



Evaluation Summary



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Dutch funded project to combat exploitation of child domestic workers (Uganda and Zambia components) - Final Evaluation

Quick Facts

Countries:	<i>Cambodia</i>
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Administrative Office:	<i>IPEC</i>
Technical Office:	<i>IPEC</i>
Evaluation Manager:	<i>IPEC/DED</i>
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Executive Summary from the full report

The International Labour Organisation (ILO)/International Programme on the Elimination of Child Labour (IPEC) has been implementing child labour related programmes in Uganda since 1999 and in Zambia since 2000. In February 2002, IPEC Uganda expanded its activities to eliminate child domestic work in the Districts of Rakai, Busia, Tororo, Kampala and Lira in partnership with the African Network for Prevention and Protection Against Child Abuse and Neglect (ANPPCAN), National Council for Children (NCC), the Uganda Women Lawyers Federation (FIDA) and Platform for Labour Action (PLA) respectively. The Child Labour Unit (CLU) in the Ministry of Gender Labour

and Social Development (MLGSD) also participated. In Zambia, IPEC worked in partnership with the Young Women's Christian Association (YWCA), Community Youth Concern (CYC) and the University of Zambia (UNZA) to undertake child domestic work (CDW) activities in Chongwe, Chawama and Lusaka respectively. In keeping with standard ILO procedures, a mandatory final independent evaluation was commissioned by ILO/IPEC in February 2004 to assess the performance of the CDW project in the two countries. The independent evaluation exercise was initially planned to take place from the 16th February to 27th February, 2004, but due to the geographical and content scope of the assignment, the evaluation exercise was eventually conducted between 16th February and 8th March 2004.

Evaluation Methodology

The evaluation employed a participatory approach involving the review of relevant documents, focus group discussions, key informant interviews and field observations. The results of the evaluation presented in this report address various issues in both countries including the conceptual framework, design, implementation, performance as well as conclusions, recommendations and lessons learnt from the experience. The report is divided into four parts namely Introduction, Uganda, Zambia as well as Conclusion, Lessons, and Recommendations.

Uganda

Uganda has several policy and legislative provisions that attempt to protect children from the worst forms of child labour. They include the Constitution of the Republic of Uganda (1995), the Children Statute (1996), the Local Government Act (1997), Workers' Compensation Act (2000), Employment Decree (4/75), Trade Union Decree (20/76), Trade Dispute, Arbitration and Settlement Act. They also include the Draft National Child Labour Policy, the Uganda National Programme of Action for Children and the Draft National Plan of Action to combat the most

dangerous and exploitative forms of Child Labour in Uganda (2001-2005). Uganda has also acceded to international and regional treaties such as the ILO conventions No. 182 on the Worst Forms of Child Labour (1999), No.138 on Minimum Age for Admission to Employment (1973), the United Nations Convention on the Rights of the Child (UNCRC), the UN Protocol to combat use of children in armed conflict and the OAU Charter on the Rights and Welfare of the African Child. Furthermore, Uganda established a Child Labour Unit (CLU) in the Ministry of Gender, Labour and Social Development (MGLSD) which is the focal point on child labour at government level. CLU coordinates all child labour activities and is also a resource center for child labour information and materials. The provisions for an institutional framework are further entrenched through the National Council for Children (NCC) that was established by parliamentary statute in 1996 to provide a coordination, monitoring and evaluation mechanism of policies and programs pertinent to the survival, development, protection and participation of children. While these laws, policies and institutions exist, they are not adequate for effectively eliminating the specific problem of CDW. In Uganda communities and individuals have various conceptions about Child Domestic Work. Traditionally CDW is regarded as a positive way of bringing up children within a traditional value system.

Aim

The overall aim of the Action Programmes (APs) was to prevent, protect, and rehabilitate 1,250 girls and boys. An integral part of this aim was also to build national capacity to prevent and solve the problem of child domestic work.

Major activities

The major activities implemented by the implementing agencies (IAs) under the Action Programs (APs) included the following:

- formation of community-based committees
- social mapping exercises in 3 rural and 3 urban communities to locate children at risk,
- needs assessment of at-risk children,
- provision of life skills training and educational alternatives,
- withdrawal of CDWs as well as placement and monitoring of children in transition,
- awareness raising and sensitization seminars for community leaders,
- facilitation of community action plan development,
- develop and broadcast a series of user-friendly informational materials, and
- production and dissemination of the national plan of action and guidelines for implementation nationwide.

In Uganda the project aimed to prevent a total of 700 children from joining child domestic work, withdraw 450 from child domestic work and re-integrate/protect 430 CDWs with a total budget of US \$ 223,081. The IAs

worked in partnership with NGOs, CBOs and community Task Forces/Child Labour Committees to reach the grassroots. ILO/IPEC played a facilitative role. Out of those targeted, the number of children reached are summarised in Table (1). Other activities accomplished include workshops, seminars, production of video documentaries, radio presentations, published Newspaper articles on child domestic work and posters printed and disseminated.

Relevance, strategy and implementation

The project in Uganda was relevant because it addressed a real growing need and clearly spelt out the roles of implementing agencies and other partners. However, certain aspects such as the support given and the term of the project were not adequate. In some cases, the target population was not clearly delineated in regard to the needs of other child domestic workers. The strategies used (prevention, withdrawal, integration, rehabilitation and protection) were appropriate. The implementation was done according to plan but some issues were not adequately taken care of (e.g. preparation of IGA beneficiaries and adequacy of the funds provided). In all cases, there were delays in implementation resulting from delayed funding. Apart from ANPPCAN almost all the implementing agencies (IAs) had pending activities by the time the evaluation was done.

Sustainability Plan

The project did not have in place any comprehensive sustainability plan. Some measures had been put in place with an aim of promoting sustainability but in reality these did not constitute any comprehensive sustainability plan. These include the establishment of community based committees and provisions that were made for income generating activities. However, at the time of evaluation, there was no evidence that the project would continue without ILO/IPEC support. There was a monitoring plan but in some cases, there was little evidence on the ground to show that effective monitoring was taking place. The project was managed in accordance with the plans of the IAs and ILO/IPEC provided the necessary administrative and technical support.

The overall impact of the project is positive and this is reflected through the numbers of children supported in schools as well as the verbal expressions of the community members about child domestic work. Mini-samples carried out before the evaluation took place indicate that people's attitudes have positively been changed to appreciate that child domestic work is a problem in the country. Despite not being effectively coordinated with the 3 main APs, the mass media campaign had evidently raised considerable public awareness especially in the areas outside the target districts.

Zambia

Zambia, like Uganda, has a favourable legal and policy climate for efforts against child domestic work. It has

ratified the ILO Convention 182 and the Minimum Age Convention 183 which prohibit the worst forms of child labour. It also has a National Child Policy which advocates for child education and the Young Persons' and Children's Act, which prohibits employment of children under 14 years of age. However, these, like in Uganda, are inadequate to effectively cater for the specific needs of child domestic workers.

Relevance

The project in Zambia was relevant to the needs of child domestic workers because this is a growing problem in the country. Its focus was appropriate for it targeted relevant ILO/IPEC concerns. However, the implementation did not give adequate attention to economic empowerment. It is the view of the evaluation team that this could be attributed to lack of effective participation by key stakeholders at the project design stage.

Strategies and Implementation

The strategies used were appropriate but even though the views of key stakeholders had not been adequately solicited at the design stage. The project was implemented with YWCA, CYC, UNZA and ILO/IPEC playing a facilitative role. The implementing agencies worked in partnership with community child labour committees to reach the grass roots. ILO/IPEC provided the needed administrative and technical support. The strategies used to implement the project were appropriate but the term of the project was too short. The project was managed as planned. The community child labour committees provided the link between the implementing agencies and the communities. There were delays in funding and this largely explains the delays in the implementation of some of the activities particularly IGAs. The monitoring of the project was done through the implementing partners but there was limited evidence of a systematic documentation monitoring strategy for the project at the community level.

Sustainability Plan

There was no evidence that the project had been designed with a clear sustainability plan. Like Uganda, it was evident that the project was not in a position to continue without continued support from ILO/IPEC. There was evidence that the project has had a positive impact on the targeted communities. Responses from children and parents reflected a change for the better as a result of the project although there was no post – implementation survey carried out.

Good Practices Identified

The evaluation team identified the following good practices.

1. In Zambia YWCA undertook a mini-survey as a pre-AP project proposal development activity in order to obtain some baseline information about their target group and community. The degree of community participation and conceptualization of the need for the

AP was therefore high. This practice must therefore be emulated.

2. In Uganda, NCC works with a highly respected Faith Based Organization, Uganda Martyrs Orphans Project (UMOP) in the Lumino Community. In addition, this CBO has the capacity to mobilize community support for the AP. The strategic choice of a community based organization that wields tremendous trust and confidence is a primary reason for the evident impact of the AP in the area. UMOP simply integrated the AP approach into its orphan intervention, hence increasing effectiveness. This is another good practice that could be incorporated into any next steps. Participation of Faith-Based Organizations (FBOs) in this case enhanced the AP performance.

3. Use of music, dance and drama by children to raise awareness of fellow children and adults about the consequences of CDW enhances children's potential to creatively convey a fundamentally serious message in an entertaining way. This was evident in Cobet Community School (Zambia), Nabigasa village, Rakai district and Kyotera Aids Prevention and Orphans Care Project in Kyotera, Rakai district (Uganda).

General Conclusions

The conclusions derived from the findings are:

- The project was a timely intervention due to the growing problems of child domestic work in both Uganda and Zambia.
- The active participation of key stakeholders (including beneficiaries like children) right from the conceptual phases of project design is key to ensuring community ownership and responsibility.
- Financial resources provided appeared to be inadequate to sufficiently meet the identified needs.
- The timeframe for the project was too short for sustainable impact to be made.
- There were no adequate provisions made for the sustainability of the project.
- A more systematic way of monitoring the project would have made the project more effective.

Recommendations

- The project should be continued for another phase of 3-5 years to consolidate the achievements made.
- Baseline studies should be carried out in the areas of operation to establish the situation on the ground before designing and implementing the project.
- The role of volunteers should be reviewed to ensure that they are adequately empowered to 'own' the AP interventions.
- A mechanism for sharing best practices and challenges between the IAs must be established in order to maximize the IA's potential to influence institutional development in this particular field.
- The project must establish a clear and systematic monitoring mechanism to which all the stakeholders subscribe.

- Sustainability should be taken as a critical element of the project and should be adequately provided for at the design stage.
- CDWs should be facilitated to build a forum where they can share information with their peers, employers and supporters.
- Governments in the respective countries should be lobbied to put in place and implement workable legal measures and policies against child domestic work.
- The project must devise ways of mainstreaming child labour issues into the Poverty Eradication Action Plans (PEAPs) in the 2 countries since poverty is recognized as a contributory factor to the problem of child labour in general, and child domestic work in particular.
- Key actors like the Ministry of Education and Sports (MOES) and more faith based institutions need to be brought on board. Such actors can help the formulation of complimentary policies to address family irresponsibility and poverty alleviation.
- Innovative means should be sought to raise local support to supplement and possibly in the long run to replace donor support.
- Increased collaboration/networking with Government and NGO agencies.
- Increased focus/streamlining of economic empowerment for beneficiaries.
- Promotion of common understanding of the exploitative child domestic work concept.
- Equipping beneficiaries with appropriate skills for managing income generating activities (IGAs) using revolving funds.

Lessons learnt

- Effective participation of key stakeholders regardless of their age, sex or educational standard is vital for the success of the project.
- Suspicions, misconceptions and loss of commitment are bound to arise when beneficiaries and partners in the project are not fully aware of what is in the project design and its implementation.
- Stakeholders, whatever their social or economic status, are ultimately aware of their needs and how best to solve them.
- Different stakeholders still hold different conceptions about the 'problem' of child domestic work.
- Increased cooperation between the implementing agencies and other players (Government, other NGOs, CBOs, etc.) is important for the successful implementation of the project.
- If true voluntarism is to be sustained, the selection of community volunteers must be re-visited since the 'volunteers' were generally constrained to offer free services without appropriate support.
- Planning of an evaluation exercise of this scope must have realistic provisions for adequate time in order to get sufficient input from all stakeholders.