



International Programme on the Elimination of Child Labour (IPEC)



International
Labour
Office

IPEC Evaluation

Support for the Preparation of the Mali Time-Bound Programme

**MLI/06/50/USA
P.250.07.135.050**

An independent mid-term evaluation by an external consultant

March 2009

This document has not been professionally edited.

NOTE ON THE EVALUATION PROCESS AND REPORT

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

The evaluation was carried out a team of external consultants¹. The field mission took place in November 2008. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

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

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List of acronyms

AP	Action Programme
CNP	National Employers' Council
CSO	Civil society organisation
CTA	Chief Technical Adviser
DNSI	National Directorate of Statistics
ILO	International Labour Organization
IO	Immediate Objective
IPEC	International Programme on the Elimination of Child Labour (ILO)
KAPS	Knowledge, Attitude and Practices Survey
LUTRENA	Project to Combat Child Trafficking in West and Central Africa
M&E	Monitoring and Evaluation
MOU	Memorandum of Understanding
NGO	Non-governmental Organisation
NPM	National Programme Manager
NSC	National Steering Committee
PO	Programme Officer
PRSP	Poverty Reduction Strategy Paper
SIMPOC	Statistical Information and Monitoring Programme on Child Labour
SNEC	National Union for Education and Culture
SPIF	Strategic Programme Impact Framework
TBP	Time Bound Programme
UCW	Understanding Children's Work
UN	United Nations
UNESCO	United Nations Educational Scientific and Cultural Organization
UNICEF	United Nations Children's Funds
UNTM	National Workers' Union of Mali
USD	US Dollars
USDOL	United States Department of Labor
WFCL	Worst Forms of Child Labour

Acknowledgements

The evaluator wishes to thank all individuals and institutions who mobilized themselves to make his mission fruitful. ILO/IPEC Mali dedicated its time and resources to the evaluation and fully cooperated in the process, in an efficient and open manner. Likewise, authorities at the national and local level fully cooperated, as did social partners and implementing partners. The latter in addition ensured that the evaluator had the opportunity to talk with large numbers of beneficiaries. Finally, the evaluator wishes to thank the CTA for arranging meetings with other international organisations present in Bamako.

Executive summary

Clarifying responsibilities with regard to the Time-Bound Programme (TBP)

In June 2006 in Bamako, Government officials, partner development institution representatives, employers' associations, labour union leaders, and representatives of the NGO sector prepared a preliminary national umbrella strategic framework for the elimination of the WFCL. It appeared in the process of the evaluation that some degree of misunderstanding existed among certain stakeholders concerning the basic tenets of the TBP. For many, indeed, the programme was merely another IPEC programme, or even a collection of IPEC pilot projects.

The project document foresaw that activities in regard to the formulation of the TBP should have been initiated rapidly after the beginning of the project, but this has not been done. The challenge for the second half of the project will therefore be to muster the political will of partners, in particular the Ministry of Labour, to work without further delay on the national strategic framework. Failing this, the project will merely have been a collection of activities similar to previous IPEC projects, and miss its crucial (yet more difficult to attain) strategic goal.

Ownership

The present project builds up on a series of previous ILO/IPEC activities, not least the French-funded National Programme on Child Labour since 1998. Consequently, all involved stakeholders (governmental, non governmental as well as social partners) have gradually built up their awareness concerning child labour, as well as their understanding of ILO's mandate and functioning of ILO/IPEC. It is on this basis that the present project has been built. At local level, a close working relationship between the authorities and implementing partners, as well as constructive dialogue with IPEC was noted by the evaluator. The latter was impressed by the level of awareness and commitment of local authorities such as prefects, mayors and education officials.

Integration in poverty reduction strategies

The drafting of Mali's Poverty Reduction and Growth Strategy Paper (PRGSP) took place prior to the inception of the present project. At the time, ILO/IPEC Mali's efforts to obtain the inclusion of child labour in the paper proved mostly unsuccessful. The few lines on child labour that were included in the PRGSP, although they are general and lack concrete action plans and priorities, offer an entry point for ILO/IPEC.

Pilot projects

In terms of pilot projects (also referred to as Action Programmes²), the objectives of the project are clear and, as far as the evaluation could determine, likely to be achieved within the established time schedule and with the allocated resources. The planned numbers of beneficiaries are therefore most likely to be reached if the activities of the project continue at the present rate. It must be pointed out, however, that, although the objectives in terms of numbers of beneficiaries (9000 children and 1800 families) are quite ambitious, they constitute merely a small fraction of the needs identified at the national level. The regions chosen for the pilot projects are based on previous research and discussions. The number of children beneficiaries and their location, on the other hand, are not based on any particular criteria. Without a baseline, indeed, it was impossible to gauge the needs. The geographic distribution of the target beneficiaries was not based on any specific data, but was rather of an arbitrary determination, based on pre-determined budgets.

The first series of pilot projects are up and running and are the most vibrant component of the project so far. Most of the energy of the ILO staff working on the Project of Support (POS) to the TBP is concentrated on the implementation of the first batch of pilot projects and, to a lesser degree, on the preparation of the next batch. The CTA has constituted a team of qualified and dedicated project staff, who ensures the smooth implementation and provide the necessary technical support and coaching to

² In this report the term pilot projects is used

implementing partners. Relations with the latter, as far as the evaluator could tell, were excellent. Some less experienced implementing partners required specific coaching, for instance in terms of monitoring and reporting. But with the able support of the POS TBP team, shortcomings were gradually overcome.

Normative work

One of the remarkable achievements of the project for children, by the GOM and social partners, is the compilation of a list of hazardous occupations for children. Indeed, the draft list was the product of a decentralised and extensive consultation process of all interested parties, including social partners. The draft list, at the time of the evaluation mission, had yet to be formally approved by the Government. Likewise, the draft law on trafficking (another achievement attributable to the project) and the draft decrees on the status of the Child Labour Unit and the National Steering Committee are yet to be adopted. Although further development of laws and regulations is necessary to more effectively combat child labour, the real challenge for Mali is the actual implementation of existing texts. According to the data available, very few cases of prosecutions for violations exist, particularly given the breadth of the phenomenon of child labour in Mali.

Baseline study

The project document had foreseen the development of a baseline study, on which further project activities would be based, and against which results could be measured. However, halfway through the implementation of the project, the baseline has not been completed. This situation is problematic in that the baseline was meant to precede and guide the development and implementation of operational activities (pilot projects). It must be pointed out that none of the interlocutors interviewed in Mali was in favour of initiating a baseline study at this late stage. Beyond the question of the present usefulness of a baseline study for the project in Mali, one should nevertheless consider its value as a source of statistical data for the wider purpose of measuring and comparing the child labour phenomenon worldwide.

National Steering Committee

The question of the legal status of the NSC is highly relevant to the TBP process, which entails the creation of an inter-ministerial structure legally and politically able to tackle the strategic aspects of the project. Currently, the NSC is chaired by the National Director of Labour, and other ministries are represented at the technical level. Consequently, meetings of the NSC are mostly limited to discussing proposed ILO/IPEC pilot projects, and not to discuss policy, let alone take decisions binding on ministries. Furthermore, it is unclear how far the content of the NSC's discussions are actually forwarded to the different ministries. The participation of stakeholders in the meetings of the NSC is high, wide and representative.

Child Labour Unit and focal points

The Child Labour Unit is up and running and it can rely on focal points based in the Labour Directorate at the regional level. In terms of legal status, the situation of the Unit is similar to that of the National Steering Committee, which does not allow for much traction. Along the same line, the Government (apart for paying for office space and salaries) has not allocated a specific budget either to the Unit nor the focal points. Without the adequate resources, their impact, either in terms of the actual situation of children victims of the worst forms of child labour or in terms of influence on policy, is marginal.

Focal points appear to have no independent means to execute field monitoring visits. In practice, this means that focal points have to rely on accompanying visits organised either by ILO/IPEC or by their line department in their capacity of labour inspectors. The Government, which pays for the salaries of the Unit and of focal points, as well as for office space, has therefore not fully committed itself to seeing to the proper functioning of the system. Discussions with focal points furthermore showed a need for further training, including with regard to their ability to raise awareness of target populations.

Both the Child labour Unit and ILO/IPEC Mali are housed in the same building, which is put at their disposal free of charge by the Ministry of Labour. This physical proximity promotes close cooperation between the Unit and the project. However, it also creates a situation in which the identity of the Unit is blurred, giving the impression that the Unit is a project or a department of IPEC.

Implementing partners

Prior to the present project, the majority of the non-governmental implementing partners were already engaged in activities similar to those of the pilot projects, funded either by previous IPEC projects or by other donors. The choice of implementing partners was therefore for the most part guided by the knowledge, through previous collaboration, that the implementing partners being considered had the reach, experience and capacity to take up new projects. Synergies and cooperation among implementing partners have been more a by-product of common activities than the result of a strategy. There could be room for improvement in this respect, as no network of CSOs (civil society organisations) dedicated to child labour exists in Mali.

Other Agencies and Programmes

ILO does not have an office in Mali, and ILO Mali is attached to the Dakar Regional Office. This means that the CTA is not considered as a Chief of Agency. Participating in UN policy meetings is therefore not an intrinsic right for the CTA; rather, he is invited to participate, which implicitly decreases ILO's position in negotiations. Opportunities still exist to inject child labour in PRSP technical groups and implementation strategies – but this would require more efforts by the Mali team, and probably increased involvement of the Dakar Regional Office. Furthermore, the heads of the agencies met during the evaluation expressed willingness to support ILO in the inclusion of child labour into UN and GoM development plans.

Social partners

Social partners, both on the trade union and employers' side, were rather critical of the project and complained about insufficient involvement in the project. They noted that the project had launched activities in areas in which they themselves were running similar projects and this without sufficient prior consultation and coordination. They also complained that the decisions taken by the project, including in the framework of the NSC, were often faits accomplis presented as consultations. These critical comments need not necessarily be taken at face value, as some appear to be the result of insufficient communication within social partners' own structures; nevertheless, they should be taken very seriously by the project, as they could create an atmosphere endangering tripartism.

Internal synergies

IPEC programmes in Mali have different timeframes and donors but to some degree overlap in terms of objectives. The CTA with all the IPEC team have, however, strived to ensure an efficient use of resources, synergies and proper information-sharing between these different projects. One such effort is the weekly IPEC staff meeting, to which the Director of the Child Labour Unit is invited and which the evaluator attended.

Monitoring

The monitoring tools included in the project document are both elaborate and relevant. Means of verification rely both on the reporting carried out by project partners and on direct monitoring by IPEC staff. Generally speaking, reporting by the project has been very detailed and supported by documentary evidence. Furthermore, when questions on reports were forwarded by the donor, the project was in a position to provide an exhaustive response, and this to the satisfaction of USDOL. Ultimately, however, it is difficult to measure the impact of project activities given that a baseline study was not undertaken prior to launching pilot projects. The capacity of project partners in terms of monitoring, reporting and evaluation was inconsistent and has therefore required training and on-site coaching by project staff. Although there is still room for improvement an acceptable capacity level has been reached.

The Direct Beneficiary Monitoring and Report System (DBMR) has recently been initiated, but it already appears now that the complexity and cost of the system will make its use tedious and not necessarily sustainable. The child labour monitoring (CLMS) has also started being implemented. The plan established by the CLMS to forward information from village to central level (i.e. the Child Labour Unit in Bamako) is a four-step procedure, each step being entrusted to four different administrative levels. There could be a danger that information be blocked or delayed at one of these levels, therefore hampering the overall data-collection system.

Sustainability

Prior to the present project, the majority of the non-governmental implementing partners were already engaged in activities similar to those of the pilot projects, funded either by previous IPEC projects or by other donors. Although it is evident the pilot projects have contributed to strengthen the capacity of such organisations, it also appears that in the most part the projects have not fundamentally altered their mission. Furthermore, it appears clear that these organisations will not become self-sustainable, and will therefore need to rely on further funding, either from IPEC or from other donors, to pursue their activities. It appears that the Government of Mali has so far been unable, and possibly insufficiently motivated, to muster the necessary resources to take over the responsibilities assumed (hopefully temporarily) by non-governmental actors.

At the level of targeted communities, the evaluator generally noted a good level of awareness concerning the worst forms of child labour and a promising level of ownership of the projects. Whether or not these positive attitudes will survive beyond the lifespan of the projects, however, remains uncertain. There was nevertheless evidence in certain projects visited that income generating activities such as soap-making were providing communities with an incentive for continued action.

At the formal level, steps have been taken to anchor the existence of the NSC and the CLU in ministerial decrees, and not merely in ministerial decisions. The proposed legal status upgrade of these two bodies would undoubtedly provide firmer ground for their activities, and raise their chances of obtaining more consistent and higher-level participation of other line ministries. Furthermore, it would give them, through the Minister of Labour, better chances of obtaining some substantial budgetary support from the Government.

1. Methodology for the evaluation

The evaluation started with a desk review of materials, including the project documents, progress reports, outputs of the project and action programmes, results of internal planning process in Mali and a self-SWOT exercise carried out by project management as well as relevant materials from secondary sources.

Prior to his mission to Mali, the evaluator received a briefing from DED and interviewed the desk officer responsible for the POS TBP at ILO HQ. He also had a telephone interview with the USDOL Desk Officer in charge of the Mali POS TBP.

After the desk review, the evaluation consisted of field visits to project locations in Mali to interview (semi-structured interviews and focus group discussions) the following types of actors:

- Project management and staff
- Partner/implementing agencies
- Social partners Employers' and Workers' groups
- Boys and Girls
- Community members
- Parents of boys and girls
- Teachers
- Government representatives, both at the central and local levels
- National Steering Committee
- Representative of the US Government
- Relevant UN Agencies

A list of persons/institutions met is included in the annexes.

The evaluation methodology included a stakeholder workshop with IPEC staff and key partners in order to present the preliminary findings, conclusions and recommendations and obtain feedback. A debriefing of the IPEC Mali team took place on the day before the stakeholder workshop, and a final debriefing with the CTA took place on the last day of the mission. The results of these meetings are taken into consideration in the present report.

2. Objectives of the POS TBP

It is the aim of the project that by the end of the project duration, the Government of Mali will have in place a **comprehensive national framework** (TBP action framework) for the elimination of the WFCL designed with the participation and consensus of key stakeholders. In addition, the Government will possess strong and sustainable institutional mechanisms staffed by trained individuals to coordinate and monitor efforts to implement the plan. The project will likewise extend the successful efforts made by the Country Programme on Child Labour and LUTRENA to highlight the negative consequences (for the children and society as a whole) of the continued and massive exploitation of children in the worst forms of child labour via its support for awareness raising and social mobilization activities. It will enhance existing knowledge about the circumstances in which the children work and strengthen legal measures designed to protect them.

The project also aims to **test model pilot interventions** by withdrawing 9000 Malian children from the WFCL, either through prevention or direct withdrawal and reintegration activities. They are children working or at risk of working long hours under dangerous conditions in small scale mines, agricultural fields and urban workshops, boys and especially girls suffering from social isolation and hidden risks serving as domestic workers in urban homes, and children whose labour is exchanged for personal gain by intermediaries, children used as beggars, farm labourers and in commercial sexual exploitation. The project is also working on **expanding opportunities for 1800 urban and rural families** with few other means than their children to meet their subsistence needs. The project is working in four regions in Mali, Mopti, Kayes, Sikassou, and Segou and in Bamako. Activities to

combat child trafficking, sexual exploitation of children and HIV/AIDS cross cut all project activities since these dangers are present in all identified worst forms of child labour and need to be considered in all project approaches.

The current project of support to the Mali national TBP has six objectives:

1. By the end of the project, the Government of Mali and its relevant partner organisations are equipped with the necessary mechanisms and have committed themselves to obligate adequate human and financial resources to design, implement and monitor initiatives that address the WFCL through a national TBP.
2. By the end of the project, the legal framework that forbids the WFCL is reinforced, diffused and applied.
3. By the end of the project, the GOM and its relevant partners have adequate mechanisms to collect, update, analyse and store child labour data and are actively using the data.
4. By the end of the project, Malian society is more aware of the negative consequences of the WFCL and is mobilized to combat it.
5. By the end of the project, education and vocational training opportunities for working children or children at risk of exploitation in the WFCL are improved and expanded
6. By the end of the project, model interventions for withdrawal, prevention and rehabilitation of children in WFCL will have been developed in targeted areas and will be available for scaling up.

3. Understanding of the expected results of the project

It appeared in the process of the evaluation that some degree of misunderstanding existed among certain stakeholders concerning the basic tenets of the TBP – see textbox below. For many, indeed, the programme was merely another IPEC programme, or even a collection of IPEC pilot projects. This is due to the fact that pilot projects were rapidly given priority over the overarching goal of the TBP. It is useful at this stage to recall the strategic component of the TBP, most notably its overarching strategic goal, namely:

“The Government of Mali will have in place a **comprehensive national framework** for the elimination of the WFCL designed with the participation and consensus of key stakeholders. In addition, the Government will possess strong and sustainable institutional mechanisms staffed by trained individuals to coordinate and monitor efforts to implement the plan.”

During the stakeholder workshop, the evaluator therefore led a discussion on this basic question. The starting point of the debate was to remind stakeholders that the title of the programme was “Support for the preparation of the Mali Time-Bound Programme”, “support” being the operative word. Indeed, many were under the impression that the development of the TBP was ILO’s responsibility, thereby negating the crucial aspect of national ownership of the process.

Definition of a TBP

“A TBP is essentially a **national strategic programme framework** of tightly integrated and coordinated policies and initiatives at different levels to eliminate specified WFCL in a given country within a defined period of time. It is a nationally owned initiative that emphasizes the need to address the root causes of child labour, linking action against child labour to the national development effort, with particular emphasis on the economic and social policies to combat poverty and to promote universal basic education.(...).

The most critical element of a TBP is that it is **implemented and led by the country itself**. The countries commit to the development of a plan to eradicate or significantly diminish the worst forms of child labour in a defined period. This implies a commitment to mobilize and allocate national human and financial resources to combat the problem.”

Source: ToR for the present evaluation, p. 1.

4. Relevance

Research by IPEC and other stakeholders³ has determined that child labour is common in all of Mali’s eight regions and in both urban and rural areas. In rural areas, most children work in family fields and pastures; a smaller number work as seasonal paid labour producing cash crops. Children also work along side their parents in rural, small scale mining enterprises and in quarries. In urban areas, children are predominately employed in domestic service, but large numbers also work in the urban informal economic sector as mobile vendors, as apprentices in garages and crafts workshops, as servers in bars and restaurants, as beggars and in prostitution.

On the basis of the situation described above and of the needs identified, it can be determined that focus of the project is fully relevant. Moreover, the absence of a national strategy or action plan to combat the worst forms of child labour, despite the apparent political will of the authorities, renders the strategic aspect of the TBP fully relevant.

5. Design

The design of the project is the result of extensive consultation with the key actors and stakeholders. In June 2006 in Bamako, Government officials, partner development institution representatives, employers’ associations, labour union leaders, and representatives of the NGO sector prepared a preliminary national umbrella strategic framework for the elimination of the WFCL – see diagram here below, which has so far not served its purpose as a general blueprint. The workshop identified six core strategies designed to work in synergy to eliminate the WFCL. Activities to combat child trafficking, sexual exploitation of children and HIV/AIDS cross cut all project activities since these dangers are present in all identified WFCL and need to be considered in all project approaches.

In terms of pilot projects (Action Programmes), the objectives of the project are clear and, as far as the evaluation could determine, likely to be achieved within the established time schedule and with the allocated resources. The planned numbers of beneficiaries are therefore most likely to be reached if the activities of the project continue at the present rate.

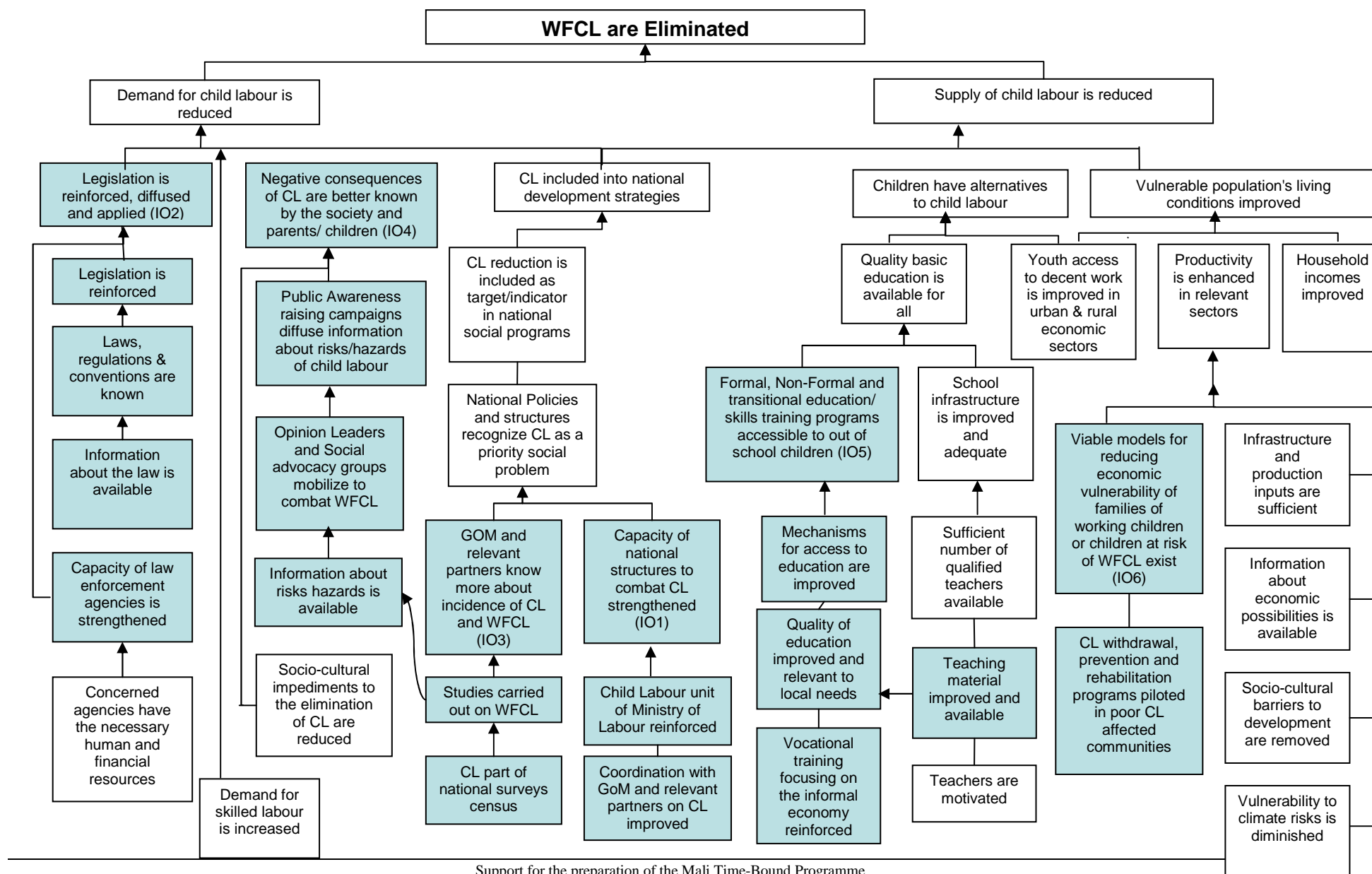
It must be pointed out, however, that, although the objectives in terms of numbers of beneficiaries (9000 children and 1800 families) are quite ambitious, they constitute merely a small fraction of the needs identified at the national level. The regions chosen for the pilot projects are based on previous research and discussions. The number of children beneficiaries and their location, on the other hand, are not based on any particular criteria. Without a baseline, indeed, it was impossible to gauge the

³ In particular the National Child Labour Survey in Mali.

needs. The geographic distribution of the target beneficiaries was not based on any specific date, but was rather of an arbitrary determination, based on pre-determined budgets.

The timeframe for the development and adoption of a national strategic framework seems more problematic. Indeed, the project document foresaw that activities in this regard should have been initiated rapidly after the beginning of the project, but this has not been done. The challenge for the second half of the project will therefore be to muster the political will of partners, in particular the Ministry of Labour, to work without further delay on the national strategic framework. Failing this, the project will merely have been a collection of activities similar to previous IPEC projects, and miss its crucial (yet more difficult to attain) strategic goal.

General logic model for the elimination of the WFCL in Mali



6. Ownership

The present project builds up on a series of previous ILO/IPEC activities, not least the French-funded National Programme on Child Labour since 1998. Consequently, all involved stakeholders (governmental, non governmental as well as social partners) have gradually built up their awareness concerning child labour, as well as their understanding of ILO's mandate and functioning of ILO/IPEC. It is on this basis that the present project has been built.

The official launching of the POS TBP-Mali Support Project took place on 18 January 2007 in Bamako under the chairmanship of the Prime Minister, Head of Government, in the presence of 250 guests, including about twenty Ministers and decentralized authorities. Such high-level participation indicates the importance given to the issue, as well as to the ILO.

A series of preparatory missions were undertaken to organize Regional Workshops on Ownership and Operational Planning in the intervention areas of the Project, namely the Mopti, Ségou, and Sikasso Regions and Bamako District. The missions addressed not only the specific concerns of each targeted region, but also facilitated the direct involvement of political and administrative authorities (Governors, Regional Labour Directors), as well as officials of regional technical services and the civil society, so as to promote gradual ownership of the POS TBP-Mali Project by the beneficiaries and authorities at the national and regional levels. These preparatory missions facilitated the launching of the Project in the targeted regions, and the organization and conduct of Regional Workshops on Ownership and Operational Planning of the POS TBP-Mali Project.⁴

The Government of Mali has demonstrated a high level engagement in addressing child labour and in particular its ratification of ILO's Worst Forms of Child Labour Convention, 1999 (No.182) and ILO's Minimum Age Convention, 1973 (No. 138). In June 2005, the Government signed a tripartite accord towards the elimination of child labour in small-scale mining by 2015. The central Government has further demonstrated its commitment by creating the Child Labour Unit and the National Steering Committee (see below), as well as by putting office premises at the disposal of ILO free of charge. Beyond this, the Government has made relatively little progress in terms of political and policy change – e.g. all legal instruments drafted so far (draft law on trafficking, list of hazardous occupations and draft decrees on the status of the Child Labour Unit and the National Steering Committee) are yet to be adopted, and little has been done to work towards the development of a national strategic framework on child labour (see below).

At local level, however, a close working relationship between the authorities and implementing partners, as well as constructive dialogue with IPEC was noted by the evaluator. The latter was impressed by the level of awareness and commitment of local authorities such as prefects, mayors and education officials.

⁴ Regional Workshops on Ownership and Operational Planning of the TBP-Mali Project in Bamako District (18 and 19 January 2007) and in Mopti Region (31 January and 1 February 2007), Ségou Region (5 and 6 February 2007), Sikasso Region (8 and 9 February 2007) and Kayes Region (27 and 28 February 2007).

7. Results at mid-term

7.1 Presentation of results

The present section is mostly focused on strategic issues identified in the evaluation process, and in particular the formulation of the TBP, which is considered by the evaluator to be the main objective of the project. Indeed, whereas other objectives have been pursued with zeal and have gradually been brought up to speed so as to meet their expected targets, the main remaining challenge at mid-term is to achieve the strategic objectives of the project, which will require mustering without further delay the necessary political will of the government and the active engagement of all concerned stakeholders.

The evaluator has opted for a streamlined structure in the present report. Therefore, the latter focuses on the main issues of concern identified, taking a thematic approach, rather than a systematic presentation of the results obtained for each objective. In order to facilitate the reader's task, a table is presented here below, which is meant as a guide on which objective is examined in which section:

Objectives	Section of report
1. By the end of the project, the Government of Mali and its relevant partner organisations are equipped with the necessary mechanisms and have committed themselves to obligate adequate human and financial resources to design, implement and monitor initiatives that address the WFCL through a national TBP.	6. Ownership 7.1 Formulation of the TBP 7.4 Normative work 9. Monitoring
2. By the end of the project, the legal framework that forbids the WFCL is reinforced, diffused and applied.	6. Ownership 7.4 Normative work 10. Sustainability
3. By the end of the project, the GOM and its relevant partners have adequate mechanisms to collect, update, analyse and store child labour data and are actively using the data.	7.3 Pilot projects 7.5 Baseline study 9. Monitoring
4. By the end of the project, Malian society is more aware of the negative consequences of the WFCL and is mobilized to combat it.	6. Ownership 7.3 Pilot projects 7.5 Awareness raising 10. Sustainability
5. By the end of the project, education and vocational training opportunities for working children or children at risk of exploitation in the WFCL are improved and expanded	7.3 Pilot projects 10. Sustainability
6. By the end of the project, model interventions for withdrawal, prevention and rehabilitation of children in WFCL will have been developed in targeted areas and will be available for scaling up.	7.3 Pilot projects 10. Sustainability

7.2 Formulation of the TBP

As noted above, the crucial goal of the project is the development of a national strategic framework on child labour by the end of the four-year lifespan of the project. Halfway through this period, however, little has been done in this respect. In June 2006 in Bamako, Government officials, partner development institution representatives, employers' associations, labour union leaders, and representatives of the NGO sector prepared a preliminary national umbrella strategic framework for the elimination of the WFCL – see diagram on page 15 entitled *General logic model for the elimination of the WFCL in Mali*. The project document makes it clear that this first sketch ought to serve as the basis for the development of a national strategic framework:

Development Objective: To contribute to the elimination of the WFCL and the progressive elimination of all forms of child labour in Mali	
Outputs	Main Activities
Immediate Objective 1: By the end of the project, the Government of Mali and its relevant partner organizations are equipped with the necessary mechanisms and have committed themselves to obligate adequate human and financial resources to design, implement and monitor initiatives that address the WFCL through a national TBP.	
1.1 A National TBP umbrella framework for the elimination of the WFCL is produced and validated by the GOM.	1.1.1 Organize 4 regional consultations to discuss and improve the draft national TBP document 1.1.2 Support the Ministry of Labour to revise and complete the draft TBP framework prepared at the National Strategic Planning workshop in June 2006 and regional consultations in early 2007 into a draft national policy document 1.1.3 Support the Ministry of Labour's submission of the draft to authorities for its adoption as an official policy framework 1.1.4 Diffuse the adopted TBP framework document

As noted above in section 3, there appears to be a need to remind the government as to its commitment to adopt such national framework, and the project has probably insufficiently insisted on this point. Indeed, priority has been placed on the development of pilot projects, at the detriment of the broader strategic objective.

7.3 Integration in poverty reduction strategies

The drafting of Mali's Poverty Reduction and Growth Strategy Paper (PRGSP) took place in 2006, therefore prior to the inception of the present project. At the time, IPEC Mali's efforts to obtain the inclusion of child labour in the paper proved mostly unsuccessful. In March 2007 the combat against child labour, and particularly against its worst forms, was included in the UNDAF:

“A legal and political framework for the management and protection of children, including those who are victims of the worst forms of labour, has been adopted and applied” (UNDAF, Product 141, page 15)

“Appropriate management mechanisms/structures offer quality services to children removed from their family environment and/or victims of trafficking for the exploitation of their labour» (UNDAF, Product 142, page 15)

These few lines, although they are general and lack concrete action plans and priorities, offer an entry point for ILO/IPEC. More concrete inclusion of child labour, however, will require an increased involvement of ILO in the follow-up discussions within the UN.

7.4 Pilot projects

The first series of pilot projects (also referred to as Action Programmes) are up and running and are the most vibrant component of the project so far. Most of the energy of the ILO staff working on the POS TBP is concentrated on the implementation of the first batch of pilot projects and, to a lesser degree, on the preparation of the next batch.

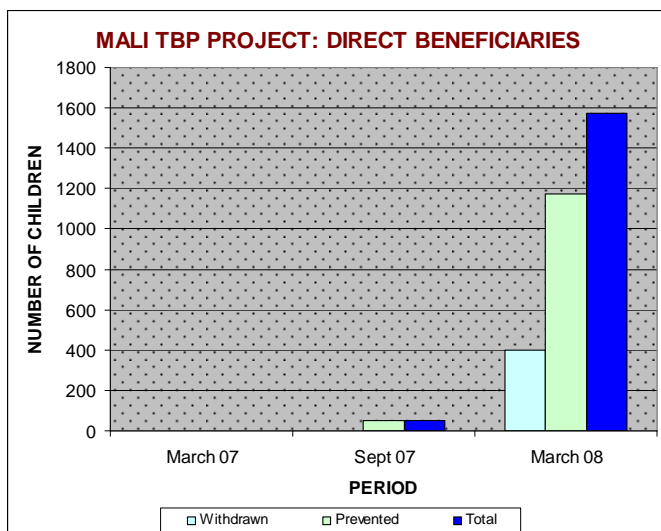
The CTA has constituted a team of qualified and dedicated project staff who ensure the smooth implementation and provide the necessary technical support and coaching to implementing partners. Relations with the latter, as far as the evaluator could tell, were excellent.

Some less experienced implementing partners required specific coaching, for instance in terms of monitoring and reporting. But with the able support of the TBP team, shortcomings were gradually overcome.

The only pilot project that experienced notable difficulties in getting off was the SOSTEM (Malian equivalent of the CLMS, with an NGO as implementing partner), which took eight months to produce the first data. It can also be noted that the four stages to forward data from grassroots to central level is fraught with difficulties.

The result of the latest TPR (up to 29.02.08) made available at the time of the evaluation presented the results as follows:

Total Direct Children Beneficiaries:



“The major results obtained in the implementation of these three AP’s are as follows:

- **1 173 children (488 girls and 685 boys)** are prevented and
- **399 children (137 girls and 262 boys)** withdrawn from WFCL through informal and formal education services as well as apprenticeship and vocational training.”

At the time of the evaluation, the number of beneficiaries appeared to be on track despite a relatively slow start of the project.

7.5 Normative work

One of the remarkable achievements of the project, for children, by the GOM and social partners, is the compilation of a list of hazardous occupations for children. Indeed, the draft list was the product of a decentralised and extensive consultation process of all interested parties, including social partners. The process, which lasted eighteen months, intensively mobilized the TBP team and the National Programme Manager of the other projects but resulted in a product that represents a national consensus on a complex issue. The draft list, at the time of the evaluation mission, had yet to be formally approved by the Government.

Likewise, the draft law on trafficking (another achievement attributable to the project) and the draft decrees on the status of the Child Labour Unit and the National Steering Committee (see below under the section on partnerships) are yet to be adopted.

Although further development of laws and regulations is necessary to more effectively combat child labour, the real challenge for Mali is the actual implementation of existing texts. According to the data available, very few cases of prosecutions for violations exist, particularly given the breadth of the phenomenon of child labour in Mali.

7.6 Baseline study

The project document had foreseen the development of a baseline study, on which further project activities would be based, and against which results could be measured. However, halfway through the implementation of the project, the baseline has not been completed. A number of reasons were given to explain this delay, notably the unavailability of SIMPOC and/or of the National Statistics Office of Mali. It nevertheless remains unclear how far ILO/IPEC Mali has actually attempted to overcome these external challenges.

This situation is problematic in that the baseline was meant to precede and guide the development and implementation of operational activities (pilot projects). At this late stage, one may therefore question the continued relevance of such a study. Some have argued that the National Study on Child Labour, which was officially adopted by the Government of Mali, offers sufficient data. A closer look at the study, however, reveals that the data it contains, as useful it may be for other purposes, is insufficiently detailed to serve as an appropriate baseline.

It must be pointed out that none of the interlocutors interviewed in Mali was in favour of initiating a baseline study at this late stage. Beyond the question of the present usefulness of a baseline study for the project in Mali, one should nevertheless consider its value as a source of statistical data for the wider purpose of measuring and comparing the child labour phenomenon worldwide.

7.7 Awareness raising

The project has capitalised on the French-funded project (Country Programme on Child Labour) and other IPEC initiatives to further build Malian society's awareness of the negative consequences of the WFCL and mobilize it to combat the phenomenon. Each opportunity has been used to raise the media profile of IPEC events, and the CTA has participated in a number of events not directly related to WFCL in order to see that the issue was raised. Likewise, communication materials have been developed and distributed, and translation in local languages have increased their coverage.

One event in which ILO/IPEC has been particularly active with regard to awareness is the celebration of both the World Day against Child Labour, on 12th, June, followed by the African Child International Day on 16th. ILO/IPEC Mali has in this regard successfully suggested the organisation of a Week for the Malian Child, in cooperation with the Government and UNICEF.

The results of these efforts were especially noteworthy at the local level, where the evaluator was able to note a high level of awareness and commitment of authorities such as prefects, mayors and education officials.

8. Partnerships

8.1 National Steering Committee

The creation of the National Steering Committee (NSC) predates the project under evaluation. The question of the legal status of the NSC is discussed below in section 9 on sustainability. It is nevertheless important at this point to note that this question is highly relevant to the POS TBP process, which entails the creation of an inter-ministerial structure legally and politically able to tackle the strategic aspects of the project.

Currently, the NSC is chaired by the National Director of Labour, and other ministries are represented at the technical level. Consequently, meetings of the NSC are mostly limited to discussing proposed pilot projects, and not policy, let alone taking decisions binding on ministries. Furthermore, it is unclear how far the content of the NSC's discussions are actually forwarded to the different ministries.

The participation of stakeholders in the meetings of the NSC is high, wide and representative. For instance, during the session attended by the evaluator, the opening of the meeting was postponed until all social partners had arrived.

As noted, the main points of discussions of the NSC concern pilot projects. It must be pointed out, however, that these discussions are more superficial than substantive, as the proposed projects are presented in a nearly finalized form. Consequently, changes brought to the project proposal documents are largely cosmetic. In this sense, the function of the Committee is largely mere rubber-stamping. Furthermore, the NSC reviews exclusively ILO-funded projects, and therefore does not play a truly national coordinating role with regard to child labour-related projects implemented by other stakeholders (including within the Government of Mali). Finally, the Committee is not directly involved in the follow-up (e.g. monitoring) of the approved pilot projects.

8.2 Child Labour Unit and focal points

The Child Labour Unit is up and running and it can rely on focal points based in the Labour Directorate at the regional level. In terms of legal status, the situation of the Unit is similar to that of the National Steering Committee (see above), which does not allow for much traction. Along the same line, the Government (apart for paying for office space and salaries) has not allocated a specific budget either to the Unit or to the focal points. Without the adequate resources, their impact, both in terms of the actual situation of children victims of WFCL and in terms of influence on policy, is marginal.

Focal points appear to have no independent means to execute field monitoring visits, as the motorcycles (along with helmets) donated by the Country Programme on Child Labour are impractical to travel long distances or off-road; furthermore, the necessary fuel is not provided by the regional Labour Directorates. In practice, this means that focal points have to rely on accompanying visits organised either by ILO/IPEC or by their line department in their capacity as labour inspectors. The Government, which pays for the salaries of the Unit and of focal points, as well as for office space, has therefore not fully committed itself to seeing to the proper functioning of the system. Discussions with some focal points furthermore showed a need for further training, including with regard to their ability to raise awareness of target populations.

Both the Child Labour Unit and ILO/IPEC Mali are housed in the same building, which is put at their disposal free of charge by the Ministry of Labour. This physical proximity promotes close cooperation between the Unit and the project. However, it also creates a situation in which the identity of the Unit is blurred, giving the impression that the Unit is a project or a department of IPEC.

8.3 Implementing partners

Prior to the present project, the majority of the non-governmental implementing partners were already engaged in activities similar to those of the pilot projects, funded either by previous IPEC projects or by other donors. The choice of implementing partners was therefore for the most part guided by the

knowledge, through previous collaboration, that the considered implementing partners had the reach, experience and capacity to take up new projects.

As noted above under the section on pilot projects, the capacity of implementing partners has been strengthened where gaps were identified – mostly with regard to monitoring and reporting. Common events (e.g. training workshops or NSC meetings) have offered implementing partners (and other stakeholders) the possibility to get to know one another. In certain instances, the project has managed to build synergies between different IPEC projects (see below section on internal synergies); one such example is the partnership built between implementing partners working on local vigilance committees and on SOSTEM (CLMS).

The elements listed above cannot, however, be considered as being sufficient to constitute a network of (implementing) partners. Synergies and cooperation have been more a by-product of common activities than the result of a strategy. There could be room for improvement in this respect, as no network of CSOs (civil society organisations) dedicated to child labour exists in Mali.

8.4 Other Agencies and Programmes

ILO does not have an office in Mali, and ILO/IPEC Mali is attached to the Dakar Regional Office. This means that the CTA is not considered as a Chief of Agency. Participating in UN policy meetings is therefore not an intrinsic right for the CTA; rather, he is invited to participate, which implicitly decreases ILO's position in negotiations. Moreover, he is very busy with project activities, in particular pilot projects. In practice, these elements have meant that ILO has had only limited opportunity to influence the UN agenda in Mali in general, and the inclusion of child labour in UN development strategies and plans in particular – e.g. in the working group on education. Nevertheless, opportunities still exist to inject child labour in PRSP technical groups and implementation strategies – but this would require more efforts by the Mali team, and probably increased involvement of the Dakar Regional Office, for instance its sub-regional child labour specialist. Furthermore, the heads of the agencies met during the evaluation expressed willingness to support ILO in the inclusion of child labour into UN and GoM development plans.

Several studies and research projects have been conducted in partnership with other agencies, in particular UNICEF and, to a lesser extent, the World Bank.

8.5 Social partners

Social partners, both on the trade union and employers' side, were rather critical of the project and complained about insufficient involvement in the project. They noted that the project had launched activities in areas in which they themselves were running similar projects and this without sufficient prior consultation and coordination. They also complained that the decisions taken by the project, including in the framework of the NSC, were often *faits accomplis* presented as consultations.

These critical comments need not necessarily be taken at face value, as some due to insufficient communication within social partners' own structures; nevertheless, they should be taken very seriously by the project, as they could create an atmosphere endangering tripartism.

8.6 Internal synergies

IPEC programmes in Mali have different timeframes and donors but to some degree overlap in terms of objectives. The CTA with all the IPEC team have, however, strived to ensure an efficient use of resources, synergies and proper information-sharing between these different projects. One such effort is the weekly IPEC staff meeting, to which the Director of the Child Labour Unit is invited and which the evaluator attended.

More specifically, the TBP support project, as a leading project against the worst forms of child labour in Mali, brings its support to all other IPEC projects in Mali such as the Country Programme and the LUTRENA project through the organization of joint activities notably in the field of capacity building of partners. For example, with LUTRENA, the sub-regional workshop for the training of trainers on

LVC (Local Vigilance Committees) was held from 29 October to 01 November 2007 and the national identification workshop on good practices against child trafficking for labour exploitation through LUTRENA project was organized from 29 November to 1 December 2007. The workshop on the dissemination of the national strategy for vocational training and apprenticeship was also organized from 05 to 07.11.07 with the Country Programme against Child Labour-PNLTE.

Furthermore, the POS TBP has strived to integrate and coordinate activities established by them with other ILO projects in Mali (IPEC + ILO employment sector projects such PEJIMO and APERP) in order to rationalize available resources throughout the institutionalization of monthly meetings of projects managers and the co-sharing of common expenses such as operational costs.

Efforts have been made to find, as far as possible, synergies with the IPEC West Africa Mining Project. For instance, the project officer in charge of the mining sector in Bamako participated in a programme workshop in Niamey. Furthermore, the ToR for a tri-state study on mining has been drafted, and the related project is planned to start in early 2009.

A Decent Work Country Programme has been adopted for Mali recently, but at the time of the evaluation it was too early to determine how it articulated in practice with the POS TBP. The evaluator was nevertheless of the opinion that, given other internal synergies developed by the CTA, the appropriate interface between the two would most likely be developed.

9. Monitoring

The monitoring tools included in the project document are both elaborate and relevant. It must however be pointed out that monitoring has been largely at the activity level and has mostly been quantitative. Means of verification rely both on the reporting carried out by project partners and on direct monitoring by IPEC staff. Due to the geographical spread and variety of activities, direct monitoring by project staff has been a challenge. However, each opportunity, in particular visits to the field, has been used to carry out on-site monitoring.

Generally speaking, reporting by the project has been very detailed and supported by documentary evidence. Furthermore, when questions on reports were forwarded by the donor, the project was in a position to provide an exhaustive response, and this to the satisfaction of USDOL. Ultimately, however, it is difficult to measure the impact of project activities given that a baseline study was not undertaken prior to launching pilot projects.

The capacity of project partners in terms of monitoring, reporting and evaluation was inconsistent (see above section on partnership) and has therefore required training and on-site coaching by project staff. Although still perfectible, an acceptable capacity level has been reached.

Project Monitoring Plan

The Project Monitoring Plan (PMP), in line with the project document, has been consistently used to, in a very abbreviated form; show progress with regard to the targets set and outlines reasons for experienced delays. Here again, the evaluator would like to point out that, given the format of the PMP tool, the reporting is very factual and activity-based.

Direct Beneficiary Monitoring and Reporting

The Direct Beneficiary Monitoring and Report System (DBMR) has recently been initiated, further to a training provided (in English, whereas project staff only speak French and national languages) in Dakar in November 2007. At the time of the evaluation, it was too early to assess the actual use and efficiency of the system.

Nevertheless, the DBMR was considered to be an overly heavy instrument to efficiently follow the case of 9000 children. The data collection form was therefore reduced from 10 to 2 pages so as to make its handling realistically feasible. An action plan was designed for the implementation of the DBRM, but it already appears now that the complexity and cost of the system will make its use tedious and not necessarily sustainable.

Child Labour Monitoring System

The child labour monitoring (CLMS) has also started being implemented. As noted earlier, this pilot project has experienced difficulties in getting off the ground. The implementing partner took eight months to produce the first data. Prior to that, the partner identified CLMS focal points at field level and provided them with training as well as with the necessary logistics. The focal points then initiated contacts with all local stakeholder, and in particular local authorities. These discussions led to the choice of the villages to be covered by the project. One factor determining the choice of villages was also the established presence there of other IPEC-funded projects. Indeed, this factor will facilitate the work on CLMS, as synergies and common activities can be (and have been) created with these pre-existing projects (and in particular the local vigilance committees). It is also foreseen that the partner will refer individual cases it has identified to the partner organisation for action.

The plan established by the CLMS to forward information from village to central level (i.e. the Child Labour Unit in Bamako) is a four-step procedure, each step being entrusted to four different administrative levels. There could be a danger that information is blocked or delayed at one of these levels, therefore hampering the overall data-collection system.

10. Sustainability

Prior to the present project, the majority of the non-governmental implementing partners were already engaged in activities similar to those of the pilot projects, funded either by previous IPEC projects or by other donors. Although it is evident the pilot projects have contributed to strengthen the capacity of such organisations, it also appears that in the most part the projects have not fundamentally altered their mission. Furthermore, it appears clear that these organisations will not become self-sustainable, and will therefore need to rely on further funding, either from IPEC or from other donors, to pursue their activities. It appears that the Government of Mali has so far been unable, and possibly insufficiently motivated, to muster the necessary resources to take over the responsibilities assumed (hopefully temporarily) by non-governmental actors – e.g. withdrawing children in WFCL and providing them with access to education, which should normally belong to the State's responsibilities and international obligations.

At the level of targeted communities, the evaluator generally noted a good level of awareness concerning WFCL and a promising level of ownership of the projects. Whether or not these positive attitudes will survive beyond the lifespan of the projects, however, remains uncertain. There was nevertheless evidence in certain projects visited that income generating activities such as soap-making were providing communities with an incentive for continued action.

At the formal level, steps have been taken to anchor the existence of the NSC and the CLU in ministerial decrees, and not merely in ministerial decisions. The proposed legal status upgrade of these two bodies would undoubtedly provide firmer ground for their activities, and raise their chances of obtaining more consistent and higher-level participation of other line ministries. Furthermore, it would give them, through the Minister of Labour, better chances of obtaining some substantial budgetary support from the Government. The draft decrees had, at the time of the evaluation mission, been submitted for Cabinet approval; it was nevertheless uncertain as to whether and when they might be adopted.

The evaluator encountered situations where local authorities had demonstrated an impressive level of ownership of the project and had even, in certain cases, allocated budgetary resources (admittedly small ones) and in-kind support to the project. However, there can be no guarantees at this stage that local authorities will be both willing and able to sustain this support in the long-term.

From a formal point of view, an exit strategy has been developed in accordance with the project document, and has consequently been communicated in a clear manner to stakeholders and beneficiaries. However, there was a certain gap between what was actually said to beneficiaries, and what they actually expected and hoped for. This situation is not, in the opinion of the evaluator, attributable to the project and is a common shortcoming among similar projects that have been evaluated elsewhere.

11. Conclusions and recommendations

Moving ahead with regard to the TBP

The timeframe for the development and adoption of a national strategic framework seems problematic. Indeed, the project document foresaw that activities in this regard should have been initiated rapidly after the beginning of the project. The challenge for the second half of the project will therefore be to muster the political will of partners, in particular the Ministry of Labour, to work without further delay on the national strategic framework. Failing this, the project will merely have been a collection of activities similar to previous IPEC projects, and miss its crucial (yet more difficult to attain) strategic goal.

ILO/IPEC Mali should without further delay initiate activities with a view to launch the development of a TBP, in the hope that the remaining two years will be sufficient.

ILO, probably through its Dakar Regional Office, ought to formally remind the Minister of Labour of the engagement of the Government of Mali to develop, with the technical support of ILO/IPEC Mali, a national strategic framework on the WFCL.

The concerned national stakeholders should, with the assistance of ILO/IPEC Mali, revisit the “preliminary national umbrella strategic framework for the elimination of the WFCL” formulated in 2006, with a view to determine how far it is still appropriate to serve as a working basis on which a TBP could be developed.

This will not only require high-level discussions with national authorities. Indeed, ILO/IPEC Mali has also built over the years solid relations with local authorities, social partners and civil society, and has initiated contacts with members of Parliament. This basis should be mobilised with a view to create a platform in order to lobby the Government with regard to the development of a national strategic framework on WFCL

Integration in poverty reduction strategies

The few lines on child labour that were included in the PRGSP, although they are general and lack concrete action plans and priorities, offer an entry point for ILO/IPEC.

More concrete inclusion of child labour will require an increased involvement of ILO in the follow-up discussions within the UN – see also recommendations below in the section entitled ‘Other Agencies and Programmes’.

Pilot projects

With regard to pilot projects (also referred to as Action Programmes), the objectives of the project are clear and, as far as the evaluation could determine, likely to be achieved within the established time schedule and with the allocated resources. The planned numbers of beneficiaries are therefore most likely to be reached if the activities of the project continue at the present rate. It must be pointed out, however, that, although the objectives in terms of numbers of beneficiaries (9000 children and 1800 families) are quite ambitious, they constitute merely a small fraction of the needs identified at the national level.

The first series of pilot projects are up and running and are the most vibrant component of the project so far. Most of the energy of the ILO staff working on the POS TBP is concentrated on the implementation of the first batch of pilot projects and, to a lesser degree, on the preparation of the next batch.

As pilot projects are up and running, ILO/IPEC should take advantage of the time and resources now made available to consolidate good practices and lessons-learned as well as to initiate without further delay the development of a national strategic framework on WFCL (see recommendation above on Clarifying responsibilities with regard to the TBP).

Normative work

Among the remarkable achievements of the project is the compilation of a list of hazardous occupations for children. Indeed, draft list is a product that represents a national consensus on a complex issue. Although further development of laws and regulations is necessary to more effectively combat child labour, the real challenge for Mali is the actual implementation of existing texts. According to the data available, very few cases of prosecutions for violations exist, particularly given the breadth of the phenomenon of child labour in Mali.

ILO should urge the Government to adopt the draft law on trafficking, the list of hazardous occupations and the draft decrees on the status of the Child Labour Unit and the National Steering Committee.

ILO/IPEC Mali should initiate a debate, first at the level of the NSC, then at the national level, on ways and means to promote the effective implementation of legal texts prohibiting the WFCL. This process will require dialogue with the concerned national institutions, i.e. the Ministry of Justice and the Ministry of Interior. The experience acquired and the lessons learned by social partners, CSOs and UN Agencies in advocating for the promotion and protection of other human rights should be taken into account.

Baseline study

Halfway through the implementation of the project, the baseline has not been completed. At this late stage, one may therefore question the continued relevance of such a study. It must be pointed out that, none of the interlocutors interviewed in Mali was in favour of initiating a baseline study at this late stage. Beyond the question of the present usefulness of a baseline study for the project in Mali, one should nevertheless consider its value as a source of statistical data for the wider purpose of measuring and comparing the child work phenomenon worldwide.

ILO/IPEC Mali should consult IPEC, USDOL and SIMPOC with a view to taking a final decision on whether or not a baseline study is still needed at this late stage.

National Steering Committee

The discussions of the NSC are more superficial than substantive, as the proposed projects are presented in a nearly finalized form. In this sense, the function of the Committee is largely mere rubber-stamping. Furthermore, the NSC reviews exclusively ILO-funded projects, and therefore does not play a truly national coordinating role with regard to child labour-related projects implemented by other stakeholders. Finally, the Committee is not directly involved in the follow-up (e.g. monitoring) of the approved pilot projects.

In the framework of its discussions with the Ministry of Labour, ILO/IPEC Mali should impress upon the Minister the importance of granting the proper legal status of the NSC. Furthermore, the Minister should be encouraged to raise in Cabinet meetings the question of the involvement of other Ministries in the NSC, with a view to obtain a higher level of representation.

The NSC should truly play its role of national platform on child labour; in particular, all ministries involved in combating the WFCL ought to share their plans and information with the NSC; the same should apply to social partners, CSOs and UN Agencies.

Members of the NSC should be consulted at the early stages of the development of projects, and not merely presented with virtually finalised project documents. Members should also be offered increased opportunities to be involved in the monitoring and evaluation of projects.

Child Labour Unit and focal points

In terms of legal status, the situation of the Unit is similar to that of the National Steering Committee (see above), which does not allow for much traction. Along the same line, the Government has not

allocated a specific budget either to the Unit or to the focal points. Without the adequate resources, their impact, either in terms of the actual situation of children victims of WFCL or in terms of influence on policy, is marginal.

Both the Child Labour Unit and ILO Mali are housed in the same building, which is put at their disposal free of charge by the Ministry of Labour. This physical proximity promotes close cooperation between the Unit and the project. However, it also creates a situation in which the identity of the Unit is blurred, giving the impression that the Unit is a project or a department of IPEC.

In the framework of its discussions with the Ministry of Labour, ILO/IPEC Mali should impress upon the Minister the importance of granting the proper legal status to the Child Labour Units. Furthermore, the Minister ought to be encouraged to provide the Unit and the regional focal points with the necessary budgetary support to carry out their mandate effectively.

ILO/IPEC Mali and the Child Labour Unit should discuss practical ways and means to raise the visibility of the Unit so as to avoid confusion as to their respective identity. One first step would be to clearly indicate (with the appropriate signs and logo) the presence of the Unit on the premises. Ultimately, the possibility of physically separating the offices of the two entities should be considered.

Implementing partners

The capacity of implementing partners has been strengthened where gaps were identified – mostly with regard to monitoring and reporting. Common events have offered implementing partners (and other stakeholders) the possibility to get to know one another. In certain instances, the project has managed to build synergies between different IPEC projects. The elements listed above cannot, however, be considered as being sufficient to constitute a network of (implementing) partners. Synergies and cooperation have been more a by-product of common activities than the result of a strategy. There could be room for improvement in this respect, as no network of CSOs dedicated to child labour exists in Mali.

The capacity of implementing partners should be further developed, especially with regard to management and fundraising.

The possibility of creating a national network or platform of CSOs working on child labour should be discussed with interested stakeholders.

Other Agencies and Programmes

The CTA is not considered as a Chief of Agency. Participating in UN policy meetings is therefore not an intrinsic right for the CTA; rather, he is invited to participate, which implicitly decreases ILO's position in negotiations. Moreover, he is very busy by project activities, in particular pilot projects. In practice, these elements have meant that ILO has had only limited opportunity to influence the UN agenda in Mali in general, and the inclusion of child labour in UN development strategies and plans in particular. Nevertheless, opportunities still exist to inject child labour in PRSP technical groups and implementation strategies – but this would require more efforts by the Mali team, and probably increased involvement of the Dakar Regional Office. Furthermore, the heads of the agencies met during the evaluation expressed willingness to support ILO in the inclusion of child labour into UN and GoM development plans.

ILO/IPEC Mali should raise its participation and profile in UN meetings. In particular, it should increase its participation in technical and planning working groups involved in following up on the PRSP.

The Dakar Regional ILO Office should increase its involvement (including by its sub-regional child labour specialist) in high-level policy discussions taking place in Bamako and/or delegate sufficient authority to the CTA to do so.

Social partners

Social partners, both on the trade union and employers' side, were rather critical of the project and complained about insufficient involvement in the project. They noted that the project had launched activities in areas in which they themselves were running similar projects and this without sufficient prior consultation and coordination. They also complained that the decisions taken by the project, including in the framework of the NSC, were often *faits accomplis* presented as consultations.

These critical comments need not necessarily be taken at face value, as some appear to be motivated more by politics and insufficient communication within social partners' own structures; nevertheless, they should be taken very seriously by the project, as they could create an atmosphere endangering tripartism.

ILO/IPEC Mali should ensure that social partners are kept fully consulted and informed of POS TBP plans and activities. They should be given the opportunity to be more involved, whether or not they ultimately decide to actively participate.

Internal synergies

IPEC programmes in Mali have different timeframes and donors but to some degree overlap in terms of objectives. The CTA, however, has strived to ensure an efficient use of resources, synergies and proper information-sharing between these different projects.

In consultation with ILO Headquarters, the CTA should continue to streamline and develop synergies and cost-sharing between ILO projects in Mali.

Monitoring

Generally speaking, reporting by the project has been very detailed and supported by documentary evidence. Ultimately, however, it is difficult to measure the impact of project activities given that a baseline study was not undertaken prior to launching pilot projects. Monitoring has been largely at the activity level and has mostly been quantitative.

The Direct Beneficiary Monitoring and Report System (DBMR) was considered to be an overly heavy instrument to efficiently follow the case of 9000 children. The child labour monitoring (CLMS) has also started being implemented. The plan established by the CLMS to forward information from village to central level (i.e. the Child Labour Unit in Bamako) is a four-step procedure, each step being entrusted to four different administrative levels. There could be a danger that information is blocked or delayed at one of these levels, therefore hampering the overall data-collection system.

With the support of IPEC-PSU, ILO/IPEC Mali should consider ways and means to move beyond factual, quantitative monitoring and reporting and develop qualitative monitoring tools.

The implementing partner for the child labour monitoring system (CLMS) should receive further coaching to ensure that the project becomes fully operational without further delay. In particular, the forms used to collect data should be checked for appropriateness and translated in national languages.

Given the potential for the CLMS to experience bottlenecks in the flow of information from grassroots to central level, ILO/IPEC Mali should consider the possibility of collecting a copy of data directly at the village level. This would make it possible to monitor whether or not information is appropriately forwarded to the CLU, so as to be in a position to answer questions such as: has the information reached the CLU? How long did it take? Has action been taken on individual cases and at which level? In cases that bottlenecks exist, at which level(s) are they, and what can be done to address them?

Annexes

Programme of the mission to Mali and list of interviews

Day	Place	Persons met	Organisation
01/12/08	Bamako	Michel Grégoire (CTP/TBP-MALI)	BIT-IPEC
	Bureau BIT-ML	Michel Grégoire (CTP/TBP-MALI) Moulaye Hassan Tall (ANP/PNLTE) Almoustapha Nouhou Touré (CP/TBP-Mali) Fatou Keita CNP/TACKLE Hamidou Cissé CP/TBP-MALI Touré Araoudat Ousmane Touré AFP/TBP-MALI Sow Aïssata Bal AAP/TBP-MALI	Meeting / Staff IPEC-ML (REH)
	Bamako	Sidiki Almamy Coulibaly (Chargé de Programme) Boubacar Sall (Comptable) + animateurs + 40 bénéficiaires, y compris CLV	PA1 / Carrières RAC (Réseau d'Appui et de conseil)
02/12/08	Bamako	Mahamadou Diakité (Directeur National du Travail) Boucary Togo (Directeur CNLTE)	MTFPRE (DNT) : 08h30
		Lassine Traoré (Secrétaire Général)	CNPM: 10h00
		Boubacar Dem (Point Focal TE)	CSTM: 11h15
		Cheick Amara Diarra (Point Focal TE)	
		Boucary Togo (Directeur)	CNLTE: 12h30
		Hamadoun Tolo (Directeur) Seydou Diall (Chargé de Programme) Kadidia Poudjougou (Coordinatrice PA) + comptable & animateurs + bénéficiaires + Point Focal TE	PA4/ Eco nf Urb Mali-ENJEU
		Broulaye Sangaré (Directeur) Mahamadou Matthieu Diakité (Coordonnateur PA) Keding Dembélé (DCAP/Djélibougou) + 2 Conseillers pédagogiques Inspecteur Principal Papa Mamby Keita (Chef Brigade de Recherche, IIIème Arrondissement) + animateurs + bénéficiaires	PA5/ESEC Lakana So
		Dembélé Jacqueline Goïta (Directrice Exécutive) Moussa Ibrahima Famenta (Coordonnateur PA) + animateurs & formateur + bénéficiaires	PA3/CDL (visites de nuit) APAFE Muso Dambe
		Souleymane Dembelé (Directeur) Modibo Keita (Coordonnateur PA) (Voir liste #2) CDN-TE/Mali	PA6/SOSTEM GUAMINA
04/12/08	Villages, Cercles de Kolondiéba	Mamadoun Traoré (Sous Préfet) Fadel Mariko (Maire de la Commune) Souleymane Kouyaté (DCAP) Chef de Village de Kele Kele Directeur Ecole & Medersa + enseignants Moussa Coumberé (Directeur)	Rencontre avec les autorités du Cercle de Kolondiéba
			PA2/Secteur

		Seydou Niamali (Premier Vice-Président AE) Souleymane Kone (Superviseur PA/Ségou) Bakary Sangaré (Superviseur PA/Sikasso) + animateurs + bénéficiaires & membres des CLV/GCS Mamadou Traoré (Animateur/Kolondiéba)	Agricole JEKATAANIE PA6 : SOSTEM GUAMINA
05/12/08	Départ vers Ségou	Abou Sow (Gouverneur) Attaer Maïga (Directeur Régional du Travail) Segui Kone (Point Focal TE) + personnel des Agences d'Exécution des PAs2/3/4/6	Kolondiéba – Ségou Rencontre avec autorités régionales (nuitée à Ségou)
06/12/08		PA4/ Eco non form. Urbaine MALI-ENJEU Rencontre avec les partenaires: PA2+PA4+PA6 (JEKATAANIE MALI-ENJEU / GUAMINA) Seydou Diallo (Chargé de Programme) Kadidia Poudjougou (Coordonnatrice PA) Cheik Oumar Guissé (Chef d'antenne MALI-ENJEU) + animateurs & formateurs	Ségou – Bamako
07/12/08	Ségou	Souleymane Kone (Superviseur PA2/Ségou) Seydou Diallo (Chargé de Programme) Kadidia Poudjougou (Coordinatrice PA4) Modibo Keita (Coordinateur PA6) Segui Kone (Point Focal TE/DRTEFP) + Chef de Village de Wereba + Directeur Ecole & Enseignants/Wereba + animateurs	
08/12/08	Bamako		Préparation atelier (Fête de Tabaski)
09/12/08	Bamako	Juma Shabani (Représentant Résident) Vincent Seck (Représentant Adjoint) Valérie Djioze (Chargée de Programme) Fatou Keïta-Guindo (Point Focal Genre) Nicola Graviano (Chef de Bureau) Pauline Querbes (Responsable TDE) Marcel Rudasingua (Représentant Résident) Robert Ndamobissi (Chef Planning et M&E)	UNESCO OIM UNICEF
10/12/08	Bamako	Philippe Poinsot (Représentant Adjoint/Programme) Siaka Diakité (Secrétaire Général) Maouloud Ben Katra (Point Focal TE & Représentant SNEC) Claire Harasty (Economiste de la Pauvreté)	PNUD UNTM Banque Mondiale
	Bamako	Scott Reese (Consul Adjoint, Chargé TDE) Fatou Keita CNP/TACKLE Moulaye Hassan Tall APN/PNLTE	Ambassade des USA Projet TACKLE Projet PNLTE
11/12/08	Bamako	Michel Grégoire (CTP/TBP-MALI) Moulaye Hassan Tall (ANP/PNLTE) Almoustapha Nouhou Touré (CP/TBP-Mali)	Session de travail en équipe technique IPEC

	Bama ko	Fatou Keita CNP/TACKLE Hamidou Cissé CP/TBP-MALI Touré Araoudat OusmaneTouré AFP/TBP-MALI Sow Aïssata Bal AAP/TBP-MALI Abdramane Touré (Secrétaire Général) Baba Samba Mahamane (Conseiller Technique) Mahamadou Diakité (Directeur National du Travail) Boucary Togo (Directeur CNLTE) Mamadou Diakité (Coordonnateur National)	– Mali (<i>Enjeux stratégiques Projet TBP- MALI_IPEC</i>) MTFPRE/SEGA L
12/12/ 08	Bama ko	Liste des participants	Projet Droits Humains et Genre
	Bama ko	Michel Grégoire (CTP/TBP-MALI)	Atelier de restitution de l’Evaluation (Hôtel El Farouk) Débriefing Général (CTP)

Terms of reference of the evaluation



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

**Final:
Basis for contract**

Terms of Reference For Independent Mid-term Evaluation Support for the preparation of the Mali Time-Bound Programme

ILO Project Code	MLI/06/50/USA
ILO Project Number	P.250.07.135.050
ILO Iris Code	100596
Country	Mali
Duration	48 months
Starting Date	September 2006
Ending Date	September 2010
Project Locations	National level and selected districts
Project Language	French and English
Executing Agency	ILO-IPEC
Financing Agency	US DOL
Donor contribution	USDOL: US \$3,500,000

I. Background and Justification

1. The aim of IPEC is the progressive elimination of child labour, especially its worst forms. The political will and commitment of individual governments to address child labour - in cooperation with employers' and workers' organizations, non-governmental organizations and other relevant parties in society- is the basis for IPEC action. IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes strengthening national capacities to deal with this issue, legislation harmonization, improvement of the knowledge base, raising awareness on the negative consequences of child labour, promoting social mobilization against it, and implementing demonstrative direct action programmes (AP) to prevent children from child labour and remove child workers from hazardous work and provide them and their families with appropriate alternatives.
2. A **TBP** is essentially a national strategic programme framework of tightly integrated and coordinated policies and initiatives at different levels to eliminate specified WFCL in a given country within a defined period of time. It is a nationally owned initiative that emphasizes the need to address the root causes of child labour, linking action against child labour to the national development effort, with particular emphasis on the economic and social policies to combat poverty and to promote universal basic education. ILO, with the support of many development organizations and the financial and technical contribution of the United States' Department of Labor (USDOL) has elaborated this concept based on previous national and international experience. It has also established innovative technical cooperation modalities to support countries that have ratified C. 182 to implement comprehensive measures against WFCL.⁵
3. The most critical element of a TBP is that it is implemented and led by the country itself. The countries commit to the development of a plan to eradicate or significantly diminish the worst forms of child labour in a defined period. This implies a commitment to mobilize and allocate national human and financial resources to combat the problem. The TBP process in Mali is one of approximately 20 programme frameworks of such nature that are being supported by IPEC at the global level.⁶
4. The Government of Mali has demonstrated a high level engagement in addressing child labour and in particular its ratification and progress to date implementing ILO Conventions no. 138 and 182. In June 2005, the Government signed a tripartite accord towards the elimination of child labour in small-scale mining by 2015. ILO/IPEC has been collaborating⁷ with the Government of Mali and the social partners since 1998 which has develop solid experience in direct action with working children and their parents as well as reinforcing national capacities on tackling child labour. Under the French funded programme "*Contribution à l'abolition du travail des enfants en Afrique francophone*" (MLI/00/51/FRA) work on creating a national child labour unit has been started.
5. From the perspective of the ILO, the elimination of child labour is part of its work on standards and fundamental principles and rights at work. The fulfilment of these standards should guarantee **decent work** for all adults. In this sense the ILO provides technical assistance to its three constituents: government, workers and employers. This tripartite structure is the key characteristic of ILO cooperation and it is within this framework that the activities developed by the Time-Bound Programme should be analyzed.

⁵ More information on the TBP concept can be found in the Time Bound Program Manual for Action Planning (MAP), at <http://www.ilo.org/childlabour>.

⁶ The term "national TBP" normally refers to any national programme or plan of action that provides a strategic framework for or plan for the implementation of Convention 182 on the worst forms of child labour. TBP is a generic term for such frameworks and for a concept or proposed general approach which will be used in different ways in different national contexts. In many cases the terminology TBP is not used even though the process and the framework will have many of general characteristics of the approach. ILO/IPEC has formulated the TBP concept and approach based on the work of ILO and partners. ILO/IPEC is providing support to the TBP process as in the different countries through "projects of support", which is seen as one of the many component projects, interventions and development partner support to the TBP process.

⁷ Notably through the LUTRENA programme Mali component and the French funded project Mali component

6. ILO Decent Work Country Programmes (DWCPs) are being introduced in ILO to provide a mechanism through which to outline agreed upon priorities between the ILO and the national constituent's partners within a broader UN and International development context. For further information please see <http://www.ilo.org/public/english/decent.htm>
7. The DWCP defines a corporate focus on priorities, operational strategies as well as a resource and implementation plan that complement and supports partner plans for national decent work priorities. As such DWCP are broader frameworks to which the individual ILO project is linked and contributes to. DWCP are beginning gradually introduced in various countries planning and implementing frameworks and in Mali the DWCP 2006-2009 is already in its final version and being implemented http://www.ilo.org/intranet/english/bureau/program/dwcp/download/dwcp_mali.pdf

Project approach and strategy

8. Child labour is common in all of Mali's eight regions and in both urban and rural areas. In rural areas, most children work in family fields and pastures; a smaller number work as seasonal paid labour producing cash crops. Children also work along side their parents in rural, small scale mining enterprises and in quarries. In urban areas, children are predominately employed in domestic service, but large numbers also work in the urban informal economic sector as mobile vendors, as apprentices in garages and crafts workshops, as servers in bars and restaurants, as beggars and in prostitution.
9. The present project is designed to supply strategically focussed support to the Government of Mali and other stakeholders in their efforts to develop and implement a Time Bound Programme to eliminate the Worst Forms of Child Labour (WFCL). The project works against the widespread use of children in hazardous and degrading work at its roots by mainstreaming the elimination of child labour with the national strategic framework to reduce poverty. It is to contribute to leveraging the needed human and financial resources for the nation-wide fight against the WFCL by forming strong linkages with sector based development programs and other poverty reduction interventions and in particular with interventions that aim to improve education and vocational training opportunities for children at risk.
10. It is the aim of the project that by the end of the project duration, the Government of Mali will have in place a comprehensive national framework (TBP action framework) for the elimination of the WFCL designed with the participation and consensus of key stakeholders. In addition, the Government will possess strong and sustainable institutional mechanisms staffed by trained individuals to coordinate and monitor efforts to implement the plan. The project will likewise extend the successful efforts made by the national child labour program and LUTRENA to highlight the negative consequences (for the children and society as a whole) of the continued and massive exploitation of children in the WFCL via its support for awareness raising and social mobilization activities. It will enhance existing knowledge about the circumstances in which the children work and strengthen legal measures designed to protect them.
11. The project also aims to test model pilot interventions by withdrawing 9000 Malian children from the WFCL, either through prevention or direct withdrawal and reintegration activities. They will be children working or at risk of working long hours under dangerous conditions in small scale mines, agricultural fields and urban workshops, boys and especially girls suffering from social isolation and hidden risks serving as domestic workers in urban homes, and children whose labour is exchanged for personal gain by intermediaries, children used as beggars, farm labourers and in commercial sexual exploitation. The project is also working on expanding opportunities for 1800 urban and rural families with few other means than their children to meet their subsistence needs. The project is working in four regions in Mali, Mopti, Kayes, Sikassou, and Segou and in Bamako. Activities to combat child trafficking, sexual exploitation of children and HIV/AIDS cross cut all project activities since these dangers are present in all identified WFCL and need to be considered in all project approaches.

The current project of support to the Mali national TBP has six objectives:

I/O 1: By the end of the project, the Government of Mali and its relevant partner organisations are equipped with the necessary mechanisms and have committed themselves to obligate adequate human and financial resources to design, implement and monitor initiatives that address the WFCL through a national TBP.

I/O 2: By the end of the project, the legal framework that forbids the WFCL is reinforced, diffused and applied.

I/O 3: By the end of the project, the GOM and its relevant partners have adequate mechanisms to collect, update, analyse and store child labour data and are actively using the data.

I/O 4: By the end of the project, Malian society is more aware of the negative consequences of the WFCL and is mobilized to combat it.

I/O 5: By the end of the project, education and vocational training opportunities for working children or children at risk of exploitation in the WFCL are improved and expanded

I/O 6: By the end of the project, model interventions for withdrawal, prevention and rehabilitation of children in WFCL will have been developed in targeted areas and will be available for scaling up.

Evaluation Background

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

II. Scope and Purpose

Scope

13. The evaluation will cover the IPEC project of support in Mali. This mid-term evaluation will focus on the ILO-IPEC programme mentioned above, its achievements and its contribution to the overall national efforts to achieve the elimination of WFCL. The evaluation should **focus on all the activities that have been implemented since the start of the project to the moment of the field visits.**
14. The scope of the present IPEC evaluation includes all project activities to date including Action Programmes. The evaluation should look at **the project as a whole**, including issues of initial project design, implementation, lessons learnt, replicability and recommendations for future projects and any specific recommendations for use in the project of support to the Mali TBP.
15. The contribution of IPEC to the national TBP process normally covers the promotion of an enabling environment, and the role of technical advisor or facilitator of the process of developing and implementing the national TBP strategic programme framework. In order to assess the degree to which this contribution has been made, the evaluation will have to take into account relevant factors and developments in the national process. The focus of the evaluation however will be on the IPEC project in support of the Mali Time-Bound Programme.

Purpose

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

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

17. The mid-term evaluation should provide all stakeholders with information to assess and possibly revise work plans, strategies, objectives, partnership arrangements and resources. It should identify the potential impact of the project of support's mainstreaming policy and strategies and suggest a possible way forward for the future. Specifically it should evaluate the mainstreaming strategy and structures in place and mechanisms to develop the TBP document and articulate its objectives, as result of the project of support or with contribution whether they may be the most effective implementation modality and how the overall process could be improved. The evaluation should further make recommendations related to government involvement and commitment based on the findings of the evaluation.
18. It should be conducted with the purpose to draw lessons from experience gained during the period, and how these lessons can be applied in programming future activities within the framework of the existing support project to the TBP in Mali. Finally the evaluation should aim to identify any emerging potential good practices.
19. The evaluation will also involve a review of the role of the IPEC project in promoting the development of an overall TBP framework in Mali to identify any needed changes in its strategy, structure and mechanisms. The analysis should focus on how the TBP concept and approach is being promoted, its relevance, how it has contributed to mobilizing action on child labour, what is involved in the process of designing a TBP process type of approach and what the IPEC project has done for the process. The focus however will be on the IPEC project's role within the development of a national TBP framework.
20. Given that the broader TBP approach is relatively young (since 2001), the innovative nature and the element of "learning by doing" of the approach should be taken into account. The TBP concept is intended to evolve as lessons are learned and to adapt to changing circumstances. The identification of specific issues and lessons learned for broader application for the TBP concept, as a whole, would be a particular supplementary feature of this evaluation.
21. The results of the evaluation will be used as part of strategic planning and possible orientation for further phases of the various projects, including models of interventions. The results should also be used by IPEC to design future programmes and allocate resources.
22. To provide recommendations to the Government on taking forward and developing/finalizing the National TBP (contents of TBP, possible modus operandi etc) and to make recommendations to the project as to how its proposed exit strategy supports the longer term consolidation of the National TBP.

III. Suggested Aspects to be Addressed

23. The evaluation should address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency and sustainability as defined in the ILO Guidelines on "Planning and Managing Project Evaluations" 2006. This is further elaborated in the ILO document "Preparation of Independent Evaluations of ILO Programmes and Projects" 1997. For gender concerns see: ILO Evaluation Guidance: Considering Gender in Monitoring and Evaluation of Projects, September 2007.
24. The evaluation should be carried out in adherence with the ILO Evaluation Framework and Strategy, the ILO Guideline, the specific ILO-IPEC Guidelines and Notes, the UN System Evaluation Standards and Norms, and the OECD/DAC Evaluation Quality Standard.
25. In line with results-based framework approach used by ILO-IPEC for identifying results at global, strategic and project level, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation concerns and the achievement of the Immediate Objectives of the project using data from the logical framework indicators.
26. In general, it is of key importance that the mid term evaluation opens the doors and causes discussions on the engagement of partners, communities, families (where relevant) and

governmental organizations. In particular, the evaluation will review levels of complementarities and synergy between the activities carried out by various partners, such as between development agencies (UN agencies such as UNICEF, UNESCO, UNFPA etc., as examples); between ministries: ministries of social development / welfare, labour, education, planning; ministries of economy and finances; between the authorities of local level, of regional level and national level; and between agencies of implementation. The evaluation should examine any linkages with the Decent Work Country Programme.

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

Below are the main categories that need to be addressed:

- Design
- Achievements (Implementation and Effectiveness) of Objectives
- Relevance of the project
- Sustainability
- Special Aspects to be Addressed

IV. Expected Outputs of the Evaluation

28. The expected outputs to be delivered by the team leader are:

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

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

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

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

V. Evaluation Methodology

32. The following is the proposed evaluation methodology. While the evaluation team can propose changes in the methodology, any such changes should be discussed with and approved by DED provided that the research and analysis suggests changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.
33. The evaluation team will be asked to include as part of the specific evaluation instrument to be developed, the **standard evaluation instruments** that ILO/IPEC has developed for documenting and analyzing achievements of the projects and contributions of the Action Programmes to the project.
34. The methodology for the evaluation should consider the multiple levels involved in this process: the framework and structure of the national efforts to eliminate the WFCL in Mali and IPEC's support to this process through this project. Data gathering and analysis tools should consider this methodological and practical distinction.
35. The evaluation will be carried out using a desk review of appropriate material, including the project documents, progress reports, outputs of the project and action programmes, results of any internal planning process in Mali and a self-SWOT exercise carried out by project management as well as relevant materials from secondary sources. A questionnaire may be disseminated to the implementing agencies and be used as input to the evaluation exercise. At the end of the desk review period, it is expected that the evaluation consultant will prepare a brief document indicating the methodological approach to the evaluation in the form of the evaluation instrument, to be discussed and approved by DED prior to the commencement of the field mission
36. After the desk review, the evaluation will consist of field visits to project locations in Mali to interview project staff and project partners, beneficiary girls and boys and other key stakeholders. A workshop will be held in Bamako.
37. The evaluation team leader will interview the donor representative and ILO/IPEC HQ and regional backstopping officials through a conference call early in the evaluation process, preferably during the desk review phase.
38. The evaluation methodology includes a one day stakeholder workshop for Mali with IPEC staff and key partners, including the donor as appropriate, in order to gather further data, as appropriate present the preliminary findings, conclusions and recommendations and obtain feedback. This meeting will take place towards the end of the fieldwork. The results of this meeting should be taken into consideration for the preparation of the draft report. The consultant will be responsible for organizing the methodology of the workshop. The identification of the number of participants of the workshop and logistics will be under the responsibility of the project team. Key project partners should be invited to the stakeholder workshop.

Composition of the evaluation team

39. The evaluation will be carried out by an evaluation consultant (team leader) that previously has not been involved in the project. The evaluator team leader is responsible for drafting and

finalizing the evaluation report. The evaluation team leader will have the final responsibility during the evaluation process and the outcomes of the evaluation, including the quality of the report and compliance with deadlines.

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

- Relevant background in social and/or economic development.
- Experience in the design, management and evaluation of development projects, in particular with policy level work, institution building and local development projects.
- Experience in evaluations in the UN system or other international context as team leader
- Relevant regional experience preferably prior working experience in Mali or in the sub-region.
- Experience in the area of children's and child labour issues and rights-based approaches in a normative framework are highly appreciated.
- Experience at policy level and in the area of education and legal issues would also be appreciated.
- Experience in the UN system or similar international development experience including preferably international and national development frameworks in particular PRSP and UNDAF.
- Familiarity with and knowledge of specific thematic areas.
- Fluency in English and French
- Experience facilitating workshops for evaluation findings.

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

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

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

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

Timetable and Workshop Schedule

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

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

Phase	Responsible Person	Tasks	Duration and Dates
I	Team leader and team member	<ul style="list-style-type: none"> ○ Telephone briefing with IPEC DED ○ Desk Review of project related documents ○ Evaluation instrument based on desk review 	<ul style="list-style-type: none"> ○ November 3rd to 7th (5 work days)
II	Evaluation team with logistical support by project	<ul style="list-style-type: none"> ○ In-country to Mali for consultations with project staff ○ Consultations with project staff /management ○ Field visits ○ Consultations with girls and boys, parents and other beneficiaries ○ Workshop with key stakeholders 	<ul style="list-style-type: none"> ○ November 10-23 (14 days)
III	Evaluation team leader with team member	<ul style="list-style-type: none"> ○ Draft report based on consultations from field visits and desk review and workshop in Mali 	November 24-28 (5 work days)

IV	DED	<ul style="list-style-type: none"> ○ Circulate draft report to key stakeholders ○ Consolidate comments of stakeholders and send to team leader 	○
V	Evaluation team leader	<ul style="list-style-type: none"> ○ Finalize the report including explanations on why comments were not included 	Early December (5 work days)

Sources of Information and Consultations/Meetings

Available at HQ and to be supplied by DED	<ul style="list-style-type: none"> • Project document • DED Guidelines and ILO guidelines
Available in project office and to be supplied by project management	<ul style="list-style-type: none"> • Progress reports/Status reports • Technical and financial reports of partner agencies • Direct beneficiary record system • Good practices and Lessons learnt report (from TPR) • Other studies and research undertaken • Action Programme Summary Outlines Project files • National workshop proceedings or summaries • Any other documents

Consultations with:

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

47. Final Report Submission Procedure

For independent evaluations, the following procedure is used:

The evaluator will submit a draft report to **IPEC DED in Geneva**

IPEC DED will forward a copy to **key stakeholders** for comments on factual issues and for clarifications

IPEC DED will consolidate the comments and send these to the **evaluator** by date agreed between DED and the evaluator or as soon as the comments are received from stakeholders.

The final report is submitted to IPEC DED who will then officially forward it to stakeholders, including the donor.

VI. Resources and Management

Resources

48. The resources required for this evaluation are:

For the evaluation team leader:

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

Other costs:

- Fees for local travel in-country
- Stakeholder workshop expenditures in Mali
- Any other miscellaneous costs
- Translation/interpreter costs as appropriate

A detailed budget is available separately.

Management

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

Annex I to ToRs: Suggested Aspects to be Addressed

List of Suggested Aspects to Address

Design and Planning

- Assess whether the project design was logical and coherent and took into account the institutional arrangements, roles, capacity and commitment of stakeholders. Were lessons learned from the IPEC's LUTRENA and the French project component successfully incorporated into the project design?
- Assess the internal logic (link between objectives achieved through implementation of activities) of the project and the external logic of the project (degree to which the project fits into existing mainstreaming activities that would impact on child labour).
- Analyze whether available information on the socio-economic, cultural and political situation, (this includes local efforts already underway to address CL and promote education opportunities for targeted children and existing capacity) in Mali was taken into consideration at the time of the design and reflected in the design of the project.
- To what extent were external factors identified and assumptions identified at the time of design? Have there been any changes to these external factors and the related assumptions and, if, so, how does this impact project implementation and the likely achievement of objectives?
- Assess whether the problems and needs were adequately analyzed and determine whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified taking gender issues into concern.
- Are the time frame for programme implementation and the sequencing of project activities logical and realistic? If not, what changes are needed to improve them?
- Is the strategy for sustainability of achievement defined clearly at the design stage of the project?
- How relevant are project indicators and means of verification? Please assess the usefulness of the indicators for monitoring and measuring impact.
- What lessons were learned, if any, in the process of conducting baseline survey for the identification of target children?
- Are the objectives of the project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)? Are the provisional targets realistic? Will the expected number of beneficiaries be reached?
- Are the linkages between inputs, activities, outputs and objectives clear and logical? Do the action programmes designed under the project provide clear linkages and complement each other regarding the project strategies and project components of intervention? Specifically regarding:
 - Project strategies:
 - Policy, awareness raising, law enforcement,
 - Piloting model interventions on direct support to children and families
 - Programme Component of Intervention:
 - ❖ Strengthening of laws and regulations and their enforcement
 - ❖ Improvements in the availability and management of information on child labour
 - ❖ Reinforcement of technical institutional capacity
 - ❖ Advocacy, awareness raising and mobilization to support change
 - ❖ Reinforcement of education and vocational skills training
 - ❖ Direct action for vulnerable children and their families

Achievements (Implementation and Effectiveness)

- At mid-term, is the project on track in terms of meeting its stated purpose and outputs in the project document? If not, what seem to be the factors contributing to delays? Will the project achieve its purpose with the remaining time it has left?
- Assess the process of the national TBP formulation and the role of the project in supporting its formulation and eventual implementation including mobilizing resources, policies, programmes, partners and activities to be part of the TBP.
- How effectively is the project leveraging resources (e.g. by collaborating with non-IPEC initiatives and programs launched during its life)? What process is being undertaken by the project to identify and cooperate with other initiatives and organizations? How is the project coordinating with the IPEC West Africa Mining project and what has been the effect of such coordination on the Support for the Preparation of the Mali Time-Bound Programme project?
- How are partner implementing agencies selected? Were the selected agencies the most relevant and appropriate for carrying out the activities?
- What is the quality and how effective are the APs, research activities, and policy related activities, and how are they contributing to the project meeting its immediate objectives?
- How has the capacity of the implementing agencies and other relevant partners to develop effective action against child labour been enhanced as a result of project activities? Is the capacity of community level agencies and organizations in Mali being strengthened to plan, initiate, implement and evaluate actions to prevent and eliminate child labour?
- Will the entire target population be reached? Are the expected outputs being delivered in a timely manner, with the appropriate quantity and quality?
- Examine the capacity constraints of implementing agencies and the effect on the implementation of the designed APs.
- Examine the preparatory process and its effect on delivery
- Assess the effectiveness of the project i.e. compare the allocated resources with results obtained. In general, thus far do the results obtained justify the costs incurred?
- Assess the participation of different relevant actors in the National Steering Committee (e.g. How are these structures participating in project implementation? Examine the relationship between the NSC and the implementing agencies, what is their collaboration. How is this contributing to progress toward project's objectives?
- Examine any networks that have been built between organizations and government agencies working to address child labour on the national, provincial and local levels. Assess the project's partner linking and networking strategy.
- Assess the level of government involvement in the project and how their involvement with the project has built their capacity to continue further work on future programmes
- Please assess the project monitoring mechanism including the use of work plans and project monitoring plans (PMPs), Direct Beneficiary Monitoring and Reporting processes or systems.
- How effectively are strategies for child labour monitoring (CLMS) being implemented? Is the CLMS likely to be sustainable?
- How did factors outside of the control of the project affect project implementation and project objectives and how did the project deal with these external factors?
- Assess the progress of the project's gender mainstreaming activities.
- To what extent do project staff, implementing organizations, and other stakeholders have a clear and common understanding of definitions used by IPEC for identifying a child as prevented or withdrawn from child labour?
- How effective is the project in raising awareness about child labour and in promoting social mobilization to address this issue?
- Identify unexpected and multiplier effects of the project.

- How successful has the project been in mainstreaming the issue of child labour into ongoing efforts in areas such as education, employment promotion, and poverty reduction and data collection?
- How effective is the project's strategy of working with labour inspectors or developing child labour focal points in raising awareness or reducing exploitive child labour?
- Assess the process for documenting, disseminating and replicating/up-scaling pilot projects.
- Assess to what extent the planning, monitoring and evaluation tools have been promoted by the project for use at the level of TBP and by other partners.
- How is the project working with local management structures? Is there a National Steering Committee? Is it effective? Is the new Child Labor Unit an effective partner of the project? How are these structures participating in terms of program implementation? How has the recent change in government affected the project? How is this participation contributing towards the outcomes of the project?

Relevance of the Programme

- Assess the validity of the project approach and strategies and their potential to replicate.
- Assess whether the problems and needs that gave rise to the project still exists or have changed.
- Assess the appropriateness of the sectors/target groups and locations chosen to develop the project based on the finding of baseline surveys.
- How does the strategy used in this project fit in with the TBP under development and national education and anti-poverty efforts, and interventions carried out by other organizations?
- Does the strategy address the different needs and roles, constraints, access to resources of the target groups, with specific reference to the strategy of mainstreaming and thus the relevant partners, especially in government?
- Does the service package promoted by the respond to the real needs of the beneficiaries? Do children/families/communities get the support they need to protect children from WFCL?

Sustainability

- Assess to what extent a phase out strategy has been defined and planned and what steps are being taken to ensure sustainability. Assess whether these strategies have been articulated/explained to stakeholders
- Assess what contributions the project has made in strengthening the capacity and knowledge of national stakeholders and to encourage ownership of the project to partners.
- Assess the long-term potential for sustained action and involvement by local/national institutions (including governments) and the target groups.
- Assess the process of promoting local ownership of the program and promoting long-term sustainability.
- Examine whether socio-cultural and gender aspects endanger the sustainability of the programme and assess whether actions have been taken to sensitize local institutions and target groups on these issues.

Special Aspects to be Addressed:

- Examine the extent and nature to which the ILO/IPEC project of support has provided key technical and facilitation support to the further development of the TBP.
- In addition to the general lessons learned and recommendations provide specific lessons and recommendations on how to integrate the lessons from the project into the development, planning processes for the TBP approach in Mali, particularly focusing on identifying elements of emerging effective models of interventions.
- How was the Strategic Programme Impact Framework or similar strategic planning approaches used as a national planning process with national key stakeholders?

- How is the project of support integrated or coordinating with the Decent Work Country Programme? Including recommendations for further integration/activities.
- Please specifically assess the Direct Beneficiary Monitoring and Report System (DBMR) used by the project for monitoring direct beneficiaries. How is it being used by the partners, please include any recommendations on its current use and the likelihood of partners being able to use it independently for the current project purposes.