



International Labour Organization

**IPEC**

International Programme on the Elimination of Child Labour

## **SUPPORTING THE TIME BOUND PROGRAMME ON THE WORST FORMS OF CHILD LABOUR**

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### **Report on the *Mid-Term Review and Evaluation Mission* for the *The IPEC Project of Support* to the *National Time Bound Programme* on *Child Labour in Tanzania***

10-25 October, 2003

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In consultation with  
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## Preface

This is a report prepared by a team of consultants who were tasked with facilitating a mid-term review process of stakeholders. This consisted of preparing a background report, facilitation of a stakeholder workshop and a follow-up meeting between key specific project stakeholders; and a final report presenting the outcome and result of the workshop with some additional reflections on the project. As per the Terms of Reference the focus was on facilitating a review process amongst stakeholders and reflecting the issues and concerns of the stakeholders.

The mid-term review/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 mid-term review and evaluation.

The evaluation was carried out a team of external consultants<sup>1</sup>. The field mission took place in September/October 2003. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

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

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<sup>1</sup> Prepared by a review and facilitation team of Denny Hamilton in consultation with H. Lunogelo of H. DECA, Ltd.

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### **Additional Documents prepared as part of the Mid-term Review/Evaluation**

- Background report – circulated prior to stakeholder review workshop
- Notes on the Mid Term Review and Evaluation Consultative Workshop and Follow-up meeting [for internal use, main conclusions are reflected in this report]

## Acronyms and Commonly Used Terms

AIDS	Acquired Immunity Deficiency Syndrome
APs	Action Programmes under TBP
ATE	Association of Tanzania Employers
CBO	Community-Based Organisation
CCA	Common Country Assessment (UN Country Team)
CHODAWU	Conservation, Hotels, Domestic and Allied Workers Union
CL	Child Labour
CLC	Child Labour Committees (District, Ward and, in some cases village level)
CLMS	Child Labour Monitoring System
CLSC	Child Labour Sub-Committee
CLU	Child Labour Unit (of the NISCC)
COBET	Complementary Basic Education and Training
CSEC	Commercial Sexual Exploitation of Children
CTA	Chief Technical Advisor
DANIDA	Danish International Development Agency
DIS	Department of Information Services
EDC	Education Development Centres
GHM	Good Hope Mirerani
ILO	International Labour Organisation
IPEC	International Programme on Elimination of Child Labour
KIWOHEDE	Kiota Women's Health and Development Organisation
LGAs	Local Government Authorities
MoEC	Ministry of Education and Culture
MoCDGC	Ministry of Community Development, Gender and Children
MoLYS	Ministry of Youth Labour, Youth and Sports
MTR	Mid-Term Review
NGO	Non-Government Organisation
NISCC	National Inter-Sectoral Coordination Committee
NSC	National Steering Committee
PO-RALG	President's Office – Regional Administration and Local Government
PRSP	Poverty Reduction Strategy Paper
REPOA	Research on Poverty Alleviation
RTI	Research Triangle International
SACCOS	Savings and Credit Cooperative Societies
TAMICO	Tanzania Mining and Construction Workers' Union
TAMWA	Tanzania Media Women Association
TASWA	Tanzania Social Workers Association
TBP	Time-Bound Programme
TEN	Tanzania Educators' Network
TIE	Tanzania Institute of Education
TPAWU	Tanzania Plantation and Allied Workers Union
TTU	Tanzania Teacher's Union
TUCTA	Trade Union Council of Tanzania
UN	United Nations Organisation
UNDAF	United Nations Development Assistance Framework
UNDP	UN Development Programme
UNICEF	UN International Children Education Fund
USDOL	United States of America Department of Labour
VETA	Vocational Education Training Authority
WFCL	Worst Forms of Child Labour
WFP	World Food Programme

## Executive Summary

This report covers the activities prior to and during the Mid-Term Review and Evaluation of the IPEC Project of Support to the Tanzania Time-Bound Program (hereafter referred to as the IPEC-TBP). Pre-departure briefings were conducted with IPEC-Geneva personnel. The mission began on October 9, 2003 and concluded on 26 October. Prior to the mission, a Background Report was prepared by H. Lunogelo of H. DECA Ltd. The report provides an overview of the IPEC-TBP and related Action Programmes. The findings and conclusions of the mission are presented. A series of recommendations resulting from the mission are presented along with a set of lessons learned, which will be of value to other TBP – Support Projects being initiated and conducted by IPEC.

In brief, it can be said that this IPEC-TBP is going very well. An extraordinary CTA and an excellent staff have made great progress since the project began. A Baseline Study has been completed and it serves as the basis for the implementation of project activities. Five Action Programs have been approved and are being implemented. Three additional Action Programmes will be underway soon. Six Mini-action Programmes have been submitted and are awaiting approval and disbursement of funds.

The IPEC project staff work closely with the other UN agencies in Tanzania using the UN Development Assistance Framework as a mechanism for coordination. IPEC-TBP is represented in four UNDAF Theme Groups and on a Task Force, which is pursuing the Human Rights Based Approach to Programming.<sup>2</sup> Relationships with Implementing Agencies are outstanding as are links to other social partners. The project also has a credible and effective working relationship with the government agencies involved in the TBP.

The Education component of the TBP is covered by two local entities, COBET (Community Based Education and Training) and VETA (Vocational Education Training Authority), and by another US DOL supported project being implemented by EDC. COBET and VETA have each received support from the IPEC-TBP through Action Programmes, which have not yet begun to take off, as local delays were compounded by the elaborate approval process of sub-contracts in Geneva and sub-sequent disbursement process. It is fair to say that there have been a number of challenges, thus far. These were discussed during the Mid-Term Review Consultative Workshop and in a follow-up meeting involving IPEC-TBP team, USDOL and EDC. An MOU between EDC and the Ministry of Education and Culture is expected early in November. Plans were made for two contingencies and if the MOU is not forthcoming, the IPEC-TBP will make adjustments and move on. . A separate follow-up meeting was held between the IPEC-TBP team, USDOL and IPEC-HQ to discuss specific implications for the IPEC Support Project

The duration of the project is a concern that was expressed by many partners during the review mission. Most of the Action Programmes have only recently begun implementation and three are set to start soon. Consideration should be given to extending the completion date of the project.

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<sup>2</sup> Programming approach increasingly in use by UN system to focus on rights based development, where fundamental rights of different kinds are the basic standards and goals in development.

## **Acknowledgements**

A number of people supported and facilitated this mission. I would first like to thank the IPEC staff in Geneva for making or assisting with all the mission arrangements, including the briefing meetings, obtaining a visa, and arranging the flight to Dar es Salaam. I found the pre-departure briefings to be very useful and appreciate the time taken by all. The briefings helped to lay the groundwork for a fruitful mid-term review.

The CTA, the Program Staff and the Administrative staff of the IPEC-TBP in Tanzania could not have been more helpful. Even in the second week, when it was poverty week, and UN week, with each day filled with conferences addressing poverty issues and a host of other activities, they found the time to meet and discuss and clarify issues as they evolved. What is important about this is not so much that they took the time to meet with me, but that they were so seriously engaged in the poverty week and UN week events and/or on mission. They are building bridges, building a growing network of people who are aware of child labour issues and becoming involved. I have been on similar missions, not with IPEC or ILO, and I am far more concerned when I find that the staff are always around, sitting at their desks, not interacting with the world outside the office window. The IPEC-TBP staff are on the move.

The IPEC Director of Operations, and the Head of the Design, Evaluation and Documentation (DED) Section of ILO-IPEC, who joined the first week of the mission, were supportive throughout. They added their considerable experience to the process, helped focus the discussions on the key issues and shared their perspectives, which added to the broader understanding of the issues.

The participants of the mid-term review workshop deserve acknowledgement for their interested and energetic participation. Each of the two days exceeded the time that had been scheduled and they stayed until the discussions were concluded. They helped clarify the status of child labour in Tanzania and issues related to project implementation, project coordination and communication. They offered a number of suggestions and recommendations which have been incorporated in this report. I respect and appreciate their commitment to reducing child labour in Tanzania.

The participation of the donor representatives in the workshop process and in particular in the follow-up meeting amongst the ILO and with EDC provide an opportunity for focused discussion on immediate follow-up.

Finally, I would like acknowledge and appreciate the work done on this Mid-Term Review by my colleague H. Lunogelo. 'Luno' prepared the background report, co-planned the MTR workshop, participated in the meetings with USDOL and consulted at a number of important points as this report was being prepared. His insights and local knowledge of systems and procedures are reflected in the recommendations found in this report.

## Process Summary

The Mid-Term Review and Evaluation process began with interviews in Geneva with IPEC personnel and continued with a meetings and interviews in Dar es Salaam. A background report was prepared by the national consultant which included field visits and interviews with implementing agencies and other partners. A workshop, attended by 30 participants, was held on the 15<sup>th</sup> and 16<sup>th</sup> of October, and a follow-up with USDOL, IPEC-Geneva and Tanzania personnel and EDC of the 17<sup>th</sup>. Additional meetings and interviews with implementing agencies and IPEC-TBP staff were conducted during the week of October 20-25, 2003

## Background

According to government statistics<sup>3</sup>, 48% of the 33 million total populations are considered to be basically poor. Basic needs poverty extends to 57% of those living in rural areas and 27% live in abject poverty. In 1980, it was estimated that 98% of primary aged children were enrolled in school. In 1998, due in part to large cutbacks in government expenditures for social services, that figure had dropped to 71%. Other factors, which contribute to the decrease in enrolment, are: child unfriendly school environment, overcrowded classrooms, inadequate (both numbers and quality of) teachers, low teacher salaries; school fees, poor infrastructure, lack of teaching / learning materials; and, early marriage for girls. The UNDP Human Development Index of 2000 ranks Tanzania at number 166 out of 174 countries compared with a ranking of 144 in 1996. These factors along with the HIV/AIDS epidemic, which has resulted in a rise in the number orphaned children, offer a compelling explanation for the current child labour crisis in the country.

Child labour is identified as an issue in the UNDAF. "Two specific concerns in the area of employment are first, that of discrimination of women in employment as reflected in stereotypical occupations with minimum qualifications and low pay. The second concern is that of child labour, an outcome of poverty, and a major threat to the health and development of children, particularly those engaged in its worst forms." (United Nations Development Assistance Framework 2002-2006, p.16.) The Common Country Assessment upon which the UNDAF is based also addresses the issue of child Labour

### *Common Country Assessment Indicators – 2000*

Child Health and Welfare			
Indicator	Value*	Year	Source
% of Children 5-14 Years of Age Who Are Working	40.5 % T	1999	Tanzania Reproductive and Child Health Survey, National Bureau of Statistics
	43.6% R		
	28% U		
	42.6% M		
	38.4% F		

\*T = Total / R = Rural / U = Urban / M = Male / F = Female

One very revealing insight shared by children, who have been engaged in commercial sex, as well as those who still are active, is the dilemma the children perceive themselves to be in. When efforts are made to raise awareness and caution these children about the dangers of HIV/AIDS, those engaged in the awareness raising activities often have encountered a unique response. Even children, who are aware of the danger, when faced with a choice between what appears to be a hopeless future of poverty and the short-term gains that can

<sup>3</sup> National Policy on the Elimination of Child Labour – November 2001

be made by engaging in prostitution, choose the risk of becoming infected. Their perspective is based on their belief that at least, for some time, they will have money to support themselves and/or their families. To make matters even worse, a staff member of one of the NGO that is working with child prostitutes explained that children (there has been a steady rise in the number of boys engaged in commercial sex) are often approached by “clients”, who offer more money to have sex without a condom than with one.

It is a complex problem. There are no easy solutions.

Recent government efforts to address the deterioration of the education system as reflected in the national PRSP suggest that the problem is being taken seriously. A new Universal Primary Education Law has recently been passed by Parliament. The annual budget for education has tripled in the last three years. The PRSP education strategy<sup>4</sup> has set a number of targets. It seeks to raise gross primary education enrolment to 85% and to increase the transition rate from primary to secondary school from 15-21%. It further targets a reduction in the school drop-out rate from 6.6% to 3% and to increase the number of children passing the Standard 7 exam by 20-50%. While child labour is not specifically mentioned in the PRSP document, child labour does appear as an indicator in the Poverty Monitoring System.

## **The Time Bound Programme**

The Time Bound Programme (TBP) of the Government of Tanzania has established a target of reducing the number of children engaged in the Worst Forms of Child Labour (WFCL) by 75% by 2005, and to eliminate all forms of child labour by 2010. According to the 2001 National Labour Force Survey and other reliable statistics, of the 12 million plus children of school age, 4 million are economically active and 1.2 million are engaged in child labour.

These Government’s targets represent a very ambitious undertaking, given the magnitude of the problem in the country and the limited capacity of the government. There is no question that the government is committed to the challenge. The Prime Minister and the President have both expressed the government’s commitment on frequent occasions. The President stated in an address in 2001, “If you want to plan for a year, plant rice. If your plan is for a decade, plant trees. If your plan is for a lifetime, educate children.” (Mkapa. 2001). Education is a key. The question remains one of capacity to meet this commitment.

The USDOL supported IPEC-TBP Support Project has targeted 30,000 children in four occupations: commercial agriculture, child prostitution (Commercial Sex Exploitation of Children- CSEC), mining, and domestic labour, in 11 Districts selected by the Time Bound Programme oversight body, the National Inter-Sectoral Coordinating Committee (NISCC).

Overall, it must be clearly stated that the implementation of the project is going very well. The CTA of the IPEC-TBP Support Project provides comprehensive and competent management and leadership of a competent local team. An incredible amount of work has been done thus far to establish the child labour support structures both at the national level through the NISCC and from the district down to the village level. All districts have Child Labour Coordinating Committees and most wards and villages have established either a Child Labour Sub-Committee or a Child Labour Task Force. This is remarkable, when one considers that none of these structures existed before the project and that they were established through a formal interaction using established government procedures. A Baseline Survey has been completed and serves as the basis for five on-going and three

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<sup>4</sup> Poverty Reduction Strategy Paper -- 2000

pending Action Programmes, which are being or will be conducted by local Implementing Agencies. Most of these Action Programmes have been underway for too little time to demonstrate significant results. One programme working with CSEC and conducted by a local NGO, KIWOHEDE, which has been working with IPEC in Tanzania since before the start of the TBP, has made remarkable progress.

These Action Programmes have been designed to build local capacity and to support the efforts to prevent children from engaging in the Worst Forms of Child Labour (WFCL) as well as to withdraw, protect and rehabilitate children who have been engaged in the WFCL. The on-going Action Programmes are:

- ❑ A programme to strengthen the capacity of the Child Labour Unit (CLU) of the Ministry of Labour, Youth and Sports, which serves as the secretariat of the NISCC.
- ❑ A programme for media involvement in awareness raising for the elimination of the WFCL, implemented by the Department of Information Services (DIS) and the Tanzania Media Womens' Association (TAMWA).
- ❑ A programme for withdrawal, rehabilitation and prevention of 15,000 children in Commercial Agriculture (Coffee, Tea and Tobacco) in five targeted districts in Tanzania, implemented by The Association of Tanzania Employers (ATE) in collaboration with Tanzania Plantation and Agriculture Workers Union (TPAWU).
- ❑ A programme to withdraw, rehabilitate and prevent 7,500 children from abusive domestic labour in six districts in Tanzania, being implemented by the Conservation Hotels and Domestic and Allied Workers Union (CHODAWU).
- ❑ A programme to withdraw, rehabilitate and prevent 5,000 children engaged in child prostitution, being implemented by the Kiota Womens' Health and Development Organization (KIWOHEDE).

Three additional programmes will be underway soon. These are:

- ❑ A programme to provide complementary transitional based education to 16,000 children withdrawn from and/or at risk of getting into the WFCL in 11 districts in Tanzania to be implemented by COBET.
- ❑ A programme to prevent and withdraw 2,500 children from mining in Simanjiro district, which will be implemented by the Good Hope Programme.
- ❑ A programme for the elimination of the WFCL through the provision of vocational skills training in eleven- (11) TBP target districts in Tanzania, which will be implemented by VETA.

Proposals for 6 mini-action programs (small scale efforts that are undertaken at a cost of \$5,000 or less) have recently been submitted for approval and await the release of funds.

In addition to the efforts of IPEC-TBP, and other IPEC projects a number of actors, e.g. the programs of UNICEF, DFID, DANIDA, the World Bank, WFP, the EDC Project and others, are directly or indirectly attempting to address the problem of child labour. The IPEC-TBP has established effective, collaborative working relationships with these organizations, with important work remaining to be completed. The project is constantly seeking to expand the number of partners it can bring into the effort to reduce child labour. During the Poverty Reduction Week, at least two new potential partner organizations were identified and meetings have been set to explore areas of cooperation.

The IPEC-TP staff is actively involved with other UN organizations through the vehicle of the United Nations Development Assistance Framework (UNDAF). Implementation of UNDAF priorities is accomplished through a number of Theme Groups and the project is represented in all of these, including, Education, Agriculture, HIV-AIDS and Poverty. In addition, the CTA is an active member of the group working on the Human Rights Approach to formulation of Programmes (HRAP).

If all of the action programmes noted above are successfully implemented, along with those that are recommended in this report, the project will have succeeded. This success, along with the efforts of other actors, will have laid the foundation upon which a successful overall TBP can be built. The main concern at the conclusion of this mission is not that the project will fail. It is rather that the achievements of the Support Project may not be sustained through the five years remaining beyond the conclusion of the Support Project.

During the workshop and in the follow-up meeting, there were extensive discussions about developing a project exit strategy. The challenge that must be addressed is how the project can build the foundation and the capacities needed to transfer the responsibilities to local actors, such that the overall TBP can succeed. Recommendations related to the exit strategy are found in the Recommendations section of this report.

## The Mid-Term Review and Evaluation Consultative Workshop and Meetings

### *IPEC – USDOL Preparatory Meeting*

Prior to the workshop, a meeting was held between representatives of IPEC Headquarters, IPEC-TBP staff, a representative of USDOL and the consultant, who prepared the Background Paper, which served as a focus for much of the discussion in the meeting. A number of issues were identified and discussed during this meeting. The main issues identified and/or clarified were as follows:

- ❑ The EDC Project is not part of the IPEC project of support; it is a separate project under the overall TBP.
- ❑ There will be a mid-term review of the EDC project in May, 2004
- ❑ Little is known about the EDC budget and its utilization
- ❑ The nature of collaboration between IPEC-TBP and the EDC Project needs to be clarified. (See the follow-up meeting outputs).
- ❑ EDC is using different modules than those developed by MoEC / COBET, because the radio-based distance learning nature of the EDC project is different. The content areas are similar, but the methodology is very different.
- ❑ One component of the IPEC-TBP addresses the need to create an enabling environment. Much of the focus thus far has been on getting the Action Programmes up and running and now more time needs to be focused on the enabling environment.
- ❑ IPEC-TBP personnel are directly engaged with other UN organizations through UNDAF Theme Groups.
- ❑ Tanzania has a new Universal Primary Education Law
- ❑ A Labor Reform Law developed through the efforts of DANIDA in consultation with IPEC-TBP will be submitted to Parliament this year. Concerns were expressed about the capacity to enforce these laws. It seems clear that the key to enforcement is awareness and capacity at the community level.
- ❑ Elements of strategic planning at district level to develop local strategic programme frameworks using the SPIF approach has been introduced in each of the 11 districts through the conduct of 4 zonal workshops. SPIF tools are being used as a means of assisting in the preparation of district development plans.
- ❑ Conceptually, the SPIF process should begin with the development of a national strategy and move to the districts, but SPIF was introduced after the TBP was underway.
- ❑ The NISCC has worked well, thus far, but needs to be more engaged in the upstream (enabling environment) side of the TBP.
- ❑ The Commercial Agriculture Project started late and began slowly, leading to issues of linkages with the IPEC/TBP to get underway. The CTA has departed and IPEC is considering using several short-term consultants as an alternative to hiring another full-time CTA. The project is up and running at the moment.
- ❑ Work is underway on a Child Labour Monitoring System (CLMS). The intention is to have the CL indicators imbedded in the Local Government Monitoring System.
- ❑ A Child Labour Tracking System will be piloted in Tanzania. Development of the Tracking System should get underway as soon as possible.
- ❑ Tracer studies will also be conducted.
- ❑ A consultative process amongst national stakeholders is underway to identify hazardous forms of work in different sectors.
- ❑ Domestic forms of child labour are the most difficult to monitor and some of the worst treatment of children is in this sector.
- ❑ There is a need for some form of national survey incorporating child labour indicators as a basis for assessing the effectiveness of the overall TBP as well as the IPEC Support Project to the TBP.

### *The Mid-Term Review and Evaluation Workshop*

As mentioned above, this workshop was conducted on the 15<sup>th</sup> and 16<sup>th</sup> of October. A comprehensive report was prepared and is attached to this document as Annex C as a record of proceedings. The main elements of the workshop included:

- ❑ A analysis of project achievements;
- ❑ A review of the findings, lessons learned and issues identified during the preparation of the Mid-Term Review Background Paper;
- ❑ A thorough discussion of the issues identified in the Background Paper;
- ❑ An examination of the current status of coordination among project actors related to the implementation of IPEC-TBP Action Programmes;
- ❑ An review of each of the planned outputs contained in the IPEC-TBP project; and
- ❑ The identification of "Next Steps".

It is important to state here that each of the working sessions generated outputs that provided the basis for the suggested revisions of the project outputs, which was completed on the second afternoon and finalized in the follow-up meeting on Friday, October 17<sup>th</sup>. They also served as the basis for a number of discussions that occurred in the second week of the mission and subsequently for the elements of this report. A brief synopsis of the session outputs is provided here for the purposes of continuity.

The Achievement Analysis verified that, from the many perspectives represented in the workshop, the project had accomplished a great deal since its start. The analysis also generated a number of suggestions for continued action. Chief among these were the need to improve coordination and collaboration; to improve documentation and sharing of information; and continued capacity building efforts.

The review of the findings, lessons learned and issues identified in the background report also provided the basis for much of the discussion on day two related to the review and revision of the project document. Among the key issues discussed were:

- ❑ The need for additional capacity building;
- ❑ The need for a clarification of the link between the EDC Project and the IPEC-TBP Support Project;
- ❑ The need for a complementary emphasis on awareness raising and direct action to withdraw, protect and rehabilitate children engaged in the WFCL;
- ❑ The need to decide on the role of the TBP vis-à-vis street children;
- ❑ An agreement that the specialized focus of Implementing Agencies in their efforts to withdraw, protect and rehabilitate children. It became clear that the approaches in working with child prostitutes are not the same as those used in working with children engaged in mining or agriculture or domestic labour; and,
- ❑ The need to improve the review and approval of project action and mini-action programmes and the subsequent release of funds.

The TBP Coordination exercise generated a number of interesting outputs. Several of the participants in the workshop shared an expectation that ways of improving coordination be improved. The exercise demonstrated that no two groups of actors see the current situation vis-à-vis project coordination the same way. The results of this session also contributed to the revision of the project document and are reflected in other elements of this report. The main points raised are noted below.

- ❑ Coordination at all levels of the project can be improved;
- ❑ Internal sharing of information within the partner organizations can be improved. Persons, who participate in project related meetings and workshops, have an obligation to share the outcomes of these meetings and workshops with the other personnel in their own organizations.
- ❑ It is often the case that organizations send different people to different project related events. This lack of consistency hampers project implementation efforts.
- ❑ Capacity building efforts, particularly at the district level, are an important means of improving coordination.
- ❑ The CLU coordinates TBP activities at the national level and requires additional capacity to improve this level of coordination.

The review and revision of the project document was done by going through each of the planned outputs of the project, assessing the viability of related activities, and agreeing on revisions or adjustments. In general, the revisions to the project document were minor. Some additional areas of focus for capacity building were identified, for example, but it was agreed that many of the planned outputs had been achieved, many were underway and the others should remain as a focus of project efforts. The relationship between the IPEC-TBP, EDC and COBET as it relates to the withdrawal and rehabilitation of children engaged in the WFCL was a major focus of this session. A number of questions were raised and suggestions made that were reflected in revisions of the education related outputs. Many of the issues were revisited in the follow-up meeting between USDOL, the IPEC-TBP and EDC and will result in adjustment of the project document.

#### *The Follow-up Meeting between USDOL and IPEC-TBP*

On Friday morning, October 17, the IPEC personnel from Geneva and IPEC-TBP staff met to review the outcomes of the workshop.

Among the key issues raised during the discussions were the following:

- ❑ It was agreed that the workshop was an important event in the review process and several suggestions were made for improving future workshops.
- ❑ The capacity of the CLU must be strengthened. The unit has only two persons, neither of which are full-time. Two main suggestions were made and these are reflected in the recommendations in this report. One was for the formation of an advisory group or board or team to support project implementation. The second suggestion involved augmenting the CLU through the part-time secondment of personnel from other NISCC member organizations to support the work of the CLU.
- ❑ It was agreed that Tanzania would be a pilot country for the Child Labour Tracking System that is being developed. In addition, tracer studies may be introduced as part of the IPEC-TBP.
- ❑ The status of and the need for the Child Labour Monitoring System was discussed at length as was the need for it to be imbedded in the Local Government monitoring system.
- ❑ The role of the police and the justice system in the WFCL was discussed. In the workshop, it was noted that key elements of the justice system, e.g. high court judges, district magistrates and, of greatest concern, the police, had been left out of the project design. There are some efforts being made by the police, for example, the arrest of a woman involved in trafficking children was a major story in the national press during the

second week of the mission. In addition, it was noted that a Child Welfare Desk has been set up in police headquarters in Dar es Salaam

- ❑ The need to work on the enabling environment component of the project was discussed. One approach to this is to raise the level of involvement of the NISCC in pushing for policy reform and enforcement.
- ❑ Another important discussion focused on the need to organize a mid-term review of the overall TBP at the national level. It was agreed that this would best be done in 2005 and in preparation, the Strategic Programme Framework (SPF) needs to be further developed to reflect the overall TBP.

*Follow-up Meeting with USDOL, IPEC and EDC.*

Most important among the issues discussed during this meeting were the following:

- ❑ The outputs of the IPEC-TBP, which require collaboration with EDC were reviewed and specific agreements reached on the responsibilities for the activities related to three project outputs. A critical factor in the continued collaboration between IPEC-TBP and EDC was the completion of a MoU between EDC and MoEC. Without this MoU, the role of EDC in providing education services for the children withdrawn from the WFCL may have to be assumed by other project actors.
- ❑ The similarities and differences between the COBET and EDC approaches to education of children involved in the WFCL were identified.
- ❑ IPEC and EDC each cover all four WFCL target groups. It was noted that COBET materials were designed for all out of school youth with no specific reference to WFCL while the EDC material apparently has considered youth in the WFCL. With the assistance of IPEC, EDC considered issues and circumstances of children engaged in the WFCL at the onset of material development. It is still too early to know what kind of impact has been achieved in either EDC or COBET programs.
- ❑ IPEC will assure WFCL inputs are incorporated in COBET classroom sessions as these gets underway.
- ❑ We need to assure a link between CL related issues and the Education for All initiative and the PRSP.
- ❑ There is a need for MoEC, EDC, COBET, VETA and the NISCC Education Subcommittee as well, to have a clear and mutual understanding of the criteria that will be used to make decisions about which program (EDC or COBET) kids are referred to. This is especially important at this stage of the EDC program, since they only have course materials for Standard 1. If, at this point for example, children are assessed to be above the level of Standard 1, they should be assigned to COBET. EDC will have Standard 2 materials in January, 2004, and Standard 3 materials in July, 2004. When these materials are ready and the courses are being offered, the selection criteria need to be in place.
- ❑ One other issue reflects nature of the relationship between the two projects. EDC expressed the need to ensure that visits to its centers is based on a understanding of the EDC strategy in order to assess what is going on and that appropriate communication and feedback would allow for relevant follow-up.

## The EDC Project

The CTA of the EDC Project (also supported by USDOL) participated in the mid-term review workshop and in the follow-up meeting. To date, the two projects have had a number of meetings to develop a collaborative approach to support the overall TBP. One mystery that remains unsolved as of this report is that a MoU between IPEC-TBP and EDC was prepared and sent off to be signed, but cannot be located.<sup>5</sup> This very general MoU was prepared to establish an outline a working relationship between the two organizations, since 14,000 of the children that will be prevented from engaging in the WFCL or rehabilitated after being withdrawn from the WFCL are target to receive educational services from EDC. Aside from the missing MoU between EDC and IPEC-TBP, EDC does not currently have a MoU with the Government of Tanzania, specifically with the Ministry of Education and Culture although a letter of agreement of September 2002 recognizes EDC as an institution and a Education Initiative Partner.

It must be mentioned here that there remain a number gaps that prevent a mutual understanding among all the IPEC Implementing Agencies, which, in practice, are supposed to collaborate with EDC. Since it was not the task of this mission to assess that project, one can hope that with the approval of a MoU, and through continued efforts to collaborate on work that relates to the targeted children, these gaps will be removed. Nonetheless, it is very important to the success of the IPEC-TBP that the MoU with the Ministry of Education and Culture be concluded by mid-November. If it is not, The IPEC –TBP must move forward with other partners. The section of this report that deals with recommendations addresses this issue.

The issue of spontaneous visitations by IPEC personnel to EDC Community Learning Centers is a significant concern of stakeholders, with some suggestion that by a MoEC representative that EDC had even raised questions about spontaneous visits by MoEC. The basis for such spontaneous of course has to be clear and while Tanzania government has an unquestionable right to visit whatever educational service provider they wish, it should of course not interfere unduly with the work of the project. The issue of such visit was raised by in follow-up discussions with IPEC personnel this issue was raised again, even through a letter from the CTA of the EDC project clearly authorizing IPEC staff to visit EDC learning centers verifies that spontaneous visits were approved. To raise the issue again in the follow-up meeting suggest that the issue is still to be resolved in the relationship between ILO and EDC. It should of course be clear that the advantage of spontaneous visits is that one gets the chance to see how things are working on a day to day basis. As with any project visitation, anywhere in the world, advanced notification of visits by interested parties to the site of project activities assures that the site will be ready to put its best foot forward. Putting the best foot forward, in many cases, gives a skewed picture of project operations, because the visitor often sees only what the actors at the project site want them to see. In addition, one spontaneous visit does not serve as a basis for an overall assessment of the effectiveness of implementation. Understanding what is going on in a project is similar in some ways to putting together a jigsaw puzzle. One gets some information on a visit to one place and different information when visiting other places and the composite picture provides a basis for a better understanding. In the context of the overall TBP, IPEC, EDC and other TBP partners should encourage an open door policy among the TBP actors. If spontaneous project visits raise questions or identify issues that relate to the delivery of services, these questions and issues should be mutually explored with an eye to improving project performance, which, in the final analysis, will better serve the children, who are intended target of all of the project and programme activities.

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<sup>5</sup> At the time of preparing this report (October 2003) this was not signed

## Findings / Conclusions

Aside from the other conclusions suggested in the text above, there are a number of other things that should be mentioned. These are noted below.

Having the background report was an important preparatory step – the interviews and field visits contributed to a comprehensive picture of the direct action portion of the project and raised a number of issues for deliberation during the review mission.

It was very useful to conduct the MTR workshop. Not only that, it was valuable to have IPEC headquarters representation in the process.

The sub-regional Design, Monitoring and Evaluation officer, who is providing support up to 50 % of his time, is leaving at the end of this month. This is a position that will require more effort than has been true thus far, because many of the action programmes have just gotten underway.

Work is proceeding on developing a Child Labour Monitoring System.

The capacity of the CLU to coordinate TBP activities must be strengthened. An effective CLU and a workable CLMS are crucial to sustaining the achievements of the project. In the end, the real secret to sustainability, along with the above, is the empowerment of local communities. It is important to continue efforts to build local capacity.

The national structure represented by the NISCC and the IPEC-TBP must become more active in developing the enabling environment.

The involvement of the IPEC –TBP team in the UNDAF process, is, frankly, outstanding. One can look far and wide and not find a better example of ILO's involvement in the UNDAF.

The relationships that have been established by the project staff with Implementing Agencies and other partners are very positive, with the exception of the confusion that still remains about the role of EDC.

In the context of efforts to withdraw children from the WFCL, the involvement of children, who have already been withdrawn, is a major factor positive factor.

Among the myriad of reasons that children become involved in child labour is the negative environment children sometimes encounter in the classroom. Efforts already underway to create more child friendly classroom environments should continue.

The link between HIV/AIDS and child labour needs to be more clearly understood at the grassroots level.

The absence of transparency and clarity of purpose related to the EDC project expressed by many of the implementing partners remains a concern. It was not the task of this mission to assess the EDC project, but there are a number of issues that still must be worked out. While it appears that the original project document was circulated to some stakeholders in April 2004<sup>6</sup>, revisions called for by stakeholders does not yet appear to have been provided in a revised project document or budget, which has caused some frustration in terms of

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<sup>6</sup> Information provided by EDC states that the original project document was released April 1, 2003 with copies forward to all stakeholders and copies of the budget to MoEC and the secretariat of NISCC as soon as it was approved by USDOL.

linkages to the rest of the TBP.<sup>7</sup> No one with whom discussions were held during the mission could recall have seen the revised project document or the budget for the EDC project, and this creates a feeling of frustration.

The increasing government support for education is a very positive factor in building an enabling environment and in reducing the incidence of child labour.

The IPEC-TBP team is actively engaged with the implementation of the poverty reduction strategy and, since the second week of the project coincided with Poverty Reduction Week (and UN Week) opportunities were taken to give child labour issues a high profile.

Survey data with which to compare against that gathered prior to the start of the project and through the Baseline Survey must be obtained. The project is exploring ways of inserting child labour indicators into other survey instruments. Efforts have been made to incorporate CL concerns in other poverty reduction strategies, specifically the Agriculture Development Strategy and the Rural Development Strategy.

SPIF tools and processes have been used in the 11 districts for development of district level strategic programme frameworks as part of linking to district development plans.

## **Recommendations**

### *1. IPEC-TBP and EDC Collaboration*

The most critical issue influencing the way forward is the approval of the MoU between EDC and MoEC. IPEC and EDC agreed that the MoU is essential. A “plan A” was agreed, which means that the two projects would work together as originally planned if the MoU signed. The implication of this plan would mean freeing resources for further work at the enabling environment level by the IPEC-TBP project. However, the MoU is not signed, IPEC has to move on with “plan B”, which will require a review of priorities and a revision of the project budget. If the target of 30,000 children is to be reached, it will require revised implementation approaches along the lines of above. It is, therefore, strongly recommended that, if, by the 15<sup>th</sup> of November, there is no MoU between EDC and MoEC, the IPEC project should go purposefully forward with Plan B. The project simply cannot afford to wait beyond that time.

### *2. Forming a Policy Advisory Group or Project Implementation Support Team*

Form, as soon as possible, a group comprised of representatives from Implementing Agencies and other partners to provide support for project implementation. A variety of names for this group were suggested, including: Policy Advisory Group; Advisory Committee; and Project Management Support Team. A proposal to establish the advisory group or support team, which includes the names of those people that would be serve as members, should be tabled at the next meeting of the NISCC so that there is national TBP support for the group. While the name is important, because, very often, things become what they are called, the role this group plays, e.g. its terms of reference are more important. Among the things this group might be tasked with are:

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<sup>7</sup> No one with whom discussions were held during the mission could recall have seen the revised project document or the budget for the EDC project.

- ❑ Enhancing coordination and information management among social partners and the involved government ministries;
- ❑ Networking and advocacy with project partners and other organizations involved with reducing child labour, with a special focus on further developing the enabling legal and policy environment;
- ❑ Assisting with action planning and with organizing events; and,
- ❑ Action research on agreed topics or issues;

Certain forms of support could be provided by IPEC-TBP, including some allowance for travel.

### *3. Strengthening the Child Labour Unit*

Based on the input of participants during the Mid-Term Review Consultation Workshop, the follow-up meeting with DOL and EDC, and interviews with IPEC, IAs and other personnel, it is clear that the Child Labour Unit of the Ministry of Labour, Youth and Sports is having a difficult time fulfilling its TBP support functions. The CLU is both understaffed and over tasked. Since the IPEC –TBP support project is scheduled to conclude at the end of March, 2005, and, given that the national TBP continues until 2010, it also seems clear that unless there is a dramatic change in the capacity of the CLU, the national targets may not be achieved. The transfer of responsibilities and functions carried on with the support of the IPEC –TBP to national structures and organizations is crucial to the sustained effort to successfully eliminate child labour in Tanzania.

In light of this need to strengthen the CLU, a proposal should be tabled at the next meeting of the NISCC. The proposal to augment the CLU would require an agreement among the members of the NISCC to second a minimum of three persons, who would be selected from among the following organizations: MoLYS, MoEC, The Presidents' Office – Regional Administration and Local Government (PO-RALG), The Prime Minister's Office, the MoA, the Institute for Social Welfare, and/or the Ministry of Community Development, Gender and Children. Those selected would be seconded on a part-time basis to work with the CLU. It is recommended that the seconded personnel would work a minimum a 1 ½ days and a maximum of 2 ½ days per week with the CLU. It is further recommended that all of the seconded personnel should work on an agreed half-day each week so they are all together in one place at the same time, to facilitate a review of the past week's activities and planning for the current week. The remaining 1 to 2 days could be spent on a flexible schedule, so that each person could manage their time according to other work requirements. Some form of additional support should be provided to these persons, for example, an allowance for travel, the provision of a work space equipped with a computer and so on. This CLU support group, once it is operational, has great potential to be sustained beyond the end of the project. It would also provide a direct operational link to the organization each person represents.

### *4 Action Programme Revisions in Commercial Agriculture and CSEC*

One component of the project has been designed to address the plight of 15,000 children engaged in hazardous work in Commercial Agriculture. This is the largest group of children which comprise the overall target of 30,000 children the project is try to prevent from entering into child labour and/or to withdraw, protect and rehabilitate. In light of the baseline survey data, it seems that the number of children actually engaged as labourers in commercial agriculture is lower than originally estimated at the time of project formulation, while the problem of child prostitution may be greater than originally estimated. Therefore, it is recommended that the figure of 15,000, be reduced and the target number children engaged in commercial sex be raised. Some adjustment in the figures will be necessary, since the per

child investment of resources required to withdraw, protect and rehabilitate CSEC children is greater than that for children working in commercial agriculture.

This recommendation has implications for the funding support provided to KIWOHEDE. It is clear, from information gained from many sources and from lengthy discussions with the staff of the organization, that KIWOHEDE is doing an outstanding job in their IPEC Action Programme. Raising the target number of CSEC children and providing some additional resources will create the opportunity for KIWOHEDE to secure additional services. One of these is the provision of legal assistance. Many of the girls, (and a growing number of boys) who are withdrawn from child prostitution require legal support. At the moment, KIWOHEDE is forced to rely on volunteer, *pro-bono* assistance from whatever sources they can find. As a result in the past few months, two court cases were lost, because the lawyer did not show up for the trial. At a minimum, a half-time lawyer could be added to the staff and work with legal cases. This person could also serve in an advocacy role working on helping to create the enabling policy environment to support efforts to reduce the incidence of child labour

There is another element of this recommendation. It seems clear from discussions with the entire staff of KIWOHEDE, participants in the mid-term workshop and several IPEC - TBP staff, that no other form of child labour, with some certain exceptions in the cases of children engaged in domestic labour, is as harmful child prostitution. The skills and services required to withdraw children, protect and rehabilitate them are quite different from those required of personnel, who deal with the other forms of child labour. Many girls require an extended period to recover from the psycho-social trauma they have / are experiencing. Consistent interaction with supportive and caring staff is essential. During the staff meeting, I was introduced to all of the people, who work at the office.

*One example shared during my visit with KIWOHEDE staff on Monday, October 19, illustrates this point. One of the people working with KIWOHEDE is a woman who cooks for the kids. She is the longest serving employee. She interacts with the kids on a different level than the director, counselors, nurse and lab technician. She teaches them how to cook and bake, and works with them to prepare food for the other children. She develops a level of trust with the girls, who subsequently begin to share things with her that they haven't shared with others. She encourages the girls to share their feelings with the counselors and, by working with the counselors, as a team they are able to provide additional support for the girls.*

The above illustration supports a recommendation that, in the case of CSEC children, KIWOHEDE be encouraged to provide comprehensive rehabilitation services for the children they withdraw. In the context of a safe and supportive environment, the organization already provides educational and vocational training courses for the girls in their centers. It is possible, with an adjustment in the Action Programme budget for KIWOHEDE, to satisfy at least the primary education needs of the girls. They will need to arrange for additional teachers to increase the range of subjects they offer, but pursuing this approach will raise the education level of most girls to the point where they can subsequently be enrolled in courses offered by VETA. Some girls may even transition to formal education. There are many advantages of this approach for the girls involved. In addition, it provides another significant vehicle for generating lessons learned. Some children would thus be provided with education through COBET, perhaps some through EDC's project, and others through the holistic process provided by KIWOHEDE.

## 5. A Potential Revision of the CHODAWU Action Programme

The efforts of CHODAWU are focused on preventing children from becoming engaged in domestic labour and on withdrawing and rehabilitating children who have been engaged in this form of child labour. CHODAWU has been engaged in IPEC related activities since 1995. As might be expected the organization has a labour union perspective and approach to the challenge. One focus of their activities is education and awareness raising among employers. Their approach is bottom up and involves the participation of CBOs and FBOs. They have an interest in assisting children from rural areas to remain in rural areas rather than migrating to urban centers. They have a building with several local government officials and have developed a close liaison with local government units. In the field they work with local organizations, village child labour committees and schools. Their work begins with introductory meetings and proceeds to the conduct of a participatory census. The census assists in determining how many children are in the village; how many are in school; which students are in school and which are not and which children are not at home. They then review local By-Laws for employers and parents who allow their children to work. They identify other agents who are collecting or trafficking children. It was noted that some parents are making deals with these agents or with employers. Also, they encounter some orphaned children, who when they are identified don't want to leave their place of work. In some cases, CHODAWU has established their own centers for vocational training. They use volunteers, because they have no money to pay instructors. It was further stated that, although ILO says they "should not build a building", they cannot deliver vocational classes without at least shelter from the sun. They believe that, by offering some vocational courses themselves, they are better able to track the progress of children. With regard to COBET and VETA, they believe that tracking the children after they complete a course cannot be done as well as CHODAWU does it.

When asked about children attending vocational education courses offered by VETA, the response was that VETA costs money and that the VETA centers may be quite far removed from the village. CHODAWU has just recently started the implementation of its programme and a concern was expressed that the period of time remaining in the project is too short.

One approach they are to explore is the formation of cooperatives, e.g. groups of children who have completed a vocational training course and who work together to produce goods or services.

Children who have been withdrawn are the best people to assist with the identification and withdrawal of other domestic labourers. In urban areas, they also focus on awareness raising and sensitization activities.

When discussing the potential links with COBET and EDC, stakeholders expressed uncertainties about the learning environment in the EDC programme and from their perspective; many children simply attend to listen to the radio programmes and then depart.<sup>8</sup> While it is not possible to assert whether this is the case or not, the expressed concern that EDC did not seem to be supporting the government, suggests a key issue to be resolved in joint or linked work between IPEC and EDC related to COBET is to be effective.<sup>9</sup>

As a result of the interactions with CHODAWU and in light of the absence of a MoU between EDC and MoEC, it is recommended that, if the MoU is not signed by mid-November, consideration should be given to expanding the budget and scope of the CHODAWU

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<sup>8</sup> EDC states that it monitors student attendance closely and the data does not in their view support this observation.

<sup>9</sup> EDC states that it monitors student attendance closely and the data does not in their view support this observation.

programme. The expansion of the programme would be focused on the provision of education services.

#### *6. An Action Programme for Police Officials, Local Magistrates Village Elders*

From the assessment conducted during this mission, a significant gap appears in the overall project plan. While there is a provision in Output 5 for “a component of planned training workshops for industrial court judges, vice-chairpersons and assessors [ILO Declaration Project]”; the activity falls far short of meeting the need to improve the performance of police officials and judges vis-à-vis child labour in general and the WFCL in particular.

In conversations with a number of actors during the second week of the mission, the structure of the justice system was clarified. At the village level, the community elders serve as the first point of contact with any form of dispute or issue in the community. They know everyone in the village. They know which children are of school age, those who are in school, those who are not and those who may have left the village. A great deal of work has been done by the IPEC-TBP to build relationships and structures from the district level down to the village level. Before the start of the project, for example, there were no Child Labour Committees or sub-committees or child labour task forces. This action programme would build on the work that has already been done.

To bring the justice system more closely into the child labour partnership, three levels of courses are recommended as part of this action programme. The first group are village elders. Most of these people will be familiar with the efforts to reduce child labour. The training course would include topics, such as;

- ❑ Ethics and humanitarian principles
- ❑ Child rights and basic human rights
- ❑ Child Labour and the Worst Forms of Child Labour
- ❑ An overview of the counselling approaches used with CSEC children
- ❑ Communication skills
- ❑ Referral skills
- ❑ HIV/AIDS—not just what it is and how it is transmitted, but how it impacts on the lives of children, and how it can be among the reasons that children engage in CSEC.
- ❑ Dealing with stigmatized children – recognizing that children are vulnerable and ways to deal with them without exacerbating the stigma; and
- ❑ A review of village level by-laws related to the Education Act of 1978.

The next level or training would be conducted for primary court judges or local magistrates. These judges are responsible for dispensing justice at the ward level. The course content would be much the same as the above, but geared to the functions the magistrates perform.

The third level are the police officers, who operate at the divisional level, which means that there is one office per two wards. Police officials can be supportive in efforts to deal with child labour. However, it is sometimes the case, especially with CSEC children, that they are part of the problem. Both sides of the issue were explored during the mission. On one hand, there are police officers, who, in the specific examples cited by KIWOHEDE staff, are aware of the issues related to CSEC children and to the problems children engaged in commercial sex have. These “sensitized” officers have a basic understanding of the problems and actually refer children they encounter to KIWOHEDE. It should be noted that a Child Welfare Desk has been established at police headquarters in Dar es Salaam, which is positive step. Also, during the second week of the mission, there was high profile coverage in the press about the arrest of a woman engaged in trafficking children. So, clearly some support has already materialized. On the other hand, instances were cited in which the police are in collusion with the bar owners and others who are perpetuating the business of commercial

sex and accept payment to “look the other way” or are directly engaged in questionable practices involving children.

### *7. A Mini-Action Programme on Creating Child Friendly Schools*

Repeatedly during the workshop and in individual discussions as well as in the workshop conducted at UNICEF during Poverty Policy Week 2003 on Perspectives from the Vulnerable: Children and Youth, an issue that was noted in the rapid assessments conducted in preparation for the IPEC-TBP was raised. One of the reasons cited by children for dropping out of school was the school and classroom environment and in particular the behaviour of teachers. This issue is a complex one, having its roots in the overall deterioration of the education system. In some cases, especially in rural areas, the people, who serve as teachers have had not professional preparation. Many have not completed Form 1. Of these, there are, no doubt, some are good teachers. Others are not. Some teachers are very strict, authoritarian and physically abusive of students. Certainly, the conditions for teachers are often deplorable. They receive low salaries. Their accommodations are poor. They have little in the way of materials to work with. One participant in the mid-term review called these conditions a “hostile environment”. Their own circumstances, coupled with their lack of training, contribute to a classroom environment that is also hostile. Examples were cited in which:

- 1) children were verbally abused for not knowing the answer to a question, ‘shamed and blamed’ was a term used by one person I spoke with during the UNICEF hosted workshop;
- 2) children were not allowed to bring food to school, but had to purchase food being sold by the teacher;
- 3) children were forced to carry wood and water for the teachers residence; and
- 4) children were punished for mistakes made by the teacher. One example of the latter was the story of a teacher who was writing a lesson on the chalkboard. There was a section of the board that was broken, so the teacher drew an arrow around the broken section connecting the first part of a statement he was writing with the second. Several children were physically punished for copying the statement as they had learned to do, and including the arrow!

In discussions with the Focal Point for Child Friendly Schools from the Department of Primary Education, current efforts to develop a training course for teachers, it was learned that a draft module on child friendly schools has been developed, by the department in collaboration with UNICEF. However, there is no plan to pilot the module at this time. In addition, the existing draft does not contain child labour related messages. Sessions on dealing with children in special circumstances may also need to be added. The focal point was clearly interested in having IPEC work with the department and UNICEF to incorporate these topics in the module.

The recommended steps in the process are noted below;

1. IPEC, UNICEF and the Department of Primary Education should begin soon to modify the existing draft module to incorporate content on child labour and children in special circumstances, e.g. dealing with orphans and children, who have been withdrawn from child labour, and the sensitivities teachers should have to the behaviour of these children.
2. Draft training materials would then be developed.
3. The module would then be pilot tested in one district (10 schools) covered by the IPEC-TBP project. A district that had both urban and rural schools might provide the best opportunity to test the module.

4. Following the series of pilot tests, the module would be revised to incorporate lessons learned. It would then be available for delivery to other schools around the country.

#### *8. Revision of the VETA Action Programme*

The operational involvement of VETA in the IPEC-TBP has not formally started. Nonetheless a lot of thinking has been done and a lot has been learned about the needs of children who have been prevented from engaging in child labour and/or who have been withdrawn from child labour. The link between the primary education components (COBET and EDC) of the IPEC-TBP were discussed during the workshop and in interviews during the second week of the mission. It should be noted that the VETA schools do have or should have some capacity to provide accommodation and meals for children. This is important, because the children enrolled will often not have a place to stay in proximity to the centre. Based on these discussions, it is recommended that consideration be given to modifying some elements of the VETA Action Programme.

VETA is aware that children joining a VETA training programme are likely to require special consideration. With these special circumstances in mind, it is recommended that VETA consider three different approaches in organizing vocational training for child labourers. The first is that children withdrawn from child labour may need a special training course that is different from the normal vocational education courses offered by VETA, most of which are of three years duration. These special courses would be geared to the needs and capabilities of the children withdrawn from the WFCL and would be approximately 18 months in duration. In so far as it is possible, all of the children in these would reside at the VETA Center. This would assure effective monitoring of the progress the children are making. The second approach would cover those children who are too old to be covered either by EDC or COBET – too old (14-15 years of age) in the sense that they cannot be effectively integrated into a class with younger children. For children in this category, VETA is prepared to offer short-term (3-4 months) booster course covering basic primary education, to assure that the children can read and write, do basic math, etc., before they transition into a VETA skills training course. The third approach is the one originally contemplated in the VETA Action Programme, in which VETA would receive children who had successfully completed a COBET or EDC primary education course.

Another suggestion for operationalizing the VETA programme, is to require that VETA personnel in every VETA location engage in a participatory appraisal of occupational opportunities in the area. They should meet potential employers, identify specific skills required for a given occupation, and inform them of the VETA programme and what capacities graduates will have. This survey of occupations and the relationships developed through the appraisal process would link to a job placement service that VETA would provide and to the efforts to monitor the children after they complete a VETA course.

Finally, in recognition of the fact that most of the IPEC-TBP children who participate in the VETA program are very poor and in keeping with the spirit and the intent of the ILO-IPEC “Life Cycle” approach to child labour which considers all aspects and period of the life of the child including its early adulthood, it is recommended that additional funds be secured, not necessarily through the IPEC-TBP, for the provision of basic “tools of the trade” for each graduate of a VETA training programme. To bring a child through a vocational training course and turn them out into society with absolutely no resources, would defeat the purpose of the training. For example, children who successfully complete a course in tailoring should be provided with a sewing machine and some basic implements, such as scissors, a measuring tape, and perhaps, some patterns for making clothes. A child, who completes the carpentry or constructions skills course, should be provided with a basic set of tools including a hammer, saw, measuring tape, a small level, a tri-square and/or other tools as appropriate.

Children completing a welding course should be provided with basic welding tools, including a helmet with a shaded glass visor, etc.

#### *9. Duration of the Project*

Two weeks may not be a long time, but if the time is concentrated on learning about a project or a programme such as this IPEC-TBP, one can learn a lot. Based on observations of project activities, review of project documents, discussions with donors, partners, project staff and beneficiaries, one can conclude that the period remaining in the project needs to be extended. Even the established partners like KIWOHEDE and CHODAWU, who have worked with IPEC before the TBP, are concerned that only 17 months remain until the end of the project. In a sense, the project might be compared to the growth of a child. The project has been conceived, supported through its growth in the womb of Tanzania, and been born, loved, nursed and nurtured. It has learned to crawl. An enormous amount has been learned about the environment. It is familiar with its surroundings and recognizes and interacts with the people, who are important to it. It has just begun to stand and take a few closely assisted steps. In the next year it will begin to walk on its own. At a minimum, consideration should be given to extending the project through 2005. Optimally, in the interest of supporting the efforts of the overall TBP to achieve its objectives, consideration should be given to extending the project until 2007. At the moment the project covers less than 10% of the districts in the country in line with the phased approach but the foundation for expansion is to built, more time might be needed. The work that has been done to build local capacity and launch the direct action programmes is highly appreciated and praiseworthy. The project is beginning to demonstrate the methods and processes involved in identifying child labourers, preventing some children from engaging in child labour and withdrawing, protecting and rehabilitating those who have been engaged in the WFCL. With the time remaining in the current project, it is likely that the project will succeed with its objectives, but, while it will have assisted the government to begin to cope with the problems of child labour, it is not likely that achieving the objectives of the project will have a continuing and significant impact on the problem of child labour in Tanzania. If the project were extended until 2007, the numbers of children targeted could be significantly increased, and the mechanisms that have been established in the 11 target districts could be expanded to other districts. Government policies and mechanisms, which must be operational at all levels, will be more firmly established. The capacities required to address the complex problems of child labour will be more fully developed. With additional resources, including government resources, and continued support, the possibility exists that the worst forms of child labour in all of Tanzania can be eliminated in the timeframe that has been set for the national TBP.

#### *10. Other Recommendations*

Some of the recommendations that appear below are linked to findings related in the text of this report; others stem from the observations and formal discussions that occurred during the mission and others are expressed by the stakeholders and supported by the review team:

- a) One of the factors that influences the quality of project headquarters support for field based activities, is familiarity with the work of field personnel. Understanding the needs of field staff, the nature of the work they do and the constraints face, can be done in part through reports and conversations with field personnel when they visit the project office. However, nothing serves as a better link between field and project headquarters than office personnel accompanying field staff during their work. Two examples will illustrate this point. One is that a newly hired program assistant has been on the job in Dar es Salaam for more than three months and has not been to the field. Another stems from the preparation of the background report, when it was noted that the M&E person in project headquarters made his first field visit during the process of information gathering

for that report. It is recommended that the office staff have a meeting to identify who among them (including clerical and administrative staff) has been to the field and who not. A visitation schedule should then be drawn up based on visitations that are already planned or will be conducted by programme staff. In addition, links with the ILO Area Office and even with other UN partners, such as UNICEF should be used to make joint field visits.

- b) The sub-regional IPEC Design, Monitoring and Evaluation person responsible on a partial basis for M&E for the IPEC-TBP is leaving at the end of the month. Efforts to recruit a replacement should begin at once. Commitment has been received from the current officer that he will assist with the hand over process when a new person is identified.
- c) Based on a staff review of this mid-term report, the project should begin drafting a project exit strategy. Even if, as recommended above, the project were to be extended, work should begin now on an exit strategy. Among the elements of this strategy would be: continued work on the policy environment, including enforcement of child labour related laws, continued efforts to build local capacity and to hand over responsibilities to local actors, operationalizing the child labour monitoring system, strengthening the Child Labour Unit, and generating support of other donors.
- d) Had the SPIF concepts and process been more thoroughly developed at the time, it should have been used at the start of the project. Plans are underway to do a strategic programme framework (SPF) with the NISCC. Had the SPIF been developed, the project should have been launched with an NISCC workshop to formulate a SPF using the SPIF approach. This is one of the major outputs of the IPEC-TBP project.
- e) Organize a simple system to keep track of the specific individuals, particularly those from government, who participate in IPEC-TBP activities. Consistency of involvement by representatives of key government, NGO, UN and donor agencies is essential.
- f) Continue the outstanding networking efforts. One of the most impressive features of the implementation of the project thus far is the support network that has been developed. The network continues to grow through the addition of interested parties, who can, in a number of ways, contribute to reducing child labour. Related to the networking with other partners, it must be noted that the high level of involvement of the IPEC personnel with UNDAF related activities e.g. the Theme Groups and the HRAP Task Force, is, frankly, unprecedented. The team is to be congratulated and their commitment maintained.
- g) While it is was not the function of this mission to assess the EDC project, given the need to be clear about the linkages between the IPEC TBP project and the EDC, the mid-term review of the EDC Project, conducted in a similar participatory manner might help in clarifying and strengthening the link. One has been tentatively planned for May next year and it should go forward.
- h) One thing that might have reduced the preparation time for Action- and Mini-Action Programmes developed for the IPEC-TBP is a proposal writing workshop for potential partners at the start of the project. The approach taken by the project to assign the responsibility for the preparation of proposals to the Implementing Agencies, instead of having the project staff do the bulk of the work is commendable. This is how it should be done. This approach builds local capacity. However, the give and take between IAs and project consumed a lot of time.
- i) One of the reasons cited above for the extension of the project is the need to assure that local capacity is developed and local actors are empowered. For the CLMS to be an

effective tool and to sustain its use, it must become an integral part of the Local Government monitoring system. This system is slow in emerging.

- j) Linked to the above, child labour related indicators have been included in the PRSP (Poverty Monitoring Strategy, page 8), efforts should be made to include CL indicators in other poverty reduction strategies e.g. the Rural Development Strategy and the Agriculture Development Strategy. The PRSP indicators are listed below and these or other indicators, more specific to child labour issues could be included in other programme strategies.

**PRSP – Poverty Monitoring Strategy – child labour related indicators.**

Girl/boy ratio in primary education  
Girl/boy ratio in secondary education  
Transition rates from primary to secondary school  
Literacy rate of population aged 15+  
Net primary enrolment  
Gross primary enrolment  
Drop-out rate in primary schools  
Proportion of orphaned children  
Proportion of child-headed households  
Proportion of children in the labour force  
Proportion of children in the labour force and not going to school

- k) One issue that surfaced during the workshop and related meetings was the need to district level data with which the Labour Force Survey of 2001 and the Project Baseline Survey can be compared. The timing of this compilation of this data is important. If the project stays with its current time frame, data will have to be available by the end of 2004 if any analysis is to be done before the end of the project. Child labour indicators which collect data linked to the baseline survey can included in other survey instruments that might be used.
- l) It was reported during the follow-up meetings that the NISCC had only met once (in May) this year. As the number of Action Programmes is increasing and with the need that will arise to extend project related activities to other districts to build toward the overall TBP goals, more frequent meetings of NISCC are necessary. A minimum of one meeting each quarter is essential.
- m) A number of suggestions were made during the workshop for improving information sharing and coordination among project actors. Sharing of progress reports and closer coordination among the actors will enhance implementation efforts.
- n) During the workshop, the need for building capacity at the district and ward levels was discussed. A list of the knowledge and skills that should be included in capacity building efforts was generated and is reproduced below<sup>10</sup>.
- Begin by identifying what the knowledge and skills gaps are. Consider providing capacity building (knowledge, skills and attitudes) related to the effective implementation of the TBP activities in the following areas.
  - Information Sharing and awareness raising on the issues related to WFCL and the situation in the district.

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<sup>10</sup> It should be note that many of these relates to Government procedures and practices and therefore beyond the direct purview of the project.

- Project Management Skills
    - Time Management
    - Resource Management
    - Information Management
    - Monitoring
    - Decision Making and Delegation
  - Advocacy and lobbying skills
  - Awareness raising and sensitization on the issues related to counselling children who have been withdrawn from the WFCL.
  - Advocacy and capacities for mainstreaming CL issues in District Development Plans
  - Awareness raising and sensitization on laws related to child rights and child protection.
  - Assistance in establishing criteria to be met and procedures to be followed for any and all organizations involved in child labour activities in the district.
  - In addition to some of the above, COBET personnel (teachers) involved in teaching children, who have been withdrawn from the WFCL, need to understand the issues and concerns related to the counselling these children prior to their enrolment in COBET classes. There may be a need to assure that a one to one meeting takes place between the counsellor, who has worked with a child, and the teacher, who will receive that child in the classroom.
- o) Develop a brochure on TBP and Child Labour. As part of awareness raising and information sharing efforts, a brochure outlining the objectives of the TBP and the activities of the key partners should be produced. A brochure may also support resource mobilization efforts.
- p) Assist with the organization of a review of the national TBP. At some point early in 2005, a mid-term review of the national TBP should be conducted. This review should take a comprehensive look at the overall TBP, the support efforts of IPEC, EDC and other actors with an eye to refining project targets and revising the national strategy.
- q) During the mission, it was noted that the Cohort 1 set of COBET materials have been developed. Subsequently, it was also clarified that Cohort 2 materials have also been developed. These materials should be reviewed jointly by COBET, the Implementing agencies engaged in identifying and withdrawing child labourers to assure that adequate and appropriate child labour related messages are incorporated in COBET classes.
- r) There was not much discussion of the national Education for All initiative, but contact should be made with this programme and links established with child labour prevention and reduction efforts.
- s) Streamline the approval process for APs and mini-APs. With the limited time available in a project, the approval of action programme and mini-action programme proposals and in particular the disbursement of funds must be streamlined. Delays in IPEC – HQ are compounded by local delays. Ways must be found to streamline both ends of this approval and disbursement process. It was noted that efforts are underway in Geneva. These need to be augmented by improving local processes.
- t) TAMWA / DIS collaboration. During discussions with IPEC staff, a point was made about the collaboration between the Department of Information Services and the Tanzania Media Womens' Association, who are partners in one of the IPEC-TBP Action

Programmes. On the basis of these discussions, it is recommended that efforts be made to increase the level of collaboration between these two partners and among all partners vis-à-vis the awareness raising efforts of the project. In addition to greater mutual understanding and collaboration, media professionals need to be oriented to a more investigative approach to developing stories and news articles about child labour issues.

- u) Street Children – where implementing partners encounter street children, who can be assisted by the rehabilitation efforts, consideration should be given to bringing these children into the rehabilitation process. One problem in dealing with street children is that they often have no domicile and therefore they require some place to stay. This has cost implications for this or any other CL project, because accommodation has to be provided. In Tanzania the issues related to street children are most evident in Arusha and Dar es Salaam. Consideration should be given to developing a pilot project of street children in each of these two urban centres. This could be accomplished through an Action Programme or through the development of a specific project dealing with street children.
- v) The Background Report, prepared by H. DECA, Ltd., was very useful as a starting point for the mid-term review and an essential component of the review process. The preparation of a background paper should be a component of every TBP mid-term review. It is important for IPEC-HQ and IPEC-TBP to develop a clear terms of reference for the development of the Background Paper. In this case, greater emphasis or more clarity could be placed on assessing the work on the enabling environment, although such information was already detailed in project progress reports and other documents, which referred to the upstream component. In addition, either in advance of the start of the background review or during the background review itself, participatory consultations with beneficiaries should be arranged.

## **TBP Lessons Learned**

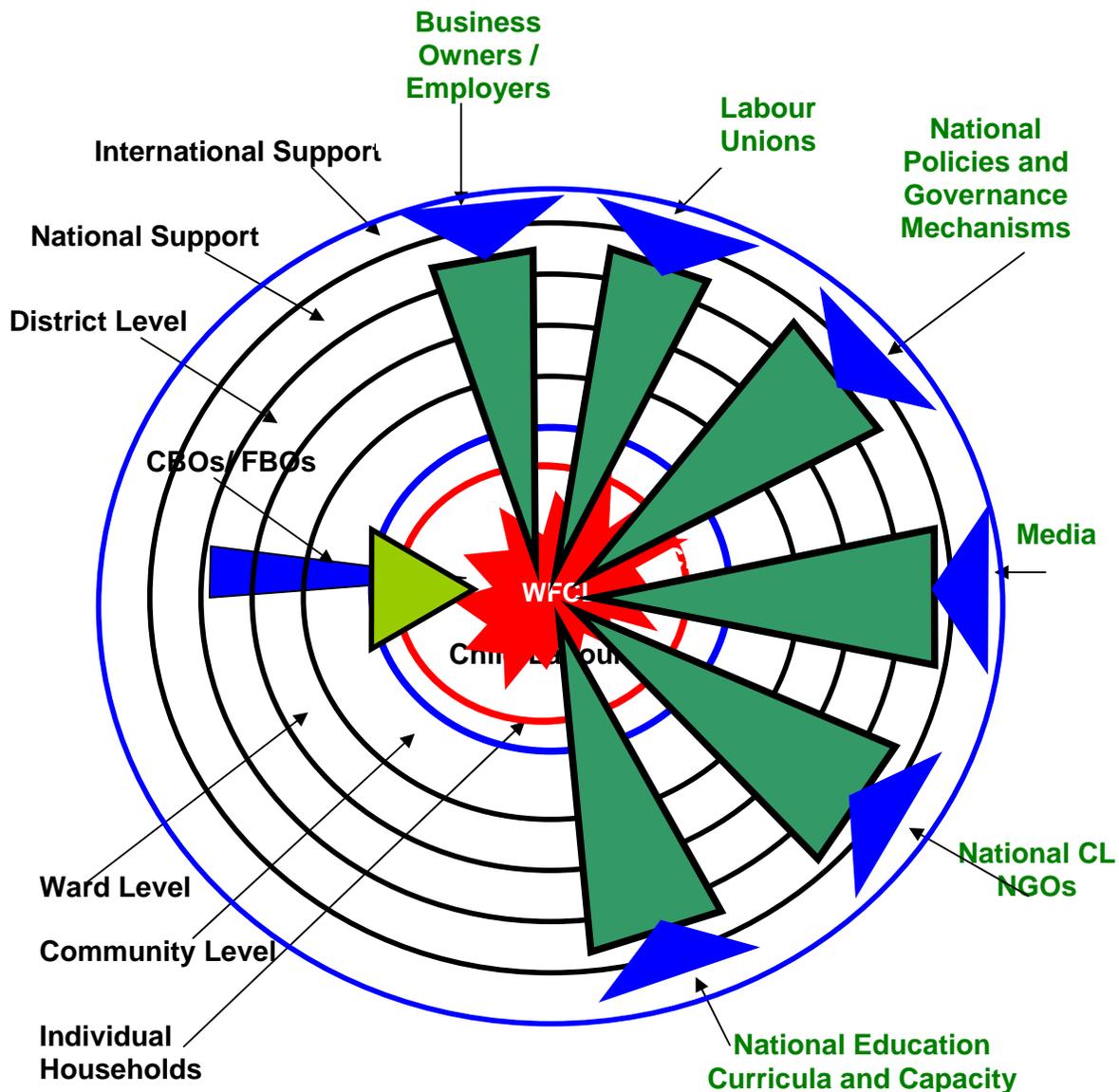
The points listed below reflect what has been learned during the implementation of the IPEC-TBP in Tanzania and shared during the preparation of the background report and during the MTR mission. They are presented here as lessons to be considered in the implementation of future Time Bound Programmes, including support projects by different partners.

The review and assessment of the IPEC-TBP does, at this half way point, validate it as a solid conceptual approach to supporting the overall national TBP efforts to reduce or eliminate child labour. The preparation of a background report by a national consultant is a very valuable contribution to the MTR process. This is true for a number of reasons, not the least of which is that there is time during the preparation of the background report to visit the field. As desirable as it was to make field visits during the MTR, the time constraints and the demands of writing were such that the desire was never realized.

The conduct of a consultative workshop with implementing and social partners is another important process element.

It takes a major amount of time, energy and effort to establish child labour structures and mechanisms, including reporting procedures, down to the community level. The bottom line is that the key to effective implementation of efforts to prevent children from entering into child labour and to withdraw children from the worst forms of child labour is community level involvement and commitment. This project has managed to support existing local structures and encourage the development of new ones, in particular, the local level Child Labour Committees. These structures reach into communities and into households and help vulnerable children avoid or help them retreat from child labour.

In a country, where structures for action on child labour exist, a new TBP should consist of two phases. Phase one would last approximately two years. It would emphasize the building of an enabling environment, which in this context means three main things. The first is learning about the existing legal framework and child labour policies and working through a consultative process to assist with needed revisions and the promotion of new laws or policies. The second is creating the national to grassroots structural environment. The third is awareness raising. If national commitment has been developed and the structures are in place, then a five-year action period should follow. If, after two years it is clear that there is an absence of commitment and a resistance to the establishment of the necessary structures to get the capacity down to the community level, the five year second phase should not go forward.



The diagram above illustrates the operational influences on the reduction of child labour. The blue outer circle represents the international community. International support for the reduction of child labour may come through the UN, the World Bank, International NGOs and Bi-lateral aid. This support is represented by the blue triangles. The support provided may be in the form of loans, grants, capacity building initiatives, advice and consultation, media efforts and so on. There may be and sometimes is coordination among some of the international actors. The green triangles represent national level organizations and actors, who may, through their structures, directly impact on the problems of child labour. International support is provided to the national level or there may be enough commitment among some of these national actors to act without international support. Again, there may be and sometimes are coordinated efforts among the national actors. The administrative structure of the government moves support from the national down to the district and ward level (in the case of Tanzania) and through them to the communities. The lime green triangle represents Community Based Organizations (CBOs) and Faith Based Organizations (FBOs).

These organizations may receive international or national support, or they may be independent organizations which have arisen in response to an identified need and which operate solely with local support. Most importantly, the diagram illustrates the fact the place where all of these efforts come together is at the community and household levels, where child labour problems begin and where they must be solved. The community structures established as part of the IPEC-TBP, e.g. the Child Labour Committees or Sub-committees or Task Forces, are where capacity building and empowerment efforts, information sharing, and effective coordination will have the most sustainable impact. To quote one of the lessons learned from the Background Report. "Deliberate efforts to empower communities as guardians of laws on child welfare are the most sustainable way to eliminate child labour, rather than depending on Labour Inspectors, Welfare Officers or Community Development Officers."

The experience with the National Inter-Sectoral Coordination Committee established in Tanzania suggests the strong need for a national level Steering Committee. Returning to the diagram above, all of the national actors represented by the green triangles are represented on the NISCC. The potential for coordination is there. The potential has been demonstrated, but only to a limited degree. Coordination and collaboration at this level can enhance the impact at the other administrative levels down to the community.

A Strategic Programme Framework workshop, using the SPIF approach, should be done at the national level early in the preparation.

Close working relationships with other UN organizations, which are possible through the UNDAF mechanism, is essential. If ILO and specifically IPEC are not actively engaged, concerted efforts must be made to assure active involvement.

In the example of Tanzania, the IPEC-TBP is one of a handful of project to support national TBP efforts to address the issues of child welfare. Among these are the EDC and DANIDA projects. The operational linkages between IPEC-TBP and EDC have, as of the MTR not jelled. Taking Tanzania as an example, if an education initiative is a part of other TBP programmes, two things must be assured. First is that, no matter what the implementing organization of the education initiative is, it must be established in the country prior to the launch of the TBP. EDC was not, and still is not officially recognized by the government. The second is that, no matter how challenging or time consuming it is, the education component must operate in accordance with established government procedures. One concern that was expressed a number of one-on-one conversations, is the EDC has attempted to make short-cuts through the government hierarchy and this is neither acceptable nor appreciated. Experience suggests that it may indeed be counter-productive.

A Baseline Study of the target districts is essential and, as is the case in the IPEC-TBP, it must be used as a driver for implementation efforts.

A complementary, two pronged focus on developing the enabling environment and preparing direct action programs should be pursued.

Consistent representation in project planning, coordination and consultative processes is crucial. If different people are sent by government or implementing agencies each time there is a project consultation or coordination meeting, a constraint to effective implementation is created.

The specialized knowledge, skills and sensitivities required of those organizations, which are engaged in withdrawal of children from the various forms of child labour, must be acknowledged and respected. To withdraw a child from child prostitution requires a different set of skills than are required to withdraw children from agriculture or mining. It may be

possible that one organization has the capacity to withdraw children for several forms of child labour, but it is better to go with three or four specialized organization with each on working with a different form of the WFCL.

It is acknowledged that ILO-IPEC headquarters is making progress on its efforts to streamline the approval of Action and Mini-Action Programmes. It is essential that the delays experienced in this process be reduced to a minimum, while at the same time maintaining the required level of administrative quality. Likewise, efforts must be made to assist the relevant departments and offices of the government, which must release funds that have been approved, to do so efficiently and with a minimum of delay.

## Annex A A Summary of Mid-Term Review Activities

2-8/10/03	Review of Documents
7/10/03	Preparatory briefings in ILO-IPEC-Geneva
8-9/10/03	Travel – Geneva – Dar es Salaam
10/10/03	Initial meeting with the IPEC CTA and Senior Program Officer
11/10/03	Initial meeting with the national consultant, who prepared the background report
11-12/10/03	Preparation of Background Report Summary
13/10/03	Revision of the workshop schedule Meetings with IPEC – HQ and IPEC-TBP staff
14/10/03	Meeting with USDOL
15-16/10/03	Mid-term-Review Consultative Workshop
17/10/03	Follow-up Meetings with USDOL and EDC
18-20/03	Preparation of Draft MTR Workshop Report
20/10/03	Meeting with KIWOHEDE children and staff
21/10/03	Meeting with IPEC – TBP Senior Programme Officer Meeting with IPEC – TBP CTA Meeting with IPEC-TBP / ILO AO Statistician
22/10/03	Attend “Youth and Poverty” Conference Interviews with UNICEF personnel
23/10/03	Draft evaluation report meeting with the national consultant Meeting with CTA
24/10/03	Meeting with IPEC Sub-regional DM&E Officer Meeting with IPEC-TBP Advocacy Officer Meeting with CL Focal Point of CHODAWU Meeting with Department of Primary Education CL Focal Point Return visit to KIWOHEDE Attend UN Day Reception
25/10/03	Meeting with national consultant Meeting with IPEC-TBP Senior Programme Officer Meeting with VETA representative Meeting with IPEC-TBP CTA
26/10/03	Return flight Dar es Salaam – Geneva
27-29/10/03	Prepare final draft report
29/10/03	Report submitted

## **Annex B - Materials Reviewed prior to and during the MTR Mission**

- UNDP Human Development Report 2000
- Tanzania UN Development Assistance Framework
- SPIF materials
- Poverty Reduction Strategy Paper (Tanzania)
- Eight Action Programme (listed in the text) Documents
- IPEC – TBP Progress Reports
- Tanzania Poverty Monitoring Strategy
- IPEC – TBP Mid-Term Review Background Report
- HIV/AIDS and child labour in The United Republic of Tanzania: A Rapid Assessment
- Tanzania – Child Labour in Mining: A Rapid Assessment
- Tanzania – Children Working in Commercial Agriculture – Coffee: A Rapid Assessment
- Situation Analysis of Children in Tanzania – 2001 (UNICEF)
- Action against child labour: Strategies in education – Country experiences in the mobilization of teachers, educators and their organizations in combating child labour. N Haspels, F de los Angeles-Bautista, P Boonpala, and C.Bose. Geneva, May 1999
- WFP Country Programme Tanzania (2002-2006) (WFP/EB.2/2001/5/4)

## **Annex C – Summary of Workshop Proceedings**

Provided in separate file

**Annex D – Terms of Reference for Mid Term Review and Evaluation**

Provided in separate file