

THE MINISTRY OF LABOUR AND SOCIAL SECURITY & THE PROGRESSIVE
ELIMINATION OF THE WORST FORMS OF CHILD LABOUR:
COMMUNICATION STRATEGIES

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(MCD) offered by the Department of Mass Communication
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Declaration

I declare that this Practical Attachment Report (PAR) has not been submitted for a degree in this or any other university.

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Signature: 

Date: March 28, 2002

Dedication

To my late husband, **Charles Tarehwa Madondo** and our children, **Manyaya, Chamunorwa, Taguma, Tambudzai and Nakai.**

Abstract

This Practical Attachment Report (PAR) provides a detailed account of the attachee's observations, experiences and contributions made at the Ministry of Labour and Social Security (MLSS)'s Child Labour Unit (CLU) of the Ministry's Department of Labour. The attachment, which was carried out between 1st November 2000 and 31st March 2001, was aimed at making a comprehensive analysis of the communication strategies used by the Ministry's Child Labour Unit in as far as elimination of the worst forms of child labour are concerned. The report reflects upon the commitment of the Government of Zambia, the MLSS in particular, in the elimination of child labour, which is a growing global concern. The functions and activities of the MLSS are examined in order to identify the Unit's commitment to the National Plan of Action on Child Labour. Findings of the attachment indicate that the Unit's main functions are capacity building, training, advocacy and networking. These identified functions are assessed in terms of the contributions they make to the child labour elimination efforts. The most cardinal analyses are made on the use of communication as a tool in sensitising the public regarding effects of child labour. The Practical Attachment Report (PAR) documents findings regarding the extent and trends of child labour, the underlying causes of the problem and what can be done through communication to alleviate the problem. The emphasis of the report is based on the vital role that communication plays in helping to alleviate the problem. The attachee made her observations and contributions for the MLSS's Child Labour Unit to realise effective communication strategies towards elimination of the worst forms of child labour. The methodology used is outlined in the appropriate section of the PAR. The principle recommendation made in this report is that, the Government of the Republic of Zambia (GRZ), through the MLSS's Department of Labour and its CLU, should establish a wholly integrated communication system that embraces communication in all its activities and thereby increasing the capacity of Department and, the Unit in particular, in the progressive elimination the worst forms of child labour.

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Words cannot express my appreciation to my husband, Charles Tarehwa Madondo (late), who was inspirational and provided all-weather support, morally and physically when the road got so rough. Many thanks to my children; Manyaya, Chamunorwa, Taguma, Tambudzai and Nakai, whom I inconvenienced so much through my perpetual absence from home- weekend or workdays alike, to finalise those assignments, lectures and Seminar Presentations. Thanks to my dear mother, Josephine Michelo-Chooye, for baby-sitting my fifth born daughter Nakai, who was barely ten (10) days old when I started this program.

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That said, responsibility for errors and omissions, if any, are entirely mine and not necessarily anybody or any organisation.

C.C.M

The University of Zambia,

Lusaka.

List of Acronyms

AO	Administrative Officer
AIDS	Acquired Immune Deficiency Syndrome
ALC	Assistant Labour Commissioner
ASCP	Anglican Street Children Project
ASDAL	Analysis ,strategy, Decision, Action, Learning
CBD	Central Business District
CBO	Community Based Organisation
CCZ	Christian Council of Zambia
CHIN	Children in Need Network
CID	Children in Distress
CYC	Community Youth Concern
CLM	Child Labour Manager
CLU	Child Labour Unit
CM	Commercial Marketing
CO	Cabinet Office
CSO	Central Statistical Office
CRC	Convention on the Right of the Child
CW	Caring Women
DAPP	Development Aid from People to People
DEOAS	Department of Educational Occupational Assessment Services
DM	Daily Mail
DM	Deputy Minister
DLC	Deputy Labour Commissioner
DPS	Deputy Permanent Secretary
DRC	Democratic Republic of Congo
FAO	Food and Agricultural Organisation
FOH	Fountain of Hope
GDP	Gross Domestic Production
GMACL	Global March Against Child Labour
GNR	Great North Road
GRZ	Government of the Republic of Zambia
HIV	Human Immuno Virus
HOD	Head of Department
IDC	Institutional Development Co-ordinator

IGA	Income Generating Activity
ILO	International Labour Organisation
IMF	International Monetary Fund
IPC	Institutional Programme Co-ordinator
IPDC	International Programme on Development and Communication
IPEC	International Programme on Elimination of Child Labour
JAP	Jobs for Africa Programme
IYB	Improve your Business
KCTT	Kara Counselling and Training Trust
KNIT	Kinder Nothilfe
LCMS	Living Conditions Monitoring Survey
MCD	Master of Communication for Development
MCDSS	Ministry of Community Development and Social Services
MDD	Management Development Division
MLSS	Ministry of Labour and Social Security
MOE	Ministry of Education
MOH	Ministry of Health
MOU	Memorandum of Understanding
MOLA	Ministry of Legal Affairs
MSD	Management Services Division
MP	Member of Parliament
MYSCD	Ministry of Youth Sport and Child Development
NLMP	National Labour Market Policy
NPA	National Plan of Action
NSCCL	National Steering Committee on Child Labour
NCS	National Steering Committee
OAU	Organisation of African Unity
PAR	Practical Attachment Report
PDL	Poverty Datum Line
PC	Programme Co-ordinator
PS	Permanent Secretary
PSPM	Public Service Management Project
PSRP	Public Service Reform Programme
RDC	Recruitment Department Charges
SM	Social Marketing
SADC	Southern Africa Development Community

SAP	Structural Adjustment Programme
SOWCR	State of the World Children Report
SYB	Start your Business
TOZ	Times of Zambia
UK	United Kingdom
UN	United Nations
UNESCO	United Nations Education and Scientific Organisation
UNICEF	United Nations Children Education Fund
UNIP	United National Independence Party
UNZA	University of Zambia
VSU	Victim Support Unit
YWCA	Young Women Christian Association of Zambia
WB	World Bank
WILDAF	Women in Law and Development in Africa
ZACEF	Zambia Education Children Foundation
ZCTU	Zambia Congress of Trade Union
ZFE	Zambia Federation of Employers
ZPA	Zambia Privatisation Agency

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CHAPTER 1

Background

1.0 Introduction

Chapter 1 of this PAR provides background information to the Attachment. It takes into consideration issues such as the attachment organisation, the problem under investigation, the attachment organisation's structure, its activities, goal/objectives and functions. It will provide a description of the Ministry of Labour and Social Security (MLSS)'s Department of Labour's Child Labour Unit (CLU) and broad/general information about Zambia in the political, physical, economical and climatic perspectives. The chapter will also give background information about the problem of child labour on a broader perspective.

1.1 Profile of Zambia

1.1.1 Location

Zambia has an estimated area of 752, 614 square kilometers accounting for 2.5 per cent of the total area of the African continent. The country is landlocked, lying South of the Sahara (Figure 1) and has eight neighbouring countries with Malawi and Mozambique on the east, Angola to the west, the Democratic Republic of Congo (DRC-formerly Zaire) and Tanzania to the north and Namibia, Botswana and Zimbabwe to the south. On the world map, Zambia lies between Latitudes 8 degrees and 18 degrees South and Longitudes 22 degrees and 33 degrees East (Zambia Basic Education Atlas, 1994: 21).

1.1.2 Political

Zambia is a former British colony which obtained its independence on October 24 1964. It is divided into nine (9) provinces and each of these is sub-divided into districts. Lusaka, being the capital city, is centrally located and is linked to all provincial headquarters by tarred roads (Figure 2).

The country is a Republic that transformed from a one-party state to a multi-party democracy at the dawn of 1991. The President is elected for a maximum period of two five-year terms of office. It has a legislative body of 150 members.

Most of the inhabitants of Zambia belong to the Bantu-speaking group. Majority of them migrated from either the Luba-Lunda Kingdoms in the Congo region or the Zulu-Sotho Kingdoms of South Africa. In all, there are seven major languages. These include Tonga, Bemba, Kaonde, Lozi, Lunda, Luvale and Nyanja. These are further broken into 73 dialects and ethnic groups. Despite the high number of ethnic groups, over 95 % of the population belong to the Christian faith (ZARD, 1999:10).

1.1.3 Physical Features

Zambia has a rich endowment of natural resources. It has five major rivers. The 'Mighty' Zambezi, from which the name Zambia is derived, the Kafue, the Laungwa, the Luapula and Bangweulu. The rivers are supplemented by the five big lakes, which include the Tanganyika, Bangweulu, Mweru, Kariba and Itezhi-tezhi. These sources of fresh water provide Zambia with the potential to generate huge quantities of electricity and to produce fish. Lake Kariba has made possible the construction of the Kariba Dam, one of the biggest man-made lakes in the world. The Zambezi River is the source of the world-famous Victoria Falls. These rivers and lakes are attractive tourist sights.

In addition, Zambia has the best wildlife reserves and game parks. These include the Kafue, North and South Luangwa, Lochnivar, Lower Zambezi and Nsumbu National parks. Among the types of game that can be found in large numbers in these national parks are elephants, lions, buffaloes, leopards, giraffes, rhinos to mention but a few (ZARD, 1999:11).

The country has three distinct relief divisions. These are the high veld (1200 meters above sea level). This includes mountain areas, highlands, plateau and escarpments. The middle veld falls between 900 and 1200 meters above sea level. The lower Zambezi and Luangwa River valleys form the low veld (below 900 meters above sea level).

1.14 Climate and Vegetation

Being a country found South of the Equator, Zambia has three types of seasons. These are the cold (May to July), the wet (November to April) and the hot dry season (August to October). The country has three types of rainfall namely, relief, conventional and convergence. Rainfall figures range from 700 millimeters in the valley areas to over 1500 millimeters in highland areas. Temperatures range from 16 degrees centigrade in highlands to over 30 degrees centigrade in low lying areas; (Basic Education Atlas, 1994).

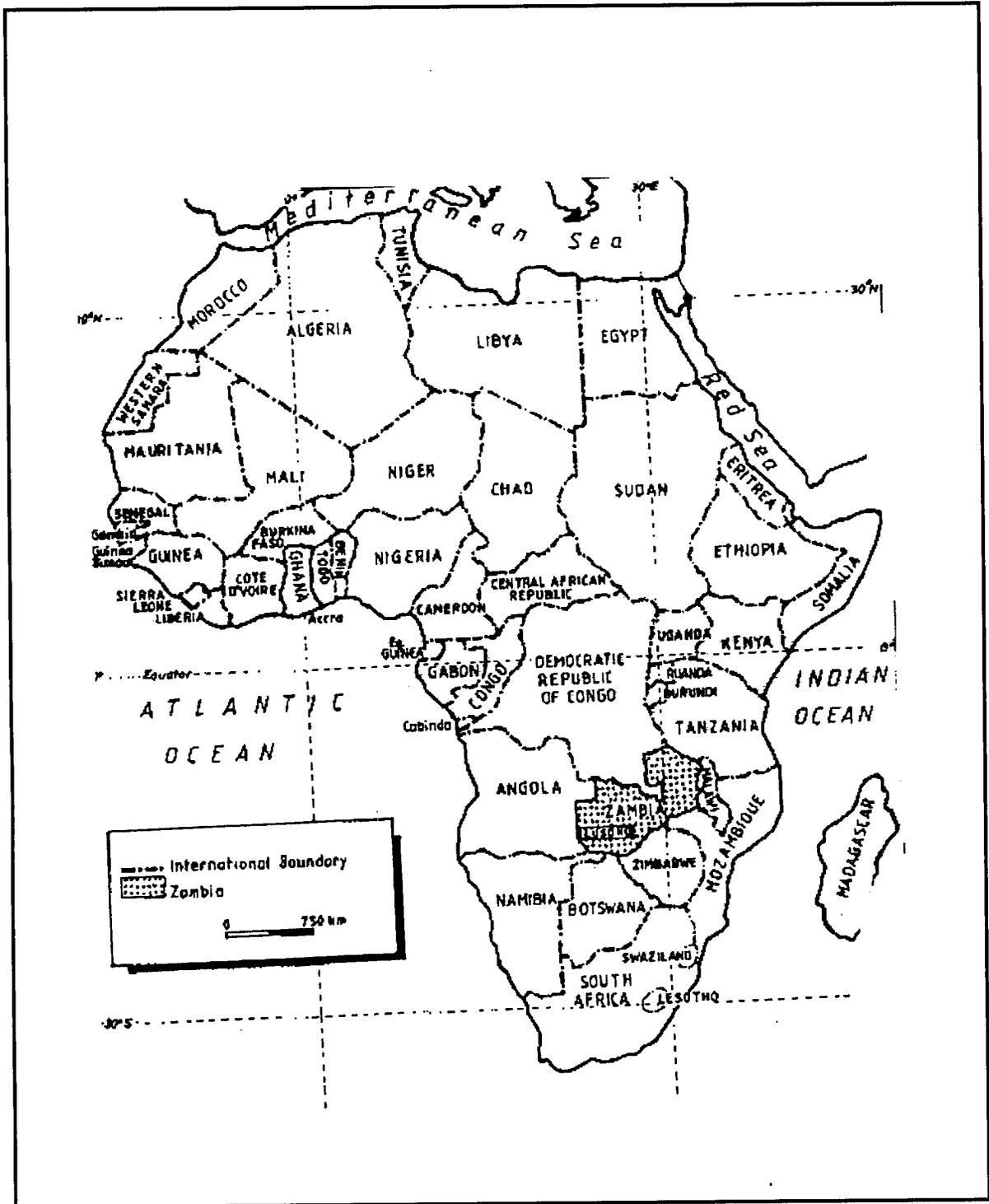
The most predominant type of vegetation is the Savannah Woodlands and grasslands, which cover the largest area of Zambia. The majority of trees are deciduous which include species like the Mukwa, Mupani, Mukusi and Kanyimbi, which yield high valuable commercial hardwood timber. Grassland is predominant in flood plains, uplands and low rainfall areas (Basic Education Atlas, 1994).

1.1.5 Economy

The country's economy is a mixture of state-run and private enterprises. It is largely dependent on the copper mining industry. Copper, cobalt, zinc, coal and lead mining accounts for 90 per cent of the country's foreign exchange revenue and employ a large labour force. About a third of the Gross Domestic Product (GDP) and over 70 per cent of the annual foreign exchange earning in the mid '70s and early '80s originated from the copper sector.

Commercial farming has also been developed due to the government's emphasis on reducing Zambia's dependence on mining. Most livestock is owned by small-scale farmers, while dairy farming is found along the line of rail and near urban centres. Major cash crops are tobacco, cotton and maize, which is grown as the staple food crop of the nation. Sorghum, millet, cassava and beans are grown by subsistence farmers.

Figure 1: Map of Africa showing the position of Zambia (shaded) in the southern part of the Continent.



However, this scenario changed as a result of the falling copper prices in the mid '70s (ZARD, 1998: 16). This economic decline has been attributed to the previous (UNIP) government's failure to diversify the economy. Its pursuit of inappropriate policies, mismanagement, heavy debt and the cost of the liberation struggle in some neighbouring countries such as South Africa, Angola, Namibia, Zimbabwe and Mozambique.

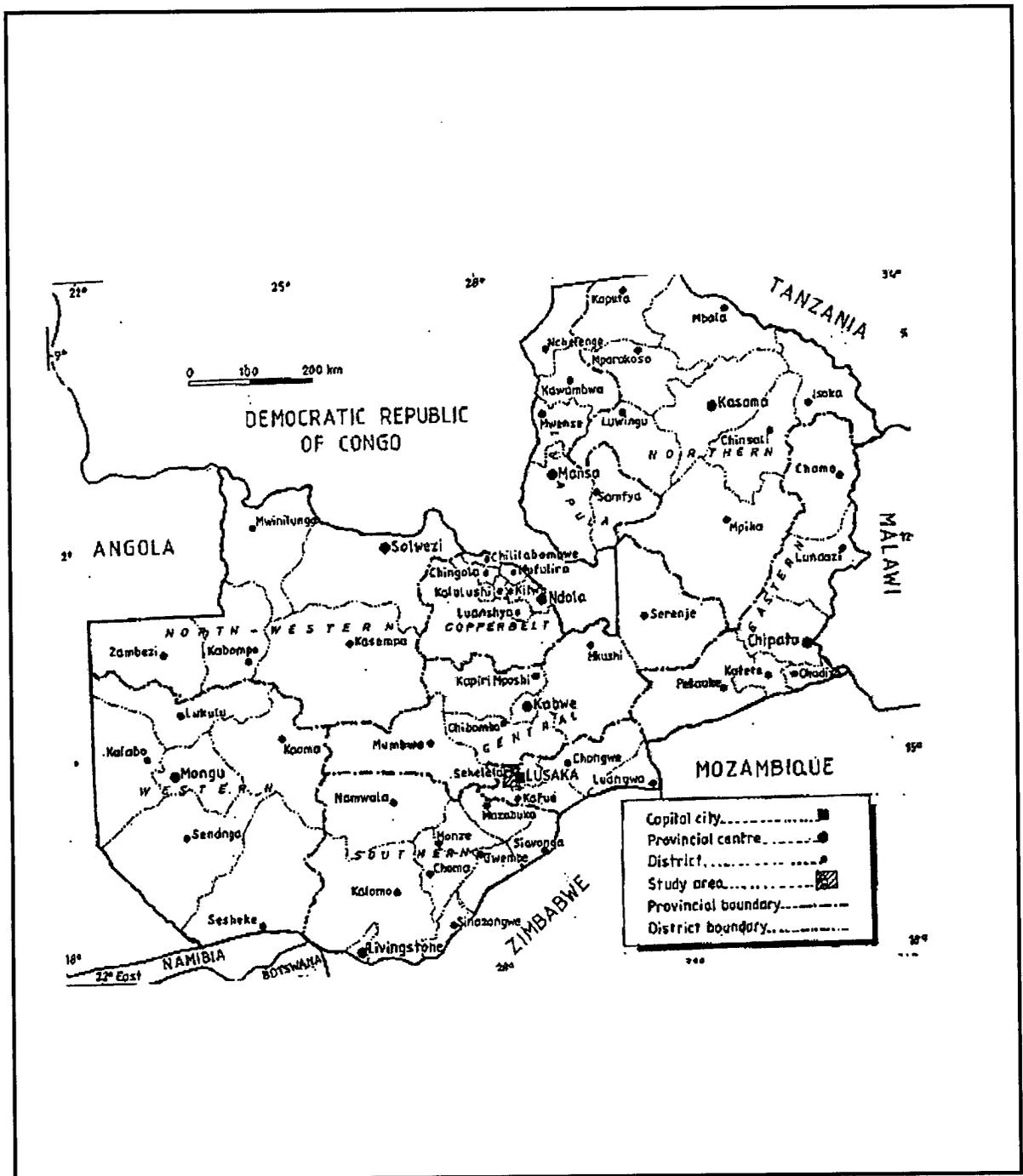
In order to revive the economy, the country introduced the first Structural Adjustment Programme (SAP) in 1985 which was supported by the World Bank (WB) and the International Monetary Fund (IMF). This programme was abandoned by the then government due to political reasons, which resulted, into severed relationship with the two world financial institutions.

Upon the Movement for Multiparty Democracy (MMD) government coming into power in 1991, the Zambian economy took a new dimension. This change entailed the introduction of decontrol of prices and exchange rates, removal of subsidies and privatisation of state enterprises. The result of the SAP was the loss of many jobs because of the redundancies and retrenchments of the work-force. The introduction of multi-party politics brought with it new measures enshrined mainly in the Structural Adjustment Programme (SAP). Among the austerity measures which the new government effected were:

- i) cost-sharing for social facilities such as medical and education services;
- ii) privatisation of state-owned companies;
- iii) restriction of the money supply through a cash budget;
- iv) liberalisation of foreign exchange market;
- v) stringent revenue collection; and
- vi) introduction of value added tax.

By and large, the monetary policy has worked remarkably well with inflation being reduced from about 300 % to below 20 %. More than 75 % of state-owned enterprises have been privatized so far (CLS, 1999:12).

Figure 2: Map of Zambia



At the moment, the economy is experiencing a major decline, which has been accompanied by stagnation and collapse in the people's livelihood and in available social support (GRZ/UN Systems in Zambia, 1995). As such, by the end of 1990s, the economy was characterised by reduced government expenditure on social services, public infrastructure and high levels of poverty. This is one of the factors that has contributed to the growing number of street children, hence the increase in child labour practices.

1.1.6 Population

The country's population growth rate of 3.2 per cent is among the highest in Africa. The total population has grown from 3.5 million in 1963 to 7.8 million in 1990 and was projected to be nearly 11 million by the year 2000. In 1998, the population of Zambia was estimated to be 10.2 million. About 62 % of the population reside in rural areas while 38 % are in urban areas. Most of the population is concentrated along the line of railway; from Southern province, through Lusaka, and Central Province up to the Copperbelt province. The country has a relatively young population with about 45 % aged between 0 and 14 years inclusively (LCMS/CLS, 1998: 10).

The population is characterised by high fertility with Total Fertility Rate (TFR) recorded at 6.1 per cent in 1996 (CLS, 1999:10). Despite the decline in fertility in the last decade, indications are that it will remain high for some time. On the other hand, mortality rate is increasing in Zambia. Child mortality increased from 107 deaths per 1000 children in 1992 to 109 deaths in 1996 (ZARD, 1996). The increase in mortality rates has been attributed to the worsening socio-economic conditions and the HIV/AIDS pandemic. The population shows a high level of spatial mobility with majority of the migrants moving from the rural to urban areas (ZARD, 1996).

1.0 Institutional Profile of the Ministry of Labour and Social Security (MLSS)

The MLSS is located in Lusaka, the Capital City of Zambia. This is the ministerial headquarters, which is housed in the Freedom House Building, situated near the National Museum, in the Kamwala area of Lusaka. The ministry is headed by a Minister, a Deputy



Minister (DM), a Permanent Secretary (PS), a Deputy Permanent Secretary (DPS), a Labour Commissioner (LC), an Assistant Commissioner (AC) and three Assistant Labour Commissioners (ALC), Figure 3.

The broader goal of the ministry is to develop policy and legal framework for the development of an efficient labour market and to co-ordinate and monitor its operations in order to enhance productivity in the country.

1.2.1 Objectives of the MLSS

From the mission and the goal, the following were identified as key result areas that the ministry needs to undertake in order to achieve the mission and goal:

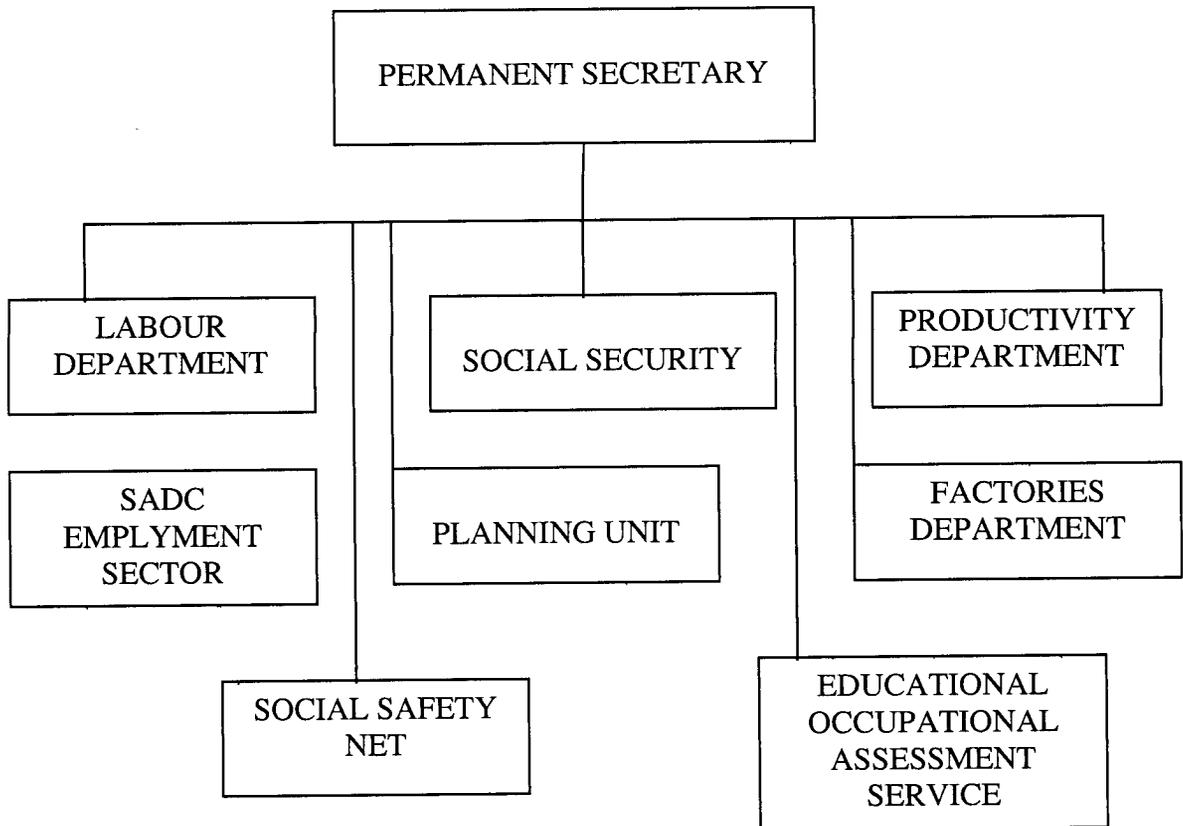
- a) To formulate appropriate policies and development guidances that would foster the development of efficient labour market;
- b) To co-ordinate and monitor the implementation of policies to ensure effective operations of policies to effective operations of the labour market;
- c) To initiate and update labour related legislation in order to conform to local requirements and international standards;

Source: Draft Restructuring Report (MLSS) 1999

- d) To effectively manage and develop human resources for efficient and effective performance;
- e) To effectively provide administrative and logistical support services for the efficient and effective performance of the ministry;
- f) To provide and disseminate up-to-date information on the operations of the ministry and the labour market to the local and international communities in order to enhance policy awareness;
- g) To provide regional and international co-operation on labour related matters;
- h) To establish and maintain a comprehensive National Security Scheme to meet the Social and Economic protection and needs of the work force;

- i) To formulate and enforce Health and Safety Standards at places of work to ensure a safe and healthy working environment;
- j) To promote labour productivity in the country so as to enhance living standards of the people; and

Figure 3: Organisational Structure of the Ministry of Labour and Social Security



- k) To promote Labour Management Relations and ensure compliance with statutory provisions in order to ensure industrial peace.

1.2.2 Core Functions of the MLSS

The above objectives were grouped according to similarity of functions in order to enhance co-ordination and rationalism of the use of human and financial resources as well as to promote professionalism with the ministry, departments and sections. As a

result of the grouping, the following were identified as the main functional areas of the ministry:

- a) Management: which includes provision of support staff and logistic services as well as to develop and manage human resources. In addition, the ministry is responsible for the promotion of regional and international co-operation on labour matters;
- b) Policy and Planning: which involves updating policies, developing guidelines as well as monitoring the implementation of the labour policies. In addition, the ministry establishes and maintains a management information system for improved information flow and decision making and;
 - a. Labour management and productivity: which involves initiating, interpretation and monitoring the implementation of labour policies as they relate to social security. Safety, industrial relations and productivity.

1.2.3 History of the Child Labour Unit (CLU)

The CLU was formed on May 9th 2000. It is housed within the MLSS's Department of Labour. The unit is headed by the Assistant Labour Commissioner (ALC) - Mr. John Kabwe, (Head of Department of Labour), who was the supervisor for the attachee. With regard to the management of the unit, the ALC is assisted by the Assistant Director of the Planning Department, Mr. Chola Chabala and the Senior Planning Officer, Mr. Allan Mumba.

1.2.4 Roles and Functions of the Unit

The following were identified as the main functions of the unit:

1. To contribute to the progressive elimination of the child labour in Zambia by focusing on prevention, withdrawal, counselling, rehabilitation and provision of alternatives to working children;
2. To over-see the sub-programmes being undertaken by all stockholders, i.e. NGOs, and other government departments;

3. To serve as a focal point for all reports on issues pertaining to child labour.

1.2.5 Activities

The following are the major activities of the CLU: -

- a) Advising organisations which are on the ground implementing the ILO/IPEC programme on the progressive elimination of child labour;
 - b) Drawing up government policy on child labour;
 - c) Preparing the National Plan of Action (NPA) on child labour; and
1. Setting up the child labour resource centre within the MLSS.

1.2.6 Affiliates of the MLSS

Organisations that carry out similar activities related to child labour and affiliated to the ministry are the two sister ministries of Community Development and Social Welfare and that of Youth, Sport and Child Development while other organisations affiliated to the MLSS are the Zambia Education Children's Foundation (ZACEF), the International Labour Organisation (ILO), the Community Youth Concern (CYC), the Children in Need Network (CHIN), the Young Women Christian Association (YWCA), Ministry of Education (MoE), Jesus Cares Ministry (JCM), Ministry of Health (MoH), Anglican Street Children Project (ASCP). The MLSS serves as the focal point to the association/affiliate members and is meant to provide data base for information on child labour.

1.3. Government Policy on Child Labour

The government has no specific policy regarding child labour because the child labour policy has been incorporated into the mainstream Labour Market Policy. A draft policy on child labour has been drawn by the Ministry of Legal Affairs (MLA). But even this one has not yet been ratified by Parliament into official law. Besides, the draft policy is too general and does not address the problem of child labour per se.

In view of this therefore, it is the duty of the CLU to draw up a government policy specifically addressing the problem of child labour. This is supposed to be done with the leadership of the CLU within the National Plan of Action (NPA), for the period of 2000/2001. This NPA is in place but implementation work only begun on March 1st 2001. The student had the opportunity of attending this crucial meeting by invitation from the Assistant Labour Commissioner (ALC, Labour), who is the manager of the unit.

The ALC (Labour) is a qualified professional with training in Sociology. He also has been trained in capacity building regarding the handling of labour matters and this includes child labour. Further training and development for the Child Labour Manager on the elimination of the worst forms of child labour is in the planning stage as is provided for in the NPA.

1.4 Child Labour on a Global Perspective

According to global estimates released by the International Labour Organisation (ILO), there are more than 250 million children (under the age of fifteen) engaged in child labour all over the world. Almost half of these children live in Asia alone. Africa employs an average of one in three children, while in Latin America, one in five children is engaged in child labour.

The elimination of child labour is a long-standing objective of the ILO. When the ILO held its first Conference in 1919, it adopted a Convention which fixed the minimum age (18 years) for employment in industry. In 1973, the ILO adopted its Comprehensive Minimum Age (No.138) which requires states to design and apply national policies to ensure the effective abolition of all forms of child labour and to set the minimum ages for employment. According to the ILO:

This has proved to be a very difficult task confronting much resistance, particularly vested commercial interests and market pressures as well as moral indifferences and

cultural attitudes. The problem is compounded with unmet development needs that would put parents at work and children at school (ILO Convention 1999, 182:5).

1.5 Child Labour in Zambia

Zambia is one of the largest countries of Southern Africa and has an estimated population of 10.2 million people (2000 estimates). The country has a heavy foreign debt and over the past twenty years has seen a relative decline in economic growth in spite of the structural adjustment programme.

The agricultural and mining sectors were hard hit in 1998. The economy of the country is dominated by the copper mining industry, which contributes up to 80 per cent of the country's total export earnings. Low copper production, coupled with falling international prices set off a recession which is not likely to turn around without the privatisation of larger state-owned mines. A decline in export earnings from copper has further increased the country's foreign debt, which now totals the country's Gross Domestic Production (GDP).

Within Southern Africa, Zambia was the one of the countries most affected by the El Nino weather storm. The country experienced drought in the south and floods in the north. This weather condition reduced the expected agricultural output by about 15 per cent (ILO/IPEC, 1999:2).

Further, the latest available statistics indicate that about 70 % of the estimated 10.2 million people in Zambia are classified as poor. Since the government embarked on economic liberalisation in 1991, the country has experienced a lot of liquidations of economic establishments and job losses in these establishments.

In particular, the privatisation exercise has led to massive job cuts. Even those establishments that have survived have also experienced job losses because of the process of restructuring that led to massive redundancies and retrenchments. The downsizing of the formal sector and widespread poverty have compelled the majority of the population

to employ strategies in order to make ends meet. One of these measures has been that of cutting the number of meals a household takes per day. Other households have resorted to sending children out to beg or work on the streets. This coping strategy is one of the reasons for the increase in the number of street children, hence the increase in child labour (CLS, 1999, 94).

The large segment of the Zambian population can be safely described as poor. According to the Central Statistics Survey of 1999, the individual average monthly income in 1998 was K204, 684.00. The monthly household income in urban areas was K356, 044.00 and in rural areas, it was K12, 693.00. In the same period, about 70 per cent of households in the country earned a monthly income equal to or less than K150, 000.00. At that time, One United States Dollar (US \$1.00) was equivalent to between k1, 500.00 and K2, 000.00. Working children came from large families as follows: 32 % from households with more than 9 members and 26 % from households of between 7 and 8 people (CSO, 1999:106)

In addition, more than 45 per cent of the children are considered malnourished and the infant mortality rate increased to 112 per thousand. The steady migratory flow from the rural to the urban areas over the past two- (2) decades has over-burdened the capital city, Lusaka, resulting in destitution, massive unemployment and a swelling informal sector.

In the large cities of Zambia, more than 20 per cent of the population is estimated to be HIV positive and the life expectancy of 44 years is reflection of both the impact of AIDS and a significantly poor standard of living. Thirty seven per cent of households are caring for orphans and 7 per cent of households in Zambia are child-headed because both parents have died of AIDS and the extended families can no longer cope with the growing number of orphans (UNICEF, 1998:63).

Consequently, work which has traditionally been regarded as part and parcel of the socialisation process, more and even younger children are being forced into exploitative child labour as a survival mechanism. The rise of child prostitution is an example of

exploitative work where young girls, believed to be HIV-free by older men, find a way to survive.

Street children are also common in the main city centre and represent a pool of cheap labour. Extreme poverty is the compelling reason for child labour in Zambia but the education sector is another area to be taken into consideration. World Development indicators show that only 22 per cent of the population over the age of 15 is literate and that less than 50 per cent of children of school-going age (7-16 years) are actually attending school on a regular basis.

In rural areas particularly, most children drop out of school after four years because long distances to schools offering classes above grade four force many to drop out. This is because there is no education law which defines the minimum age for compulsory basic education and the formal school system is inadequate, vis-à-vis the demands of the labour market (ILO/IPEC, 1999:3).

Information and statistical data on child labour situations in Zambia is extremely limited. Although it is possible to find child labour in a number of surveys, the data is not systematic or comparable because the age categories differ from survey to survey. Based on the 1986 Labour Force Survey, the 1990 Population Census and the survey on the social dimensions of structural adjustment which was carried out by the Zambia Central Statistical Office in 1991, child labour is quoted as being in the 'hundreds of thousands'.

This is reinforced by the fact that a growing number of children found in the labour market today are "children in need", i.e. AIDS orphans estimated by UNICEF to now be between 600 000 and 800 000 children. To further compound the lack of data, the definition of what constitutes exploitative child labour in the Zambian context remains unclear because, culturally, child work is part of the socialisation process. Today's reality in Zambia is that children work and make significant contributions to the household incomes either because families are living in dire poverty or because their parents have

died of AIDS and community support mechanisms can no longer cope with the care of orphans.

In general, children work, as part of their traditional upbringing and for the acquisition of various skills and work experience and this is highly valued, culturally. As such, exploitative child labour is invisible to many in the Zambian society. As one walks along the streets of Lusaka, one would come across children all over especially around the Central Business District (CBD) engaged in child labour. These range from maids, baby-sitters, water drawers, sales girls and boys to children leading blind parents.

Ever since the intensive phase of the SAP, Zambia has had painful socio-economic costs to pay. SAP entailed, among other things, a reduction in the percentages of the total resources devoted to the social sector such as health and education (Child Labour in Zambia/CSO, 1999: 7). Inadequate shelter for children, lack of access to educational facilities due to increased education costs, inadequate family labour, child abandonment and inadequate food are some of the reasons forcing children onto the job market.

1.6 Outline of the PAR

The PAR begins with preliminary pages, which are followed by Chapter 1, which provides a brief profile of Zambia. The context of the attachment is highlighted in Chapter 2. The conceptual framework of the report is outlined in chapter 3 while Chapter 4 provides information regarding the experiences and observations made by the attachee while on attachment. Chapter 5 is a discussion of constraints faced by the attachment organisation from its (organisation) own point of view while chapter 6 outlines problems of the institution from the attachees's point of view. The discussion of findings, experiences and observations is contained in Chapter 7 which is discussed relative to the conceptual framework (Chapter 3). Chapter 8 caters for the conclusion of the report and recommendations regarding what remains to be done if the IPEC objectives are to be attained. The report ends with references and appendices.

CHAPTER 2

The Attachment Context

2.0 Introduction

Chapter 2 provides information related to the rationale of the attachment, the methods of data collection and a review of the impact of the problem of child labour on a broader perspective. It will also review the existing government legislation that is in place to alleviate the problem.

Ideally, the government (of every country) plays a significant role in promoting the welfare of its citizens through the promotion of sustainable human development. This obviously begins with child welfare and early childhood development. However, this usually is never the case as most governments' financial capabilities are outstretched to the point where they can hardly afford programmes for child development.

2.1 Justification

Statistical data on child labour is extremely limited in Zambia despite the growing numbers of children found in the practice. Data available on the extent, trends, causes and magnitude of child labour is not only fragmented in scattered reports, but does not prescribe how communities can be reached to deliver the message about the effects of and solutions to the problem. In other words, the role that communication strategies play towards the elimination of the worst forms of child labour have not yet been explored.

The main purpose of the attachment was, therefore, to investigate how the government, through the MLSS's Department of Labour and the newly established CLU, made use of communication in its functions and processes to promote the welfare of children within its operational framework, especially towards the progressive elimination of the worst forms of child labour.

The Department of Labour's CLU was the host organisation for the attachment and was chosen as the suitable place primarily because:

- (i) Its field of operation - protecting minors in places of work - is an important element in eliminating child labour;
- (ii) It is vested with the overall responsibility of the protection and welfare of workers in collaboration with the Zambia Congress of Trade Unions (ZCTU) and the Zambia Federation of Employers (ZFE);
- (iii) The ratification of the ILO's Minimum Age Convention No. 138 of 1973 and the United Nations (UN) Convention on the Rights of the Child - (CRC) of 1989 indicates government commitment to address the problem;
- (iv) The ministry creates awareness of the problem of child labour within the community and places of work;
- (v) The ministry is the umbrella body of Labour Laws in Zambia and, hence provides an opportunity to observe the planning, capacity building, facilitation, co-ordinating, communication strategies and monitoring functions in the effort to eliminate child labour;
- (vi) The growing number of children in the urban informal sector who are engaged in child labour is either, an indication of community's lack of sensitisation on the effects of child labour or the media used are not appropriately chosen.

2.2 Objectives of the Attachment

The attachment had one broader objective - of observing and assessing the MLSS's planning activities and use of communication strategies to facilitate the elimination of the Worst Forms of Child Labour advocated for by the ILO. The sensitisation programme will be regarded as a social change campaign which makes use of social marketing principles. However, specific objectives to the attachment were;

- (i) To observe and learn about the communication strategies and techniques used by the ministry;

- (ii) To assess the technological and communication capacity of the CLU as well as to assess if these are adequate to meet the needs of the organisation in as far as the ILO's International Programme on the Elimination of the worst forms of Child labour (IPEC) is concerned;
- (iii) To examine/observe the ministry's planning, organising, controlling and co-ordinating functions/activities;
- (iv) To examine the ministry's capacity in the mobilisation of resources, both human and non-human needed in the elimination of the worst forms of child labour.

2.3 Methodology

The attachment weighed heavily on experiential or practical rather than on theoretical learning. The attachment, therefore, did not seek to test out a set of pre-determined hypotheses but rather attempts to explore the usefulness of the principles of participatory communication for development to achieve social change via the analysis of ministry's current practises. It is for this reason that a qualitative approach was thought to be most suitable to the aims of the Practical Attachment Report (PAR). Data was analysed through the methods outlined below.

2.3.1 In-depth Interview

The in-depth interview was carried out with key personnel in the Department of Labour. These included the Assistant Labour Commissioner (Department of Labour, who was also the Child Labour Manager), Assistant Director of Planning, Mr. Chola Chabala and the CHIN Co-ordinator, Mr. John Ng'anjo. The format of these interviews was semi-structured and the attachee used a question guide (Appendix 2) to obtain responses. Unstructured discussions and informal chats with the support of subordinate staff were also used to gain insights of the Unit's functions.

Kane (1995) supports in-depth interviews as a method of gathering data and experiences and adds that:

Knowledge is created in the process of interaction, not discovered. Therefore, the role of the observer is to interpret the constructions rather than predict them (Kane, 1995: 23).

As stated above, assumptions or hypotheses before the attachment were not necessary. This is due to the fact that the aim of this approach is to understand and view events through the perspective of the people being studied. The main interest of interviewing others lies in meaning; the reality of the situation and not just information and statistics. It also seeks to understand the people's feelings rather than just numbers (Kane, 1995: 21).

2.3.2 Participant Observation

Primary data was gathered through participant observation. As a qualitative data collection technique:

Participant observation provides information about what people let you see them doing as opposed to the survey, which gives you information on what they say they are doing or what they say should be done (Kane, 1995: 20).

The attachee took active participation in the unit's activities and worked within the Department of Labour of the MLSS. She carried out active assessments/observations regarding how other departments interacted and worked with one another.

2.3.3 Documentary information gathering/Discussions with other organisations

As a way of gathering secondary data, the student reviewed the MLSS's Labour Market Policy, the Organisation Structure, the International Labour Organisation (ILO) reports regarding child labour, the United Nations International Children's Education Fund (UNICEF) reports pertaining to child labour, Children in Need Network (CHIN) reports

on the Global March against child labour, the Ministry of Youth Sport and Child Department (MYSCD) department of Child Affairs as well as those of ZACEF documentation on the worst forms of child labour.

The student further carried out discussions with organisations with similar interests to the MLSS such as the Red Cross (RC), Community Youth Concern (CYC), Fountain of Hope (FoH) and the Anglican Street Children Project (ASCP). All these organisations are community-based and found in Lusaka.

2.3.4 Random Interviews

A number of children and parents found on the streets were randomly interviewed to find out if they are aware of the effects of child labour in general. A total of 6 people; 3 child labourers and 4 adults were interviewed randomly.

2.4 **Limitations of the attachment**

Bearing in mind that the attachment was carried out without pre-determined hypotheses, a lot of unforeseen circumstances intervened in the investigation. The following shortcomings were particularly notable without which this PAR should have been produced much earlier.

In the first instance, the student should have carried out the attachment at the ILO area office in Lusaka but the then ILO/IPEC National Co-ordinator on child labour made it impossible for the student to be attached there. This was obviously due to the assumptions that the attachée as a job-seeker and would eventually take over the co-ordinator's position. Despite the ILO director authorising the student to work within the organisation, the co-ordinator wrote a letter to the Head of Department of the Mass Communication informing her that the student would not be accepted at the ILO.

The student then relocated to the MLSS's Department of Labour (CLU). Even there, it was not easy as the student was suspected to be from the Police Service's Special Branch.

The Permanent Secretary, however, authorised his deputy and the Labour Commissioner to create room for the attachee. The attachee depended on her interpersonal skills to persuade the Labour Commissioner who was highly suspicious, that she was there merely for learning purposes. The attachee was suspected to be related to the Assistant Labour Commission (Department of Labour) and CLU manager one way or the other.

Because of this rigidity and bureaucratic type of management, it took at least 4 weeks before the attachee settled to carry out her attachment. She was made to share an office with a Senior Labour Officer. In spite of this accommodation, the student was not allowed to keep the key to the office. The office kept the spare key orderly. Informal interaction with some members of staff indicated that the attachee was not permitted to keep a key because 'she is just a student who should not be allowed access to the office on her own otherwise, she will prematurely leak out information regarding the restructuring that is underway'.

The attachee was highly inconvenienced due to this mistrust. In most cases, she was at the office by 07.45 a.m. but the office orderly either came for work well after 09.00 a.m. or her office mate didn't turn up for work. This happened on a number of occasions and when it did, the student was forced to loiter around and was at times forced to go back home.

Information regarding the organisation structure, objective, activities and policies was extremely difficult to access. In the event that she got access to them, the attachee was warned against quoting the name of the officer who 'leaked' out that information. Unfortunately, focus group discussions could not be conducted because no officer was willing to spare his or her time for the attachee to facilitate the discussion.

One of the greatest limitations was that the attachee had to suspend her attachment for a period of four months (August to November, 2000) to nurse her husband who fell ill due to high blood pressure and diabetes and, finally passed away on December 1 2000 (M.H.S.R. I.P.). Going by the UN State of The World Children Report, the attachee's

children now fall under the category of single orphans and her household has been turned into a female-headed one. As such, it became extremely difficult for the attachee to look after the children as a single parents and at the same time carry out the attachment.

2.5 Literature Review

Literature review is very important in research because a researcher who conducts an investigation without regard to data that is already available or work that has already been done is said to have fallen into the syndrome of 'Ivory Tower Research'. A research of available literature saves time and money (Wimmer & Dominic, 1987: 28).

Child labour is a very complex phenomenon to deal with at global level. So its definition. The employment of under aged persons is both a social and economic vice as it undermines the normal development of the future labour force. Improper development of children adversely affects the development prospects of any society given that well developed human resources are crucial to any form of development. Labour that impairs the development of children perpetuates poverty by degrading the stock of human capital necessary for economic and social development (ILO, 1996: 34).

Global estimates done by the ILO in 1995 indicate that there are more than 250 million children (below the age of 15) all over the world who are engaged in child labour. Almost half of these live in Asia alone, which is the most densely populated country of the world. Africa employs an average of one in three children and, in Latin America, one in five children are engaged in child labour.

The ILO has spent a lot of time to get member states ratify the 1973 Convention (No.138) and Convention 182 of 1999. Despite all these efforts, child labour is still on the increase. This is because:

The general public is not always sufficiently aware of the dangerous effects of child labour, or they accept them as inevitable consequences of poverty. In a lot of countries,

people are still not aware of the problems of child labour in general and the children working in dangerous conditions, making most intolerable forms of child labour visible (Valentina, 1997:105).

It is common knowledge that children are the most precious and, yet most vulnerable groups in human society. In the continued effort to combat the problem, the United Nations (UN)'s decade for children was observed from 1979 to 1989. This observation adopted the UN Convention on the Rights of the Child (UNCRC, 1989) which has been ratified by most member states. In addition, Zambia is signatory to the UN – Convention on the Rights of the Child.

September 1990 saw the upholding of the World Summit on the child at the UN Headquarters. Resolutions of the summit are now being implemented by member states. In spite of the above achievements, child labour is still a very big problem in many parts of the world, the developing countries being the most affected.

The ILO further states that commercial sexual exploitation of children still ranks among the most brutal forms of violence against children. To further address the problem, the ILO in 1992, launched the International Programme on the Elimination of Child Labour (IPEC) to continue the struggle against child labour through practical projects in the field. IPEC has successfully launched a number of programmes to combat prostitution and these programmes have been launched in some countries on the globe such as Cambodia, Kenya, Brazil, Bangladesh, the Philippines and Thailand. (ILO Convention 1999: 5).

In Geneva, on June 17 1999, the General Conference of the ILO adopted convention No. 182, which is cited as the 'Worst Forms of Child Labour'. The worst forms of child labour according to this convention include:

- a) Work which exposes children to physical, emotional or sexual abuse;
- b) Work underground, under water and at dangerous heights or in confined spaces;

- c) Work in an unhealthy environment which may, for example, involve exposure to hazardous substances, agents or processes, or extreme temperatures, noise levels or vibrations damaging to their health;
- d) Work with dangerous machinery, equipment and tools or which involves the manual transportation of heavy loads;
- e) Work under particularly difficult conditions such as for long hours, during the night or without the possibility of returning home each day.
- f) Work which, by its nature, or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children;
- g) All forms of slavery, or practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom and forced or compulsory labour, including forced or compulsory recruitment of children for use in armed conflict;
- h) The use, procuring or offering of a child for prostitution, for the production of pornography or for pornographic performances;
- i) The use, procuring or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in the relevant international treaties;

Other experimental/statistical surveys conducted by the ILO Bureau of Statistics indicate that there are at least 120 million children between the ages of 5 and 14 working full-time in developing countries, where child labour is predominant. This 1994/1994 survey, carried out in Brazil, Colombia, Ghana, India, Senegal and Turkey found that most children involved in child labour not only worked but were also studying. Turkey, the only industrialised country, discovered that it had 986, 131 children (8.3 per cent) between the ages of 8 and 14 who were economically active.

The statistics also indicate that child labour is, on average, twice as high in rural areas as in urban areas. Nine out of ten working children in rural areas are engaged in agriculture or similar activities, whereas, in urban areas, child labourers are concentrated in trade and services, particularly in domestic help and, to a lesser extent, in manufacturing.

In Egypt for example, children were employed in the 1970s mainly for picking cotton, weeding and other similar work. In Britain, towards the end of the 1800, children were used as labourers. Children reached what was called the 'age of reason' and came to be regarded as small, ignorant, inexperienced version of the adult (Spyros, 1979:116). Child labour was painfully visible. Girls helped their mothers to spin or look after babies. Boys helped their fathers on the farms and were on demand as chimney sweepers because of their small size.

In Hungary, at the age of 7 or 8, a child was expected to feed animals, bake bread, milk cows, and work on the stables, hoe, hack wood and cut hay. The protected phase of life came to an end at 7. Much of this picture of childhood in pre-industrial Europe will seem familiar to many of us because children are seen in similar ways in many parts of the world today. Child marriage is still normal in India. Babies are still swaddled in many parts of South-East Europe (Spyros, 1979:231).

The ILO states that economic exploitation of children continues to be an insult to humanity. Children continue to work, putting their education, health, and normal development to adulthood and, even their lives at great risk.

Millions of them work under hazardous conditions which present dangers to their health, safety and welfare. They toil in mines and quarries, are exposed to agrochemical in agriculture, squat in crippling positions to weave rugs and carpets, scavenge in rubbish pits. Too many are enslaved in bonded labour, isolated in domestic service, traumatised and abused in commercial sex trade (ILO Figures & Facts Sheet, 1999:1).

The ILO Director-General, Francis Blancard in 1979 noted that a child is not a small adult but a person entitled to self-actualisation/fulfillment through training and play so

that his adult life is not jeopardized by having to work at an early age without him/her making a choice to do so. He further said that:

A child is not a small adult but a fragile developing personality to be nurtured into the mature citizen and worker of tomorrow. Children need protection of a Statutory Minimum Age for employment. Children also need schooling and guidance-gateways for personal fulfillment in adult life (CHIN Report, 1997: 5)

Child labour emanates from situations where children are reared in single-parent families. People marrying earlier and the proportion of children born to teenagers has increased in many parts of the world in spite of the growth in family planning services.

As such, many children face the hazards of family discord and disruption and many are being reared by young unsupported women living in disadvantaged conditions; who are sometimes ill-equipped to provide all that is required for good parenting. An abandoned mother with several children to look after, might resort to brewing illicit liquor; her children would be sent off to work in a factory or in a kitchen or to scavenge or pick up a few cents somehow or somewhere (Black, 1986:367).

UNICEF refers to child labour as the exploitative and hazardous work that children are exposed to or forced to do. UNICEF defines 'child labour' if it is exploitative or hazardous. This includes:

- 1 Work that exerts undue physical, social or psychological stress;
2. Work and life on the streets in poor conditions;
3. Work that undermines the child's dignity and self-esteem such as slavery, bonded labour and/or sexual exploitation or abuse;
4. Work that hampers access to education;
5. Work that is detrimental to the full social or psychological development;

6. Full-time work at too early an age;
7. Too much responsibility; and
8. Inadequate pay for work done.

Another scholar added that child labour is the practice of employing children below the age of 15. He argued that:

Work can be gradual initiation into adulthood and a positive element in a child's development. Light work, properly structured and phased is not child labour. Work, which does not detract from other essential activities for children namely; leisure, play and education are not child labour. Child labour is work impairs the health and development of children (Fyfe, 1988:4)

Furthermore, the UNICEF State of the World Children Report (SOWRC) argues that cutbacks in government spending on education, health, food subsidies and social services as a result of economic structural adjustment programmes, have led to an explosion of child labour and abusive practices against children, generally in African countries, Zambia inclusive. It appears that when families are forced to do more with less, the children are the first to suffer.

In Zambia, the problem of child labour is critical and is growing in terms of magnitude and dimensions. Child labour is predominantly an informal sector phenomenon. It affects both male and female children. It also has serious social and economic implications to society and the country, which includes prostitution and the street children dilemma. Many children work too many hours and, are therefore, unable to benefit from education, meaning that they do not acquire literacy, numeracy and other skills necessary for future employment opportunities. Statistics in Zambia show that the incidence of child labour is on the increase. The number of working children aged 12 to 14 grew to 59,184 in 1991 to 146,755 in 1996 (CSO, 1996: 25).

The majority of the children work in the informal sector. Some work in their or other people's homes, in the fields and on the streets. Increasingly, children are working to support their families economically. They are drawn out of schools into the labour market as a result of increasing family poverty, the impact of the HIV/AIDS pandemic as well as political instability.

Child labour has increased sharply ever since the beginning of the Structural Adjustment Programme in 1991. As a result, the percentage of people living below the poverty datum line has also increased since then. The ultimate result has been that many households are unable to provide proper up-bringing, education and health as envisaged in the UN Convention on the Rights of the Child (UN-CRC).

The ILO Convention No.182 Of 1999 identified activities that can be classified as worst forms of child labour. For Zambia, these activities include child prostitution and street children (streetism). In 1998, a survey conducted by the CSO found that the 0 - 14 years age group accounted for 44 % of the total population of the country (CSO, 1999:106). Thus, the problems related to children such as child labour will remain a source of concern for a long time to come.

Source: Child Labour Survey, 1999: 29

The total of working children (Table 1.) at the time that this survey was 595,033. Of these, 87.6 % were in rural areas and 12.4 % in urban areas. The survey also found that many working children wanted to go back to school in the following respect:

- a) 21.4 % in the age group 5 - 9;
- b) 37.3 % in the age group 10 - 14; and
- c) 41.4 % in the age group 15 - 17.

Table 1: Economically active children by occupation and rural and urban

OCCUPATION	RURAL NUMBER	%	URBAN NUMBER	%	TOTAL
Agricultural	419,473	97.14	12,348	2.86	431, 821
Shop Assistants/Vendors	0	0.00	391	100.00	391
HouseKeeping Services	5,870	18.49	25,877	81.51	31,747
Knitters	4,162	53.57	3,607	46.43	7,769
Stone Crushers	91,054	74.14	31,755	25.86	122,809
Not Stated	460	92.76	36	7.24	496
TOTAL	521,019	87.56	74,014	12.44	595,033

The agricultural industry is the largest employer of child workers in the country followed by the stone crushing industry (individually or family-owned). In most cases, the numbers are higher in rural areas than in urban areas. Child labour in Zambia has been involved with:

- i) dangerous machinery;
- ii) manual handling of heavy loads;
- iii) dangerous chemicals;
- iv) unhealthy environment; and
- v) long hours of work.

As a result of the above, 11 % of working children were injured at work; 8.4 % fell ill due to work and 33.3 % lifted heavy loads at their places of work. Between 12 and 30 % of them worked in bad environment. They worked in too cold or too hot environments. 35 % worked in environment that was dusty; 17 % worked in dangerous machinery and 3 % worked with chemicals. Of these children working, nearly 80 % were not aware of the hazards at their places of work (CLS, 1999: 107).

In Zambia, research has also shown that cultural norms make child labour not to be perceived as detrimental to children but as part of the child's up-bringing or traditional learning process. Hence, the belief that it does not affect a child's performance at school. As stated already, this belief is more pronounced in rural than in areas.

2.6 Streetism and Prostitution

2.6.1 Child Prostitution

Streetism and *prostitution* have been identified as part of the worst forms of child labour in Zambia. The 1999 Survey on Child Labour further found that of the child prostitutes in the category 8 - 17 years, (85 %) were not attending school and only 15 % were attending school (Table 2). Those talked to stated that they had:

- a) both parents alive (34%);
- b) one parent alive (35%);
- c) both parents dead (28 %).

Table 2: Percentage of Child Prostitutes aged 8 - 17 years and their Orphanhood status

AGE GROUP	ORPHANHOOD STATUS				TOTAL %	NUMBER
	BOTH PARENTS ALIVE	ONE PARENT ALIVE	BOTH PARENT DECEASED	DON'T KNOW		
8 - 10	0.0	75.0	1.0	0.0	100	4
11 - 14	33.6	33.6	29.5	3.4	100	146
15 - 17	34.5	35.6	28.0	1.8	100	478
ALL AGE	34.1	35.3	28.3	2.2	100	628

Source: Child Labour Survey, 1999: 89

Further, 86 % of child prostitutes confessed that they did not enjoy their activities. Of those whose both parents were dead, the survey found out that (92 %) were not attending school; those with both parents were alive, (79 %) were not attending school while those with one parent alive, (84 %) were not attending school. The survey concluded that the chances of a child prostitute being in school are higher for those with parents alive than for orphans (CLS, 1999:108).

The statistics further reveal that in Zambia, children involved in child prostitution are from poor households. Orphanhood makes them even more poor, vulnerable and susceptible to all kinds of social vices and misery. Orphanhood status was categorised as whether the child has both parents alive: one parent alive (single orphan), both parents deceased (double orphan) and “don’t know”. “Don’t know” simply meant that that the child did not know who the parents are, where they were and whether they were alive at all. For socio-economic purposes, the survey stated that this category implies that the parents were not available to support the child in any way.

The survey also identified the percentage of child prostitutes by orphanhood status in various age groups (Table 3). The Table reveals that 35.3 % of child prostitutes had lost one parent while 28.3 % had lost both parents. This means that most of the child prostitutes are orphaned in one way or another. At the same time, only 34.1 % reported that they had both parents alive. About 2.2 % did not know if their parents were dead or alive.

Table 3 below shows that among child prostitutes who were attending school, the majority had both parents alive (45 %). Those with one parent alive accounted for 36.1 %. On the contrary, the majority of those who were not attending school were among those with one parent alive (35.2 %) and those who had lost both parents (31%). This reaffirms the fact that children having their parents alive increased the likelihood of being in school (CLS, 1999: 90).

Table 3: Percentage of Child Prostitutes aged 8 - 17 years by current school attendance status and orphanhood status

CURRENT SCHOOL ATTENDANCE	ORPHANHOOD STATUS				TOTAL %	NUMBER
	BOTH PARENTS ALIVE	ONE PARENT ALIVE	BOTH PARENT DECEASED	DON'T KNOW		
Attending	45.4	36.1	15.5	3.1	100	97
Not Attending	32.0	35.2	31.0	2.1	100	531
All Ages	34.1	35.4	28.3	2.2	100	628

Source: CLS, 1999: 89

2.6.2 Streetism

The 1999 CLS covered a total of 2,694 children of whom 251 were in Kapiri Mposhi district, 255 in Mansa and 2188 in Lusaka City. Poverty (65.0 %) – (Table 4) has been cited as the major reason why most children go on the streets. The results also show that most of them go on the streets in order to work (paid work or self-employed) or are looking for paid employment. The results show that a good number of the street children give all or part of their income to their parents. Others spend their income as they wish. It has been established that most street children are boys, of primary level education and have both parents alive or lost one parent. For those who have never been to school, the main reason for this was that their parents were either poor or dead, hence they had no one to support them. Above all, the street children reported that they are constantly harassed by the Police and bigger/older boys (CLS, 1999:95).

2.7 Legislation To Combat Child Labour in Zambia

The legal framework to combat child labour was put in place by the Federal Government (Rhodesia and Nyasaland) and has been amended several times since 1964, the most recent amendments being those made in 1989, 1991, and 1994. In all, there are over 20

pieces of statutory legislation that provide provisions for the promotion and protection of children's rights in Zambia.

Table 4: Reasons for Street children going on the street by age group

REASON	AGE GROUP				TOTAL
	5 - 7	8 - 10	11 - 14	15 - 17	
Good Food	19	50	95	38	202
Playing	43	144	250	86	523
Freedom of the Streets	7	26	70	61	164
Digging	34	135	282	142	599
Working	18	125	462	391	996
Other	7	31	101	71	210
TOTAL	138	511	1259	795	2694

Source: Child Labour Survey, 1999:101

Presently in place is the Employment of Children and Young Persons Act (Cap 274) of the Laws of Zambia which stipulates that no child shall be employed in any public or private industrial undertaking or in any branch, other than an undertaking in which members of the same family are employed. According to this act, it is prohibited to employ children in the following undertakings: mining, manufacturing, construction, transport and wood-cutting.

In addition, the 1996 Constitution of Zambia clearly states that:

Young persons under that age of 15 shall not be employed and that they will be protected against employment or engagement in any occupation which would prejudice the

health, education or development of a child (UNICEF Report, 1997:5)

However, according to UNICEF, much of the existing statutory legislation that remains on the books contains legislation that is contradictory to the 1996 Constitution in terms of the definition of age and the statutory recognition of employment of children under certain conditions, and omissions of reference to the informal sector. In particular, these pieces of legislation lay open to the possibility of abusive child labour practices under the guise of customary law or tradition.

In addition to the Constitution and CAP 274, Zambia is a signatory to two international conventions that explicitly protect children from abusive labour practices. On December 6 1991, the government ratified the Convention on the Rights of the Child (CRC) - the most comprehensive and far-reaching legislation, globally, protecting and promoting the rights of children.

Prior to this, in 1976, Zambia signed the ILO Minimum Age Convention No.138 which states that no child can be employed in any economic sector below the age designed for the completion of compulsory basic education (i e, not less than 15 years (UNICEF Report, 1997:4).

2.8 Conclusion

The literature available indicate that millions of children are engaged in child labour globally.

So much has been said and no many pieces of legislation (internationally and otherwise) have been passed to protect the rights of the children. However, for Zambia, these statutory instruments are fragmented and scattered in different places. In spite of the magnitude of the problem, no attempt has been made to address the most important tool. This is the major objective of this attachment.

CHAPTER 3

Conceptual Framework

3.0 Introduction

The main reference point of the PAR's conceptual framework is to develop definitions for the main concepts that relate wholly to the attachment experiences and observations. However, the main attachment theme was to make a comprehensive assessment of the organisation's use of the principles of communication.

To relate these observations and experiences as well as the findings, it is vital to examine concepts such as communication, communication planning, social change campaign, development communication, organisational communication, participation, social change campaign and persuasion.

3.1 Communication Defined

A lot of definitions have been made regarding the term communication. But these attempts by various scholars to give a definition of the term have landed in a predicament because there is no single approach to the study of communication. Some scholars have defined communication as a symbolic social process, which occurs when we have an idea in response to something we have seen or heard (Wimmer & Dominic, 1997: 134)

Communication is the dissemination of information to a heterogeneous, ubiquitous audience through the use of technology. It is the exchange of ideas, information and opinions through speech, writing, pictures and other symbols. Essentially, communication is a sharing process where a source shares his or her message with the receiver's thoughts and actions. Communication is not a one-way activity; it is a process of exchange between source and receiver (Faray & Eilkamel, 1986: 45).

People engage in the communication process for a variety of reasons; to obtain information, for education, training, advice, rewards, to express feelings and emotions or to participate in entertainment.

Communication involves co-orientation and sharing of meaning. We share some of the meanings of the words or gestures because we speak the same language and belong to the same culture. Communication also occurs in a context and, as such, it is contextual.

Communication in one context will have different characteristics from communication in another context. For instance, there is more feedback in family communication than in mass communication (Infante et al 1997:11).

Communication is the exchange of ideas, values and practices. As goes the popular phrase, 'Meaning lies in the mind of the receiver' (Mody 1991). Moemeka adds that communication is not the mechanical transfer of facts and figures as the Mathematical Model of communication would appear to indicate. It is also not talking to the people. It is instead, an interactive process that works in a circular, dynamic and on-going way. It is talking with the people with no permanent sender and no permanent receiver. In the process of communication, the roles of sending and the receiving exchange hands depending on who is talking and who is listening (Moemeka, 1995).

Communication is talking with people, a process with no permanent sender and no permanent receiver. In the process of communication, the roles of sending and receiving information change hands constantly, depending on who is talking and who is listening. For Melkote, (1991), communication implies freedom, equality and shared interest between the sender and the receiver.

3.1.1 Contexts of Communication

Communication is contextual because of the type of situation in which it occurs. As such, communication in one context will differ from communication in another context. In general, the most notable communication contexts include:

1. Intra personal - this is the communication that takes place within oneself, such as talking to oneself, which represents the thought process or the ability to abstract thinking;
2. Interpersonal communication - this is the communication which occurs between two or more people;
3. Small group communication - this is the communication which involves several people;
4. Public communication - this is communication in which a speaker addresses a large audience;
5. Mass communication - this is communication which is mediated by broadcast or print media; this context of communication is not just between two people but between mass medium organisations and a heterogeneous and ubiquitous (scattered, spread out) audience;
6. Organisational communication - this is the communication within and between organisations as well as between organisations and the public;
7. Family communication is communication between families and among family members;
8. Health communication is the type of communication involving health care providers and receivers; and,
9. Intercultural communication - this is the type of communication which occurs between people sharing information and human experiences from different cultural backgrounds.

3.1.2 Importance of communication

According to Infante et al. (1997: 23), it is important to communicate because it helps us create co-operation and interaction with one another, promote democracy, acquire information and entertain ourselves. He adds that communication is important because without it development would not be possible. Even to be aware that development has occurred, one should be able to communicate within herself/himself (interpersonal) and with others.

Melkote (1991) quotes Diaz - Bordenave (1989) and says that communication is important because:

The need to think, express oneself, belong to a group, be recognised as a person, appreciated and respected, have some say in crucial discussions affecting one's life, etc, are as essential to the individual as eating, drinking and sleeping (Melkote, 1991: 237).

3.2 Participation

Participation primarily entails sharing in an activity. It this concept (participation) that has now become part of the development jargon. Nowadays, it is unusual to have a development project approved that does not use this 'in' word. A project proposal will be hardly funded or approved without some provision for the participation of the people. However, it is no simple task to mobilise the people at grassroots level to *participate*. This brings us to the numerous definitions of the concept of participation made by White et al. Participation is a dialogical process, a cultural renewal, a knowledge-sharing process and a meaning-sharing process.

Therefore, participation is key to the achievement of developmental goals and objectives. It entails members of the community sharing ideas, values, opinions and concerns in a development activity. It emphasises the aspect of dialogue; i.e talking within oneself and with others. It encourages reciprocity and understanding based on mutual respect. It means people becoming subjects of their own development and not mere objects of technological processes and activities. Participation is the full or total involvement of the people in development projects.

Participation is the liberation of human beings towards the fulfillment of is or her desires to be free. It emphasises the liberation of the individual and the community through sustained effort. It is the individual's awareness of the community through consciousness and individual's capacity to abstract thinking, conceptualising and taking decisions,

choosing alternatives and planning for social change. These processes involve reflection and action. It is this process of reflection and action which Freire termed the process of *conscientizacao*. Participation leads to freedom, emancipation and actual liberation (White, 1994:50-51).

Participation is defined a social process in which groups with common interests jointly construct a message oriented to the improvement of their existential situation and to the change of the unjust social structure (Mody, 1991: 30). White (1994) adds that participation is the process in which the person sees herself or himself as a unique individual and, at the same time, as a member of the community. The concept of participation can be conceived as a human right which, once denied, the individual personality is mutilated, its growth impaired and it's potential for building a community thwarted. In other words, participation is not simply a fringe benefit which authorities may grant as a concession, but rather, a person's birthright that no authority can deny (White, 1994:36).

She further argues that the idea of participation is closely related to the concept of participatory communication for development. This embodies community involvement in development activities. Extensive contribution from the community to this process and sharing of its benefits of development is key to the participatory approach. This denotes a shift from donor-receiver relationship to a partnership between the development organisations and the people, the latter being those for whom development plans are meant. Participation is, therefore, a people-centred approach aimed at enhancing skills, empowering and seeking active involvement of target adopters.

According to White (1994), participatory communication is one in which the people being communicated to are actively involved. She explains the difference between 'genuine' and 'pseudo' participation and argues that:

People's participation in development in which the control of the project and decision-making power rests with the

planners, administrators and the community's elite, is pseudo participation. The level of participation of the people is that of being *present to* listen to what is *being planned for them* and *what would be done unto them*. When the development bureaucracy, the local elites and the people are working co-operatively throughout the decision-making process and when the people are empowered to control the action to be taken, only then can there be genuine participation (White, 1994:17).

Thus, the purpose of communication is to create a community and participation being both the basis *for and* the milieu *of community*. By revolting against authoritarian structures and patriarchal styles, White contends that we will have justifiably, the need for increased participation. But we need to be on our guard, lest participation itself becomes a gimmick of authoritarian engineering. We also need to be critically aware of the limits of participation. Above all, the importance of any participatory communication project lies in the ability of the persons involved in internalising and 'living' the logic of participation (White, 1994: 58).

Because of this, audience-oriented feedback in communication is imperative; its importance lies in the opportunity it creates for understanding the receiver's point of view and, therefore, for ensuring co-orientational influence. Thus, participatory development communication is the application of the process of communication to the development process through active involvement of beneficiaries. Development communication is the use of the principles and practices of exchange of ideas to achieve development.

3.2.1 Participation as a Dialogical Process

The concept of participation in development projects can also said to be a dialogical process. This means that individuals who take part in the process figure out themselves with other members of their group, how development works, what their role is and what other participant's roles are (White, 1994: 120).

It is true that each one has a mental framework made up of words, concepts, categories and images of thought systems and representation. This framework is then shared with other members of the group who use it to make sense of why and how development works in ways it does. Members of the group share certain ideas, opinions and values regarding what needs to be done and what is supposed to be avoided in order to uplift standards of living.

In this respect, participatory communication for development is a dialogical process. It represents the “I- Thou” relationship which was propounded by Buber. The “I -Thou” encounter is one of dialogue, mutual respect, openness, give and take, accepts and affirms the other as it liberates the ‘I’ who meets the ‘Thou’. This relationship represents nature with the other and with the “External Thou” (White, 1994:52). It is a process which involves talking with the ‘self’ and with ‘other’.

The “I - It “ is a relationship of monologue, inequality, subjectivity, detachment, alienation of humans from other humans and the alienation of human beings from God and nature (White, 1994: 53). But dialogue is reaching out to others, making oneself whole, freeing oneself from the shackles of individualism. As White argues:

The dialogue process is the process of production of the message and the process of conveying values in human communication (White, 1994: 122).

She adds that the philosophy of *multi-voicedness* is the highest form of dialogism as she argues that dialogue is the process of meditation, understanding the ‘social other’, critically examining one’s and the others’ ideology, a persuasive social phenomenon and the recognition of and respect of the other speaker, the other voice as an autonomous subject, not merely an object of communication. Participation as dialogue is a process of giving individuals equal rights to speak and to be heard.

The model of communication as a dialogical process rests on three surfaces namely; the informational, ideological and entertainment planes. The function of the informational plane of communication is to ensure the flow of information which is required in specific development activities. Knowledge and information sharing requires that the transmission system is capable of delivering the required volume of information at an appropriate speed and with minimum distortion (White, 1994: 128).

The ideological plane of participatory communication is used to signify the totality of ideas. Concepts, categories and images of thought and systems of representations that the participants use in making sense of development

At the entertainment plane, communication works in serious-comical ways through popular rituals, festivities, poems, parodies and laughter. It is at this level or plane of communication where the official rigidities and ideological dogmatism are diminished to pave way for escape through laughter. It is also at this level that the traditions of culture enter development and help establish its roots into the land where people live and die (White, 1994: 129).

However, like many other concepts, participation is an ideology because it cannot be attained in its fullest. It is considered *not as an end* in itself, but *a means* to the development process. It is not a goal, but *a process* of achieving goals and objectives of development.

Participation is a vehicle through which target audiences can plan for and control resources, values and decision-making processes. As propounded by a Brazilian called Freire (1973), the basic component of participatory development is *empowerment*. It is the process of *conscientisation*, a term that he said empowered individuals by creating conditions under which the poor can meet their daily needs and become actively involved in defining their own social and political projects.

Freire, therefore introduced the new dimensions to the participatory projects when he introduced the concept of '*conscientisation*' and used the term '*assistencialism*' to the programs which focus on symptoms rather than causes. He argued that in such programs, the recipients are treated as passive objects that are unable to recognise their social-economic ills or to enter into recuperative action through indigenous knowledge and initiative.

In the same fashion, Robert MacNamara, then President of the World Bank, in his address to the Board of Governors, postulated 'people's participation'. It is a result of this new thinking that the World Bank took the position not to approve development projects that did not have a participatory component of the people intended as beneficiaries.

3.3 Development

The elimination of the worst forms of child labour is a developmental concern. Therefore, a look at the concept of development will aid the readership to understand more how this development activity can be carried out. Since development takes many forms, various definitions have been advanced by various writers, but all with the same meaning. For instance, Shramm and Winfield (1994) saw (national) development as:

The economic and social changes taking place in a nation as it moves from a traditional to a modernised pattern of society, these changes are associated with division of labour, growth of industry, urbanisation and incomes and the preparation of citizens - by literacy, education of citizens and information - to participate broadly in national affairs (Kasoma , 1994: 401).

However, this outlook tends to restrict the understanding of the term 'development' to mean only the economic and social aspects of the human environment. It excludes other aspects of life such as psychological, philosophical, cultural and religious.

A decade later, Rodney went a step further and split the development concept into personal and societal. On the personal level, he described development as “a many-sided process”. At the level of the individual, it implies increased skill and capacity, greater freedom, creativity, self-discipline, responsibility and material well-being”. At societal level, Rodney saw development as an economic phenomenon as he argued that:

More often than not, the term ‘development’ is used in an exclusive economic sense - the justification being that the type of economy is itself an index of other social features. A society develops economically if its members increase jointly their capacity for dealing with the environment. This capacity for dealing with the environment is dependent on the extent to which they understand the laws of nature (science), on the extent to which they put that understanding into practice by devising tools (technology) and on the manner in which work is organised (Kasoma, 1994: 401/402).

Kasoma adds that, according to Rodney therefore, the main feature in development is economic. The achievement of any aspect of personal development is very much tied with the state of the society and, hence, the state of the economy.

However, this definition is inadequate as it overlooks the central role that human beings occupy in development today. Its emphasis on economics eliminates social, cultural and political perspectives of development. Development requires a wholistic and analytical approach at both theoretical and practice levels.

According to Kasoma, Wallman split the definition of development into two; the economic and the philosophical. She propounds that economic development is perhaps an inevitable but certainly, unilineal movement towards a condition of maximum industrialisation, modern technology, and high material standards of living. She admits

difficulty with the philosophical definition of development which she merely refers to as “ a progress to some ultimate good” (Kasoma, 1994:402)

Writing in the same year as Wallman, Birou and Domergue (1977) saw development as a transition of some of the earth’s population from a ‘dehumanised’ to a more ‘humanised’ phase or “the improvement of the social and economic conditions of the people” or “ the advancement of societies and their efforts at organisation as a result of the action potential created by the continued growth of the applied sciences and productive technologies.

For Mwosa (1987), development becomes all things to all men and women. He states that the definition of development depends upon which community one belongs to. To an urban dweller, development means more job opportunities, more buildings and better facilities. On the other hand, to a villager, development might mean easier access to water, availability of an irrigation scheme, or primary health care (Kasoma, 1994:418).

Kasoma identified a number of strands that run common in these definitions. He says, firstly, they all refer to some improvement in human life condition. What ever is improved, helps the individual to lead a better life. Second, there is the assumption that development is progressive rather than retrogressive. Third, the concept of material or economic improvement is dominant. No wonder, many scholars have simply equated development with some material or economic welfare (Kasoma, 1994:402/403).

While it is true that the thinking capacity of a human being depends to a larger extent on his or her material well-being, particularly the availability of enough and correct nutrition, it is not true that all the thoughts that come out of that person would always be conducive to development. There is historical evidence that from the thoughts of well-fed men and women, have come actions that have destroyed the relative comfortable environment human beings have put together - from the times of the Roman Empire to the era of ‘Desert Storm’.

Above all, one is left wondering what development is in this new Millennium of Zimbabwe's "Operation Land Reform and Land Re-distribution" and the United States' anti-terrorism's "Operation Infinite Justice".

Fourth, all definitions suggested that development cannot precisely be measured. It is qualitative rather than quantitative. Even in cases where material push forward is involved, it is always accompanied by non-material improvements in the human life situation. What must be measured is partial but not total development. Fifth and particularly important is the fact that this development, whether societal or individual, it is intended to answer or satisfy human needs or wants (Kasoma, 1994: 403).

Kasoma therefore, argues that development forced on people is persecution and slavery. True and sustainable development requires that the people, for whom it is meant, agree to the change and work towards that change. Thus, in the light of these observations, Kasoma defined development as "*the improvement in human life condition at individual and societal levels which is achieved through desirable but fluctuating changes or adjustments in the environment*" By this definition, environment means the sum total of all that which goes into making the human life situation. It includes physical as well as psychological vicissitudes of the human condition (Kasoma, 1994: 403).

This is why, in the late 1970s, the former United Nations Secretary-General, Dag Hammarskjold argued that development should be seen as more than industrial development, because it is a process involving the whole person; the spirit, the self and the society, referring to it as 'Another Development'

Since development is a multi-faceted concept, a lot of scholars and laymen have tried to define diversely, yet with the same underlying message. The International Conference on Women held in Nairobi, Kenya in 1985, provided a comprehensive definition of the concept of development. This definition took into account currents trends and perspectives concerning the advancement of women.

According to this conference, development means *total* development, including development in the political, economic and other dimensions of human life such as physical, moral and intellectual. Development processes should be responsive for the needs and rights of individuals and that science and technology are applied within a social and economical framework that *ensures environmental safety for all forms of life* (FSL, 1985:49).

Development, therefore, is a complex phenomenon which is at the same time, dynamic. It is usually painstakingly gradual to achieve. In the final analysis, development hinges on the betterment of the human life condition. A report on the Evaluation Study of Rural Women's Participation in Development conducted by the United Nations Development Program (UNDP) states that:

The basic feature of development is to introduce new and modified technologies, inevitably accompanied by changes in economic and social organisation, with a view to increasing the total output of society's productive resources, human and non-human (UNDP, 1980:7).

3.4 Planning

Before we look at the concept of Communication Planning, a look at the term planning is worthwhile. Planning is a *conscious* effort to adapt a system to its environment in order to achieve a system's *goals*. A system, according to Middleton, is a set of interdependent parts that work together as a whole, towards a goal or goals, in which the performance of the whole is greater than the simple sum of the performance of all parts (Middleton & Wedemeyer, 1984:19).

Planning according to Middleton is, in essence, asking oneself about what it would be like in future. He argues that planning is a conscious effort that has neither a beginning nor an end. The process recognises the importance of both the sender and the recipient and a feedback mechanism.

Hancock adds that the process of communication planning is carried out within the society, involving individuals, institutions and groups and it is, therefore, a human activity system (Hancock, 1992:21).

A conscious effort to adapt the system is what planners do. We commonly think of this as a planning process. Planners are those people within a system charged with the task of adapting the system to its environment. The planning process involves the use of rational thought and the application of knowledge to achieving system creation and/or adaptation in future.

This is what distinguishes planning from other human actions such as intuitive reaction to immediate problems. Moreover, the broad purpose of planning is to predict the *direction of change*, both to enable the planning organisation to adapt to these changes and to try and influence the direction of change and the ways in which change takes place.

In order for us to understand the concept of planning fully, we need, first of all to understand the main elements of *rational thought*. The five main elements of rational thought are *analysis, strategy, decision, action and learning* (ASDAL). Each of these elements represents a phase or stage in the process of rational thought.

First, the *analysis* stage represents the phase of planning which is devoted to learning about the system, environment or goals. It is the stage at which planners seek to investigate and to understand what must be accomplished if successful adaptation is to take place. A typical product of the analysis stage in planning is the statement of the problems, causes and the related goal.

Second, the *strategy* stage helps planners to develop alternative ways to achieve the set goals. At this point, planners create statements of *cause and effect*: 'If this is done, this will occur'. To develop the strategy, planners apply knowledge of theories and cause-effect models as guides to action.

Third, a *decision* is required to accept and carry out a strategy. In complex organisations, there may be a number of alternatives to choose from. As such, those making the decisions in a planning process apply a range of concepts and criteria. They usually seek to find the 'best' and most 'cost-effective' strategy as they take into account the probability of certain things happening (Middleton & Wedemeyer, 1984: 49).

The fourth stage of the planning process is that of *action*. It is believed that the true test of quality of a plan comes through action in the real world. A key aspect of action is careful attention to monitoring of what happens. Not only do strategies receive a test through action but also new theories emerge as things get done. It is this kind of reasoning, plus desire to avoid waste of resources, coupled with healthy scepticism about strategies, that leads to pilot projects (Middleton & Wedemeyer, 1984: 50).

Fifth, planners need to learn about two basic aspects of their work. First, they need to learn how well-planned action works. They seek to assess the effects of planned action and relate these to strategy. In the best of all worlds, this assessment will deal not only with *what happened* and *what did not happen*, but also with reasons *why* and *why not*. Second, in assessing the effects of planned action, planners will reach some judgements about the planning process itself. The basic question is how to improve our planning.

Key factors in the environment are resource needs, other systems, values and social image. The conscious effort to achieve successful system adaptation is the core of the planning process. The planning process rests on the use of rational thought and the application of knowledge to a system adaptation. The five elements of rational thought identified are thought to be found in planning of all kinds, though not necessarily with the same emphasis and certainly not always in a linear, step-by-step way (Middleton & Wedemeyer, 1984: 51).

3.4.1 Communication Planning

A decade ago, communication planning was primarily seen as a set of planning activities within specific sectors of society. We had agricultural, educational and

telecommunications planning and so on. They further state that communication planning is derived from systems theory. They wrote:

Communication planning seeks to *create, allocate and use* communication resources to achieve socially valued communication goals, in a particular social image or images (Middleton & Wedemeyer, 1984: 21).

Communication planning is, therefore, fundamentally future-oriented. In other words, although planning takes place in the current environment, the environment changes even as the planning goes on. The economic and social conditions such as values, belief, priorities and needs constitute the social and political organisation of society. Middleton et al. therefore, argues that we expect to find different kinds of communication planning because different communities have different social images.

Hancock adds that the process of communication planning is carried out within the society, involving individuals, institutions and groups and it is, therefore, a human activity system (Hancock, 1992:21).

3.5 Communication Policy

The concept of communication policy relates to the development concern of eliminating the worst forms of child labour because development communication makes use of the principles of communication. One prominent scholar, Kasoma, argued that mass communication is a relatively new development in the history of human communication. Interpersonal communication has always been there and this is much unlike mass communication. He says that, over the years, more and better communication machines have been developed and people have become closely knit together by the messages they are constantly being exposed to. This gave the need for people in a given country and, the universe, at large, to spell out why mass media should be developed and used as well as how they should be used for the benefit of society generally and the individual in particular.

Kasoma adds that the mass media organisations which control the information machines that are literally bombarding the human race with a deluge of news, information entertainment, themselves need a guiding philosophy and an operational code for society to derive maximum benefit from what they communicate.

Mass communication, therefore, should be mutually beneficial to both the mass media organisations and the people for whom they are meant. A situation in which the mass media operate without taking into account the well being of the people they communicate with is not acceptable. It is this need for orderly and mutually beneficial mass communication in a given society that gave rise to communication policies (Kasoma, 1992:1).

According to Kasoma, communication policies are concerned with both the philosophical outlooks of the roles of the media in a given society as well as the *modus operandi* in attaining these roles. The latter refer to the given set of operational strategies (Kasoma, 1992:2).

The UNESCO meeting on Experts on communication policies and planning in Paris in July in 1972 defined communication policies as:

Sets of principles and norms established to guide the behaviour of communication systems ... and in the context of a society's general approach to communication.

Emanating from political ideologies, the social and economic conditions of a country and the values in which they are based, they strive to relate these to real needs and prospective opportunities of communication

(Kasoma, 1992: 2).

Every society already has existing communication policies as no country can exist without them. This student is convinced that every organisation/institution also has

communication policy, implicitly in accepted practices at the institution and professional levels. What is relevant to this PAR are the communication policies that are implicit in acceptable practices at the Ministry of Labour and Social Security (MLSS) as an institution and the professional levels of the people who are charged with the responsibility of the ministry, in the elimination of the worst forms of child labour.

Communication policies that are implicit (at institution or professional levels), are usually latent, fragmented and uncoordinated. They are not clearly articulated and harmonised.

3.6 Social Change Campaign

The world is grappling with the myriad of social problems and, typically, there are disagreements on how best to solve problems as diverse as illiteracy, drug and alcohol abuse, teenage pregnancy, the spread of Human Immuno Virus/Acquired Immuno deficiency Syndrome (HIV/AIDS), poor nutrition, conflict resolution, democracy and good governance.

According to Kotler, campaigns for social change are not a new phenomenon. They have been conducted from time immemorial. In Ancient Greece and Rome, campaigns were launched to free the slaves. In England and during the Industrial Revolution, campaigns were mounted to abolish debtor prisons, grant voting rights for women and the abolition of child labour. (Kotler, 1989: 5).

Colonial America was also a scene of numerous campaigns. In 1721, Cotton Mather sought to convince the citizens of Boston, in what was Massachusetts Bay Colony, to accept inoculations to ward off a smallpox epidemic. James Madison, Alexander Hamilton and others published the Federal Papers after the 1787 Constitutional Convention to win public acceptance of the new United States (US) Constitution (Kotler, 1989: 5).

In recent times, social change campaigns have focused on health reform (prevention of drug abuse, nutrition); environmental reforms (safe water, clean air, preservation of national parks and wild life); educational reform (to increase literacy, promotion of girl-child education) and economic reforms (boosting job skills and training, attracting foreign investment). In some countries such as Canada, Sweden and Australia, vigorous campaigns were launched to reduce smoking and alcohol consumption, encouraging safe driving and to protect the environment.

Developing countries such as the Philippines, Indonesia and China conducted forceful campaigns to inoculate children against viruses, to make widespread use of oral dehydration therapies and to promote family planning, literacy and health diets (Kotler, 1989:6).

In Zambia, social change campaigns have been launched to promote children vaccination against polio, the prevention of the spread of the HIV/AIDS pandemic through the use of both female and male condoms.

3.6.1 What then is a Social Change Campaign?

According to Kotler, a social change campaign is:

An organised effort conducted by one group (the change agents), which intends to persuade others (the target adopters) to accept, modify or abandon certain ideas, attitudes, practices and behaviour (Kotler, 1989:6)

He further argues that the change agent ultimately seeks to change the target adopters' behaviour. He also tells us that most social change campaigns that we examine are high-consensus campaigns - to foster brotherhood, prevent forest fires, rehabilitation of drug abusers - which most citizens agree. Other campaigns may enjoy less widespread public support (such as family planning) or face opposition (abortion) (Kotler, 1989: 8).

Despite the outpouring of radio, television spots and newspaper articles, many social change campaigns often fail and Kotler attributed this failure to the following factors:

1. A hard core of 'chronic know-nothings'. These are people who cannot be reached by the information campaigns. Kotler says there is something about the uninformed that makes them hard to reach, no matter the level or nature of the information.
2. The likelihood of an individual responding to new information increases with the audience's interest or involvement in the issue; if few are interested, few will respond.
3. The likelihood of an individual being receptive to new information increases with the information's compatibility with the audiences' prior attitude. People tend to avoid disagreeing information.
4. People will read different things into the information they receive, depending on their beliefs and values. People respond in different ways to the same body of material (Kotler, 1989: 8).

3.6.2 Limitations of Social Change Campaigns

However, over the years, social researchers have concluded that the use of mass communication to change public behaviour and attitudes was limited and they cited several factors that dilute mass media impact. According to Kotler, the following were most pronounced:

1. *Audience Factors*: These relate to *apathy*; where people for whom change is meant don't like the change itself or the change agent; *defensiveness*: the people for whom change is meant disagree with the suggested change by substantiating their attitudes and behaviour; *cognitive ineptness*: which refers to the inability to understand the message being put across no matter the how much one explains.
2. *Message Factors*: These refer to the influences that would come because of the way we are communicating. These can be messages that do not convey the real

motivating benefits to citizens in an attention-getting way. Message factors can be language, noise or anything that prevents the message from reaching the intended audience.

3. *Media Factors:* These relate to the failure to use appropriate media at the proper time or in effective ways or to reach target adopters with the type of media they are most receptive to.
4. *Response-mechanism Factors:* Such as the failure to provide receptive, motivated citizens with an easy and convenient way to respond positively to a campaign's objective and to carry out the campaign's intention.

3.6.3 Conditions that Favour Social Change Campaigns

While social scientists identified factors that limited the success of social change campaigns, they also analysed certain conditions that favour the success of social change campaigns. According to Kotler (1989), the following are some of them:

1. *Monopolisation :* This refers to the ability of an information campaign to enjoy a monopoly in the media without other messages that might be contrary to the campaign's objectives being present.
2. *Canalisation:* Mass- and information-oriented social campaigns depend on a favourable public attitude base. Commercial advertising is effective because its task is not to instill basic new attitudes or to create new behaviour patterns but to channel existing attitudes and behaviour in one direction or another. For instance, a toothpaste-manufacturing firm does not have to convince people to brush their teeth, but only to direct them to use a particular brand to brush their teeth. Therefore, pre-existing attitudes are easier to reinforce than to change.
3. *Supplementation:* Social change campaigns work best when mass media-oriented communication is supplemented by face-to-face communication. People will

process information better and are more likely to accept social change if they discuss what they hear with others.

The core elements of a social change campaign are: -

- i. Cause; can be a social objective that change agents believe will provide a desirable answer to a social problem;
- ii. Change agent; is the individual, organisation or alliance that attempts to bring about change;
- iii. Target adopters; means the individuals, groups or entire population who are the target appeals for change by the change agent or social marketers;
- iv. Channels; refer to the communication and distribution pathways through which influence and response are exchanged and transmitted back and forth between the change agents and the target adopters; and,
- v. Change strategy; is the direction and program adopted by a change agent to effect the change in target adopters' attitudes and behaviour;

Kotler also argued that many social change campaigns have the limited objective of furnishing new information to people and raising their awareness of some desired goal by bringing about cognitive change in them. Nevertheless, many of these campaigns fall short of their goals because the target adopters and their needs are not researched, the media to communicate new information was poorly chosen or budgets were inadequate to mount effective programmes (Kotler. 1989:18).

3.7 The Social Marketing Approach to Social Change

Communication campaigns are goal-oriented and attempt to inform, persuade or motivate behaviour change in a well-defined and large audience. Campaigns provide the individual or the society with commercial benefits within a particular time through organised communication activities which involve the media, interpersonal communication as well as community events.

The whole concept of social change involves changing the manner in which the individuals or communities “lead their lives by transforming adverse or harmful practices into productive ones, changing attitudes and values in communities and entire community.

Kotler defined Social Marketing as a strategy for changing behaviour. The term was first introduced in 1971 to:-

Describe the use of marketing principles and techniques to advance a social cause, idea or behaviour (Kotler, 1989:21).

The three types of social products that may be advanced by social marketers and these are attitudes, ideas or values. Therefore, we can liken the elimination of the worst forms of child labour to a social product which is intangible.

Kotler adds that for social marketing to be successful, change agents require knowledge of the target adopters and this includes the social demographic characteristics (the external attributes of social class, income, education, age, family size and so forth); the psychological profile (internal attributes such as attitudes, values, motivation and personality) and behavioural characteristics (patterns of behaviour, decision-making characteristics).

3.8 Communication and Persuasion Theories

One of the theories associated with (mass) communication is the Magic Bullet Theory, sometimes called the '*Hypodermic Needle Theory*'. This theory was developed to account for the presumed powerful effects of the media on the audiences. It was developed during the World War I period to help mobilise the population in this time of war. The Bullet Theory and many variations of it were derived from the stimulus-response view taken by several early mass communication theorists and researchers like Harold Lasswell in 1927. The Hypodermic Needle Theory posits that the mass media could influence a very large

group of people directly and uniformly by 'shooting' or 'injecting' them with appropriate messages designed to trigger a desired response. The audience was perceived to be *gullible* and *passive* while the media were all *too powerful* (Wimmer & Dominic, 1987:)

More recently, research in communication has attempted to examine how people influence one another, for example, how we convince people to agree with us, how we induce others to like us and how we end an interpersonal relationship.

This research has also been carried out to assist people understand diffusion of innovations. An innovation is change in the way life is organised either for an individual or group in society. This change can be political, economic, social, family and so forth. Some innovations are inevitable while others are not. An inevitable innovation can be change in diet when the breadwinner is retrenched from employment. Such innovations do not require special communication skills because they are automatic.

It is innovations that are deliberately sought that are paramount to this report because they require special communication skills. What makes development communicators more worried is when uninevitable innovations are not specifically looked forward to or desired. Therefore, as change agents, we need to communicate skillfully to convince the general public to accept the change we are suggesting.

For the diffusion of innovations, Rogers' work has been cardinal. According to him, an innovation is any idea considered as new by the recipient and its communication through certain channels among members of a social system over time. This adoption is the process through which individuals arrive at the decision to adapt or reject an innovation from the first time of awareness. This adoption takes place in the awareness, interest, evaluation, trial and adoption stages (Melkote, 1991:91)

On the other hand, persuasion theories were developed around the 1950s and 1960s by social psychologists. However, these theories lack originality but will, nevertheless, still apply to this report. Persuasion, according to Infante et al. is, at its most basic level, an

attitude towards a source's proposal which has resulted from a message designed to alter beliefs about a recommended course of action (Infante et al., 1997: 143).

An attitude is a frame of mind, a mental disposition towards something and is also about our freedom and ability to choose among alternatives.

Infante et al. (1997) further add that an attitude is how favourably we evaluate something. This is represented by feelings such as bad versus good, right versus wrong; nice versus awful; valuable versus worthless. He argues that if a persuader wants to influence a specific behaviour, he or she must use messages to create favourable attitude. If beliefs are negative, the attitude will be unfavourable. By persuading a person to favour a proposal, the persuader provides justification for the receiver to choose to behave in a particular manner. In order to have persuasion and not some other type of influence, the receiver must feel free, not constrained, to choose. Thus, *percieved choice* is a distinguishing characteristic of persuasion (Infante et al., 1997: 145).

Persuasion involves the freedom of choice as opposed to *coersion* , which involves the use of physical force and verbal aggression such as insults, ridicule, profanity and threats as substitutes for change. Persuasion has a number of dimensions and a look at these will aid the readership of this PAR understand the concept better.

The first dimension of persuasion is *intimacy*. It is believed that persuasion is relatively easy where people are intimate. The second dimension of persuasion involves *dominance*. This involves how dominant or submissive each person is in the situation. The third dimension is that of *resistance*. This dimension refers to how agreeable the receiver is to the object of persuasion. The fourth is the dimension of *rights*, which involves the justification that the source has for asking the receiver to do something, whether or not the source has reasonable grounds for the request. The fifth dimension is that of *personal benefits*. This dimension includes what the source may gain by succeeding in the persuasion attempt and may also reflect advantages for the receiver in fulfilling the source's wish. The sixth and last dimension of persuasion is the long-term

consequences. When the relationship is an intimate, the persuasion attempt could have long-term consequences. Persuasion attempts between strangers will have short-term consequences (Infante et al., 1997:145).

Related to the concept of persuasion is the concept of self-awareness. In studying persuasion, one can form the impression that the persuader is constantly thinking: analysing the receiver, situation and topic; composing messages a split-second before delivering it; and continually monitoring feedback. The source is so aware of everything and so active in encoding and delivering messages and this suggests the persuader not only as completely alert but also actively controlling the shape, content and sound of the message. This represents a model of persuasion where the speaker and the source are physically present in a situation but “mentally in-and-out”. Thus, our personalities predispose us to prefer certain situations (Infante et al., 1997: 148).

A number of theories have been developed to enhance understanding of the concept of persuasion. Theories explaining persuasion such as the Cognitive Dissonance, Ego-involvement or Social Judgement and Human Action are relevant to this report. Relevant to this report too are theories of mass communication such as the Magic Bullet which has already been discussed.

The Cognitive Dissonance theory was advanced in 1957 by a social psychologist called Leone Festinger. The theory posits that two beliefs are related, either in a state of *consonance* or *dissonance*. A state of consonance is characterised by *consistence*. But *inconsistency* results when A should have a certain relationship with B but does not. Therefore, dissonance is marked by inconsistency. According to the theory, individuals who hold views contradicted by their actions experience psychological discomfort or dissonance.

Another theory developed to explain persuasion is the Ego-involvement or Social Judgement theory. According to Infante et al. (1997), the theory predicts successful

persuasion by a message depending on how the message is related to the person's current belief. It indicates latitudes of acceptance, rejection and non-commitment.

The latitude of acceptance represents all statements which the person finds acceptable, including the favourite position. The latitude of non-commitment consists of all positions which the person neither accepts nor rejects. The person is just neutral. The latitude of rejection, according to this theory, represents all positions on the issue which the person rejects. These latitudes also indicate that if the people are highly ego-involved, it is difficult to persuade them (Infante et al., 1997:178).

However, one type of the Human Action theories (the Rules Approach), which is based on the laws perspective, 'rejects the idea that there are causal conditions in the environment which control persuasion. The Rules approach emphasises that "people make choices because they have *free will*. The Rules perspective stresses that people are active information processors who form *intentions* to behave. These intentions are influenced by the outcomes a person expects from behaving in a particular manner (Infante et al., 1997: 179).

3.9 Conclusion

The conceptual framework of the Report has made an analysis of the theories of communication relevant to the elimination of the worst forms of child labour. These theories are communication, planning, participation, social change (campaign), development, persuasion and the concept of social marketing. These will be used later in the report to relate to the student's findings, experiences and observations while on attachment.

CHAPTER 4

Personal Experiences

4.0 Introduction

The purpose of this chapter is to highlight the student's personal experiences during the attachment. This discussion will include the initial preparations for the attachment, the reception, attitudes and interaction between the student and members of staff of the MLSS-CLU. It should be noted that these are purely personal reflections which, nevertheless, are important because they put the readers of the report in context.

The student identified the ILO as the suitable place for her attachment. Therefore, preliminary arrangements for the attachment were later made (in form of a letter to the ILO) by the Department of Mass Communication as a follow up to the student's initial steps. These arrangements began well in March 2000. However, like mentioned in Chapter 2's limitations, the student could not be accepted at the ILO. This was despite the ILO Director having allowed the student to be attached to the organization.

The student then moved to the MLSS where she verbally introduced herself to the Permanent Secretary (PS) and his deputy and told them the objectives of her attachment. She was then requested to formalize her request by writing a letter addressed to the PS. This was no difficult task for the student since she is conversant with the principles of communication, either verbal or non-verbal and this includes written communication.

What followed was a cordial welcome of the student by the Permanent Secretary (PS) on behalf of the MLSS. The PS then handed over the student to his deputy who formally introduced her to the ministry's labour commissioner. The labour commissioner in turn handed over the student to the deputy labour commissioner of the ministry. The deputy labour commissioner finally handed over the student to the assistant labour commissioner

(department of labour), who is also the child labour manager. The student understood these levels or stages of introduction because that is what bureaucracy entails.

4.1 Attachment Period

The attachment was for a total period of four months - beginning from June 14, 2000 to July 14, 2000 and then continued from January 2, 2001 to March 31, 2001. This gap in between the attachment period, as already mentioned, was inevitable due to the fact that the student had to suspend her attachment for the period of five (5) months (August to December 2000) due to the illness and eventual death of her husband.

4.2 Orientation

The student reported to the ministry on January 2 2001, to begin her attachment, to the Deputy Permanent Secretary, Mr. Philip Mutantika. Mr. Mutantika delegated the ministry's labour commissioner Mr. Evans Nyirenda to liaise with Mr. John Kabwe in order to create office accommodation for the student. The student was given an office to share with a senior labour officer, Mr. George Nyanoka.

The student was further introduced to the then Minister of Labour Ms Edith Nawakwi; the then Deputy Minister, Mr. Bates Namuyamba; the Director of Planning, Mr. Raphael Phiri; the Assistant Director of Planning, Mr. Chola Chabala; the Senior Planning Officer, Mr. Allan Mumba, who is the Assistant Child Labour manager, as well as to Mr. Arnold Chitambo, Head of the Southern Africa Development Community (SADC) co-ordinating unit and Mr. Alfred Kabwe, Director of Manpower Planning. The student was also introduced to other commissioners namely; Industrial Relations headed by Mr. Christopher Pasomba; the Deputy Labour Commissioner, Mr. Noah Siansimuna. She was finally introduced to members of staff and auxiliary personnel of departments relevant to her attachment objectives considering the fact the ministry has over 300 members of staff. Hence, she could not be introduced to each and every member of staff because the MLSS is a large organisation.

Organizational documents such as the organization structure, brochures, files and annual reports were made available for the student by Mr. John Kabwe under whom the student worked.

This orientation was done to help the student familiarize herself with the MLSS and in particular, the CLU's objectives. The student was encouraged to request for any other materials/documents that would assist her collect information related to the attachment.

4.3 Work Environment and Hours of Work

Like already mentioned, the CLU is situated in the MLSS's department of labour which is headed by Mr. John Kabwe. The Ministry, which shares the same premises as the Zambia Privatization Agency (ZPA), is housed in the Freedom Building near the Lusaka National Museum.

The office environment is excellent and this was not unexpected for the student because the building is relatively new with the western component still under construction.

Offices have excellent ventilation as well as ablution blocks which are well-cleaned and maintained.

However, the outside environment leaves much to be desired, as it needs a great deal of attention especially the area between the MLSS and the ZPA offices. No indication of flower gardening crosses the mind of any passer-by. What one sees is tall grass, which gives a wrong impression to visitors. This poor outside environment can be attributed to the fact that half of the building (western wing) is still under construction and so, creates an attitude of 'we are not really here'

Like any other formal organization, working hours and days are from Monday to Friday, 08.00 hours to 17.00 hours. Members of staff work during the weekends when necessary. The student reported for work at 08.00 hours and, on most occasions, much earlier than permanent members of staff. She also followed the organization's daily routine and had

to leave a word-of-mouth (concerning her whereabouts) with the office mate, Mr. Nyanoka or Mr. John Kabwe.

Members of staff were entitled to a 30-minute tea break (10 to 10.30) and a one-hour lunch break from 13 to 14 hours. During tea break, members of staff are served with tea but had to provide their own snacks. Lunch was not provided for so members of staff have to fend for themselves.

On no occasion was the student served with a cup of tea. She had to buy her own ingredients such as cocoa/milo, milk, sugar and snacks. For lunch, the student depended on the cafeteria situated in the Lusaka National Museum since the ministry has no canteen/cafeteria for members of staff.

4.4 Relationship with the MLSS-CLU Personnel

It is natural that when a new person joins a group, there is usually some degree of uncertainty because the reaction of people to strangers is unpredictable. This is not our main concern in this report but it is important to mention that the theory of Uncertainty Reduction can best be used to address this problem.

Therefore, it takes quite some time for trust to develop between new comers and established members of the group. In the case of this student, what made it more difficult is the fact that the student was perceived as a job-seeker as well as a researcher from the highest learning institution. The student assumed that this created inner conflicts such as inferiority and superiority complexes alike.

Taking into consideration that the MLSS is a government and bureaucratic organization, the student had to seek permission of the PS for all that she had to do even if these were initially spelt and made clear. For instance, each time she needed to use the Registry, she had to re-seek permission to do so every time. On a number of occasions, the student could not access valuable information as this was dubbed 'classified'.

To a larger extent, the student depended on Mr. John Kabwe who assured her that he would take responsibility for any query that would arise from top management if the student participated in any activity without express permission of the PS. The student, having vast experience in organizational/behavior and management, labour and industrial relations, understood the rigidity of the Ministry as it is managed on the classical management theory of bureaucracy propounded by a Germany socio-psychologist, Marx Weber. Nevertheless, the student took precaution not to participate in any activity without due authority.

Arising from these observations, it would be expected that when the student reported for the attachment, she was not certain about the type of reception that she would receive from the general members of staff. Nevertheless, members of staff of the Ministry and the CLU were friendly and interacted well with the student. Some mistook her for a new member of staff for the Ministry on transfer from the University of Zambia (UNZA).

4.5 MLSS-CLU Expectations

For top management of the ministry, the student was expected to be a student on attachment and nothing more than that. However, on most occasions, Mr. John Kabwe would hold brief chats with the student to assign her some of the work that he could not undertake due to pressure of work. This made other senior members of staff suspicious as they concluded that Mr. Kabwe had recruited a 'friend' or a 'relative' for the CLU. Being a hardworking person and having vast experience in management, training and development, Mr. Kabwe advised the student to concentrate on the objectives of her attachment and to pay no attention to the attitudes that were being displayed.

The student was requested to participate in meetings on the NPA on the elimination of child labour in collaboration with the ILO and the National Steering Committee (NSC) on child labour. She was also requested to attend ceremonies aimed at sensitizing the public on the dangers of child labour. She attended a number of workshops/meetings with organizations with similar objectives/interests as those of the MLSS. These meetings were with the Children in Need Network (CHIN), Jesus Cares Ministry (JCM), the

Community Youth Concern (CYC), the Anglican Street Children Project (ASCP), the Young Women Christian Association (YWCA), the Ministry of Youth, Sport and Child Development (MYSCD) and the Fountain of Hope (FoH). The student was privileged to serve as a resource person in the parliamentary workshop that was held in February at Parliament Motel to sensitize members of parliament about child labour. It was hoped that the sensitization of parliamentarians would trickle down to their constituencies and, eventually Cabinet, where the ratification of the ILO Convention No. 182 of 1999 was expected to take place.

4.6 Transport

The student depended on family transport to and from work during the attachment. She was dropped at her office every morning after dropping children at school. In addition, the MLSS was generous enough to allow the student board the Ministry's bus, which ferried workers to and from work if she needed to. Indeed, the student took a few rides on the bus when family transport delayed or was not available.

However, on all her trips from the Ministry to other organizations where she had to attend meetings and workshops, transport was provided for by the Ministry. The transport used was the personal-to-holder vehicles used by top/senior management.

4.7 Communication

During the attachment, the student engaged in a lot of interpersonal communication - to establish rapport and to gather information. During meetings, the official language used was English because these meetings were attended by non-Zambians such as the ILO Area Office Director, Mr. Louis Ndaba-Hagameye who is an Ugandan. The same applied for workshops.

However, during the launch of the ZACEF ILO/IPEC programme, English messages had to be translated into Nyanja, the commonly understood language in Lusaka. This was

done to take care of the parents whose levels of education did not go beyond a simple sentence in English.

On a daily basis, members of staff of the MLSS-CLU were well-informed since they were supplied with daily newspapers such as the Post, the Zambia Daily Mail (DM) and the Times of Zambia (ToZ). Some officers had small radios in their offices which they brought from their respective homes. Informal interaction with some members of staff indicated that government could not afford buying radios for its members of staff.

In terms of tele and electronic communication, all offices are well-equipped with telephones, computers and printing facilities. Telephones are used for both internal and external communication. Typewriters are still being used in some departments.

4.8 Personal Reflections

Some members of staff of the MLSS were curious about the student's attachment. Others, especially top management, were aware of the arrangement, as the MLSS seems to be constantly receiving students on attachment. Most of them were impressed with the student's dimension of child labour, which hinges on the importance of participatory communication for development.

Generally, most members of staff observed that while it has been established that child labour exists, how to sensitise the community about the effects of the problem to children and community at large, has never really been explored. This motivated the student even more.

4.9 Conclusion

The student's experiences and observations were the basis for the attachment exercise. During the attachment, the student related her classroom learning experiences with the real life experiences and how these contribute to the elimination of the problem of child labour.

Most staff in the Ministry were very friendly to the student apart from a few who assumed that Mr. John Kabwe, the CLU Manager had employed a friend or relative for the unit. Although it was difficult to access information about the restructuring exercise that was underway in the organisation, the student was supported by a number of senior staff to access most relevant information for her attachment.

Even if it was not easy to get information in the initial stage of the attachment, the student had to persevere. In the end, the attachment was a very successful exercise.

CHAPTER 5

Constraints of the MLSS and Children in Need Network

5.0 Introduction

The problems of the MLSS and the Children in Need Network (CHIN) were several. The essence of this chapter, therefore, is to give an account of these constraints encountered by the two organisations and how they attempted to solve their problems. These problems and constraints will be outlined on a broader/general perspective without necessarily being limited to the problem of child labour.

While reading this chapter, readers should also bear in mind that labour is an important factor of production in any given situation or environment. In this context, therefore, the MLSS can be regarded as one of the key ministries of Zambia because it is vested with the responsibility of ensuring adherence to acceptable labour standards by all institutions whether large or small, private or public and profit-making or not.

This analysis will then pave way for an assessment of the extent to which these problems encountered were being addressed by the Ministry itself as well as how CHIN tried to find ways round its problems. As will be noted later in the chapter, these problems are quite immense and would require immediate attention. Since the MLSS is a government entity, a brief review of the Public Service Reform Programme (PSRF) for the chapter will be worthwhile.

5.1 The MLSS and the Public Service Reform Programme (PSRF)

Zambia has experienced various levels of socio-economic development recording most buoyant economic growth rates during the first decade of independence (1964-1974). This was primarily due to high copper production and prices that prevailed then. Copper exports generated over 90 per cent of the country's foreign earning. The post-1974 period saw the country recording declining trends in its economic performance as a result of the

fall in copper production coupled with increased oil prices. The low economic performance of the country has continued for some time leading to macro-economic problems such as high unemployment rates, high inflation rates, adverse balance of trade and, above all, a huge foreign debt. This situation has resulted in increased poverty throughout the country (National Labour Market Policy, 2000: 1).

According to the Central Statistical Office and the Living Conditions Monitoring Survey (LCMS 1999: 94), over 80 per cent of the 10.2 million people in Zambia live below the Poverty Datum Line (PDL). Therefore, the government has put measures aimed at reversing this declining trend in the economy. These measures are aimed at improving the state of the economy. Since government is fully aware of the importance of labour as a factor of production, its management therefore can, by no means, be left to chance. Labour is the 'oil' around which all developmental efforts run. Government is therefore working towards facilitating the removal of any legal or institutional impediments to the development of a conducive environment for harmonious industrial and labour relations and improved productivity (NLMP, 2000: 1).

Among the measures that government has taken is to liberalise the labour market to make it more efficient and responsive to the challenges of the day. Government also recognizes the fact that information plays a vital role in the operations of the labour market. Players in the labour market need timely and reliable data to enable them make accurate and informed decisions. The extent to which mobility of labour can be realised largely depends on the availability of such information. This, in turn, determines the extent to which the labour market operates efficiently.

This chapter will also define the role of the government in creating a conducive environment that will ensure an effective and efficient labour market. It will articulate how government will provide policy direction that will successfully propel the Zambian labour market in the second millennium. How the government intends to co-ordinate and monitor the operations of the labour market in order to enhance productivity in the

economy, vis-à-vis, the elimination of the worst forms of child labour, will also be addressed.

5.1.1 The PSRP: Historical Perspective

In order to appreciate some of the problems encountered by the MLSS, it is important to understand the inception, objectives and major components of the PSRP, a programme that was initiated by government to address problems faced by the public service.

Thus, organisations, whether private or public, must adapt to their environment if they are to remain relevant. The public service over the years could not adequately respond to the dictates of the new environment because it had grown beyond manageable proportions in the sense that it had encompassed all sectors of the economy (Draft Restructuring Report, 1997: 3). As government became more and more directly involved in the economic activities of the country through majority shareholding in the parastatal companies and state enterprises, it needed a bigger public service to manage the overgrown parastatal sector and provide social services to the growing population. The public service was, therefore, characterised by: -

- a) overemployment as it became a single largest employer which resulted in a bloated civil service;
- b) fusing of the party and the government during the Second Republic era which further increased the size of the public service;
- c) disproportionate share of the resources without commensurate returns to the economy resulting in poor remuneration and conditions of service;
- d) inappropriate personnel and financial management systems and practices;
- e) bureaucracy, that was irresponsive to the development needs of the country;
- f) involvement in the running of business thereby abdicating its role as facilitator of economic development, resulting in the decline of private participation.

The public service, therefore, failed to match with the task of improving the quality of life of the Zambian people. This resulted in a lot of despair among the people due to the

public service's inefficiency and ineffectiveness in the delivery of goods and services. Therefore, there was need to put in measures to address these constraints in order to improve the performance of the public service (Draft Restructuring Report, 1997: 3-4).

Among the ad-hoc measures put by the Zambian government to reduce the size of the public service to make it cost-effective and more responsive to the needs of the people in Zambia included the issuing of Guideline Number 5 by Cabinet Office in 1979 which proposed that there be a cut in the size of the public service by 50 per cent in order to make it productive, manageable and effective; Circular Number 10 of 1991 by Cabinet Office which froze the recruitment, creation and filling of administrative posts; contracting of Vision Consultant in Zambia and Forward Consultancy Group of the United Kingdom (UK), to review the size of the public service and to introduce a reduction in retirement age (50 years) to encourage people to retire. These ad-hoc measures did not bear positive results due to lack of systematic approach to the implementation of the reforms (Draft Restructuring Report, 1997: 4).

5.1.2 Objectives of the PSRP

Since the PSRP was a government effort to re-evaluate the existing public service in order to accommodate the new development needs, the overall implementation and co-ordination of the PSRP was the responsibility of the Management Services Division (MSD) of Cabinet Office (CO) with the assistance of the United Nations Development Programme (UNDP) and Government of the Republic of Zambia (GRZ) with the assistance of the Public Service Management Project (PSMP).

As I have already mentioned, the aim of the PSRP was to achieve improvements in the delivery of quality service, efficiency and cost-effectiveness of the public service to the people of Zambia. However, the following were noted as the main objectives of the programme:

- i) To improve government capacity in analysing and implementing national policies and to perform its appropriate functions;

- ii) To examine ministerial capacities to effectively manage public expenditure and meet fiscal stabilisation objectives ; and,
- iii) To make the public service more efficient and responsive to the needs of the people of Zambia.

5.1.3 Major Components of the PSRP

The PSRP had three major components and these are:

1. Restructuring of the public service in order to facilitate the realisation of an optimum but more efficient and effective public service which was results-oriented with capacity to implement government programmes and policies;
2. Management and human resource implementation which involves introduction of the Performance Management System in the public service to facilitate the accountability for performance through the development of effective human resources, management and performance appraisals ; and,
3. Decentralisation and strategising of local government in order to provide and facilitate democratic governance at the local authority.

It is against this background that this chapter will analyse problems faced by the Ministry as it falls within the category of the public service.

5.2 The MLSS and the National Labour Market Policy

One of the major problems that have adversely affected the Zambian labour market is people's declining access to formal sector employment which has been showing declining trends. This situation has been worsened by short-term negative effects of the economic reforms. On the other hand, the informal sector has been growing rapidly as an alternative source of employment but inadequate skills, lack of capital and support infrastructure have led to high incidences of underemployment in the sector (Draft National Labour Market Policy, 2000: 8).

Therefore, the liberalised market policy in the economy brought with it challenges in the operations of the MLSS. This open market system has, to some extent, contributed to the high unemployment due to liquidations and retrenchment but, at the same time, created an environment under which people are encouraged to be involved in activities which would earn them a living and stand on their own rather than depend on government.

This scenario, as already noted, led to the growth of the informal sector of a highly unskilled labour force. There is therefore, pressure on the Ministry to see how best it can harness the abundant human resources into more productive areas. In addition, amendments have been made to labour laws that support monopolies and to bringing in laws which are within the framework of a liberalised economy.

5.2.1 Demographic and Employment Trends on the Labour Market

With the decline in the informal sector employment, the formal sector has become the principle source of employment and livelihood for most Zambians. The number of persons engaged in informal sector activities was approximately 3.6 million in 1999 which, as a percentage of total labour force in the same year, stood at 79 % (Draft Restructuring Report, 2000: 4-5).

5.2.2 The National Labour Market Policy Measures (NLMP)

The policy measures of the (NLMP) includes enhancing productive employment with the goal of reducing the levels of unemployment and thereby improving people's living standards. The overall objective of the Labour Market Policy include:-

- i) Improving the productive capacity of the economy in order to create more employment opportunities;
- ii) Creating an appropriate legal framework to guide operations of the labour market; and,
- iii) Creating suitable environment for both local and foreign investors.

5.2.3 The Labour Market Policy and Child Labour

Government acknowledges the existence of child labour in the informal sector. One of the reasons for the high incidence of child labour is the education system in Zambia which offloads large numbers of children due to inadequate places in the upper echelons of education. Those who drop from school at the tender age are compelled to enter the labour market. Hence, the prevalence of child labour.

Government policy towards the elimination of child labour includes the support of all programmes, projects and activities aimed at reducing the prevalence of child labour in the country with the goal of eradicating all forms of child labour. The objective of the NLMP in relation to the problem of child labour is to safeguard the welfare of children. Strategies towards these efforts involves:-

- a) Effective monitoring of child labour trends in the country;
- b) Review and harmonising existing pieces of legislation on the welfare of the child;
- c) Conducting a nation-wide public awareness campaign to educate workers' organisations, employers' organisations, non-governmental organisations, the children and the community at large on the dangers of child labour;
- d) Facilitating the provision of education and skills training to children and young persons and in order to prepare them for decent and productive work; and,
- e) Co-ordination of all relevant institutions in mobilising resources aimed at assisting vulnerable children.

In terms of distribution by areas of residence in 1999, there were over 56, 840 working children in rural areas compared to 2, 344 in urban area aged between 12 and 14. In terms of percentage, 94.4 % of rural children were working as compared to only 5.4 % of urban children working. The school attendance rate of children has suffered with only 33 % of children having been to school on full-time basis in 1990 while 67 % had never been to school in the same year (Draft Restructuring Report, 2000: 30).

5.3 Problems of the MLSS

One of the greatest challenges facing the institution with jurisdiction on labour matters (in this regard, the MLSS), is the streamlining of the institution itself to meet the aspirations of the Zambian people. Following the launch of the PSRP by the President of Zambia in November 1993, Cabinet Office was, through the Management Development Division (MDD), assigned the task of reviewing organisation structures and staffing levels in all government ministries and grant-aided institutions. It is in this respect that the following terms of reference were agreed upon to guide the restructuring of the Ministry:-

- a) Re-examine the current organisation and grading structures;
- b) Review staffing levels in all departments of the Ministry;
- c) Examine the operational relationships and overlaps with the ministry and to redirect certain functions and roles according to the vision of the Ministry;
- d) Identify functions and units that could be hived-off; and,
- e) Make recommendations on appropriate organisation grading structures and optimum staffing levels.

5.3.1 Methodology for the Restructuring Exercise

A restructuring committee comprising Consultants from the MDD and senior management staff of the Ministry was constituted and assigned the task of designing appropriate organisation and grading structures. The committee was also assigned the task of determining optimum staff levels for each department, section and unit.

Consultative meetings were held with key personnel to assess the various functions and roles of the MLSS. Detailed analysis of the proposals submitted by various departments was done to appreciate operational problems and related issues which affected performance at both individual and organisation levels. The restructuring exercise has, however, ground to a halt because the Ministry has not received adequate funding from government to facilitate completion of the exercise.

5.3.2 The Status of the MLSS

The MLSS, like the of Ministry of Education (MoE) and the Ministry of Health (MoH), was rated as a social sector ministry, while the ministries of Agriculture, Finance, Commerce and Industry were rated as economic. The student was told that because of this status, there is a tendency by government to allocate more money to economic ministries as opposed to social sector ones. The student learnt that there seemed to have been a misunderstanding from the powers-that-be concerning the important role that the Ministry was mandated to carry out. The value of the ministry was down-played.

In an effort to address this problem the Ministry has, in conjunction with its social partners like the Zambia Federation of Employers (ZFE) and the Zambia Congress of Trade Unions (ZCTU), made concerted efforts to sensitise government about the need to change the status of the Ministry from that of a social to an economic one. However, despite this lobbying, there seemed to have been little if no response at all from government in facilitating a change in this direction.

5.3.3 Inadequate Funding

Another constraint that the student learnt about was that of limited funding. This was a direct result of the status of the Ministry. The MLSS is 100 per cent government-funded receiving an average of K70, 000,000.00 per month to cater for eight departments. This gave an average of K9, 000,000.00 per department. This money, which was called the Recruitment Department Charges (RDC), was meant for stationery, petty cash and fuel. The RDC was released directly to the various departments on a monthly basis. The student was told that, sometimes, this money was not available and that departments had to do without it. The student learnt that this created a lot of limitations in as far as carrying out official duties by personnel was concerned.

Closely related to the problem of funding was that of delayed payment of salaries, which were sometimes one-month (sometimes even more) late. These salaries come from the MOF. During her attachment, the student observed that the December 2000 salaries were

only paid mid January of the year 2001. These delayed salaries created a problem in the operations of the Ministry as it demoralised the labour force.

Another financial constraint experienced by the Ministry was that of delayed payment of terminal benefits of retirees and those on leave. The student was told that terminal benefits of employees who had retired as way back as 1996 either, had not yet received their money or had died before getting it. It was for the same reason that the restructuring of the Ministry could not be completed by the tentative deadline. The student was told that it was irrational to send more people on leave or retire them when it had no capacity to remunerate them.

The student was told that the solution to the problem of lack of or inadequate funding for the MLSS was to constantly write and submit proposals to donors. Another way round the problem was to lobby government, through the MoF, to the effect that, the MLSS, being the custodian of labour laws of the country, needed adequate funds to operate effectively. Personnel confirmed to the student that it has been very difficult to get favorable response from the MoF and, government in general.

The student was also informed that the MLSS had done its best to educate government leaders to release the funds for the Ministry in time so that workers are paid their salaries and terminal benefits in time and, therefore, motivate others to work diligently. Regardless of these efforts, the student was told, no amount of lobbying yielded desired results.

5.3.4 Logistical and Transport Problems

The logistical problems encountered by the Ministry include inadequate transport for officers to carry out their duties efficiently and effectively. For instance, the student was told that the entire Ministry had only two buses to ferry the more than 300 workers to and from work. The few utility vehicles that were available included the Land Cruiser, Land Rover, Toyota Venture and a Corolla to cater for all the departments indicated above.

All the 21 field offices of the MLSS had serious transport problems. None of them had means of traveling to the Headquarters for official duties, (which included labour inspection in cases of employee-employer disputes). If the officers did not use public transport, they either depended on the employer's transport or abandoned the exercise altogether. When this occurred, officers compromised their professionalism by favouring an erring employer at the expense of the aggrieved employee. This became difficult for MLSS to penalise the offender who, in some cases, went scot-free. Those interviewed admitted that they would end up favouring the employer against the aggrieved employee. This, the student was told, happened on a number of occasions.

In addition, the student was also told that in situations when there was no transport available for them to carry out labour inspection duties, the officers had to walk long distances to perform their duties. They confessed that at times, the officers did not have the motivation to carry out their duties and left such situations for the conflicting parties to agree and reach some compromise. When this happened, it was the employee who suffered because of their weak (financial) position.

This problem was attributed to the inadequate funding that the Ministry was experiencing. The K 9 million allocated to each department fell far below what was required to cater for fuel stationery and petty cash, let alone for the purchase, even of a good second-hand vehicle.

It also came to the light of this student while on attachment that the Ministry was among the least computerised of all government departments. This was evidenced by the Deputy Labour Commissioner and his two assistants' use of manual typewriters for their secretarial services. However, at the time when the student was winding up her attachment, this department had acquired a computer, a monitor and a printer to, among other things, add value to the department.

5.3.5 Capacity Constraints

During interaction with personnel of the Ministry, the student learnt that the MLSS, of all ministries of Zambia, was among the most understaffed. It had slightly above 300 employees who include professions, unskilled as well as auxiliary staff. The idea of restructuring the Ministry through the PSRP by downsizing the current number of staff from about 320 to 200 was, in itself, a contradiction to the problem of the Ministry being understaffed. The student was left wondering as to why the restructuring was being done when the Ministry was so understaffed.

Some members of staff in the Ministry lacked technical capacities to address problems are being experienced by the Ministry. For instance, the student was informed that the entire Department of Labour had no single graduate and yet it was the backbone of the Ministry. Most officers in this department had risen to their positions through promotions.

A number of officers interviewed confessed that for the Ministry to operate efficiently, there was need to recruit and place staff with right qualifications in the rightful positions.

5.3.6 Lack of Communication Skills

Lack of effective exchange of information and interpersonal communication skills was confirmed by some officers. This was because some officers of the Ministry only came to know about the attachee when she was winding up her work. During the first few weeks of her attachment, the student could not have a personal interaction with either the PS or the Minister. She learnt of the Minister's maternity leave towards the end of her attachment. The inability of MLSS officers to communicate to the student from the beginning about the Minister's maternity leave or absence from work was indicative of lack of effective communication skills by some personnel of the Ministry.

5.3.7 The Problem of Red Tape

Staff in the MLSS complained that they were demotivated partly due to the prevalence of red tape which resulted in delay in making decisions by senior management. The Child Labour Unit (CLU) found a lot of problems in making headway's as far as ensuring that the unit was fully operational. The red-tape syndrome delayed the procurement of equipment to enhance the technological capacity of the unit and the Ministry in general.

Indeed, red tape was experienced by the student herself at the time when she first made contact with the organisation for the attachment. The student could not be allocated an office on time because she was told that senior management had not yet convened a meeting to resolve which office she could occupy. For this single decision, the student had to wait for at least two months before she could finally be allocated office accommodation.

5.3.8 Political Problems

The student was told that the MLSS had problems related to the political situation prevailing in the country then. It was at this moment in the Zambian politics that the third-term debate was introduced by the ruling party (the Movement for Multi-party Democracy-MMD) to assess whether the current Republican Constitution should be amended or not to allow the incumbent president go for a third five-year term of office (the current being a two five-year term).

The student was told that members of staff concentrated on discussing politics at the expense of actual productivity. The general impression and atmosphere among workers was that of apathy. *This is no wonder that most workers reported for work well-after 08.30 instead of 08.00 hours.*

Workers were not all that free to utilise their telephones because, the student was told, the telephone lines of Ministry were bugged by the Police Services Special Branch to monitor conversations of top officers of the MLSS. The student was told that this

monitoring was aimed at identifying officers who were anti-government and anti-third term and, once identified, to be dealt with in the most appropriate manner. Disciplinary action included summary dismissal.

It is for the same reason that the student later discovered that the then Minister of Labour, Ms Edith Nawakwi, had not reported for work by December 2nd 2000 despite her maternity leave of 6 months having elapsed. She was told that the Minister only reported for work when there was a press conference or a press briefing. It was alleged that Ms Nawakwi was one of the people in the forefront against the call for the third term of office and amendment of the Republican Constitution to that effect. This atmosphere instilled a sense of fear among workers. The student was warned to be extra careful whenever she used the telephone, lest someone was listening to the conversation.

5.3.9 Failure to Attract Donor Support

The MLSS, seemed to have failed to attract donor support over the years. This was because the Ministry had concentrated its work on resolving labour and industrial disputes as opposed to employment promotion. Most donors, except the ILO, were not keen to support industrial relation matters. However, this did not mean that the Ministry had no capacity to come up with credible proposals for funding but only because resolution of industrial disputes had taken precedence over employment promotion.

Those interviewed confirmed that there is need to undergo a strategic shift towards that which does not just concentrate on resolving employee-employer conflicts. It was envisaged that this shift would, in turn, reduce the number of people in the informal sector. A reduction of people in the informal sector would lead to an increase in the number of people in gainful formal employment, a reduction in poverty levels and, subsequently, a reduction in the prevalence of child labour cases.

A way around this problem had been the setting up of the Jobs for Africa Programme (JAP) housed within the MLSS but funded by the ILO. This programme's objective was to address issues that affected people in the informal sector through training and

providing them with skills and incentives for them to manage their small scale enterprises in order to make them more viable. This was being done through the ILO's Start Your Business (SYB) and Improve Your Business Scheme (IYBS) schemes. Such programmes would provide employment to retirees or retreches and, subsequently, contribute to the reduction in the number of children engaged in child labour.

5.3.10 Delay in Implementation of the Child Labour Programme

The student observed a general delay in the implementation of the Child Labour Programme. On further investigations, she was told that the child labour programme was not covered in the 2001 National Budget making it seem as if it was a new problem for the country. The IPEC/ILO programme on the elimination of the worst forms of child labour stipulated that personnel from the MoE and MYSCD, would be attached to the CLU by March/April 2001. However, until the student completed her attachment, she did not see any staff from other ministries attached to the CLU.

Mr. John Kabwe and the Senior Planning Officer (Mr. Allan Mumba - Planning Unit), (both MLSS employees) were so far, the only ones working in the unit and, on a part-time basis. In fact, some officers interviewed felt that the CLU manager should be someone working full-time as opposed to the part-time basis. They added that in the final analysis, Mr. John Kabwe's duties as Assistant Labour Commissioner would be neglected as he would have a lot of work to undertake.

The CLU activities should have been fully implemented by March 2001. By this time, however, no equipment was available for the unit, let alone activities to be monitored. The documentalist, as required in the National Plan of Action (NPA), was not yet engaged. The unit was operating with only two people and this contributed to the ineffectiveness of the whole programme.

5.3.11 Lack of Stability of Personnel

The student was briefed that one of problems faced by the Ministry was that of lack of continuity of personnel. She was told that almost every year, there was either a new minister or a new PS or both. The problem that this brought to the institution, according to people interviewed, was that at the time that these officers were getting acquainted to the institution and settling down to implement their programmes, they were moved.

Officers complained that this scenario did not augur well for the Ministry as it created gaps in the implementation of programmes. Each of the new officers who came had his or her ideas. This meant that programmes that were once initiated had to be abandoned in favour of new ones.

5.3.12 Over Departmentalisation

Some of the officers confided to this student that the MLSS was over-departmentalised. There were too many departments some of which were carrying out almost the same functions. For instance, the Department of Educational and Occupational Assessment Services (DEOAS), headed by Mrs. Celia McFoy, and that of Productivity Development seemed to have been doing similar work which could have been avoided.

The student was informed that the Department of Productivity could be hived-off because it was capable of sustaining itself. This department is involved in counseling, training and consultancy work and thus, raised a lot of money from these services. According to proposals contained in the Draft Restructuring Report, this department could either be merged with that of DEOAS or ultimately be left to stand on its own. However, this process had not yet been completed because the government had no money to complete the exercise.

The student was also informed that it was a statutory requirement for the MLSS's Department of Factories to inspect all factories in the country to ensure that companies conformed to acceptable health standards. It was also the duty of this department to inspect the more than 3000 boilers found in manufacturing industries throughout Zambia.

These boilers were inspected at least three times a year. The student was told that this department could be hived-off since it was capable of sustaining itself.

Considering the limited funds made available to the Ministry every month and the fragmentation of departments, programmes were not effectively implemented because the little resources that were available had to be divided among all the departments.

The solution to this problem, according to Ministry informants, was to fuse some sections and departments to reduce their numbers. The student was told this would be done by lobbying government to ensure that adequate financial resources were made available to the Ministry for merging of departments to be successfully conducted.

5.4 Problems at CHIN

The student decided to carry out her information documentary gathering activities with a Non-Governmental Organisation (NGO) called the Children in Need Network. CHIN was chosen on the basis that it was an organisation that promotes the capacity of other NGOs' in line with combating child abusive practices which include child sex abuse, emotional abuse and child labour itself. Therefore, while gathering information about the problem of child labour, the student was informed of some of the shortcomings experienced by the organisation. A review of the background, objectives, activities and methods of communication of CHIN will be worthwhile.

5.4.1 Background and Objectives of CHIN

In 1995, a group of organisations that was working in a variety of ways with children in need, and who had contact with the United Nations Children Education Fund (UNICEF), particularly through participating with UNICEF in research into rural and urban realities for children, decided to form a network which would help to do better what they were involved in - and would help them in doing more in caring for children in need. These organisations had been meeting informally since 1993 and, in 1995, decided to formalise their association and create a network called CHIN. The organisation is situated within the Salvation Army Church Buildings, along Chishango Road, Villa Elizabetta, off the

Great North Road GNR). CHIN, whose objectives are listed below, has continued to operate to the present day as a Secretariat:

1. To gather, update and disseminate information on community groups, NGOs and Government departments working with children;
2. To strengthen the capacities of the community groups and NGOs working with children in need by providing orientation and training, education and counseling, guidelines and materials;
3. To promote the understanding of the nature and magnitude of HIV/AIDS in Zambia and of its impact on children, their families and communities;
4. To seek and maintain contacts with community groups and NGOs to learn of their problems and achievements, identify their needs and facilitate the networking between them. CHIN's Mission Statement and Activities

5.4.2 CHIN's Mission Statement and Activities

The Mission Statement of CHIN is:

To strengthen the ability of families and communities to protect and promote the welfare of children in need in Zambia through developing and sustaining a network of concerned NGOs, community-based organisations and government departments.

In terms of activities, CHIN was involved in the following :-

- i) Holding bi-monthly meetings at the national level;
- ii) Co-ordinating executive committee meetings;
- iii) Co-ordinating quarterly meetings for member organisations;
- iv) Producing of the monthly CHIN News update for members and the quarterly CHIN Newsletter for public awareness;
- v) Maintenaning of a website with information about members (www.chin.org.zm);

- vi) Conducting community awareness campaigns in areas identified by members;
 - vii) Facilitating training for members in areas of need;
 - viii) Co-ordinating visits and field attachments for members;
 - ix) Maintenaning a resource center for members; and
- 3 Advocating and lobbying for child abuse and the UN Convention on the Rights of the Child (UN-CRC)

5.4.3 CHIN: Methods of Communication/Information

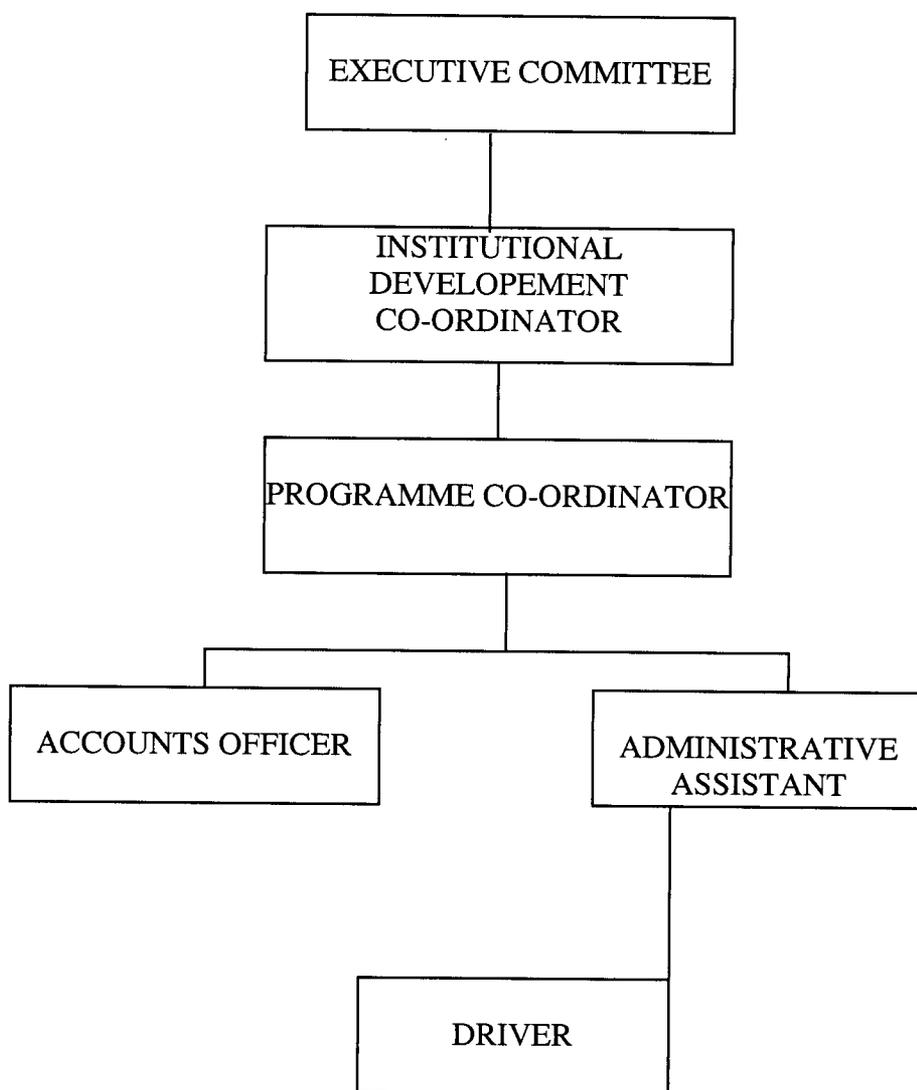
The student was informed of the methods through which CHIN communicated and disseminated information to its member-organisations. The following were most notable.

- a) A quarterly newsletter which was distributed to all members;
- b) Memoranda sent to all members;
- c) Letters were used to communicate with or reaching out member-organizations for meeting invitations as well as for reporting purposes;
- d) Telecommunication which included mobile (cell), land phone and a fax machine;
- e) Quarterly and monthly meetings were also used as methods of communication;
- f) CHIN maintained a website (<http://www.chin.org.zm>) for electronic mail (e-mail) facilities;
- g) Workshops were conducted monthly for capacity-building for its members; and
- h) CHIN used the media (television, radio and newspapers) as a method of communication to reach out to its members and the public at large.

5.4.4 CHIN Organisation Structure

CHIN is governed by a committee which is headed by an Executive Chairman (EC), Mr. John Munsanje. Members of staff include the Institutional Development Co-ordinator (IDC), Mr. John Ng'anjo; the Programmes Co-ordinator (PC), Mr. Hyginus Mbulo; an Administrative Assistant (AS), Mrs. Anita Mulala; an Accounts Officer (AO), Ms Nalucha Imonda and, a driver, Mr. John Simalambo (Figure 4).

Figure 4: Organisation Structure for the Children in Need Network



Source: CHIN Annual Report, 1998: 21

5.4.5 Specific Problems of CHIN

Like any other organisation, CHIN had its own constraints that affected the implementation of its activities of which, according to the IDC, the following were most notable.

5.4.6 Inadequate Financial Resources

The student learnt that CHIN had a problem of funds and due to this deficiency, the organisation only managed to conduct the Income Generating Activity (IGA) workshop for Lusaka members only. This situation made CHIN postpone the IGA training for members which should have been conducted in the December 2000-February 2001 to the March-May 2001 Quarter. Even then, this workshop did not take place due to unavailability of funds.

The CHIN Reference Group on Child Abuse (RGCA) resolved to carry out a country-wide baseline survey in the December 2000 to February 2001 1st Quarter. This exercise was not conducted because there were no funds for the exercise.

5.4.7 Inadequate Human Resources

CHIN, having a membership of over 70 organisations, is managed by four members of staff, a number that fell far below the required number of at least 10. As a way round the problem, the CHIN Secretariat recruited the IDC who took up his office on December 11, 2000. It also recruited the PC who took up his appointment on December 1 2000 and, the driver who started work on December 4, 2000.

The student was informed that the recruitment of new staff, much as it was inevitable, created a slow-down in the implementation of CHIN programmes . This was attributed to the fact the new personnel had to be oriented to the programmes and activities of the organisation.

However, inspite of the appointment of these members of staff, CHIN was still understaffed considering that fact that it had over 70 organisations under its programme of action.

5.4.8 Donor-Dependency Syndrome

The student was told that all the activities conducted by the CHIN Secretariat depended on donor funding. She was further briefed that sometimes the delay by the donors in releasing money for the implementation of activities had an adverse effect on CHIN. It was confirmed by the IDC that this problem will continue to affect the institution, as it was a community-based entity with no specific and/or permanent donor. Indications, according to the Secretariat, were that CHIN will, in the next three (3) years, receive funding from UNICEF. Obviously, funding for CHIN goes beyond 36 months because the problem of child labour/abuse cannot be eradicated within the same number of years.

CHIN members of staff indicated that the solution to this problem was to identify donors that were willing to support the organisation on a permanent basis. They told this student that this was going to be done through proposal writing. Problems with Transport

5.4.9 Problems with Transport

During the time when the student was gathering information about child labour, she was told that CHIN had only one vehicle to service all its members and to carry out its activities. However, Kindernothilfe (KNH) of Germany donated funds to the Secretariat for the purchase of a vehicle. Since then, CHIN procured two good second-hand vehicles from Japan; a Toyota corolla and a 4x4 (Mitsubishi) Pajero. Therefore, the constraint regarding inadequate transport seemed to have been sorted out.

5.4.10 Office Accommodation

For its operations, CHIN depended on rented accommodation from the Salvation Army Church. Members of staff told this student that the rentals increased the overheads of the organisation which made would-be donors reluctant to support CHIN. The CHIN Secretariat hoped that it would request donors to assist it either to purchase or build its offices.

5.5 Summary of Problems at the MLSS and CHIN

The student discovered that the Ministry had a multitude of problems which included the restructuring programme itself which had come to a halt due to lack of funds. The organisation had serious transport problems which made it even more difficult for officers to perform their duties effectively and professionally.

It was also noted by the student during interaction with personnel of the Ministry that the MLSS lacked adequate telecommunication facilities. The Ministry's status was also an impediment in the funding in the sense that it was rated as a social sector ministry. This status created a bias in as far as funding was concerned because government had a tendency to under-fund socially-rated ministries as opposed to those economically rated.

Another constraint that came out prominently was the issue of capacity. The student was told in no uncertain terms that the Ministry lacked qualified personnel to implement programmes. She also learnt that the Ministry was characterised by political problems related to the Third-Term debate.

She learnt that bureaucracy was also a drawback in the decision-making capabilities of the Ministry. She was told that it took such a long period of time to make even the simplest of decisions. The Ministry had failed to attract donor support because of its apparent concentration on resolving labour disputes as opposed to employment promotion. The Ministry had problems of stability and tenure of personnel. The student was told that there were new top management officers almost every year and this had a negative impact during the implementation of programmes because the new officers had to be oriented into their new positions. In addition, the student was told that the Ministry was over-departmentalised and that this contributed to the limitation of funds

The constraints cited above, the student was told, were considered as challenges for CHIN to overcome in the year 2001/2002. As it appeared, the problem of transport had been overcome. It was also the hope of the organisation that the recruitment of new personnel and the availability of funds from UNICEF and the ILO/IPEC, would further

strengthen CHIN to deliver the services to its members for the network to record greater and positive impact.

CHAPTER 6

Attachee's Contributions

6.0 Introduction

Chapter 6 is a narration of the attachee's inputs or contributions in trying to solve some of the problems faced by the MLSS and CHIN. The reaction of the institutions to the student's suggestions will be highlighted. Equally, the results of trying out some of these suggestions will be stated.

To assess the principles and role of communication in the organisation's efficiency, the attachee hoped to actively participate in the daily activities of the two organisations in mention. She expected to attend meetings, be involved in activities related to child labour awareness campaigns, monitoring and assessing the launching of the ILO/IPEC programme whose main objective was to withdrawal and rehabilitate a total of 1 400 children targeted in the child labour programme in which the MLSS was the key government organisation.

This active participation in organisational activities was meant to give the attachee an enhanced understanding of the dynamics of communication at organisational and professional levels, communication policy and planning, social change campaigns and the importance of people's participation in development projects. She hoped to conduct in-depth interviews with members of staff of the Ministry. Apart from active participation, some of the student's inputs were in form of suggestions made during meetings, the workshop and interviews.

6.1 The Attachee as a Resource Person

As a way of contributing to solving some of the problems faced by the MLSS and CHIN and the problem of child labour in general, the student had an opportunity of serving as a resource person during the MLSS's one-day parliamentarian workshop held on January

12th, 2001 at Parliament Motel in Lusaka. The workshop looked at strengthening policies and increasing national and international funding for the rehabilitation of child labourers. Broader efforts to combat poverty and child exploitation were extensively discussed. It was also during this workshop that the student presented a paper on child labour as a way of sensitising Members of Parliament about the effects of child labour on children, the importance of community participation and the impressiveness of ratifying the ILO Convention No 182 of 1999 which is aimed at combating the worst forms of child labour. She also stated what needed to be done to reduce the scourge in line with the IPEC programme. The student's presentation, which included the types, causes and the social and developmental effects of child labour on children, was based on the following sub-sections.

6.1.1 Types/Forms of Child Labour Prevalent in Zambia

While working at the MLSS, the student was requested to participate in the above mentioned workshop as a co-resource person. She worked with Mr. Allan Mumba, the assistant Child Labour Manager for the CLU. During her presentation, the student highlighted the following as the common forms of child labour found in Zambia.

1. Heavy domestic chores;
2. Children working on commercial farms;
3. Children working as unpaid family workers;
4. Children in the urban informal sector (crushing stones, street vending, carrying heavy blocks, garbage-picking, accompanying blind parents, etc);
5. Children, often female orphans, who are made to work as domestic workers for relatives or other families;
6. Children employed in small-scale mining;
7. Children working in the fishing industry;
8. Children used as prostitutes; and,
9. Children used to pedal drugs.

6.1.2 Main Causes of Child labour in Zambia

The following were highlighted as the main causes of child labour in Zambia through research that has been conducted by various scholars.

1. Extreme poverty at community and household levels;
2. The impact of the HIV/AIDS pandemic which has resulted in an increase in the number of orphans who have to take over the responsibility of managing households;
3. Inability of families and communities to support their children's education as a result of the fall in income, retrenchments and redundancies;
4. Community ignorance about the effects of child labour;
5. Quantitative and qualitative deficiencies in the education system especially at primary and secondary levels;
6. Trivialisation of the topic of child labour;
7. Inability to differentiate harmful child labour from acceptable and useful child work activities;
8. The apparent benefit from child labour - for the children themselves, employers, parents and guardians; and,
9. Children's lack of knowledge about their own rights.

6.1.3 Social and Developmental Effects of Child Labour on Children

The student also pointed out to the participants the negative effects of child labour on the health of children. The following were most prominent as harmful consequences of child labour:

- i) Physical harm, as a result of carrying heavy loads, fetching water over long distances or sitting for long periods of time in one position;
- ii) Stunted growth as a result of hard physical labour;
- iii) Damage to lungs, eyes and overall physical growth as a result of working in hazardous environments such as mines;

- iv) Inability to benefit from the education system as a result of having excessive working hours;
- v) Inability to perform well at school as they are too tired to concentrate;
- vi) Inability to find employment due to their low levels of education;
- vii) Psychological and social adjustment problems, as they normally work in isolation;
- viii) Distorted images of the world which they come to see as cruel;
- ix) Psychological damage and low esteem derived from their engagement in demeaning and oppressive labour such as sexual activities; and,
- x) Juvenile delinquency including habits such as drug addiction, alcoholism, sexual perversion, robbery and violence.

6.1.4 Some vital statistics about child labour in Zambia

General statistics about the magnitude of child labour in Zambia were given by the student during her presentation. She added that 90 % of working children were found in the agricultural-related occupations covering forestry and fisheries. The age group of 10 - 14 years accounted for the largest number (41%) of working children in the agricultural sector. About 29.6 % of children below the age of 15 worked in their respective households for seven or more hours daily while 74 % were between the ages 15 and 17. The student informed the participants that research indicated that most children engaged in economic activities in order to assist their families with income generation. Participants learnt that there were more female children who were combining work with their education than their male counterparts.

She further added that research indicated that some parents actually encouraged their children or even coerced them to take part in illicit activities. Research has also established that the majority of child prostitutes in the age group 15 to 17 were in school at the time that the Central Statistical Survey on child labour was conducted in 1999. In all, about 80 % of the children interviewed indicated that they did not enjoy their activities but that they did it out of lack of alternatives or a position of hopelessness. The use of drugs, particularly dagger, was rife among child prostitutes in general and that 55 % of them said they used drugs. Of all those interviewed, 71.5 % said that they wanted to

go back to school because the younger they were, the less money they got from prostitution.

6.1.5 The ILO and its IPEC Programme

The student informed the participants that the IPEC programme of the ILO was the world's largest technical programme on child labour, which is active in more than 60 countries. The role of IPEC is to inspire, guide and support national initiatives to eliminate child labour. The overall objective of IPEC is to eliminate child labour by strengthening national capacities to address the problem through the creation of a worldwide movement to combat the scourge.

She told the participants that the political will and commitment of individual governments to address child labour was the starting point for all IPEC action. Member states expressed this by signing a Memorandum of Understanding (MoU) to initiate action to fight child labour. She stressed the need for the Zambian government to create a steering committee at national level and to develop policies and programmes that were to be carried out in collaboration with employers' and workers' organisations.

The presentation reiterated the need for government to recognize the fact that the problem of child labour could not be solved overnight. It emphasised that IPEC would give support to priority action which would bring to an end extreme forms of child labour such as slavery and similar practices; the exploitation of children in prostitution, pornography and for illicit purposes and hazardous working conditions and occupations. The presentation also pointed out that IPEC gave special attention to children who were particularly vulnerable; those in hidden work situations, girls and children with special vulnerabilities or needs.

6.1.6 The IPEC Strategy

The student took this opportunity to inform the participants about IPEC's strategy towards this effort. She stressed that IPEC gives special support to partner organisations

to develop and implement measures which aim at preventing child labour, removing children from hazardous work, providing for their rehabilitation and social re-integration and providing alternatives for their families. Through the participants, she requested government to set up measures in line with the IPEC strategy. She argued that government needed to adopt a multi-sectoral strategy towards the elimination of child labour and that this strategy should include:

- i) Motivating a broad alliance of partners to acknowledge and act against child labour;
- ii) Carrying out a situation analysis to find out about child labour problems in the country;
- iii) Assisting with developing and implementing national policies on child labour problems;
- iv) Strengthening existing organisations and setting up institutional mechanisms;
- v) Creating awareness on the problem nation-wide, in communities and work places;
- vi) Promoting the development and application of protective legislation;
- vii) Supporting direct action with (potential) child workers from demonstration purposes;
- viii) Replicating and expanding successful projects into the programmes partners; and,
- ix) Mainstreaming child labour issues into socio-economic policies, programmes and budgets.

6.1.7 IPEC in Action

It was during this presentation that the student informed the participants of IPEC's efforts in the elimination of child labour. She pointed out that since inception in 1992, the IPEC programme had grown tremendously with 35 countries having signed the MoU and a further 28 being in the preparation stages. Dozens of employers' and workers' organisations had joined forces with IPEC and were actively involved in fighting child labour. She pointed out that the international community was becoming increasingly involved in the child labour problem with a growing number of donors supporting action

against the scourge. She said that, in the same vain, the Zambian government needed to sign the MoU and to mobilise local resources to combat the problem.

Participants were informed that the Statistical Information and Monitoring Programme on Child Labour (SIMPOC) was vital if policies and measures aimed at eradicating the problem were to be effective. She pointed out the need to have these policies and strategies founded on accurate information on the magnitude, distribution and characteristics of the problem. She noted that dependable information was vital for monitoring the impact of specific action programmes and to address this, the ILO had set up SIMPOC to develop methodologies for conducting child labour sample surveys.

She also took this opportunity to inform the participants that the SIMPOC project was also aimed at maintaining databanks on institutions and organisations active in the field on child labour. By taking a deliberate policy towards setting up such action programmes, the Zambian government stood to benefit from the ILO/IPEC initiative. Through the participants, the student called upon the Zambian government to maintain accurate information on the magnitude, trends and characteristics of the problem.

6.1.8 Ratification of ILO Convention No. 182 Of 1999

Participants were informed that Convention No. 182 of 1999 was the new tool devised by the ILO to combat the worst forms of child labour and that it was closely linked to the 1989 United Nations Convention on the Rights of the Child. This global consensus was arrived at on June 17th 1999 to tackle and eliminate child labour. It called for immediate and effective measures to prevent the problem. According to this tool, such efforts would be achieved by withdrawing children from hazardous work and providing alternatives and improving children's working conditions as a transitional measure towards eliminating child labour.

By ratifying a convention, the student informed the participants that a country was bound to take immediate and effective measures to secure the prohibition and elimination of the worst forms of child labour as a matter of urgency. The necessary action ranges from

reforming of existing laws and their enforcement to the practical and direct help to children and their families. She told the participants that once this was done, the next indispensable measure was the *ratification* of this convention by the national parliament of the ILO's member states in order to begin the *implementation* of its commitments.

She urged all participants to recognize the need for the Zambian government to ratify this convention as soon as possible. The convention would then be translated into practice in Zambia in order to stimulate international co-operation. She urged participants to pledge their personal involvement in this global movement by requesting them to react, act and help ratify this convention in record time and contribute to its aims with their various activities.

6.1.9 Participants' Contributions

The attachee, being conversant with the principles of participatory communication for development, was cautious against being a top-down communicator for development. It was at this point that the student requested the participants to come up with suggestions regarding what they thought could be done about the problem of child labour. Various suggestions were brought forward during the brainstorming session and these included:

1. The need for immediate review of the legal framework pertaining to child labour and the employment of minors;
2. The need for government to ratify the ILO Convention No. 182 of 1999;
3. The need for the Zambian government to design and implement a deliberate policy which should include prevention, withdrawal and rehabilitation of child workers and the provision of alternatives for the children and their families; and,
4. The need to sensitise the community that child labour was a serious problem which needed a multi-sectoral approach.

These suggestions were not too different from those provided for in the IPEC plan of action. And considering the fact that all the participants were senior government officials, the student requested them to look into their suggestions seriously and to find ways of

lobbying government to implement the ILO/IPEC action and strategy. To assess whether the suggestions made during the workshop were put into practice, the student made follow-up visits during the write-up period to find out what had been done on the ground.

It was to the disappointment of the attachee that, apart from work initiated by the ILO, nothing much had been done as suggested in the workshop. The government had not yet ratified Convention 182 which is the new tool in combating child labour. She was told by Mr. John Kabwe, the CLU manager, that government was still studying literature on this international piece of legislation and that it would ratify it at the time deemed appropriate by government. It was; therefore, apparent to this student that government lacked the political will and the commitment to the IPEC objective. Although government was looking into this issue, the pace at which it was being done left much to be desired.

The setting up of intervention measures of prevention, withdrawal, rehabilitation and provision of alternatives for the child workers and their families remains but a workshop suggestion. Yet again, nothing much had been done by government on this intervention measure. The CLU of the MLSS was still stuck in the formative stage. The manager of the unit told this student that nothing tangible could be done because of inadequate financial resources. This was evident by the activities, which had almost ground to a halt.

With regard to community sensitisation, the student was told that this had been done using the mainstream media, namely; newspapers, radio and television. The student was told that a total of four television programmes (two interviews and two documentaries), three newspaper articles and two (radio) news items had been produced to sensitise the community about child labour. However, this was apparently not adequate since more than 80 % of child workers are found in rural areas and mostly in poor households which have little or no access to the media. Hence, a lot remained to be done to fulfill the IPEC objectives.

Nevertheless, a non-governmental organisation called the Zambia Education Children Foundation (ZACEF), which was created with similar objectives as the CLU of the

Ministry, seemed to have done a lot in response to the ILO/IPEC objectives. A look at the background, objectives and activities of ZACEF will be worthwhile.

6.1.10 ZACEF: Background, Objective and Activities

The Zambia Education Children Foundation (ZACEF) is a non-governmental organisation whose membership extends to various people from all walks of life. Membership is open to the public or any organisation and, it is, therefore, voluntary. The Kaunda Square Stage I community-based organisation was founded in November 2000 by a group of people who shared a common concern for the education of children especially those in difficult circumstances. With the realisation that education is a vital key for national development and individual progress, ZACEF is concerned with the various difficulties encountered by children in the education system as evidenced by the magnitude of children who drop out of schools.

Specifically, ZACEF seeks to highlight the plight of those children who have not been introduced to school, those at the risk of dropping out and those who have actually dropped out. It hopes to integrate local communities by working with them to creating an enabling environment for the education of disadvantaged children. ZACEF had the following as its main objectives: -

- i) To promote basic education for the children through community participation;
- ii) To advocate for and raise public awareness on the rights of children as contained in the UN Convention on the Rights of the Child to which Zambia is a signatory;
- iii) To promote social and economic empowerment of poor families especially women, through micro-credit; and,
- iv) To integrate communities, especially child worker families into programmes through ZACEF local-based committees.

The student visited ZACEF to find out what activities the organisation was involved in as its contribution to the elimination of child labour. The ZACEF director, Mr. George Mambwe, said the following were the major ones:

- a) To carry out research studies, both qualitatively and quantitatively to determine the plight of children in various schools and communities;
- b) To integrate local people into community-based activities that endeavor to create an enabling environment for children;
- c) To oversee the projects of all community-based committees so created under it; and,
- d) To work in collaboration with government and other local and international organisations working to improve the welfare of children.

It was during the follow-up visit that the student was told of ZACEF's success. A total of 350 working children had been withdrawn from the streets and placed into formal education while the organisation was in the process of withdrawing an additional 150. Within the ZACEF programme, a total of 50 families had benefited from the micro-credit facility aimed at building the capacity of families to economically empower them.

6.2 Attendance of CHIN Reference Group on Child Abuse (RGCA) Meeting

The attachee, after being requested by Mr. John Kabwe, had an opportunity of attending the CHIN RGCA meeting held on March 6 2001 at the CHIN Secretariat on behalf of the Ministry. This meeting was attended mainly by CHIN member-organisations which included Caring Women, Cheba Orphans, Children in Distress, City of Hope, Family Life Movement of Zambia, Kara Counseling and Training Trust, Development Aid from People to People, Christian Council of Zambia and the Livingstone Street Children Project among others.

A number of issues were raised during the meeting . Participating organisations were requested to suggest solutions about what they thought needed to be done to reduce incidences of child abuse. The following were their suggestions:

- i) The need to introduce stiff punishment against offenders;

- ii) The need to educate children about their rights; and
- iii) The need to sensitise the community about the negative effects of child labour

6.2.1 Attendance of the ILO/MLSS Commemoration Ceremony (Civic Center)

On February 4, the student had an opportunity of attending an ILO/MLSS ceremony at the Civic Center (Nakatindi Hall) from 08.00 to 17.00 hours. This ceremony was officiated by the ILO Director Mr. Louis Ndaba-Hagamye; the MLSS-PS, Mr. Alec Chirwa; Lusaka Mayor, Mr. Patrick Kangwa and the wife of the former Vice President, Mrs. Angela Miyanda. Participants were pupils and teachers from 30 Lusaka-based primary schools. The theme of the meeting was: “ No more Exploitation. We want Education”.

During this ceremony, the student was not assigned any specific task as such but only helped with the distribution of T-shirts, caps and ILO-printed brochures and pamphlets carrying information about child labour. She, instead, carried out participant observation to assess whether community participation was considered vital in development projects such the elimination of child labour.

It was apparent to this student that the concept of people’s participation in development projects was not adequately incorporated. This was because the majority of participants during this ceremony were children themselves. The occasion left out the communities, which seem to be passing a blind eye to the problem of child labour and apparently perpetuating child labour.

6.2.2 Participation in the ZACEF Programme

On Saturday, the 3rd of March 2001, the student participated in the ZACEF community sensitisation march past. Again, participants were the children themselves, parents and teachers of Mumana Basic School at which the march-past ended. This one-day activity was graced by the then Minister of Education; Brigadier-General Godfrey Miyanda; the University of Zambia Vice Chancellor, Professor Mutale Chanda; the ILO Area Director

Mr. Louis Nadaba-Hagame; Director of Women Micro-finance, Mr. Patrick Chooye and other dignitaries from the MCDSS and the MYSCD.

Clad in the “No More Exploitation-We want Education” T-shirt, the student participated in the march past which started at 08.00 hours from the ZACEF offices in Kaunda Square Stage I to Mumana Basic School situated behind Munali Secondary School. The marchers were accompanied by the Salvation Army Brass Band. Children from the Kaunda Square catchment area recited poems, performed sketches, danced and sung songs depicting the evils of child labour.

6.3 In-depth and Random interviews

The student hoped to contribute in finding solutions faced by the MLSS and CHIN not only through in-depth interviews, but also through focus group discussions. However, this was not possible because, in both organisations, officers were not willing to participate unless with express permission of the Minister (in the case of the MLSS) or the Chairperson (in the case of CHIN). Nevertheless, the student had the opportunity of interviewing Mr. John Kabwe, the CLU manager, his assistant to the unit Mr. Allan Mumba as well as the Director of Planning, Mr. Rapheal Phiri.

She also carried out random interviews with parents and children found on the streets performing all kinds of activities. During the interviews, the attachee had the opportunity of helping interviewees find solutions to the problem of child labour. This was done by prompting them to suggest solutions to their problems or making recommendations to government and policy makers. The student also made her own suggestions in a participatory manner while the following were some of the responses made by children and parents/guardians.

6.4 Sentiments from Children

“My father should find a job so that I can stop selling sweets on the streets and go back to school” (said 15 years old Moffat Phiri , a single orphan found at Lusaka City Market).

“My aunt says that I should sell bananas and oranges or we won’t have food to eat. But she should sell the bananas herself because she is older and can tolerate the rainy weather” (said 13 years old Aida Kunda, a double orphaned street vendor found along Lumumba Road in Lusaka).

“My father died three years ago and I have to help my mother raise money to feed the family. The President should give my mother some money so that she can start a business to help her send my two brothers, four sisters and I to school” (said Japhet Nasilele, a 17-year-old single orphan found along Kalingalinga Road (Lusaka) crushing stones with his mother).

6.5 Sentiments from Parents

“I lost my job in 1993 through retrenchment and now I am a destitute. The government should create more companies to employ those of us selling second-hand clothes on the streets” (Charity Kombe, a woman selling second-hand clothes popularly known as ‘salaula’ at Lusaka’s town center market).

“I know that child labour is bad. But what should we do if our children have to survive? They should secure employment for themselves (even if they are under-age) for their own survival” (Gabriel Daka, a car cleaner along Cairo Road in Lusaka).

“Like you can see, I am blind. So, it is only in order that my 8-year old child walks me to and from town every day for me to beg from passers-by” (Master Banda, a blind parent along Chachacha Road in Lusaka).

The above responses indicated that while some parents knew that child labour was a serious problem, others merely passed a blind eye to it and regarded it as a norm of society. Even if the community is aware of the problem, a lot remained to be done by government, (especially in the area of community sensitisation), to help reduce the scourge.

6.6 Conclusion

The student's contribution in trying to solve problems encountered by the MLSS and CHIN as well as the tentative solutions to the problem of child labour have been clearly outlined. Although she hoped to participate in almost all the activities of the host organisation, this was not possible especially with the Ministry. This was attributed to the problem of red tape and bureaucracy explained in Chapter 5.

However, the attachee actively participated in meetings, ceremonies and the workshop organised by the ILO/MLSS. She also interviewed personnel of the MLSS, children and parents/guardians about what they knew, felt and did about the problem of child labour. In a participatory manner, she prompted interviewees to suggest solutions to their problems and that of child labour without imposing her ideas and suggestions.

Chapter 7

Discussion of Findings and Experiences

7.0 Introduction

All the activities in which the student participated were meant to provide her with an opportunity to observe and assess communication strategies employed by the Ministry in raising awareness about the effects child labour. This chapter will, therefore, discuss the major findings and experiences of the student during her attachment in the light of the communication theory presented in the conceptual framework of Chapter 3. These findings and experiences will be used to draw valid conclusions on the strengths and weaknesses of the communication strategies used, the relevance of trait approaches to communication, persuasion, communication campaigns and how these relate to the progressive elimination of the worst forms of child labour.

In addressing the problem of child labour, the student discovered that a number of communication theories are relative to the problem under investigation. However the concept most appropriate to the PAR and elimination of the worst forms of child labour is that of social marketing. This concept will be looked at in detail in the later sections of the chapter.

7.1 Responses to the Problem of Child Labour

The student found that since 1995, several discussions had been held with regard to the growing problem of child labour in Zambia. These discussions involved a number of key government ministries, NGOs, ZCTU, ZFE, the Church groups and the private sector. All these organisations resolved to take immediate action to determine the nature and scale of child labour in Zambia. Measures to effectively and immediately ban child labour practices have also been proposed.

On the ground currently, the student found that the Police Service's Victim Support Unit (VSU) and NGOs such as CHIN, the YWCA, Women in Law and Development in Southern Africa (WILDAF) and ZACEF have begun to address the problem of child labour as a key component in their work on children's rights.

7.2 MLSS Organisational Communication

The MLSS organisation structure (Figure 3) is made up of the PS as the overall head of the Ministry and the person responsible for the day-to-day operations of the organisation. He is assisted by the Deputy Permanent Secretary (DPS). Below the DPS is the Labour Commissioner (LC) who is assisted by the Deputy Labour Commissioner (DLC). Answerable to the DLC are two Assistant Commissioners (ALC - Labour and Industrial Relations).

Experience for the student during attachment revealed that despite the PS being the overall supervisor of the Ministry and its departments, he was not the final authority on issues concerning the organization as he got instructions from the Minister. However, the Heads of Departments (HODs) and the ALCs were closer to the general members of staff as compared to the Minister, the DM, the PS, the DPS or indeed the LC. Instructions were given by the Minister to the DM who, in turn, instructed the PS while the PS gave orders to the DPS. The DPS then liaised with his subordinates.

The student's findings in view of this indicate that there was no direct communication between the Minister or the DM with members of staff or indeed, the PS and members of staff. Apparently, direct communication only existed between the Minister, her deputy, the PS, the DPS, the LC, DLC and the ALCs. The student observed a breakdown of communication between top management and junior staff. This situation created an impression to the attachee that the Minister and the her Deputy were alienated from the rest of the staff of the organisation. Nevertheless, the most common methods of internal communication for the organisation were:

- i) Briefings and meetings;
- ii) Memoranda; and
- iii) Internal telephones.

Exchange of information with other organisations and the Ministry was done through:

- i) Workshops and seminars;
- ii) Meetings;
- iii) Letters;
- iv) Telephones; and
- v) Reports and exchange of documents.

7.2.1 The MLSS and Planning

Middleton states that planning is, in essence, asking oneself about what it would be like in future. He argues that planning is a conscious effort that has neither a beginning nor an end. This effort includes both the senders and recipients of messages and a feedback mechanism. The feedback mechanism helps people converge towards some common understanding. He states that:

Planning is a conscious effort to adapt a system to its environment in order to achieve a system's goal (Middleton et al., 1984: 41).

Experience for the student while on attachment indicated that, despite the MLSS having a Planning Department, there was no planning within the host organisation regarding how it envisaged the CLU to function in future. Planning, if it took place at all, was done once. This is contrary to the fundamentals of planning which is a continuous process without neither a beginning nor an end.

Planning is preparing for one's or an institution's future. For the Ministry, since planning was done once and for all, what resulted for the CLU, like earlier mentioned, was that

activities were grossly affected. This was due to the inadequate funding which the Ministry was experiencing.

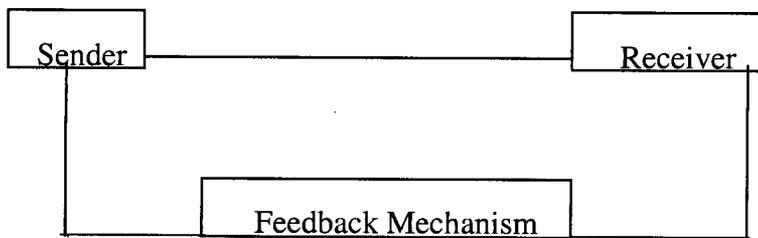
To avoid this, the Ministry should have clearly spelt out ways and means of sourcing funds to fill the gaps created by the delayed releasing of money by the donors. A contingency plan should have been put in place to address the unanticipated financial pitfalls. This, apparently, was not taken into account by the Ministry and government at large. Above all, it is very unlikely that the prevailing situation is what the Ministry anticipated to have when the unit was set up.

7.2.2 Communication and Child Labour

Communication is the exchange of ideas, opinions and information through speech, pictures and other symbols. It is, therefore, a symbolic social process, which occurs when we have an idea in response to something we have seen or heard (Infante, et al., 1997: 134).

The student's observation and experience during the attachment was that there was no exchange of information and ideas between the Ministry and the community. Even if communication is equal to a sharing process with no permanent sender and no permanent receiver of messages, the host organisation was always sending messages about child labour. The community was a mere recipient of news and ideas. They did not have an opportunity to share their thoughts and actions with the institution. This was contrary to the principles of communication which Moemeka (1995) has told us was not a mechanical transfer of figures and facts but a sharing process where hands of the sender and the receiver constantly change hands depending on who is talking and who is listening. The process of communication between the Ministry and the communities was incomplete because it had no feedback mechanism.

Figure 5: The Process of Communication



Source: Infante et al., (1997)

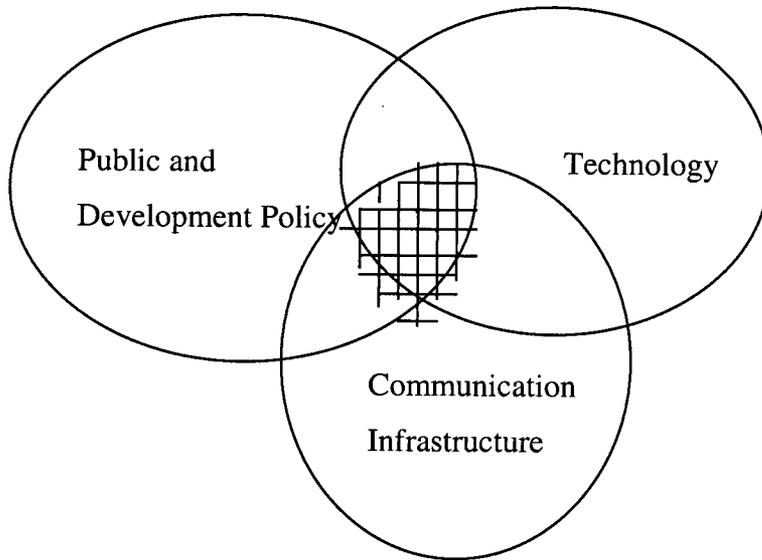
7.2.3 The MLSS and Communication Planning

According to Middleton et al., communication planning, like all planning processes, is fundamentally future-oriented. Communication planning seeks to create, allocate and use communication resources to achieve socially valued communication goals in a particular image or images (Middleton et al., 1984: 21).

To assess the MLSS's context of communication planning, the student analysed Hancock's Venn Diagram (Figure 6) which shows the basic influences that converge in communication planning.

Hancock further argues that the process of communication planning begins from the two main axes; *public and development policy* and *the infrastructure* in the *communication system*. Communication planning is concerned with the potential of communication as a mobilising and integrating force within society. He adds that it is further conditioned and catalysed by *technology* (Hancock, 1992: 20). He also states that while communication is a basic human activity, the incentives to plan for its allocation and conservation and to institutionalise its forms only arises in a society with a developed or potential technological base.

Figure 6: Elements of Communication Planning



Source: Hancock, (1992): Communication Policy and Planning

He adds that communication planning lies broadly at the point of intersection (Figure 7); these being (in theory) a process of formulating societal objectives, correlating these with the potential of the communication system and making use of technology to secure the best possible match. The main concern of the field is to plan (at a variety of levels) for a communication system: a system being viewed, traditionally, as an assembly of parts connected together in an organised way, as an organic unit. The process of communication planning is carried on within society involving individuals, institutions and groups. It is therefore, a human activity system (Hancock, 1992 : 21).

Experience and observations of the student while on attachment indicated that communication planning for child labour as a human activity system was done involving all stakeholders such as government departments, NGOs, donors, individuals and CBOs. The Zambian media serve (d) as the potential technological base of communication planning for child labour activities.

What was apparently incorrect was that this planning for child labour was not done to make use of the existing communication technology and the communication infrastructure. This planning was also not tailored towards the public and development policy of the country. The planning was not oriented towards the future. This is no wonder that not many people were aware of the existence of the unit.

In addition, despite the potential communication system, the communication technological base was not utilised to the fullest. The government owns most of the public media available in the country. In spite of this, the student observed that there was more information about HIV/AIDS, the Third Term Debate, activities about the Organisation of African Unit (OAU) Summit as opposed to messages about child labour. Therefore, the Ministry should have fully utilised the media to achieve the societal and IPEC objectives of eliminating the worst forms of child labour.

Above all, the communication system according to Middleton must include both the sender and the receivers and a feedback loop as well. When functioning, this system helps people *converge* towards common understanding (Middleton & Wedemeyer, 1984: 42). Findings of the student indicate that this combination of factors was missing in the Ministry's contribution towards the elimination of child labour.

In planning for the unit, the five basic principles of communication planning should have been taken into consideration. The basic principles of communication planning include:

- i) the underlying approaches to communication planning for development;
- ii) creating a generic framework;
- iii) adapting the planning framework to local conditions;
- iv) applying the planning framework in practice; and,
- v) reporting of results.

In planning and implementation of communication programmes, continuity of personnel is important. The student found that the CLU itself had a continuity of personnel while the Ministry as a whole did not. For instance, the student found that there was a new

minister and a deputy during the follow-up visit. This meant that the new officials had to be oriented to the aims and objectives of the CLU.

The methods of communication planning are levels at which communication planning can be done. The UNESCO's International Programme for Development in Communication (IPDC) states that planning for communication cannot be confined to a single level. At each level of planning, there is an infusion of planning from other levels. These levels of communication planning include:

1. Communication planning for products;
2. Communication planning for institutions;
3. Communication planning for networks; and,
4. Communication planning for systems.

It is the communication planning for institutions, (such as the MLSS), which is most relevant to this discussion.

Communication planning is not just for institutions that are communication-oriented. Any institution such as hospitals, schools, colleges and government departments can plan for their communication. Institutional communication planning for institutions can also be sub-divided into:

- i) *Beginning* an institution from the very start;
- ii) *Reactivating* or *re-organising* an institution. At this sub-level of communication planning, the planning institution already has personnel, equipment and offices. An institution at this sub-level is beginning from somewhere.;
- iii) *Setting of goals, objectives* and *priorities*. This is the sub-level of institutional communication planning where objectives and priorities are spelt out. These priorities or objectives may also be redefined or scrapped in favour of new ones;

- iv) *Strategising* is the sub-level of institutional communication planning at which ways and means are worked out by an organisation regarding how the set goals and objectives would be achieved;
- v) *Funding* is usually the biggest problem especially in developing countries. However, an institution requesting for funding should have a budget that can be logically defended;
- vi) *Hiring of personnel* or *human resources* needed in institutional communication planning. An institution needs to hire qualified personnel to implement its communication goals and objectives; and,
- vii) *Reporting of results* which is the last sub-level of institutional communication planning. At this level, an institution needs to examine its existing weaknesses and strengths. If the results are not impressive, the communication planning begins again. The results should serve as an evaluation process. An organisation needs to incorporate this more or less as a permanent structural mechanism, which it (organisation) can come back and look at.

Experience and findings of the student during the attachment reveal that the Ministry did not plan for its communication products. Neither did the Ministry plan for itself as an institution. The setting up of the CLU can be regarded as the beginning of communication planning for the Ministry because this was the first time that the unit was being created. Hence, the unit should have been planned for with communication goals and objectives peculiar to it.

If this was not done, the Ministry should have, at least, reactivated its existing communication planning. This would have been possible because the institution already had personnel, offices and equipment. It should have redefined its communication goals if this took precedence over the new arrangement. Nevertheless, this was not the way the CLU or the Ministry as a whole was planned for. The planning that was done was not compatible with the principles of institutional communication planning.

The student also found that there was no communication strategy designed by the Ministry in raising public awareness about effects of child labour. Communication to the general public was more ad-hoc and haphazard than planned.

Furthermore, the unit's inadequate financial resources underscores the fact that the MLSS did not have planning regarding how it would achieve its communication goals and objectives. In addition, personnel attached to the unit were not drawn from different backgrounds.

Although the headquarters of the NPA on child labour was based in Lusaka, there was need for the Ministry to decentralise the structure of the NSC on child labour. This structure should have trickled down to the grassroots where the people most prone to child labour practices are found. Above all, the Ministry should have instituted a permanent results/evaluation mechanism, not only for child labour but for other activities as well.

7.2.4 Mass Communication and Child Labour

The mass media and mass communication serve many functions for our society. Through mass media, the people learn almost immediately about major happenings across the globe. As viewers, we are frequently eyewitnesses to global events, both joyous and tragic (Infante et al., 1997: 358). Mass communication is the dissemination of information to a heterogeneous, ubiquitous audience through the use of technology. According to early mass communication theorists, supported by Kasoma (1992), the media serve the functions of surveillance, correlation, cultural transmission, entertainment, education and mobilising. It is these functions of surveillance, mobilising and education that relate directly to the student's findings, experiences and discussion.

The problem of child labour is a tragic global scenario, which we come to learn about through editorials, headlines on radio, television, newspapers and daily experiences. For the Zambian situation, these headlines and articles have served the education and surveillance functions of mass communication.

Furthermore, the student's experience and findings reveal that mass communication was correctly used to disseminate information to the communities. In this regard, the Magic Bullet Theory was analysed by the student to measure the extent to which society can be sensitised about the effects of child labour with the use of mass communication. This theory, which was developed to account for the presumed powerful effects of the media on audiences, posits that mass media could influence a very large group of people *directly* and *uniformly* by "shooting" or "injecting" them with appropriate messages designed to trigger a desired response (Infante et al., 1997: 360).

The student's observation was that, while the Ministry used the mass media within the context of the Magic Bullet Theory, the response it derived from the messages about child labour leaves much to be desired. This is because most people still did not know much about child labour and its disadvantages. This suggests that mass communication and the Bullet theory itself, has limitations because of people's attitudes, values, opinions, beliefs and practices.

To overcome this shot-fall, the Ministry should have supplemented mass communication with face-to-face or interpersonal communication. This should have been done with the help of opinion leaders such as headteachers, teachers, church leaders, civic leaders and others. The use of interpersonal communication would have helped the Ministry gather information regarding what people knew and felt about child labour.

7.2.5 The MLSS and Communication Policy

Communication policies are concerned with both the philosophical outlook of the roles of the media in a given society as well as the *modus operandi* in attaining these roles (Kasoma, 1992:). Kasoma further argues that while policies may exist and be discussed without planning, planning cannot be expected to take place without at least, implicit policies. He adds that there are seven (7) factors that determine and influence

communication policies and these serve as a continuum of checks and balances rather than as isolated variables (Kasoma, 1992: 93). These factors, according to Kasoma are:

- i) History;
- ii) Economics;
- iii) Experts;
- iii) Religion;
- v) Media education;
- vi) Law; and
- vii) Politics.

The Ministry should have taken into consideration the above factors in designing a communication policy on child labour. This is because Kasoma (1992) tells us that communication policies can be developed by any institution and not necessarily media organisations.

The MLSS should have deliberately and consciously adapted the elimination of the worst forms of child labour to its environment. It should have addressed the problem of child labour through the use of development communicators to design educational messages to help communities learn of the effects of child labour on children and the community at large.

The organisation should have studied the audience carefully, finding out what people knew about child labour. It should then have identified the barriers towards the audience's adjustment. Finally, a system of messages and media should have been designed to get effective information to the people in order for the people to give planners feedback regarding the issue. In this child labour programme, the system includes planners, the messages and the media. Doing this would have assisted the Ministry to design a communication policy not just for child labour but all its activities.

7.2.6 MLSS and the Communications/Information Department

The communications or information or public relations department of any organisation is responsible for both internal and external communication. While on attachment, the student found that this department was non-existent in the Ministry. The non-existence of a communications department within the MLSS can be taken as one of the reasons why messages about child labour failed to reach to the public.

Therefore, a lot remains to be done by the Ministry if messages about the harmful effects of child labour on children are going to reach the intended targets. If people did not know that the CLU existed, it was also possible that they would not be aware of the problem being tackled.

7.2.7 Levels of Communication Planning

In analysing the Ministry's communication competence, a look at some examples of current communication planning efforts will serve to make this discussion more concrete.

Middleton codified for us the levels at which communication planning can take place. The first level is that of *telecommunication planning*. In this type of communication planning, planners deal almost exclusively with point-to-point communication resources. Their orientation is primarily towards the creation (and maintenance) of communication resources (Middleton, & Wedemwyer, 1984: 26).

He adds that since telecommunication resources are central to the flow of information in society, they are objects of great interest to governments. Due to the size and technological complexity of telecommunication systems, planning tends to be done from a relatively high-level perspective, regardless of social image and also that this planning seems to be long-range too.

The student observed that this planning for child labour was done at a high-level perspective.

The second level is the *mass media planning* which is oriented towards the allocation and utilisation of communication system resources. This is because the mass media have the potential to achieve all types of communication goals. Middleton et al. argue that one result of this wide functional capability is of great deal of interest on the part of other kinds of communication planners in using mass media, as well as in government intervention in mass media policy and planning (Middleton et al. 1984: 28).

The third level, is that of *educational media planning*, whose emphasis is on education. In this type of planning, there is a heavy emphasis on mass media and interpersonal communication. Educational media planners are generally employed in the education ministries or educational department and agencies and their planning tends to be on a large scale. He adds that there are many non-formal educational efforts which utilise mass media planning and that planners for this type of project may be found in almost any ministry but often with more restricted systems perspective (Middleton et al., 1984: 30).

MLSS should have had the mass media and the education media-planning unit. This should have been oriented towards educational media planning regarding *what* information to give to the public; *when, how* and *through* which *medium*. This unit could have been constituted primarily to deal with media education regarding how to educate the community about the effects of child labour on children and society.

Fourth, *development-communication planning* comprises a wide range of planned communication activities, which have, as their purpose, the creation of social and individual change within the development process. Development communication encompasses campaigns in development programmes..... Governments use development communication planning to build a sense of national identity and to inform people of development goals and programmes. So, development communication planning is oriented primarily towards utilisation of communication resources with emphasis on persuasion goals. Planners of this type of activity are found in almost any agency and

sector which has development programmes. They work in information ministries, in other government ministries and departments and private agencies (Middleton et al., 1984: 31).

In the MLSS, development communication planning was non-existent. There was no development communication expert engaged in the unit, especially towards community sensitisation about the issue of child labour.

The fifth and last level of communication planning codified by Middleton et al. is that of *National-level integrated communication planning*. The problem of child labour should have been addressed within the framework of this level of communication planning. This type of communication planning is oriented towards creation, allocation and use of communication resources to achieve a wide range of goals (Middleton et al., 1984: 32). The elimination of the worst forms of child labour should be one of these goals. Planners to the child labour programme should have been composed of people with different professional backgrounds to design national-level integrated communication planning.

The student found that this was not the case in the MLSS. The people working in the unit were the PS, who served as Chairman of the NCS; the CLU manager, who was also the ALC in the Department of Labour and an officer from the Planning Unit. According to the student's findings, none of these is a communication-trained personnel. This arrangement left out key people such as legal, communication and educational experts.

7.2.8 Communication and National Development

While on attachment, the student found that the elimination of child labour was a developmental concern aimed at achieving national development ultimately. Towards this effort, therefore, the effects of communication were detected through the actions of the people. This is because, whatever communication can do for development comes through what people do - or do not - because they participate in a development process (Middleton et al., 1984: 33). Middleton further adds that this does not necessarily mean that communication determines what people do or do not do, only that when communication effect occurs, it has them through people.

He also argues that human behaviour is extremely complex as it is determined by many factors. Some of the most important are internal to the person. Middleton referred to such factors as values, attitudes, beliefs, hopes, dreams and so on. He argues that some are outside the person in the social environment. These include other people, things, organisations, expectations of others, information and knowledge. Planned communication affects directly only knowledge and information on people's environment (Middleton et al., 1984: 34).

In this regard, the MLSS should have addressed the issue of child labour as a national communication for development programme, consciously adopted to suit the environment because information and knowledge are centrally important to the process of thinking and reflection. Middleton et al. (1984), argue that the life of the mind is as important as the life of action - and, to many people, perhaps more important. What people are - how they see themselves and the world - is important in itself, not only because it determines much of what they do. According to Middleton et al.

Planned communication can have a *powerful impact* on these processes. It is no accident that planned communication has a central element of all great religious and ideological movements. The creation and use of the Koran, the Bible and the *Sayings of Chairman Mao*, are significant examples of planned communication. We also know that planned communication *can persuade* people to *change* both what *they believe* in and what *they do*. The ethical and moral issues that surround this role of communication in development raises the question of what roles communication should play in development (Middleton, et al., 1984: 34).

The theory of communication planning we have seen above is very important in all efforts aimed at the elimination of the worst forms of child labour. This is because human behaviour is complex. Therefore, in order to change people, to educate and inform them, there is need to address the issue of child labour using all the levels of communication

planning with more emphasis on the education media, mass media, development communication and national-level integrated communication planning levels..

7.3 Lack of Community Participation in the Child Labour Programme

The concept of people's participation in development projects has become a pre-condition for donors in many a development programme. However, White (1994) admits that it no simple task to mobilise people at grassroots to *participate*. While undertaking work at the Ministry, the student carried out an assessment of the extent to which people participated in the developmental concern of eliminating the worst forms of child labour.

Findings and experience of the student concerning people's participation reveal that this concept was more theoretical than practical. This is because all planning and implementation of the NPA on child labour was done from 'above'. What communities received was a finished reality. People's participation in the child labour programme was not well pronounced. Planners overlooked the *rights* which people have in *having a say* in this development programme. As a result, the concept of participation was thwarted, individual personalities mutilated. Denying people their rights to take part in this programme was contrary to White's (1994) pronouncements regarding what participation entails. She further argues that extensive contribution from the community to the process of participation and sharing of its benefits of development, is key to the participatory approach.

The experience of the student was that the relationship between the Ministry and the community was perpetually that of a sender-receiver type. Despite participation being a people-centered approach aimed at enhancing skills, empowering and seeking active involvement of target adopters, this was not the case for the MLSS. What apparently was the case was the prevalence of 'pseudo' participation. It was pseudo and not 'genuine' participation because the planning, control and implementation of the NPA on child labour rested with the planners namely: the MLSS, ILO, NGOs and CBOs. The level of the peoples' participation was that of *being present to listen* to what was *being planned for them* and what *would be done about* the worst forms of child labour.

The local people, donors, NGOs, CBOs and the Ministry, together with other government departments, should have worked co-operatively throughout the decision-making process. People should have been empowered to control the action to be taken and how to address the problem of child labour. Only then, would the student have observed *genuine* participation.

The student further made an assessment of the concept of participatory communication and how it relates to child labour. She discovered that the UNESCO's first Seminar in 1978 defined participatory communication as the process in which groups with common interests jointly construct messages oriented to the implementation of the existential situation and to the change of the unjust social structure (Mody 1991, 30).

Mody adds that media organisations impose a handicap on their staff when they do not require their producers to go to small groups of audience members to dialogue about audience needs and preferences before developing posters and programmes for distribution. She argues that no matter how much money an organisation may spend to hire the best trained producers of posters and broadcast programmes, no matter how much foreign exchange it may spend to import expensive equipment and trainers, the organisation that *excludes* the audience from the message-design process is *doomed* to being merely an 'information-distribution organisation' (Mody, 1991: 50).

This was the experience of the student during her attachment to the Ministry. The audience or masses were left out in the message-design process. The Ministry imposed a handicap on personnel working in the CLU because it did not encourage them to go out in the communities to dialogue on the audiences' needs and preferences on campaign material to be used against child labour.

People's participation in development projects can also be regarded as a dialogical process. This is a process in which individuals who take part in the process figure out themselves with other members of their group regarding how development works, what their role is and what other participants' roles are. In the elimination of the worst forms of

child labour, this element of participation was not available. It is, therefore, not an understatement to state that there was no dialogue between the people and the organisation.

Because participatory communication for development is a dialogical process, members of the group share certain ideas, opinions and values regarding what needs to be done and what is supposed to be avoided in order to uplift standards of living.

Experience for the student while on attachment indicated that the dialogical aspect of participatory communication for development was not taken into account. Although participatory development communication is the application of the process of communication to the development process through active involvement of beneficiaries, the people for whom messages about the harmful effects of child labour aimed at were marginalised. This is so because they did not participate in this process and so, it can not be unjustifiable to state that there was pseudo participation. Participatory development communication was not regarded important by the host organisation.

The marginalisation of the people in the efforts towards the elimination of child labour was also contrary to the Freirian concept of participation as a process of emancipation. Freire argues that any situation, in which some men prevent others from engaging in in the process of inquiry is one of violence (Freire,1978: 58). His concept of conscientisation is central to the theme of participation. He argues that, to activate consciousness and critical awareness of one's environment, one's identity, one's talents and one's alternatives, freedom of action is an important imperative to participatory action (White, 1994 : 24). Action is more likely to be an outcome when people engage in dialogue and search together. He adds that empowerment comes through conscientisation.

White (1994) supports Freire's concept of self-reliance as an integral aspect of participation. She says that participation in itself is an act of self-reliance, which must be accompanied by self-confidence. It is through indigenous media that the masses can be

made aware of available resources and be encouraged to take advantage of useful information, which the media presents in a language they can understand. She states that:

When individuals become self-reliant, their behaviour will change - from apathy to action, from dependence to independence, from alienation to involvement, from manipulatable to self-determined, from defensiveness to supportiveness, from other-directed to inner-directed, from ignorance to knowledgeable. A community of self-reliant people will be capable of diagnosing its own problems, of developing innovative solutions and fostering development diversity (White, 1994: 26).

Participatory communication is a knowledge-sharing process. Designing development projects and persuasive communication campaign strategies to sell these development projects should not be standard operating procedure. This is because collective investigation and analysis of issues and problems not only enhance understanding but also brings about both short- and long-term solutions (White, 1994 : 27).

In the same manner, the elimination of the worst forms of child labour should begin by conscientising the people. People should be made to reflect, act and return to reflection because reflective thought is regarded as the core of education. People should feel self-reliant and self-confident to participate in controlling the Zambian media. They should not be alienated from the NPA on child labour as mere “objects” of the programme but as partners in the knowledge-sharing process. Above all, communication, in order to be effective, has to be participatory, dialogical and reciprocal (White, 1994 : 27-28).

7.4 Child Labour and Social Change Campaign

To assess the communication strategies employed by the MLSS in raising public awareness of the effects of child labour on children and society at large, the student analysed the concept of social change campaign. This was done to help the PAR draw

valid conclusions of the extent to which the attachment organisation correctly utilised this concept.

Like mentioned (conceptual framework), social change campaigns are not new phenomena for they have been conducted from time immemorial. Kotler et al. argue that social change campaigns are organised efforts conducted by one group (change agents), which intends to persuade another (target adopters) to accept, modify or abandon certain ideas, attitudes, practices and behaviour (Kotler et al., 1989: 6).

Findings of the student during the attachment reveal that the elimination of the worst forms of child labour was done in the manner of a social change campaign. The change agents in this effort being the MLSS, NGOs, CBOs, ILO, donors and other stakeholders. Target adopters in this effort were the communities themselves. The community was being modified to abandon attitudes and practices of physically exploiting children through child labour.

However, the student also found that despite radio, newspaper and television messages, information about child labour enjoyed less publicity. This was because of the 'chronic know-nothings' - the people who could not be reached by this information no matter how much they were exposed to it.

The student's observations also reveal that few individuals were receptive to information about child labour because this information was incompatible with the audiences' prior attitudes about what child labour is. She found that people believed that child labour was there before they were born. Hence they did not see why children working today should create any problems for society. In this regard, therefore, information about the harmful effects of child labour did not help educate the public because of:

- a). *Audience factors* : These relate to *apathy* where people for who the change is meant did not like the change itself. The student found that people argued that child labour was a trivial issue which need not be talked about. The people were

also *defensive* to the issue of child about by substantiating their arguments. They argued that sending their children for work was not only in order but necessary for the children to contribute in raising income for the families. The audience factor of *cognitive ineptness* was also at play in limiting the spread of child labour messages. The student experienced that some of the people reached by child labour information suffered from cognitive ineptness.

- b). *Message factors:* These refer to the influences that would come because of the way we are communicating. The student found out that the message factor of language was a limitation in conveying motivating benefits to communities in an attention-getting way. The language used (English) was ‘noise’ and so, it acted as a barrier in communicating child labour messages. ‘Noise’ in communication can be regarded as anything that prevents the message from reaching the intended receiver.
- c). *Media factors:* These relate to the failure to use appropriate media at the proper time. Media factors also refer to the ineffective ways of reaching the target adopters with the type of media they are most receptive to.

With regard to the above factors, the student’s finding reveal that not many people in rural areas own televisions. In spite of this, the MLSS and its allies, in their fight against child labour, constantly used television and newspapers as media for communication. This was compounded by the fact that some people did not feel at ease when speaking in English while others could not afford the cheapest newspaper on the market.

The mass media used should have been traditional communication (story-telling, dance, poetry, drama, etc), blended with modern media.

- d). *Response-mechanism factors:* These are factors associated with the failure to provide receptive and motivated citizens with an easy and convenient way to

respond positively to a campaign's objectives and to carry out the campaign's intentions.

The student found that there was no provision for people's response to the messages they were given about the harmful effects of child labour. In this regard, therefore, the MLSS and all stake holders should have :

- i). Supplemented mass media-oriented communication with face-to-face communication. This would have made people process information about child labour in a better and acceptable way because they would have participated in the discussion;
- ii). Made use of the audience segmentation technique of social marketing (Audience segmentation will be analysed in detail in later sections of the Chapter).

The student also found that, unlike the Ministry, significant efforts were made by CHIN to raise public awareness about child labour. She discovered that CHIN organised and participated in the Global March Against Child Labour (GMACL). The GMACL was organised by NGOs in the South in order to raise awareness and to call for an end to child labour. Starting in January 1998, three simultaneous marches made their way through Asia, Africa, South America, North America and Europe. The marches converged in Geneva, Switzerland on May 30, 1998. At this time, the ILO was holding a consultative meeting to discuss a new convention on the worst forms of child labour (now Convention 182 of 1999). An international secretariat based in New Delhi, India, co-ordinated the Global March.

The mission of the GMACL was to mobilise world-wide efforts to protect and promote rights of children, especially the right to receive *a free, meaningful* education and to *be free from economic exploitation* and from performing any work that is likely to be damaging to the child's physical, mental, spiritual, moral and social development. The objectives of the march were as follows:

1. Raising awareness about child labour;
2. Urging states to ratify and enforce existing conventions and laws on child labour and education;
3. Mobilising the maximum possible national and international resources to support education for all children;
4. Mobilising public opinion and action against the broader injustices contributing to child labour;
5. Demanding the immediate elimination of the most exploitative forms of child labour;
6. Promoting positive actions by employers and consumers; and
7. Ensuring the proper rehabilitation and re-integration of child labourers.

At a national level, the GMACL was perceived as a tool to:

1. Promote and enhance education for all children;
2. Mobilise society, enlightening them on the dangers of child labour and how to stop it;
3. Campaign for companies to take increased responsibility to prevent child labour;
4. Build national awareness of the gravity of the child labour problem; and
5. Ensure proper rehabilitation and integration of child labourers.

7.5 Child labour, Persuasion Strategies and Verbal Language

Persuasion, which has been a perennial question for researchers, is about convincing people. Research has been trying to find ways of persuading others using verbal and non-verbal communication. However, persuasion, at its most basic level, is something we can look at as an attitude towards change. An attitude is a mental disposition towards something.

To analyse how the host organisation attempted to persuade people to stop the practice of employing under-aged children, the student reviewed the theories of Cognitive Dissonance and Human Action.

The Cognitive Dissonance Theory discussed in the conceptual framework states that holding two contradictory beliefs leads to psychological discomfort (Infante et al., 1997: 56). The theory is used to persuade others by showing them that they simultaneously hold two inconsistent beliefs or by convincing them to believe something inconsistent with their present beliefs. A basic idea about persuasion from this theory is that, to persuade people, one must cause them to experience dissonance (Infante et al., 1997: 162). Infante et al. argue that when a speaker arouses dissonance, the receiver will try to reduce it using the following methods:

- i) Attitude change towards the speaker's proposal (subject of persuasion);
- ii) Attitude change towards the speaker (object of persuasion);
- iii) Selective exposure (which involves individual's seeking of information which supports their opinion but avoiding information which is unfavourable towards their opinion.);
- iv) Adopting or agreeing with the speaker's proposal.

They further argue that although there is no guarantee that the audience will reduce dissonance by changing their minds, the speaker does have a chance to achieve persuasion. According to the theory, if no dissonance is aroused, there will be no persuasion. People do not change an attitude unless they feel they need to change it. Feeling dissonance provides the motivation to change. It predicts that to persuade someone, you must first "upset" the person (make them feel dissonance) concerning the topic of your proposal. If you fail to persuade the audience, perhaps the dissonance was not great enough to motivate action (Infante et al., 1997 : 164).

In the same manner, to persuade people to change their attitude about the problem of child labour, one needs to create dissonance in the people by "upsetting" their current beliefs about the issue of child labour. The student found that people did actually feel dissonance about sending their children to work on the streets to contribute to family income. At the same time, they substantiated their argument by saying that child labour

was not a social injustice but part of the children's upbringing into adulthood and, hence, found nothing wrong with it.

At this level a communicator needs to go a step further. S/he must not only use fear appeal but must also appeal to people's reasoning power - the ability to differentiate wrong from right, child labour from child work.

This approach can be made possible with the use of verbal language. Verbal language helps us have power over other people. It is a big weapon for politicians as they use it to convince and control their constituencies. We use verbal language to share meaning among ourselves because meaning comes from learning and experience.

During the attachment, the student observed that verbal language was appropriately used by the host organisation in persuading people to abandon child labour practices. All the activities in which the student participated were made possible due to verbal communication.

The student also found that the people exposed to child labour messages had different attitudes. In other words, peoples' perception about what child labour is was different. This seems to tally with the notion that our perception or attitudes are different because we are differently constituted.

In addition, trait approaches to communication can be looked at as hypothetical constructs which account for certain kind of communicative behaviour. Unless we pay attention to these constructs which represent reality, whatever communication we engage in is likely to fail. Hence the importance of making ourselves aware of these communication traits.

Communication traits are abstracts constructed to account for enduring consistencies and differences in individual's message sending and receiving behaviour. Without the

understanding of these traits, it is difficult for a communicator to convey meaningful messages to audiences.

Experience of the student during the attachment reveals that in sharing meaning and experiences about child labour, the personnel placed under the CLU did not have orientation in trait approaches to communication. These and the Ministry as a whole, should have had basic knowledge about audience-based, context-based, situational and message-based communication traits.

It cannot be overemphasised that the problem of child labour is a serious one which needs to be addressed in a vigorous manner. In this regard, the MLSS and all stakeholders should have carefully made use of the aggression trait of *assertiveness*. This trait is associated with the tendency of the communicator being interpersonally dominant and forceful in a communication effort. The organisation should have stamped its messages on both radio and television in a more aggressive manner. It should also have ensured that while being aggressive, it should have taken care not to offend people. Offending the audiences would have forced them to switch-off from messages about child labour.

Persuading people to abandon child labour should have been repeated constantly. Repetition in communication helps to get the attention of the people we are persuading. However, this was not the case with the host organisation. Messages about child labour were brought on television as panel discussions. These panel discussions cannot and did not use assertiveness in getting the message across. Panelists should have realised that what makes persuasion a difficult issue is the fight to keep the attention of the people we are trying to persuade or convince.

7.6 Meetings, workshops and Seminars

Although meetings are an integral part of the management of any organisation, the student observed that there were too many meetings (mainly by senior management personnel) of the Ministry. This was at the expense of actual implementation of the IPEC programme. In all, the Ministry had handled and organised at least 7 meetings and 4

workshops on child labour (in 3 months). However, unlike the ILO, CHIN and ZACEF, the Ministry had not achieved any tangible results of the IPEC objectives. This non-achievement of ILO/IPEC objectives can be attributed to the factors below.

7.6.1 Laissez-faire Approach to the IPEC Strategy/Objectives

The student discovered that the elimination of the worst forms of child labour programme was being managed on a casual, by-the-way approach. This is because the Manager of the unit, like earlier mentioned, was also working full-time as Assistant Labour Commissioner. What resulted was a double workload, which was not only tiring, but also contributed to the ineffective management of the unit.

Considering the magnitude of the problem of child labour, the management of the unit should not have been done on a part-time basis, as this appeared to be so. Child labour is a serious problem, which needed the full attention of the Ministry.

7.6.2 The MLSS and Bureaucracy

During the attachment, the student found out that the management structure of the MLSS was characterised with bureaucracy which entails a hierarchy of authority. Bureaucracy is a term which was first coined by a German Socio-Psychologist by the name of Max Weber. Weber's thinking was influenced by Germany military thinking. He called this system the ideal type and the one upon which all large enterprises could be managed (Cole, 1996: 24).

Bureaucracy entails a system associated with rules and regulations, in which positions are relative to power and authority. This system emphasised a hierarchical arrangement of positions. In a bureaucracy, only skilled people should occupy certain positions (Cole, 1999: 35).

The system also emphasised division of labour and specialisation. In a bureaucracy, children of chief executives have no inherent rights to the positions occupied by their

fathers. Respect, in a bureaucracy, is accorded to the position and not to the position-holder.

This was the way the host organisation was managed. It was characterised by hierarchy of authority, rules and regulations with high levels of rigidity. Authority in the MLSS was due to the position and not the position-holder. Positions were not genetically hereditary and the student observed a division of labour by the various departments present in the organisation. This is the characteristic of bloated organisations and, typical of the MLSS.

What was contrary to the theory of bureaucracy in the host organisation was that some people in high positions did not have the right skills for the positions they held as they had risen on their jobs through experience and not qualifications. Apart from this, the Ministry was a true bureaucracy and this is the reason why red tape was very prominent. The student found that this system of management had an adverse effect on the organisations' decision-making. For instance, it took a great deal of time to have a single decision made due to the hierarchical arrangement of positions. This contributed to the ineffective management of the entire organisation.

7.6.3 The Ministry's Restructuring Challenge

Despite the introduction of the PSRP by the government in 1993 to reduce the size of the public service, the Ministry had not made any headway in the exercise. This delay in restructuring the organisation was attributed to the problem of inadequate financial resources addressed in Chapter 5.

It was also apparent to the student that the Ministry lacked adequately trained personnel to handle the restructuring exercise as it had ground to a halt. What was evident was the existence of a large but demoralised and under-paid work force. In addition, those who were due for retirement/retrenchment and eligible to go on leave could not proceed but continued to work. The student was told that it was not logical for the Ministry to keep retrenching and sending members of staff on leave when it could not remunerate them.

In a few occasions, personnel who were eligible for retirement were re-engaged to the organisation as it was believed that these had experience and skills which were not possessed by any one within the organisation. For instance, the attachee was told the LC was working on contract since there was no officer with experience to handle labour issues effectively and competently.

Since an organisation is a system of sub-systems, communication links are vital for the existence and efficiency of the organisation. Chruden & Sherman (1984: 284) argue that communication is vital because it is the network that binds together all members and activities in the group. Therefore, the exchange of idea, opinions, suggestions, complaints and participation in decision making is very important in an organisation or any group work.

This is why even when the December 2000 salaries were delayed and only paid in January 2001, staff were not officially notified of the reasons for this delay. Those whom the attachee interacted with indicated that they learnt about the reasons for this delay through the press.

Formal meetings were rare among personnel of the Ministry. Because of this, there was a considerable amount of anxiety and uncertainty among staff who did not know what next would happen to their jobs. Neither government nor the Ministry was able to inform members of staff about how the restructuring exercise would be done, by when and how those affected would be remunerated. This situation led to apathy and absenteeism and general inefficiency among most members of staff.

The attachment findings further reveal that formal meetings were only held by top management staff of the Ministry. This, however, was much unlike at CHIN or ZACEF where all members of staff with their board members participated in meetings. For the Ministry, the only formal communication between management and staff was through circulars and memos. In addition, the flow of information in situations when it occurred was heavily top-down. Junior staff had no capacity to initiate meetings. If they did,

experience revealed that it was unionised workers who wanted to discuss issues related to delayed salaries or non-payment of salary increments.

7.6.4 Poor Management/Staff-Relations

In management, every manager should be aware of the overwhelming influence and the impact of communication and information on the smooth running of the organisation. Without information, organizations cease to exist because information is an important tool of management. Policy makers have a similar need for information in order for them to define more clear policies upon which the future of their organizations and society would largely be determined.

The efficiency and effectiveness of an organisation depends largely on the quality of both managers and employees on its payroll (Churned & Sherman, 1984: 49). Experience indicated to this student on attachment that a good number of officers lacked professional capabilities.

There was also poor staff interaction among them. This was attributed to the fact that the MLSS had no cafeteria for staff to mingle or interact freely. Although tea was served, members of staff kept to their offices especially during the lunch break during which no food was given to them.

7.6.5 Ineffective Child labour Messages

The student also made an assessment of the means of communicating to the general public regarding child labour. Findings of the attachment indicate that the Ministry attempted to convey messages about child labour through radio, television, newspapers, posters and pamphlets. To be effective in disseminating messages about the scourge, the Ministry needed to adopt the social marketing strategy to convey persuading messages.

Social marketing is a strategy of changing behaviour (in this case, the exploitation of innocent children by adults), it combines the best elements of the traditional approaches

to social change in an integrated planning and action framework and utilises advances in communication technology and marketing skills (Kotler, 1989: 23). A look at the underlying principles of social marketing will concretise the discussion about the concept.

7.6.6 Social Marketing and Child Labour

The use of communication to accelerate a particular change is not a novelty. Almost all major religions rely on communication to spread their message beyond the local core believers. The same applies to political and social ideologies. Communication has also been successfully used in the health field. Among the most impressive examples of this are the Oral Rehydration Therapy (ORT) communication campaign in Gambia, Honduras and Egypt. Applications of communication in the acceleration of the Expanded Programme of Immunisation on a national scale in Burkina Faso, Colombia, El Salvador, Sri Lanka and Turkey have shown similar results.

Judging from these successes, communication has a great potential of being an important part of programmes aimed at improving the health status of the population in general and of children in particular. The Child Survival and Development Strategy advocated by UNICEF and other organisations as well as different countries is a major thrust which relies largely on communication and social marketing for attaining its goals (Elkamel, 1986: 2).

In the same manner, *communication* is key to the elimination of the worst forms of child labour.

One scholar propounds that the use of communication for social and cultural development has been referred to by different names, the most recent of which is "Social Marketing". This term encompasses more of the elements essential to promoting of socially desired ideas and behaviour than previous terms. For instance, "Social Advertising does not involve any genuine or substantial educational effort, and "Social Communication" does not render certain basic elements such as making products

available to the target audience. “Social Marketing, on the other hand, connotes the professionalism, skills and effectiveness of marketing used to make available, advocate and promote products beneficial to society (Elkamel, 1986:2).

Social marketing involves designing and implementing four basic elements known as the “Four P”: *product, price, promotion* and *place*. They are also called the “marketing mix”. Products can be material items, ideas, beliefs and patterns of thinking. They include, for example, oral rehydration solutions, vaccines, breastfeeding, political participation and equal status for women. The problem of child labour can be likened to a product.

Price can be monetary as well as physical or psychological effort or sacrifice involved as a condition for obtaining the product. Promotion in social marketing includes advertising and communication . The fourth “P” refers to the place of the product distribution.

Readers of this report should particularly be aware that the term social marketing best describes the concept, keeping in mind that “marketing” a social idea or pattern of behaviour substantially differs from marketing a commercial product. The current popularity of “social marketing” approaches carries with it the risk of superficiality in addressing the differences between social and commercial marketing.

While the tools of commercial marketing can be used very effectively in the context of development programmes, programme strategies and the orientation of professionals involved should be clearly focused on the particular nature of the issues and audiences with which social marketing typically deals with. Unless one is aware of these subtle differences between commercial and social marketing, the successful use of this new and increasingly popular concept is at risk. Processing a correct orientation towards social marketing is crucial to implementing it effectively.

There are different types of evaluation methods which designers of communication programmes can make use of. These include outcome, process and summative evaluation. Outcome evaluation is carried out as the campaign is in progress. This is evaluation to do with the campaign impact and whether it has achieved its objectives.

Process evaluation is carried out to determine the thoroughness or effectiveness of the process involved in putting together the communication programme. Summative evaluation is aimed at determining whether the campaign was properly co-ordinated or not.

The above outlined procedure should have been carefully followed to develop a social marketing programme that would be relied upon in the Ministry's future communication efforts. To design messages and communication programmes that would contribute to the progressive elimination of the worst forms of child labour, the Ministry should have recruited individuals and professionals with technical know-how in this field.

The Ministry and other stakeholders participating in the NPA on child labour overlooked the fact that the successful achievement of the IPEC objectives would greatly depend on the extent to which communities are sensitised about child labour. To sensitise the people, it is imperative that the above social marketing strategy is incorporated in the media campaign against child labour.

The above outlook is supported by Kotler et al. who states that social marketing, is a social change management technology involving the design, implementation and control of programmes aimed at the acceptability of a social idea or practice in one or more groups of target adopters. It utilises the concepts of market segmentation, consumer research, product concept development and testing, directed communication, facilitation, incentives and exchange theory to maximise the target response (Kotler et al., 1989: 24).

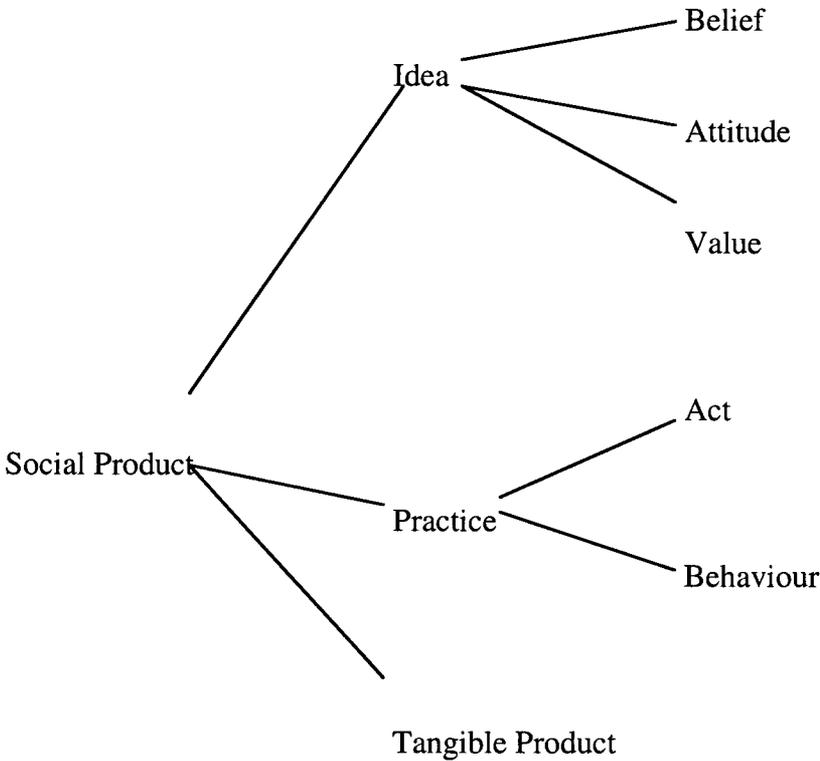
Social Marketing involves marketing of social products such as these found in Figure 8.

The concept requires knowledge of each target group and this includes:

- i) Social demographic characteristics; (external attributes of social class, income, education, age, family size, etc.);
- ii) Psychological profile; (internal attributes such as attitude, values, motivation, personality); and

- iii) Behavioural characteristics; (patterns of behaviour, buying habits and decision-making characteristics).

Figure 7. The Social Marketing Products



Source: Roberto et al., (1989), Social Marketing Strategy

Knowledge of the target adopters in the three related ways enables social marketers to make more accurate prediction. Predictions are, in turn, pre-requisites to the ability to influence outcomes (Kotler et al., 1989:27).

In the same manner, the Ministry should have had adequate knowledge of target audiences in their radio, television and newspaper messages. They should know the audience characteristics and this could be done with the principle of audience

segmentation. In their effort to sensitize the community about the harmful effects of child labour on children and society in general, the student did not experience or observe any use of this concept.

Kotler further states that, the whole concept of social change campaign involves changing the manner in which individuals or communities “ lead their lives by transforming adverse or harmful practices into productive one, changing attitudes and values in communities and entire societies, and creating new social technologies that usher in desired changes and elevate the quality of peoples’ lives (Kotler, et al., 1989: ix).

The problem of child labour requires that people change their behaviour, attitudes, values and beliefs to prevent the problem from increasing. This can be best done through the application of social marketing which is a strategy for changing behaviour.

7.7 The Customary Law and Child Labour

It came to light of this student while on attachment that laws pertaining to child labour are largely out-dated. This is all the more reason why it is difficult to bring culprits to book as these sometimes, go scot-free. This has been attributed to the inconsistencies in the legal framework. The student also found out that so many girls have not gone to school because Customary Law allows parents to marry off their children soon after puberty.

An important need to legal reform was identified by the MLSS during the GMACL occasion. It was noted that many Zambian laws have the underlying intention of protecting the children. This effort can be observed from the 20 pieces of legislation that govern matters pertaining to children. But none of these specifically enumerates the rights and obligations to be accorded to children. Our laws relating to anticipated probable conflicts with regard to children, but do not guarantee children’s rights.

The danger of having laws that do not directly tackle the problem of children’s rights is twofold. First, it makes these laws ambiguous. Each law seems to have its own

interpretation of who a child is. Secondly, where one law seeks to protect the child, another may deny the child that protection. For example, the Penal Code seeks to protect children against physical abuse, whereas the Education Act allows for corporal punishment in schools.

The Highway Code provides comprehensive information with regard to road traffic rules. A unified Children's Act was constituted to provide basic information and procedure for protecting the rights of children. To this end, the MSYCD in conjunction with the British High Commission supported the review of these laws.

Findings of the student while on attachment reveal that the review of these laws has not yet been done. This was despite CHIN's request to the Ministry to co-ordinate work pertaining to this review to include other ministries such as MoE, MoLA and MoF.

It was during the GMACL occasion in 1997 that the then Minister of Labour and Social Security, Honourable Newstead Zimba spoke about government's concern with the large number of children subjected to child labour in Zambia and world-wide. He mentioned that because of the government's concern, the MLSS was considering establishing a unit (which is now in place) to address the problem of child labour in the country. He sadly noted that although efforts were being made to end child labour, 'inertia was blocking policy makers from taking concrete and decisive steps' (CHIN, 1997 Report:15). He emphasised that the most practical intervention needed to end child labour was to ensure that every child goes to school at least until the age of 15.

7.8 The MLSS and the National Steering Committee (NSC)

The student found that the National Steering Committee (NSC) was a committee, which was constituted under the auspices of the MoU to oversee the implementation of the NPA on child labour. This committee would have the MLSS's DPS as the Chairman and that this committee would report to the ILO.

She also found that another committee called the National Steering Committee on Child Labour (NSCCL) would be set up by the MYSCD and would be closely co-ordinated by the NSC which was chaired by the MLSS. The student found this not only a duplication of efforts, but also a duplication of resources.

7.9 Conclusion

The chapter was a discussion of the student's experiences and findings during her attachment to the Ministry. She has made a comprehensive analysis of the conceptual framework presented in Chapter three and how this relates to the problem of child labour.

What has come out clearly from the discussion is that the MLSS and all stakeholders in the NPA on child labour did not address the issue of child labour using communication techniques such as social marketing, social change and persuasion. The organisation overlooked the role that people have in having a say in issues that affect their environment. People were marginalised to passive receivers of messages and ideas aimed at eliminating the worst forms of child labour.

The following chapter will therefore, serve as a guide regarding what needs to be done to contribute to the progressive elimination of the worst forms of child labour. Although the Ministry used the media in the context of mass communication, it overlooked the basic tenets of participatory communication to eliminate the problem of child labour.

It should also be noted that while communication alone cannot achieve the IPEC objectives, it certainly is one of the most fundamental factors that cannot be ignored if the NPA is going to record any success.

Chapter 8

Conclusion and Recommendations

8.0 Introduction

Since 1995, several discussions have been held around the growing problem of child labour in Zambia involving a number of key government ministries, NGOs, the church groups and the private sector representatives. All have resolved to take immediate action to determine the nature and scale of child labour in the country. They have also pledged to implement key policy measures to effectively and immediately ban child labour practices.

This chapter therefore provides the conclusion of the PAR based on the problem under investigation - how to sensitise the community about the elimination of the worst forms of child labour using participatory communication for development..

8.1 Inconsistency in the Definition of a Child

There seem to be needed to define what child labour is in relation to child work. Child work is understood to be work done by a child below the age of 15 to assist in the home or towards the well-being of the family. This is work that does not harm a child but helps the child to grow and mature. Child labour is work that is *physically, psychologically, morally or spiritually harmful* for the child (CHIN Report, 1997 : 5).

However, despite the problem being a serious one we have noticed that there are contradictions regarding who really is a child. The ILO takes the age of 18 while the Constitution of Zambia recommends 15. Given this contradiction, the Constitution takes precedence because it is the Supreme law of the land.

This report therefore, recommends that a review of the definition of the term 'child' be done. The recommended age for this definition is 18. This is because, in the Zambian

scenario, a person at the age of 18 will have just completed formal secondary education and gone through one phase of life. After 18 years, someone can be regarded as an adult.

Since findings of the student on attachment were that pieces of legislation on child labour are fragmented in different reports here and there, there is need to codify and put them in one comprehensive report for easy access to stakeholders.

8.2 Ratification of Convention 182

Although a total of 16 African countries have ratified Convention 182 of 1999, Zambia is yet to do so. This convention is an important commitment of every ILO member state. It also signifies a national government's political will to address or combat child labour.

However, the Zambian government has not yet ratified this convention. The student was told that this was supposed to be done by Parliament. But at the time that this PAR was being compiled, the Zambian Parliament had not resumed sitting. This delay in convening Parliament was brought about due to divergent political views sparked by the controversial Third Term of office.

This difference in political opinion resulted in the expulsion of 22 Cabinet Ministers by the President. Because of the political situation prevailing in the country then, the general and parliamentary elections were scheduled to take place before the end of the year 2001. Only then would there be a new Cabinet that would ratify this convention.

The recommendation of this report is that since the process of ratifying this Convention appears to be a long one, the in-coming government should ratify Convention 182 as soon as it comes into office.

8.3 Difficulties in Understanding the Concept and Magnitude of Child Labour

The concept of child labour is very difficult to understand. This was underscored by the ZACEF Director Mr. Mambwe and echoed by CHIN IPC, Mr. Mbulo that there is need to educate the general public about the definition of the concept.. As it has done in the past, government should continue giving support of NGOs and CBO that endeavor to promote children's right through education by providing an enabling environment.

Although it is very difficult to estimate the number of children engaged in exploitative child labour practices in Zambia, we do know that many of Zambia's children are forced to work to assist their families to meet their basic needs. Recent surveys indicate that the number of children vulnerable to exploitation as a result of poverty, abandonment and lack of educational opportunities in on the increase.

The ILO further reports that globally, it is extremely difficult to find accurate statistics on child labour for many reasons: Children are not taken into account in official statistics (i.e. often their work is illegal); children often work 'on the side' and therefore, are counted as school-going; and child domestic work - particularly the work of girls and the problem of child prostitution is often hidden and therefore, very difficult to monitor.

However, while Zambia lacks exact figures on the scale of the child labour problem, many NGOs and government ministries have confirmed that the problem exists and that steps must be taken to ensure that children's rights are protected (UNICEF, 1997: 4). Despite this lack of data, the country is signatory to two international conventions that explicitly protect children from abusive practices. On 6 December 1991, the government ratified the CRC - the most comprehensive and far-reaching legislation globally, promoting children's rights.

This report is recommending that government should come up with a deliberate compulsory basic education policy to force parents and guardians send their children to school.

8.4 Publicity Material

The student found that most publicity material used to raise community awareness on the child labour problem are being done in Geneva by the ILO. All posters found at ZACEF, CHIN and MLSS were printed and distributed by the ILO Zambia Area Office.

It is the recommendation of this report that there is need to have the material locally done not only to encourage local initiative but also to instill a sense of ownership of the child labour programme for the people of Zambia.

8.5 Duplication of Efforts

Three Ministries, of Labour and Social Security, Youth, Sport and Child Development and Community Development and Social Services, seemed to have been doing the same work on child labour. This resulted in duplication, not only of efforts but also resources, human and non-human. It also resulted in confusion regarding which authority did what.

While it is important to adopt a multi-sectoral approach to combat child labour, there is need to create a key ministry that will serve as a lead institution for other government departments and NGOs. These should be co-ordinated by the lead ministry which should only assume the supervisory role.

8.6 Capacity Building

The MLSS's CLU needs a composition of personnel who will work full-time unlike the situation prevailing now. Mr. John Kabwe has a lot of work as he has to split himself working as ALC and CLM. This scenario apparently resulted in the ineffectiveness of the management of the unit

This report is suggesting that personnel of the unit should be made up of people with different professional backgrounds to include a research analyst, documentalist, education, legal, communications experts and more so, these should work full-time.

8.7 Community Participation

The MLSS, in addressing the problem of child labour, was heavily top-down. This means that there was no community participation in the programme of child labour. Messages were given to the people as a finished products.

This report recommends the need to incorporate the concept of community participation approach in the elimination of the worst forms of child labour. Participation will help people understand the seriousness of the problem.

8.8 Political Will and Commitment

Commitment is centrally important in the effort of eliminating the worst forms of child labour. A project cannot be successful if its members are interested and committed. The student observed that the government lacked political will to address the problem of child labour. The problem was being addressed casually. There is need therefore, for the community, individuals and donors to lobby government to creating political will and commitment towards child labour.

Above all, teamwork is extremely important. As it appeared, NGOs were leading the initiative against child labour movement while government was dragging its feet.

To quote from Honorable Zimba's speech of 11 April 1998 when he said:

The problem of child labour is truly a global one, but however large and pervasive it is, hopefully with global effort, we can finally start to find a solution. In fact, a solution has already been found. What remains to be found are *people committed*

to the issues and welfare of children to help them realise their dreams dreams that we ourselves had not long ago (CHIN Report, 1997:16)

The report recommends further the need to come up with a clear National Child Labour Policy. This can be done in conjunction with the Ministry of Legal affairs, which has the legal know-how. This policy can then be closely monitored and technically supported by the ILO/IPEC programme in Geneva.

8.9 The Challenge of the National Plan of Action Child Labour

In concluding the recommendations therefore, this report *emphasises* that the following remain to be tackled and should be done so as a *matter of urgency*:

- i) Advocacy should continue for high-level government commitment in developing and implementing adequate sustainable poverty alleviation strategies;
- ii) Government must fulfill its responsibility to make relevant primary education free and compulsory for all children and ensure that all children attend primary school on a full-time basis until completion. It must budget the necessary resources for this purpose, with donors ensuring adequate resources from existing development aid budgets.
- iii) Legislation protecting children should be strengthened and enforced; Laws on child labour and education should be consistent in purpose and implementation in a mutually supportive way. A National Child Labour Act must be created. This should encompass the vast majority of child work in the informal sector of the economy, including work on the streets and farms, domestic work within the child's own household.
- iv) Institutional capacity for responding to child abuse should be built;
- v) A national framework of action for vulnerable children should be built to respond to the needs of orphans, street children and the increasing number of poor children;
- vi) The nature and extent of child labour in Zambia should be re-investigated;

- vii) Society should be mobilised and educated on the long-term dangers of child labour;
- viii) Above all, in order for this effort to be successful, the implementing agencies should make full use of the social marketing strategy, community participation, participatory communication and persuasion strategies. Communities should be adequately sensitised about the negative effects of child labour for them to make informed decisions.

The ILO states that:

Child labour perpetuates poverty. Working children are forced to forgo education and inevitably grow up to be unskilled adults trapped in poorly-paid jobs. In addition to the human cost, employers are increasingly aware of the long-term negative impact it has on economic development. As a result, employers and their organisations in Africa, Latin America and Europe have joined forces with the ILO's IPEC programme to combat child labour (ILO, 1999: 5).

While this is true, combating the problem without taking into account the importance of people's participation in this effort will render all efforts futile. Communities must be made aware of the consequences of practicing child labour using media that they are most receptive to. They must be empowered to have a say in how this should be done.

The use of social marketing, a behavioural changing technique should, be taken into consideration. White (1994) has argued that development projects which do not take into account of the people's feelings and knowledge about the problem being tackled fall into the pits of being merely information distribution channels. While communication cannot eliminate the problem, it can certainly do a lot in raising awareness about the impact of

the problem, what should be done and how to do it. This can best be done using local and traditional/community media namely; dance, story-telling, poetry and drama.

The most important recommendation of this PAR is that organisations which endeavour to tackle the problem of child labour need to adhere to the tenets of participatory communication. This is because whatever we do cannot be appreciated fully by others without the use of communication.

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Appendices

Appendix 1. In-depth Interview Guide

1. Child Labour Policy
 - a. How is this formulated?

2. Planning, Monitoring and evaluation
 - b. Who does this?
 - c. How often?

3. Identification of Child labourers
 - d. Who does this?
 - e. Are communities involved?
 - f. In what way do they participate?

4. Campaign/Advocacy against Child labour
 - g. How is this done?
 - h. Which media are used?

6. What are the communication strategies used?

Appendix 2. The Official Launch of the ILO/ZACEF/IPEC Programme in Kaunda Square on Saturday March 3 2001

- 07.00 Children collected from Kamanga and Ngombe compounds.
- 08.00 All gather at ZACEF Offices at Kaunda Square Stage II Market.
- 09.00 Arrival of the ILO Area Director Mr. Louis Ndaba Hagamye.
- 09.30 The March past begins from ZACEF Offices to Mumana Basic School.
- 10.15 All arrive at Mumana Basic School.
- 2.1 Opening Remarks; ZACEF Director Mr. George Mambwe.
- 10.40 Speech by Guest of Honour: Minister of Education Brigadier General Godferrey Miyanda.
- 11.00 Speech by ILO Director Mr. Hagamye.
- 11.20 Sketches/Drama performances by Mumana, Ngo'mbe, Kamanga and Kaunda square Stages s I & II Primary Schools.
- 12.00 Speech by Mumana Basic School Headteacher.
- 12.15 Closing Remarks by: ZACEF Programme Co-ordinator.
- 12.30 All disperse and children taken back to their respective places.

Appendix 3. List of People talked to

Mr. Loius Ndaba-Hagamy
Mr. Rapheal Phiri
Mr.Christopher Pasomba
Mr. James Chisenga
Mr. George Nyanoka
Mr. Philip Mutantika
Mr. George Mambwe
Mr. Loius Mwewa
Ms Annie Sampa-Kamwendo
Mrs.Chilufya Siwale
Ms Mpala Nkonkomalimba
Ms Maimuna Ginwalla
Mrs Annie Mulala
Ms Nalucha Imonda
Mr. Hygnius Mbulo
Mr. John Ng'anjo
Mr. John Kabwe
Mr. Rapheal Phiri
Mr.Christopher Pasomba
Mr. James Chisenga
Mr. Evans Nyirenda
Ms Mary Soko
Mr. Charles Mwila
Mr. Richard Banda
Mr. Chola Chabala
Mr. George Nyanoka
Moffat Phiri (Orphan)
Aida Kunda (Street child)

Japhet Nasilele (street vendor)

Charity Kombe

Master Banda

Gabriel Daka