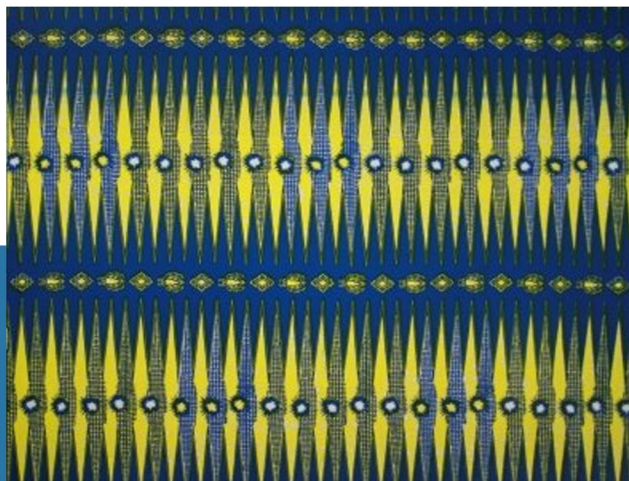


FUNDED BY THE UNITED STATES  
DEPARTMENT OF LABOR

# Independent Midterm Evaluation of the Combating Exploitive Child Labor Through Education in Togo Project (CECLET)

International Labour Organization's  
International Programme on the Elimination of Child Labour  
Cooperative Agreement Number: IL-I 6647-07-75-K



2010

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## ACKNOWLEDGEMENTS

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This report describes in detail the midterm evaluation, conducted during April 2010, of the Combating Exploitive Child Labor Through Education in Togo (CECLET) project. The report was prepared by ICF Macro, according to agreements specified in its contract with the U.S. Department of Labor (USDOL) Office of Child Labor, Forced Labor, and Human Trafficking (OCFT). The evaluation of the CECLET project in Togo was conducted and documented by Stéphane Jeannet, an independent evaluator in collaboration with USDOL/OCFT staff, the CECLET project team, and stakeholders in Togo. ICF Macro would like to express sincere thanks to all parties involved in this evaluation: the independent evaluator, the International Labour Organization's International Programme on the Elimination of Child Labour and its partners, and U.S. Department of Labor.



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## THANKS

The evaluator wishes to thank the CECLET Monitoring and Evaluation Officer for facilitating his field visits, as well as the rest of the project team for ensuring that his mission was successful.

He also wishes to express his gratitude to the population of the locations he visited, who invariably mobilized themselves (sometimes in an overwhelming manner) to meet with him, thereby showing the high expectations they had toward the project.

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# TABLE OF CONTENTS

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<b>ACKNOWLEDGEMENTS</b>	<b>iii</b>
<b>LIST OF ACRONYMS</b>	<b>vii</b>
<b>EXECUTIVE SUMMARY</b>	<b>ix</b>
<b>I EVALUATION OBJECTIVES AND METHODOLOGY</b>	<b>1</b>
1.1 Scope of Evaluation	1
1.2 Midterm Evaluation Purpose	1
1.3 Methodology	1
1.4 Document Review	2
1.5 Interviews and Field Visits	2
1.6 Stakeholder Meeting	3
<b>II PROJECT DESCRIPTION</b>	<b>5</b>
2.1 Project Context	5
2.2 Combating Exploitive Child Labor Through Education in Togo	6
<b>III RELEVANCE</b>	<b>9</b>
3.1 Findings	9
3.2 Lessons Learned	13
<b>IV EFFECTIVENESS</b>	<b>15</b>
4.1 Findings	15
4.2 Lessons Learned	24
<b>V EFFICIENCY</b>	<b>25</b>
5.1 Findings	25
5.2 Lessons Learned	26
<b>VI IMPACT</b>	<b>27</b>
6.1 Findings	27
<b>VII SUSTAINABILITY</b>	<b>29</b>
7.1 Findings	29
7.2 Lessons Learned	33
<b>VIII CONCLUSIONS AND RECOMMENDATIONS</b>	<b>35</b>
8.1 General Conclusions	35
8.2 Key Recommendations	36
8.3 Other Recommendations	36

## **ANNEXES**

Annex A: List of Meetings and Site Visits

Annex B: Stakeholders Workshop List of Participants

Annex C: Stakeholder Meeting Agenda

Annex D: Terms of Reference



## LIST OF ACRONYMS

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CECLET	Combating Exploitive Child Labor Through Education in Togo
CLU	Child Labor Unit
CSEC	Commercial Sexual Exploitation of Children
CTA	Chief Technical Adviser
DBMR	Direct Beneficiaries Monitoring Reporting
DGSCN	Directorate of Statistics and National Accounting
ILO	International Labour Organization
IPEC	International Programme on the Elimination of Child Labour
LUTRENA	Project to Combat Child Trafficking in West and Central Africa
M&E	Monitoring and Evaluation
NGO	Nongovernmental Organization
UNICEF	United Nations Children's Fund
USDOL	United States Department of Labor
WFCL	Worst Forms of Child Labor

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## EXECUTIVE SUMMARY

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On September 30, 2007, the International Labour Organization's International Programme on the Elimination of Child Labour (ILO-IPEC) was awarded a US\$5 million cooperative agreement to withdraw and prevent children from engaging in domestic service, rural agriculture, the urban informal sector, and trafficking, as well as commercial sexual exploitation in Togo. Through the provision of direct educational services, the project targets 10,000 children—4,000 for withdrawal and 6,000 for prevention—from those sectors of exploitive child labor listed above. In addition, it targets 1,000 other children through non-educational services. The project implements activities in all areas of the country, but focuses primarily on the Lomé, Maritime, Plateau, and Central regions.

This midterm evaluation of the Combating Exploitive Child Labor Through Education in Togo Project (CECLET), conducted in April 2010, addresses issues of project design, implementation, management, lessons learned, and replicability, and provides recommendations for current and future projects. The evaluator visited a selection of project sites representing a cross section of sites across targeted child sectors as well as geographical, social, and economic contexts. All categories of stakeholders were interviewed, including ILO-IPEC and implementing agency staff, national and local government officials, community members, child and parent beneficiaries, and United States Department of Labor (USDOL) management.

So far, most of the project's focus has been on setting the groundwork (i.e., activities related to fact-finding and analysis, capacity-building, and awareness-raising). The delivery of direct services to beneficiaries has fallen victim to a number of difficulties and delays but is now underway. However, at midterm, the project is behind on its targets, and its budget appears to be insufficient to carry out planned activities in their entirety.

The project is to be praised for its achievements at the local level in raising awareness of the dangers of child labor and the benefits of school attendance, as well as in successfully convincing local stakeholders—village chiefs, elders and committees, as well as teachers and parents—of the necessity to combat the phenomenon. The project has also created a dynamic leading to increased school attendance in targeted localities, not only by direct beneficiaries but also by children that have not received any of the project's direct services.

The evaluation also found that identification of beneficiaries was somewhat uneven due to a flawed baseline survey. Beneficiary identification was expected to rely on the findings of a national child labor survey, but the baseline survey was not completed on time. The project nevertheless found ways to address most of these shortcomings.

The monitoring systems instituted by the project document, most notably the Direct Beneficiaries Monitoring Report (DBMR), have proven cumbersome and highly intensive in terms of financial and human resources. A disproportionate amount of human and financial resources have been spent on fulfilling reporting requirements for the DBMR, making this aspect of the project more costly than anticipated in the budget.

At the local level, the proliferation of committees has created an uneven picture. Here again, the project will have to take further steps to help streamline initiatives with a view to fostering synergies (including with other external stakeholders' own projects in the same locations) and ensuring that child labor remains on the agenda. At the same time, some mechanisms, such as the Child Labor Unit and the National Steering Committee, are not entirely fulfilling their originally envisioned mandates at this stage.

Additionally, the evaluator found the relationship between the government and the project to be somewhat strained due to a misunderstanding of the role of the Chief Technical Adviser (CTA). There were also some tensions involving the fact that the CTA is an expatriate.

The key recommendations from this evaluation are—

- In its second implementation phase, CECLET ought to adopt a more strategic vision and move away from the project-centric approach, which was taken until now because of the late startup and the need to catch up on activities. More specifically, the project should ensure that the national strategy for combating child labor through education, vocational training, and apprenticeship is followed by an action plan.
- The continued reluctance of the Togolese Government (as well as of other key stakeholders) to accept the cost associated with the post of the expatriate CTA is clearly problematic as it does not contribute to a serene partnership. USDOL and ILO-IPEC should discuss the issue with a goal of finding a solution to this problem.
- Government representatives spoke of fast-tracking initiatives related to education, notably in the framework of debt relief that should occur in the summer of 2010. Togo has also been awarded US\$45 million to address the Education for All initiative. Whether the fast-tracking will actually happen, and whether combating child labor will be fully included in these plans, remains to be seen. The project will have to step up its lobbying to support such an outcome, in particular to ensure that sufficient political will is mustered within the government to allocate the necessary budgets.
- USDOL should consider granting an extension of the project, not only so that planned activities can be carried out but so that they are not overly rushed in a way that may endanger their effectiveness and sustainability. This would also allow more time to design a proper exit strategy, an activity that will require thorough preparation to maximize the potential for sustainability of achievements.

# **I EVALUATION OBJECTIVES AND METHODOLOGY**

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## **1.1 SCOPE OF EVALUATION**

The scope of the evaluation includes a review and assessment of all activities carried out to date under the United States Department of Labor (USDOL) cooperative agreement with the International Labour Organization's International Programme on the Elimination of Child Labour (ILO-IPEC). All activities that have been implemented from September 30, 2007 through the time of the evaluation fieldwork were considered. The evaluation assessed the achievements of the project toward reaching its targets and objectives as outlined in the cooperative agreement and project document.

This evaluation addresses issues of project design, implementation, management, lessons learned, and replicability, and provides recommendations for current and future projects.

## **1.2 MIDTERM EVALUATION PURPOSE**

The goals of the midterm evaluation process are to—

1. Assess the relevance of the project in the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and policies of the host country government and USDOL.
2. Assess the effectiveness of the project's strategies and activities and the project's strengths and weaknesses in project implementation, and identify areas in need of improvement.
3. Determine whether the project is on track to meeting its objectives and identify the challenges encountered in doing so.
4. Provide recommendations for ways the project can successfully overcome challenges or improve project performance to meet its targets by the time of project end.
5. Analyze the relevance of project strategies to the context of child labor in the country.

## **1.3 METHODOLOGY**

The evaluation approach was independent, taking into consideration the triangulation of data for validity, representation from a wide range of stakeholders, child-sensitive approaches, gender and cultural sensitivities, flexibility, and consistencies or divergences between project operational sites.

The evaluator used interpreters with regional language ability where appropriate in the field. The project's monitoring and evaluation (M&E) officer traveled with the evaluator to make introductions and ensure efficient logistics but was not involved in the evaluation process. He also provided information on project locations that were not visited by the evaluator.

## **1.4 DOCUMENT REVIEW**

Before the evaluator traveled to Togo, preparations included an extensive review of relevant documents. During fieldwork, documentation was verified and additional documents were reviewed. Documentation included the cooperative agreement, technical progress reports, monitoring plans and guidelines, work plans, operational guidelines, research or other reports, and project files.

## **1.5 INTERVIEWS AND FIELD VISITS**

The evaluator visited a selection of project sites representing a cross section of sites across targeted child sectors as well as geographical, social, and economic contexts. All categories of stakeholders were interviewed, as is illustrated in the list of persons met (Annex A). The choice of field visits included some remote locations (altogether, over 2,000 kilometers were driven, sometimes in rough conditions), which enabled the evaluator to witness first-hand some of the difficulties encountered by the project and its implementing agencies.

Interviews (either one-on-one or in groups) were held with—

- Staff from the Bureau of International Labor Affairs' Office of Child Labor, Forced Labor, and Human Trafficking (by telephone)
- Project managers, and field staff of ILO-IPEC and partner organizations
- Government ministry officials and local government officials
- Community leaders, members, and volunteers
- School teachers, assistants, school directors, and education personnel
- Project beneficiaries (children withdrawn and prevented, and their parents)
- International nongovernmental organizations (NGOs) and multilateral agencies working in the area
- Other child protection and/or education organizations, committees, and experts in the area
- National Steering Committee
- Child Labor Unit (CLU)
- Social partners
- U.S. Embassy

## **1.6      STAKEHOLDER MEETING**

Following the field visits, a stakeholders' meeting was held in Lomé on April 16. The meeting was opened and partially attended by the Minister of Labor and brought together a wide range of stakeholders, including implementing partners and other interested parties. In total, approximately 40 persons attended. The meeting was used to present the major preliminary findings and emerging issues, solicit recommendations, and obtain clarification or additional information from stakeholders, including those not interviewed earlier.

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## II PROJECT DESCRIPTION

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### 2.1 PROJECT CONTEXT

In Togo, children work in urban and rural areas, particularly on family-based farms, and in small-scale trading and workshops. Children working in agriculture risk injury from exposure to insecticides and herbicides, and typically do not attend school for most of the year. Children, especially girls, work as domestic servants. Children also work in the streets as porters. Children engage in prostitution, including in the sex tourism industry. In addition, Togo is a country of origin, destination, and transit for children trafficked for forced labor, including in domestic service and commercial sexual exploitation of children (CSEC).

USDOL has provided US\$7 million to combat exploitive child labor in Togo, including the US\$5 million Combating Exploitive Child Labor Through Education in Togo Project (CECLET)—a Timebound Program Preparatory Project. The other USDOL-funded project in Togo was a US\$2 million project implemented by CARE on education and child trafficking, which ended in 2006. USDOL provided an additional US\$9.5 million for regional efforts in West and Central Africa, including Togo. This includes an ILO-IPEC-implemented regional multiphase program that targeted the trafficking of children for the purpose of exploitive labor in Togo, Benin, Burkina Faso, Cameroon, Côte d'Ivoire, Gabon, Ghana, Mali, and Nigeria from 1999 to 2007.

In Togo, the minimum age for any type of employment is 15. Children under age 18 are prohibited from certain activities, including working at night and slaughtering animals. The Labor Code also prohibits children from working in the worst forms of child labor (WFCL), which are defined parallel to ILO Convention 182 to include: slavery or similar practices; forced or bonded labor; the use or recruitment of children into armed conflict, illicit activities, or prostitution; and any work whose nature is detrimental to the health, security, or morals of a child. The Child Code of 2007 expanded on the definition of WFCL and increased the penalties for noncompliance. Child sex tourism is specifically prohibited, and penalties for this include 1 to 10 years imprisonment as well as fines, depending on the age of the child. The law also establishes penalties for child traffickers and their accomplices of up to 10 years imprisonment and fines.

Togo was one of 24 countries to adopt the Multilateral Cooperative Agreement to Combat Trafficking in Persons and the Joint Plan of Action Against Trafficking in Persons, Especially Women and Children, in West and Central African Regions. In 2008, the Government of Togo continued to implement various sector-specific action plans that targeted children exploited in domestic work as well as the use of children as porters. Togo's National Steering Committee for the Prohibition of the Worst Forms of Child Labor continued work with NGOs to coordinate and monitor child labor programs. The Ministry of Social Action, the Promotion of Women and the Protection of Children and Aged Persons leads the government's anti-trafficking efforts and has established a hotline to combat child trafficking.

In addition to projects funded by USDOL, Togo participated in a 3-year US\$4.8 million regional ILO-IPEC project, funded by the Government of France, which ended in December 2009 and included vocational training and apprenticeship programming. Furthermore, the ongoing National Child Labor Survey is financed by French funds.

## **2.2 COMBATING EXPLOITIVE CHILD LABOR THROUGH EDUCATION IN TOGO**

On September 30, 2007, ILO-IPEC was awarded a US\$5 million cooperative agreement to withdraw and prevent children from engaging in domestic service, rural agriculture, the urban informal sector, and trafficking, as well as CSEC. Through the provision of direct educational services, the project targets 10,000 children—4,000 for withdrawal and 6,000 for prevention—from those sectors of exploitive child labor listed above. In addition, it targets 1,000 other children through non-educational services. The project implements activities in all areas of the country, but focuses primarily on the Lomé, Maritime, Plateau, and Central regions.

The project objective is to contribute to the elimination of WFCL, including trafficking, in Togo. The project's intermediate objectives include—

1. Implement models of intervention for withdrawal, prevention, and rehabilitation of children in WFCL in the targeted areas, and ensure they are ready for replication and scaling up at the national level.
2. Mobilize Togolese society to support the fight against child labor.
3. Ensure the Togolese Government and civil society have the capacity to undertake effective action against WFCL with minimal external assistance.
4. Strengthen the legal framework on exploitive child labor with a focus on implementation and enforcement of existing laws and regulations.
5. Enhance the knowledge base and monitoring system for child labor, including WFCL and the effects of HIV/AIDS on child labor.

The project's activities include—

- Providing education and non-educational services for prevention, rehabilitation, and reintegration to children withdrawn from WFCL.
- Providing economic empowerment services to selected families of targeted children.
- Reopening and scaling up the government's rural literacy program.
- Constructing five primary schools in selected remote rural areas with contributions by local communities.
- Establishing an integrated and timebound policy framework for addressing child labor.
- Integrating child labor issues into the national poverty reduction strategy.
- Testing and scaling up a community-based child labor monitoring system.

- Establishing a special institution to ensure enforcement of the trafficking laws.
- Adopting the list of hazardous occupation for children.
- Carrying out a national standalone or modular child labor survey and disseminating data.

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## III RELEVANCE

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### 3.1 FINDINGS

The relevance of the project was acknowledged by all national stakeholders interviewed by the evaluator, as well as the Minister of Labor. In particular, the importance of education in combating child labor was noted and reinforced by the government's own strategy in this regard (i.e., Education for All).

The project builds on the experience accumulated by ILO in Togo during previous projects, including some supported by USDOL, such as the Project to Combat Child Trafficking in West and Central Africa (LUTRENA) on trafficking, as well as similar projects in other parts of the world, including in West Africa. Nevertheless, the evaluation found that the design of the project document could probably have better elaborated on the articulation between CECLET and other similar projects—both ILO's and those of other international organizations and NGOs. In practice as well, synergies could have been better developed in certain instances (e.g., with regard to existing local committees). Section 7.1.3, *Partnerships*, develops this point further.

Project assumptions have been fairly accurate and realistic with regard to the political situation and government policies, for instance, peaceful elections were held at the beginning of 2010 and did not overly disrupt the project's activities. On the other hand, since the launching of the project, the market realities have changed in Togo and the international economic crisis has had negative consequences on the actual living conditions in the country. Therefore, costs for service provision per child have increased as compared with initial provisions, and this may have an impact on the numbers of beneficiaries targeted by the project (see also Section V). Additionally, the project anticipated that its baseline survey would be predicated on a national survey on child labor funded by the Government of France and completed in 2007. This survey started in July 2009 and the draft report was circulated for comments in June 2010 (see Section 3.1.4, *Baseline Survey*, for more details).

#### 3.1.1 Problems of Perception by Governmental Counterparts

The Minister of Labor and his senior associates, as well as some members of the National Steering Committee, emphatically expressed their opinions that there was a gross imbalance in the budget for the project between what they referred to as *administrative costs* (which they estimate at two-thirds) and funds available for delivery of direct services to beneficiaries (which they estimate at one-third). In the latter category, the stakeholders included mostly children but also state services, such as the capacity building of regional directorates in charge of education labor and welfare. With regard to the expenditures considered excessive, special mention was made to the salary and associated costs of the expatriate Chief Technical Adviser (CTA), which they considered to be inappropriate. This fact was compounded by a misunderstanding of the title of the CTA, who seemed to be considered by some, including those within the government, as a mere *advisor* and not as the head of the project (see Section V).

These problems explain the reluctance of the government to accept the ILO recruitment of an expatriate CTA, which necessitated protracted negotiations and ultimately provoked delays in the startup phase of the project.

### **3.1.2 Duration of Action Programs**

Several stakeholders noted that the duration of action programs concerned with delivery of direct services to beneficiaries (16 to 20 months) was inappropriately short, particularly with regard to children placed in apprenticeships, which typically last three years. Some implementing partners (BICE and Providence), based on experience gained in previous projects supported by ILO, noted that after the completion of the projects, trainees come back asking for further support, which incrementally expands the burden put on the organization. Similar remarks were made by the implementing agency Providence. Furthermore, upon completion of their training, apprentices need seed money to set up shop, as they typically do not become salaried staff of an established business.

Whereas such comments by partners are based on legitimate concerns, it must be noted that the duration of 20 (or even 16) months planned by the CECLET project is relatively long compared with similar projects implemented in the field, including those by ILO. These issues will be discussed further in Section VII, *Sustainability*.

### **3.1.3 Design**

In terms of project design, it must be noted that the timeframe for the elaboration of the initial proposal submitted by ILO (in the context of the USDOL call for offers) was rather short. Selection was initially made on the basis of only a project proposal abstract. The cooperative agreement was awarded in September 2007; however, the full project document was finalized only months later—actually, the version in use at the time of the evaluation was still marked “Draft” and was dated July 25, 2008. There was some level of disagreement within ILO-IPEC Togo as to the implications of that fact; the evaluator was not in a position to draw a conclusion.

Given the delays in project implementation and the fact that planned budgets proved insufficient for the full implementation of a number of action programs on delivery of direct services to beneficiaries, amendments to the initial work plans and budgets had to take place (e.g., shifting financial resources from one action program to another).

The project design adequately supports the five Education Initiative goals, and the main strategies/activities are designed to meet objectives in withdrawing/preventing children from WFCL. As far as the evaluator could determine, the project design is considered appropriate for the cultural, economic, and political context in which it works.

### ***The five pillars of the CECLET strategy***

1. *Building on experience in direct interventions, developing a direct intervention plan on withdrawing and preventing children from WFCL through educational services, with a view to replicating successful models to reach a greater number of children and localities not previously reached, and developing new interventions to prevent WFCL at the village level. (Supports USDOL goals #1 and #5.)*
2. *Supporting the Education for All initiative by making schools more attractive and relevant for children, their families and teachers, and providing better vocational training services. (Supports USDOL goals #2 and #5.)*
3. *Building on previous National Action Plans, supporting the capacity of Togolese society at all levels to fight WFCL through the adoption of a timebound National Child Labor policy, supporting the Child Labor Unit to coordinate efforts of child trafficking and WFLC, operationalizing the Commission on Child Trafficking, building key partnerships with workers' and employers' organizations in sectors where WFCL is prevalent; promoting an innovative awareness-raising campaign, and setting up a CLM system. (Supports USDOL goals #2, #3 and #5.)*
4. *Building on recently-adopted legal texts, assisting the government in revising further laws related to the causes of child labor (violence against children, birth registration, early marriages) and assisting with the periodic review of text on list of hazardous labor for children, and strengthening lawyers, judges, police and military forces to apply the laws. (Supports USDOL goals #2 and #3.)*
5. *Building the government's capacity to produce child labor statistics and knowledge on the issue. (Supports USDOL goals #4 and #5.)*<sup>1</sup>

As can be seen from the five pillars, the project design fits within existing initiatives, both by the government (e.g., Education for All) and other organizations, to combat child labor. In practice, however, the evaluation found that so far the project has not fully managed to coordinate and seek synergies with internationally-supported initiatives of a similar nature.

Thanks to several training sessions, project staff, implementing organizations, and other stakeholders generally seem have a clear and common understanding of definitions used by ILO-IPEC and USDOL for identifying a child as prevented or withdrawn from child labor. The project remedied, or plans to remedy, any situations where this was insufficiently the case.

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<sup>1</sup> ILO-IPEC Project Document, p. 22.

### **3.1.4 Baseline Survey**

Logically, the project document foresaw that the baseline survey would be carried out after the completion of the planned national survey (funded by the Government of France), which was to be conducted in 2007. Indeed, the exhaustive nature of the national survey—in particular, the fact that it would cover the whole territory—would provide the basis on which the focus of the baseline would be determined. More specifically, the baseline survey would refine and deepen the general findings of the national survey and fill in its gaps.

However, the project was faced with an unanticipated problem when the national survey was not conducted according to the planned timeline. It was planned to take place in 2007 but was started in 2009; preliminary results were circulated in June 2010. Given that CECLET's action programs on delivery of direct services to beneficiaries could not be initiated without the guidance of the baseline survey—which would provide the necessary data on sectors and location of interventions, as well as identify the intended beneficiaries—it was decided that the baseline survey had to be carried out without the benefit of guidance from the results of the national survey.

Responsibility for the baseline survey was entrusted to the Directorate of Statistics and National Accounting (DGSCN); according to some observers, it was crucial to use the services of such a government agency so that the results would be considered credible and official by the authorities, therefore increasing acceptance of the existence and magnitude of the child labor phenomenon.

It must be noted that the DGSCN had no previous experience conducting surveys on child labor. Whereas, from a developmental perspective (in particular, with regard to the sustainability of the intervention), it made perfect sense to build the capacity of the Directorate, the practical implications of that choice had direct consequences with regard to the efficiency and effectiveness of the project.

The choice was made not to involve actors in the survey, such as NGOs, who were already active in the targeted localities, with the intent of avoiding potential meddling (i.e., self-serving influence over the survey, for example, by unduly identifying needs in an area where the interested actor was already present or active). Whereas this stance was theoretically warranted, in practice it limited access to already existing sources of information. Who knew the situation on the ground better than those already active on the spot? In the opinion of some observers, this contributed to some of the inaccuracies of the survey and to the fact that, in some cases, the neighborhoods/villages targeted by the survey were not necessarily those where the phenomenon of child labor was the most acute. It can be pointed out, however, that the survey was designed on the basis of sampling; nevertheless, this questions the appropriateness of the manner in which the sampling was done.

One major weakness of the survey was that it did not contribute to identifying target beneficiaries corresponding to a number of criteria enumerated in the project document, such as victims of trafficking, victims of CSEC, and children in situations related to HIV/AIDS.



Upon verification by implementing agencies at the early stages of the action programs' implementation, it was found that the vast majority of potential beneficiaries identified in the baseline survey and who could be found were in fact already attending school. This does not necessarily indicate that some of these children were not vulnerable to being exposed to child labor.

In addition to causing major delays, the shortcoming of the survey forced the project to take a number of methodological shortcuts so as not to stall further the implementation of activities, including formulating new assumptions based on vulnerability criteria. This is, of course, not an optimal situation. Section IV, *Effectiveness*, will further analyze the impact of the baseline survey's weaknesses on the implementation of the project.

### **3.1.5 Additional Surveys**

Concurrently with the planning and implementation of the action programs, five rapid assessments were carried out:

1. Identification of the needs to access school, vocational training, and apprenticeships for children who are victims of WFCL and those at risk.
2. Identification of the village communities targeted by the local economic development programs and the types of activities to be developed.
3. Analysis of the regional, prefectural, and community mechanisms of data collection and management on child labor in Togo.
4. Development of teaching materials to train teachers on the techniques of withdrawal and rehabilitation of children who are victims of WFCL.
5. Institutional mapping and assessment of the urban social centers' needs in terms of accommodation and support for children withdrawn from WFCL, especially the provision of specific services to children who have been victims of CSEC.

The evaluator examined the results of these studies contained in five relatively exhaustive reports finalized in March 2010. Given the wealth of data and analysis presented by these studies, it would have seemed more appropriate and useful if they had been carried out and made available much earlier. Indeed, they undoubtedly would have been helpful in many aspects of the project, for instance with identification of needs and location for activities, and in the ongoing implementation of existing action programs and the conception of future ones.

## **3.2 LESSONS LEARNED**

### **3.2.1 Baseline Survey**

Entrusting the survey to an official body, the DGSCN, and leaving NGOs out of the exercise made sense from a theoretical point of view. In practice, however, this choice proved costly in terms of both efficiency and effectiveness. Ultimately, the trade-off may not have been worth it.

### **3.2.2 Expatriate CTA**

As the government never fully accepted the fact that an expatriate managed the project, its cooperation with the latter was not optimal.

## IV EFFECTIVENESS

### 4.1 FINDINGS

#### 4.1.1 Delays at Startup

Considerable delays in the startup phase, mostly due to hiring of staff (in particular the protracted recruitment of the CTA) and completion of the baseline survey, clearly affected the project's effectiveness.

At midterm, the project is not fully on track to meet its targets/objectives with regard to the delivery of direct services to beneficiaries. A fortnight before the evaluation mission, the Minister of Labor convened a meeting with the ILO team to review the advancement of the project. It was revealed that budget estimates indicated that the project would fall short of its targets by 3,000 beneficiaries; it was later announced that this figure may be closer to 3,500 (see Section 5.1.2, *Budget Shortage*).

At the time of the evaluation, five action programs geared toward the delivery of direct services to beneficiaries were operational.

**Table 1: Description and Implementing Partners per Action Plan**

Title of Action Program	Implementing Agency	Number of Beneficiaries	Sector
Mechanisms for the prevention of child porter work and for the withdrawal and rehabilitation of 625 child porters working in the markets of the city of Lomé	BICE	<i>Prevention: 400</i> <i>Withdraw: 225</i>	Urban informal (portering)
Protection of 500 children at risk, among whom 50% are girls, and withdrawal and social rehabilitation of 225 children under age 15 who are street vendors, including 75% of girls in the Commune of Lomé	Terre des Hommes	<i>Prevention: 500</i> <i>Withdraw: 225</i>	Urban informal (street vending)
Protection and schooling of 200 children withdrawn from domestic work in the city of Lomé and putting prevention mechanisms in place for 300 children at risk in the areas of Sotouboua-Blitta and Agou	WAO-Afrique	<i>Prevention: 200</i> <i>Withdraw: 300</i>	Child domestic labor
Capacity building for the community entities for the protection of 1,800 vulnerable children against hazardous farm works and for the withdrawal and social rehabilitation of 1,800 children engaged in hazardous farm works	DRAS	<i>Prevention: 1,800</i> <i>Withdraw: 1,800</i>	Hazardous agricultural work
Protection of 100 girls against CSEC, and care for 60 victims (girls) of CSEC in the Commune of Lomé	Providence	<i>Prevention: 100</i> <i>Withdraw: 60</i>	CSEC

The table below provides an overview of the progress made so far by the project and of the number of children still in need of services.

**Table 2: Current Situation of Children Beneficiaries (Data Provided by the Project)**

**Situation of child beneficiaries following the first Direct Beneficiaries Monitoring Report (DBMR) verification in May 2010 (follow-up of educational services for a period of at least three months with 75 percent of educational activity and based upon correctly completed monitoring forms)**

Zone	Number of Localities Expected for the Period in Progress	Number of Affected Localities	Number of Expected Children for the Period in Progress	Number Identified	Number Removed	Number Planned
PA5/WAO	17	17	500	463	22	126
PA2/BICE	35	35	625	400	0	285
PA3/ Terre des Hommes	8	5	725	513	8	198
PA4/DRAS	23	23	3,600	3,400	7	646
PA7/Providance	1	1	160	69	0	0

NB: This information does not account for the Sotouboua and Blitta zones for PA5, the Tchamba zone for PA4 and 2 localities in PA3.

**Situation of children having received educational services who have enrolled in a school/learning center and received school supplies or learning material as of April 2010.**

Zone	Number of Localities Expected for the Period in Progress	Number of Localities Affected	Number of Expected Children for the Period in Progress	Number Identified	Number Removed	Number Planned
PA5/WAO	17	17	500	463	156	307
PA2/BICE	35	35	625	400	84	343
PA3/ Terre des Hommes	8	5	725	513	77	443
PA4/DRAS	23	23	3,600	3,400	1,037	2,100
PA7/Providance	1	1	160	69	0	0

The program related to school facilities had been submitted for technical approval to prepare its approval at the national steering committee level. Another action program on sensitization (related to HIV/AIDS) in partnership with Trade Unions had been submitted to ILO-IPEC for review.

#### **4.1.2 Late and Imperfect Baseline Survey**

The baseline survey was completed very late and was considered as insufficiently precise in certain aspects. In this regard, the following statements were made by stakeholders interviewed by the evaluator, including implementing agencies and project staff:

- The lists contained names of children who did not exist.
- Some persons identified were in fact not children; in one case an adult, age 45, was found on a list.
- Some children were placed on the lists by village chiefs, often on the basis of criteria other than those set by the survey methodology.
- Some children on the lists did not satisfy the selection criteria.
- The locations where the survey was carried out (which had previously been chosen by county-wide census) were not always the ones most affected by child labor and trafficking.

The following explanations for discrepancies were given to the evaluator:

- Respondents did not provide accurate or truthful information; in the capital, for instance, children involved in or at risk of being involved in informal economy did not reveal their true identities for fear of arrest given their illegal status or activities. More generally, this may also have been a consequence of the fact that the survey was conducted by state agents, therefore causing mistrust on the part of some respondents.
- Some children who were not attending school at the time of the survey were later enrolled following the gratuity of school fees proclaimed by the government.
- A number of children working in the informal economy in the capital, such as porters at the market, returned to their village of origin or changed their initial city of residence due to fear of disturbances during the elections campaign or just to join another family member somewhere else in the country.

It must be noted, however, that some of the children mentioned under the last bullet point above were later found by the implementing agency in their village of origin (in the countryside). This was a positive development in terms of the objectives of the project, as the cases of these children could then be dealt with on-the-spot by taking action aimed at ensuring that they would be schooled in said village and not return to work in the capital.

At the time of the evaluation mission, the report of the baseline survey had not yet been officially validated.

### **4.1.3 Difficulties in Identifying Beneficiaries on the Basis of the Baseline Survey**

Given the difficulties with the baseline survey, and on realizing that this situation could derail or at least further delay the accomplishment of the planned activities, implementing partners approached the project team to discuss possible solutions. In addition to working sessions held with implementing agencies, the Directorate of Labor, the DGSCN and ILO-IPEC, alternative solutions were found to enable the implementing agencies to proceed with the identification of beneficiaries on the basis of the vulnerability criteria defined by Direct Beneficiaries Monitoring Report (DBMR). These criteria have helped implementing agencies double check and complete data on the initial status of each child and to establish the accurate and definitive list of beneficiaries.

This pragmatic solution, although employed only at a relatively late stage, helped prevent further problems.

In most locations, the selection of beneficiaries was ultimately validated by the community. In others, this validation was more problematic, sometimes raising tensions when members of the community felt that they satisfied the selection criteria but had not been selected. In such locations, interlocutors described the selection process as random. This is not to say that the process was necessarily inherently biased, but rather that a more participatory involvement of the community at an early stage may have averted tensions. In any case, it must be pointed out that, given the high level of poverty, the project did not have sufficient means to cover all needs in all locations.

### **4.1.4 School Conditions and Attendance—Causes and Effects of the Project**

In Togo, many public schools have inadequate infrastructure and insufficient staff. The decision of the government last year to abolish school fees, as part of the Education for All initiative, has provoked a massive influx of children and has therefore increased the already dramatically overcrowded classrooms—in one instance, the evaluator observed a class of 130 children, with up to 9 pupils sharing a desk. Some classes are held outdoors, sheltered by a roof constructed merely of palm tree fronds.

The project, partly due to its intensive awareness-raising activities, has attracted an additional contingent of children to school, adding to the existing overpopulation. In an unanticipated effect of the project, further numbers of children have come to school, either as a result of a synergic effect or with hope of receiving material assistance from the project. This could be described as a snowball effect.

For instance, in one village visited by the evaluator, school attendance increased from 400 to 680 over the past year; teaching staff estimated that, in addition to the 150 pupils supported by the project, 130 children came to school as an indirect result of the intervention.

Obviously, this drive toward school is to be welcomed. Nevertheless, it has worsened overcrowding in classrooms—and probably the quality of the education dispensed—as logistics and human resources were not increased commensurately.

#### **4.1.5 Awareness Raising**

The project must be praised for its achievements at the local level in raising awareness of the dangers of child labor (e.g., the risks for children's health of spraying insecticides in the fields) and the benefits of school attendance, as well as in successfully convincing local stakeholders (e.g., village chiefs, elders and committees, as well as teachers and parents) of the necessity to combat the phenomenon. During his field visits, the evaluator was able to collect firsthand testimonies to that effect. One of the factors that contributed to these results was the fact that, wisely, the project had actively and at all stages involved the village chiefs, whose authority facilitated acceptance by the rest of the community.

The participatory approach to establish partnership agreements between the government and the main stakeholders from the urban informal economy, transportation, catering/hotel business, domestic labor, and commercial sexual exploitation sectors could also constitute a useful step in awareness-raising and a potential basis for future commitment of these stakeholders to combat child labor.

#### **4.1.6 Limitations of the Direct Interventions**

Several factors limiting the effectiveness of direct intervention activities were noted during the evaluation:

- Direct services to beneficiaries started after the beginning of the school year, meaning that in some cases children experienced difficulties catching up with the teaching program.
- Beneficiaries were often added to already overcrowded classrooms, putting a further strain on the system, including on children already in school and on teaching staff.
- The voluntary (*pro bono*) participation of community members (e.g., members of local committees) in project activities was sometimes problematic in the medium- to long-term, as motivation tended to wane with time.
- Given that beneficiary children often come from destitute families, lack of material support (above the basics provided by the project) constituted a threat to continued school attendance; one problem often mentioned was that, in the absence of school canteens, children were too hungry to study and tended to return home.
- At this stage of the project, there is little evidence that the material support was effectively tackling some of the root causes of direct beneficiaries not attending school in the first place, in particular the poor economic situation of their families.

### 4.1.7 Capacity Building of Stakeholders

The project organized a number of capacity-building exercises, which were, for the most part, well received by their target audiences. For instance, four workshops for the training and mobilization of the stakeholders in the sectors of informal economy, domestic work, transportation, and commercial sexual exploitation were held to develop sectoral action plans. Details on these activities are provided in the table below.

**Table 3: Capacity Building Workshop Descriptions**

<b>Workshop Title</b>	<b>Main Objective</b>	<b>Timeframe</b>	<b>Number of Affected Participants</b>
National Consultation	Validation of the project intervention group	March 6 and 7, 2008	90 (NGO; town hall; employer and worker organizations; ministries of labor, justice, security, social action, education, agriculture, health, cooperation, and territory administration; ILO-IPEC; the United Nations in Togo; and the U.S. Embassy in Togo)
Sokodé Regional Workshop	Training of potential agencies on ILO and planning procedures	December 9 to 12, 2008	40 (NGO; town hall; employer and worker organizations; ministries of labor, justice, security, social action, education, agriculture, health, cooperation, and territory administration; and ILO-IPEC)
Atakpamé Regional Workshop	Training of potential agencies on ILO and planning procedures	December 16 to 19, 2008	46 (NGO; town hall; employer and worker organizations; ministries of labor, justice, security, social action, education, agriculture, health, cooperation, and territory administration; and ILO-IPEC)
Tsévié Regional Workshop	Training of potential agencies on ILO and planning procedures	February 10 to 13, 2009	47 (NGO; town hall; employer and worker organizations; ministries of labor, justice, security, social action, education, agriculture, health, cooperation, and territory administration; and ILO-IPEC)
Kpalimé Regional Workshop	Training of potential agencies on ILO and planning procedures	February 17 to 20, 2009	52 (NGO; town hall; employer and worker organizations; ministries of labor, justice, security, social action, education, agriculture, health, cooperation, and territory administration; and ILO-IPEC)



Workshop Title	Main Objective	Timeframe	Number of Affected Participants
Notsè DBMR Training Workshop	Training of potential implementing agencies on the monitoring system for potential beneficiaries	March 5 and 6, 2009	25 (NGO; the ministries of labor and social action; DGSCN; and ILO-IPEC)
Workshop for training women's associations and creating an action plan to fight against domestic child labor (Notsè)	Developing an action plan on child domestic labor	June 24 to 26, 2009	29 (NGO; ministries of labor and social action; women's associations and syndicates; employers; and ILO-IPEC)
Workshop for the training and identification of elements to reinforce partnerships for monitoring and detecting instances of child trafficking (Sokodé)	Developing an action plan on child trafficking	July 6 to 8, 2009	36 (NGO; ministries of labor, social action, and transportation; transporters associations and syndicates; employers; and ILO-IPEC)
Workshop for the training and mobilization of actors in the informal economic sector in urban areas in the fight against child labor in (Sokodé)	Developing an action plan in the informal economic sector in urban areas	July 9 to 11, 2009	42 (NGO; ministries of labor, social action, transportation, security, and commerce; EPAM; retailers associations and syndicates; employers; and ILO-IPEC)
Workshop for the training in and creation of an action plan for the fight against child labor in the restaurant and hotel industry and the sexual exploitation of children	Developing an action plan to fight child labor in the restaurant and hotel industries and in the sexual exploitation of children	August 6 to 9, 2009	37 (NGO; ministries of labor, social action, transportation, security, and commerce; police; EPAM; restaurant and hotel owners associations and syndicates; employers; and ILO-IPEC)
<b>Total</b>			<b>444 affected participants</b>

Moreover, to facilitate the implementation of the action programs and set up a database on beneficiaries, a preliminary training on DBMR was held on March 5 and 6, 2009 in Notsè for potential implementing agencies, with the support of the DBMR specialist from ILO-IPEC (HQ). This was meant to support implementing agencies toward setting up appropriate data collection and management tools.

In partnership with the ILO-IPEC LUTRENA project, 90 members of the public security services were trained on the use of the intervention guide to combat child trafficking. This guide, which had been developed in the framework of the LUTRENA project in Togo, was put at the disposal of about 2,500 policemen, customs officers, *gendarmérie*, social protection workers, and members of the army.

#### **4.1.8 Monitoring and Reporting Systems**

The monitoring and reporting systems designed in the project are elaborate and exhaustive. A full-time post for a M&E officer was therefore included.

The project produced a manual on M&E specifically geared toward CECLET and intended for use by the ILO team as well as implementing agencies. This tool is certainly useful and, if properly applied, has the potential to increase the project's efficiency as well as the project management capacity of the implementing agencies.

All stakeholders interviewed during the evaluation agreed that monitoring of action programs by the ILO team is very time consuming, as is the monitoring of the beneficiaries' case files, as will be explained below. Every three months, visits in each of the approximately 50 localities have to be carried out, and all case files reviewed. This is in addition to the monthly review of case files by project animators. It was estimated that the project's only driver accumulated up to 6,000 km per month for monitoring purposes, which seems excessive, especially considering that some project locations are very remote and difficult to access due to poor road conditions.

#### **4.1.9 Direct Beneficiaries Monitoring Reporting**

The DBMR system has been developed, and training sessions have been organized for the relevant stakeholders. A booklet containing all forms was printed, which is an inventive and practical solution.

In a number of locations, the implementing agencies' field staff entrusted the completion of the DBMR case files to members of the local community without sufficient prior capacity building and with little supervision. This resulted in many files being filled late and in an inappropriate manner. The project M&E officer and the field assistants identified this problem during the field mission conducted in March 2010, at which stage more than 3,000 individual files were reviewed; corrective actions have since then been taken.

The general feeling among implementing agencies is that the DBMR is a burdensome tool going beyond what should be expected from them in terms of monitoring. In the case of the action program implemented by Terre des Hommes, it was estimated by project staff that approximately one-third of the budget was spent on fulfilling the tasks required by the DBMR; this assertion was not supported by written evidence but gives an indication of the magnitude of the issue.

A child labor monitoring system was to be set up under the LUTRENA project on trafficking. At this stage, it is difficult to determine whether such a system is likely to be launched before the end of the project, much less whether such a system would be sustainable.

#### **4.1.10 Staffing**

The project document outlined the following staff to be based in Lomé:

1. CTA
2. National Project Officers (education specialist)

3. National Project Officers (M&E specialist)
4. Finance Assistant
5. Secretary
6. Driver

The project document further noted that “other staff comprising the ILO-IPEC Team in Togo include one National Project Manager for the National CL Program, one Secretary-Administrative Assistant and one Driver/Messenger, all funded by the Government of France.”

Today, the ILO-IPEC team comprises the following staff based in Lomé:

1. CTA and ILO-IPEC Focal Point Togo Country
2. Senior Program Officer (education specialist)
3. M&E Officer
4. Finance Officer
5. Administrative Assistant
6. Driver

As well as the following field staff:

7. Field Assistant based in Atakpame
8. Field Assistant based in Sokode

The following observations can be made at this stage:

- The post of Senior Program Officer has been created and is staffed by the former National Program Administrator of the French-funded National Program on Child Labor (RAF/06), who still used his former title in the CECLET technical report of March 2008 and apparently also in some correspondence, such as e-mails to the evaluator.
- All project activities carried out from November 2007 to May 2008 for starting up the CECLET project were led by the National Administrator who elaborated the March 2008 Technical Progress Report.

It was important to hold on to the person in charge of the RAF/06 (as well as LUTRENA) projects in order to ensure continuity of networks and retain institutional memory. In practice, he was in charge of the first phases of implementation of the CECLET project until the CTA started in September 2008.

Today, however, it seems that the sharing of responsibilities between the CTA and the Senior Program Officer is sometimes problematic, and that, in everyday operations, the repartition of their respective tasks is at times a source of confusion. As pointed out in Section III, perception of the project by some governmental parties is also somewhat awkward. During the evaluation, several respondents mentioned the existence of tensions and lack of internal communication within the ILO team. The consultant also noted signs of such problems. For instance, the team did not manage to agree on the content of a Strengths, Weaknesses, Opportunities, and Threats, or SWOT (self-review), analysis in preparation of the evaluation mission.

## **4.2 LESSONS LEARNED**

Some stakeholders from implementing agencies expressed concern that the time since their action program was launched has been spent more on struggling with imperfect lists of beneficiaries and filling cumbersome case files than on actually delivering the intended direct services.

Given the delays in initiating operational activities and the heavy requirements on documenting cases, some agencies believe that, whereas the quantitative targets of the project (i.e., numbers of beneficiaries reached) will most likely be achieved, the qualitative aspects of the objectives are unlikely to be attained.

## **V        EFFICIENCY**

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### **5.1       FINDINGS**

#### **5.1.1      Selection of Action Programs and Implementing Agencies**

The selection of implementing agencies so far was done through an open competitive process. The selected organizations are all well-established and experienced in the subject matter. Furthermore, they have at one stage or another collaborated with ILO.

Terre des Hommes, for instance, has been active in Togo for 24 years and has much to contribute to the project in terms of expertise and know-how. On the downside, however, this also means that the organization has developed and tested over the years (in Togo as well as in the many other countries where it is active) its own working methods; therefore, they are experiencing some difficulties adapting to (and to a certain extent accepting) the rather strict parameters and methodology imposed by CECLET (e.g., with regard to the way beneficiaries are identified and the burdensome requirements of the DBMR), which they consider as suboptimal.

The NGO Providence is the only totally new partner for ILO and was selected by default as one of the rare organizations working on CSEC in Togo. As far as the evaluation could determine, this organization has solid experience in the subject matter and should be in a position to effectively carry out the planned activities.

The National Steering Committee plays a role in the selection of action programs, which at this stage is its only activity. This role is largely limited to general discussions of proposals and editing the proposed project documents. According to the minutes of the committee's sessions, little substantive and/or challenging questioning takes place during these sessions. The only instance where the committee took a forceful stance concerned a situation in which it had received a draft project document that was different than the one in possession of the proposed implementing agency (i.e., two different versions of the document were on the table); in this case, the committee decided that the discussion of the proposed action program be rescheduled at a later date.

#### **5.1.2      Budget Shortage**

At the project's midterm, a shortage of funding has emerged. The reasons given by project staff for this situation are as follows:

- Costs foreseen in the drafting of the project document were underestimated; as one ILO staff put it, they were done on a "fictitious bases."
- The exchange rate for the U.S. dollar has plunged since the launch of the project.
- Due to the global financial crisis, the price of commodities unexpectedly rose.

- With regard to efficiency, certain operational costs have been underestimated, monitoring/DBMR in particular (see Section 4.1).

While the explanations given above seem to have merit, they have not been properly documented by the project team.

### **5.1.3 Monitoring and Reporting Systems**

With regard to the monitoring of the administrative and financial aspects of the project, including the projects entrusted to implementing agencies, no major difficulties were reported during the evaluation mission. As previously mentioned, the DBMR was overly time and resource consuming for implementing agencies.

## **5.2 LESSONS LEARNED**

The project's budget situation has been deteriorating for quite some time, but it seems unclear whether it was inaccurate planning, economical conjuncture factors, or both that were to blame.

Fulfilling the DBMR requirements has proved both cumbersome and resource-intensive. It may be time to reconsider the cost-benefit ratio of the system and envisage streamlining it.

It is not possible to determine with certainty whether the staffing situation and tensions within the team, as described in Section IV, contributed to the delays in the executions of the project, although this is probable; nevertheless, it remains obvious that these problems negatively influenced its efficiency as well as the working atmosphere and the image of the team to outsiders.

## **VI      IMPACT**

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### **6.1      FINDINGS**

Given that the action programs related to provision of direct services to beneficiaries were launched only a few months prior to the midterm evaluation, and that the actual delivery of services had started late (in one case they had not actually began), it is difficult, if not impossible, to assess the project's impact to date on individual beneficiaries, such as children, parents, and teachers.

A similar remark can be made with regard to the project's impact to date on partners or other organizations working on child labor in the country—such as NGOs, community groups, schools, and the national child labor committee—as well as on the impact to date, if any, on government and policy structures in terms of system-wide change on education and child labor issues.

At midterm, the evaluation was not in a position to identify good practices by the project or the implementing partners that might be replicated in other areas or considered to be innovative solutions to the current situation.

The preceding paragraphs do not detract from the fact that several positive effects of the project so far were identified by the evaluation (see for instance the findings on awareness raising and dynamics at the community level). These present a clear potential for impact in the long term.

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## VII SUSTAINABILITY

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### 7.1 FINDINGS

#### 7.1.1 Project Design

The project design contains adequate strategies, including monitoring plans, related to sustainability, as is demonstrated below, in an excerpt from the project document:

##### *Exit strategy*

*[S]ustainability is an integral part of the overall project strategy and will be monitored in semi-annual progress reports via the sustainability matrix... In addition, specific exit strategies will be developed for some project-supported activities. For all Action Programs, project partners will be apprised of the time limited nature of ILO-IPEC support at the outset and a phase out plan will be an integral part of action program documents. The exit strategy will describe how and when IPEC will cease its direct support for the activity and the necessary steps to be taken to assure a smooth transition post IPEC support. The strategy will be monitored as part of the activity monitoring.*

*At the both the national and local levels, the project's overall exit strategy is closely linked to its capacity building strategy. Whenever possible and appropriate, the project will develop an institutional support plan with its key partners (e.g., the CLU) that analyzes the institution's strengths and weaknesses and outlines the nature and duration of institutional support to be provided by the project and against which progress will be monitored. Specific capacity building on social budgeting, mobilization of public funds and local and external fund raising will be provided so that increased government capacity can be sustained beyond the project's end.<sup>2</sup>*

On paper, all is well. However, in practice, the project has been caught-up in activities related to setting up activities and catching up with its work plan. At midterm, little can be said with regard to concrete steps taken toward an actual exit strategy.

#### 7.1.2 Capacity Building of Partners and Sustainability

Implementing agencies have benefited from the project in a number of ways, mostly through training and, to a lesser degree, through networking opportunities. With Terre des Hommes, for instance, the partnership with ILO has had the added benefit of creating links with the Ministry of Labor; this has had a positive impact at field level, where cooperation with labor inspectors has improved the management of some individual cases.

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<sup>2</sup> ILO-IPEC Project Document, p. 40.

The DGSCN did not have experience working on issues related to child labor, which partly explains the shortcomings noted above with regard to the baseline survey. It can be hoped that the Directorate has benefited from this experience and will in the future be more efficient and effective working on the aforementioned issue. This increased capacity of a governmental institution would of course contribute to the sustainability of the project's achievements.

So far, the project has little to show for in terms of leveraging non-project resources. It must nevertheless be noted that the government has provided the project with free-of-charge office space (including utilities).

### **7.1.3 Partnerships**

Interagency cooperation has been rather weak. Whereas this is a common phenomenon in many countries, and blame for lack of synergies can be attributed across the board, the ILO team could certainly have done more. Several observers noted that the project seemed to operate in isolation.

A Memorandum of Understanding was signed between ILO and the United Nations Children's Fund (UNICEF) in October 2008 with a view to coordinate actions and share information on child labor. The Director of ILO's Dakar Subregional Office was present in Lomé for the signature. Both parties informed the evaluator that, in practice, the agreement did not lead to increased coordination, exchange of information, or synergies.

Lack of coordination was noted in several instances during field visits. This was, for instance, visible with the proliferation of local committees created by different external projects—including ILO's own, such as LUTRENA—which could cause a number of unintended effects, such as—

- Overlap of mandates, such as those dealing with cases of child labor and trafficking
- Strain on the availability of members of the community to attend the various meetings, especially given the voluntary (*pro bono*) nature of their engagement
- Confusion between the different projects, committees, donors, memberships, and other entities

In some villages, the evaluator had to repeatedly seek clarification from interlocutors to ascertain which project they were referring to in their statements. The most obvious cases of confusion occurred in relation to projects implemented by the NGO Plan International. Upon return to the capital, the evaluator requested that the ILO team arrange a meeting with this organization. The impossibility to obtain one may have been the result of insufficiently close relations between the two organizations.

### **7.1.4 National Steering Committees**

The National Steering Committee was created in 2001 under a different project. It has undergone several restructurings; for example, it has established branches at the regional level, but these lack means and evidence of achievements is scarce. Members of the National Committee

declared receiving no information of Regional Committees' activities. After nine years of continued support, however, it must be noted that the committee has not grown above and beyond an ILO project, nor does it consider itself as anything more.

An action plan was adopted in 2009 by the National Steering Committee, but its members declared having no means to implement it and consequently have taken no steps to follow it up. Although this may be a detail, albeit a telling one, the evaluator should point out that, despite having requested the document outlining the strategy on two occasions from the Secretary of the Committee, as well as from the CECLET team, it was never forwarded to him.

When asked why they did not take the work of the National Steering Committee further, its members declared that they had no material means at their disposal—in this context, several noted that the CECLET budget covered mostly the project's own administrative costs; the ratio of 65% was mentioned—and that, in any case, they did not have the mandate or authority to do so. Such a stance appears to reflect a gross misunderstanding of article 2 of the order signed by the Minister of Labor on July 7, 2008 (translated by the evaluator), which outlines the mandate of the Committee, and reads as follows:

*The Mission of the National Steering Committee on Combating Child Labor in Togo is to guide, coordinate, and supervise all actions concerning the combat against child labor on the entire national territory. To this end, its main attributions are—*

- *Promote legislation and regulations concerning child labor by monitoring the implementation of instruments on child labor and its worse forms, including specific instruments on the worse forms identified in the country.*
- *Issue opinions on national policies, strategies, and the national action plan on combating child labor before their adoption by the government.*
- *Provide technical approval of all projects and programs on combating child labor by all partners at the national, regional, and local levels before their implementation.*
- *Participate in the mobilization of the resources necessary for the implementation of the policy on the elimination of child labor.*
- *Contribute to improving knowledge on the phenomenon of child labor by the collection of quantitative and qualitative data on the different forms of child labor.*
- *Ensure on behalf of the government the monitoring and evaluation of the entirety of activities implemented in the country with regard to combating child labor.*
- *Draft and submit to the government periodic reports on the situation of child labor in Togo.*

During discussions with the evaluator, members of the committee nevertheless expressed a strong wish to endorse additional responsibilities, albeit still limited to ILO action programs. Indeed, they feel that their role should not be limited to approving projects but should extend to monitoring of their implementation. Here again, however, they complained about the lack of financial resources to carry out such tasks.

### **7.1.5 Child Labor Unit**

Much of what was written above concerning the National Steering Committee applies to the CLU as it stood at the time of the evaluation. The unit is still composed of one staff member, whose main attributions within the Ministry of Labor lie elsewhere and has no budget allocated.

In this context, it should be noted that article 3 of the order signed by the Minister of Labor on July 7, 2008 (translated by the evaluator), which outlines the mandate of the unit, reads as follows:

*The unit is composed as follows:*

- *One labor inspector*
- *One sociologist*
- *One jurist*
- *One occupational physician*
- *One statistician*

In fact, at present, the only activity of the unit appears to be to act as secretariat of the National Steering Committee. It does not play a role in coordinating actions aimed at combating child labor or in centralizing information-gathering on the phenomenon, nor does it have any particular participation contributing toward the outcomes of the project. It appears that this situation may be due to a turnover of staff; the current officer seems less involved than his predecessor.

### **7.1.6 Social partners**

The project has involved workers' and employers' organizations in its activities, including awareness raising and training. Under a previous project, an observatory on child labor, which to date does not seem to have much to report on, was established in partnership with a trade union; the latter will also be involved under CECLET in a forthcoming action program concerning an awareness-raising campaign on HIV/AIDS.

Representatives of other trade unions told the evaluator that they too would like to receive ILO support to implement projects under CECLET. However, it must be pointed out that these organizations were, over the years, provided with a number of capacity-building opportunities and are entitled to participate in competitive bidding for action programs.

## **7.2 LESSONS LEARNED**

CECLET, furthering previous ILO-IPEC projects, has continued to seek strengthening of national institutions' capacity, such as the National Steering Committee and the CLU. This has created opportunities but has so far yielded limited concrete results. These institutions appear to expect additional support from ILO-IPEC to move further toward institutionalizing the model set up so far. Likewise, local vigilance committees set up by LUTRENA have already disappeared in a number of targeted localities.

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## **VIII CONCLUSIONS AND RECOMMENDATIONS**

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### **8.1 GENERAL CONCLUSIONS**

So far, most of the project's focus has been on setting the groundwork (i.e., activities related to fact-finding and analysis, capacity-building, and awareness-raising). The delivery of direct services to beneficiaries has fallen victim to a number of difficulties and delays but is now underway.

It is not uncommon for internationally funded projects to recruit an expatriate staff to manage a budget of this size. The government nevertheless questioned whether the money spent on such a post could not be better used elsewhere. At a date well past project midterm, this issue is still raised quite strongly.

The monitoring systems instituted by the project document, most notably the DBMR, have proved cumbersome and highly intensive in terms of financial and human resources. This situation is judged by the evaluator to be suboptimal.

Clearly, the many shortcomings and tardiness of the baseline survey, which was partly due to heavy rain falls, were a major burden on the project. It must be noted that a specialist from the Statistical Information and Monitoring Program on Child Labor was dispatched from ILO Headquarters to work with DGSCN. It is difficult to understand why the situation described above was allowed to occur, and in particular, why problems of such magnitude were identified only once it was too late. However, on the basis of the information collected during the mission as well as upon analyzing the various reports put at his disposal, the evaluator is not in a position to determine exactly what when wrong and when, and who should be held accountable.

The evaluation showed that the project had to face a number of challenges that considerably delayed its progress and is currently in a position where its budgets appears to be insufficient to carry out planned activities in their entirety.

At midterm, it can be concluded that much time and energy has been spent on preparatory work. The second part of the project lifespan should be focused on its strategic and policy aspects—how to ensure that punctual interventions are replicated system-wide and institutionalized. The achievements of previous projects related to child labor and trafficking in Togo have been notable, yet it is difficult today to claim that they have been sustainable.

At the local level, the proliferation of committees has created an uneven picture. Here again, the project will have to take further steps to help streamline initiatives with a view to fostering synergies, including with other external stakeholders' own projects in the same locations, and to ensure that child labor remains on the agenda.

Whereas the National Steering Committee's membership is representative of the main stakeholders relevant to combating child labor (although some main players such as UNICEF are absent), it has not grown to play a strategic role in this matter. It has largely limited itself to rendering official decisions on action programs put forward by the ILO, without looking further toward policy or institutional issues. In other words, its vision of issues related to child labor

remains ILO-centric, as it does not encompass initiatives taken by other national or international stakeholders.

In terms of opportunities for future impact and sustainability, the project could have done more to identify potential synergies with other parallel initiatives, such as the implementation of the Education for All Initiative; the finalization of the Decent Work Country Programme; inclusion in the Poverty Reduction Strategy Paper; new strategies relating to reforms of the agriculture sector; and reattribution of state budgets in the framework of the forthcoming debt relief scheme.

## **8.2 KEY RECOMMENDATIONS**

CECLET, in its second implementation phase, ought to adopt a more strategic vision, moving away from a project-centric approach. More specifically, it should ensure that the national strategy for combating child labor through education, vocational training, and apprenticeships (adopted in 2006 in the context of the ILO-IPEC French-funded project to eliminate child labor through vocational training and apprenticeship in francophone Africa) is followed by an action plan.

The continued reluctance of the government, as well as of other key stakeholders, to accept the cost associated with the post of the expatriate CTA is clearly problematic as it does not contribute to a serene partnership. USDOL and ILO-IPEC should discuss the issue and try to find a solution to this problem.

Government representatives spoke of fast-tracking initiatives related to education, notably in the framework of debt relief that should occur in the summer of 2010. Whether this will actually happen, and whether combating child labor will be fully included in these plans, remains to be seen. The project will have to step up its lobbying to support such an outcome, in particular to ensure that sufficient political will is mustered within the government to allocate the necessary budgets.

USDOL should consider granting an extension of the project, not only so that planned activities can be carried out, but mostly so that they are not overly rushed in a way that may endanger their effectiveness and sustainability. This would also allow more time to design a proper exit strategy, an activity which will require thorough preparation in order to maximize the potential for sustainability of achievements.

## **8.3 OTHER RECOMMENDATIONS**

The project should—

- Provide clear explanations, including documentary evidence, as to why the budget included in the project document is insufficient to attain the objectives set. On the basis of this explanation, USDOL should decide whether the shortfall is attributable to unforeseen changes in circumstances and consider either increasing the budget or reassigning some of its lines, or whether it was due to bad planning and management, in which case other avenues to solve the problem may be considered.



- Ensure better communication and coordination, and where possible seek synergies, with other international stakeholders involved in the field, most notably UNICEF and Plan International.
- Better inform the National Steering Committee of action programs' progress and, where feasible, arrange for visits to project sites.
- Revisit the initial community diagnostics in intervention localities to ensure that the local committees set up by the project more harmoniously integrate with other structures set up by other initiatives.
- Address the degrading school conditions in some targeted locations. It is not clear, however, whether the project, in its current design and budget, would be in a position to build the necessary additional classrooms and hire the necessary additional teaching staff.
- Promote exchange of experience between stakeholders involved in the project, for instance implementing agencies and local committees.
- Ensure, as foreseen in the project documents, that where necessary and feasible, families of the beneficiary children are assisted in developing income-generating activities with the support of the existing microfinance institutions.
- Develop more precise and concrete initiatives to ensure sustainability of the project's achievements and initiate planning on an exit strategy.

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## ANNEXES

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## ANNEX A: LIST OF MEETINGS AND SITE VISITS

Entity	Function	Women	Men
USDOL	Project Manager (telephone interview)		

### International

Entity	Function	Women	Men
UNDP	Security Officer	0	1
US Embassy	Ambassador	1	0
	Political Advisor	1	0
ILO-IPEC	CECLET Team	1	4
	Field staff	1	1
	Child Labor Specialist, Dakar	1	0
	Desk Officer, IPEC, Geneva	0	1
UNICEF	Deputy Country Representative	0	1
	Head, Protection	0	1
	Head, Education	1	0

### Government

Entity	Function	Women	Men
Ministry of Labor, Employment and Social Security	Minister	0	1
Ministry of Labor, Employment and Social Security, Directorate for Labor and Social Legislation	Director General	0	1
	Deputy Director General	0	1
	Head, Labor Law	0	0
	Head, Child Labor Unit	0	0
Directorate of Social Action Dapaong (Savanes)	Director and staff	2	3
Directorate of Social Action (Centrale)	Director	0	1
Ministry of Social Action	Representative	1	0
Ministry of Education, Education for All	Director	0	1
	Deputy	0	1
Directorate of Statistics and National Accounting (DGSCN)	Director	0	1
	Head, Coordination	0	1
	Statistician	0	1
	Statistician	0	1

Entity	Function	Women	Men
<b>Social partners</b>	Representatives workers' and employers' associations	1	5
<b>National Steering Committee</b>	Members	4	10

### Implementing Agencies

Entity	Function	Women	Men
BICE	Director	0	1
	Program Officer	0	1
	Program Officer	0	1
	Accountant	1	0
WAO Afrique	Director	0	1
	Program Officer	0	1
	Program Officer	0	1
	Accountant	0	1
Providence	Director and project staff	4	3
Terre des Hommes	Head of Agency	0	1
	Project Director	0	1
<b>Restitution Workshop</b>		34	

Village (Region)	Implementing Agency	Action Program	Function	Women	Men
Lomé, Market	Terre des Hommes	AP3	Field worker	1	0
			Educator	0	1
			Beneficiaries	13	2
			Education Inspector	0	1
Village Hahotoe (Maritime)	BICE	PA2	Village Chief and elders	1	9
			Field Coordinator	0	1
			Village Development Committee	0	5
			Child Labor Prevention Committee	2	3
Village Togoville (Maritime)	BICE	PA2	Child Labor Prevention Committee	0	1
			Beneficiary (apprentice)	1	0
			Beneficiaries (pupils)	4	0
			Beneficiary (parents)	2	1
Davedi (Maritime)	Terre des Hommes	PA3	Teachers	3	0
			Field coordinator	1	0
			Children beneficiaries	3	3

Village (Region)	Implementing Agency	Action Program	Function	Women	Men
Nandjak (Savanes)	DRAS	PA4	Village Chief and elders	8	13
			Field Coordinator		
			Village Development Committee		
			Child Labor Prevention Committee		
			School director		
			Representative of women's association		
			Teachers		
Yemboate (Savanes)	DRAS	PA4	Village Chief and elders	5	14
			PTA representative		
			Village Development Committee		
			Child Labor Prevention Committee		
			School director		
			Representative of farmers' association		
			Teachers		
			Beneficiaries	9	12
Kousountou (Centrale)	DRAS	PA4	Canton Chief	0	1
			Neighborhood heads	0	7
			Public meeting with village population, elders, representatives of various committees, etc.	Approximately 200 persons	
			Child Labor Prevention Committee	12	11
			Beneficiaries	5	5
			Parents of beneficiaries	5	5
Kambole (Centrale)	DRAS	PA4	Village Chief	0	1
			Elders	1	8
			Public meeting with village population, elders, representatives of various committees, etc.	Approximately 250 persons	
			Child Labor Prevention Committee	2	5
			Beneficiaries	3	1
			Parents of beneficiaries	2	0
			Local NGO representative	1	0
			Project coordinator	1	0

Village (Region)	Implementing Agency	Action Program	Function	Women	Men
Sotouboua (Centrale)	WAO Afrique	PA5	Child Labor Prevention Committee, including representatives of: judiciary, social action, labor inspection, school, local association, etc.	9	1
			Beneficiaries	4	0
			AP coordinator	1	0
			Project coordinator	1	0
Idjafè (Plateaux)	DRAS	PA4	Village chief	0	1
			Elders	0	7
			Child Labor Prevention Committee	0	10
			Teachers	0	9
			Beneficiaries	5	5
Lomé (Golf)	Providence	PA7	Director and project staff	4	3



## ANNEX B: STAKEHOLDERS WORKSHOP LIST OF PARTICIPANTS

### Atelier de restitution de l'évaluation à mi-parcours du projet CECLET/USDOL—BIT/IPEC—TOGO

Lieu : Hôtel IBIS, LOME

Date: 16 Avril 2010

#### Liste de Presence

N°	Nom et Prenoms	Service de Provenance et Fonction	Adresse
1	Kegbaou Sussséma	Action Sociale / Région de la Kara	660 60 33 / 934 58 77
2	Ablaya Essivi Epse Moti	Action sociale / Prefecture du Zio	917 15 32
3	Batchabani Kossi B.	Action Sociale / Région Centrale	917 09 17
4	Akata Tcha	Action Sociale / Région des Plateaux	440 01 86 / 901 07 50
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15	Kaziyoba Egbarè	Action Sociale / Prefecture de Tône	913 22 92 / kaze20005@yahoo.fr
16	Aharrh-Gnama Alonine	Action Sociale / Région Maritime	918 45 51
17	Klutse Kékéli	Conseil National du Patronat	221 08 30 / 902 90 74 / cnp_togo@yahoo.fr

N°	Nom et Prenoms	Service de Provenance et Fonction	Adresse
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22	Ayekpo E. K. Ferdinand	ONG CADI TOGO	918 47 82 / 044 21 26 / ongcaditogo@yahoo.fr
23	Lemoga Barma	ONG FAWE	907 20 65 / 555 81 94 / lemogaj@yahoo.fr
24	Diyani Sinandja Arzouma Bawa	ONG AREDEE	854 84 74 / badiyani2000@yahoo.fr
25	Katakona Boutoyam	Action Sociale / Préfecture de Tchamba	914 68 88
26	Djobo B. Martin	Confédération Générale des Cadres du Togo (CGCT)	903 22 41 / gdjobo@yahoo.fr
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28	Aglee K. Didier	WAO—Afrique	916 67 84 / waoafrique@cafe.tg
29	Aziaka T. Franck	Bureau International Catholique pour l'enfance (BICE)	222 38 34 / 912 15 23 / bicetogo@yahoo.fr
30	Etse Yawo	Terre des Hommes	221 12 50 / 743 99 21 / etseyawo@yahoo.fr
31	Klouvi Kokou	Ministère de l'Enseignement Technique et de la Formation Professionnelle	918 42 21 / kokoukk@yahoo.fr
32	Yodo Kebezi	Association LA PROVIDENCE	907 34 10 / yodokeb@yahoo.fr
33	Degboe Kossi Dodji	Direction Générale de la Statistique et de la Comptabilité Nationale	221 62 24 / 929 98 72 / degboekossidodji@yahoo.fr
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38	Atchole Tchilalo Manawessiwé	Direction Régionale de l'Education / Golfe—Lomé	901 98 50

N°	Nom et Prenoms	Service de Provenance et Fonction	Adresse
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42	Kpizing Hodabalu Padaa	BIT/IPEC—Togo	220 87 08 / kpizing@ilo.org
43	Bassowa Tchatcha	Direction Générale du Travail et des Lois Sociales	929 97 00 / inspecbass@yahoo.fr
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45	Vera Perdigao	Spécialiste Travail des Enfants— EAT/BP Dakar—Sénégal	

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## **ANNEX C: STAKEHOLDER MEETING AGENDA**

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<b>09h30–09h40</b>	Ouverture de la séance par Monsieur le Ministre du Travail, de l'Emploi et de la Sécurité Sociale
<b>09h 40–09h50</b>	Présentation du processus d'évaluation par Stéphane Jeannet, évaluateur externe et indépendant
<b>09h 50–10h15</b>	Tour de table : présentation des participants et description en quelques mots de leur implication dans le projet
<b>10h15–10h45</b>	Présentation des constats préliminaires de l'évaluateur
<b>10h45–11h00</b>	Pause café
<b>11h00–12h00</b>	Discussion générale sur les constats préliminaires
<b>12h00–13h00</b>	Discussion sur les éventuelles recommandations quant à la deuxième moitié du projet
<b>13h00–13h30</b>	Conclusions et mot de la fin (si nécessaire l'atelier peut clore à 14h00)

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## ANNEX D: TERMS OF REFERENCE

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### Terms of Reference for the USDOL-managed External Midterm Evaluation of the Combating Exploitive Child Labor Through Education in Togo (TBP Preparatory Project)

Cooperative Agreement Number:	07-K110-RWBR-4143-WW501-000
Project Number:	TOG/07/01/USA
Financing Agency:	U.S. Department of Labor
Grantee Organization:	International Labour Organization's International Programme on the Elimination of Child Labour (ILO-IPEC)
Dates of Project Implementation:	September 30, 2007–September 30, 2011
Type of Evaluation:	Independent Midterm Evaluation
Evaluation Field Work Dates:	April 4–19, 2010
Preparation Date of TOR:	October 26, 2009
Total Project Funds from USDOL Based on Cooperative Agreement:	US\$5,000,000 (FY 2007)
Vendor for Evaluation Contract:	ICF Macro, Headquarters 11785 Beltsville Drive Calverton, MD 20705 Tel: (301) 572-0200 Fax: (301) 572-0999

## I BACKGROUND AND JUSTIFICATION

The Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) is an office within the Bureau of International Labor Affairs (ILAB), an agency of the U.S. Department of Labor (USDOL). OCFT activities include research on international child labor; supporting U.S. government policy on international child labor; administering and overseeing cooperative agreements with organizations working to eliminate child labor around the world; and raising awareness about child labor issues.

Since 1995, the U.S. Congress has appropriated over \$780 million to USDOL for efforts to combat exploitive child labor internationally. This funding has been used to support technical cooperation projects to combat exploitive child labor in more than 80 countries around the world. Technical cooperation projects funded by USDOL range from targeted action programs in specific sectors of work to more comprehensive programs that support national efforts to eliminate the worst forms of child labor as defined by ILO Convention 182. USDOL-funded child labor elimination projects generally seek to achieve five major goals:

1. Withdrawing or preventing children from involvement in exploitive child labor through the provision of direct educational services.

2. Strengthening policies on child labor and education, the capacity of national institutions to combat child labor, and formal and transitional education systems that encourage children engaged in or at risk of engaging in exploitive labor to attend school.
3. Raising awareness of the importance of Education for All children and mobilizing a wide array of actors to improve and expand education infrastructures.
4. Supporting research and the collection of reliable data on child labor.
5. Ensure the long-term sustainability of these efforts.

The approach of USDOL child labor elimination projects—decreasing the prevalence of exploitive child labor through increased access to education—is intended to nurture the development, health, safety, and enhanced future employability of children engaged in or at-risk of entering exploitive labor.

USDOL reports annually to Congress on a number of indicators. As these programs have developed, an increasing emphasis has been placed on ensuring that the data collected by grantees is accurate and reported according to USDOL definitions.

In the appropriations to USDOL for international child labor technical cooperation, the U.S. Congress directed the majority of the funds to support the two following programs:<sup>3</sup>

## **1 International Labour Organization’s International Programme on the Elimination of Child Labour (ILO-IPEC)**

Since 1995, the US Congress has earmarked some \$450 million to support the International Labour Organization’s International Programme on the Elimination of Child Labour (ILO-IPEC), making the U.S. Government the leading donor to the program. USDOL-funded ILO-IPEC projects to combat child labor generally fall into one of several categories: support to comprehensive national timebound programs (TBP) to eliminate the worst forms of child labor in a set timeframe; Country Programs; sector-specific projects; data collection and research projects; and international awareness raising projects. In general, most projects include “direct action” components that are interventions to remove or prevent children from involvement in exploitive and hazardous work. One of the major strategies used by IPEC projects is to increase children’s access to and participation in formal and non-formal education. Most IPEC projects also have a capacity-building component to assist in building a sustainable base for long-term elimination of exploitive child labor.

More specifically, the aim of IPEC is the progressive elimination of child labor, especially its worst forms. The political will and commitment of individual governments to address child labor is the basis for IPEC support. In addition to working with governments, ILO-IPEC works in coordination and cooperation with employers’ and workers’ organizations, nongovernmental organizations and other relevant organizations. ILO-IPEC support at the country level is based

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<sup>3</sup> In 2007, the U.S. Congress did not direct USDOL’s appropriations for child labor elimination projects to either of these two programs. That year, USDOL allocated \$60 million for child labor elimination projects through a competitive process.



on a phased, multi-sector strategy. This strategy includes strengthening national capacities to address child labor, legislation harmonization, improvement of the knowledge on child labor, raising awareness of the negative consequences of child labor, promoting social mobilization against it, and implementing demonstrative direct action programs (AP) to prevent children from child labor and remove children from hazardous work situations and provide them and their families with viable alternatives.

## **2 Child Labor Education Initiative**

Since 2001, the U.S. Congress has provided some \$269 million to USDOL to support the Child Labor Education Initiative (EI), which focuses on the elimination of the worst forms of child labor through the provision of education opportunities. These projects are being implemented by a wide range of international and nongovernmental organizations as well as for-profit firms. USDOL typically awards EI cooperative agreements through a competitive bid process.

EI projects are designed to ensure that children in areas with a high incidence of child labor are withdrawn and integrated into educational settings, and that they persist in their education once enrolled. In parallel, the program seeks to avert at-risk children from leaving school and entering child labor. The EI is based on the notion that the elimination of exploitive child labor depends, to a large extent, on improving access to, quality of, and relevance of education. Without improving educational quality and relevance, children withdrawn/prevented from child labor may not have viable alternatives and could resort to other forms of hazardous work. EI projects may focus on providing educational services to children removed from specific sectors of work and/or a specific region(s) or support a national time bound program that aims to eliminate the worst forms of child labor in multiple sectors of work specific to a given country.

### **Other Initiatives**

Finally, USDOL has supported \$2.5 million for awareness-raising and research activities not associated with the ILO-IPEC program or the EI.

### **Project Context**

In Togo, children work in urban and rural areas, particularly on family-based farms, and in small-scale trading and workshops. Children working in agriculture risk injury from exposure to insecticides and herbicides, and typically do not attend school for most of the year. Children, especially girls, also work as domestic servants; children also work in the streets as porters. Children engage in prostitution, including in the sex tourism industry. In addition, Togo is a country of origin, destination, and transit for children trafficked for forced labor, including in domestic service and commercial sexual exploitation.<sup>4</sup>

USDOL has provided US\$7 million to combat exploitive child labor in Togo, including the US\$5 Combating Exploitive Child Labor Through Education in Togo (TBP Preparatory Project). The other USDOL-funded project in Togo was a US\$2 million project implemented by CARE on education and child trafficking, which ended in 2006. In addition, USDOL provided an

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<sup>4</sup> USDOL, "The Department of Labor's 2008 Findings on the Worst Forms of Child Labor," p. 362.

additional US\$9.5 million for regional efforts in West and Central Africa that included Togo. This include an ILO-IPEC-implemented regional multi-phase program targeting child trafficking for exploitive employment in Togo, as well Benin, Burkina Faso, Cameroon, Cote d'Ivoire, Gabon, Ghana, Mali, and Nigeria, from 1999 to 2007.

In Togo, the minimum age for any type of employment is 15 years. Children under 18 years are prohibited from certain activities, including working at night and slaughtering animals. The Labor Code also prohibits children from working in the worst forms of child labor, which are defined parallel to ILO Convention 182 to include: slavery or similar practices; forced or bonded labor; the use or recruitment of children into armed conflict, illicit activities, or prostitution; and any work whose nature is detrimental to the health, security, or morals of a child. The Child Code of 2007 expanded on the definition of the worst forms of child labor and increased the penalties for noncompliance. Child sex tourism is specifically prohibited, and penalties for this range from 1 to 10 years of imprisonment as well as fines, depending on the age of the child. The law also establishes penalties for child traffickers and their accomplices of up to 10 years' imprisonment and fines.<sup>5</sup>

Togo was one of 24 countries to adopt the Multilateral Cooperative Agreement to Combat Trafficking in Persons and the Joint Plan of Action against Trafficking in Persons, Especially Women and Children, in West and Central African Regions. In 2008, the Government of Togo continued to implement various sector-specific action plans that target children being exploited in domestic work, as well as the use of children as porters. Togo's National Steering Committee for the Prohibition of the Worst Forms of Child Labor continued work with NGOs to coordinate and monitor child labor programs. The Ministry of Social Action, the Promotion of Women and the Protection of Children and Aged Persons leads the Government's anti-trafficking efforts, and has established a hotline to combat child trafficking.<sup>6</sup>

In addition to projects funded by USDOL, Togo is participating in a 3-year US\$4.8 million regional ILO-IPEC project, funded by the Government of France, which runs through December 2009 and includes vocational training and apprenticeship programming.<sup>7</sup>

### **Combating Exploitive Child Labor Through Education in Togo (TBP Preparatory Project)**

On September 30, 2007 ILO-IPEC was awarded a US\$5 million cooperative agreement to withdraw and prevent children from engaging in domestic service, rural agriculture, the urban informal sector and trafficking, as well as the commercial sexual exploitation of children (CSEC). The project targets 10,000 children for withdrawal (4,000) and prevention (6,000) from those sectors of exploitive child labor listed above, through the provision of direct educational services. The project implements activities in all areas of the country, but focuses on the Lomé, Maritime, Plateau, and Central regions.

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<sup>5</sup> Ibid., p. 363.

<sup>6</sup> Ibid., p. 364–365.

<sup>7</sup> Ibid., p. 365.

The project objective is to contribute to the elimination of the WFCL, including trafficking, in Togo. The project's intermediate objectives include—

- Implement models of intervention for withdrawal, prevention, and rehabilitation of children in WFCL in target areas and ensure they are ready for replication and scaling up at the national level.
- Mobilize Togolese society to support the fight against child labor.
- Ensure the Government and Togolese civil society have the capacity to undertake effective action against WFCL with minimal external assistance.
- Strengthen the legal framework on exploitive child labor, with a focus on implementation and enforcement of existing laws and regulations.
- Enhance the knowledge base and monitoring system for child labor, including WFCL and the effects of HIV/AIDS on child labor.

The project's activities include—

- Provide education and non-educational services for prevention, rehabilitation, and reintegration to children withdrawn from WFCL.
- Provide economic empowerment services to selected families of targeted children.
- Reopen and scale-up the Government's rural literacy program.
- With contributions by local communities, construct five primary schools in selected remote rural areas.
- Establish an integrated and timebound policy framework for addressing child labor.
- Integrate child labor issues into the national poverty reduction strategy.
- Test and scale-up a community-based child labor monitoring system.
- Establish a special institution to ensure enforcement of the trafficking laws.
- Adopt the list of hazardous occupation for children.
- Carry out a national stand-alone or modular child labor survey and disseminate data.

## **II PURPOSE AND SCOPE OF EVALUATION**

OCFT-funded projects are subject to midterm and final evaluations. ILO projects are also subject to evaluations in accordance with ILO Evaluation Policy.<sup>8</sup> The Combating Exploitive Child Labor Through Education in Togo (TBP Preparatory Project) went into implementation in October 2007 and is due for a midterm evaluation in January 2010. A final evaluation will be conducted toward the end of the project as per the established evaluation approach agreed between OFCT and ILO-IPEC and in line with ILO Evaluation Policy.

### **Scope of Evaluation**

The scope of the evaluation includes a review and assessment of all activities carried out to date under the USDOL Cooperative Agreement with ILO-IPEC. All activities that have been implemented during September 30, 2007 through the time of evaluation fieldwork should be considered. The evaluation should assess the achievements of the project in reaching its targets and objectives as outlined in the cooperative agreement and project document.

The evaluation should address issues of project design, implementation, management, lessons learned, and replicability and provide recommendations for current and future projects. The questions to be addressed in the evaluation (provided below) are organized to provide an assessment of the relevance, effectiveness, efficiency, sustainability, and (to the extent possible) impact on the target population.

### **Midterm Evaluation Purpose**

The **goals of the midterm evaluation process** are to—

1. Assess the relevance of the project in the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and policies of the host country government and USDOL.
2. Assess the effectiveness of the project's strategies and activities and the project's strengths and weaknesses in project implementation and identify areas in need of improvement.
3. Determine whether the project is on track to meeting its objectives and identify the challenges encountered in doing so.
4. Provide recommendations toward how the project can successfully overcome challenges or improve project performance to meet its targets by the time of project end.
5. Analyze the relevance of project strategies to the context of child labor in the country.

This midterm evaluation should provide USDOL, ILO-IPEC, and other project stakeholders with information to assess the strengths and weaknesses of project implementation and to provide direction in making any revisions to work plans, strategies, objectives, partnership arrangements,

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<sup>8</sup> <http://www.ilo.org/public/english/standards/relm/gb/docs/gb294/pdf/pfa-8-4.pdf>

and resource allocations that may be needed in order for the project to meet its objectives. It will also serve as an important accountability function for USDOL and ILO-IPEC.

USDOL/OCFT and ILO-IPEC management will use the evaluation results as a learning tool regarding the relevance of the approach and strategy being used by the project. The evaluation results should also be used by ILO-IPEC, the Government of Togo and other current or potential implementing partners to enhance effectiveness in the implementation. Therefore, the evaluation should provide credible and reliable information in order to suggest how the project could enhance its impact during the remaining time of implementation, ensuring the sustainability of the benefits that have been or will be generated. Final reports will be published on the USDOL website, so the report should be written as a standalone document, providing the necessary background information for readers who are unfamiliar with the workings of the project.

Lessons learned regarding project design and startup should be identified in the evaluation, as well as any emerging good practices that may be useful in informing future projects. Recommendations should focus on ways in which the project can move forward in order to reach its objectives and make any necessary preparations or adjustments in order to promote the sustainability of project activities. The evaluation should also assess government involvement and commitment in its recommendations for sustainability.

## **Evaluation Questions**

Specific questions that the evaluation should seek to answer are found below, according to five categories of issues. Evaluators may add, remove, or shift evaluation questions, but the final list will be subject to approval by USDOL and ICF Macro.

### ***Relevance***

The evaluation should consider the relevance of the project to the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and policies of the host country government and USDOL. Specifically, it should address the following questions:

1. Have the project assumptions been accurate and realistic? How, if applicable, have critical assumptions been changed?
2. Does the project design seem to be adequately supporting the five EI goals? If not, which ones are not being supported and why not?
3. What are the project's main strategies/activities designed toward meeting objectives in withdrawing/preventing children from WFCL? Please assess the relevance of these strategies.
4. What are the main obstacles or barriers that the project has identified as important to addressing child labor in this country? (i.e., poverty, lack of educational infrastructure, lack of demand for education, etc.) Has the project been successful in addressing these obstacles?

5. Is the project design appropriate for the cultural, economic, and political context in which it works?
6. How has the project design fit within existing initiatives, both by the government and other organizations, to combat child labor?
7. Please assess the relevance of the project's criteria for selecting action program regions and sectors and subsequently project beneficiaries.
8. What other major design and/or implementation issues should be brought to the attention of the grantee and USDOL.
9. To what extent do project staff, implementing organizations, and other stakeholders have a clear and common understanding of definitions used by IPEC and USDOL for identifying a child as prevented or withdrawn from child labor?

### **Effectiveness**

The evaluation should assess the extent to which the project has reached its objectives, and the effectiveness of project activities in contributing toward those objectives. Specifically, the evaluation should address:

1. At midterm, is the project on track in terms of meeting its targets/objectives? If not, what seem to be the factors contributing to delays and how far behind are they in terms of target numbers and objectives?
2. Assess the effectiveness of the project's direct intervention activities (i.e., nonformal education, literacy, skills training, and community schools). Did the provision of these services results in children being withdrawn/prevented from exploitive child labor/trafficking and ensure that they were involved in relevant educational programs?
3. Assess the effectiveness of the services in meeting the needs of the target population identified in the project document including children *prevented* and *withdrawn* from labor/trafficking.
4. Assess the effectiveness of the specific models (ILO-IPEC's SCREAM methodology, ILO Training for Rural Economic Empowerment [TREE] methodology) on increasing educational opportunities, creating community ownership, increasing the capacity of communities, and increasing awareness/understanding of the dangers of child labor.
5. Has the project accurately identified and targeted children engaged in, or at risk of working in, the target sectors identified in the project strategy (domestic service, CSEC, rural agriculture, the urban informal sector and trafficking)? In a larger sense, did they accurately identify the worst forms of child labor in the country?
6. Are there any sector-specific lessons learned regarding the types and effectiveness of the services provided?

7. What monitoring systems does the project use for tracking the work status of children? Is it feasible and effective? Why or why not? How does the project monitor work status after school and during holidays?
8. What are the management strengths, including technical and financial (controls), of this project? What management areas, including technical and financial, need to be improved in order to promote success in meeting project objectives?
9. How have delays in project start up, hiring of staff, and completing the baseline survey affected service delivery?
10. Evaluate whether key stakeholders are aware of current and future project activities.
11. Is a CLMS likely to be launched and sustainable?

### ***Efficiency***

The evaluation should provide analysis as to whether the strategies employed by the project were efficient in terms of the resources used (inputs) as compared to its qualitative and quantitative impact (outputs). Specifically, the evaluation should address:

1. Is the project cost-efficient in terms of the scale of the interventions, and the expected direct and long-term impact?
2. Were the project strategies efficient in terms of the financial and human resources used, as compared to its outputs? What alternatives are there?
3. Were the monitoring and reporting systems designed efficiently to meet the needs and requirements of the project?
4. How appropriate is the criteria being used for selecting action program regions and sectors? How efficient is the process by which action program proposals are reviewed and approved and resources ultimately allocated?

### ***Impact***

The evaluation should assess the positive and negative changes produced by the project—intended and unintended, direct and indirect, as well as any changes in the social and economic environment in the country—as reported by respondents. Specifically, it should address:

1. What appears to be the project's impact to date, if any, on individual beneficiaries (children, parents, teachers, etc.)?
2. What appears to be the project's impact to date, if any, on partners or other organizations working on child labor in the country (NGOs, community groups, schools, national child labor committee, etc.)?

3. What appears to be the project's impact to date, if any, on government and policy structures in terms of system-wide change on education and child labor issues?
4. If applicable, assess the impact, to the extent possible, of project activities/strategies on education quality (both formal and non-formal interventions). How has the education quality improvement component been received by the government and the communities?
5. Are there any emerging trends or issues that the project should and/or could respond to in order to increase the impact and relevance of the project? Are there any emerging opportunities to take the work further/have greater impact?
6. At midterm, are there good practices by the project or the implementing partners that might be replicated in other areas, or considered to be innovative solutions to the current situation?
7. To what degree has the project worked with the Government of Togo on its Education for All initiative? How effective is the project's strategy to support this program?
8. Evaluate the project's role in strengthening alternative educational services in Togo. Will the project's apprenticeship programs be effective?

### ***Sustainability***

The evaluation should assess whether the project has taken steps to ensure the project's approaches and benefits continue after the completion of the project, including sources of funding and partnerships with other organizations and/or the government, and identify areas where this may be strengthened. Specifically, it should address:

1. Have an exit strategy and sustainability plan been integrated into the project design? Will it likely be effective?
2. How successful has the project been in leveraging non-project resources? Are there prospects for sustainable funding?
3. What have been the major challenges and successes in initiating and maintaining partnerships in support of the project?
4. Assess the level of involvement of local/national government in the project and how this involvement has built government capacity and commitment to work on child labor elimination.
5. What have been the major challenges and opportunities, if any, of initiating and maintaining coordination with the host country government, particularly the Ministry of Labor; Ministry of Population, Social Affairs, and the Promotion of Women; and the Ministry of Education and Professional and Vocational Training; Ministry of Justice; Ministry of Home Affairs and Security; Ministry of Health; Ministry of Tourism; Ministry of Agriculture; Ministry of Planning and Economic Development, as well as other government agencies active in addressing related children's issues?



6. What have been some of the challenges and opportunities in working with other international and/or multilateral organizations?
7. What have been some of the challenges and opportunities in working with other national NGOs and/or community-based organizations present in the country?
8. What additional steps need to be taken in order to promote the sustainability of project components?
9. How effective is the project in raising awareness about child labor and in promoting social mobilization to address this issue?
10. How effective has the project been in building the capacity of national IPEC staff and implementing agencies' staffs?
11. How is the project working with local management structures? Please assess the National Steering Committee, the Child Labor Unit, and the local development committees. Are they effective partners? Is there a functioning Commission on Child Trafficking? How are these structures participating in terms of program implementation? How is this participation contributing toward the outcomes of the project?
12. How closely is the project working with workers' and employers' organizations in sectors where WFCL is prevalent and what is the potential for strengthening partnerships with these organizations?
13. How effective has the project been to date in promoting local ownership of the program and promoting long-term sustainability. Has the idea of a phase-out strategy for the project been clearly articulated and progress made toward this goal?
14. What is the level of commitment and the technical and financial capacity of local/national institutions (especially governments) and the target groups to continue delivering goods and services begun by the project once it ends?

### **III EVALUATION METHODOLOGY AND TIMEFRAME**

The evaluation methodology will consist of the following activities and approaches:

#### **A Approach**

The evaluation approach will be primarily qualitative in terms of the data collection methods used as the timeframe does not allow for quantitative surveys to be conducted. Quantitative data will be drawn from project reports to the extent that it is available and incorporated into the analysis. The evaluation approach will be independent in terms of the membership of the evaluation team. Project staff and implementing partners will generally only be present in meetings with stakeholders, communities and beneficiaries to provide introductions. The following additional principles will be applied during the evaluation process:

1. The evaluation team will attend to the guidelines provided by USDOL and consistent with ILO-IPEC DED principles (located at: [www.uneval.org/documentdownload?doc\\_id=22&file\\_id=128](http://www.uneval.org/documentdownload?doc_id=22&file_id=128)) and apply a high standard of evaluation principles and adhere to confidentiality and other ethical considerations throughout.
2. Methods of data collection and stakeholder perspectives will be triangulated for as many as possible of the evaluation questions.
3. Efforts will be made to include children's voices and beneficiary participation generally, using child-sensitive approaches to interviewing children following the ILO-IPEC guidelines on research with children.
4. Gender and cultural sensitivity will be integrated in the evaluation approach.
5. Consultations will incorporate a degree of flexibility to maintain a sense of ownership of the stakeholders and beneficiaries, allowing additional questions to be posed that are not included in the TOR, whilst ensuring that key information requirements are met.

## **B Midterm Evaluation Team**

The evaluation team will consist of:

1. The international evaluator
2. Up to two interpreters fluent in local languages and French who will travel with the evaluator

One member of the project staff may travel with the team to make introductions. This person is not involved in the evaluation process.

The international evaluator is Stéphane Jeannet. He will be responsible for developing the methodology in consultation with ICF Macro and the project staff; assigning the tasks of the interpreters for the field work; directly conducting interviews and facilitating other data collection processes; analysis of the evaluation material gathered; presenting feedback on the initial findings of the evaluation to the national stakeholder meeting and preparing the evaluation report.

The responsibility of the interpreters in each provincial locality is to ensure that the evaluator is understood by the stakeholders as far as possible, and that the information gathered is relayed accurately to the evaluator.

## **C Data Collection Methodology**

### **1 Document Review**

- Pre-field visit preparation includes extensive review of relevant documents
- During fieldwork, documentation will be verified and additional documents may be collected

- Documents may include:
  - Project document and revisions
  - Cooperative Agreement
  - Technical Progress and Status Reports
  - Project Logical Frameworks and Monitoring Plans
  - Work plans
  - Correspondence related to Technical Progress Reports
  - Management Procedures and Guidelines
  - Research or other reports undertaken (baseline studies, etc.)
  - Project files (including school records) as appropriate
- Additionally, the project staff will undergo a SWOT analysis before the evaluator begins fieldwork and share their analysis with the evaluator, in order to facilitate self-reflection.

## **2            *Question Matrix***

Before beginning fieldwork, the evaluator will create a question matrix, which outlines the source of data from where the evaluator plans to collect information for each TOR question. This will help the evaluator make decisions as to how he is going to allocate his time in the field. It will also help the evaluator to ensure that he is exploring all possible avenues for data triangulation and to clearly note where their evaluation findings are coming from.

## **3            *Interviews with Stakeholders***

Informational interviews will be held with as many project stakeholders as possible. Depending on the circumstances, these meetings will be one-on-one or group interviews. Technically, stakeholders are all those who have an interest in a project, for example, as implementers, direct and indirect beneficiaries, community leaders, donors, and government officials. Thus, it is anticipated that meetings will be held with:

- ILAB/OCFT Staff
- Headquarters, Country Director, Project Managers, and Field Staff of ILO-IPEC and Partner Organizations
- Government Ministry Officials and Local Government Officials
- Community leaders, members, and volunteers
- School teachers, assistants, school directors, education personnel
- Project beneficiaries and their parents
- International NGOs and multilateral agencies working in the area
- Other child protection and/or education organizations, committees and experts in the area
- Labor Reporting Officer at U.S. Embassy and USAID representative

#### **4 Field Visits**

The evaluator will visit a selection of project sites. The final selection of field sites to be visited will be made by the evaluator. Every effort should be made to include some sites where the project experienced successes and others that encountered challenges, as well as a good cross section of sites across targeted CL sectors. During the visits the evaluator will observe the activities and outputs developed by the project. Focus groups with children and parents will be held, and interviews will be conducted with representatives from local governments, NGOs, community leaders and teachers.

#### **D Ethical Considerations and Confidentiality**

The evaluation mission will observe utmost confidentiality related to sensitive information and feedback elicited during the individual and group interviews. To mitigate bias during the data collection process and ensure a maximum freedom of expression of the implementing partners, stakeholders, communities, and beneficiaries, implementing partner staff will generally not be present during interviews. However, implementing partner staff may accompany the evaluator to make introductions whenever necessary, to facilitate the evaluation process, make respondents feel comfortable, and to allow the evaluator to observe the interaction between the implementing partner staff and the interviewees.

#### **E Stakeholder Meeting**

Following the field visits, a stakeholders' meeting will be conducted by the evaluator that brings together a wide range of stakeholders, including the implementing partners and other interested parties. The list of participants to be invited will be drafted prior to the evaluator's visit and confirmed in consultation with project staff during fieldwork.

The meeting will be used to present the major preliminary finding and emerging issues, solicit recommendations, and obtain clarification or additional information from stakeholders, including those not interviewed earlier. The agenda of the meeting will be determined by the evaluator in consultation with project staff. Some specific questions for stakeholders will be prepared to guide the discussion and possibly a brief written feedback.

The evaluator and the project will collaborate to determine the agenda for the stakeholder workshop. It is expected to include some of the following items:

1. Presentation by the evaluator of the preliminary main findings
2. Feedback and questions from stakeholders on the findings
3. Opportunity for implementing partners not met to present their views on progress and challenges in their locality
4. Possible SWOT exercise on the project's performance

5. Discussion of recommendations to improve the implementation and ensure sustainability. Consideration will be given to the value of distributing a feedback form for participants to nominate their “action priorities” for the remainder of the project.

## **F Limitations**

Fieldwork for the evaluation will last approximately two weeks and the evaluator will not have enough time to visit all project sites. As a result, the evaluator will not be able to take all sites into consideration when formulating their findings. All efforts will be made to ensure that the evaluator is visiting a representative sample of sites, including some that have performed well and some that have experienced challenges.

This is not a formal impact assessment. Findings for the evaluation will be based on information collected from background documents and in interviews with stakeholders, project staff, and beneficiaries. The accuracy of the evaluation findings will be determined by the integrity of information provided to the evaluator from these sources.

Furthermore, the ability of the evaluator to determine efficiency will be limited by the amount of financial data available. A cost-efficiency analysis is not included because it would require impact data which is not available.

## **G Timetable and Work Plan**

The tentative timetable is as follows. Actual dates may be adjusted as needs arise.

<b>Activity</b>	<b>Responsible Party</b>	<b>Proposed Date(s)</b>
Phone interview with USDOL and Grantee Staff/Headquarters	ICF Macro, USDOL, ILO-IPEC, Project, Evaluator	January 2010
Desk Review	Evaluator	Jan. to Feb. 2010
Question Matrix and Instruments due to ICF Macro/USDOL	Evaluator	March 1, 2010
Draft TOR and submit to USDOL and ILO-IPEC	ICF Macro, Evaluator	January 27, 2010
Finalize TOR and submit to ILO-IPEC and USDOL	ICF Macro, Evaluator, USDOL, ILO-IPEC	March 4, 2010
International Travel	Evaluator	April 3, 2010
Introductory Meetings with Project Staff and National Stakeholders	Evaluator	April 4, 2010
Field Site Visits	Evaluator	April 5-16, 2010
National Stakeholder Meeting	Evaluator	April 19, 2010
International Travel	Evaluator	April 20, 2010
Post-evaluation debrief call with USDOL	USDOL, Evaluator, ICF Macro	April 27, 2010
Draft report to ICF Macro for QC review	Evaluator, ICF Macro	May 11, 2010

<b>Activity</b>	<b>Responsible Party</b>	<b>Proposed Date(s)</b>
Draft report to USDOL and ILO-IPEC for 48 hour review	ICF Macro	May 13, 2010
Draft report translated into French	Translation firm	May 28, 2010
Draft report released to stakeholders	ICF Macro	May 31, 2010
Comments due to ICF Macro	USDOL, ILO-IPEC, Stakeholders	June 14, 2010
Report revised and sent to ICF Macro	Evaluator	June 21, 2010
Revised report sent to USDOL	ICF Macro	June 22, 2010
Final approval of report	USDOL	July 6, 2010
Finalization, translation and distribution of report	ICF Macro	July 27, 2010

## **IV EXPECTED OUTPUTS/DELIVERABLES**

Ten working days following the evaluator's return from fieldwork, a first draft evaluation report will be submitted to ICF Macro. The report should have the following structure and content:

- I. Table of Contents
- II. List of Acronyms
- III. Executive Summary (providing an overview of the evaluation, summary of main findings/lessons learned/good practices, and three key recommendations)
- IV. Evaluation Objectives and Methodology
- V. Project Description
- VI. Relevance
  - A. Findings—answering the TOR questions
  - B. Lessons Learned/Good Practices
- VII. Effectiveness
  - A. Findings—answering the TOR questions
  - B. Lessons Learned/Good Practices
- VIII. Efficiency
  - A. Findings—answering the TOR questions
  - B. Lessons Learned/Good Practices
- IX. Impact
  - A. Findings—answering the TOR questions
  - B. Lessons Learned/Good Practices
- X. Sustainability
  - A. Findings—answering the TOR questions

B. Lessons Learned/Good Practices

XI. Recommendations and Conclusions

A. Key Recommendations—critical for successfully meeting project objectives

B. Other Recommendations—as needed

1. Relevance
2. Effectiveness
3. Efficiency
4. Impact
5. Sustainability

XII. Annexes—including list of documents reviewed; interviews/meetings/site visits; stakeholder workshop agenda and participants; TOR; etc.

The total length of the report should be a minimum of 30 pages and a maximum of 45 pages for the main report, excluding the executive summary and annexes. The report will not follow a question and answer format, but will incorporate all questions from this TOR into the narrative of the report.

The first draft of the report will be circulated to OCFT, ILO-IPEC and key stakeholders individually for their review. Comments from stakeholders will be consolidated and incorporated into the final reports as appropriate. The evaluator will provide a response to OCFT, in the form of a comment matrix, as to why any comments might not have been incorporated.

While the substantive content of the findings, conclusions, and recommendations of the report shall be determined by the evaluator, the report is subject to final approval by ILAB/OCFT in terms of whether or not the report meets the conditions of the TOR.

After returning from fieldwork, the first draft evaluation report is due to ICF Macro on May 11, 2010, as indicated in the above timetable. A final draft is due one week after receipt of comments from ILAB/OCFT, ILO-IPEC and stakeholders and is anticipated to be due on June 21, 2010, as indicated in the above timetable. All reports including drafts will be written in English. The draft to be circulated to stakeholders and the final report will also be translated into French by a translation firm to be determined.

## **V EVALUATION MANAGEMENT AND SUPPORT**

ICF Macro has contracted with Stéphane Jeannet to conduct this evaluation. Mr. Jeannet has 17 years of experience in evaluation, monitoring, and other areas of international human rights, development and humanitarian affairs. He has performed past evaluations for ILO-IPEC. He has also evaluated the Child and Adolescents Protection Programme, a joint project between the Swiss Federal Department of Foreign Affairs and UNICEF; the International Center for Transitional Justice's Prosecutions Programme; and numerous other programs implemented by international agencies. The contractor/evaluator will work with OCFT, ICF Macro, and relevant ILO-IPEC staff to evaluate this project.

ICF Macro will provide all logistical and administrative support for their staff and sub-contractors, including travel arrangements (e.g., plane and hotel reservations, purchasing plane tickets, providing *per diem*) and all materials needed to provide all deliverables. ICF Macro will also be responsible for providing the management and technical oversight necessary to ensure consistency of methods and technical standards.

ICF Macro or its subcontractors should contact Mouléro O. Adeye (adeye@ilo.org), Chief Technical Advisor for the field, Alexandre Soho (soho@ilo.org), contact at ILO Headquarters in Geneva, and Vera Perdigao (perdigao@ilo.org) for the ILO Subregional Office in Dakar.