitigation of the negative impact of the appreciation of the Kwacha against the Dollar on project activities. This will go a long way in maximizing the realization of the initially set target of 10,000 beneficiary children. These collaborative and networking efforts should be continued and improved upon. *Action by:* POS TBP.

## 2.4 Strategy for sustainability

### 2.4.1 Major Issues – Sustainability

Sustainability of interventions tend to work best if this is given the required attention at design stage, rather than it being an after-thought as is usually the case with many projects. If sustainability issues are adequately dealt with at design stage, enough time will be available for implementation and establishment of such interventions which was the case with the POS TBP.

### 2.4.2 Key Findings – Sustainability

The project design did take on board a number of sustainability issues. It is worthy highlighting the major ones. *First,* the emphasis to have MLSS be in the drivers seat of the formulation of the NAP of the POS TBP against the WFCL was an attempt to ensure the sustainability of such initiatives. Where as other institutions such as NGOs, FBOs and CBOs may come and go, government institutions are relatively more stable and hence best suited for sustained efforts.

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*Second,* the elaborate capacity building efforts of LPs, IPs and GRZ institutions undertaken by ILO/IPEC was, among other things, meant to significantly contribute towards sustainability. The capacity building efforts took different forms, including: helping partners appreciate CL, its forms and consequences; training of government partners in Strategic Programme Impact Framework (SPIF) as a planning tool; Monitoring and Evaluation, and; capacity building in Financial Management and reporting. As stakeholders became aware of the reality and magnitude of CL as well as its dangers, they were expected to champion the cause of children's rights beyond the POS TBP. Stakeholders were expected to recognize and appreciate CL as one of the core development issues, given that it is a coping strategy for deep rooted ills such as poverty and HIV/AIDS. It was gratifying to note that many partners/stakeholders had realized this.

*Third,* the choice of experienced LPs and IPs was part of the strategy towards enhanced project sustainability. Given that all LPs and IPs had already been involved in CL related issues (a point already noted), they had a passion to deal with this vice. This is the primary incentive for volunteerism in this work. The LPs and IPs were thus involved in something which was one of their major concerns and had already dedicated resources in the past to deal with it. They were also ready to dedicate resources in future to continue dealing with the issue.

*Fourth* , the emphasis on networking with various players and institutions dealing with CL related issues was an attempt to promote sustainability. The networking was at various levels including (as already noted in **Section 2.1**): with institutions within the UN system dealing with children; INGOs dealing with OVC; projects within ILO concerned with CL issues; multi-lateral and bi-lateral organizations dealing with children as well as government; the private sector, and; quasi-government institutions with a similar mandate.

*Fifth,* an attempt was made to ensure the project was undertaken within policy and development frameworks that were supportive to its successful implementation. For instance, the NELMP, the Zambian Aid Policy, the Gender Policy, UNDAF, JASZ, the FNDP, the PSD and Vision 2030 are cases in point (this has already been elaborated on in **Section 2.1**). This was meant to ensure the maximization of what government and other players had already put in place related to the eradication of WFCL, thereby avoiding the project working in a vacuum. This ensured the project had a solid base.

*Sixth,* provision of psycho-social support to children by implementing partners. This is a critical aspect of rehabilitation of the children as it addresses, among other things, their self esteem. For instance, those who might have gotten into degrading practices such as prostitution need help for them to get back to a noble status in society. Similarly, those who might have been infected by HIV/AIDS need psycho-social support to help them come to a position where they lead a normal, fulfilled life.

*Seventh,* the empowerment of Caregivers with support towards Income Generation Activities is meant to provide a conducive environment that promotes conditions that discourage CL. For instance, the generation of income by the incapacitated households goes a long way in providing such families with means to meet basic needs. Rather than children getting involved in CL for the survival of such households, the Caregivers will be capacitated to do so. The Caregivers will also be empowered to provide support for children's education, a critical factor in dealing with CL in the long run.

 *Eighth* and the last but not the least consideration of sustainability at design stage was the emphasis on the project building on ILO's previous experience in similar CL related interventions. **Table 2.5** above gives 5 of the 10 CL related interventions contained in the Zambia DWCP, 2007 to 2011 previously supported by ILO and its partners in the country. This puts the POS TBP on a solid base, given that it is in many ways deemed as a continuation of previous efforts aimed at dealing with CL issues.

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### 2.4.3   Lessons/Recommendations – Sustainability

One of the major lessons learnt regarding challenges linked to the design phase is the weak capacity of MLSS, a critical ministry to move the project and the NAP formulation forward, a point elaborated on in **Chapter 3, Section 3.1**.  The option of bringing in other ministries dealing with CL issues where MLSS is absent or weak is still relevant in this case. *Action by:*  MLSS.


## 3.0    PROJECT IMPLEMENTATION

Five (5) areas deemed to be major, are given attention in this chapter, namely: (i) the extent to which the project has met the set objectives; (ii) progress in the project to support the implementation of NAP; (iii) leveraging of resources; (iv) effectiveness of the Monitoring and Evaluation (M&E) system, and; (v) review of AP proposal process; enhancement of capacity of LPs and IPs, and; capacity constraints of implementing agencies. Each of these is briefly discussed in turn.


## 3.1    Meeting of Objectives

### 3.1.1   Major Issues – Meeting of objectives

The project has three major immediate objectives, each with specific indicators (see **Table 3.1** for details). The degree to which the indicator targets have been realized gives an overall indication of the effectiveness of the project implementation performance.

**Table 3.1:  Progress in realization of objective  targets**

| SN | Indicator | Indicator Target Details | | |
|---|---|---|---|---|
| | | Target | Actual | % Achieved[12] |
| 1.0 | By the end of the project, the GRZ is equipped to design, implement & monitor initiatives to address WFCL through a national TBP | | | |
| 1.1 | NPA & related tools are the basis for dialogue, planning & action by national partners | | | |
| 1.2 | No. of organizations sending consistent high level representation to NSC meetings | 0 | 0 | - |
| 1.3 | No.local leaders actively involved in planning, implem. & monitoring intervent'ns against CL | | | |
| | -CCLCs formed with participation of local leaders | 97 | 77 | 79% |
| | -DCLCs formed with participation of local leaders | 23 | 12 | 52% |
| 1.4 | No.of mappings, studies, etc undertaken with technical &/or financial support from project: | | | |
| | -Policy recommendations by UCW | 1 | 1 | 100% |
| | -Baseline of CL mining completed | 1 | 1 | 100% |
| | -UCW in Zambia, research done and policy recommendations made, | 1 | 1 | 100% |
| | -Rapid Assessment of Child Labour in the non-traditional mining sector completed | 1 | 1 | 100% |
| | -Trafficking study completed | 1 | 1 | 100% |
| | -CLMS tools completed | | | |
| 1.5 | No. of copies of the adopted statutory instrument disseminated | 1000 | 0 | 0% |
| 1.6 | No. of organizations (national or local) with CL desks/units/focal points: | | | |
| | -DDCCs in target areas with CLUs | 23 | 0 | 0% |
| | -CL focal points connected to DCLCs (No.IPs) | | 12 | |
| 1.7 | Existence of national and district policies, plans & programs incorporating CL: | | | |
| | -Draft national CL policy formulated | 1 | 1 | 100% |
| | -NELMP incorporates CL | 1 | 1 | 100% |
| | -Draft FNDP includes CL programme | 1 | 1 | 100% |
| 1.8 | Number of CCLCs & DCLCs functional | | | |
| | -Operational CCLCs with participation of local leaders | 97 | 55 | 57% |
| | -Operational DCLCs with participation of local leaders | 23 | 12 | 52% |

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[12] Based on the targets set in the Project Monitoring Plan

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| | | Target | Actual | % |
|---|---|---|---|---|
| **Average percentage achievement – immediate objective 1 indicator targets** | | | | **74%** |
| 2.0 By the end of the project, inclusive educational and training opportunities for (ex) child labourers and at risk children have improved sufficiently to support NPA's education based strategies | | | | |
| 2.1 | Use of training manuals & curriculum | | | |
| 2.2 | No. of higher learning institutions teaching CL subject | 14 | 0 | 0% |
| 2.3 | Understanding of CL amongst higher education program graduates | 280 | | |
| 2.4 | No. of children trained in SCREAM | 3000 | 250 | 8% |
| 2.5 | SCREAM activities with CL related themes | | | |
| **Average percentage achievement – immediate objective 2 indicator targets** | | | | **4%** |

| SN | Indicator | Indicator Target Details | | |
|---|---|---|---|---|
| | | Target | Actual | % Achieved |
| 3.0 By the end of the project, models of interventions on providing direct support to children and families are implemented and documented | | | | |
| 3.1 | Cumulative services (educ. IGAs, etc.) | 15,000 | 12,254 | 82% |
| 3.2 | No. of children supported under the project<br>-No. of girls supported under the project<br>-No. of boys supported under the project | 10,000 | 3,360 | 34% |
| 3.3 | No. of families supported for economic empowerment under the project<br>-No. of female headed households<br>-No of male headed households | 4,000 | 2,060 | 52% |
| 3.4 | No. of CCLCs and DCLCs functional<br>-No. of CCLCs functional<br>-No. of DCLCs functional | | 35 | |
| 3.5 | No. of partners providing direct services to vulnerable children within project target areas | 8 | 8 | 100% |
| 3.6 | No. of organ'tions expressing interest in replicating models of interventions and/or .. | 25 | 19 | 76% |
| **Average percentage achievement – immediate objective 3 indicator targets** | | | | **69%** |
| **Average percentage achievement – all the 3 immediate objectives indicator targets** | | | | **66%** |

### 3.1.2. Key Findings

### (a) Objective Targets

An attempt was made to assess the extent to which the realization of each one of the objectives' targets has progressed at midline.[13] This is based on the overall targets for the whole project life. The average overall percentage achievement of the project in realizing its objectives at midline was two thirds (66%) of the total targets for the entire project life (see **Table 3.1**). This suggests that the project is on track, given that the APs have only been funded within the last 10 months. There are some IPs that started their activities within the last four weeks (e.g. Dackana). Others are yet to start.

A number of reasons may be attributed to the late funding of the APs. These include: (i) the need to undertake preparatory activities such as capacity building of LPs and IPs to facilitate smooth implementation. (ii) The preparation of bankable AP proposal documents did not come that easily for a number of implementing partners. Though the POS TBP did its best to review the submitted AP proposals within the shortest possible period before on-ward transmission to Geneva, in a number of cases the proposals had to be returned for gap filling and further improvement.

Given the appreciable rate at which the targets have been achieved at midline (the overall percentage achievement averaging two thirds), there is no doubt that the project will implement all of the remaining APs in the remaining time. Not withstanding the challenges that have arisen associated with the appreciation of the Kwacha against the dollar already alluded to earlier on in this report, there was

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[13] The assessment is based on the available data only. There were a number of gaps that had not yet been filled at midline, hence the assessment does not provide an exhaustive picture of the situation on the ground. Nonetheless, the information available does give a reasonable assessment of the general realization of the objectives at midline.

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an assurance given to the end that every effort would be made to ensure the resources were adequate to carter for the remaining APs.

The highest average percentage target achievement was in objective 1 (equipping GRZ) at 74% and the lowest target achievement was in objective 2 (training of ex-child labourers) at 4% see **Table 3.1** and **Figure 3.1** for details. This goes to show that the predominantly up-stream interventions which constitute the majority of objective 1 have had a good implementation performance. This underscores the hard work put in by the POS TBP team whose role in the realization of up-stream activities is particularly critical. Clearly, a number of targets for objective two need more time, for instance: number of higher learning institutions teaching CL subjects and understanding of CL amongst higher education program graduates. These can only be realized in the medium to long term. Besides, it may not be that easy to measure what is meant by "*understanding of CL amongst graduates*". The highest targets achievement on average in percentage terms for objective 1 at 74% also points to the fact that these were preparatory activities aimed at equipping all the major players. In other words, a number of the activities under this objective had to be implemented from onset and as pre-requisites.



Figure 3.1: Comparison of Average Actual % Achievement by Objective
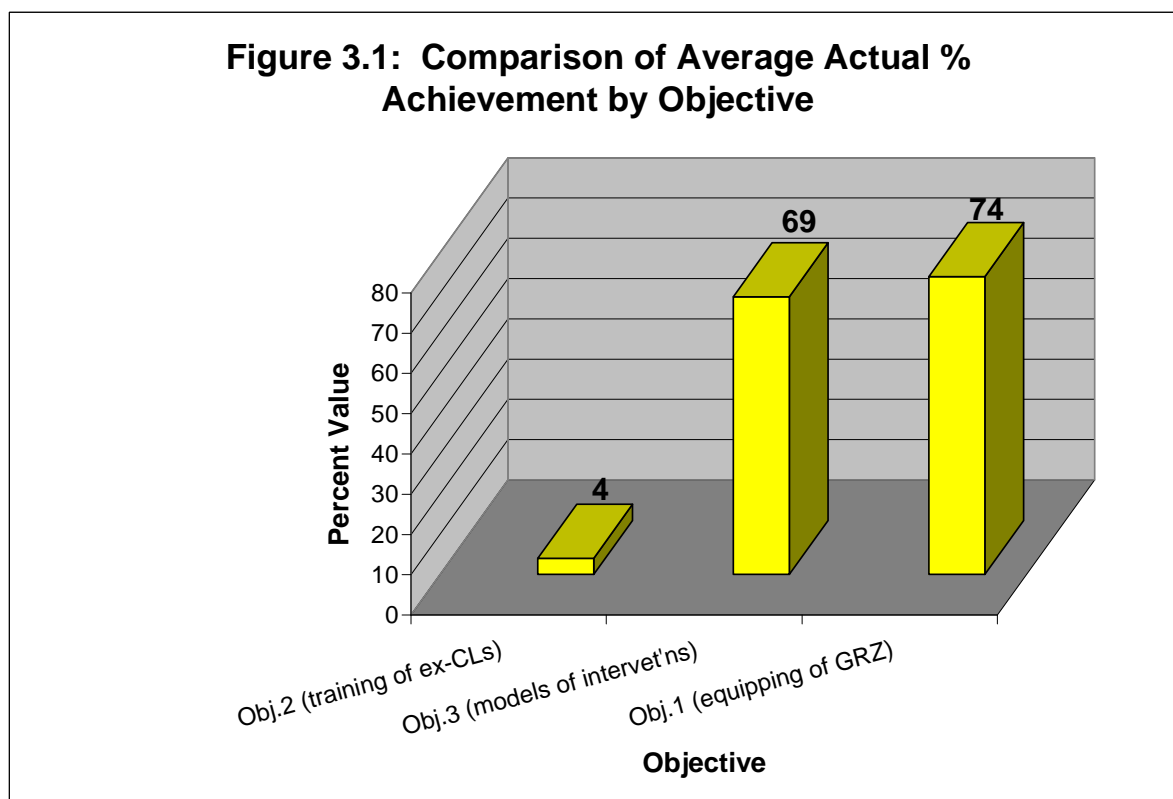
The relatively high percentage achievement (69%) in the targets of the third objective suggest higher levels of performance of LPs and IPs under whose mandate this objective falls. This further underscores the point that suitably qualified LPs and IPs were identified for the implementation of the POS TBP down-stream activities.

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The percentage figure of CCLCs formed was higher than that of DCLCs, i.e. 79% compared to 52% respectively, see **Table 3.1** and **Figure 3.2** for details. This suggests higher implementation efficiency by NGOs compared to GRZ institutions, given that formation of CCLCs was a mandate of NGO; LPs and IPs while the formation of DCLCs was primarily to be facilitated by GRZ through the MLSS.



Figure 3.2: Percentage CCLCs and DCLCs formed against the target
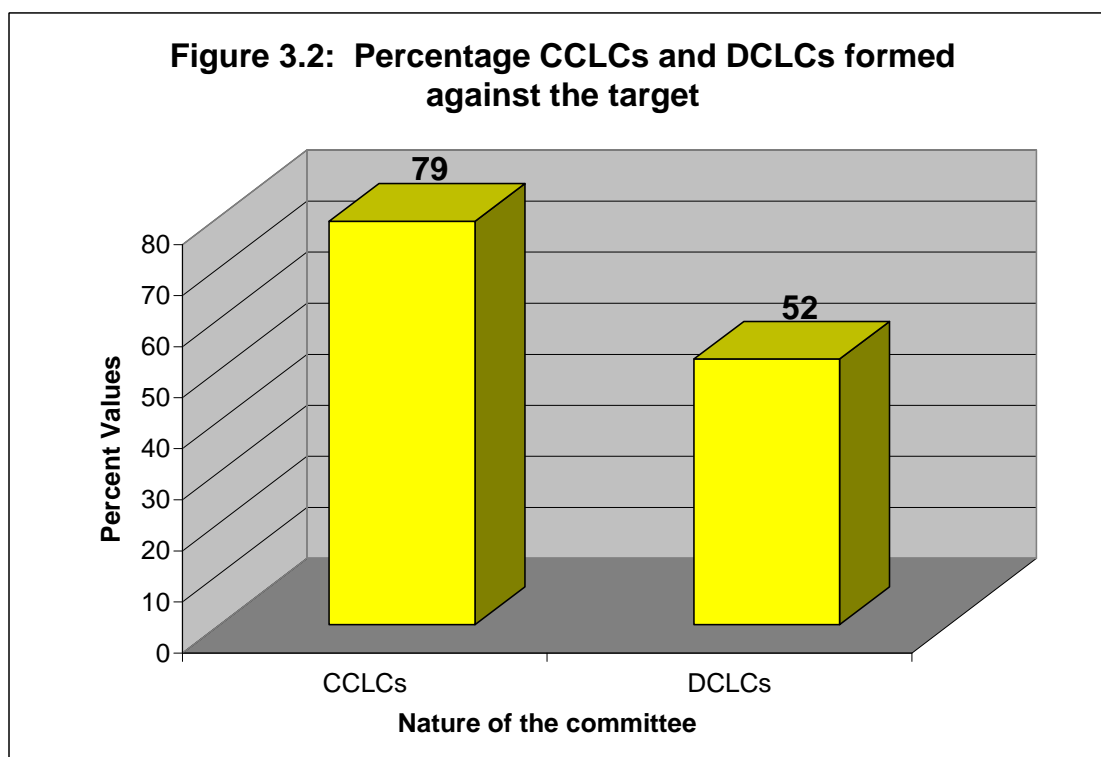
*APs Effectiveness in Meeting Objectives*

The effectiveness (this has to do with whether the targets have been achieved, and why/why not?) of APs was reasonably high, given the relatively short implementation period so far. This is against the background that sufficient preparatory activities highlighted above, had to be carried out first, which delayed the start-up of APs as noted in **Section 3.1.2 (a)** above. The reasonably high effectiveness may be attributed to the following reasons: (i) good quality AP proposal documents; (ii) sufficient capacity building undertaken by the POS TBP (highlighted in **Section 3.1.2 (a)**, and; (iii) an effective M&E system. These are elaborated below;

*First, good quality AP documents;* as already noted in another section of this report, the APs proposals followed a logical framework format. This has the advantage of clearly defined objectives as well as outputs and activities. Each of these has details on targets as well as the timeframe by which they need to be completed. This meant that the partners concerned with implementation of the APs knew exactly what was expected of them and by what time frame. The quality documents were as a result of extra work put in by the POS TBP in training partners in proposal writing as well as a thorough editing of the draft documents.

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*Second, sufficient capacity building;* a point already alluded to, there was sufficient capacity building of the LPs and IPs undertaken by the POS TBP as a preparatory measure. Among others, such capacity building also dealt with implementation issues that included M&E, reporting and financial management issues. The imprest system adopted by the project promotes accountability in resource usage as no additional funds would be disbursed unless a satisfactory financial report has been submitted. This in itself is an incentive in maximizing effectiveness.

*Third, effective M&E;* as already noted elsewhere in this report, the internal M&E worked well. Implementing partners did submit progress reports on the implementation performance of their respective APs by a certain date. They needed to clearly highlight the extent to which each objective and output had been achieved during the period under review. Naturally, this applied pressure on APs to ensure timeliness in the achievement of set targets.

*APs Efficiency in Meeting Objectives*

Efficiency has to do with whether inputs (resources and time), were used in the best possible way to achieve outcomes, why/why not?. The APs had reasonably high efficiency levels judging from the preceding paragraphs on effectiveness. The APs usage of both time and funds was prudent. The same reasons given above for effectiveness also apply here.

## (b)    Collaboration with and activities of the Tripartite Partners

*Key issues*

Tripartite partners were to provide complementary services towards the implementation of the project. Such services included: (i) acquisition of land for recreational centres; (ii) provision of capacity building to LPs, IPs, government ministries and others (by ANPPCAN and CIC); (iii) adoption of 5 (five) recreational centres established by NGOs, i.e. Corporate Social Responsibility (CSR, (by ZCTU and ZFE); (iv) supporting school going age children with education as a preventive measure as well as facilitating children out of school to get back to school (by MoE).

*Major findings*

(i) *Acquisition of land for recreational centres:* Out of the 5 districts where land was applied for sometime last year for the purpose of putting up recreational centres, the progress at mid-term was as follows:

- *Kitwe:* the district council had given the land;
- *Ndola:* initially the application had been rejected. ANPPCAN was told to re-submit the letter which they had already done at the time of the MTE. A response was thus still being awaited at the time.
- *Lusaka:* a decision had not yet been made by the district council although the letter had been submitted last year in March.
- *Kasama:* the council had given the project two possible plots at the time of the MTE. What was remaining was to choose one out of the two.
- *Mansa:* there was still no feedback from the council though ANPPCAN thought there would be no problem.

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***(ii) provision of capacity building:*** Out of the 18 SCREAM capacity building sessions ear-marked for Copperbelt, Luapula and Northern provinces, 8 had been carried out at the time of the MTE. CIC had also been engaged in a number of SCREAM capacity building sessions in schools (targeting grades 10 to 12) and Psycho-social (PSS) training sessions.

***(iii) Adoption of the 5 recreational centres established by NGOs:*** According to ANPPCAN, it was expected that ZFE and ZCTU would reach out to their members to lobby them for materials or money towards the construction of the recreational centres. Though 80 (50 from Lusaka; 30 from the Copperbelt and 10 from Livingstone) employers had been identified as possible supporters of this component of the project by the time of the MTE out of the envisaged 100, no resources had been mobilized. At the time of the MTE, the two NGOs were planning to hold a crucial meeting with ZFE and ZCTU to discuss the way forward.

***(iv) Educational support to school going age children:*** As already noted in at least two other sections of this report, POS TBP was one of the founding members of the PCC in the education sector which had scored good progress in facilitating the implementation of "*education for all*".

*Challenges and recommendations*

The major challenges identified at the time of the MTE included: (i) slow acquisition of plots on which to construct recreational centres; (ii) slow process of mobilising resources for CSR from ZFE and ZCTU for the construction of recreational centres, and; (iii) due to the protracted process, the amount of money that had been allocated to ANPPCAN for consultations had already been exhausted.

In order to speed up the process of acquiring all the plots for the construction of the recreational centres, it is ***recommended*** that MLSS takes up the matter with the Ministry of Local Government and Housing (who should in turn take it up with the respective councils) in a more aggressive way. This should include discussion and agreement on the timeframe for all the plots to be provided. The proposed timeframe should be before the end of this year. ***Action by:  MLSS***. It is further recommended that the MLSS engages ZFE and ZCTU to fulfill their obligations of taking full responsibility of 5 recreational centres by end of 2008. Preparations for construction works of the centres should be started before the end of 2008. ***Action by:  MLSS and POS TBP support***.


***(c)    Beneficiary Satisfaction***

Initial findings on the ground are that the various interventions are valuable and are being appreciated by those for whom they were intended. The accounts below give evidence at three levels; (i) Implementing Partner level; (ii) caregivers' level, and; (iii) beneficiary child level.

A representative of an ***implementing partner*** (Samaritan Project) in Chililabobwe had the following to say regarding the intervention dealing with prevention and withdrawals of children;

> *"What we are doing with ILO through POS TBP is good. The project is good as we are identifying and supporting children who are less privileged, those who can't make it to go to school, those children who are OVC and can't afford to meet school requisites thereby forcing them to go into  child labour."*

A ***caregiver*** in Ndola had the following experience with the project regarding an orphan he sought help for from the project;

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*"The child used to stay with the grandmother. Both parents died when he was 5 years old. This is how the boy moved in to start staying with his grandmother. I discovered that she was not looking after the child properly. The child could not go to school and he was selling paraffin by the road side. I decided to talk to the grandmother when I heard that at Intulo Basic School they had started to register names of orphans.*

*I talked with the grandmother to allow me take the boy to the headmaster for possible help for the boy's school. I could not stand the idea of seeing the boy continue selling paraffin at that tender age. That's how the boy was enrolled in school, to which I am really grateful."*

A grade 7 **beneficiary child** in Kandabwa community in Kitwe explained his experience regarding CL and how he was assisted by POS TBP this way;

*"What caused me not to write grade seven exams last year is that my brother with whom I live was insisting that I sell in the small grocery shop at his home. I would start working in the shop at 06:00 hours in the morning and knock off at 18:00 hours, every day. I used to tell my brother and his wife that I would like to go to school, but they would tell me to wait and that I would go another time. So days were just going like that until I also got discouraged. One day, members of the CCLC found that I was not going to school so they encouraged me to appreciate the beauty of school and I saw that what they were telling me was true so that is how I started going to school again".*

Another **beneficiary child** who is one of the 60 beneficiaries withdrawn from CL and placed at Kaliyangile community school in Chisamba explained his experience with CL and the benefits he received from the POS TBP as follows;

*"Before I came here I used to live in Kabwe. So when my father died, we came here. After I had arrived here, I just used to do some piecework around. I realized that I was being deprived of the privilege to go to school. However, there was no one to take me to school. I asked my guardians to take me to school, and they brought me here at Kaliyangile. So here we are learning a lot of things such as how to grow crops and tailoring. Compared to the way I was before, I think now I am much better because we are learning a lot of different things. I am very thankful for this project".*

### (d)    Major Challenges

In general the project has made good progress in realizing its objectives and is on track. However, following the depreciation of the US dollar against the Kwacha, the project faces budgetary constraints which will result in a challenge with respect to the attainment of the total target of 10,000 children, unless deliberate measures are put in place, a point already noted in **Section 2.3**.

Further, the DCLC is a critical downstream institution given its position at the district level and the potential it has to impact on the effective performance of CCLCs which in turn are the contact institutions with beneficiaries at the grassroots level. Unfortunately the formation of DCLCs has been slower than expected. Their performance too, has been wanting. Two major contributing factors to this performance have been identified: (i) the labour office which is the secretariat to the DCLC at district level is over-whelmed, given that it is manned by only one qualified professional officer.

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The result is that in some cases, it is taking several months before DCLC meetings are called. In principle, scheduled meetings are supposed to take place monthly. (ii) Not all government ministries dealing with children are members of the DCLC.

Commenting on the weak capacity of MLSS to drive the DCLC, one representative of one of the LP institutions put it this way:

> *"...MLSS is supposed to be in the forefront to coordinate these activities at district level through DCLCs. They are not doing that maybe it is the issue to do with capacity. There is need to strengthen their capacity. My understanding is that CCLCs are all supposed to have training from the DCLC in capacity building. I don't know whether that training has even taken place. It is through such training that CCLCs' capacity can be strengthened."*

The project has had a number of other challenges including the following: (i) where government or quasi-government institutions/structures are involved, progress has been slow, e.g. acquisition of land for recreational centers (a process that started a year ago and is yet to be finalized). The formation of DCLCs has not yet been finalized and the operationalization of those formed needs attention. In addition, the formulation of NAP is yet to be started. All these are the responsibilities of MLSS. (ii) vertical coordination has been weak, i.e. national, district and community level through the structures that have been proposed, namely, NSC, DCLCs and CCLCs. NSC has not been functional while some DCLCs have been functional, a point that is further elaborated on in **Section 3.2**. On the other hand, the CCLCs have been the most functional; (iii) the appreciation of the local currency, the Kwacha against the US Dollar has reduced the available resources for implementing the project, and; (iv) inadequate decentralization has slowed down the performance of downstream institutions e.g. DCLCs and CCLCs (**Section 2.2** has more details regarding the last two points).

### 3.1.3   Lessons/recommendations – Meeting of objectives

In order to improve the performance of the DCLC, a critical down stream structure, two *recommendations* are made. *First,* there is need to include into the functional membership of DCLC all government ministries dealing with children and youth, a point already alluded to in **Section 2.4**. These are: Youth and Child Development; Education; Science and Technology; Ministry of Home Affairs (including its relevant arms such as Police Service and Immigration), and; Community Development and Social Services. Each of these ministries should pro-actively include CL activities within the context of the DCLC. To avoid duplication, it will be vital that coordination of these ministries is strengthened at both national and district level. National level coordination could be strengthened by the project's pursuit of current support to improved national level coordination on children's issues. *Action by:* MLSS with POS TBP support.

*Second,* given the importance of government involvement in driving the fight against CL agenda, in districts without Labour Offices, any one of the other ministries dealing with children should take up the responsibility of providing secretariat services to the DCLC. The same recommendation is proposed in districts with inadequate capacity in the Labour Offices. *Action by:* MLSS with POS TBP support.

It is *recommended* that the LPs working in conjunction with IPs in their respective areas, facilitate the formation of DCLCs in the remaining districts. Once the DCLCs have been formed, their capacity

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should be built and linked to DDCCs. Given that DCLCs are meant to be sub-committees of DDCCs, there will be need to sensitize the DDCC members in CL issues as well as the functionality of the the DCLCs. That way, there will be a clear link and reporting channel between DCLCs and DDCCs. *Action by:* MLSS working with POS TBP. It is also *recommended* that LPs and IPs be responsible for training all DCLCs. This will go a long way in ensuring that DCLCs have sufficient capacity to carry on the fight against the WFCL related activities beyond the project life. *Action by:* POS TBP.

In terms of improving indicator 2.3 *("Understanding of CL amongst higher education program graduates")* in **Table 3.1** above, it is *recommended* that the indicator be recast to read as follows: "*By the end of the project the graduates of higher learning institutions teaching CL as a subject understand the basic definitions and principles of CL"*.  Data collection for such an indicator would have to be through a quantitative data collection instrument (questionnaire) that would deal with definitions and key concepts of CL. This instrument would then be administered to a random sample of graduates of higher learning institutions that teach CL as a subject. Instead of an absolute figure of 280 as a target, it is suggested to have a percentage value instead. . *Action by:*  POS TBP.


## 3.2    Formulation of NAP

### 3.2.1   Major Issues – Formulation of NAP

The National Action Plan was to be the framework in which all CL related interventions, are to be implemented. The POS TBP is meant to build GRZ capacity to formulate the NAP against the WFCL in Zambia. In order to ensure sustainability of the NAP initiatives, GRZ through the MLSS was to lead the formulation of the NAP as this would promote ownership. NAP formulation should have been one of the priorities of the POS TBP with respect to facilitation. Ideally by midterm, the NAP should have been finalized so as to provide the necessary framework and sufficient time for the implementation of the APs against the WFCL.

### 3.2.2   Key Findings – Formulation of NAP

GRZ has made notable strides towards putting in place a number of critical elements needed for implementation of time bound initiatives against the  WFCL, a point already well illustrated in **Chapter 2.** This includes the enactment of a number of supportive policy instruments as well as the restructuring of the MLSS which has seen the creation of a Child Labour Unit (CLU) and the establishment of 23 labour offices at district level. In many ways, GRZ through MLSS appreciates the need for it to be in the drivers' seat as well as the necessity of creating critical downstream structures aimed at effectively dealing with CL related issues. For instance, a Labour Inspector/Labour Officer in the CLU had the following to say regarding the DCLCs;

> *"The formation of DCLCs is one of the best things which has happened as such committees are critical for effective implementation of efforts against CL at district as well as community levels. These structures, among other things, would be critical in monitoring of all efforts against CL down stream..."*

Not withstanding this good progress, the formulation of NAP has been severely delayed. It is yet to start.  Two major reasons may be attributed to this slow progress: (i) the CLU is over-stretched with less than half of the human resource needed, in place. Those involved in the NAP have other competing demands on their time. According to a Labour Inspector in the CLU, as much as 50% of their time is spent on other competing demands. (ii) The National Steering Committee (NSC) which should provide

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leadership in the formulation of the NAP has been less functional. Two major reasons have been attributed to the inadequate functioning of the NSC: (i) the composition of the NSC membership is not appropriate, hence needs revisiting to meet NSC's two-fold over-riding mandate of *first* influencing government policy and *second* resource mobilization. (ii) the NSC has not been meeting regularly.

MLSS is still hopeful and believes the NAP will be finalized before the end of 2008. In order to speed up the NAP formulation process, the MLSS hopes to do the following: (i) in the remaining provinces without DCLCs, i.e. Northern, Western and North-western, combine the formation of DCLCs with gathering data for NAP formulation. (ii) Hold consultative meetings at provincial level with district representatives. The thinking was to have one representative from each district who would provide input into the NAP formulation process. At the time of the MTE, MLSS was still facing the challenge of who would be the best district representative to invite to these consultative meetings at provincial level.

### POS TBP Role in Supporting the NAP Formulation

The POS TBP team has been fully aware of the challenges facing the formulation of the NAP. Two reasons given above which have contributed to the slow formulation of the NAP, i.e. low staff capacity in MLSS and weakness in the apex body (i.e. the NSC) have been well appreciated by the team. One of the challenges that the team has had to face is to define the extent to which they should go in facilitating GRZ to formulate the NAP. Cautious of the danger of "assuming the role of government in the whole process" the POS TBP team has had to apply a lot of caution to avoid sending wrong signals in as far as putting in place a NAP that is anchored on GRZ aspirations and is home grown. Consequently, the position of the team, and correctly so, has been to insist that government be in the drivers' seat in the NAP formulation while the team provides the necessary backstopping.

In this regard, the project has made the following efforts in its quest to support the NAP formulation process:

a) The project has taken time to train MLSS and other critical government staff in SPIF, a critical planning tool. The aim was to have the NAP formulation process embedded in the SPIF ethos. POS TBP team sought to undertake this training as early as possible following the start-up of the implementation process. This was to ensure enough assimilation of the ethos of SPIF in order to have it become a practical planning tool in the NAP formulation process;

b) The project team has held a number of meetings with the MLSS top leadership (including at the Permanent Secretary level) aimed at facilitating the ministry to lobby for an increase in its capacity in terms of additional staff as well as financial resources, a point that has been well appreciated by the CLU;

c) The project has facilitated efforts to have a functional apex body that will be most suitable in coordinating and championing the cause of CL in the country. Again the project has held several meetings with MLSS aimed at providing a solution to the current broad-based vacuum regarding effective coordination of CL issues. While the MLSS is currently providing overall coordination in CL issues, there is need to have an institution that has a broader mandate as well as broader representation.

d) The project facilitated a study tour to Kenya aimed at exposing the key players to the NAP formulation process and how it has evolved in other countries as well as how CL issues are

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being coordinated. Again, this was very well appreciated by MLSS and it has gone a long way in helping MLSS think through the various options with regards to a suitable apex body to coordinate and spear-head CL issues in the country;

e) Given the high staff turn-over in the CLU, the project has undertaken to train new staff in reporting, CL issues and other relevant areas, a process that is on-going, and;

f) The project has facilitated inter-country information exchange through the internet, among stakeholders in the region (including Uganda, Tanzania and Kenya) on CL issues, and efforts to eliminate the WFCL, a process that was initiated during the Capacity Building Programme period and is still on-going.

### 3.2.3 Lessons/Recommendations – Formulation of NAP

Given the slow pace of government machinery, it is unlikely that NAP will be formulated to the required standard before the end of this year. If this is to be done, it would be at the expense of quality and would severely compromise ownership and sustainability of the NAP against the WFCL.

In order to move the NAP formulation in a manner that promotes ownership as well as ensures high quality, the following are *recommended: First,* that the NAP formulation process at district and provincial levels be more consultative. That in this regard, for the purpose of finalizing the formulation of NAP within the shortest possible period, each district holds a half-a-day meeting, called by and chaired by the District Commissioner (DC) to discuss CL issues for inclusion in the NAP. The issues arising from such a meeting should be discussed at the provincial meeting held to solicit input into the NAP. The choice of the district representative to the provincial meeting should be based on one's appreciation and articulation of CL issues.

The involvement of the DCs should be part of the bid to promote GRZ ownership of this process. It is recommended that the Permanent Secretary (PS) MLSS writes a letter to all DCs through their respective provincial PSs to facilitate the organization of such meetings. The letter should contain a clear timeframe, i.e. within the next 3 months. The district meetings should be at no cost to the project at all given that  this is part of GRZ input in providing leadership to the NAP formulation process.

The evaluation team proposes the process described in **Appendix 3** for best results. However, due to the limited resources and timeframe regarding the current intervention, it is recommended that what is discussed in **Appendix 3** be either: (i) part of the exit strategy, or; (ii) be a follow-up project after the POS TBP. If the latter be the case, it is recommended that the scope of the follow-up project be expanded to include: (a) strengthening of DCLCs and CCLCs through among other things, targeted capacity building efforts which could deal with such themes as M&E, and; (b) resource mobilization to support performance of the DCLCs and CCLCs. *Action by:*  MLSS.  It is further *recommended* that  the NSC be revived through the following steps: (i)  that MLSS reviews and recasts the NSC ToRs to make them more focused on influencing government policy and resource mobilization; (ii) that a meeting of the NSC be called by the PS MLSS to review and endorse the new ToRs; (iii)  that the meeting identifies suitable institutions for membership to the NSC, including the appropriate Chief Executives of such institutions; and; (iv) that the PS MLSS writes a letter to the identified Chief Executives calling for a meeting within a month. *Action  by:*  MLSS. In order to ensure regular meetings of the new constituted NSC, it is also *recommended* that POS TBP backstops the secretariat of the newly constituted NSC in ensuring regular calling of meetings until such a time that the system runs on its on. *Action by:*  MLSS, Secretariat of reconstituted NSC and POS TBP.

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### 3.3    Leveraging of Resources

#### 3.3.1   Major Issues – Leveraging

Given the limited resources and timeframe, one of the key strategies the project has sought to employ is to develop strong collaboration/networking with other institutions dealing with CL related issues. These are at various levels, i.e. national down to community. Among other reasons, this is aimed at enhancing project effectiveness and sustainability.

#### 3.3.2   Key Findings – Leveraging

In many ways, the project has made good progress in leveraging resources through the promotion of collaborative efforts and networking, a point already noted under design in **Chapter 2**. This has resulted in mobilization of funds for a number of activities including the following: trafficking study; rapid assessment in mining; joint trafficking program (involving such partners as UNICEF and IOM). This is an effort well appreciated and the POS TBP team should be commended for this excellent work done.

The baseline study on trafficking in children from, to and through Zambia was carried out in 2006 by ILO/IPEC with excellent synergies with POS TBP. Funding was mobilized from the European Union Commission in Lusaka. The study was aimed at complementing other sub-regional and national studies in trafficking of children for labour purposes,

Three other important areas of contribution (among others) the project has made in leveraging resources are highlighted below.

*First,* the project is one of the founding members of the Project Coordination Committee in the education sector. Pool funding (basket funding) has been established in the education sector aimed at supporting "education for all" with funding from bilateral organizations.[14] This entails that all children in school going age should be in school. It also entails bringing back into the school system those who have dropped out for various reasons, including CL related. This support to the education sector, as already noted earlier on, has resulted in increasing the number of children in school by one (1) million (from a total of about 2 to 3 million) and the enrollment rate has also increased, currently standing at 95%.

*Second,* the project has been an active member of UNDAF and JASZ. As noted in **Chapter 2** (Design Issues), these are donor/cooperating partner initiatives aimed at responding to the FNDP in a coordinated manner. While UNDAF is a response by the UN system, JASZ is a response by the multilateral and bilateral/cooperating partners in Zambia. POS TBP has contributed significantly in promoting the fight against WFCL in the context of the FNDP through these two frameworks.

*Third,* national level efforts towards collaboration and networking of organizations dealing with CL related issues (in as far as leveraging of resources is concerned) also been focused on NGOs, both national and international. These include NGOs in the RAPIDS project, led by the World Vision International (details have already been given earlier on in this report) and such institutions as the Campaign for Female Education (CAMFED). This is aimed at greater translation of tangible results at implementation level. CAMFED's mission is "*to ensure that all vulnerable children, especially girls,*

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[14] At the time of the Mid Term Evaluation, the Education Sector had 11 financing partners, out of which 3 were supporting pool funding. It was hoped that in the next few years, all financing partners in the education sector would support pool funding.

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*can access and complete school in an environment where their rights are respected and protected, and they are empowered to contribute meaningfully to the development of their families, communities and nation."* CAMFED operates in three provinces including Luapula and Northern where POS TBP is operating. It operates through schools and provides school requisites including fees and scholarships, up to college level.[15] This provides a good opportunity for leveraging resources in Luapula and Northern provinces. There are international NGOs as well, with a similar mandate that POS TBP has successfully collaborated and networked with.

### 3.3.3 Lessons/Recommendations – Leveraging

### Key Finding 1:

*Recommendation 1:* that as part of an exit strategy, a deliberate effort be made towards translating the benefits of national level net-working and collaboration into tangible resources at the implementation level (i.e. grassroots), a point already alluded to in **Section 3.2**. *Action by:* POS TBP team and MLSS. *Recommendation 2:* that MLSS' liaison with the education sector group is stepped up with the view to tapping into more budgeted resources for its CL related activities. There should be more vigorous consultations between MLSS and LPs to ensure the ministry has a full picture of the resources needed for CL related activities. *Action by:* MLSS.

### Key Finding 2:

*Recommendation:* As an exit strategy, the LPs operating in the same areas with cooperating partners that have resources for CL related issues ,engage in greater collaborative efforts with such partners on behalf of the IPs they are supervising, with the view to mobilizing more resources for greater tangible results on the ground. This is to be done through the umbrella of DDCCs and DCLCs as it would serve to build the capacity of the two institutions in resource mobilization. *Action by:* LPs and IPs with backstopping from POS TBP team.

### 3.4 Monitoring and Evaluation (M&E)

### 3.4.1 Major Issues – M&E

An effective Monitoring and Evaluation system is critical to the good implementation performance of any development initiative. Consequently the design of the POS TBP includes an M&E system that would help guide its implementation.

### 3.4.2 Key Findings – M&E

An M&E system exists which has two components. *First, periodic data collection.* This component of the M&E is working well. It consists of three major types of activities, namely; baseline, midline and end line. Baselines were done at the start-up of the APs. These were synonymous with social mapping exercises undertaken by communities. They were more qualitative in nature. The midline has been undertaken on schedule, according to the plan in the Project Document (PD). A final reading is

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[15] The minimum number of children CAMFED supports per school is 5 and there is no maximum number. In some cases, CAMFED is supporting over 100 pupils per school.

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expected to be undertaken at the end of the project in 2010. The Labour Force Survey (LFS) undertaken in 2005 serves as the quantitative baseline for the POS TBP.

*Second,* internal monitoring and evaluation. This consists of four major parts: (i) AP progress reporting, done on a quarterly basis. This is made to the POS TBP by implementing partners. (ii) Technical Progress Reporting (TPR). This is undertaken every six months by POS TBP to IPEC management and USDOL. It is concerned with reporting on the overall progress, targeting particularly efficiency, effectiveness, relevance and sustainability. The key performance indicators are tracked during the period under review. This has worked well. (iii) Progress/financial report. A reimbursable system is used to disburse funds. Where funds are not accounted for, no additional funds are released. This sanction system works well in ensuring that appropriate reports are submitted that explain utilization of resources. (iv) Direct Beneficiary Monitoring Reporting (DBMR). This has started being used by a number of partners. Ideally, partners are supposed to use the DBMR to verify that beneficiaries are not engaged in the worst forms of child labour. While some elements of this are captured in the DBMR, however, they are not comprehensive enough. This has led the partners to use a supplementary/provisional form that enables them to track the performance of children with respect to the WFCL. The additional information in the provisional form is obtained by asking caregivers how their children are fairing with respect to CL issues.

An effort was made to find out from partners their perceptions regarding how DBMR had performed up to the time of the midline. One issue that came out from a number of stakeholders is that they had just started to use the system, thereby resulting in inadequate time and experience for a reasonable review of the system.

A reasonable proportion of those who were using the system had not encountered any major problems so far, hence they felt that it had worked well for them, citing the benefits summarized in **Table 3.2** below. However, some stakeholders expressed concerns with the DBMR, again these are summarized in Table 3.2.

**Table 3.2: Key Issues from Partners Concerning DBMR**

| Major Benefits | Major Challenges |
|---|---|
| • The reporting system covers all key issues that need to be known about each child.<br>• Has the potential of being localized to enhance use of the information by the local stakeholders if appropriately modified | • Too complicated/not user friendly (particularly at the community level) and bulky. Some of those who fill in the form at the community level are volunteers who are not very literate hence face challenges in the flow of issues in the document.<br>• Linked to the above, needs huge Random Access Memory<br>• Linked to the first bullet, more work-load as one can't avoid filling in hard copy particularly when dealing with the monitoring part of the DBMR<br>• Not tailored to child specific needs. Consequently, it would be a challenge to evaluate at the end of the project whether it has had the desired impact on the child.<br>• The cost of sending reports is high |

Monitoring of DCLCs and CCLCs has not yet started. The DCLCs are particularly critical in monitoring CL related issues at grassroots level undertaken through CCLCs. However, most CCLCs are still finding their feet given that they have just been formed and others are yet to be formed. Besides, their capacity will need to be built up for them to effectively carry out their M&E functions.

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### 3.4.3   Lessons/Recommendations – M&E

It is *recommended* that MLSS comes into the mainstream of collecting and providing M&E information in a greater measure, particularly with regards to TPR information. There is also need for the ministry to get more involved in monitoring of partners and DCLCs. This will better equip the ministry to play the role of driving the NAP formulation against the WFCL more effectively. This will also go a long way in equipping the ministry with the necessary information and knowledge to fight against the WFCL beyond the project life. For this recommendation to be effected, there is need to increase MLSS' capacity particularly with respect to human resource, an area which is already wanting as alluded to earlier on in this report. *Action by:* POS TBP in conjunction with MLSS.

Given that the usage of DBMR is just starting, the system has not been adequately tested for one to draw much lessons. It is, therefore, *recommended* that the detailed review of the DBMR await an appropriate time when the partners will have used it sufficiently enough. At that point, POS TBP could lead the review of the system. *Action by:* POS TBP.  It is further *recommended* that DBMRs be sent using CDs through the post in order to reduce the high cost of sending the reports,. *Action by:* LPs and IPs.

## 3.5    AP Review and Capacity of Implementing Agencies

### 3.5.1   Major Issues – AP Review & Capacity of Implementers

*(i)      Efficiency with which APs proposals are reviewed and resources ultimately allocated:*  The time it takes for the  AP proposals to be reviewed by the POS TBP Team as well as ILO/IPEC Geneva is important to know, as well as the time it takes for the resources to be finally allocated to the APs. Naturally, this will be a period of anxiety for those that have submitted proposals for funding and hence needs to be as brief as possible. It is also vital to know how the implementing agencies were selected as this has implications on whether the agencies selected were the best that could be found given that implementation performance in many ways relies on the capability of the implementing agencies.

*(ii)      Enhancement of the capacity of implementing agencies:*  this is one of the most critical components of the POS TBP, given the implications of capacity building on sustainability of project activities. Enhancement of capacity of implementing agencies does have a direct bearing on the timeliness and quality of the realization of the project objectives and targets.

*(iii)     Capacity constraints of implementing agencies:*  these could arise as a result of a number of reasons and may negatively affect the implementation of the designed APs. Consequently, the capacity constraints of implementing agencies need to be identified and examined to establish their effect on the implementation of APs.

### 3.5.2   Key Findings – AP Review & Capacity of Implementers

*(i) Efficiency with which APs proposals are reviewed and resources ultimately allocated:* The efficiency with which proposals are reviewed and resources ultimately allocated depends on a number of factors, the key one being the human capacity of the implementing agency. POS TBP has a wide range of implementing partners in terms of their human, organizational, financial, and administrative capacity, to mention a few. Given that a number of the partners are small NGOs and CBOs that are involved in CL related issues right up in the community, their staff tend to lack basic proposal writing and related skills. In such cases, the POS TBP Team has to spend considerable time making corrections

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to the proposals after which the partners are shown systematically what needs attention. In such cases, the total time required from submission of the proposal to the time the funds are released may take as long as 6 months. On the other hand, in cases where the implementing agencies have staff that are skilled in proposal writing and other related areas, the period it takes from submission of proposals to the release of funds may be as short as 2 to 3 months. These timeframes are with respect to the first releases. However, for the follow-up releases, the timeliness of the reports from implementing agencies as well as their quality is what determines how quickly the next allocation will be released. A number of implementing agencies have difficulties in submitting all the necessary documentation (including receipts) timely, thereby affecting the disbursements of follow-up resources.

The partner selection process involved carrying out a stakeholder mapping exercise in all the provinces ear-marked for the project. Among other things, this was aimed at determining the following: (i) organization's core business and how it would fit in the POS TBP; (ii) Experience with children and in CL related issues; (iii) Legal status of the institution, and; (iv) membership and how it is established as well as how those in leadership are placed there.

The LPs and IPs identified to facilitate the implementation of the APs had the necessary experience as well as adequate capacity. All of them had been involved in CL related work before, either with ILO on other preceding projects or in partnership with other institutions and stakeholders. This was true in all cases, including the small community based organizations. One representative of one such small CBO (Kwasha Mukwenu)[16] based in Matero in Lusaka had this to say concerning the organization's experience in CL related work before it got involved with the POS TBP;

> "....We got registered between 1992 and 1993.  Due to the high levels of orphans in our community, we started visiting homes without telling them that we are putting them on the list and we will be paying for their school fees but just visiting and finding out what problems the household is facing.  Some of the children whose parents had died were school going, so this led to such children dropping out of school.  At the beginning, it was the catholic sisters from St Francis who helped us by writing to a German NGO and those were our first donors who gave us some money so that we could pay the children's school fees. We started supporting a total of 400 orphans (a portion of this number with school support).
> From the time we started supporting orphans with school fees and other needs, a total of 247 children have finished grade 12. Presently, we are supporting 580 children in school. Of these, 280 are in secondary education (grades 8 to 12) and 300 are in primary education (i.e. grades 1 to 7). Mind you, we have not yet placed the POS TBP's supported children in school as we are still at the stage of identifying such."

*(ii) Enhancement of the capacity of implementing agencies:*    POS TBP has targeted capacity building of its implementing agencies as a priority area and it is usually among its first activities. For instance, Dackana in Kabwe which had just partnered with the project had its first activity less than 3 weeks following the time the MTE was carried out. The first activity was capacity building of Dackana and its partners by POS TBP involving such issues as: definition of CL; the difference between CL and socialization; CL and the law.[17]  Capacity building of participating partners has also included the following: training in DBMR; training in financial management and record keeping, and; report writing guidance training. The POS TBP team also conducted SPIF training of the major partners (including GRZ staff) during the formative stage of the project. This was aimed at equipping partners with the

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[16] Kwasha Mukwenu is a Lunda term which literary means: "Help your friend who is in difficult".
[17] Minitues of the Community Leaders' Meeting held at Dackata offices on 19th June 2008.

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necessary skills for the formulation of the NAP against the WFCL. However, concern was expressed about the training not being adequate as it tended to usually take place once in the life of the project. One LP representative when asked what she could do differently if given another chance to implement the AP activities under her organization put it this way;

> *"…We would not train our partners just once. There is need for follow-up training. In fact, the starting point would be to undertake a needs assessment aimed at determining the training needs. We would then package our training according to the findings of the training needs assessment. Thereafter, we would conduct refresher training sessions every year. It is important to have training regularly given the high staff turn over in our partner organizations."*

As already noted earlier on in this chapter, the expected outputs are being achieved in a timely manner with the appropriate quantity and quality. The good performance of APs is primarily attributed to the vast experience of the LPs and IPs, in dealing with CL issues, as evidenced in **Section 3.5.2**, above among other things. At this stage, it is too early to ascertain whether the capacity of the implementing partners has been adequately built to evaluate actions to prevent and eliminate CL.

Discussions with various partners revealed that capacity building offered by LPs was appreciated and relevant. All the IPs talked to spoke highly of the training they had received from LPs as well as the relevance of the issues covered. However, the only lament was that the frequency of training was inadequate as in most cases, training on a number of issues had only taken place once.

*(iii)* ***Capacity constraints of implementing agencies:*** Generally, the skills-base of the staff in most NGOs and CBOs regarding project design, implementation and management is low. This has been worsened by the largely low levels of capacity building efforts being undertaken in the country for such organizations. This point was underscored by the POS TBP team, who have had to build the capacity of various partners from the scratch, focusing on such basics as record keeping and filing, a point further elaborated on in **Section 6.2.** In a number of cases, the POS TBP talked of "hand-holding" of the partners if they are to produce reports of the required quality. In this regard, though the AP proposals are of good quality, this is at the expense of enormous effort put in by the POS TBP, to the point where the team feels completely over-stretched.

### 3.5.3  Lessons/Recommendations – AP Review & Capacity of Implementers

In order to ensure partners are kept abreast with relevant issues affecting their CL related work, it was *recommended* that .training be undertaken more frequently, at least once a year. This means that there should be an adequate budgetary allocation or provision in the annual work plan and budget for training purposes.

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## 4.0    RELEVANCE OF THE PROJECT

Relevance issues discussed in this short chapter relate to: (i) validity and replicability of the project approach and strategies; (ii) existence of conditions that gave rise to the project, and; (iii) response of service package to beneficiary needs.

### 4.1    Major Issues

a) *Validity and replicability:*    the use of approaches and strategies that are appropriate is vital if these are to be replicated. One of the advantages of a project approach is that it offers unique opportunity to learn lessons which can be replicated else where.

b) *Conditions that gave rise to project:*  a project ought to be a response to an identified core problem. Given that scarce resources must be expended, it is critical that the process of problem identification be thorough, since project formulation is meant to deal with the identified problem. It is, therefore, important to appreciate the magnitude of the problem POS TBP is dealing with.

c) *Appropriateness of service packages:*    given the scarcity of resources, it is vital to ensure that the service package offered by POS TBP in response to the problem of CL is appropriate in meeting beneficiaries' needs. Unless this is the case, the CL vice and its off-shoots will continue to manifest and escalate.  POS TBP promotes the following service package: IGAs, education, recreation, community mobilization.

### 4.2    Key Findings – Relevance

*In summary*, the project was found relevant, as: (i) Project's approach and strategies can be replicated;  (ii) Problems and needs that gave rise to project still exist and in some cases have grown; (iii) CL was noted as one of the most critical aspects of children's rights, a point appreciated by government, multi-lateral and bi-lateral partners. It was identified as a key development issue, an off-shoot of  core problems such as high poverty levels and HIV/AIDS prevalence; (iv) The project is contributing towards the realization of MDGs & FNDP, e.g. education for all, and; (v) Builds on previous ILO/IPEC supported initiatives.

a) *Validity and replicability:* the project approach and strategies were valid as they were embedded in the promotion of sustainability as evidenced by among other things: (i) GRZ through MLSS leading the fight against WFCL by their driving the NAP formulation process and enactment of appropriate CL related policies, a point already dealt with in **Chapter 2**; (ii) the approach and strategies have been used by predecessor projects supported by ILO/IPEC both in Zambia and other countries. Again a point already articulated in Chapter 2.  Consequently, these have been proved and tested. Besides, other partners in the country have employed similar approach and strategies.

b) *Conditions that gave rise to project:* as already noted earlier on in this report, CL is an off-shoot of high levels of poverty and HIV/AIDS among other things. These conditions have continued. If anything, they seem to have gotten worse since the start of the project in 2006.  For instance, the poverty levels in Chililabobwe are most depressing among caregivers. Most of the caregivers are female heads of households and go through very challenging experiences to provide for their families. A female caregiver in Chililabobwe had the following to say regarding her struggles to make ends meet:

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*"..I am HIV positive. As a patient, I am looking after 3 orphans left by my late sister. I have 4 children of my own. A few weeks ago, another sister died in Lusaka and left 5 children. I did not manage to attend the funeral because I had no means. I still do not have resources to go and get the children so that I bring them over here so that we be suffering together. I leave home very early to go and gather some charcoal where I am paid K5,000 a day. Not withstanding my status of being positive, I have to often go without food. It has been impossible to send my children to school. It is impossible to manage sending anyone to school under the circumstances I am in."*

c) *Appropriateness of the service package:* the service package was deliberately calculated to enhance complimentarity. For instance: (i) *education* is a sure way to keep children from CL; (ii) caregivers who have no means and depend on CL as a form of livelihood are supported with *IGAs* so as to discourage them from depending on CL as a way of contributing towards their livelihoods. IGA support is tailored around provision of capacity building in basic business management skills. The Zambia Federation of Associations of Women in Business (ZFAWIB) was partnered with to train 2,400 caregivers in basic business skills in three provinces of the country. At the time of the MTE, a total of 120 caregivers had been trained though they had not yet sourced funding. In this regard, it was not possible to evaluate any IGA in terms of viability. According to ZFAWIB, the choice of the IGAs will focus on what the caregivers are already doing and not necessarily on local market and any such analysis. ZFAWIB had received its first funding 3 months before the MTE. After receiving the training, the trainees are linked to micro financing and similar institutions for funding. One such institution on the Copperbelt with which ZFAWIB is partnering is the Copperbelt Support Fund. They also network with the Ministry of Community Development ; (iii) *community mobilization* is one of the most effective processes of dealing with any development challenge at grassroots level. It places those most affected by whatever development challenge to be actively involved in finding solutions as well as mobilizing resources to tackle the problem. Due to the promotion of ownership, sustainability is given high premium, and; (iv) *recreation* withdraws children from CL and other illicit activities. It also positively impacts on their physical and mental development.

The challenge currently is not so much the appropriateness of the service package, but rather the adequacy of the service package. It is for this reason that POS TBP is seen as an initiative to kick-start activities against the WFCL in Zambia, a point already alluded to. It is expected that others will perpetuate these activities, hence the emphasis on networking and collaboration as one of the strategies.

## 4.3    Lessons/Recommendations

Having identified and promoted an appropriate service package, it is vital that POS TBP in its exit strategy ensures the continuation and up-scaling of the service package. One of the strategies *recommended* is the effective mobilization of resources. For instance, there is need to undertake a mapping of all organizations (including micro-finance institutions, Faith Based Organizations (FBOs); Community Based Organizations (CBOs) and Non-Government Organizations (NGOs) present in all areas POS TBP is operating involved in providing financial resources. Among other things, a basic profiling of their characteristics (including nature of services they provide) would go a long way towards facilitating POS TBP to tap into available resources from other partners. *Action by:* LPs and IPs. In order to increase the chances of viability of IGAs to be undertaken by caregivers, it is *recommended* that LPs identify possible IGAs in the areas they are working for a detailed viability analysis. Such an analysis could look at the characteristics of the various IGAs focusing on such

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variables including: (i) the product/service range and variety; (ii) required inputs and their sources; (iii) production costs; (iv) seasonal variation and their effect on sales; and the (v) quality of goods and services to be produced. Following compilation of a list of such possible IGAs, it would be important to source expert input for such an analysis of potential IGAs, by type and district (as production costs, prices and other variables differ from district to district). Funds for such an exercise could be sourced from the project's network of partners. *Action by:* LPs and POS TBP.

## 5.0    SUSTAINABILITY

### 5.1    Major Issues – Sustainability

Due to the dire need to ensure continuity of project benefits to the project target population beyond the life of the project, sustainability issues must be part and parcel of the project design. In addition, sustainability issues must form part of the day to day implementation process.

### 5.2    Key Findings – Sustainability

Sustainability issues were taken into account as already noted: (i) the phase out strategy is an integral part of project design, e.g.: emphasis on capacity building; incorporation of IGAs for caregivers; GRZ (MLSS) being in the driver's seat regarding NAP formulation; (ii) collaborative and networking efforts at national level (both internal and external to ILO/IPEC) involving various groups of partners have been successfully established and are working well; (iii) LPs and IPs have been sourcing funding from other sources to deal with CL issues; (iv) there has been a deliberate identification of LPs and IPs who have a heart for CL issues, and; (v) involvement of community members in CCLCs who have a heart for children welfare.

For instance, regarding sourcing of funds from other sources to support CL related issues under the POS TBP, one lead/implementing partner put it this way:

> *"For us the biggest issue in our activities is sustainability. In this regard, we have been trying to ensure that all the organizations we are working with and supporting streamline child labour issues in their activities. We want to do things in an integrated manner. Admittedly, some of our financing partners have boxed themselves and tell us that we can't do this we can't do that. It becomes extremely difficult for us to sustain such activities after project funding comes to an end. Thankfully for us, some partners are willing to finance the POS TBP activities. But we have to show them where we are coming from with ILO funding in terms of the CL related activities that have been funded so far and where we want to take them in terms of sustainability beyond the current ILO funding."*

A phase out strategy has been given thought. It relates primarily to the operationalization of the downstream structures such as the DCLCs, CCLCs and the embedment of NAP activities at district level. The exit strategy also relates to mobilization of resources (both human and financial) to carry out the POS TBP activities beyond the current project life.

### 5.3    Lessons/Recommendations – Sustainability

It would have been better if the exit strategy had been circulated to as many stakeholders as possible to enhance feedback. In  this regard, it is *recommended* that this be given priority and sensitization of partners be included in ILO/IPEC's work plans. *Action by:*  TSP SP. With respect to the embedment of

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NAP activities at grassroots level, it is *recommended* that a follow-up initiative after POS TBP phase out be undertaken around what is proposed in **Appendix 3**, i.e. a district level stakeholder consultative process that is comprehensive enough to promote ownership of the initiatives in the NAP. This should buy into the NAP through the Provincial Action Plans (PAPs). The process of formulating the NAP through provincial level consultative process will provide a framework from which individual districts will ultimately translate the action plans from the national level to their district environments. Given the variation in socio-economic, infrastructural, human and other resource endowments of different districts, it will be important for each district to translate the NAP in such a way that the issues focused on at district level are appropriate to the district's context. Consequently, the NAP is expected to be ultimately operationalized at district level in the long-term through the various initiatives adopted from the national plan, dictated by each district's capacities. *Action by:* MLSS.

## 6.0 SPECIAL ASPECTS

### 6.1    Major Issues – Special Aspects

For any development initiative to succeed, the issues dealt with in this evaluation need to be taken into account regarding such an intervention, namely: design and planning; achievements; relevance, and; sustainability. However, there could be some issues that fall out side these four areas which require attention for the intervention in question to succeed. Consequently, there is another category called special aspects. These are primarily areas of concern needing attention to facilitate smooth implementation process.

### 6.2    Key Findings – Special Aspects

Credit must be given to government for good progress made in its efforts towards the eradication of WFCL in the country. Such efforts have been demonstrated in various ways (see Chapters 2 and 3). However, notwithstanding the positive achievements, there are serious weaknesses discussed in **Chapters 2** and **3** regarding GRZ performance that need to be addressed urgently.

There has been a huge demand by LPs and IPs for capacity building from POS TBP. A number of these institutions have not benefited from capacity building efforts by other financiers who support them due to the fact that such a facility has not been part of the package. POS TBP team has cited an ever mounting pressure for more capacity building as some of the partner institutions have to be helped with the very basics, including book-keeping and filing. The huge turnover of staff in these institutions has not helped the situation. There seems to have been an assumption by cooperating partners that the NGOs and CBOs the POS TBP is dealing with have a certain minimum administrative capacity. Inevitably, this has raised expectation of what such institutions can do. Given the leanness of the POS TBP team, they are unable to respond to all requests.

Another issue is that there has been a general laxity in the signing of sub-agreements. Consequently, although various partners have been actively involved in the successful implementation of APs, they have not yet signed sub-agreements. This is inspite of the fact that a timeframe was given during which period the signing was to be done, and follow-ups made. The MTE probed into reasons for the non-signing of the sub-agreements. There was no other reason given except that the "*partners know each other very well*". This implies that the Memorandum of Understanding (MoUs) or sub-agreements are not appropriate in all circumstances.

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## 6.3    Lessons/Recommendations

For any institution to perform its mandated professional task, it needs to have a certain minimum administrative capacity to be able to undertake such essentials as monitoring and evaluation and reporting. It is *recommended* that future interventions by various partners involved in CL related issues must consider capacity building of LPs and IPs as a priority area which must be incorporated in the Annual Work Plans and Budgets, to ensure they are given adequate resources and time. Given the wide range of such players, they are best coordinated by GRZ. *Action to be by:* MLSS.   For future interventions, it will be helpful if it becomes part of the aid package. In this regard, it would be better coordinated by Ministry of Finance and National Planning (MFNP), given that MFNP has the overall mandate of coordinating all donor funding in the country and the overall development agenda.

It is *recommended* that the signing of sub-agreements or MoUs should not be insisted on, but rather should depend on how each institution feels about it. In some cases, such arrangements are not appropriate as they seem to give the connotation of not trusting the other partner. Consequently, MoUs have ended up being shunned in such situations.

## 7.0    MAJOR LESSONS LEARNT

The lessons learnt are presented by first stating the general lesson/ general principle that has potential to be applied in other situations. In order to deepen the appreciation of a lesson, the context in which the lesson was learnt is then presented. The order in which the lessons appear does not necessarily imply their degree of importance. The lessons are grouped according to subject matter.

### Design

*1.a*        ***General lesson***:   It is critical to include all major macro-economic variables in the assumptions during the design phase, particularly those which impact on budgetary related issues such as exchange rates,  to avoid the potential of failure to meet the target.  This would allow for the incorporation of sufficient mitigatory measures in the intervention.

*1.b*        ***The context of the lesson***:  There were concerns that the 10,000 beneficiary children for withdrawal and prevention may not be potentially realized unless additional resources are mobilized. This follows a depreciation in the United States dollar against the Kwacha since the inception of programme implementation in 2006. This has resulted in the loss of the actual funds available on the ground for project implementation.

### Implementation

*2.a*        ***General lesson***:   It is important for the mapping exercise aimed at identifying the most suitable organizations to undertake a given intervention by the POS TBP to also assess parameters such as proposal writing, basic accounting, reporting and filing, of the institutions in question. Thus, the assessment should not just be limited to technical capacity of such institutions. This will avoid an underestimation of the overall resource requirements (in terms of time and funds) to build partner capacity to the desired level for effective implementation performance.

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*2.b*     ***The context of the lesson****:* A number of Lead and Implementing Institutions involved in the POS TBP did not have basic skills in proposal writing, reporting, filing and the overall general administrative skills. This resulted in the POS TBP team spending far much more time and resources in capacity building that included hand-holding, than was envisaged. This had a number of implications, including: (i) an over-stretching of the team's capacity which in many ways negatively affected their overall performance efficiency, and; (ii) the take-off of activities on the ground generally slowed down.

*3.a*     ***General lesson***: From the very on-set, it is important to appreciate the existence of the trade-off between the rate at which interventions such as the NAP against the WFCL, with a strong focus on government ownership, on the one hand, and the rate at which such interventions are expected to be implemented, on the other hand. This avoids over-expectation on government's expected outputs within a given time frame. If government is to truly own whatever intervention and/or process, it takes time, it is a slow process. On the other hand, where government is hurried through to get certain outputs out, there is always the danger of eroding ownership.

*3.b*     ***The context of the lesson****:* The POS TBP was expected to facilitate government to formulate the NAP against the WFCL within a specific timeframe. It was at a time when a number of important variables with serious implications on the NAP formulation process such as the full restructuring of the MLSS were yet to be finalized. The assumption then was that the restructuring process would be finalized fairly quickly. It was also assumed that the CL policy would be in place shortly after project start, to provide the necessary legislation for CL, thereby making it easier to define and explain to the public.

*4.a*     ***General lesson***: In the absence of sufficient government decentralization aimed at propelling effective implementation performance of initiatives to fight the WFCL through appropriate downstream structures, NGOs and CBOs provide a good alternative. Though government is denied the opportunity to build capacity and increase its knowledge base, in the interim NGOs and CBOs provide the necessary stop-gap measures until such a time that government is ready to take up the challenge.

*4.b*     ***The context of the lesson****:* The implementation of the POS TBP was to be undertaken in the context of a sufficiently decentralized government system. This was to entail the establishment of appropriate structures at downstream level through which the WFCL would be dealt with. However, given the slow decentralization process, NGOs and CBOs have been effectively and successfully used to undertake the functions that would otherwise have been undertaken by decentralized government structures.

*5.a*     ***General lesson:*** The most effective CCLCs are those whose members were involved in CL related activities on voluntary basis before becoming committee members. In this regard, it is vitally important to ensure that the correct persons, with a heart for CL are identified and become CCLC members. Getting individuals into membership of these committees because they belong to the right institution may not be adequate and may lead to serious operational difficulties of the CCLCs. For instance, a number of CCLC members were asking for enumeration or some form of incentives, citing the hard work they engage in. This point came out particularly in Kitwe.

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*5.b*     ***The context of the lesson****:* CCLCs in Chililabobwe were some of the most effective in carrying out their work. With very little supervision, they were involved in many activities targeted towards the elimination of WFCL which included: members visiting pubs and beer halls to identify children lingering around such places; making efforts to regulate the age limits of those found in drinking places as well as making efforts to regulate operating hours of drinking places. Focus group discussions with several members of these committees revealed that they all had been actively involved in fighting CL related issues long before they became committee members. They were deeply concerned about CL issues to the point that they ended up doing something on their own. When the TBP was initiated, they perceived it as a grand opportunity and a forum for coordinated efforts with regards to the fight against WFCL.

## 8.0    CONCLUSIONS

1)  The project has made good progress towards the initiation of activities that are critical towards the elimination of WFCL in Zambia, including: the capacity building of partners in CL related issues (this includes MLSS in facilitating the formulation of NAP); establishment of networks and collaborations for CL related issues; sensitization of various stakeholders of the existence of CL and its dangers.  In this regard, a firm foundation has been laid on which future initiatives for the total eradication of WFCL in Zambia can be based. Given that CL is a coping strategy against deep rooted and complex vices such as poverty and HIV/AIDS, POS TBP should be seen as an attempt to kick-start initiatives to fight CL. Therefore, there is need to have follow-up interventions which should run with what has been initiated under the auspices of the POS TBP. These should be well sequenced, in phases, with each phase targeting particular activities that would significantly impact on the successful implementation of the next phase. Particular attention should be focused on: (i) A district level decentralized NAP formulation process whose emphasis should be extensive stakeholder consultation as this is critical for ownership and sustainability of the initiatives being targeted. (ii) Translation of national level networking and collaborative efforts into tangible resources at implementation level on the ground. (iii) Linked to the previous point, DCLCs and CCLCs should be strengthened to become self sustaining in various ways including resource mobilization.

2)  GRZ through MLSS has made appreciate progress in championing the fight against CL as evidenced in various ways, including: (i) its coordination of CL related issues through the CLU; (ii) At midline, more than 50% of DCLCs have been formed. This is a positive development given that the formation of DCLCs is GRZ's mandate; (iii) MLSS has been given the attention it deserves to deal with CL related issues. Consequently, a number of labour offices have been opened at district level, and; (iv) government has provided the necessary policy and development frameworks to facilitate the fight against CL. This is through among other things, the legislation of CL related polices as well as development and adoption of strategies that incorporate CL related issues such as the FNDP and the MDGs. However, GRZ/MLSS needs to step up its efforts to ensure the formulation of the NAP is not delayed any further. The sooner this is done, the better as MLSS will benefit from backstopping from POS TBP which will in turn improve the quality of the NAP. In addition, further delays in the formulation of NAP is likely to result in loss of morale and momentum by various partners involved in the fight against the WFCL as the partners rightly perceive NAP as a critical framework that would enhance impact of the efforts being currently pursued against the WFCL.

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3) Most cooperating partners, LPs, IPs and a number of senior government officials have appreciated CL as core in the country's development agenda. Given the limited timeframe and resources allocated to the project, this is a job well done. It is proposed that further work be undertaken during a follow-up project to consolidate what has been done so far. Among other activities, the follow-up intervention could focus on bringing on board all other players within GRZ to this realization. In addition, more work needs to be done at grassroots level in sensitizing communities of the dangers of CL during the follow-up project. This is the level where it matters most as this is where the problem of CL manifests most. It would be commendable to move to a position where CL related issues are incorporated in the annual work plans and budgets of both GRZ institutions as well as those of all other key partners.

4) There are a number of action points in the recommendation sections that need to be undertaken by MLSS. Given that the ministry is already over-stretched as demonstrated by a number of slippages in carrying out its mandate, such recommendations may appear unrealistic. Nonetheless, given the critical role that GRZ must play in driving the fight against the WFCL, there is no option but to insist that GRZ finds ways and means of carrying out its mandate as efficiently as possible. Among other things, this entails that the need to beef up the current staff must be given all the attention it deserves. There should be pressure applied on Cabinet Office and other key stakeholders to get the restructuring of the MLSS completed, and it should be such that it will have adequate human capacity to deal with the demands placed on MLSS.

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# Appendices

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## Appendix 1: Evaluation Guide

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

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| No. | Key questions | Detailed questions | Performance Indicator (Variable to be measured) | Data collection methods and sources | Proposed analysis |
|---|---|---|---|---|---|
| | | awareness regarding CL issues?<br>• To what extent have the planning, monitoring and evaluation tools been used?<br>• How effective has the project managed to mainstream the issue of CL into ongoing efforts? | | | |
| 3 | Validity of Project Design/Relevance | | | | |
| | How valid are the hypothesis, intervention logic & assumptions as given in the Project Document? | • To what extent is the project approach valid as well as the strategies? Can the approach be replicated?<br>• Do the problems and needs that gave rise to the project still in existence?<br>• To what extent does the service package promoted by the project address the real needs of beneficiaries? | • Workability of the approach and strategies<br>• Persistence of core problems<br>• Beneficiary satisfaction | • Primary data collection through:<br>– literature review<br>– key informant interviews<br>– Focus group discussions<br>Stakeholders workshop | • Triangulation of findings to identify common issues raised by interviewees<br>• Analysis of log frame targets against what is obtaining<br>• Analysis of indicator quality and best practice standards.<br>• Documentation of lessons learnt. |
| 4 | Sustainability | | | | |
| | To what extent can the project benefits be perpetuated? | • Has a phase out strategy been defined and planned?<br>• Has such a strategy been articulated/ explained to stakeholders?<br>• What is the long-term potential for sustained action and involvement by local/national institutions and the target group? | • Awareness of a phase out strategy among stakeholders<br>• Existence of ownership of the project | • Primary data collection through:<br>– literature review<br>– key informant interviews<br>– Focus group discussions<br>Stakeholders workshop | • Triangulation of findings to identify common issues raised by interviewees<br>• Analysis of log frame targets against what is obtaining<br>• Analysis of indicator quality and best practice standards.<br>• Documentation of lessons learnt. |
| 5 | Special aspects to be addressed | | | | |
| | What are issues critical to successful implementation of the project have been left out? | • How is the DBMR system working?<br>• To what extent has the Strategic Programme Impact Framework been used in the planning processes?<br>• How has ILO/IPEC project provided key technical support and facilitation to the further development of the NAP? | • Existence of reporting | • Primary data collection through:<br>– literature review<br>– key informant interviews<br>– Focus group discussions<br>Stakeholders workshop | • Triangulation of findings to identify common issues raised by interviewees<br>• Analysis of log frame targets against what is obtaining<br>• Analysis of indicator quality and best practice standards.<br>• Documentation of lessons learnt. |

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**Appendix 2: Terms of Reference**



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

Final Version: Basis
for the Contract:
June 17th 2008

**Terms of Reference
For
Independent Mid-term Evaluation
Support to development and implementation of time bound
measures against the Worst Forms of Child Labour in Zambia**

| | |
|---|---|
| ILO Project Code | ZAM/06/P50/USA |
| ILO Project Number | P.250.10.165.050 |
| ILO Iris Code | 100549 |
| Country | Zambia |
| Duration | 42 months |
| Starting Date | September 2006 |
| Ending Date | March 2010 |
| Project Locations | National level and selected districts |
| Project Language | English |
| Executing Agency | ILO-IPEC |
| Financing Agency | US DOL |
| Donor contribution | USDOL: US $3,920,000 |

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# I. Background and Information

1. The aim of IPEC is the progressive elimination of child labour, especially its worst forms. The political will and commitment of individual governments to address child labour - in cooperation with employers' and workers' organizations, non-governmental organizations and other relevant parties in society- is the basis for IPEC action. IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes strengthening national capacities to deal with this issue, legislation harmonization, improvement of the knowledge base, raising awareness on the negative consequences of child labour, promoting social mobilization against it, and implementing demonstrative direct action programmes (AP) to prevent children from child labour and remove child workers from hazardous work and provide them and their families with appropriate alternatives.

2. A **TBP** is essentially a national strategic programme framework of tightly integrated and coordinated policies and initiatives at different levels to eliminate specified WFCL in a given country within a defined period of time. It is a nationally owned initiative that emphasizes the need to address the root causes of child labour, linking action against child labour to the national development effort, with particular emphasis on the economic and social policies to combat poverty and to promote universal basic education. ILO, with the support of many development organizations and the financial and technical contribution of the United States' Department of Labour (USDOL) has elaborated this concept based on previous national and international experience. It has also established innovative technical cooperation modalities to support countries that have ratified C. 182 to implement comprehensive measures against WFCL.[18]

3. The most critical element of a TBP is that it is implemented and led by the country itself. The countries commit to the development of a plan to eradicate or significantly diminish the worst forms of child labour in a defined period. This implies a commitment to mobilize and allocate national human and financial resources to combat the problem. The TBP process in Zambia is one of approximately 20 programme frameworks of such nature that are being supported by IPEC at the global level. [19]

4. Following the ratification of C138 and C182, the Government of Zambia has revised and amended the Employment of Children and Young People's Act in 2004 to bring it into line with the conventions. Since 2000, ILO has implemented a number of IPEC projects in Zambia. This has led to substantially increased awareness on child labour, improved capacity among partners to deal with the issue and increased political commitment to tackle child labour, especially its worst forms in Zambia.

5. From the perspective of the ILO, the elimination of child labour is part of its work on standards and fundamental principles and rights at work. The fulfilment of these standards should guarantee **decent work** for all adults. In this sense the ILO provides technical assistance to its three constituents: government, workers and employers. This tripartite structure is the key characteristic of ILO cooperation and it is within this framework that the activities developed by the Time-Bound Programme should be analyzed.

6. ILO Decent Work Country Programmes (DWCPs) are being introduced in ILO to provide a mechanism through with to outline agreed upon priorities between the ILO and the national constituents partners

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[18] More information on the TBP concept can be found in the Time Bound Program Manual for Action Planning (MAP), at http://www.ilo.org/childlabour.
[19] The term "national TBP" normally refers to any national programme or plan of action that provides a strategic framework for or plan for the implementation of Convention 182 on the worst forms of child labour. TBP is a generic term for such frameworks and for a concept or proposed general approach which will be used in different ways in different national contexts. In many cases the terminology TBP is not used even though the process and the framework will have many of general characteristics of the approach. ILO/IPEC has formulated the TBP concept and approach based on the work of ILO and partners. ILO/IPEC is providing support to the TBP process as in the different countries through "projects of support", which is seen as one of the many component projects, interventions and development partner support to the TBP process.

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within a broader UN and International development context. For further information please see http://www.ilo.org/public/english/decent.htm

7. The DWCP defines a corporate focus on priorities, operational strategies as well as a resource and implementation plan that complement and supports partner plans for national decent work priorities. As such DWCP are broader frameworks to which the individual ILO project is linked and contributes to. DWCP are beginning gradually introduced in various countries planning and implementing frameworks and in Zambia the DWCP is in its final version and ready for implementation http://www.ilo.org/intranet/english/bureau/program/dwcp/download/dwcp_zambia.pdf.

**Project approach and strategy**

8. ILO/IPEC has been working with the Government of Zambia since 2000. ILO/IPEC through its projects contributed to a number of positive policy developments and legal reform in 2004 and 2005. Notably, the Fifth National Development Plan (FNDP) launched in July 2006 notes as its overall priority to promote economic growth and employment creation to reduce poverty. Within the different sectors, detailed in the Plan, priority is given to addressing the needs of vulnerable children, youth, and households. A specific programme towards the elimination of child labour is catered for under the employment and labour sector within the FNDP.

9. The Ministry of Labour and Social Security (MLSS) is the custodian of this programme, and is well placed to coordinate national initiatives towards the elimination of child labour, having a functional Child Labour Unit (CLU) in place. It is expected that the relatively general programme in the FNDP can develop into a national Time-Bound Programme starting from the development of a National Plan of Action (NAP) that will detail the general provisions of the FNDP. The development of the national TBP therefore, which the current project supports a component, is embedded in overall national development priorities and frameworks.

10. The primary deliverable of the project was set out to support to the Government of Zambia to formulate a comprehensive National Plan of Action (NAP) for time-bound elimination of the WFCL. The NAP is to specify priority interventions, including costing, and contain an implementation framework intended to support improved coordination of interventions against WFCL.

11. An important element in this project's support to national stakeholders is to strengthen capacity for coordination of action against WFCL. Given that the WFCL are multidimensional and therefore require broad based action, coordination of efforts become key to sustainable, time-bound action. A number of policies, programmes and actors create a favourable environment to tackling the WFCL and past IPEC interventions have worked on these issues, but further coordination is necessary. Therefore, a key goal of this project is to support national stakeholders to coordinate and harmonise interventions.

The current project of support to the Zambia national TBP has three major objectives:

I/O 1: By the end of the project, the Government of Zambia is equipped to design, implement and monitor initiatives to address WFCL through a national TBP.
I/O 2: By the end of the project, inclusive educational and training opportunities for (ex) child labourers and at risk children have improved sufficiently to support the NAPs education-focussed strategies.

I/O 3: By the end of the project, models of interventions on providing direct support to children and families are implemented and documented.

Under these objectives the project is supporting activities aimed at creating an enabling environment and direct action in the following areas:
- ❖ Awareness raising, primarily targeted at mobilising strategically placed agents of change and ensuring that current legislation is widely disseminated and known to employers, parents, children and other stakeholders.
- ❖ Strengthening the knowledge base on child labour and effective interventions towards its elimination

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- ❖ Intensified policy dialogue with both the Government and other stakeholders towards improved budgetary allocations for law enforcement, provision of basic social services, especially inclusive quality education for all
- ❖ Mainstreaming and integration of child labour issues and concerns into national policies, plans, and programmes, including supporting the integration of child labour issues at district level and harmonisation of policies through action
- ❖ Improve coordination and collaboration among and between national partners and their international collaborating partners
- ❖ Targeted training and other capacity building measures in key partners organisations (MLSS and other line ministries, social partners and selected NGOs, and other civil society organisations)
- ❖ Particular attention will be paid to strengthening capacities in the education sector through teacher training and mainstreaming of child labour into higher learning programmes
- ❖ Improved capacity for service delivery at local level through strengthening partner alliances and service delivery structures
- ❖ Direct support to children, their families and communities for demonstration purposes
- ❖ At both levels, the project will support documentation of lessons learned and good practices. This will include also support to sharing of information among partners.

**Evaluation Background**

12. In ILO/IPEC evaluations of its projects are carried out to enhance organisational learning. As per IPEC procedures, a participatory consultation process on the nature and specific purposes of this evaluation was carried out three months prior to the scheduled date of the evaluation. Inputs were received from key stakeholders: Project management, IPEC HQ, National level stakeholders including implementing agencies and the donor. The present Terms of Reference is based on the outcome of this process and inputs received in the course of the consultative process.

# II. Scope and Purpose

**Scope**

13. The evaluation will cover the IPEC project of support project in Zambia. This mid-term evaluation will focus on the ILO-IPEC programme mentioned above, its achievements and its contribution to the overall national efforts to achieve the elimination of WFCL. The evaluation should **focus on all the activities that have been implemented since the start of the projects to the moment of the field visits**.

14. The scope of the present IPEC evaluation includes all project activities to date including Action Programmes. The evaluation should look at **the project as a whole**, including issues of initial project design, implementation, lessons learnt, replicability and recommendations for future projects and any specific recommendations for use in the project of support to the Zambia NAP/ TBP.

15. The contribution of IPEC to the national TBP process normally covers the promotion of an enabling environment, and the role of technical advisor or facilitator of the process of developing and implementing the national TBP strategic programme framework. In order to assess the degree to which this contribution has been made, the evaluation will have to take into account relevant factors and developments in the national process. The focus of the evaluation however will be on the IPEC project in support of the Zambia NAP/Time-Bound Programme.

**Purpose**

16. The mid-term evaluation should serve primarily as a **learning tool** for the project management team, IPEC, national stakeholders and the donor. The main purpose of the mid-term evaluation is to i) review the ongoing progress and performance of the project (extent to which immediate objectives have been achieved/are likely to be achieved and outputs delivered), ii) to examine the likelihood of the project

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achieving its objectives and iii) an investigation on nature and magnitude of constraints, the factors affecting project implementation and an analysis of factors contributing to the project's success.

17. The mid-term evaluation should provide all stakeholders with <u>information to assess and possibly revise work plans, strategies, objectives, partnership arrangements and resources</u>. It should identify the potential impact on mainstreaming policy and strategies and suggest a possible way forward for the future. Specifically it should evaluate the mainstreaming strategy and structures in place and mechanisms to develop the NAP/TBP document and articulate its objectives, whether they may be the most effective implementation modality and how the overall process could be improved. <u>The evaluation should further make recommendations related to government involvement and commitment based on the findings of the evaluation.</u>

18. It should be conducted with the purpose to draw lessons from experience gained during the period, and how these lessons can be applied in programming future activities within the framework of the existing support project to the TBP in Zambia. Finally the evaluation should aim to identify any emerging potential good practices.

19. The evaluation will also involve a review of the role of the IPEC project in promoting the development of a NAP as an overall TBP framework in Zambia to identify any needed changes in its strategy, structure and mechanisms. The analysis should focus on how the TBP concept and approach is being promoted, its relevance, how it has contributed to mobilizing action on child labour, what is involved in the process of designing a TBP process type of approach and what the IPEC project has done for the process. The focus however will be on the IPEC project's role within the development of a NAP as a national TBP framework.

20. Given that the broader TBP approach is relatively young (since 2001), the innovative nature and the element of "learning by doing" of the approach should be taken into account. The TBP concept is intended to evolve as lessons are learned and to adapt to changing circumstances. The identification of specific issues and lessons learned for broader application for the TBP concept, as a whole, would be a particular supplementary feature of this evaluation.

21. The results of the evaluation will be used as part of strategic planning and possible orientation for further phases of the various projects, including models of interventions. The results should also be used by IPEC to design future programmes and allocate resources.

22. To provide recommendations to the Government on taking forward and developing/finalizing the National TBP (contents of NAP, possible modus operandi etc) and to make recommendations to the project as to how its proposed exit strategy supports the longer term consolidation of the National TBP.

## III. Suggested Aspects to be Addressed

23. The evaluation should address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency and sustainability as defined in the ILO Guidelines on "Planning and Managing Project Evaluations" 2006. This is further elaborated in the ILO document "Preparation of Independent Evaluations of ILO Programmes and Projects" 1997. For gender concerns see: ILO Evaluation Guidance: Considering Gender in Monitoring and Evaluation of Projects, September 2007.

24. The evaluation should be carried out in adherence with the ILO Evaluation Framework and Strategy, the ILO Guideline, the specific ILO-IPEC Guidelines and Notes, the UN System Evaluation Standards and Norms, and the OECD/DAC Evaluation Quality Standard.

25. In line with results-based framework approach used by ILO-IPEC for identifying results at global, strategic and project level, the evaluation will focus on identifying and analysing results through

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addressing key questions related to the evaluation concerns and the achievement of the Immediate Objectives of the project using data from the logical framework indicators.

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

27. The specific suggested aspects for the evaluation to address are listed below. Other aspects can be added as identified by the evaluation team in accordance with the given purpose and in consultation with ILO/IPEC Geneva's Design, Evaluation and Documentation Section (DED). It is not expected that the evaluation address all of the questions detailed in the Annex; however the evaluation must address the general areas of focus. **The evaluation instrument should identify the general areas of focus listed here as well as other priority aspects to be addressed in the evaluation.**

Below are the main categories that need to be addressed:
- Design
- Achievements (Implementation and Effectiveness) of Objectives
- Relevance of the project
- Sustainability
- Special Aspects to be Addressed

**List of Suggested Aspects to Address**

**Design and Planning**

o Assess whether the project design was logical and coherent and took into account the institutional arrangements, roles, capacity and commitment of stakeholders. Were lessons learned from the IPEC's CBP project Zambia component successfully incorporated into the project design?

o Assess the internal logic (link between objectives achieved through implementation of activities) of the project and the external logic of the project (degree to which the project fits into existing mainstreaming activities that would impact on child labour).

o Analyze whether available information on the socio-economic, cultural and political situation, (this includes local efforts already underway to address CL and promote education opportunities for targeted children and existing capacity) in Zambia was taken into consideration at the time of the design and reflected in the design of the project.

o To what extent were external factors identified and assumptions identified at the time of design? Have there been any changes to these external factors and the related assumptions and, if, so, how does this impact project implementation and the likely achievement of objectives?

o Assess whether the problems and needs were adequately analyzed and determine whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified taking gender issues into concern.

o Are the time frame for programme implementation and the sequencing of project activities logical and realistic? If not, what changes are needed to improve them?

o Is the strategy for sustainability of achievement defined clearly at the design stage of the project?

o How relevant are project indicators and means of verification? Please assess the usefulness of the indicators for monitoring and measuring impact.

o What lessons were learned, if any, in the process of conducting baseline survey for the identification of target children?

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o Were the objectives of the project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)? Are the provisional targets realistic? Will the expected number of beneficiaries be reached?

o Are the linkages between inputs, activities, outputs and objectives clear and logical? Do the action programmes designed under the project provide clear linkages and complement each other regarding the project strategies and project components of intervention? Specifically regarding:

    o Project strategies:
- Policy, awareness raising, law enforcement,
- Piloting model interventions on direct support to children and families

    o Programme Component of Intervention:
- Legal framework for addressing child labour
- Knowledge base on child labour
- Strengthening institutional and technical capacity for addressing the child labour problem and coordination, M&E
- Awareness raising, advocacy and social mobilization
- Improvement of Education and skills training
- Reducing vulnerability to labour exploitation

## Achievements (Implementation and Effectiveness)

o At mid-term, is the project on track in terms of meeting its stated purpose and outputs in the project document? If not, what seem to be the factors contributing to delays? Will the project achieve its purpose with the remaining time it has left?

o Assess the process of NAP formulation and the role of the project in supporting its formulation and eventual implementation including mobilizing resources, policies, programmes, partners and activities to be part of the NAP/TBP.

o How effective has the project been in terms of leveraging resources? What process is being undertaken by the project to identify and coordinate implementation with other child labour-focused initiatives and organizations such as the ECLT project in Zambia? How was it coordinated with the project by Jesus Care Ministries?

o How efficient is the process by which AP proposals are reviewed and approved and resources ultimately allocated? How were partner implementing agencies selected? Were the selected agencies the most relevant and appropriate for carrying out the activities?

o What is the quality and how effective are the APs, research projects, and policy projects, and how are they contributing to the project meeting its immediate objectives?

o How has the capacity of the implementing agencies and other relevant partners to develop effective action against child labour been enhanced as a result of project activities? Has the capacity of community level agencies and organizations in Zambia been strengthened to plan, initiate, implement and evaluate actions to prevent and eliminate child labour? Will the entire target population been reached? Are the expected outputs being delivered in a timely manner, with the appropriate quantity and quality?

o Examine the capacity constraints of implementing agencies and the effect on the implementation of the designed APs.

o Examine the preparatory process and its effect on delivery

o Assess the effectiveness of the project i.e. compare the allocated resources with results obtained. In general, did the results obtained justify the costs incurred?

o Assess the participation of different relevant actors in the National Steering Committee (e.g. How are these structures participating in project implementation? Examine the relationship between the NSC and the implementing agencies, what is their collaboration. How is this contributing to progress toward project's objectives?

o Examine any networks that have been built between organizations and government agencies working to address child labour on the national, provincial and local levels. Assess the project's partner linking and networking strategy.

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o Assess the level of government involvement in the project and how their involvement with the project has built their capacity to continue further work on future programmes

o Which are the mechanisms in place for project monitoring? Please assess the use of work plans and project monitoring plans (PMPs), DBMR processes or systems.

o How did factors outside of the control of the project affect project implementation and project objectives and how did the project deal with these external factors?

o Assess the progress of the project's gender mainstreaming activities.

o To what extent do project staff, implementing organizations, and other stakeholders have a clear and common understanding of definitions used by IPEC for identifying a child as prevented or withdrawn from child labour?

o How effective is the project in raising awareness about child labour and in promoting social mobilization to address this issue?

o Identify unexpected and multiplier effects of the project.

o How successful has the project been in mainstreaming the issue of child labour into ongoing efforts in areas such as education, employment promotion, poverty reduction and data collection?

o Assess the process for documenting, disseminating and replicating/up-scaling pilot projects.

o Assess to what extent the planning, monitoring and evaluation tools have been promoted by the project for use at the level of NAP/TBP and by other partners.

o Assess the use of the area based approach, do all stakeholders understand the approach and able to prioritize? How has the national level focus on trafficking and mining added value to the district?

**Relevance of the Programme**

o Assess the validity of the project approach and strategies and their potential to replicate.

o Assess whether the problems and needs that gave rise to the project still exists or have changed.

o Assess the appropriateness of the sectors/target groups and locations chosen to develop the project based on the finding of baseline surveys.

o How does the strategy used in this project fit in with the NAP under development and national education and anti-poverty efforts, and interventions carried out by other organizations?

o Does the strategy address the different needs and roles, constraints, access to resources of the target groups, with specific reference to the strategy of mainstreaming and thus the relevant partners, especially in government?

o Does the service package promoted by the project (IGAs, education, recreation, community mobilisation) respond to the real needs of the beneficiaries? Do children/families/communities get the support they need to protect children from WFCL?

**Sustainability**

o Assess to what extent a phase out strategy has been defined and planned and what steps are being taken to ensure sustainability. Assess whether these strategies have been articulated/explained to stakeholders

o Assess what contributions the project has made in strengthening the capacity and knowledge of national stakeholders and to encourage ownership of the project to partners.

o Assess the long-term potential for sustained action and involvement by local/national institutions (including governments) and the target groups.

o Examine whether socio-cultural and gender aspects endanger the sustainability of the programme and assess whether actions have been taken to sensitize local institutions and target groups on these issues.

**Special Aspects to be Addressed:**

o Examine the extent and nature to which the ILO/IPEC project of support has provided key technical and facilitation support to the further development of the NAP.

o In addition to the general lessons learned and recommendations provide specific lessons and recommendations on how to integrate the lessons from the project into the development, planning

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processes for the NAP as a TBP approach in Zambia, particularly focusing on identifying elements of emerging effective models of interventions.

o How was the Strategic Programme Impact Framework or similar strategic planning approaches used as a national planning process with national key stakeholders?

o How is the project of support integrated or coordinating with the Decent Work Country Programme? Including recommendations for further integration/activities.

o Please specifically assess the Direct Beneficiary Monitoring and Report System (DBMR) used by the project for monitoring direct beneficiaries. How is it being used by the partners, please include any recommendations on its current use and the likelihood of partners being able to use it independently.

o Assess the project's strategies in dealing with "emerging issues" on social protection and youth employment etc? Has the project articulated a relevant strategy to work with partners on these issues?

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## IV. Expected Outputs of the Evaluation

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

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

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

31. The final report will be circulated to key stakeholders (project management, ILO/IPEC, ILO Regional, all participants present at the stakeholder evaluation workshop, donor and others as identified by DED) for their review. Comments from stakeholders will be consolidated by the Design, Evaluation and Documentation Section (DED) of ILO/IPEC Geneva and provided to the team leader. In preparing the final report the team leader should consider these comments, incorporate as appropriate and provide a brief note explaining why any comments might not have been incorporated**.**

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# V. Evaluation Methodology

32. The following is the proposed evaluation methodology.  While the evaluation team can propose changes in the methodology, any such changes should be discussed with and approved by DED provided that the research and analysis suggests changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.

33. The evaluation team will be asked to include as part of the specific evaluation instrument to be developed, the **standard evaluation instruments** that ILO/IPEC has developed for documenting and analyzing achievements of the projects and contributions of the Action Programmes to the project.

34. The methodology for the evaluation should consider the multiple levels involved in this process: the framework and structure of the national efforts to eliminate the WFCL in Zambia and IPEC's support to this process through this project. Data gathering and analysis tools should consider this methodological and practical distinction.

35. The evaluation will be carried out using a desk review of appropriate material, including the project documents, progress reports, outputs of the project and action programmes, results of any internal planning process in Zambia and relevant materials from secondary sources. At the end of the desk review period, it is expected that the evaluation consultant will prepare a brief document indicating the methodological approach to the evaluation in the form of the evaluation instrument, to be discussed and approved by DED prior to the commencement of the field mission

36. After the desk review, the evaluation will consist of field visits to project locations in Zambia to interview project staff and project partners, beneficiary girls and boys and other key stakeholders. A workshop will be held in Lusaka.

37. The evaluation team leader will interview the donor representative and ILO/IPEC HQ and regional backstopping officials through a conference call early in the evaluation process, preferably during the desk review phase.

38. The evaluation methodology includes a one day stakeholder workshop for Zambia with IPEC staff and key partners, including the donor as appropriate, in order to gather further data, as appropriate present the preliminary findings, conclusions and recommendations and obtain feedback. This meeting will take place towards the end of the fieldwork. The results of this meeting should be taken into consideration for the preparation of the draft report. The consultant will be responsible for organizing the methodology of the workshop. The identification of the number of participants of the workshop and logistics will be under the responsibility of the project team. Key project partners should be invited to the stakeholder workshop.

**Composition of the evaluation team**

39. The evaluation will be carried out by an evaluation consultant (team leader) that previously has not been involved in the project. The evaluator team leader is responsible for drafting and finalizing the evaluation report. The evaluation team leader will have the final responsibility during the evaluation process and the outcomes of the evaluation, including the quality of the report and compliance with deadlines.

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40. The background of the **evaluation team leader** should include:

o Relevant background in social and/or economic development.

o Experience in the design, management and evaluation of development projects, in particular with policy level work, institution building and local development projects.

o Experience in evaluations in the UN system or other international context as team leader

o Relevant regional experience preferably prior working experience in Zambia.

o Experience in the area of children's and child labour issues and rights-based approaches in a normative framework are highly appreciated.

o Experience at policy level and in the area of education and legal issues would also be appreciated.

o Experience in the UN system or similar international development experience including preferably international and national development frameworks in particular PRSP and UNDAF.

o Familiarity with and knowledge of specific thematic areas.

o Fluency in English.

o Experience facilitating workshops for evaluation findings.

41. The evaluator team leader will be responsible for undertaking a **desk review** of the project files and documents, undertake **field visits** to the project locations, **and facilitate the workshops.**

42. The evaluator team leader will be responsible for **drafting** the evaluation report. Upon feedback from stakeholders to the draft report, the team leader will further be responsible for **finalizing** the report **incorporating** any comments deemed appropriate.

43. The evaluation will be carried out with the technical support of the IPEC-DED section and with the logistical support of the project office in Lusaka with the administrative support of the ILO office in Lusaka. DED will be responsible for consolidating the comments of stakeholders and submitting it to the team leader.

44. It is expected that the evaluation team will work to the highest evaluation standards and codes of conduct and follow the **UN evaluation standards and norms**.

**Timetable and Workshop Schedule**

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

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46. The evaluator will be engaged for 6 workweeks of which two weeks will be in country in Zambia. The timetable is as follows.

| Phase | Responsible Person | Tasks | Duration and Dates |
|---|---|---|---|
| I | Team leader and team member | o **Telephone briefing with IPEC DED**<br>o **Desk Review of project related documents**<br>o **Evaluation instrument based on desk review** | o **June 19 - 23**<br>**(5 work days)** |
| II | Evaluation team with logistical support by project | o **In-country to Zambia for consultations with project staff**<br>o **Consultations with project staff /management**<br>o **Field visits**<br>o **Consultations with girls and boys, parents and other beneficiaries**<br>o **Workshop with key stakeholders** | o **June 23 – July 4**<br>**(14 days)** |
| III | Evaluation team leader with team member | o **Draft report based on consultations from field visits and desk review and workshop in Zambia** | o **July 7 - 11**<br>**(5 work days)** |
| IV | DED | o **Circulate draft report to key stakeholders**<br>o **Consolidate comments of stakeholders and send to team leader** | o **July 15-29** |
| V | Evaluation team leader | o **Finalize the report including explanations on why comments were not included** | o **Early August**<br>**(5 work days)** |

### Sources of Information and Consultations/Meetings

| | |
|---|---|
| **Available at HQ and to be supplied by DED** | • **Project document**<br>• **DED Guidelines and ILO guidelines** |
| **Available in project office and to be supplied by project management** | • **Progress reports/Status reports**<br>• **Technical and financial reports of partner agencies**<br>• **Direct beneficiary record system**<br>• **Good practices and Lessons learnt report (from TPR)**<br>• **Other studies and research undertaken**<br>• **Action Programme Summary Outlines Project files**<br>• **National workshop proceedings or summaries**<br>• **Any other documents** |

Consultations with:
- Project management and staff
- ILO/HQ and regional backstopping officials
- Partner agencies
- Social partners Employers' and Workers' groups
- Boys and Girls
- Community members
- Parents of boys and girls
- Teachers, government representatives, legal authorities etc as identified by evaluation team
- National Steering Committee
- Telephone discussion with USDOL
- Interviews with national partners:

**Final Report Submission Procedure**
- o For independent evaluations, the following procedure is used:
- o The evaluator will submit a draft report to **IPEC DED in Geneva**
- o IPEC DED will forward a copy to **key stakeholders** for comments on factual issues and for clarifications
- o IPEC DED will consolidate the comments and send these to the **evaluator** by date agreed between DED and the evaluator or as soon as the comments are received from stakeholders.
- o The final report is submitted to IPEC DED who will then officially forward it to stakeholders, including the donor.

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## VI. Resources and Management

**Resources**

    47.  The resources required for this evaluation are:

For the evaluation team leader:
- Fees for an international consultant for 25 work days
- Local DSA in project locations for maximum 13 nights in various locations in Zambia.
- Travel from consultant's home residence to Zambia in line with ILO regulations and rules

Other costs:
- Fees for local travel in-country
- Stakeholder workshop expenditures in Zambia
- Any other miscellaneous costs.

    A detailed budget is available separately.

**Management**

    48. The evaluation team will report to IPEC DED in headquarters and should discuss any technical and methodological matters with DED should issues arise. IPEC project officials in Lusaka and the ILO Office in Lusaka will provide administrative and logistical support during the evaluation mission.

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## Appendix 3:  Proposal for NAP Formulation

The National Action Plan (NAP) is a critical framework to be used as a basis for all Action Programmes (APs) against the WFCL. Given its critical nature in the fight against the WFCL in Zambia, it is important that all key stakeholders involved in CL related issues be adequately consulted. One of the benefits for such a consultative process would the inculcation of ownership of the initiatives. This is likely to lead to sustainability of actions against the WFCL beyond the TBP. Given that the TBP can only kick-start interventions against the WFCL because CL issues are entrenched into more challenging vices such as high poverty levels and HIV/AIDS the initiatives against the WFCL should be perpetuated.  A proposed process that would ensure adequate consultation of stakeholders in the formulation of the NAP is presented below.

A two day consultative workshop attended by all ministries dealing with children represented at the district level as well as all organizations involved with CL related issues including CBOs and NGOs. Prior to this workshop, each organization should be written to and NAP issues clearly stipulated. Each organization should be asked in that correspondence, to identify key issues and actions to include for the district NAP. The submissions by each organization should be the basis for workshop proceedings. At the end of the workshop, each district should come up with a District Action Plan (DAP) against the WFCL. The district level consultative process should be given a period of three to four weeks. *Action by:* MLSS.

*Second,* at the end of the district level consultative process, a two-day provincial consultative workshop be held attended by a representative from each district who should be chosen based on their knowledge/understanding of CL issues and the ability to clearly articulate these.  This person should have been nominated by the DAP workshop participants. The provincial workshop should discuss DAPs, consolidated these, and come up with a Provincial Action Plan (PAP). Given the need to ensure submissions from each district are well captured and appropriate streamlining as well as consolidation made, it would be necessary to allocate one week after the provincial workshop to finalize the PAP. A subcommittee consisting of well-versed provincial workshop participants in CL related issues should be nominated by the participants at the end of the provincial workshop.  *Action by:* MLSS.

*Third,*  a three-day NAP workshop attended by a representative from each province, be held to discuss PAPs. All key stakeholders at national should attend this workshop to provide the necessary input. It is proposed that participants include a representative from: each Lead Partner; each ministry dealing with children; the UN and bi-lateral institutions as well as major NGOs dealing with children. It is proposed that ILO/IPEC team attends as observers to provide technical input where needed. MLSS should be the secretariat of this NAP workshop. MLSS should come up with a draft NAP within four weeks after the national NAP workshop. *Action by:* MLSS.

It is proposed that the timeframe for all workshops at the three levels as well as the drafting of the NAP by MLSS be three months, starting from August 2008. The DAPs and the PAPs workshops should take place simultaneously. It is vital that MLSS in consultation with all ministries dealing with children, prepare workshop details and a schedule of activities on the finalization of the whole process. It is further proposed that this team shares the responsibility of facilitating the workshops at the three levels. In order to avoid any slippage of the scheduled activities, the workshops should take place as early as possible in the stipulated period.

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**STAKEHOLDERS WORKSHOP PROCEEDINGS
HELD ON 3 JULY 08 AT BLUECREST GUEST HOUSE, LUSAKA
MTE OF TBP AGAINST WFCL**

## 1. INTRODUCTION

This report presents the proceedings of the stakeholders' workshop on the mid term review of the Worst Forms of Child Labour Project held on 3rd July 2008 at Bluecrest Guest House in Lusaka. The purpose of the workshop was two-fold: (1) to serve as a forum for the external consultant to present the preliminary findings of the evaluation exercise and (2) to receive feedback and comments on the preliminary findings.

### 1.2 Opening of the Workshop

The workshop was opened by Mr. Jerry Finnegan, ILO Director for Zambia, Malawi and Mozambique. In his opening remarks, Mr. Finnegan pointed out that the project was an important step in the work of ILO and the Government of the Republic of Zambia, particularly the Ministry of Labour. He said he would particularly love to see ILO and the Ministry of Justice continue to work closely together and one area where such cooperation is needed is in the development of legal instruments regarding the worst forms of child labour. He implored the workshop participants to freely share their ideas and reminded them that this was important since ILO works through partners and is not involved in direct delivery.

Mr. Finnegan's opening remarks were followed by welcome remarks by Ms Poulsen. In her welcome remarks, Ms Poulsen reiterated Mr. Finnegan's call to participants to freely speak out their minds.

## 2. PRESENTATION OF PRELIMINARY FINDINGS

The presentation was structured around four themes as follows:

  1. Introduction, **2.** Major Findings, **3**. Feedback/Gap filling, **4**. Way Forward

In the introduction, the purpose of the Mid Term Evaluation was highlighted, and this was to:

- Assess project performance in the first half of the project;
- Identify lessons and recommendations to significantly improve project performance in the second half

The major areas of focus for the evaluation were also highlighted. These areas also formed the framework for the presentation of findings. These were:

- Project Design;
- Achievement of objectives;
- Relevance of the Project;
- Project Sustainability, and;
- Special aspects to be addressed.

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Key highlights on the preliminary findings were as follows:

**Project Design**

On project design, the following were the major findings:

- There is sufficient incorporation of lessons and experiences from past ILO funded projects (e.g. CBP) in the current project.
- The project is aligned to the country's major policy framework & development strategies (Child related policies, FNDP, MDGs)
- The project is sufficiently linked to ILO's supported initiatives (HIV/AIDS, SP, WEDGE, etc) & strong synergies exist with these.
- The project appropriately identified Lead Partner organizations with sufficient and relevant experience and, appropriate Implementing Partners were identified. The criteria used to identify implementing partners were transparent.
- Reasonable efforts were made to collaborate with other development partners (bilateral, multi-lateral, INGOs), relevant government ministries, etc
- Assumptions regarding the external environment were given adequate consideration
- Excellent down stream institutional structures were put in place

The challenges on project design were highlighted as follows:

- There is a weak link between government ministries dealing with children: education, labour, youth and sport, community development
- Restructuring of Ministry of Labour and Social Services is being done at the same time the project is being implemented resulting in slow progress in the formulation of National Action Plan (NAP) formulation, Project Action Plans (PAPs), formation of District Child Labour Committees (DCLCs) and their operationalization
- Weak link between National Steering Committee (NSC), District Child Labour Committees (DCLCs) and Community Child Labour Committee (CCLCs).
- Slow implementation of decentralization policy has negatively impacted on performance of DCLCs

**Achievement of Project Objectives**

The following were the major highlights on achievement of project objectives:

- Overall, the project is on track.
- Good progress has been made towards achievement of objectives, including:

1. Capacity building provided by the IPEC team to partners.
2. Implementation performance of various APs.
3.  The child monitoring system is in use.
4. Downstream structures have become functional.

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Some challenges to the achievement of objectives were as follows:

- Where government/quasi-government institutions/structures are involved, progress has been slow, e.g. acquisition of land for recreation centers; operationalization of most DCLCs (Ministry of Labour and Social Security (MLSS) as secretariat is overwhelmed)
- Vertical coordination has been weak, i.e. national, district and community level through proposed structures NSC, DCLCs and CCLCs
- Macro-economic environment has been harsh , especially with the appreciation of the Kwacha
- Slow pace of decentralization has slowed down downstream performance e.g. that of DCLCs and CCLCs
- Slow formulation of the NAP.

## Relevancy of the Project

Highlights of presentation on relevancy of the project are as follows:
- Problems and needs that gave rise to project still exists and in some cases have grown
- Child Labour noted as one of the most critical aspects of children's rights, a point appreciated by government, multi-lateral and bi-lateral partners
- Project contributing towards realization of Millennium Development Goals (MDGs) & Fifth National Development Plan (FNDP), e.g. education for all.
- Target groups and locations are appropriate: provides wide range of CL forms; target population greatly in need (both children and Care Givers)
- Existence of a number of structures (e.g. NSC once re-oriented; DCLCs, CCLCs) and partners (e.g. LPs, IPs) to inform NAP formulation process
- The service package promoted (education, IGAs, recreation, community mobilization) addresses the real needs of the target population and has been well received by the beneficiaries

## Sustainability of the Project

Major highlights on sustainability of the project were as follows:
Factors helping with project sustainabililty:

- LPs and IPs have been sourcing funding to deal with CL issues from other sources
- The project's deliberate identification of LPs and IPs who have a heart for CL issues is an aspect of
- Involvement of community members in CCLCs who have a heart for children welfare

## Special Issues to be Addressed
Some issues that require attention are as follows:
- Government's involvement through MLSS has been identified as one of the weakest points of the project. Efforts have been made by the project to facilitate a solution without jeopardizing ownership.
- DBMR use not sufficiently long to inform lesson learning and given that children have just received support.
- General laxity in signing of sub-agreements citing the fact that partners know each other very well. There may be need to workout a timeframe for finalization of this.

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**Some Conclusions and Recommendations**

- There was an under-estimation of the total timeframe required for the restructuring of MLSS during the design phase. In a number of districts, the DCLC has had poor performance because the MLSS district office as the secretariat has not performed to expectation. This is partly attributed to inadequate capacity in MLSS district office (due to low human resource). The challenge now is that implementation and restructuring of MLSS are going on at the same time. *Recommendation:* In the interim, there may be need to copt in ministries dealing with children to fill in the gap where MLSS is absent or weak. This may require signing of MoU between those involved.

- In a number of urban areas, prostitution involving girls is rife particularly in bars and other drinking places. Children are not stopped from visiting bars. Some bars were reported to close very late or remain open throughout the night. *Recommendation:*  The bylaws relating to age limit and closure of bars at appropriate periods to be enforced. This could be one of the activities CCLCs could take, working together with the council authority.

## 3. DISCUSSIONS FOLLOWING PRESENTATION OF FINDINGS

The discussion below is given in the form of question/comment and response, where such a response was given.

– *Question/comment*: There is need to take into account the fact that the mid term evaluation is not mid term for every partner since some are just beginning. Others just signed last month.

– *Response*: Even though not every one started at the same time, there is still need to know what has been done, what support has been given to partners, etc – even if that support came before a partner was signed on.

– *Question/comment*: Can't an alternative be found to the MLSS so that the capacity problems they have do not lead to the slow progress of the project?

– *Response*: It is not easy for ILO–IPEC to switch or bring in other players at that level since that introduces coordination problems.

– *Question/comment*: Certain challenges faced by the Lead Partners not fully highlighted, e.g. the disparity timing between lead partners and implementing partner activities; financial capacity building for LPs; and delayed formulation of NAP.

– *Question/comment*: Before the evaluation report is finalized, there may be need to seek audience with the MLSS

– *Response*: That has already been arranged.

– *Question/comment*: There is no proper coordination between relevant ministries, e.g. sport and child development, home affairs, etc.

– *Question/comment*: What must be done about weak DCLC, and how should operational costs be met?

– *Responses*:

– DCLC are structure formed by the Ministry of Labour and Social Security.

– ILO–IPEC does not have much authority over DCLC. Ministry of Labour has the authority. ILO–IPEC can bring in resources, but it has no mandate over DCLC.

– In terms of resources, there should be proper plans on how DCLC want to spend resources, e.g. when they receive grants.

– When DCLCs were being conceptualized, the plan was to have several players such as government departments and these were to bring in resources

– There is also need for someone to coordinate the activities of DCLC

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- The issue of administration/operations costs has been a concern to ILO-IPEC as well, especially in the midst of Kwacha appreciation. We too have not been able to do all that we had planned and it has not been possible to obtain additional funding from donors since they do have limits.
- *Question/comment on* DCLCs: Most of them need capacity building as they have not been trained.
- *Question/comment*: DPMR should be localized so that locals can be using them to capture information.
- *Question/comment:* Some Suggestions On the Formulation of NAP
  - There is need to formulate NAP urgently.
  - We should come up with a committee from this group to push forward the formulation of NAP.
  - Something is already being done by the Ministry of Labour and Social Security.

*Question/comment on* Sustainability
- There is an issue with IGA: most have not grown even after being trained because of the issue of finance.
- Reference was made to an ILO project that just finished: project was able to source funding from several sources because it approached the problem from several angles – it was not just one source. It is important for a project to have several linkages.
- Recommendation on Bye Laws: the recommendation to strength bye laws dealing with age and hours of operation of bars can not work if the girls are not given alternative sources of funding.

## 4. DISCUSSIONS IN PLENARY AFTER GROUP WORK

Group presentations followed the structure of the presentations on findings.

### *Design*

The following were the group's presentations and plenary comments on design:
- There were budget constraints. On certain activities, only one person is paid an allowance yet the amount of work to be done is a lot.
- Timing: Complementary activities of IPs should have started at the same time.
- The roles of Lead Partners should have been spelt out in consultation with the Implementing Partners, and agreements should have been signed. There is no signed MOU between IPs and LPs. This is a problem because roles are not spelt out.

Comment: *on MoUs, these have been discussed at length in Kabwe. For the IP in Mansa, signing has even taken place. However, MoUs have just been given, and hence the delay.*

### *Recommendations on Design*

The following were the recommendations on design:
- Budgets should be revisited to avoid compromising on quality.
- Comment/response: *Even ILO has budget constraints. There may be need to revise targets. However, there is a challenge here – children have already been identified and included on lists. There is no need to start removing children now. What is required is to find other alternatives.*
- ILO should spell out the roles of LPs and facilitate the signing of MoUs.

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*Achievements*

The following were the group's presentations and plenary comments on achievements of project objectives:

There have been some successes, such as the following:

- Formation of CCLCs, and beneficiaries have been identified
- Communities are now more knowledgeable on child labour issues
- Networks have been formed and other partners have been identified

Some challenges with regard to the achievement of objectives were outlined:
- Late disbursement of funds
- CCLCs still need capacity building. Most of them are not trained, especially on the Copperbelt
- Sending of DBMRs is costly
- ILO/IPEC should assign more staff to the project
- There is insufficient technical backstopping support from ILO/IPEC
- Periodic review of meetings is lacking
- DBMR is not user friendly at the community level.
- Lack of referral systems
- Lack of bags for carrying information, especially DBRM forms and thus compromising on confidentiality of information.

*Comments*

On CCLC Capacity Building:

The responsibility for training is at two levels: the Ministry or ILO should have done the trainings, and then the LPs should have also done it. Trainings have been done on the Copperbelt, though a bigger group of CCLCs have not been trained. It is also the responsibility of the LP to orient the IP to help in the formation of CCLCs. These orientations have been done, but not enough. With regard to training, ILO has just completed training manuals.

The IPs should have the responsibility for training the CCLC. IPEC should come in to provide capacity building for partners. One of the criteria taken in selecting partners is some form of experience in dealing with CCLC. It was, however, acknowledged that it takes long to train CCLC in skill methodology.

On Confidentiality:
Confidentiality should also be at the point of collection. How that is done, each org should derive a way.

On lack of ref systems:

There is need for more feed back on the referral system. It is there but there is insufficient communication between parties who refer children to various services. Some services are just not available.

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## Sustainability

The following were the group presentations and plenary comments on sustainability of the project:

- There is need to initiate linkages with all line ministries.
- Organize ZAFWIB chapters and other intermediary organizations.
- Concerned ministries should sensitize communities on the available packages.
- Training and motivation for the CCLCs should be considered

The following were some of the plenary comments on the presentation on sustainability:

- There is need to start thinking of IGAs for IPs for sustainability
- Linkages should also be strengthened with private sector. There is also need for linkages with micro bankers' trust so they can have operations in areas where the project is operating. ILO can facilitate this.
- The project should think of tapping into resources such as the Citizenship empowerment fund and the reported community empowerment fund on the Copperbelt for purposes of IGA start up capital.
- There is need for a mapping of what resources are available at all levels.

Question to project CTA: In terms of linkages – can ILO come in to link IPs to be linked to donors etc?
It is also possible for ILO to help in linking partners to donors. This has been done elsewhere, but not in this project. Partners can write proposals to other donors. ILO can recommend them to would be donors. It can also help you with proposal writing skills. But there is need for partners to come together and write joint proposals and not to act alone.

## Special Aspects

The following were the group's presentations and plenary comments on Special Aspects:
- There ought to be identity cards for the CCLCs. These are needed in order for them to be accepted by communities.
- Initiating the implementation of the CCLC and DCLC trainings as contained in the training manuals.
- There is need for information centers.

## 5. CLOSING REMARKS

The workshop was closed by ILO who said they valued what the participants had said. ILO thanked all the participants for their contribution and said that though ILO can't promise to follow up on all issues due to budget constraints, it would do its best in future projects. For instance, the recommendation on more ILO staff would not happen. ILO was particularly happy with the recommendation on identity cards for CCLCs.

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## *Appendix 6: References*

| Author | Year | Publication Title |
|---|---|---|
| International Labour Office - IPEC | 2006 | Technical Progress Report (TRP) - Zambia |
| International Labour Office - IPEC | 2007 | Technical Progress Report (TRP) - Zambia |
| International Labour Organisation (ILO) | 2007 | Zambia Decent Work Country Programme (DWCP) |
| International Labour Organisation (ILO)/International Programme on the Elimination of Child Labour (IPEC) | 2006 | Support to Development and Implementation of Time Bound Measures against the WFCL in Zambia – Programme Document |
| International Programme on the Elimination of Child Labour (IPEC) | 2002 | Strategic Programme Impact Framework – DED Guidelines 5 |

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