



International Programme on the Elimination of Child Labour (IPEC)



International
Labour
Office

IPEC Evaluation

**Combating Exploitative Child Labour
through Education in Togo (CECLET)
(including the sub-study “Potential good
practices in mainstreaming CL in an
integrated program at sub-national level:
the Millennium Village Project
intervention model”)**

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An independent final evaluation by a team of external consultants

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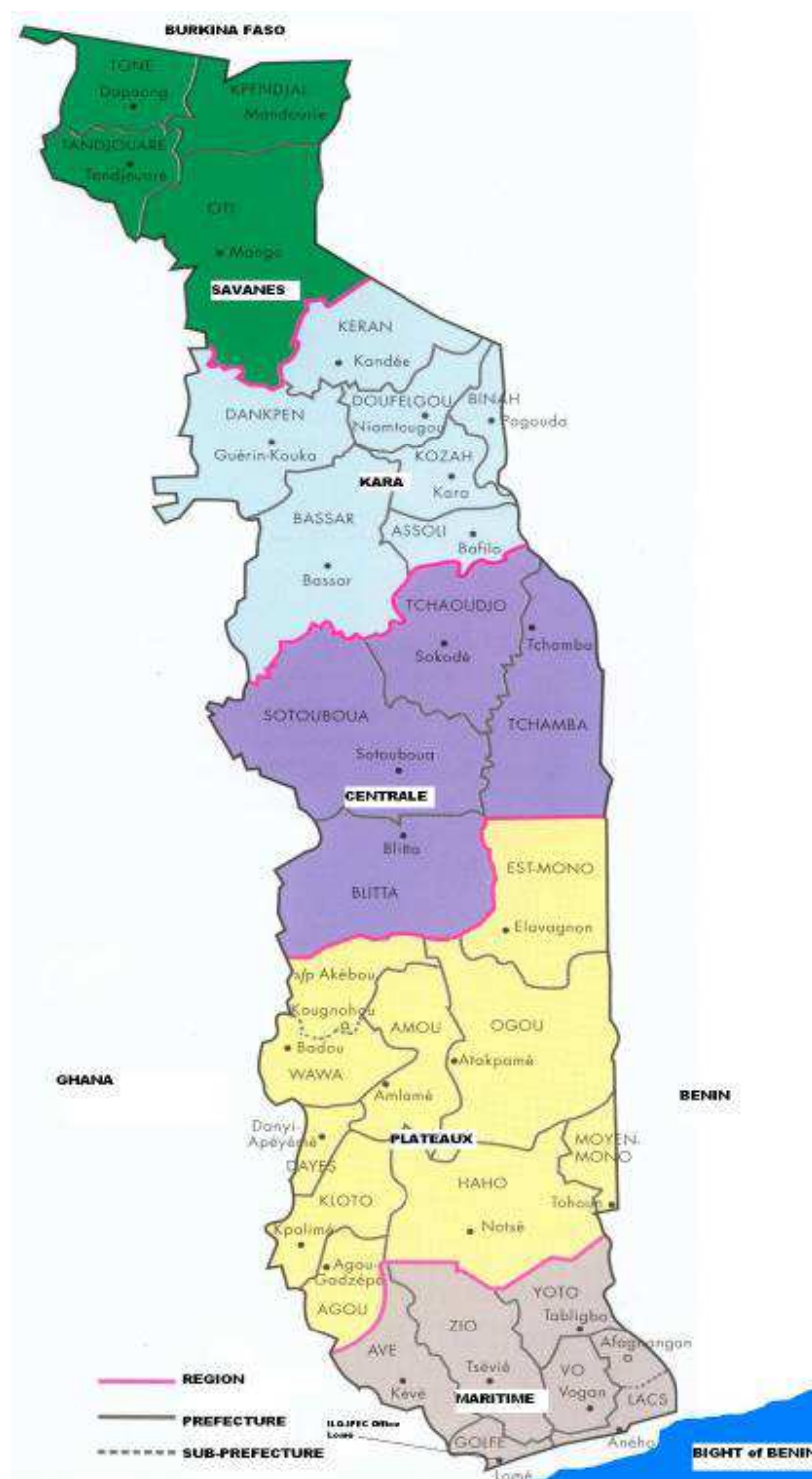
NOTE ON THE EVALUATION PROCESS AND REPORT

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

The evaluation was carried out by a team of external consultants¹. The field mission took place in May-June, 2012. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

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

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This report represents the results of the independent final evaluation of the ILO-IPEC project “Combating Exploitative Child Labour in Togo through Education” (CECLET) conducted by Louise Witherite (International Consultant) and Sadissou Miziyawa (National Consultant). This independent evaluation exercise was coordinated by the ILO-IPEC’s Design, Evaluation and Documentation Section, now called the Evaluation and Impact Assessment section (EIA).

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The final evaluation team wishes to signal the efforts of the Togo’s Commissions to fight Child Labour. It was impressive to see the coordination, competence and compassion among these civil servants, the tripartite, non-governmental agencies and local leaders.

The project staff, implementation partners, and government technical services also helped mightily to facilitate our work, and we thank them and wish them the best as they continue their fight against child labour in Togo.

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Abbreviations

AIDS	Acquired Immune Deficiency Syndrome
AREDEE	Agency to End all Kinds of Discrimination against Children [Savanne Region]
BICE	Bureau International Catholique pour l'Enfance
CDL	Child domestic labour
CDN	National Steering Committee for the Fight against the Worst Forms of Child Labour (CDNLTE, usually called the CDN),
CDQ	Development Committees in Quarters of Lomé
CDR	Decentralised Regional Commission (for the Fight against the Worst Forms of Child Labour)
CECLET	Combating Exploitive Child Labor through Education in Togo (project title)
CLU	Child Labor Unit
CNARSEVT	National Committee for Receiving and Social Rehabilitation of Victims of Child Trafficking (Commission Nationale pour l'Accueil et la Réinsertion Sociale des Enfants Victims de Traffic)
CSEC	Commercial Sexual Exploitation of Children
CLM	Child Labour Monitoring System
CNTT	National Confederation of Togolese Workers (Confédération Nationale des Travailleurs du Togo)
CTA	Chief Technical Adviser
CVD	Village Development Committee (Comité Villageois de Développement)
DED	Design, Evaluation and Documentation Section (now EIA)
DBMR	Direct Beneficiary Monitoring Report
DGSCN	Direction Générale de la Statistique et de la Comptabilité Nationale
DRAS	Direction Régionale de l'Action Sociale (PA 4)
ECOWAS	Economic Community of West African States
EIA	Evaluation and Impact Assessment section (ILO-IPEC, formerly DED)
EPTT	Education for All Initiative in Togo
ESS	Extended sub-study
FE	Final Evaluation
FET	Final Evaluation Team
GoT	Government of Togo
HIV	Human Immune Deficiency Virus
IGA	Income Generating Activity
ILO	International Labor Organization
IO	Immediate Objective
IPEC	International Program on the Elimination of Child Labor
JATO	Jeunesse Antonienne Togolaise
KAPS	Knowledge, Attitude and Practices Survey
LUTRENA	Project to Combat Child Trafficking in West and Central Africa
LVC	Local Vigilance Committee
MASSN	Ministry of Social Action and National Solidarity /

MOL	Ministry of Labour Employment and Social Security
M&E	Monitoring and Evaluation
MTE	Mid-term Evaluation
MVG	Millennium Development Goals
MVP	Millennium Villages Project
NAP	National Child Labour Plan of Action
NGO	Non-governmental Organization
OCFT	Office of Child Labor, Forced Labor, and Human Trafficking
PA	Action Programme
PERI	Project of Education and Institutional Reinforcement Project
PRODOC	Project Document
PRSP	Poverty Reduction Strategy Paper
PTA	Parent-teacher association
RELUTET	Network to Fight Child Trafficking in Togo (Réseau de Lutte Contre la Traite des Enfants au Togo)
SIMPOC	Statistical Information and Monitoring Program on Child Labor
TdH	Terre des Hommes
ToR	Terms of Reference
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Educational Scientific and Cultural Organization
UNICEF	United Nations Children’s Fund
USD	US Dollars
USDOL	United States Department of Labor
WAO-Afrique	West African Orphans Organization
WFCL	Worst Forms of Child Labor
WFP	World Food Program
WHO	World Health Organization

Executive Summary

The ILO's International Program on the Elimination of Child Labor (IPEC) has been working with the government of Togo to fight child labour and child trafficking in the country for more than a decade.² In 2007, the agency began a project funded by the United States Department of Labor (USDOL), through its Office of Child Labor, Forced Labor, and Human Trafficking Bureau of International Affairs, to eliminate child labour in Togo. The project, entitled, "Combating Exploitative Child Labour in Togo through Education," or CECLET, aimed to contribute to the elimination of the worst forms of child labour, especially child trafficking, by creating strong institutional, educational, and socio-economic bases. The Cooperative Agreement between ILO-IPEC and the US Department Labor was signed in September 2007, awarding a grant in the amount of \$5,000,000 to be used over a period of four years. The original project end (EOP) was to be September 30, 2011, but the project encountered several start-up problems which delayed the activities. Operational activities only began in 2009 (or in 2010 for certain programs). An extension was granted until the June 30, 2012, which coincided with the end of the school year. Conforming to the project plan, a final independent evaluation of the project was conducted in May-June, 2012 as activities were winding down.

Description of the Evaluation

The independent evaluation was conducted by a two-person team (FET) consisting of an international and national consultant. The evaluation reviewed all of the activities that occurred during the four+ years of project implementation. The methodology included a comprehensive document review; individual and group interviews with project staff, beneficiaries, and other stakeholders; and field site visits throughout the country. Three separate debriefing workshops were held in Kara, Tsevie and Lomé to discuss preliminary findings with stakeholders and further inform the evaluation report. The evaluators met with stakeholders from different sectors and project sites not visited during and following the meetings.

Findings

The Final Evaluation Team found that CECLET surpassed its original targets and successfully removed or prevented more than twelve thousand vulnerable children from participating in engaging in the worst forms of child labour (WFCL) in Togo. According to the project's monitoring and evaluation officer, 12,279 children were beneficiaries of direct services. Considering the prevalence of child labour in Togo, the project was entirely relevant and appropriate. Once withdrawn, or identified as at-risk, all of the CECLET beneficiaries were enrolled in formal schooling or placed in apprenticeship programs. The project further enhanced the educational programs of the country by building five schools and refurbishing or providing scholastic materials, equipment or furniture for others. Many trades masters (teachers of apprentices) received assistance as well in the form of equipment. Formal contracts were signed for apprentices to ensure that they would be able to follow and receive the full complement of professional training as offered in their localities. More than eight hundred families received assistance to help them achieve a solid economic base so that they would be disinclined to have their children be engaged in child labour.

² The Government of Togo has been working with ILO-IPEC since 2000. Togo participated in LUTRENA, a regional project sponsored by ILO-IPEC and funded by USDOL to combat the trafficking of children in West and Central Africa. In 2002, Togo began creating village-based vigilance committees to raise awareness of child trafficking in rural areas.

Table 1: Girls and Boys Served by the CECLET Project³

	Withdrawal			Prevention			Withdrawal and Prevention Total		
	Girls	Boys	Total	Girls	Boys	Total	Girls	Boys	Total
Lomé	608	23	631	277	0	277	885	23	908
Maritime	449	270	719	998	526	1524	1447	796	2243
Plateaux	521	323	844	543	451	994	1064	774	1838
Centrale	435	290	725	448	288	736	883	578	1461
Kara	147	173	320	121	238	359	268	411	679
Savannes	1118	1077	2195	935	761	1696	2053	1838	3891
Total	3278	2156	5434	3322	2264	5586	6600	4420	11020 ⁴

These interventions were implemented by Implementing Agencies (IA) and focussed on (a) withdrawing working children and preventing those at risk from entering child labour, and (b) promoting resilient family livelihoods and sustainable communities. Special attention was placed on gender, children who are affected by HIV-AIDS, and trafficking. Besides (1) direct services and (2) promoting access to education, the project had other components as well: (3) capacity building and community mobilization; (4) strengthening Togo's legal framework; and (5) improving the knowledge base and systems for monitoring child labour trends and characteristics, including WFCL and the effects of HIV/AIDS on child labour.

The CECLET project comprised eleven Action Programmes (PA), each one complementing the country strategy. At the time of the Final Evaluation, all of the Implementing Agencies had attained their objectives. All of the implementing agencies brought special expertise to the project and acquired solid development experience during the execution of their activities.

The project strengthened the efforts of the Ministry of Labour Employment and Social Security through the Directorate General of Labour and Social laws in several visible ways. Thanks to CECLET, Regulation 1464 (the list of dangerous work for children) hangs conspicuously in Labour Inspectorates all over the country. It has been translated from French into four local languages (éwé, kabyè, tem and ben) as well. It is not a meaningless document, as traditional chiefs, teachers, parents, and village leaders are aware of the finer points of child labour and its dangers. Indeed, stakeholders in project target areas reported attitudinal shifts and greater understanding of the complex issues related to child labour and demonstrated favourable views toward encouraging children to attend school instead of engaging in child labour.

CECLET helped build an impressive electronic database, the child labour monitoring system (CLM). The project successfully utilised the Direct Beneficiary Monitoring Reporting (DBMR) system to collect accurate and verifiable data on the children and adults benefiting from CECLET services. The final evaluation team felt comfortable with the level of information gathered, even if sometimes the data is misfiled. Following training and installation of the computers with Monitoring programs, labour inspectors appear enthusiastic and report a sense of empowerment to be able to do their work. However, the work of labour inspectors needs to extend beyond their desks and into the field. It is also hoped that in the future the DBMR and CLM instruments will become lightweight standalone mechanisms,

Several Action Programmes involved data collection or useful research which added to the understanding of child labour in Togo.⁵ The final evaluation also included an interesting supplementary activity, a sub-

³ Tables 1 and 7 were produced by the CECLET Project Monitoring and Evaluation officer.

⁴ An additional 1,259 children received non-educational services, making the total of affected children to 12, 279.

study entitled: “Potential Good Practices in Mainstreaming Child Labour in an Integrated Program at Sub-national Level: the Millennium Village Project Intervention Model.”⁶ Some of this study’s initial identification of good practices are included in this report.

The project provided training in several areas, building the capacity for relevant stakeholders involved in the fight against child labour. At the community and regional levels, there is a rich foundation of knowledge and experience. Community committees called *dispositifs* are active in all of the target sites. Many will continue their work after the project ends. In some cases, other community committees will pick up the fight against child labour.

Conclusions

The CECLET project has, by and large, fulfilled its mission. Quantitative targets were largely met, and even often exceeded. The period of implementation of actual service activities proved too short, which most likely explains the fragility of the outputs, especially in terms of quality. The evaluation team noted with satisfaction that the project has done a good job, especially on the quantitative scale. Although the project did not start its activities according to the original schedule, the results achieved and the products delivered were consistent with the management/operation plan.

The FET is reasonably optimistic that the material outputs and the dynamics of advocacy, mobilization and interest which the project engendered among the target population will lead to short or medium term positive effects in the fight against child labour. A follow-up program approach should take into account education reforms and policies. Despite all efforts, child labour is observable throughout the country. The fight against exploitative child labour is, and remains, a national concern and should be fully integrated into the implementation of the PRSP and the politics of child protection.

The FET is concerned that while there are very good ideas behind the project activities, they are not addressed with the depth that would lead to the desired outcomes. To achieve the goal of eliminating child labour, there must be strong foundations established in communities. With the ILO-IPEC’s help, CECLET started a momentum in building awareness and providing many good opportunities to prevent child labour. Projects are by definition time-bound activities with achievable outcomes. That the ILO-IPEC’s strategy (and ability) extends beyond projects to the role of long term accompaniment through its tripartite structure offers hope that the project will have some effect.

Recommendations

ILO-IPEC programmes consist of all of the integral components needed to fight against child labour. The FET’s primary recommendation is that ILO-IPEC and USDOL not abandon Togo at a time when there is a confluence of relevance and potential reform. The recommendations are intended to draw attention to the need to extend the project for at least one more year, to consolidate the impact of its integrated components. With each project, local committees have been trained and organized; children have been withdrawn from WFCL. There is momentum to keep going. The Final Evaluation team suggests that the project continue the following good practices while assuring that the quality of the inputs is optimum:

- (a) Intervention models: multi-sectoral, multi-thematic and multi-agency technical services of the state involved in implementing the project

⁵ Two examples of research conducted by the implementing agencies are: (1) Providence Association / NGO JATO: Diagnostic Analysis of the General Situation of Commercial Sexual Exploitation of Children in the Municipality of Lomé, and (2) Evaluation of Community features Fighting Child Domestic Work in Agou Prefecture..

⁶ Specifically in the Tône prefecture, Savanes Region.

- (b) Methodical monitoring with appropriate tools which have been tested in the project
- (c) Inter-community exchanges to refine the models identified.

The project strategy continues to be relevant. Eliminating WFCL and child trafficking in Togo cannot be achieved through one intervention or one program: rather, it depends on the ability of the government and its partners to mobilize the full extent of its capabilities in an integrated approach to the problem, combining direct interventions with long term policy change, capacity building, awareness building, knowledge sharing, and resource mobilization.

As the project draws to a close, the government structures are perhaps too fragile, and the NGOs too autonomous and dependent on external funding, to continue CECLET's accomplishments. The project achievements could be consolidated and coordinated to correct weaknesses and create a favourable environment for durability and sustainability. Since the project ends June 30, 2012, the following recommendations may be applied to other child protection and child labour programmes in Togo or elsewhere as administered by ILO-IPEC.

R1 Provide Institutional Development to make National Structures against Child Labour and Trafficking more Operational

The ILO-IPEC, as an agency of the UN and international adviser to the government of Togo has a role to play to advocate for a more effective policy structure. As a signatory of C 138 and C 192, Togo must make policies to protect children from their involvement in the WFCL. The ILO-IPEC can advocate for models such as a separate secretariat, interministerial commissions, or some other structure where this can be done expediently and pragmatically. A study for the project, "Consultation for the analysis of the institutional framework in the fight against Child Labour" provided useful insight on the possibilities for the CDN and other structures to become more effective. Institutional development in the form of organizational and strategic development training and institutional equipment would go a long way to building an effective and functional national structure (CDN).

"The goat grazes where it is attached" (especially when there is grass), says a Sahelian proverb.

Once the conditions are met for securing children in school, where they are fed and have fun with other children, they will likely remain there.

The Togo's decentralized Regional Commissions (CDR) should not be ignored or marginalized. Great work has already been done and continues to be done at the Regional levels, with few resources. The CDR are coordinated, motivated, and in touch with the reality of child labour and trafficking, schools, health needs and services, markets and family impoverishment. Any national structure must not take away from the empowered situation of the CDR; rather, it should see itself as a support structure to them.

R2 Materials which are distributed to beneficiaries should be local products as much as possible.

School bags do not need to be imported back packs. If uniforms are to be purchased, they should be manufactured locally. The project placed hundreds of girls into seamstress apprenticeships, who could be organized to make high quality school uniforms. School construction was very well done, but most of the specialized workers and most of the materials had come from Lomé. Materials were available in nearby towns, and skilled labourers resided in target villages.

R3 Bring support to the schools and not to individuals – except where extremely vulnerable children are identified.

Educators were of the opinion that school books would be better utilized if they were part of a school library, used and passed on year by year.

R4 Tighten Educational programmes by addressing teaching quality, learning offerings (such as curriculum), and the educational environment

The construction of schools, latrines and infirmaries by CECLET implementing agencies was a tremendous benefit to the delivery of education, whilst creating a welcoming learning environment. Straightforward education projects that offer at least three years of continuous support to schools, teachers, and child beneficiaries are more consistent with the ILO-IPEC strategic approach. The ILO-IPEC must continue to encourage the well stated aspirations of the government of Togo's Education policies.

R5 Implement practical, market-driven livelihood support activities

Families boost their household economy through income generating activities. ILO-IPEC projects need staff, or an action programme or service contract with experts in IGA, livelihood programming or micro finance to support the Implementing Agencies.

IGA activities must fulfil certain conditions: in addition to being technically feasible, they must also be economically and financially profitable. Areas of increasing family income are limitless with the proper inputs of technical support and creativity.

R6 Create explicit Awareness Raising Actions to establish a critical mass

ILO-IPEC Awareness raising campaigns should be adapted to the interests of the population. In a coherent communication strategy, some tried techniques should be joined by innovations (some of which were used very well in different Action Programmes of CECLET) such as home visits, carnival and theatre, and folklore events.

A Knowledge, Attitudes and Practice (KAP) exercise at the beginning of a project can help identify the most contextually appropriate, strong single-message that will thwart child labour.

R7 Offer Career Orientation Mechanisms

Mechanisms of Orientation for children to make sound career decisions. The Ministry of Labour's cartographic study identifies potential employment niches so that apprenticeships do not, in the words of the Direction General du Travail "train people to be unemployed."

Lessons Learned

There are so many lessons to be gleaned from the implementation of CECLET that an analysis should be conducted in the country and by ILO-IPEC. Unfortunately, the project posed challenges that still must be pursued. For example, one lesson that the Final Evaluation Team would have liked to pursue is: given that there were delays, how best is a project implemented at an accelerated pace?

The project managed to reach its targets, and did not appear to have done so at a frantic pace. Community development processes were followed by implementing agencies. However, the FET was concerned that the depth of the processes might not be durable, and that the quality, especially in the area of education and income generation, was compromised. Addressing quality factors such as school governance, improving teaching methodology and ancillary services, such as extension services micro-credit and agriculture, deepens the process to maintain children in school and out of WFCL.

Secondly, there is evidence that the project delays were related to misunderstanding among key stakeholders. Could the project have moved more quickly to respond to the problems? When should ILO-IPEC have moved on the diminishing windows of opportunity if it is seen not to have worked in the first place?

Among the major lessons learned:

- (1) Motivation is maintained sustainably if the project beneficiaries realize by themselves direct or indirect impact of actions taken: effective withdrawal of children from the worst forms of child labour; school integration or learning, improving yields in terms of income generation activities.
- (2) Experiences exchange sessions arranged by implementing agencies between the members of the local child labour committees empowers them, and nearby communities are more likely to keep meeting without incentives.
- (3) The project did not adequately anticipate that the demand for educational services is out of proportion to the national capacity to accept all students. The FET visited overcrowded classrooms with insufficient furnishings and overburdened teachers without decent wages or skills training. This issue deserves further reflection as it may cause discouragement or school drop outs.

Potential Good Practices

The implementing Agencies of CECLET all brought skills and methods to the project which enhanced the overall strategy. Several of the IAs promoted these practices:

1. Registration of births results in fewer dropouts since children are eligible to take examinations and pass to higher grades.
2. Using trained volunteer agents to register births builds community solidarity and awareness about child labour.
3. Education opportunities (night school, refresher literacy, clubs) for children in both primary and upper school address the different situations that cause children to work.
4. Summer school helps keep children in the village rather than traveling elsewhere to work and continues their sense of well-being in the learning environment.
5. “Certification” in the implementation of the DBMR tools by trained participants ensures that the beneficiary children are in the Ministry of Labour’s national CLM system.
6. Involvement of Lomé quarter development committees (CDQ) in withdrawal and prevention of girl CSEC victims awakened the population to the dangers.
7. Training police officers, gendarmes and agents of tourism and hospitality industries changed behaviour and attitudes towards victims and perpetrators of child exploitation.
8. Studies of the phenomena as it related to their constituencies, e.g. Evaluation of the *dispositifs*, analysis of CSEC, increased understanding of the phenomenon.
9. Working through the Director General (DG) of the Ministry of Social Action and Solidarity (MASSN) in the Central Region, the Action Programme (PA 4) delivered the best elements of the project strategy to the population without complications, complaints or corruption (of either principles or resources). Government efforts to decentralize activities, CECLET’s ability to adapt

to a new model of working through the government and through this particular ministry, and commitment of individuals led to success.⁷

Good Practices from the Millennium Village Project (MVP) Sub-Study (PA 11)

The sub-study examined the villages of Naki-Est to identify activities which would be considered good practices.⁸ As documented by the study, these practices are (1) worth noting as having added value to the activities in the MVP; and (2) have the potential of being adapted by child labour projects elsewhere. Many, though not all, of the practices are also found in other CECLET action programmes as well. Briefly, as quoted from the draft sub-study, the good practices documented in the Millennium Village project area were:

- BPP 1:** Use traditional mechanisms (councils of elders, neighbourhood families, traditional chief courts) to raise parental awareness and deterrence.
- BPP 2:** Establishment of Peer Tutoring and mentoring of victims by pupils and students.
- BPP 3:** Employment of adult cattle herders (Fulani, peasants) to monitor cattle in pastures so that children can attend school and be withdrawn from the dangers of herding.
- BPP 4:** Raised Awareness of the people and community organisations about the dangers of exploitative child labour
- BPP 5:** Strengthened economic and financial capacity of parents.
- BPP 6:** Prevention, withdrawal, enrolment and placement of children in educational activities is effective
- BPP 7:** Civil status (birth certificate) registration for children and parents, using project trained registration agents
- BPP 8:** Training of local community committees to fight against exploitative child labour.
- BPP 9:** Distribution of school and literacy kits to children
- BPP 10:** Establishment of school canteens and playgrounds
- BPP 11:** Establishment of interagency mechanisms to fight exploitative child labour
- BPP 12:** Provision of health care to children
- BPP 13:** Support study groups for pupils
- BPP 14:** Community participation in the construction of school buildings

⁷ PA 4: Capacity building for community entities by Director General (DG) of the Ministry of Social Action and Solidarity (MASSN).

⁸ The Sub-study was entitled, Étude de Cas sur les Potentielles Bonnes Pratiques de l'Intégration du Travail des Enfants dans La Commune du Millénaire de Naki-Est (Region des Savanes-Togo), Final Report June 26, 2012.

1. Purpose of Evaluation and Methodology

1. A final evaluation is a required component of the overall monitoring and evaluation plan of the project, “Combating Exploitative Child Labour in Togo through Education” (CECLET) officially started on September 30, 2007 with an ending date of September 30, 2011. An Independent Mid-term Evaluation (MTE) of CECLET was conducted in April 2010, after which the project was granted a nine month extension by USDOL. The Final Evaluation for CECLET began May 14, 2012, with a field visit from May 21- June 12, 2012.
2. The evaluation team (FET) included the international evaluator and a national consultant for evaluation. The international evaluator was responsible for the evaluation design, methodology, and analysis. It was the responsibility of the national consultant to contribute contextual analysis, cultural insight, and assist with specific reporting details. Together, the team travelled throughout the country conducting interviews and facilitating three workshop-like meetings of stakeholders.
3. The ILO-IPEC Geneva's Design, Evaluation and Documentation Section, now called the Evaluation and Impact Assessment section (EIA) commissioned an additional study to be conducted simultaneously during the Final Evaluation. This sub-study, “Potential good practices in mainstreaming Child Labour (CL) in an integrated program at [the] sub-national level: the Millennium Village Project intervention model in Togo” was performed by a Togolese socio-anthropologist. The study focuses uniquely on the positive lessons and outcomes of Action Programme “PA 11,” located in Naki-Est, Dapaong region. Some of the conclusions of the sub-study are integrated into this FE report.⁹

Table 2: CECLET Timetable

	Original Plan (Project Document)	Actual (After the MTE, the project was granted a nine month extension by USDOL).
Starting date	30 September 2007	September 2009 (for September 2010 some Action Programmes)
Ending date	30 September 2011	June 2012
Duration: 48 months + 9 months EXTENSION = 57 months (4.75 YEARS)		

1.1 Goal and Purposes of Final Evaluation

4. The goal of the final evaluation is to attribute value to the outcome of ILO-IPEC’s CECLET project and add to management and organizational learning for future ILO-IPEC programming.¹⁰ Further, this evaluation, entitled in the Terms of Reference as “Combating Exploitative Child Labour in Togo through Education” (including the sub-study, “Potential Good Practices in Mainstreaming CL in an Integrated Program at sub-national level: the Millennium Village Project Intervention Model” complies with the terms of USDOL Agreement Number: IL-16647-07-75-K. The Terms of Reference for both exercises are found in the Annexes.

⁹ PA 11: Action Aid/ Child Protection in Millennium Villages Programme.

¹⁰ From, ILO Guidelines to Results-Based Evaluation Principles, Rationale, Planning and Managing for Evaluation, p. 6.

5. The main purposes of the final evaluation are to:

- Determine if the Project has achieved its stated objectives
- How and why have the stated objectives been or have not been achieved (i.e. achievements and shortfalls in project implementation)
- Identify all of the relevant unintended changes at the levels of outcome and impact
- Determine effectiveness and efficiency of the implementation of the Project
- Establish the relevance of the project implementation strategy and outcomes
- Establish the level of sustainability attained
- Provide recommendations regarding relevant stakeholders, building on the achievements of the Project in supporting NAP or other institutional frameworks at [the] local and national level [toward the sustainability of the project outcomes]
- Identify lessons learned and potential good practices
- Identify further documentation that should be pursued, especially regarding models of interventions developed that can be applied in the African region and beyond (i.e. Millennium Village experience.¹¹

1.2 Technical Methods Used

1.2.1 Project Document Review

6. All of the pivotal documents of the project were reviewed by both consultants, including the original project document, technical progress reports, and action program summary outlines and budgets. Once the FE began, new documents came to light which further added to the amplification of CECLET's relevance, background, chronology, and history. In addition to the documents listed in Annex A, newspapers and other contextual reports were consulted and shared between the two consultants.

1.2.2 Field Visits

7. Togo is divided into five regions (and thirty prefectures) and the commune of Lomé: Centrale (capital - Sokodé), Kara (capital - Kara), Maritime (capital - Lomé), Plateaux (capital - Atakpamé), and Savannes (capital - Dapaong). The FET conducted field visits to all of the regions and their capitals, as well as villages in each region. CECLET project staff in the regions helped with some introductions during field visits. The project Monitoring and Evaluation (M&E) technician accompanied the FET to regional capitals and some project sites. The itinerary followed by the Final Evaluation Team is found in ANNEX B.

1.2.3 Methods for collecting information

8. The FET met stakeholders and other relevant informants in open forum, private consultations, and in small focus group discussions. Interviews were held with the government officials; members of various committees, either created by the project or pre-existing at various levels beginning at the village levels; project implementing partners; community members, parents and school children,

¹¹ Abridged, from the Terms of Reference For Final Evaluation: "Combating Exploitative Child Labour in Togo through Education" (including the sub-study "Potential good practices in mainstreaming CL in an integrated program at sub-national level: the Millennium Village Project intervention model"). See Annexes G and H.

among them child beneficiaries. Some children who work and/or attend school or educational programs were interviewed. Schools, shelters and other child protection activities related or unrelated to the project were visited. It was not difficult to observe and meet working children throughout the country.

1.2.4 Stakeholders

9. Project stakeholders are those individuals who have knowledge about the project and play a significant or intervening role. For a list of stakeholders, groups, and pertinent informants who were contacted and interviewed, see Annex C.
10. During the field visit, stakeholder meetings were held in Kara, Tsévié and Lomé to present initial findings of the FET and share emerging recommendations. The purpose was to make corrections or adjustments and garner further input. For a list of stakeholders, see Annex D. The programme of each these dynamic stakeholder meetings was essentially the same:

08:30	Opening – Welcome and introductions
09:00	Presentation, including Power Point, by FET Consultants
10:00	Preliminary Questions
10:30	Coffee Break
10:45-12:30 (or 1:00)	Plenary Discussion

1.2.5 Sub-study: Potential Good Practices in Mainstreaming CL in an Integrated Program at Sub-National Level: The Millennium Village Project Intervention Model

11. Per the terms of reference, the Final Evaluation is linked to an extended sub-study (ESS) to identify potential good practices in the Millennium Village Project (MVP), where CECLET's PA 11, was implemented by Action Aid in northern Togo. The Togolese anthropologist consultant and his team conducted 21 qualitative interviews with responsible community leaders from community groups, literacy centres, schools, civil society organizations and CECLET partner institutions in seven of the eight project zones. Fifty-one leaders of community organizations and partner institutions responded to a questionnaire format about CECLET in the MVP. Eight focus group discussions were held and good practices were shared among community organizations, students and apprentices withdrawn from child labour. The study collected 4 life stories of students withdrawn from child labour.
12. The FE team was in contact during the desk review phase with the consultant in charge of the sub-study. The FET met with the Sub-Study Consultant several times throughout the course of the FE and stayed in touch by telephone during the field site exercises. The sub-study consultant participated in the national stakeholders' workshop with a *preliminary* power point presentation of his initial identification of Potential Best Practices findings. After the case study report was finished, the team leader provided comments and incorporated findings in this evaluation report.

1.2.6 Limitations to Methodology

13. Final evaluations often must deal with the remainders of projects. In this case, many activities had ended, but more were still in place and viewable. Committees still functioned, government officials were available, and staff of implementing partners met with the team. Schools were not always in session due to examinations schedules but it did not hinder the exercise in any way. For the most part, the evaluation went without major problems. There were a few instances, where the FET felt compelled to "re-take control." CECLET technical staff was always willing to respond to the FET

requests. As the project team was somewhat new, it was their first time handling an evaluation and consequently seemed to lack orientation. The situations described here are for the purpose of identifying issues which may enhance future ILO-IPEC evaluations.

14. Although the evaluation had been planned in advance, the itinerary details were not fully ironed out until the first day (and subsequent days) of the evaluation. Together with the project team, the FET dropped some sites from the itinerary that were similar. Otherwise, given the distances and number of villages planned per day, the itinerary would have consisted of waving to villages from the vehicle. The two-person evaluation team, meeting for the first time, was consistent in its explanation that the nature of the evaluation was to have qualitative interviews with community structures appropriately connected to the project: focus groups, stakeholders and beneficiaries. The team was marginally convinced, but agreed to the reasoning behind three separate stakeholder meetings, two of them back-to-back. The regional meetings took place in Kara and Tsévié. The third meeting was held in Lomé immediately (the next day) after the Tsévié.
15. Before leaving Lomé, the Final Evaluation team identified critical stakeholders with whom they expected to interview in Lomé on return from the ten-day field trip. However, nearly all of the meetings that had been requested for the mission in Lomé had to be set up once the team returned to Lomé. Considering that a similar issue arose with the MTE (staff had not prepared a requested SWOT exercise), it is fair to wonder if the Togo staff views evaluations as less important than other project activities.
16. Overlapping visits by related representatives challenged the FET's sense of independence. Several UN agencies had met in the Savanne region a few days before the team and the ESS consultant were scheduled to visit. The final evaluation also coincided with the visit of an ILO-IPEC official who was making a documentary of the Millennium Village project. The extended study researcher was prepped by the FET to gather information as possible, to avoid having three groups of ILO-IPEC people visiting the same territory within days of one another. The ILO-IPEC official also delivered medical kits at two villages where the final evaluation team conducted its inquiries.¹² The FET insisted that they needed to go first and interview people so that their visit would not be confused with the ceremonial handing over of medical kits. Another village visited by the FET had been recently visited by a child trafficking researcher connected to USDOL. The project worked in other villages that had not been saturated with visitors, but they were in remote areas where evaluation visits may not have been possible. (The FET usually spent four to six hours with constituents in project sites. Some sites were four hours apart and the ILO-IPEC tries to adhere to strict rules regarding travel after twilight).
17. The DSA for the FE and Extended Study consultants was not in place at the beginning of the evaluation. ATMs were not working when the trio met for coordination purposes. Fortunately, the FET had enough CFA francs to lend the ESS consultant funds to pay for fuel to visit several villages. National consultants live within fixed budgets, particularly those who work as lecturers or independent consultants. It is not easy for them to access travel advances. The extended study also involved car rental and fuel costs which challenged the national consultant's ability to move easily through the project site. Had there been a deficit of funds with the international consultant, the two evaluation exercises might have been compromised.
18. The Sub-Study had other limitations, according to the consultant's report:

1. Institutional and organizational limitations:

¹² The medical kits were a component of the Action Programme. The timing of their distribution offered a good occasion for the ILO Officer to visit the area.

- Limited Collection time (6 days for 8 zones) for a qualitative survey
- Study coincided with ILO, UNDP, UNICEF missions with local regional officials, so that stakeholders and partner agencies were unavailable for appointments
- Terminating contractors with PA 11 (Action Aid workers) missed appointments because they were occupied with personal relocation issues.¹³

2. Methodological limitations:

- Ambitious coverage of all areas, meeting with community organizations (8-10 per zone) difficult to achieve, especially given the short duration of the collection phase;
- Difficulty meeting government informants, who were occupied with agricultural work
- Problematic geographical access to certain areas.¹⁴

1.3 Final Evaluation Report Format

19. As outlined in the Terms of Reference (ToR), the Final Evaluation report is divided into distinct sections, based on specific questions, and organized according to ILO-IPEC EIA) and USDOL guidelines. Section II describes project components, design, and assumptions made during the planning of the project. Sections III-VI describes findings of the evaluation team according to Relevance, Effectiveness, and Sustainability, including Section IV, A Table of Key Findings according to the project objectives. Section IV also contains responses by the project to the Mid-Term Evaluation. Conclusions (VII) are followed by specific Recommendations (VIII). Section IX proposes Lessons Learned and Potential Best Practices. Annexes at the end of this report provide supplementary information. The Tables in the Report were compiled by the evaluation team using project information; some are the work product of CECLET project staff. Photographs were provided by the FET and by Djobo Rabihou, Direction Régionale du Travail et des Lois Sociales, Sokodé.

2. Project Description

¹³ PA 11: Action Aid/ Child Protection in Millennium Villages Programme

¹⁴ Abridged translation by FE lead evaluator from Sub-study Consultant's report, *Étude de Cas sur les Potentielles Bonnes Pratiques dans l'intégration du Travail des Enfants dans un Programme au Niveau Régional: le Modèle d'intervention du Projet dans la Commune du Millénaire*, Rapport Provisoire, Juin 2012.

2.1 Background and Context

20. The ILO's International Program on the Elimination of Child Labor (IPEC) has been working to fight child labour in Togo for more than a decade. In 2007, the agency began a project funded by the United States Department of Labor (USDOL), through its Office of Child Labor, Forced Labor, and Human Trafficking Bureau of International Affairs, to eliminate child labour in Togo. The project, entitled, "Combating Exploitative Child Labour in Togo through Education," or CECLET, aimed to contribute to the elimination of the worst forms of child labour, especially child trafficking, by creating strong institutional, educational, and socio-economic bases.
21. CECLET has a unique history which sets it apart from normal project implementation and explains, in some part, both delays and innovations. According to ILO-IPEC and USDOL, the original project in Togo was open to bids, and the ILO-IPEC decided for whatever reasons to not bid. When USDOL was dissatisfied with the responses from the bidders to the proposal, ILO-IPEC was invited to proffer a proposal. The project holders were not able to show the original RFA to the FET, but it is assumed that the output indicators corresponded with the logical framework as it appears when ILO-IPEC took on the project.¹⁵
22. ILO-IPEC staffers in Geneva consider the fact that their participation came through this unorthodox method as important to the project implementation. The FET concurs that this entry into becoming a project holder does have implications in how a project might be set in motion. Presumably, some start-up steps took place after the launching of the project whereas, if the agency had been involved in the original submission, those steps would have been taken before the project was awarded.¹⁶ These steps would have involved laying the foundation and assembling crucial data. As it was, the ILO-IPEC had the advantage of having already established relations with the government, and had built the tripartite structure to some extent.¹⁷ Generally NGOs submitting a proposal would have designed more stand-alone activities and perhaps eschewed the deep government relationship which, while sometimes more complex, adds to the potential for sustainability.
23. Also, because of the unusual chronology, the project was presented to the government and the child labour/child trafficking entities (CDNLTE, CNARSEVT) without a great deal of their own participation in the project design.¹⁸ Apparently there was interaction of government, USDOL, and ILO-IPEC in the elaboration of the project. As the project progressed, the government never seemed fully engaged at the national planning and implementation level, suggesting its participation may not have been enough. Had the ILO-IPEC originally been in the bidding process, the project design process may have engaged the government stakeholders and resulted in greater project ownership.
24. When CECLET was beginning, the ILO-IPEC was implementing a three year regional project, funded by the Government of France, which offered youth apprenticeship and vocational training. The project ended in December 2009. CECLET benefited from continuity in staff as the National Program Administrator bridged CECLET until the first CTA started in September 2008. Equally significant, the French-funded project was charged with implementing the National Child Labour Survey (ENTE), due to end in 2007. CECLET expected that its baseline data would be predicated on the ENTE. However, the French study start was delayed until July 2009 and the draft report was

¹⁵ ProDoc, beginning p 58.

¹⁶ « Original submission » refers to submitting a proposal under the Solicitation for Grant Applications process.

¹⁷ See, <http://www.ilo.org>. « The International Labour Organization (ILO) is the only tripartite U.N. agency with government, employer, and worker representatives. This tripartite structure makes the ILO a unique forum in which the governments and the social partners of the economy of its Member States can freely and openly debate and elaborate labour standards and policies. »

¹⁸ CDNLTE: National Steering Committee Against Child Labour, CNARSEVT : National Commission for the Reception and Social Reintegration of Child Victims of Trafficking

disseminated in September 2010. By this time, CECLET had identified implementing partners whose action programmes depended on beneficiary data. The mid-term evaluation was already completed and recommendations from that report were being considered and addressed.

25. Therefore, despite the willingness of the implementing agencies and the competence of CECLET staff, key areas which delayed the projects were:

- Failure of the French Study and Action Programme (PA 1) surveys to meet deadlines designed to provide initial baseline data;
- the reluctance of the government to accept aspects of the project, including the original Chief Technical Advisor and the budget, which resulted in strained relations between the government and the project;¹⁹
- the inability of the National Steering Committee to function as a technical body due to its bureaucratic level;
- slow responses on the part of ILO-IPEC HQ and CECLET to remedy some of the delays, even after the MTE; and
- Staff transitions at various points.

2.1.1 Context of Country

26. A small West African country, Togo's population of about 6.7 million people, consists of more than one-half under the age of 15²⁰. The nearly forty ethnicities are vibrant, adaptive societies which guard their differences, sometimes to the detriment of building a national identity. The country is largely agricultural with some major mineral resources (phosphate, limestone and marble). Children are generally not involved in the direct mining, but the industries have done much to disrupt and further impoverish those societies living around them²¹. Child labour is rampant in other sectors, especially the non-formal economy, agriculture and domestic work. The assumptions that formed the project design, as examined in Part C. 1, correctly analysed the contextual environment.



27. The country is emerging from forty years under a dictator, who was the deceased father of the current president Faure Gnassingbé. It is of great interest to see if promised reforms will take place, but so far the prognosis is good, if not slow. Togo was recently named a non-permanent member of the UN Security Council, a position it has not held since 1982 – 1983.

28. The aims and objectives of the project to fight child labour through education, vocational training and learning are consistent with the educational and child protection needs of Togo. In his first keynote speech, the country's Prime Minister said that "child protection will be object of development and implementation of national policy ... and the government will establish a

¹⁹ Independent Mid-term Evaluation Report, of the Combating Exploitive Child Labor Through Education in Togo (CECLET) conducted during April 2010 p. x.

²⁰ Source: www.cia.gov/library/publications/the-world-factbook (CIA Fact Book)

²¹ Mining of marble, phosphate and limestone is considered a Worst Forms of Child Labor. See <http://www.dol.gov/ilab/programs/ocft/news.htm>.

coordinating body ..." ²² The government's commitment is manifested through legislative and regulatory provisions (1992 Constitution, Labor Code, signatory to regional and international conventions), which may contribute to the elimination or at least mitigation of WFCL and child trafficking and its concomitant problems. Legal initiatives reflect the country's commitment and adherence to regional and international agreements on the fight against trafficking and child labour. These measures are insufficient if they are not accompanied by any process of programmatic action or systematic enforcement.

2.1.2 Legal Framework

29. For several years, Togo has made progress in developing a legal and policy framework for Child Labour and the worst forms of child labour. The Child Labour Unit of the Ministry Of Labour Employment and Social Security (MOL) is secretariat to the National Steering Committee for the Fight against the Worst Forms of Child Labour (CDNLTE, usually called the CDN), established in 2001 and re-launched in 2009.²³ The National Commission for the Reception and Social Reintegration of Child Victims of Trafficking (CNARSEVT), also housed in the MOL, was founded in 2002. The CDN is expected to promote child labour legislation and policy, mobilize resources and collect data. According to FET interviews held with individual members of the CDNLTE, CNARSEVT, and the Direction General du Travail (DGTLS), the early enthusiasm and actions of the national steering committee has declined. Recent actions have been limited to evaluating and approving NGO action programs to eliminate child labour. The members cite various reasons for the malaise, including a lack of financial resources. The secretariat, which is the Child Labour Unit in the Ministry of Labour, is understaffed and has virtually no budget.²⁴
30. The Table Below identifies some of Togo's key mechanisms to address child protection and child labour.

²² Premier Ministre, décembre 2007: « la protection de l'Enfance fera l'objet de l'élaboration et la mise en œuvre d'une politique nationale... et que le gouvernement mettra en place un organe de coordination des actions sectorielles... »

²³ Lutte Contre Le Travail Des Enfants : Le Comité Directeur National Installé à Lomé : Lomé, 30 jan. 2009 (ATOP) – Le Comité Directeur National de Lutte contre le Travail des Enfants (CDNLTE) a été installé le jeudi 29 janvier à Lomé par la directrice de cabinet au ministère du Travail, de l'Emploi et de la Sécurité sociale... Elle a appelé les membres du comité à plus de responsabilité afin d'assurer les tâches qui leur sont confiées. ...

[TRANSLATION: The National Steering Committee for the Fight against Child Labor (CDNLTE) was installed Thursday, January 29 in Lomé by the Chief of Staff to the Ministry of Labour, Employment and Social Security, Ms. Agbandao-Assoumatine Kounon. This committee of seventeen members and alternates, led by Mr. Amoussou Kouétété-Faustin, is responsible for guiding, coordinating and supervising all activities concerning the fight against child labor throughout the territory. It is also responsible for mobilizing resources to reduce the scourge. For 2009, the CDNLTE is committed to promoting legislation and regulations on child labor; to adopt draft policy, to improve knowledge of the phenomenon and to mobilize resources for the fight. Ms. Agbandao-Assoumatine welcomed this opportunity to work done by UNICEF, the French Republic, NGOs, unions and associations in the fight against child labor. She urged the committee members for more responsibility to ensure the tasks entrusted to them. ...

²⁴ Project Document, p.15; and Mid-term Evaluation Report (MTE), p. 30-32. This analysis of the CDN found in the CECLET MTE Report is widely quoted on the internet by, for example, child protection NGOs and UNHCR RefWorld.

Table 3: Significant Child Labour Measures Adopted by Government of Togo

CDN: Comité Directeur National de Lutte Contre le Travail formed in 2001. National Committee for the Reception and Social Reintegration of Child Victims of Trafficking. Child Labour Monitoring System/Système de Suivi du Travail des Enfants (CLM).
ILO Convention 138, ratified 1984.
ILO Convention 182, ratified 2000.
Convention on the Rights of The Child, ratified 1990.
Togo's Labor Code prohibits employment under age 15 and worst forms of child labour (Chapter I, sections 150-51), December 2006.
The Minister of Labour issued Arrête No. 1464 MTEFP/DGTLS. ²⁵ A regulation under the Labor Code: List of work harmful to children (WFCL) November 2007.
Loi No. 2005-09, Anti-traffic law, 2005.
National Child Labour Plan of Action (NAP): National Action Plans on child labour and child trafficking were established in 2000 and 2001, along with a revised Labor Code and a Children's Code. An updated NAP is expected to be adopted in June 2012.
Education for All in Togo (EPTT) and Education and Institutional Strengthening Project (PERI).
Togo's revised Poverty Reduction Strategy Paper (PRSP) and United Nations Development Assistance Framework (UNDAF), as drafts address child labour.
ECOWAS and Bilateral Anti-trafficking agreements 2005, West African Multilateral Agreement against child trafficking (Abidjan, July 2005). 2006, Abuja Accord: Multilateral Cooperation Agreement to Combat Trafficking in Persons, especially women and children, and its associated Action Plan (Abuja, July 2006).

2.1.3 Millennium Village Development (Contextual Explanation)

31. A major effort on the part of the United Nations Development Programme (UNDP) to alleviate world poverty and meet Millennium Development Goals (MDG), the Millennium Villages Project (MVP) aims to provide "affordable and science-based solutions to help people lift themselves out of extreme poverty." The Togo MDV (called *Commune de Millénaire*) was not one of the original UNDP areas in the MVP strategy, and according to one UNDP informant is "not considered significant." Reports vary on the success of the MVP in Togo, as they do for the project throughout Africa.²⁶
32. A cornerstone in the MVP is that the assorted United Nations agencies can bring their talents and expertise to a coordinated development effort in a geographic spot. Therefore, all of the major development UN agencies are involved, in theory, including UNDP, WHO, FAO, and UNICEF. The Millennium Village Project was launched in Togo in February, 2009. As an agency of the United Nations, ILO-IPEC got involved after the CECLET Mid-Term Evaluation. For the MVP, CECLET brought the possibility of rapid, tangible and successful results. CECLET worked in Naki-Est, one of the MVP's two communal zones in the north of Togo. The project benefitted from the single geographic focus and a strong, implementing agency, Action Aid, a proven ILO-IPEC partner. The activity was designated PA 11, and was organized to fight child labour through the provision of educational services. It achieved its expected objectives.

²⁵ (...déterminant les travaux interdits aux enfants conformément au point 4 de l'article 151 de la loi no. 2006-10 du 13 décembre 2006 portant le code du travail). An Arrête is a legal regulation or directive used to implement a law.

²⁶ Official web page: www.unmillenniumproject.org. See, also Guardian reports www.guardian.co.uk, Millennium Villages set up in Africa to make faster progress towards the millennium development goals (MDGs), Tuesday 8 May 2012; Millennium development goal on safe drinking water reaches target, Mar 6, 2012; Millennium Villages Project needs proper evaluation, Oct 19, 2011.

2.2 Project Design

33. The CECLET project supports government and non-government initiatives to stop child labour by: withdrawing working children, and preventing other children from entering into, the worst forms of child labour through policy advocacy, grants for direct educational services, supporting research, and raising awareness of the population to understand and change behaviours regarding exploitation of children.
34. The project design demonstrates a logical progression that makes it possible for stakeholders at all levels to understand the linkages between activities, outputs and objectives. Service providers were trained (if they were not already mightily capable, as many were) in the legal frameworks, and data collected both at the onset of the project and throughout was supplied to them to enhance their capacity to animate the public. The emphasis on providing formal or non-traditional education services to withdrawn and prevented children, some of whom were in special sectors, such as commercial sexual exploitation (CSEC) or children affected in some way by HIV- AIDS, was explicit.
35. The project design is such that all of the components (policy strengthening; awareness raising; knowledge building through data collection, analysis and child labour monitoring; providing direct services to vulnerable children) complement one another. In practice, this was not always evident. Awareness raising and providing access to education services were always linked. The plan to link the original national study to the identification of beneficiaries caused problems for many of the implementing agencies because the lists were frequently flawed and IAs reported that time was wasted using the lists generated from the study to enrol potential beneficiaries.²⁷
36. The sequencing of project activities was reasonable. The order of implementing some activities changed, appropriately responding to problems and delays which the project incurred. The reasons for project delays were identified in the Mid-Term Evaluation Report, but, unfortunately, were not all completely resolved. Action Programme #1 (PA 1) was conceived to feed data to the other Action Programmes, but due to delays and technical errors did not serve its purpose.²⁸ However, with the help of ILO-IPEC's SIMPOC team, it served as an important action programme to build the capacity of the Bureau of National Statistics and Accounting (*Direction Générale de la Statistique et de la Comptabilité Nationale*, or DGSCN).²⁹
37. The Project Document (PRODOC) presents an accurate contextual background description, demonstrating an understanding of the situation at the time of the project design. At the time of the Final evaluation, most of the institutions and procedures created over the years to fight child labour have continued, but lack dynamism. There is a general feeling of discouragement, but there is no indication that the stakeholders have abandoned the possibilities for a better world for Togo's children.
38. Gender issues have been important in the CECLET projet implementation. Several Action Programmes focus specifically on girls and young women (Syndicate Observatoire, WAO-Afrique, BICE, La Providence and JATO). Others (Action Aid, for example) demonstrate some measure of sensitivity by creating segregated latrines. On the other hand, apprenticeships have taken fairly

²⁷ A typical example of the incorrect data: The implementing agency spent several hours tracking down the name in the village, to discover a child on the list turned out to be a 34 year-old mother.

²⁸ PA 1: Baseline survey/studies on the worst forms of child labour/ *Direction Générale de la Statistique et de la Comptabilité Nationale* (DGSCN).

²⁹ SIMPOC is ILO-IPEC's child monitoring technical expertise section, Statistical Information and Monitoring Program on Child Labour.

traditional directions, with girls signing up for hairdressing and dressmaking and boys landing in mechanics and carpentry.

39. In summary, the logical framework in the project document identifies outputs in terms of quality, but emphasises quantity more with respect to the objectives, inputs, outputs, activities and direct or indirect beneficiaries. The phasing of project activities was relatively realistic, and therefore feasible. A comprehensive work plan was developed and attached to the project document. It is precise, carefully dated and indicates activities, officials and the affected areas. Moreover, each implementing agency has its own detailed action plan.

2.2.1 Project Assumptions

40. Assumptions described in the project document correctly identified considerations which would contribute to the success or failure of the project, from an objective point of view.

a. Commitment by Government

41. These included the government's continuation to engage in political reforms under the Global Political Agreement, and a stable political situation. The Togolese government is continuing to implement reforms, although there has been a noticeable slowdown in some areas. The challenges to bringing the country up to speed after decades of lethargic development are immense, so it is noteworthy to see a hopeful and vibrant spirit even if there continues to be few opportunities for the common citizen to make or save money. The opposition has been unimpressive according to many sources. It has been becoming less pertinent or responsive, so that there was less pressure on the government to fulfil reform rapidly. However, as the Final Evaluation wrapped up its work in Togo, the population staged four days of demonstrations in Lomé, disrupting activities, causing clashes with police and resulting in 56 arrests. The protests were organized by a group called "Let's Save Togo," over changes to the electoral law. It was reported that 119 people were wounded over the four days, and 22 policemen injured. The protests have come ahead of parliamentary elections expected for October. The National Assembly adopted modifications to the electoral law, including one increasing the number of deputies in the next legislature by 10 to 91. Let's Save Togo organized marches of tens of thousands of people demanding delay in elections until reforms are carried out.

b. Commitment to Education for All and anti-child labour policies

42. The project expected the Education for All (EPTT) initiative to continue, which it does. However, it seems unrealistic to have expected much over the four-year life of the project. The EPTT initiative is difficult to implement in a country such as Togo, with an inadequate source of teachers, insufficient classrooms, and an impoverished population. At the time of the project design, certain other factors promised project results: the draft Interim Poverty Reduction Strategy Papers (PRSP), and UNDAF both contained language to address child labour; and the Ministry of Labour had had a Child Labor Focal Point and CNARSEVT functioning within it for a number of years.

c. Commitment to National Planning

43. The reaction of the MOL and the CDN membership to the project document as it was originally presented and the reticence on the part of the MOL leadership to accept the ILO-IPEC international project director could not have been predicted in advance. While this was alluded to in the MTE report, the extent was not explicitly explained. Bad feelings continue to linger. The ILO-IPEC may

have felt that by replacing the CTA, it had settled all of the problems.³⁰ Unfortunately, other related issues lay unresolved among the CDN which hindered the project. These are addressed elsewhere in the report, particularly in Conclusions (Part VII) and Recommendations (Part VIII).

2.3 Project Components

2.3.1 CECLET Project Objectives and Mechanisms

44. The project has the following objectives:³¹

Development objective:

45. To contribute to the elimination of the worst forms of child labour in Togo, especially child trafficking, through the creation of strong institutional, educational, and socio-economic bases for dealing effectively with all [forms of] child labour in the country.

46. The “Immediate objectives,” which frame the outputs, are:

- **Objective 1.** By the end of the project, models of intervention for withdrawal, prevention and rehabilitation of children in WFCL will have been implemented at the community level in targeted areas, resulting in the withdrawal and prevention of at least the target number of children from WFCL. The interventions will be evaluated, documented, and ready for replication and scaling up at the national level (Direct interventions).
- **Objective 2.** By the end of the project, the Togolese government has developed a strategy to build on the “Education For All” initiative to make education more attractive and relevant to parents and children, and to strengthen schools as focal points for combating child labour and promoting economic development. Social partners and civil society are mobilized to support the fight against child labour through better education services, networking and community participation (Promote higher access to education).³²
- **Objective 3.** By the end of the project, the GoT and the Togolese civil society will have the capacity to undertake effective long-term action against the WFCL with minimal external technical assistance and will have mobilized to support the fight against child labour through networking and platforms of action (Capacity building and community mobilization).
- **Objective 4.** By the end of the project, the legal framework is strengthened for dealing effectively with child labour and the trafficking of children, with the main emphasis on the implementation and enforcement of existing laws and regulations (Legal framework).
- **Objective 5.** By the end of the project, the knowledge base and systems for monitoring child labour trends and characteristics, including WFCL and the effects of HIV/AIDS on child labour, will have been enhanced (Knowledge base).

³⁰ According to ILO-IPEC Evaluation and Impact Assessment section, “IPEC-HQ was informed by the Ministry of Labour that they greatly appreciated the change of the CTA and that all blockages had been addressed.”

³¹ See, Project Document, Logical Framework p. 50.

³² As condensed in some documents (Final Evaluation ToR, TPR): “By the end of the project, the Togolese society is mobilized to support the fight against child labour through better education services, networking and community participation (Promote higher access to education).”

2.3.2 Action Programmes

47. Action Programmes are the mechanisms which are used by ILO-IPEC to attain the project objectives. Each action programme is managed by a governmental or non-governmental group, agency or institution, or by the project itself. CECLET comprised eleven Action Programmes, each one complementing the country strategy in a number of ways. CECLET Action Programmes were called PA followed by their organizing number. At the time of the Final Evaluation, some had completed the terms of their PAs, but all had attained their objectives. The PAs represent specific aspects necessary to achieve the strategy:
- Policy and Institutional Strengthening;
 - Awareness Raising;
 - Research (data collection and analysis and child labour monitoring);
 - Capacity building for relevant stakeholders involved in the fight against child labour; and
 - Direct Services to vulnerable children. The direct services focus on (1) withdrawing working children and preventing those at risk from entering child labour, and (2) promoting resilient family livelihoods and sustainable communities. Some focus on gender and children who are victims of HIV-AIDS situations.
48. The Table below shows how the Action Programmes (PAs) provide a full complement of the actors, skills, and diversity to help fight child labour in Togo. The complementary approach that comprises ILO-IPEC's projects to fight child Labor is the best hope for fighting child labour in a country such as Togo. All of the components need to be in play for the goal to be met. The ILO-IPEC arranges, prioritizes and awards grants for the Action Programmes, taking into account its available resources: human, equipment, infrastructural, and financial.

Table 4: ILO-IPEC Strategic Approach and Complementarity of Implementing Agencies

Activity	Legal Framework; Policy and Institutional Support	Capacity building	Awareness Raising and Social Mobilization (inc. HIV-AIDS)	Research: CLM and DBMR	Direct Action, Access to Education
Actor					
Government	CECLET and MOL: Publicity, distribution, translation of List of Dangerous Work Contribution to analysis of Apprenticeships	PA 1 National Bureau of Statistics and Accounting (DGSCN). PA 4, (MASSN) PA 10((Direction Générale du Travail et des Lois Sociales)		PA 1 DGSCN PA 10 Directorate General of Labour and Social Laws (MOL) Establish CLM system	PA 4 (MASSN)
Social Partners³³			PA 9 CNTT		PA 9 CNTT
Research and training		PA 1 Baseline Survey			
NGOs/ Civil Society					PA 2 BICE PA 3 TdH PA 5 WAO-Afrique PA 6 et PA 11 Action Aid PA 7 «La Providence» & JATO PA 8 RELUTET ³⁴

2.3.3 Implementing Agencies

49. Action Programmes are implemented by Implementing Agencies. The Table below shows the distribution of programmes according to institutions or organizations who were awarded the opportunity to put their plans in action to fight child labour. CECLET Action Programmes were simply called “PA [number].

³³ The Trade Unions (CNTT above) performed ably in implementing Action Programme 9 (PA 9). The group of trade unions attained its targets and demonstrated efficiency in their work. It was a shame that the employer side of ILO-IPEC tripartite was missing from the project. The FET met with a representative from the Employers Association (Conseil National du Patronat), who took responsibility for their inaction. He essentially said, “We missed the opportunity...were occupied with other things at the time.” He noted that since the employers association is not like development agencies or NGOs, they needed guidance in developing a project. “Child labour concerns us,” he continued. “As employers, we need the basic information. We hope to implement projects in the future.” CECLET was not readily available to guide the patronat through the process, probably due to time constraints. In a project where the environment is more conducive, attention should be given to the entire tripartite.

³⁴ Network to Fight Child Trafficking in Togo // Réseau de Lutte Contre la Traite des Enfants au Togo

Table 5: Implementing Agencies/Action Programmes (Targets combined withdrawn/prevented and Grant Amount)

AP	Implementing Agencies/Action Programmes	#	US\$
PA 1	Direction Générale de la Statistique et de la Comptabilité Nationale (DGSCN). Baseline survey/studies on the worst forms of child labour	-	164,808
PA 2	Bice – Togo / Support for prevention of child porter work, withdrawal and rehabilitation of 625 child porters working in Lomé markets	625	148,100
PA 3	Terre des Hommes / Protection of 500 children at risk (50% girls); withdrawal and social rehabilitation of 225 child street vendors under 15(75% girls) in Lomé	725	143,143
PA 4	Direction Régionale de l'Action Sociale, Sokodé / Capacity building for community entities, 1800 vulnerable children prevented and 1800 children withdrawn from hazardous farm work, given social rehabilitation - Préfectures Kpendjal, Dankpen, Tchamba, Ogou, Moyen Mono and Zio	3600	272,760
PA 5	WAO-Afrique / Protection and schooling for 200 children withdrawn from domestic work in Lomé, establishment of prevention mechanisms for 300 children at risk in Sotouboua-Blitta and Agou areas	500	132,489
PA 6	Aide et Action / Improved access to school for rural children, community mobilization, enhancement of educational infrastructures (Construction of 5 schools) Préfectures Tone, Dankpen, Tchamba, Anié, Zio	900	280,530
PA 7	« La Providence » and JATO / Protection of 100 girls against child commercial sexual exploitation, withdrawal and care for 60 girls victims of commercial sexual exploitation in the Commune of Lomé	160	105,517
PA 8	Réseau de Lutte Contre la Traite des Enfants au Togo (RELUTET)/ Support for withdrawal of 500 child trafficking victims (50% girls); prevention of 500 children at risk; improved 500 families' incomes. Préfectures d'Anié, Yoto, Mô	1000	247,313
PA 9	Confédération Nationale des Travailleurs du Togo (CNTT) / National sensitization campaign for children's rights: (1) schooling, (mainly girls); (2) non-discrimination against HIV/AIDS victims in five regions --	300	83,199
PA 10	Direction Générale du Travail et des Lois Sociales / National Pilot program to implement Child Labour Monitoring CLM in-- 5 Regions and Lomé	--	74,645
PA 11	Action Aid/ Protection of 4400 children,(1000 withdrawn from farm work, 3400 at risk to various forms of child labour) in Millennium Villages Programme Naki Est, Kolbigue, Tapoune, Moudoukou, Kpindeli, Adétikopé (PA 6)	4400	343,775
	TOTALS: Average \$157 cost per beneficiary/Not designed to be an exact quantitative assessment because it was not factored in the project design.	12210	1,921,634

3. Relevance

50. First and foremost, child labour, including the worst forms, continues to be prevalent in Togo. It is impossible to miss children commanding a herd of cattle, carrying heavy loads on their heads, marching behind a pair of cattle ploughing a field, fixing a motorcycle, selling items at a stall, or parading through the streets when they should be in school. After 9 p.m., Lomé's streets along the coast, outside restaurants, night clubs and hotels are populated with prostitutes who are obviously under 18.
51. The relevance of the strategies – to intervene at multiple levels (education, List of Hazardous Work for Children, home economies, developing a national consensus) - is logical, and consistent with Togo's articulated policies, and those of ILO-IPEC and USDOL. While the project objectives are extremely relevant, especially given the situation of child labour and trafficking in the country, the project itself was ambitious. The many anticipated outcomes may have been unreasonable. For example, could the project have expected to affect policies given the actual fluid situation of the government, in the throes of reforms, at the project's inception?



4. Findings

4.1 Table of Key Findings

52. Some of the findings are described in more detail in subsequent sections.

Table 6: Key Results as Found by the Final Evaluation Team, June 12, 2012

RELEVANCE
<ul style="list-style-type: none"> Given the high prevalence of child labour, the project was extremely relevant. An administrative, technical and community environment has been mobilized around the CL/CT phenomenon. The mobilized environment includes government employees and authorities at local, regional and national level, as well as NGOs, civil society organizations, women's groups and parent teacher associations (PTA). Despite the best efforts of CECLET, child labour persists. The MTE team found that some beneficiaries continue to work. In interviews, children, parents, and representatives of IA interviewed acknowledged that children continue to perform agricultural, street vending and other tasks considered WFCL outside of school hours.
EFFECTIVENESS
<ul style="list-style-type: none"> The strategic approach of working through Action Programmes implemented by partner agencies resulted in the project attaining the key direct action objectives effectively. Project activities as planned and implemented contributed toward meeting all of the objectives. Early perceptions and habits established in the beginning of the project hindered strengthening national structures. The project resolved some, but not all, of the issues and began to move towards more effective policy advocacy. The project's relationship with the Education For All (EPTT) program and the Educational and Institutional Strengthening Project (PERI) should have been considered essential. The project had little obvious interaction with the Ministry of Education at the national level, where policy advocacy and support could be helpful.
ACHIEVEMENTS
Objective 1 Direct interventions (and models)
<ul style="list-style-type: none"> Direct service programmes had the effect of removing or preventing children from work, particularly WFCL, and getting them into educational activities. Communities have local committees (<i>dispositifs</i>) dedicated to awareness raising, social assistance, fighting child labour, monitoring child labour Beneficiaries of educational services: Withdrawal and Prevention of 11,020 children (4420 boys /girls 6600) working in the WFCL Withdrawal (2156 boys/3278 girls) and prevention of those at risk (2264 boys / 3322 girls) Non-educational services provided to 1259 children (576 boys / 683 girls) Total of 12,279 children were affected by direct action Total of 840 families received services which moved them closer to sustainable livelihoods through establishing or improvement of income-generating activities (IGA). Specific educational inputs included: <u>A. Formal:</u> <ul style="list-style-type: none"> School (5), infirmary and latrine construction. Multi-purpose centre developed for bakery, training, social activities at Millennium Village School kits for children and supplies for schools Birth certificates/ Trained birth recording agents Summer School and night school Trained literacy teachers/Established literacy centres Children's Clubs in at least 33 communities (Naki-Est and elsewhere) <p><i>Teachers report:</i> (1) extreme increases in school attendance after the withdrawal and enrolling children in school or in other learning structures; and that</p>

- (2) Youngsters are demonstrating better performance because they are not working so much out of school hours; the project provided home-study support (including lanterns); schools are more welcoming.
- (3) Through supplemental medical provisions and latrines, the project [likely] improved health in communities.

B. Apprenticeships

- Introduced in nearly every action programme.
- Some innovative (photography, small animal husbandry) but most were worrisome, because they represent a future glut in a non-competitive market (Tailoring, sewing, hairdressing).
- Despite some coordination with the government services (MOL, Ministère de l'Enseignement Technique et de la Formation Professionnelle), there was no mechanism for career orientation, and little coordination with employers' associations.
- No evidence of pre- and post- household income surveys (See Logical Framework, Obj. 1 Means of Verification (MOV))
- The school kits and installation tools for apprentices at the end of their training are more than tokens if they induce children to stay in school, or work at a skill.
- Nearly 840 families have received some assistance to start or strengthen income generation activities. Of those that were agricultural in nature, some received technical help from Technical Advice and Support Institute (ICAT), but not all. Some were failures.

Table 7: Girls and Boys Served by CECLET

	Withdrawal			Prevention			Withdrawal and Prevention		
	Girls	Boys	Total	Girls	Boys	Total	Girls	Boys	Total
Lomé	608	23	631	277	0	277	885	23	908
Maritime	449	270	719	998	526	1524	1447	796	2243
Plateaux	521	323	844	543	451	994	1064	774	1838
Centrale	435	290	725	448	288	736	883	578	1461
Kara	147	173	320	121	238	359	268	411	679
Savannes	1118	1077	2195	935	761	1696	2053	1838	3891
TOTAL	3278	2156	5434	3322	2264	5586	6600	4420	11020

Objective 2 Promote higher access to education

- Social partners and civil society are mobilized to support the fight against child labour through better education services, networking and community participation
- Although teachers received some CLM training, they did not get any training to improve their teaching techniques, classroom management, or PTA management. There is no evidence of pre- or post-evaluation of teaching materials.
- Most apprenticeships were not finished at the time of the FE, but many apprentices were interviewed. Nearly all will receive equipment from the project before CECLET ends.

Objective 3 Capacity building and community mobilization by GoT, civil society

- Increased ability of DGSCN to implement national surveys after CECLET/ SIMPOC input
- Increased ability, knowledge and comprehension of the Ministry of Labour and other government entities to participate in on-going child labour monitoring (CLM)
- Given the magnitude and relevance of activities, (and considering the short term when the project actually was implemented) CECLET provided a tentative response to Togo's educational, formative and economic needs
- Evidence that successful advocacy increased the level of public participation in achieving the objectives of the project.
- Informants at family and community levels confirmed changing attitudes and behaviour.
- Neither the project (nor IAs) implemented a KAP exercise (See, Logical Framework Obj 3)
- The FET saw awareness raising billboards, stickers, calendars, TV, videos, printed materials

Objective 4 Legal framework and Policy Development
<ul style="list-style-type: none"> ▪ Draft NAP reflecting sub national priorities expected to be adopted by June 30, 2012 ▪ List of Hazardous Work for Children was finalized, translated, printed in 4 indigenous languages ▪ Child labour included in the PRSP and UNDAF 2012-2016 planning processes ▪ CECLET advised on clearly defining a rational program of apprenticeship which is connected to Togo's long term needs
Objective 5 Enhanced Knowledge Base
<ul style="list-style-type: none"> ▪ National CL survey produced with support of SIMPOC/IPEC through the project ▪ Established database through the monitoring mechanisms of the direct beneficiaries and reports (DBMR) overall monitoring and evaluation ▪ Training of necessary actors in the long term at DGSCN , MOL, Ministry of Social Action and Solidarity (MASSN) ▪ Consultation for the analysis of the institutional framework in the fight against Child Labor Report Lomé, April 2007 provided excellent insight on the possibilities of CDN ▪ Several of the IAs also conducted internal evaluations or studies on the CL phenomenon
SUSTAINABILITY
<ul style="list-style-type: none"> ▪ Sharing responsibility among stakeholders, including traditional authorities and local population, following the process of decentralization. (particularly at Local and Regional levels)

4.2 Mid-Term Evaluation Recommendations

53. The Mid-Term Evaluation, conducted in 2009, made several key recommendations. The Final Evaluation Team found that while ILO-IPEC addressed some of the suggestions in monumental ways, other recommendations were unfulfilled and continued to plague the project. Indeed, there was little indication that recommendations made in the MTE were actually incorporated into a plan. The FET believes that the original project leadership was inadequate and/or seriously compromised at the beginning, and once changes were made, the staff worked very hard to fulfil the project targets, possibly eschewing other related tasks.

Table 8: Mid-Term Evaluation Recommendations and Project Response

“...8.2 Key Recommendations from Mid-Term Evaluation...”	How addressed
CECLET, in its second implementation phase, ought to adopt a more strategic vision, moving away from a project-centric approach. ...	CECLET did not formally create a new strategic plan. Some innovations were inserted in the project implementation after the MTE, and after the project had new leadership.
...it should ensure that the national strategy for combating child labour through education, vocational training, and apprenticeships is followed by an action plan.	<p>The government has begun to develop an educational plan to aid youth employment. The Ministry of Labour Direction General, (head of the Child Labour unit) described a cartographic study to identify market niches for more pragmatic and realistic vocational education. While promised, FET never got a copy of the study.</p> <p>Worthy of note is that the project CTA and the head of ILO met with President Faure Gnassingbé in August 2011. The President was conversant and interested in issues surrounding child labour.</p> <p>CECLET Action Programmes fought child labour through provision of education, vocational training, and apprenticeships. At the regional level, the project supported the General Direction of Labour, (PA 10) to establish six regional training teams which included education inspectors.</p> <p>According to project information, some headway was made in addressing the MTE recommendation: These included (1) “the project requested, and was given, that the MOL to be granted a seat” on the Education for All (EPPT) Steering Committee in 2010; and (2) worked with the Education minister on issues surrounding school infrastructure strengthening.</p>

“...8.2 Key Recommendations from Mid-Term Evaluation...”	How addressed
	However, apart from the National Plan, the project has not advocated for a <u>specific policy</u> in a concentrated way. ³⁵
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 ... problematic... USDOL and ILO-IPEC should ...try to find a solution to this problem.	The contract of the international program director was not renewed after the MTE. He left December 2010. The new program director (who had been acting as an interim director) was hired in March 2011 and began work immediately.
Government ...spoke of fast-tracking initiatives related to education... 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.	Despite the debt relief and the evidence of PERI vehicles and other education initiatives, there has been little project interaction with education bodies at the national level. No lobbying was reported, and the education ministry is conspicuously under-represented from project activities at the national level. The prospects for the education system to fast-track in Togo are dismal. For the moment, it is inadequate and does not respond to the future needs of the population nor the country. Based on interviews with members of the CDN and with representatives from the education sector at national and regional levels, the FET found little real evidence that the project tried to build bridges with education services, beyond working through Action Programmes to provide educational services to beneficiaries.
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.	USDOL granted an extension, adding an additional nine months to the project life, which greatly enhanced the potential for success for the project. Activities were not necessarily “rushed,” as many of the Action Programmes had already been identified (if not formally selected) at the time of the MTE. Implementing agencies acted expediently, and unanimously averred that the time was too short, and longer time would have aided their efforts. Still, they met their targets, without obvious concessions to their original action proposals. The project took a critical step by entering into the United Nations sponsored Millennium Village Project located in the Dapaong region. It enabled CECLET to meet its targets, but equally importantly, ILO-IPEC’s interventions were notable in the project, if only because they represented tangible activities while the other UN efforts seemed to be floundering, and not coordinated. CECLET brought the message of ending child labour through education to the project. Its interventions were substantial in a short period of time.

³⁵ It is worth considering the point of view (received by the Evaluator from the ILO-IPEC’s Evaluation and Impact Assessment section) that « even though the project planned outcome was that the government adopt a CL national policy, in practical terms the national policy on child protection has largely...[taken into] account the CL issues. In addition the project ... focused its support to the Ministry of Labour on the adoption of a CL National Action Plan that address[es] education, vocation training and apprenticeships. »

“...8.3 Other Recommendations: The project should[:]...”	How addressed
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.	Misapprehensions about the CECLET project budget continue. Members of the CDN repeat the belief that the budget consisted of 65% administrative costs to ILO-IPEC, leaving “35%” for project activities.” ³⁶ The FET looked at the budget, modifications, where reallocations have occurred, and could not find this claim substantiated. At first glance, it is possible to understand how the misinterpretation took place, based on budget line item headings, particularly and quite obviously, the term “administration.” Nevertheless, it is especially troublesome that this continues to be contentious. Since it was mentioned in the MTE, it is a question why a specific meeting was not held, and why this and other equally disputed areas have never been discussed in a transparent meeting between project staff, ILO-IPEC representatives visiting Togo, and the CDN (or even members of the Ministry of Labour). It is regrettable that the CDN members feel and act victimized, and that the project has not resolved the issue. The project, USDOL, and ILO-IPEC may all contend that these issues have been resolved (or are not worth discussing) but as long as they are currency in the eyes of the CDN, the lives of children are compromised.
Ensure better communication and coordination... seek synergies, with other stakeholders in the field ... UNICEF and Plan Int’l.	ILO-IPEC works closely with CDR in all of the regions. It is in these locales where the synergy does take place, if possible. There is little evidence that Plan International is interested in synergy, but UNICEF has coordinated with the project through its work with the CDR and the MASSN.
Better inform the National Steering Committee of action programs’ progress and, where feasible, arrange for visits to project sites.	The lines of communication between the project and the CDN are marked by obvious and articulated animosity which interferes with success. There are excuses and accusations on all sides, but the bottom line is that the CDN continues to be ineffective. The project has transported some members to project sites (once), but it is the view of the FET that the project could have done more to integrate the CDN into the activities, beyond selecting Action Programmes. ³⁷
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.	On the whole, staff of implementing agencies work well with local communities. It is true that there are multiple structures, some with similar mandates. The “integration” of local committees seems to be an enduring exploration of how to operate in a broad field of competing or synergistic structures. It poses more problems for the outside observer than for the people who live in the communities and the leaders and volunteers who serve on the committees, as long as the committees are allowed to flourish as indigenous bodies, without outside imposed regulations. CECLET works closely with the government and other local structures, such as the state-created Village Development Committees (CDV) and PTAs. This offers the potential for durable structures long after all the other committees fade away.
Address the degrading school conditions in some targeted locations.	Five schools were built. Some communities worked at creating cleaner and safer school environments.
Promote exchange of experience between stakeholders involved in the project, for instance, implementing agencies and local committees.	This recommendation was not addressed and was deeply felt by the FET as well. It is a shame that there is so little interaction across close geographic zones. Local communities have a wealth of experience that could provide the project leadership and implementing agencies with <i>bona</i>

³⁶ This phrase was repeated by members of the CDN in individual interviews. A list of those interviewed is in Annex A.

³⁷ See, Part IX Recommendation #1. Provide institutional development to make National Structures against Child Labour and Trafficking more Operational.

“...8.3 Other Recommendations: The project should[:]...”	How addressed
	<i>fide</i> lessons learned and potential best practices. The local communities and the CDR in the regions also have the capability of mobilizing non-project localities through their abilities in raising awareness.
Ensure, as foreseen in the project documents, that families are assisted in developing [IGA] with support of the existing microfinance institutions.	As part of the Action Programmes IGAs were implemented. Some worked with FUCET, an existing microfinance institution.
Develop more precise and concrete initiatives to ensure sustainability of the project’s achievements and initiate planning on an exit strategy.	There was no evidence that a “proper exit Strategy” was designed above and beyond what had been in the Project document. However, innovative measures have been taken to enrich the various Action Programme communities as the project ends. (Providing trade equipment, and see C. below)

4.3 Millennium Village Development Findings

54. CECLET participated in the UN’s Millennium Village Development project (MVP) in the Savanne region. It was seen as a win-win proposition for the ILO-IPEC and the UN because the CECLET needed to get some momentum going. The MVP needed more interventions. Working in 56 villages through its implementing partner, Action Aid, CECLET accomplished many things, including these specific deliverables:

- Trained 28 literacy teachers (1 woman, 27 men)
- Established twenty seven literacy centres were created and equipped
- Enrolled 589 children, 15 years old and over (350 girls and 239 boys) into literacy courses, preparatory to becoming apprentices
- Trained 20 birth recording agents (2 women, 18 men). Four hundred sixty (460) children were immediately registered at birth. More than one thousand unregistered children had already been identified.
- Provided lamps to families of, 2,112 beneficiary children
- Trained 414 community members on child labour issues
- Established 33 children's clubs
- Stopped involvement of children in exploitative child labour:
- 693 girls and 506 boys (a total of 1199 children) were prevented
- 891 girls and 916 boys (a total of 1807 children) were withdrawn, reaching a total of 3006 children of 3620 which were identified.³⁸

55. The FET, through the observations of the sub-study consultant and interviews with stakeholders in Dapang and Lomé, assessed that many of the interventions in the MVP were not different from those in the other Action Programmes. The registrations of births, animal husbandry as an IGA, and provision of school supplies, for example, were basically the same inputs as found elsewhere. The FET welcomed the fact that some of the inputs were more innovative, offering a girl the option of photography instead of the traditional apprenticeship model of sewing and hairdressing; and

³⁸ Étude de Cas sur les Potentielles Bonnes Pratiques de l'Intégration du Travail des Enfants dans La Commune du Millénaire de Naki-Est (Region des Savanes-Togo), Final Draft, June 26, 2012.

introducing intensive poultry instead of unreliable pig raising or other animal husbandry. The bakery in Naki-Est, while offering innovative training, may not offer the economic opportunity hoped for, since the population itself does not eat the bread to be baked. There are civil servants from other regions of Togo who will purchase it.

56. The issue of better coordination among UN agencies, while not within the purview of CECLET, but a goal of the MVP, was less than impressive. More than one informant in the northern region described UN agencies as still wanting to “hang their flag” as opposed to working together, and suggested that there was some lack of open communication. In one instance, the CECLET implementing agency reported UNICEF came to a project school yard to build a latrine near the latrine that had already been constructed.
57. The multi-purpose centres are a very good idea in that they serve as a central meeting area and place to offer training. In other CECLET project sites, *dispositif* committees cited a training or social centre as a desired community project.³⁹
58. The sub-study consultant noted that since electrification had not reached the fifty-six villages in the target the area, some of the training affiliated with MVP programming will not be immediately appropriate.

³⁹ Community committees, called *dispositifs*, are dedicated to awareness raising, social assistance, monitoring and fighting child labour

5. Effectiveness

59. In evaluating the effectiveness of a project, two categories are considered as to how they lead to desired results and have the desired impact on addressing the problem of child labour. The two major components are: (1) project administration, including management, planning, human and financial resources; and (2) program implementation and service delivery. The strategic approach of working through Action Programmes implemented by partner agencies resulted in the project attaining the key objectives effectively. Project activities as planned and implemented contributed toward meeting the objectives.

5.1 Project Administration

5.1.1 Organizational Structure and Human Resources

60. The staffing pattern for the project is entirely logical and well designed.

Table 9: CECLET Organization Chart

CECLET CTA				
TECHNICAL STAFF			SUPPORT STAFF	
M&E Officer	Education Officer		Administrative assistant	Driver/Messenger
FIELD STAFF				
Field assistant (Kara & Centrale)		Field assistant (Maritime & Plateaux)		Field Assistant Commune du Millénaire

61. The End of Project (EOP) date originally was December 2011. Original staff began to seek positions elsewhere based on that EOP date. By the time the new CTA was appointed in March 2011, many of the original staff had started seeking jobs elsewhere. The new CTA launched a “second recruitment” to staff the project for the final phase, which by that time was benefitting from an extension until June 2012 granted to the project by USDOL.

5.1.2 Project Management

62. Country project management was sporadic, marked by problems at the beginning. Initial bad habits of establishing only moderate communication with national structures and minimal transparency were not resolved as attention was given to the efficient delivering of Action Programmes. Products, training and follow-up activities took precedence. The communication lines between the project office and the implementing partners were almost always open, although the relationships were different for different IAs. Some agencies were less satisfied with their relationship with the country project office, while others reported constant assistance and support. Although the project staff had changed, the CTA’s experience added immense administrative and knowledge value to the project. The CTA was reported to be accessible to implementing partners. The new technical staff was very competent. The office had a completely professional demeanour.
63. The Dakar ILO-IPEC office was responsive and supportive to the project, as was the Geneva HQ. High level staff at both offices brought valuable counsel to the project at critical times.

64. Deference for government hierarchical paths (which are diminishing in favour of streamlined measures in Togo) and/or the administrative procedures of the ILO sometimes slowed the momentum of the implementation and hindered timely responses to local needs.⁴⁰

5.1.3 Efficiency

65. Overall, the project worked efficiently, as did the executing agencies. There was little wastage seen. The offices are established in a modest, accessible location in downtown Lomé.
66. The reporting required by USDOL is appreciated by most implementing agencies, and the process by which the information is gathered seems organized. The reports are readable and contain useful information. The financial disbursement procedure which involves account reconciliation and requests for funds from ILO-IPEC Dakar is sensible and clear, but it posed problems for the quick access to funds. For example, one IA recounted how their timely request for funds to buy agricultural inputs including fertilizer was held up by Dakar so that they had to cancel the activity. There was evidence that the CTA had made several requests, but the bureaucracy of the international agency was unable to send the funds in time.

5.2 Outcomes and potential impact

67. The short-term implementing period of CECLET challenges the idea that any impact project can be noted. However, as has been noted in the Table 5, CECLET's direct service programmes had the effect of removing or preventing children from work, particularly WFCL, and getting them into educational activities. Through its support to school and auxiliary building construction and the provision of school furnishings, CECLET contributed to creating conducive environments for receiving formal education. It is certain that some, if not most, of the beneficiary children are hooked on learning, but some will not be able to continue. That is the misfortune of the combination of poverty and a struggling state such as Togo which cannot offer all that is needed to its young citizens. While CECLET provided a tentative response to Togo's educational, formative and economic needs, the increased capacity of the MOL to track the situation of children in (or out of) child labour is remarkable.



One of the five schools CECLET built

68. Also, the MASSN, through its Action Programme PA 4, benefitted from the CECLET relationship. The PA 4 offers a model which should be more explicitly reviewed as a replicable, demonstration activity to fight child labour through regional coordination and staff development. Finally, the project can claim to have made an impact through its support to Togo's ever-changing awakening

⁴⁰ One animator used the term "capricious or meticulous" to describe the administrative requirements. More than one among other informants concurred that they considered the reporting requirements to be "heavy" or bureaucratic.

political consciousness, as evidenced in discussions that the FET held in remote villages and Lomé's quarters where the project was implemented.⁴¹

5.2.1 Products / Deliverables

69. The FET was quickly confirmed the existence of project inputs and results such as:

- Functioning Community committees ("*Dispositifs communautaires*"), "*Comités directeurs régionaux*" (CDR), and local committees (project related and otherwise, including CDV, PTA and women's groups)
 - Direct and indirect Beneficiaries
 - Heightened mobilization of the target population
 - School support and supplies
 - School and Health Infrastructures
 - Human Resources related to the project
 - Material resources (including equipment, furnishings, computers, etc.)
70. Many project constituents, such as teachers, implementing agency animators, parent beneficiaries and community "*dispositif*" members debate the utility, effectiveness, and relevance of the scholastic kits that are provided to individual beneficiaries. Unfortunately, the debate comes *after* the distribution for most implementing agencies. Some regretted not economizing funds and purchasing books for schools rather than providing a child with a book that would last him or her for one semester.
71. More than once, evaluators followed enthusiastic discussions of local chiefs, committee members, parents and teachers about how school bags might be fabricated either by apprentices or local artisanal weavers or tailors. Preserving local artisans is enriching for the communities, and the discussions would end with a sense of hope. However, they took place in the evaluation meetings, apart from the context of project planning. The FET wonders, therefore:
1. Why hadn't the animators had the same conversations?
 2. Where is the attention to innovation, creativity and quality of the project implementers?
72. Discussions took place regarding the decisions of Implementing Agencies to import wooden desks and benches, iron doors and windows for schools, infirmaries and latrines from Lomé rather than tapping into local (village-level) or at best regional sources of workmanship (such as Kara or Sokodé). The decision to use Lomé-based firms was explained by the IAs as part of their internal institutional bidding and tender procurement requirements. There is evidence that this procedure was discussed, but unfortunately the practise was not revised.
73. After initial delays, the project got on track. The newly hired CTA should be recognized for the efforts that were made to implement Action Programmes quickly by seasoned and competent professionals. Activities quickly got underway, such as the distribution of school supplies, holding community meetings, and providing training where legal frameworks and DBMR were taught or reviewed. However, local community leaders and the seasoned development practitioners in the

⁴¹ PA 4: Capacity building for community entities by Director General (DG) of the Ministry of Social Action and Solidarity (MASSN)

communities and regional offices seem to be seeking deeper and more relevant analysis and solutions to their situations. The activities, while laudable, sometimes looked more like “quick fix” measures to fulfil project requirements. As a general rule, development practitioners must consider that projects run the risk of becoming formulaic and not really appropriate if there is not good communication and transparent planning with the actual project constituents.

5.2.2 Awareness Raising

74. The awareness raising is done with the best intentions but too often the methodologies are the same. As one person explained, “ the chief gongs, people come, someone talks to them, there might be a discussion or dialogue and everyone goes home.” Radio call-in was a popular and effective vehicle, but the television interviews lacked dynamism. An awareness raising event and its message might be more memorable if other methodologies were used such as:

- Local children or women performing sketches (this was done already in a few instances);
- Celebrity appearances by a footballer, singer or orchestra; or
- Directed discussions that use critical incident or case study methodology (This was done to some degree, also).

75. The FET welcomed the collaboration of PA 11 (Action Aid) and the Dapaong Art School in the Millennium Villages to train children’s clubs members on the theatres and entertainment techniques to raise awareness on the child labour issues. Further, the printed materials (below) and billboards erected by the Trade Union (PA 9) were deemed high quality, with professional artistry and clear messages.⁴²



Even if you are affected by HIV/AIDS, you will always remain our friend

5.3 Monitoring and Evaluation

76. The project had well-organized mechanisms and institutional frameworks for intense monitoring and follow-up, both for child beneficiaries and for the project implementation on the whole.

5.3.1 General Monitoring and Evaluation

77. The uneven administrative history of the project did not noticeably hinder the management from filing timely and informative technical progress reports. After the “second recruitment,” the reports had even more interesting visual tables due to the enthusiasm and proficiency of the M&E technician.

⁴² PA 9: Confédération Nationale des Travailleurs du Togo (CNTT) / National sensitisation campaign for children’s rights: (1) schooling, (mainly girls); (2) non-discrimination against HIV/AIDS victims in five regions

78. Togo is not a highly developed country as far as electronic reporting goes. The population is still fuming over a lost opportunity to get fibre optic technology, which is now in the works. However, the reporting comes in fairly routinely from NGOs and is put into the TPRs. The staff reports only minimal problems in getting precise reports from the IAs on time.

5.3.2 ILO-IPEC's Direct Beneficiary Monitoring and Reporting (DBMR)

79. In respect to child labour monitoring, the various child labour steering committees (national CDNLTE, regional CDRs, and prefectural) and the grassroots community structures all have played a role. National and international IPEC / ILO staff provided training to them, to facilitators and coordinators hired by the implementing agencies, and to technical service agents of the state at both central and decentralized levels.



General Direction/Labour Inspector demonstrates CLM

80. The project made major headway in building an electronic database, the child labour monitoring system (CLM).⁴³

Despite the apparent and near-total ownership of a child labour monitoring system that seems to have taken place, the Labour Inspectorate and other involved stakeholders all call the system “CLM” or “CLMS,” not “Système de Suivi du Travail des Enfants” or SSTE as it is called in other francophone countries. They also refer to the English acronym DBMR in identify their tool for tracking beneficiaries. The acronym gives the system a functional and technical term that is automatically recognizable.

81. The project uses the Direct Beneficiary Monitoring Reporting (DBMR) system which is designed to provide accurate and verifiable data on the children and adults benefiting from CECLET services. It is somewhat cumbersome and filled with questions that may be easily mis-answered. As the FET reviewed these records at project sites, it was easy to see mistakes. As an example, a question might be, Does the child [do something, such as work after school]? If yes, go to the next question. If no, go to question no. “X.” But the surveyor (a volunteer) would go to the next question regardless. Implementing agency staff certifies DBMR information, and is scrupulous in their desire to provide correct data on their beneficiaries, so they usually confirm the information before submitting TPRs. The Labour and Social Action ministry staff and CDR members are not nonplussed by what they consider minor errors, since, overall, the DBMR as it feeds into the CLM is at least putting information into the system. There will be mistakes, they reason, but they will not skew the data tremendously. As they become more accustomed to the process, all will become more proficient – the surveyors and the inspectors who are also expected to enter data.
82. The enthusiasm of the major actors connected to the CLM was unexpected. Following training and installation of the computers with Monitoring programs, it seems that labour inspectors feel empowered to be able to do their work. On the one hand, it is good that the inspectors enter the data as they see the data immediately. However, with 20 cm high stacks of DBMR forms it is hoped that the Ministry of Labour will be able to provide employment to data entry clerks in the future. However, the work of labour inspectors needs to extend beyond their desks and into the field. It is also hoped that in the future the DBMR and CLM instruments will become lightweight standalone mechanisms.

⁴³ PA 10: Direction Générale du Travail et des Lois Sociales / Implement a system of observation, monitoring, follow up and control of CL.

6. Sustainability

83. The FET assessed whether the project took adequate steps to ensure that approaches and benefits will continue after completion of the project, including sources of funding and partnership. Due to the project delays, many direct service activities lasted no longer than one year, and in the case of some IAs, only eight months. The project staff was keenly aware of this, and has moved to help ensure the successes of the project in some way. Stakeholders at the regional and national level are concerned about the sustainability of the project, and of their ability to keep the fight against child labour going without the presence of the project.
84. In order for CECLET to reach its objectives, and in the interest of strengthening the capacity of civil society, NGOs were key actors in the project. As the project winds down, some of the implementing NGOs have begun to withdraw from their sites. The FET visited villages where the involvement of Terre des Hommes, Action Aid and WAO-Afrique, for example, is becoming a benign memory. Committees remain, and children involved in apprenticeships continue in their three-year, pre-paid training. Awareness about child labour and its hazards and detriment to education; and about problems associated with trafficking, particularly in border and plantation areas are high, but most solutions remain unreachable. Neither the project design nor exit strategy addressed the effect of this short-term intervention.
85. The project's support for, among other things, the development of the list of Hazardous Occupations for children and a National Action Plan; the training and establishment of a child labour monitoring system; and the CDN are steps against child labour which reside within the government framework. The extent to which these steps are sustainable depend on the government.
86. As a government entity, the PA 4, run by the Regional Direction of Social Action (DRAS), incorporates elements for ensuring some durability of the project's success. *Action Social* will continue to function after the project has ceased. Staff seconded to the project will be reinserted into their roles as social workers or animators. Structures are in place. Beyond the important addition of new and refurbished school and other buildings that have been built, particularly in the context of other action programmes, the local community committees called "*dispositifs communautaires*," may endure. The villages where the NGOs provided inputs that neither they nor DRAS could have provided without the assistance of ILO-IPEC will be looked after by DRAS (if funded by the government) in the future.
87. All of the action programmes contributed to building some sustainable structures. CECLET workshops, the implementation of the CLM, and project staff field site visits helped to revitalize CDRs, and to some extent the CDN. Efforts to address societal concerns that have been normally sectoralized in the past such as education, child health, delinquency, parental negligence are now more centralized, especially through the regional CDR. There has been increased communication among project components that work together.
88. Stakeholders raise concerns about the sustainability of certain of the project inputs. The following issues were raised more than once during the Final Evaluation. These are issues that should be of concern to ILO-IPEC in its fight against child labour, and making the world a better place for all workers. Programming for future projects should consider these issues, coming as they do from the affected populations.
 - a. Even among those villages which benefitted from the project, some are more fragile than others, closer to borders, or impoverished more than others, so many children are still at risk.

- b. Awareness-raising has been unquestionably effective in changing attitudes at project sites, but the promotion of the list of hazardous work poses some problems. More than simple explanations are required.
 - c. Lack of teachers, shortage of teaching spaces, continued maintenance of education services are all problems that Togo's population faces in the long term. These are related to continued financial input and policy by the government.
89. The project was often framed in terms as “model interventions” and “demonstrative actions.” However, in the shortness of time, it is difficult to see how these models can be replicated if they have not been well-documented and are discontinuing. The visit of the ILO-IPEC Director for Resources included making a documentary film. It is reasonable to expect that the video will contribute to the documentation of the project. The project plan's exit strategy lacked opportunities for closure, but the three meetings of stakeholders did provide a forum for discussion, even if that was not the purpose of those meetings. The questions remain for ILO-IPEC and USDOL, as well as the government of Togo: How can the momentum keep going? How will we take care of the activities? How do we keep the awareness germane, meaningful and dynamic?

6.1 Exit Strategy

90. While an exit strategy was explicitly cited in the project document, it consists mostly as a reminder that the project will end. It does not serve as a clear road map to exiting the country with the interest of sustainable institutions left behind⁴⁴. The project is responsible for many wonderful changes in the lives of more than 12,000 children and their families; that cannot be disputed. The new project leadership has, through a lot of hard work, successfully met the targets as far as children withdrawn and preventing, as well as the achievement of many other outputs. The project equipped schools and infirmaries in no small measure. Another closing activity that will have a very positive impact will be the provision of equipment to graduating apprentices, scheduled to take place after the Final Evaluation field site visits.

⁴⁴ ILO-IPEC Project Document, p. 40.

7. Conclusions

91. The CECLET project has generally fulfilled its mission. The quantitative targets were largely met, and even often exceeded. The period of implementation of all project activities proved too short, given the delay of project start-up. This most likely explains the fragility of the outputs, especially in terms of quality.
92. The project end date is on the horizon. Original staff has moved on, and the second recruitment is looking for jobs elsewhere. The evaluation team noted with satisfaction that the project has generally done its job, especially on the quantitative scale. Although the project did not start its activities according to the original schedule, the results achieved and the products delivered were consistent with the management/operation plan.
93. The FE team is optimistic that the material outputs and the dynamics of advocacy, mobilization and interest which the project engendered among the target population(s) will lead to short or medium term positive effects in the fight against child labour. Continued accompaniment by interested parties, such regional labour inspectors, educators, and ministries is essential to maintain the initial results started by the project. Specific actions -- particularly the identification of children at work, awareness raising, strengthening the government technical services and some of the specific innovations of the various Action Programmes -- may be consolidated to extend good practices.
94. Therefore, a follow-up program is obviously needed. It should be based on a program approach taking into account education reforms and policies. Despite all efforts, child labour is observable throughout the country. Thus, the fight against exploitative child labour is and remains a national concern and should be fully integrated into the PRSP and the politics of child protection.
95. The FET is concerned that while there are very good ideas behind the project activities, they are not addressed with the depth that would lead to the desired outcomes. To achieve the goal of eliminating child labour, there must be strong foundations established in communities. With the ILO-IPEC's help, CECLET started a momentum in building awareness and providing many good opportunities to prevent child labour. Projects are by definition time-bound activities with achievable outcomes. That the ILO-IPEC's strategy (and ability) extends beyond projects to the role of long term accompaniment through its tripartite structure offers hope that the project will have some effect.

8. Recommendations

8.1 Overview

96. ILO-IPEC programmes consist of all of the integral components needed to fight against child labour. The primary recommendation is that ILO-IPEC and USDOL not abandon Togo at a time when there is a confluence of relevance and potential reform. The following recommendations are intended to draw attention to the need to extend the project for at least one more year, to consolidate the impact of its integrated components. There have been important interventions in the past. With each project, local committees have been trained and organized, children have been withdrawn from WFCL, and there is momentum to keep going. The Final Evaluation team suggests that the project continue the following good practices while assuring that the quality of the inputs is optimum:
- a. Intervention models: multi-sectoral, multi-thematic and multi-agency technical services of the state involved in implementing the project.
 - b. Methodical monitoring with appropriate tools which have been tested in the project.
 - c. Inter-community exchanges to refine the models identified.
97. As the project draws to a close, the government structures are perhaps too fragile, and the NGOs too autonomous and dependent on external funding, to continue CECLET's accomplishments.⁴⁵ The project achievements could be consolidated and coordinated to correct weaknesses and create a favourable environment for durability and sustainability.

8.2 CECLET 2012 Recommendations

98. The CECLET project ends June 30, 2012, so the following recommendations may be applied to other child protection and child labour programmes in Togo or elsewhere as administered by ILO-IPEC.

8.2.1 *Specifically for Togo and the ILO-IPEC*

- R1** Provide institutional development to make National Structures against Child Labour and Trafficking more Operational
99. The ILO-IPEC, as an agency of the UN and international adviser to the government of Togo has a role to play to advocate for a policy structure which may be more effective. In other countries where ILO-IPEC and USDOL projects have been implemented, policy structures are in place which may be used as examples for Togo as it undergoes administrative reforms. Currently the CDN and CNARSEVT are situated at policy levels that make them very ineffective. The Child labour focal point is titular and not able to accomplish much. As a signatory of C 138 and C 182, Togo must promote ways to make policies to protect children from their involvement in the WFCL. It is appropriate for the ILO-IPEC to advocate for models such as a separate secretariat, interministerial commissions, or some other structure where this can be done expediently and pragmatically. A study for the project, "Consultation for the analysis of the institutional framework in the fight against Child Labour" provided useful insight on the possibilities for the CDN and other structures

⁴⁵ Not all of the NGOs share the same strategies and approaches to ending child labour as those of ILO-IPEC. Without funding they may choose to focus their activities in different ways. Some are child protection organizations, such as JATO, BICE. Terre des Hommes with their own agendas.

to become more effective. The national child labour policy structures need to (1) be a site for dialogue and analysis; and (2) focus less on feeling and acting like a victim in the donor/development process, and stay focussed on the children as needy. One can imagine formal planning or informal brainstorming sessions where the CDN identifies ways to build this larger critical mass through awareness raising or provision of direct services; analysis of CLM reports, or deeper articulation of national policy. Institutional development in the form of organizational and strategic development training and institutional equipment would go a long way to building an effective and functional national structure.

100. The decentralized Regional Commissions (CDR) should not be ignored or marginalized. Great work has already been done and continues to be done at the Regional levels, with few resources. The Regional Commissions are effective because they are coordinated, motivated, and in touch with the reality of child labour, trafficking, schools and health needs and services, markets and family impoverishment. Any national structure must not take away from the empowered situation of the CDRs; rather, it should see itself as a support structure to them.

8.2.2 *General Programmatic Recommendations applicable to Togo and to Child Labour Projects in general*

R2 Materials which are distributed to beneficiaries should be local products as much as possible

- (1) School bags do not need to be imported back packs. At the Moudoukou Elementary School, pictured below, every child was a beneficiary. They were given back packs as part of the “educational support package.” A close look shows that only some of the children have back packs, while some are using carrying sack or an old purse. According to parents interviewed, the other backpacks were (a) being used by a parent; (b) torn and/or destroyed by wear; or (c) being kept for travel. In other places, the backpacks varied in quality, but all were imported.



In Nanjak, the chief and other villagers used to manufacture woven bags and hats. His artisanal product might have been more serviceable than a plastic, imported backpack.

- (2) If uniforms are to be purchased, they should be manufactured locally. Although men and women’s *complets* (traditional two-piece suits) are usually of extremely high quality in Togo, it is perplexing to see the shabbiness of school uniform manufacture. Tailors make a school uniform very quickly. Hems are ragged quality, and seams are small and easily unravelled, although the fabric is fairly durable.

The project placed hundreds of mostly girls into seamstress apprenticeships. In Havé, the sewing teachers averred that they usually do not have enough work to make their profession worthwhile. It is seasonal, and they were thinking of relocating when they got the chance through the project to teach girls to sew. These girls are learning to do a trade with few prospects. However, they could be organized into a sewing cooperative to make high quality school uniforms.⁴⁶

- (3) School construction was very well done, but the metal work was criticized. Most of the specialized workers and most of the materials had come from Lomé, although villagers did participate in some of the unskilled labour. The Action Programme animators in two villages showed the poor quality of the metal work used to make doors and locks on the latrines. Locks did not actually work. Villagers also said that they were capable of building the tables and benches. Wood was used which might have originally been cut and milled nearby before being shipped to Lomé.

A lot of activity was put together in an expedient way due to the project delays. It was somehow more efficient to bring in materials from afar, particularly for NGOs that had to follow strict procurement policies. However, if a project is also to be considered a “demonstration,” or a “model intervention,” and sustainable, the project must demonstrate quality and innovation, such as using locally made products and labour.

R3 Bring support to the schools and not to individuals – except where extremely vulnerable children are identified.

- 101. Implementing agencies (including the MASSN), labour inspectors, local leaders and educators can make this determination. The DBMR requirements, when followed by community leaders, resulted in entire communities considered beneficiaries. As the word spread, parents from nearby communities (even those with schools) sent their children to a CECLET school the next year, expecting support. The FET learned this when the consultants interviewed “non-beneficiaries,” the only children in the school who had not received school supplies.

- 102. Also, educators were mostly of the opinion that school books used for only one year by a child would be better utilized if they were part of a school library, used and passed on year by year. Some books are to be written in and cannot be reused. Schools could benefit from duplicating machines so that those sections could be copied.

R4 Tighten Educational programmes by addressing teaching quality, learning offerings, and the educational environment

- 103. The ILO-IPEC cannot demand that the MOE improve the quality of education, but it can encourage the well stated aspirations of the government of Togo’s Education policies. Straightforward education projects that offer no less than three years of continuous support to schools, teachers, and child beneficiaries are more consistent with the ILO-IPEC strategic approach. CECLET may have begun with this intention, but the unfortunate delays and lack of leadership in the early stages caused a shift in focus. The construction of schools, latrines and infirmaries by CECLET implementing agencies was great benefit to the delivery of education, whilst creating a welcoming learning environment. Delivering products and meeting targets took priority, but the project’s advocacy or other supportive role with the education ministry (except at the school and regional CDR level) seemed to slide off the rails.

⁴⁶ Uniforms were manufactured in the local region for PA 11.

104. A project intending to enhance educational quality and even ensure student retention cannot be expected to produce effects in less than 2-3 years. In order to see the desired results of children enrolling in school, remaining in school and ultimately being completely and effectively withdrawn from child labour requires at the very least four years of full project implementation. CECLET was designed to last four years but the start-up delays meant that in reality, the main project activities were implemented over a period of one year on average.

R5 Implement practical, market-driven Livelihood support activities

105. Families can boost their household economy through a number of income generating activities. If it is linked to a CECLET-type program, the families need financial accompaniment by the animators so that income is accounted for, and money is indeed used to help keep children in school and out of work. In Togo, the animators and other staff members in implementing agencies seemed first and foremost committed, resourceful and intelligent. However, the capability to accompany may not be present either due to lack of resources or due to inadequate training of the IA staffer. Staffers cannot be all things to all people. The ILO-IPEC could have someone on staff, or create an action programme or service contract with experts in IGA, livelihood programming or micro finance to support the Implementing Agencies. Micro-finance programs with repayable loans should be considered but must be accompanied by expert technical support.
106. All activities must fulfil certain conditions: in addition to being technically feasible, they must also be economically and financially profitable. The areas of increasing family income are limitless with the proper inputs of technical support and creativity: agriculture, food processing, poultry, fish, donkey or horse carts, unsaturated but needed trades, and artisanal handicrafts rejuvenation to name a few.

R6 Create explicit Awareness Raising Actions to establish a critical mass

107. ILO-IPEC Awareness raising campaigns could be adapted to the interests of the population. The routine methodology of open air meetings with speakers, or the TV/Radio interviews and call-in shows work because the population is accustomed to them. However, it may be time to inject more creativity to capture the interest of the public. The mobile phone companies have easily captured the interest and market even among peasants and cattle herders. Those fighting against child labour must harness the same sort of strategies used by these companies to market the fight against CL. The campaigns against HIV/AIDS and tuberculosis struggle with the same issues, and may have succeeded in some way, but they also seem to miss the mark.
108. In a coherent communication strategy, some tried techniques should be joined by innovations (some of which were used very well in different Action Programmes of CECLET) such as home visits, carnival and theatre, and folklore events.
109. If the mainstream media (radio, television, newspapers) are not fully accessible to the entire population, it is still worthwhile to use this medium. Community radio is becoming more and more important in rural areas. Newspapers in national language serve as a catalyst to use project-provided literacy.
110. The project document (PRODOC) /Logical Framework designated Knowledge, Attitudes And Practice (KAP) as a methodology of verifying the effect of awareness raising campaigns, but its use was not observed by the FET.⁴⁷ Such methods have been shown to change behaviour, but are not easily done. KAP usually entails a self-study done by a targeted body, for example a village or

⁴⁷ PRODOC, Logical Framework, Obj 3

school, activities that target the outcome of the self-study, and a follow-up to assess the change. The entire process can be extremely enriching for a community. A Knowledge, Attitudes and Practice (KAP) exercise at the beginning of a project can help identify the most contextually appropriate, strong single-message that will thwart child labour.

R7 Offer Career Orientation Mechanisms

111. Mechanisms of Orientation for children need to be in place so that children are not offered a career decision array that (1) surpasses their ability to decide their career path; and (2) is aligned with sensible marketing strategies and government policy (assuming the government can also extend and promulgate its research-based education and apprenticeship policies). The Ministry of Labour has the results of a cartographic study to identify potential employment niches so that apprenticeships do not, in the words of the Direction General du Travail “train people to be unemployed.”

9. Lessons Learned and Good Practices

112. There are so many lessons to be gleaned from the implementation of CECLET that an analysis should be conducted in the country and by ILO-IPEC. Unfortunately, the project posed challenges that still must be pursued. One lesson that the FET would have liked to pursue is, how best is a project implemented at an accelerated pace? The project managed to reach its targets, and did not appear to have done so at a frantic pace. Community development processes were followed. However, the FET was concerned that the depth of the processes might not be durable, and the quality, especially in the area of education and income generation was compromised. Addressing quality factors such as school governance, improving teaching methodology and ancillary services, such as extension services micro-credit and agriculture, deepens the process to maintain children in school and out of WFCL.
113. Secondly, there is evidence that the project delays were related to misunderstanding among key stakeholders. Could the project have moved more quickly to respond to the problems? When should ILO-IPEC have moved on the diminishing windows of opportunity if it is seen not to have worked in the first place?

9.1 Major lessons

9.1.1 *Motivating People*

114. It is often said that it is the people themselves who must take charge of their own process of cultural, economic and social transformation. The evaluation team during the field visits was to realize that this motivation is real, particularly at the level of the community. Several communities, even those with close proximity to Lomé or Sokodé, voiced a sense of isolation. “We were living in obscurity,” said one village informant, “but there is no turning back now. We must move forward.” Motivation is maintained sustainably if the project beneficiaries realize by themselves direct or indirect impact of actions taken: effective withdrawal of children from the worst forms of child labour; school integration or learning, improving yields in terms of income generation activities. These improvements must be recorded at the village level itself. Otherwise we run the risk of witnessing the emergence of a phenomenon of disinterest and even disappointment that may lead to attitudes of passivity and hence of indifference. If this attitude is established, it may interfere with the pursuit of any program.

9.1.2 *Exchange Sessions*

115. As mentioned above, the local people need to, and wish to, command their own development. They have much to share. Experiences exchange sessions took place between the members of the local child labour committees (141 members of which 35 women and 106 men) and the groups of the families benefiting from IGA (40 members: 29 women and 11 men) in Vogan, Afangna and Avoutokpa areas by PA 2 (BICE).⁴⁸ According to the report filed by BICE, the following issues were discussed:
- The experiences obtained by the local child labour committees on the identification and monitoring of beneficiaries, the difficulties encountered and the actions taken;

⁴⁸ PA 2: Bice – Togo / Support for prevention of child porter work, withdrawal and rehabilitation of 625 child porters working in Lomé markets

- How to establish effective collaboration between local committees and the monitoring with the school and the families;
 - The roles and responsibilities of the local child labour committees within local economic development;
 - How to ensure the sustainability of the income generating activities initiated by the beneficiaries families; and
 - Resources mobilization for local economic development.
116. Sharing of experiences and techniques between communities empowers them. Nearby communities are more likely to keep meeting without incentives.

9.1.3 *Unintended Effects*

117. The project did not adequately anticipate that the beneficial activities could be the basis of other problems. Specifically, the explosion in the demand for educational services is out of proportion to the national capacity to accept all students. Despite the results of the ENTE and the demographic projections of the Ministry of Education which explicitly state a “scholarisation rate” of nearly 100%, the schools are not ready for pupils. The FET visited overcrowded classrooms (more than 50-90 students per class) with insufficient furnishings, and overburdened teachers without decent wages or skills training. This issue deserves further reflection as it may cause discouragement or school drop outs.

9.2 **Good Practices**

118. The implementing Agencies of CECLET all brought skills and methods to the project which enhanced the overall strategy. Several of the IAs promoted these services:
1. Registration of births which results in the possibility that children may stay in school since they are eligible to take examinations and pass to higher grades.
 2. Using trained volunteer agents builds community solidarity and awareness about child labour.
 3. Education opportunities (night school, refresher literacy, clubs) for children in both primary and upper school address the different situations that cause children to work
 4. Summer school helps keep children in the village rather than traveling elsewhere to work and continues their sense of well-being in the learning environment
 5. “Certification” in the implementation of the DBMR tools by trained participants ensures that the beneficiary children are in the Ministry of Labour’s national CLM system
 6. Training and involvement of city quarter development committees in Lomé (CDQ) in withdrawal and prevention of girl CSEC victims awakened the population to the dangers of the phenomenon
 7. Training of police officers, gendarmes and agents of tourism and hospitality industries had the effect of behaviour and attitudinal change towards child victims and perpetrators of child exploitation
 8. Children (boys and girls), once sensitized, improved their behaviour and attitudes, and can serve as peer educators. (Naki-Est and Lomé)

9. Studies of the phenomena as it related to their constituencies, e.g. Evaluation of “dispositifs”, analysis of CSEC, increased understanding of the phenomenon
119. The Action Programme (PA 4) delivered the best elements of the project strategy to the population without complications, complaints or corruption (of either principles or resources). Working through the Director General (DG) of the Ministry of Social Action and Solidarity (MASSN) in the Central Region, PA 4 reached three other regions. Some staff was seconded to the project. Activities of relevant ministries were coordinated by the DG. Training of key actors took place in a timely fashion. Children were identified according to the expected standards. Stakeholders interviewed by the evaluation team were aware of their roles and responsibilities, and liked the comprehensive program since it was delivering results. A lot depended on the leadership from the DG. It took foresight from his own minister to sign off on the PA as readily as she did without being distracted by the possibilities a project from an international donor raises. The DG began work immediately as he had already established contacts in the child protection arena and in the geographic region. Government efforts to decentralize activities, CECLET’s ability to adapt to a new model of working through the government and through this particular ministry, and willingness and commitment of the individual personalities led to success.

9.2.1 Good Practices from the Sub-Study on Millennium Village Project (PA 11)

120. The sub-study examined the villages of Naki-Est to identify activities which would be considered good practices. As documented by the study, these practices are (1) worth noting as having added value to the activities in the MVP; and (2) have the potential of being adapted by child labour projects elsewhere. Many, though not all, of the practices are also found in other CECLET action programmes as well. As quoted from the draft sub-study:

a. Innovative Good Practice

These practices are imaginative, creative, more or less original and sometimes inexperienced. They are efficient and useful, although they are little known or practiced in other areas of the municipality. They are coded BPP1 to BPP3.

BPP1: Use traditional mechanisms (councils of elders, neighbourhood families, traditional chief courts) to raise parental awareness and deterrence.

BPP2: Establish Peer Tutoring and mentoring of victims by pupils and students.

BPP3: Employ adult cattle herders (Fulani, peasants) to monitor cattle in pastures so that children can attend school and be withdrawn from the dangers of herding.

b. Good Practice Demonstrated

These are successful practices with demonstrable results in those areas where they have been applied. They are coded BPP4 to BPP14.

BPP4: Raised Awareness of the people and community organizations about the dangers of exploitative child labour.

BPP5: Strengthened economic and financial capacity of parents.

BPP6: Prevention, withdrawal, enrolment and placement of children in educational activities is effective.

- BPP7:** Civil status (birth certificate) registration for children and parents, using project trained registration agents.
- BPP8:** Training of local community committees to fight against exploitative child labour.
- BPP9:** Distribution of school and literacy kits to children.
- BPP10:** Establishment of school canteens and playgrounds at school.
- BPP11:** Establishment of interagency mechanisms to fight exploitative child labour.
- BPP12:** Provision of health care to children.
- BPP13:** Support study groups for pupils.
- BPP14:** Community participation in the construction of school buildings.

Annex A: Documents Reviewed

Project Documents

- Project Document: Togo PRODOC, Draft 5 25 July 2008
- Logical Framework (TPRs, Terms of Reference Final Evaluation)
- Togo IPEC Budget 5 25 July 2008 (and Versions 20, 22, 23, 24, 25, 26)
- All Action Programme Summary Outlines and Budgets for PAs 2- 11:
 - PA 1 Termes de Référence de l'enquête de base sur les Pires Formes de Travail des Enfants au Togo (DGSCN).
 - PA 2 Bice – Togo
 - PA 3 Fondation Terre des Hommes
 - PA 4 DRAS
 - PA 5 WAO-Afrique
 - PA 6 Aide et Action
 - PA 7 La Providence/ JATO
 - PA 8 RELUTET
 - PA 9 Syndicat
 - PA 10 CLM
 - PA 11 Millennium Village

The following Technical Progress and Status Reports (TPR)

- Year followed by month
- 2012_01
- 2012_04
- 2011_10 rev 1201
- 2011_04
- 2010_09
- 2010_03
- 2009_03
- 2009_06
- 2009_09
- 2008_03
- 2008_09

Comprehensive reports and Research Conducted by Project and Implementing Agencies

- Consultation for the analysis of the institutional framework in the fight against Child Labor
- Report by Consultant Ebezou KOUGNON Lomé, Avril 2007
- Consultation pour l'analyse du cadre institutionnel en matière de lutte contre le Travail des enfants, Rapport_de_consul_analyse_Instit_cel.pdf
- CECLET Mid-Term Evaluation (English and French)
- National Survey of Child Labour in Togo 20100, Final Report
- Enquête nationale sur le Travail des Enfants au Togo Rapport Final 2010 (DGSCN)
- Association la Providence et ONG JATO : Research funded by the project

- Diagnostic Analysis of the Situation of Commercial Sexual Exploitation of Children in the Municipality of Lomé (Analyse Diagnostique de la Situation Générale de L'exploitation Sexuelle Commerciale des Enfants dans la Commune De Lomé)
- WAO-Afrique : «Protection Et Scolarisation De 200 Filles Retirées du Travail Domestique dans La Ville de Lomé Et Mise en Place de dispositifs de Prévention en Faveur de 300 Filles a Risque dans Les Préfectures de Sotouboua-Blitta Et d'Agou»
- Evaluation des Dispositifs Communautaires de Lutte Contre le Travail Domestique des Enfants Dans La Préfecture d'Agou - Période de l'évaluation : 12-25 janvier 2012
- WAO Formulaire de Présentation Rapport
- List of Parent Beneficiaries, PA 7
- La Providence Final Report (Rapport Finale)
- Report on Millenium Village : « Communes du Millénaire au Togo » produced by CdM, Number 2 July 2011
- Presentation of The Network for the Fight against Child Trafficking in Togo
- Le Réseau de Lutte contre la Traite des Enfants au Togo (RELUTET)

Government of Togo Documents

- Arrête No. 4 (Creation of the CDNLTE)
- Arrête No. 1464 (Hazardous Occupations for Children)
- Ministère du Travail, de L'Emploi et de la Sécurité Sociale
- Plan d'Action National de Lutte Contre les Pires Formes de Travail des Enfants au Togo
- 2012-2015 Draft 2, Lomé, Avril 2012
- Draft of National Action Plan of Togo / PAN-TOGO_DRAFT_du_08-06-2012.doc
- AXE_STRATEGIQUE_AMELIORATION_CONNAISSANCE.doc
- AXE_STRATEGIQUE_APPLICATION_LEGISLATION.doc
- AXE_STRATEGIQUE_EDUCATION.docx, AXE_STRATEGIQUE_INTEGRATION.doc
- AXE_STRATEGIQUE_INTERVENTION_DIRECTE.doc
- AXE_STRATEGIQUE_MOBILISATION_SOCIALE.doc
- List of Members of Commissions and Committees in Savanne Territory (Ministry of Cooperation, Development and Territory Planning, Direction of Regional Planning)
- Power Point: Structure of the CDN/ STRUCTURE_DU_CDN.ppt

CLM Materials

- Fiche de Profil de l'enfant, DBMR
- Computer program

Other Contextual Reports

- Forum des Organisations de Défense des Droits de L'enfant Au Togo (FODDET)
- Rapport Alternatif Au Rapport Initial du Gouvernement Togolais au Comité des Droits de L'enfant Sur Le Protocole Facultatif a la Convention Relative aux Droits de L'enfant, Concernant la Vente d'Enfants, la Prostitution des Enfants et la Pornographie Mettant En Scène des Enfants.
- Atelier de Vulgarisation et Planification de la mise en oeuvre des observations finales sur la CDE, l'OPSC, et la CADBE (Charte Africaine des Droits et du Bien-être des Enfants Comité Africaine, Organisations Sociales de Défense des Droits de l'Enfant)
- Outreach and Planning Workshop of the implementation of final comments on the Committee of Experts on African Charter on the Rights and Welfare of the Child

Annex B: Field Site Itinerary

	Sun	Mon	Tue	Wed	Thu	Fri	Sat
May 2012	13	14 Telephone briefing with EIA/DED, IPEC HQ and ILO regional	15 Desk Review of project related documents	16 Contact with the case study evaluator	17 Phone call USDOL & Project director Telephone briefing with IPEC HQ	18 TRAVEL	19 TRAVEL
	20 TRAVEL Arrive	21 Meet National Consultant, ILO-IPEC team Review Itinerary Interviews with 2 project staff; ILO-IPEC Geneva Staff	22 Travel to Sokode PA4 Actions Sociales Dir. General Travail	23 Moudoukou PA6 and Koussountou PA4	24 Djarkpanga PA8 Travel to Kara	25 Kara CDR Observations and interviews Market and Don Bosco, Tchitchao and Pya	26 Tapoun PA6 Travel to Dapang
	27 Nadjak PA	28 Séance de Travail (FET), Séance de Travail with Sub-Study Consultant	29 Actions Sociales, DG Travail, Dapang Plan, Commune de Millénaire PA6	30 Séance de Travail, préparation pour restitution	31 Workshop in Kara Travel to Atakpamé	1 Anié PA CDR Atakpame	2 Agou PA 5, A'kope et Aklolo...
June 2012	3 Have (PA3) Sigbehoe(PA2)	4 11h: PA 10 BIT Organisation 15h: PA 9 Syndicaliste 16h: PA 7 Providence	5 Meetings with the NSC partners	6 Meetings with the NSC partners Preparations for Tsévié Meeting EIA/DED	7 Stakeholders Workshop in Tsévié US Embassy Preparation for Workshop	8 Stakeholders Workshop in Lomé séance de travail Sub-Study Consultant	9
	10 Work on report	11 Meeting with Anthropologist	12 National Consultant	13 Work on Report	14 Follow up	15 Work on report	16 TRAVEL
	July				26 Final Report		

Annex C: Informants and Stakeholders/People Contacted and Interviewed

Names of Committee members and Focus Group participants are recorded and on file with FET
Consultations with stakeholders, committees, girls and boys, parents and other beneficiaries

1. CECLET Staff (ILO-IPEC)

Essodina Mibafèi Abalo, Conseiller Technique Principal (CTP)

Richard Bassalbia, Education Specialist

Amegbe K. Richard, Monitoring and Education Specialist

Dogbe Tsotso, Administrative Assistant

Mazigue E. Guy, Driver

Field Staff

Sinnake Eosso-Yomewe, Maritime and Plateaux

Eric Magamana Malabaessowé (Centrale)

Banwodougo D. Karim, Dapang (Savannes)

2. Government of Togo

Ministry of Labour Employment and Social Security

Faustin Ekoué Amoussou-Kouetete.

Directeur Général du Travail et des Lois Sociales.

CDN

Ali Tiloh Bassasso Essossinam, Ministère de l'Action Sociale

(Vice President titulaire, CDN)

Essey Kossi Gamaro (Education),

Koublanou Félicité (Civil Society)

CNARSEVT

Marcelline Galley-Agbessi Koda, Commission National d'Accueil et de Réinsertion Sociale et de Réinsertion sociale des Enfants victimes de traite au Togo

EDUCATION

Essey Kossi Gamaro

Direction Human Resources DRH MEPSA : Ministère des Enseignements Primaire et Secondaire et de l'Alphabétisation

AGRICULTURE

ICAT Agents

Kpongouyou Essohana, Conseill

Djobo Soizama, Chef d'Agence, ICAT

3. Regional Child Labour Steering Committees (CDR)

The list below refers to members interviewed in Focus groups or individually.
Most other members were met at Stakeholders briefings.

Région des Plateaux - 11 Committee Members

Région Kara – 12 Committee Members

Région Centrale - 2 Committee Members

Région Savannes - 2 Committee Members

Région Maritime

Commune de Lomé

4. Action Programme Implementing Agency Staff and Contacts

PA 2 Aziaka T. Franck, Bureau International Catholique pour l'Enfance (BICE)

PA 3 Emmanuel Salih, Terre des Hommes

Djessou Kome Mensah, Animator

PA 4 Batchabani Kossi B., Directeur Action Sociale et Solidarité Nationale, Région Centrale

PA 5 Mally Kwadjo Essedieba, Director, WAO Afrique (World Association for Orphans)

Dotse Abra Vaida, Charge du Projet

PA 6 Francoise

Action Aid

PA7 La Providence and JATO

Yodo Kebezi, Coordinator, Association La Providence and NGO National Alliance of Volunteers
Against Drug Abuse

Awume Yawo, Psychosocial Specialist, La Providence Centre

Jacqueline T. Kamaga, Education Specialist,

Lydia Kongloe, Group Educator

PA 8 Atou Eklou, RELUTET Project Coordinator

Koublanou Félicité, Réseau de Lutte contre la traite des enfants au Togo (RELUTET)PA

PA9 Mme Thérèse GNAKU, President and Coordinatrice PA 9

Confédération Syndicale des Travailleurs du Togo (CSTT)

Assistant and Accountant

PA 10 Bassowa Tchatcha Direction Générale du Travail et des Lois Sociales

PA 11 Aklisso Jean Ptcholo, Project director, Action Aid, Naki-Est

5. Visits to Action Programme Sites/ Villages

Canton Akplolo (préfecture d'Agou)

Tobleame Komi Richard

Président CVD Akplolo Ada

Klu Koffi

Président Cantonal du développement

KPODO Yawo

Président du groupe folclorique

Baïte Wobuibe

Président du groupe féminin

Essgneviade Délali

Président du groupe AJUDCA

Ndanou Komlavi

Mission Catholique

Klu Kossi Dziwonu

Autorité du village

Gbedze Koffi Nenonene

Enseignant

Eleve Koudzo

A.P.E Primaire

Gameda Délali

Président du CEG

Gameda Elise

GF Akplolo

Tsekpui Komi

Autorité du village

Kpake Afela Afi

Sécrétaire GF

Anié

Djarkpanga, Centrale

Boureima Abdou Ganiou Project Animator, Action Pour La Jeunesse d'Afrique

Traditional Chiefs

Committee Members (CVD, dispositif)

Women's Group

Parents (focus group and large group of 50)

Havé, Maritime

Agli K. Donko

Dakehon Kodjo

Aziaba Blaise

Detsu-Doke Atitso

Amedonou Akossiwa

Ataglo Ama

Akoessinou Pierre

Sowou Apédo Koffi

Detsou Kossi M.

Agbanyede Kokou

Assigno Mawulé

Detsou Attitso

Akpata Kokou

Akoessinou Jean

Degbo Kossi

Beneficiary Parents

Sewing Teachers

Jdadosse Marie

Amedounou Salmoe

Eight Sewing Apprentices

Night School Teachers

Frederic Atandji

Mensah Tsetse

Mensah Kluvi

Amouzou Yawo

Kara

Kondoh Loking

Kegbaou Sussadema

Barimédie Kossi

Kerim A Ayoubu

Kola B. Koffi

Katanga Poro T.

Amoussou Kassingné

Koussountou, Centrale

Pierre Akakpo Owoyele, Animator

Président PA3

Conseiller PA3

Secrétaire PA3

Membre cheffrie PA3

Maîtresse couturière PA3

Membre du CVD

Président PA4

Vice Président PA4

Secrétaire PA4

Membre PA4

Conseiller PA4

Représentant du Chef

Notable

Vice Président CVD

Membre CVD

Directeur Regional Du Travail Et Des Lois Socials Kara

Action Sociale Kara

Ong Terre Des Hommes)

Observatoire Syndical

Drpdat Kara

Directeur Régionale De L'Education Kara

Chef Division construction et équipement

Two teachers, Committee Members
 Seven apprentice students (hairdressing and sewing)
 Moudougou, Centrale
 Tcharao Abalo, Abala Tsako, Animator (Pa4 And Action Aid Pa6)
 Awade Kossiwa et Membres de Groupement
 Panassim Kpatcha, Comité Villageois de Développement(CVD)
 Présidente du Groupement de L'union des Mères des Enfants (Mothers Group)
 School Director, Tchikihdou Bahibati
 Committee – 7 Members, 4 Chiefs, Immigrant Community
 Président PTA, (More than 20 Members)
 Project Beneficiaries: Five Students, Ages 9-13
 Five Students, Ages 11-12 Non-Beneficiary
 Nanjak, Savanne
 Diyani Sinandja Bawa, Animator (ADEE)
 Director, Nanak School
 Five students, ages 8-10 years
 Nabagibu Diamete, Sewing Teacher
 22 Apprentices (21 sewing, 1 weaver)
 Committee Dispositif, 9 members, Chief, President, Parents
 Sigbé Houé
 Chief, Adama Combey
 Committee Members and Beneficiary Parents -- 11
 Beneficiary Children 10
 Tapoune, Kara
 M. Oudjayome Director, Tapoune School
 17 members of dispositifs, PTA, CVD
 Six students, ages 10-12

6. Other informants

Don Bosco Market Shelter, Kara
 Staff and Trainees
 Father Jean Bapiste Tarnagda
 Essenam Christine Kameko
 Alawi Delphine
 Three boys: Clients at shelter
 Bar girl, Dapang, age 15
 Waiter, Dapang, age 16
 Charles Piot, Professor of Cultural Anthropology and African and African American Studies, Duke University
 Ben Ramsey, Anthropology student
 Warlako Djede

7. ILO-IPEC

Ricardo Furman
 Senior Evaluation Officer
 Evaluation and Impact Assessment section (EIA/former DED)
 Geneva

Vera Perdigao Paquete,
Senior Child Labour Specialist
ILO Dakar—Sénégal

Mary Read (interviewed in Lomé, Togo)
Planning and Reporting Head
Geneva

Alexandre Soho
HQ Senior Programme Officer for Africa
Geneva

8. USDOL

Maureen Jaffe
Diantha Garms

Margaret Hower

9. US Government

John Kmetz, Political & Economic Officer, U.S. Embassy Lomé, Togo

Annex E: Picture Album: Schools, CLM, Legal Texts

Schools and Desks before CECLET and After



Annex F: Evaluation Instrument Matrix

Guide Key (Might be used as a Results Framework during the report writing) Project :

Area of Evaluation	Inputs and Evidence Query	Desired Characteristics	
PROJECT DESIGN	Comprehended, how described by actors Logical Frameworks ProDocs	Logical Coherent Feasible and Affordable Practical	Institutional Model Pilot efficacy
Assessment of Goal statements		Goal - well stated, obtainable?	
Assessment of Objectives		well stated, obtainable	
Assessment of Indicators		best use of national capacities	
Pre-design study and process	actors involved in design, meeting documentation	Participation (meetings, data collection) , investment involvement	
RELEVANCE	Sound identification of problems and needs	Appropriate	
	Responds to relevant needs from perspective of direct beneficiaries	Aimed to strengthen capacity building Consistent with other initiatives	
Purpose	comparative advantages of ILO-IPEC	Suitable	
Sustainability	Exit strategy and national ownership plan	Project can end and momentum will continue	
Modality of execution	Implementing Agencies Plans, presentations, site visits	Execution, CL Knowledge, Available expertise	
RESULTS	Specific indicators	Met Specific indicators	
Achievements :		Outputs achieved : school enrolment, new work activities (livelihood enhancements), increased income, improved stability in life.	Most important achieved Minor or no outputs achieved. Why or why not?
IMPACT - Progress Target groups - Direct project beneficiaries (children, parents, communities, government actors)	Specific indicators: The impact of the project can be measured by assessing those outcomes that, without the project's inputs, might not have happened.	Impact on Children	Significant Modest Negative or no
		Impact on Families	
		Impact on institutions and Policy arena Policy document	Policy planning document Policy evaluation reports
BURNING ISSUES	CHALLENGES Identification (stated barriers, weaknesses)	Self-Analysis, Problem solving	
Unanticipated outcomes	Lessons Learned Best Practices	Innovations, Anecdotes, Results, Press and Media Increased Awareness	Impact on Communities DOCUMENTATION
Policy Initiatives and existing policies	National Action Plans	Policy Change, By Laws, Enforcement	
	National Child Labour Monitoring System		
	National Child Labour Monitoring System		
	C 138		
	C 182		

Area of Evaluation	Inputs and Evidence Query	Desired Characteristics	
	Anti Trafficking law		
	Other laws of note		
PROJECT MANAGEMENT	Organigramme Context	Enabling environment. Actions required	
Reporting	TPRs APs Work Plans	Timely Informative Accurate	What do the reports say? Useful documentation
Budgeting, spending, procurement	Reports, visual assessment	Economy, efficient, knowledgeable, professional, meets standard Budget conforming to policy and desired outputs	
Personnel -- hiring, supervision	Staffing patterns Job descriptions	Sound hiring practices Staff support Enough for the tasks? Turn over?	Capacity building (value?) Use or misuse of staff and consultants Composition- Representative (value?)
Functioning office and Technology	Observed.	Equipment well maintained. Suitable, used Special or unique aspects	
MONITORING AND EVALUATION			
Monitoring plan	Detailed definition of indicators	Comprehensible, appropriate	
Sources of data collection	Clear documentation	Organized, Data is quickly and accurately accessed	
Methods of data collection		Diversity, Quality of methods	
Frequency of data collection		Routine	
Persons responsible for Data collection analysis and reporting		Dedicated and qualified personnel, adequate IAs and Project Management	
CAPABILITIES AND CAPACITIES	Implementation reports	Institutional Development	
Training	Records	Quality, Purpose, Outcome	
Partner Selection	Criteria Assessment of strengths and weaknesses	How were partners selected? proven track record or innovative and new	
QUALITY ASSURANCE		Overall Project inputs/ deliverables	
Education (All, formal and NFE) IGA	School Attendance And Performance	What do educators need? Education related Deliverables	
FFECTIVENESS	Objective Attainment	Highly effective meets indicators (as determined to be appropriate and results - assuring Could alternative actions produced the same results	
EFFICIENCY <i>Cost v. Benefits</i>		Vehicle and energy use, multiple meetings, exchange of info, capacities	
Child involvement and Participation in the Process		Clubs plays drama civic activity	

Area of Evaluation	Inputs and Evidence Query	Desired Characteristics	
KNOWLEDGE AND AWARENESS	Evidence of Participatory Processes Interviews If there is lack of knowledge, it falls on the project.	How much is known and understood about child labour, child trafficking. Do respondents understand the fine points about CL and local laws Government official: does s/he demonstrate understanding or is he/she just showing up for work? Does the peasant understand the issue to the point of a wanting to change the life of his or her child. Has the informant had personal experience as a child?	
AWARENESS	Communication activities BCC and KAP strategies	Innovative Communication - more than WDACL Coherent and consistent strategies (CAMPAIGN) Quantitative reporting on awareness raising. How many people reached, how	
SUSTAINABILITY	National Ownership Clear exit strategy Plan	Actors and beneficiaries know that the project will end and when Momentum started will continue (efforts -- providing services, enforcing laws, playing radio messages, every dollar spent) has a chance of happening again without the project how will the project extricate itself without causing serious gaps. If the project is closing soon, are there plans for the files, equipment etc.	
National Ownership	Management Plan and Financing	Government commitment Socio-Econ factors	Self-financing. Partially or fully subsidized
Cross-Cutting, Specialty Issues	Gender awareness - HIV/AIDS	Awareness of, and how handled	

Annex G: Final Evaluation Terms of Reference



International Labour Organization- International Programme on the Elimination of Child Labour

ILO/IPEC

May 4th 2012

Terms of Reference For

Expanded Final Evaluation

“Combating Exploitative Child Labour in Togo through Education”

(including the sub-study “Potential good practices in mainstreaming CL in an integrated program at sub-national level: the Millennium Village Project intervention model”)

ILO Project Code	TOG/07/01/USA
ILO Iris Code	100938
Country	Togo
Duration	57 months
Starting Date	September 2007
Ending Date	June 2012
Project Locations	Lomé commune, Maritime, Plateaux, and central regions with selected pilots in the regions of Kara and Savanes
Project Language	French-English
Executing Agency	ILO-IPEC
Financing Agency	USDOL
Donor contribution	USDOL: USD 5,000,000

List of Abbreviations

AIDS	Acquired Immune Deficiency Syndrome
AP	Action Programme
C182	ILO's Worst Forms of Child Labour Convention, No. 182 of 1999
CL	Child Labour
CLMS	Child Labour Monitoring System
DBMR	Direct Beneficiaries Monitoring and Reporting
DWCP	Decent Work Country Programmes
EFE	Expanded Final Evaluation
EIA/DED	ILO/IPEC Geneva's Evaluation and Impact Assessment Section
GAP	Global Action Programme
GoT	Government of Togo
HIV	Human Immune Deficiency Virus
HQ	Headquarters
IA	Implementing Agency
ILO	International Labour Organization
IPEC	International Programme on the Elimination of Child Labour
MVP	Millennium Village Programme
NAP	National Action Plan
NC	National consultant
PRSP	Poverty Reduction Strategy Paper
TBP	Time Bound Programme
TL	Team leader
UNDAF	United Nations Development Assistance Framework
UNICEF	United Nations Children's Fund
USDOL	United States Department of Labor
WFCL	Worst Forms of Child Labour

I. Background and Justification

1. The aim of the International Programme on the Elimination of Child labour (IPEC) is the progressive elimination of child labour, especially its worst forms. The political will and commitment of individual governments to address child labour - in cooperation with employers' and workers' organizations, non-governmental organizations and other relevant parties in society- is the basis for IPEC action. IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes strengthening national capacities to deal with this issue, legislation harmonization, improvement of the knowledge base, raising awareness on the negative consequences of child labour, promoting social mobilization against it, and implementing demonstrative direct action programmes (AP) to prevent children from child labour and remove child workers from hazardous work and provide them and their families with appropriate alternatives.
2. The operational strategy of IPEC has over the years focus on providing support to national and local constituents and partners through their project and activities. Such support has to the extent possible been provided in context of national frameworks, institutions and process that have facilitated the building of capacities and mobilisation for further action. It has emphasized various degrees of a comprehensive approach, providing linkages between action and partners in sectors and areas of work relevant for child labour. Whenever possible specific national framework or programmes, such as National plans, Strategic frameworks, have provided such focus.
3. Starting in 2001, IPEC has promoted and the implementation of the "Time Bound Programme" approach as such national frameworks. A Time Bound Programme (TBP) is essentially a national strategic programme framework of tightly integrated and coordinated policies and initiatives at different levels to eliminate specified Worst Forms of Child Labour (WFCL) in a given country within a defined period of time. It is a nationally owned initiative that emphasizes the need to address the root causes of child labour, linking action against child labour to the national development effort, with particular emphasis on the economic and social policies to combat poverty and to promote universal basic education. The International Labour Organization (ILO), with the support of many development organizations and the financial and technical contribution of the United States' Department of Labour (USDOL) has elaborated this concept based on previous national and international experience. It has also established innovative technical cooperation modalities to support countries that have ratified the ILO's Worst Forms of Child Labour Convention, No. 182 of 1999 (C182) to implement comprehensive measures against WFCL.
4. The most critical element of a TBP is that it is implemented and led by the country itself. The countries commit to the development of a plan to eradicate or significantly diminish the worst forms of child labour in a defined period. This implies a commitment to mobilize and allocate national human and financial resources to combat the problem. IPEC has over the years implemented a number of country specific projects of support of multi-year duration and focusing both on policy and institutional support through enabling environment and direct support to communities, families and children through targeted interventions.
5. The experience with national TBPs has suggested a range of approaches to establish and implement national frameworks to provide the comprehensive approach, the linkages and the mechanisms for developing the knowledge, mobilising the actors, institutions and resources; and to plan effective coherent national action as part of the broader national development. The experience also showed that the degree of support needed to get this process going in different countries can vary and that

specific strategic initiatives can be identified as often key to the process, focusing on influencing key policies and processes.

6. The Global Action Plan (GAP), proposed in the 2006 Global Report on Child Labour and endorsed by the Governing Body at its November 2006 sitting, called on all ILO member States to put appropriate time-bound measures using National Action Plans (NAP), in place by 2008 with a view to eliminating the WFCL by 2016
7. Africa is a very relevant region for IPEC. The GAP 2006 stressed the need for “a special emphasis on Africa” by both the ILO and its international partners in the fight against child labour. In this regard, IPEC committed to devote a larger proportion of its efforts to Africa and has sought to strengthen activities in the region through the Focus on Africa programme. A regional strategy was adopted in 2011.
8. From the perspective of the International Labour Organisation (ILO), the elimination of child labour is part of its work on standards and fundamental principles and rights at work. The fulfilment of these standards should guarantee decent work for all adults. In this sense, the ILO provides technical assistance to its three constituents: government, workers and employers. This tripartite structure is the key characteristic of ILO cooperation and it is within this framework that the activities developed by the Programme should be analyzed.
9. ILO Decent Work Country Programmes (DWCPs) have subsequently been developed and are being introduced in the ILO to provide a mechanism to outline agreed upon priorities between the ILO and the national constituent partners within a broader UN and International development context. For further information please see :

<http://www.ilo.org/public/english/decent.htm>
10. The DWCP defines a corporate focus on priorities, operational strategies, as well as a resource and implementation plan that complements and supports partner plans for national decent work priorities. As such, DWCP are broader frameworks to which the individual ILO project is linked and contributes to. DWCP are beginning to be gradually introduced into various countries’ planning and implementing frameworks. The DWCP programme for Togo is available at:

<http://www.ilo.org/public/english/bureau/program/dwcp/download/togo.pdf>
11. ILO-IPEC had previous experience in the country: a French-funded project 2001-2010 named Programme National pour l’Abolition du Travail des Enfants au Togo (TOG/00/P51/FRA) and the USDOL project Combating the Trafficking of Children for Labour Exploitation in West and Central Africa (LUTRENA) that worked in West and Central Africa in child trafficking thematic area. In addition an ILO HIV/AIDS project has been implemented: the US funded HIV/AIDS workplace Education programme (2002-2006).
12. Togo has been received support from multiple initiatives on social development during project implementation. Among them are important to consider “Education for all Fast Track Initiative”, a programme to support primary education sector at national level between 2010 and 2013; and “Communes du Millenaire” in the Savanne region (i.e, communities of Kountoire and Naki-Est) due to the intensive interaction with the project.

Project Background

13. The project has the following objectives:

Development objective:

- To contribute to the elimination of the worst forms of child labour in Togo, especially child trafficking, through the creation of strong institutional educational and socio-economic bases for dealing effectively with all child labour in the country.

Immediate objectives:

- By the end of the project, models of intervention for withdrawal, prevention and rehabilitation of children in WFCL will have been implemented in targeted areas and ready for replication and scaling up at national level (Direct interventions).
- By the end of the project, the Togolese society is mobilized to support the fight against child labour through better education services, networking and community participation (Promote higher access to education).
- By the end of the project, the GoT and the Togolese civil society will have the capacity to undertake effective action against the WFCL with minimal external assistance and will have mobilised to support the fight against child labour through networking and platforms of action (Capacity building and community mobilization).
- By the end of the project, the legal framework is strengthened for dealing effectively with child labour and the trafficking of children, with the main emphasis on the implementation and enforcement of existing laws and regulations (Legal framework).
- By the end of the project, the knowledge base and systems for monitoring child labour trends and characteristics, including WFCL and the effects of HIV/AIDS on child labour, will have been enhanced (Knowledge base).

14. Key results as reported by the project management by March 2012:

- Draft NAP reflecting sub national priorities expected to be adopted in May 2012
- 12,158 children were withdrawn or prevented through education and non-educational services
- Child labour included in the PRSP and UNDAF 2012-2016 planning processes
- National CL survey produced with support of SIMPOC/IPEC through the project
- 589 Children benefited of literacy programmes
- 460 children with birth registration documents
- Households of 2,112 beneficiary children equipped with lamps
- 8 Local Child Committers organised in the millennium village of Naki-est.
- 33 children's club formed
- 1,229 children placed in apprenticeship

- 843 households of beneficiary children with improved capacities for income generation through alternative activities
 - 7,255 people sensitized through awareness campaign on the importance of children's schooling
15. The project run a pilot experience of mainstreaming CL in the Millennium village Project (UN-Togo Government) that has been an interesting opportunity for inter-institutional work with active involvement of government bodies and local and international NGOs. As part of this Expanded Final Evaluation (EFE), a case study of this experience will be implemented. For more details see below in "Evaluation background section" and the ToRs of this case study.
 16. In 2007 USDOL launched a bid for a project in CL in Togo. The bid was not assigned to any organization and then USDOL asked IPEC to prepare a proposal that it is the project to be evaluated.

Evaluation background

17. ILO considers evaluation as an integral part of the implementation of technical cooperation activities. Provisions are made in all projects in accordance with ILO evaluation policy and based on the nature of the project and the specific requirements agreed upon at the time of the project design and during the project as per established procedures.
18. Evaluations of ILO/IPEC projects have a strong focus on utility for the purpose of organisational learning and planning for all stakeholders and partners in the project. As per IPEC evaluation approach, a participatory consultation process on the nature and specific purposes of this evaluation is carried to determine the final Terms of Reference.
19. The project has undergone through an USDOL initiated external Mid-term evaluation implemented by ICF Macro in April 2010. A summary of conclusions and recommendations are included in Annexes III.
20. This Expanded Final Evaluation will encompass the project final evaluation based on these ToRs and a potential good practices study of the pilot intervention model in the Millennium Village. Both activities will be implemented by separate teams but linked through the evaluation team leader (reflected in methodology and contents).
21. While the study will be a basically a systematization of a particular experience, the evaluation report should reflect the findings from it. To assure consistency between them the team leader of the evaluation will comment on the draft report of the study and will incorporate the findings in the evaluation report.
22. It has been decided to implement this EFE approach because it was identified by stakeholders the value-added of the project in the Millennium village experience. It is expected that the study will provide more detail understanding of the process of implementation in this particular region; helping to elaborate lessons learned and documented this model of intervention that can expand and provide feedback into the evaluation on learning from the field.

II. Scope and Purpose

Purpose

23. The main purposes of the final evaluation are:

- Determine if the Project has achieved its stated objectives and how and why have been/have not been achieved (i.e. achievements and shortfalls in project implementation)
 - Identify all relevant unintended changes at outcome and impact levels
 - Determine the implementation effectiveness and efficiency of the Project
 - Establish the relevance of the project implementation strategy and outcomes and the level of sustainability attained.
 - Provide recommendations regarding relevant stakeholders, building on the achievements of the Project in supporting NAP or other institutional framework at local and national level toward the sustainability of the project outcomes.
 - Identify lessons learned and potential good practice and further documentation that should be pursued, especially regarding models of interventions developed that can be applied in the African region and beyond (i.e. Millennium village experience)
24. The final evaluation should provide all stakeholders with information to assess and revise, as it is needed, strategies, objectives, partnership arrangements and resources. It should identify the potential impact on mainstreaming policy and strategies and suggest a possible way forward for the future.

Scope

25. The evaluation will focus on the ILO/IPEC project mentioned above, its achievements and its contribution to the overall national efforts to achieve the elimination of WFCL. The evaluation should focus on all the activities that have been implemented since the start of the projects to the moment of the field visits. (i.e. action programmes/projects)
26. The evaluation should look at the project as a whole, including issues of initial project design, implementation, lessons learnt, replicability and recommendations for current and future projects.
27. The contribution of IPEC to the NAP process normally covers the promotion of an enabling environment, and the role of technical advisor or facilitator of the process of developing and implementing the national NAP. In order to assess the degree to which this contribution has been made, the evaluation will have to take into account relevant factors and developments in the national process.
28. The evaluation should cover expected (i.e. planned) and unexpected results in terms of non planned outputs and outcomes (i.e. unintended effects). Some of these unexpected changes could be as relevant as the ones planned. Therefore, the evaluation team should reflect on them for learning purposes.
29. The analytical scope should include identifying levels of achievement of objectives and explaining how and why have been attained in such ways (and not in other alternative expected ways, if it would be the case). The purpose is to help the stakeholders to learn from the on going experience.

III. Suggested Aspects to be Addressed

30. The evaluation should be carried out in adherence with the ILO Evaluation Framework and Strategy, the ILO Guideline, the specific ILO-IPEC Guidelines and Notes, the UN System Evaluation Standards and Norms, and the OECD/DAC Evaluation Quality Standard.
31. The evaluation will address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency and sustainability to the extent possible as defined in the ILO Policy Guidelines for Results-Based Evaluation: Principles, Rationale, Planning and Managing for Evaluations (i-eval resource kit)', January 2012.
32. In line with results-based framework approach used by ILO-IPEC for identifying results at global, strategic and project level, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation concerns and the achievement of the Immediate Objectives of the project using data from the logical framework indicators.
33. Annex I contains specific suggested aspects for the evaluation to address. Other aspects can be added as identified by the evaluation team in accordance with the given purpose and in consultation with ILO/IPEC Evaluation and Impact Assessment Section (EIA/DED) and the project coordinator. It is not expected that the evaluation address all of the questions detailed in the Annex; however the evaluation must address the general areas of focus. The evaluation instrument (summarised in the Inception report) should identify the general areas of focus listed here as well as other priority aspects to be addressed in the evaluation.
34. The main categories that need to be addressed are the following:
 - Design
 - Achievements (Implementation and Effectiveness) of Objectives
 - Relevance of the project
 - Sustainability
 - Special Aspects to be Addressed

IV. Expected Outputs of the Evaluation

35. The expected outputs to be delivered by the evaluation team are:
 - A desk review of appropriate material
 - Preparation of an Inception report centered on the evaluation instrument, reflecting the combination of tools and detailed instruments needed to address the range of selected aspects. The instrument needs to make provision for the triangulation of data where possible.
 - It should specify how the interaction with the sub-study consultant (i.e. contact during the desk review phase, meetings in Togo, participation in the stakeholders workshop and others suggested possibilities) will happen and how the findings from the sub study will be integrated into the report
 - Field visit to the project location in the three geographic areas.
 - Stakeholder workshops at sub national (2) and national (1) levels, facilitated by the evaluator leader

- Draft evaluation report. The evaluation report should include and reflect on findings from the field visits and stakeholder workshops proceedings
 - Final evaluation report including:
 - Executive Summary with background section, key findings, conclusions, recommendations, lessons and good practices.
 - Clearly identified findings
 - A table presenting the key results (i.e. figures and qualitative results) achieved per objective (expected and unexpected)
 - Clearly identified conclusions and recommendations (identifying for the last ones to which stakeholders is oriented each one)
 - Lessons learnt
 - Potential good practices (including relevant ones from the sub study draft report)
 - Appropriate Annexes including present TORs, and Standard evaluation instrument matrix (adjusted from the one developed in the Inception report), summary of findings from the sub study draft report
36. The draft and final report will be written in French and English
37. The total length of the report should be a maximum of 30 pages for the main report, excluding annexes; additional annexes can provide background and details on specific components of the project evaluated. The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.
38. All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided both in paper copy and in electronic version compatible for Word for Windows. Ownership of data from the evaluation rests jointly with ILO-IPEC and the consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO-IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.
39. The final report will be circulated to key stakeholders (those participants present at stakeholder evaluation workshop will be considered key stakeholders), including project staff for their review. Comments from stakeholders will be consolidated by the Evaluation and Impact Assessment Section (EIA/DED) of ILO/IPEC Geneva and provided to the team leader. In preparing the final report the team leader should consider these comments, incorporate as appropriate, and provide a brief note explaining why any comments might not have been incorporated.

V. Evaluation Methodology

40. The following is the proposed evaluation methodology. While the evaluation team can propose changes in the methodology, any such changes should be discussed with and approved by EIA/DED and the Project, provided that the research and analysis suggest changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.

41. The evaluation team leader will be asked to include as part of the specific evaluation instrument to be developed, the standard evaluation instruments that ILO/IPEC has developed for documenting and analyzing achievements of the projects and contributions of the projects (Action Programmes) to the project.
42. The inception report will also mention the ways that the team leader will link the evaluation process with the Millennium Village project study (in terms of interaction with the sub study consultant and in terms of the evaluation report).
43. The evaluation will be carried out using a desk review of appropriate materials, including the project document, work plan, monitoring plan, progress reports, outputs of the project and the projects (action programmes), results of any internal planning process and relevant materials from secondary sources. At the end of the desk review period, it is expected that the evaluation consultant will prepare a brief document indicating the methodological approach to the evaluation in the form of the evaluation instrument, to be discussed and approved by EIA/DED and provided to the Project for input prior to the commencement of the field mission.
44. The evaluation team leader will interview the donor representatives and ILO/IPEC HQ and regional backstopping officials through conference calls or face-to-face interviews early in the evaluation process, preferably during the desk review phase.
45. The evaluation team will undertake field visits to the three project areas for direct action. The evaluators will conduct interviews with project partners and implementing agencies, direct beneficiaries (i.e. children) and teachers and facilitate a workshop towards the end of the field visits.
46. The selection of the field visits locations should be based on criteria to be defined by the evaluation team. Some criteria to consider include:
 - Locations with successful and unsuccessful results from the perception of key stakeholders. The rationale is that extreme cases, at some extent, are more helpful than averages for understanding how process worked and results have been obtained.
 - Locations that have been identified as providing particular good practices or bringing out particular key issues as identified by the desk review and initial discussions.
 - Areas known to have high prevalence of child labour.
 - Both, locations next to and locations not so close to main roads
47. The three sub national and the national workshops will be attended by IPEC staff and key stakeholders (i.e. partners), including the donor as appropriate. These events will be an opportunity for the evaluation team to gather further data, present the preliminary findings, conclusions and recommendations and obtain feedback. These meetings will take place towards the end of the fieldwork in each region and at national level at the end of the evaluation.
48. The consultant will be responsible for organizing the methodology of the workshop. The identification of the number of participants of the workshop and logistics will be the responsibility of the project team in consultation with the evaluation team leader.
49. The team leader will be responsible for drafting and finalizing the evaluation report. Upon feedback from stakeholders to the draft report, the team leader will further be responsible for finalizing the report incorporating any comments deemed appropriate. The evaluation team leader will have the

final responsibility during the evaluation process and the outcomes of the evaluation, including the quality of the report and compliance with deadlines.

50. It is aimed that the evaluation report and the study report will be fully consistent between them in their content.
51. The evaluation will be carried out with the technical support of the IPEC-EIA/DED section and with the logistical support of the project office in Lomé. EIA/DED will be responsible for consolidating the comments of stakeholders and submitting it to the team leader.
52. It is expected that the evaluation team will work to the highest evaluation standards and codes of conduct and follow the UN evaluation standards and norms.

Link between the evaluation and the sub study

53. The team leader will be in contact during the desk review phase with the consultant in charge of the sub study and upon arrival to Lomé.
54. The sub study's consultant will also participate in the stakeholders' workshop. He/She will present a initial identification of findings (a step previous to the draft).
55. Later on, after the case study report has been produced, the team leader will comment in the draft and will incorporate findings in the evaluation report.

The team responsibilities and profile

56. Team leader (International consultant):

Responsibilities	Profile
<ul style="list-style-type: none"> - Desk review of project documents - Development of the evaluation instrument - Briefing with ILO/IPEC-EIA/DED - Telephone interviews with IPEC HQ desk officer, donor - Technical guidance to national consultant and to the sub study consultant - Undertake field visits in Togo - Coordination with the sub study consultant - Facilitate stakeholder workshops - Draft evaluation report - Finalize evaluation report 	<ul style="list-style-type: none"> - Not have been involved in the project. - Relevant background in social and/or economic development. - Experience in the design, management and evaluation of development projects, in particular with policy level work, institutional building and local development projects. - Experience in evaluations in the UN system or other international context as team leader - Relevant country and West Africa experience - Experience in the area of children's and child labour issues and rights-based approaches in a normative framework and operational dimension are highly appreciated. - Experience at policy level and in the area of education and legal issues would also be appreciated. - Experience in the UN system or similar international development experience including preferably international and national development frameworks in particular PRSP and UNDAF. - Fluency in French and English are essential - Experience facilitating workshops for evaluation findings.

57. National consultant

Responsibilities	Profile
<ul style="list-style-type: none"> - Desk review of project documents - Contribute to the development of the evaluation instrument - Organize interviews of stakeholders and field visits in the country - Co-Facilitate stakeholder workshop (under the team leader leadership) - Contribute to the evaluation report through systematizing data collected and providing analytical inputs - Others as required by the team leader 	<ul style="list-style-type: none"> - Relevant background in country social and/or economic development. - Experience in the design, management and evaluation of development projects, in particular with policy level work, institutional building and local development projects. - Relevant country experience, preferably prior working experience in child labour. - Experience in the area of children's and child labour issues and rights-based approaches in a normative framework are highly appreciated. - Experience facilitating workshops for evaluation findings. - Fluency in French (and other national relevant language) essential - Knowledge of local languages in the field visit areas an asset - Experience in the UN system or similar international development experience desirable.

Evaluation Timetable and Schedule

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

59. The timetable is as follows:

Phase	Responsible Person	Tasks	No of days	
			TL	NC
I	Evaluation team	<ul style="list-style-type: none"> - Briefing with ILO/IPEC - Desk Review of project related documents - Telephone briefing with EIA/DED, donor, IPEC HQ and ILO regional - Contact with the case study evaluator 	6	3
II	Team leader and national consultant with logistical support by project	<ul style="list-style-type: none"> - In-country for consultations with project staff - Consultations with national stakeholders - Field visits - Consultations with girls and boys, parents and other beneficiaries 	19	19
III	Stakeholder Workshop	<ul style="list-style-type: none"> - 3 Workshops with key stakeholders (2 sub national and 1 national) - Sharing of preliminary findings 	3	3
IV	Evaluation team leader	<ul style="list-style-type: none"> - Debriefing - Draft report based on consultations from field visits, desk review, workshops and draft report of the case study report 	12	2
V	EIA/DED	<ul style="list-style-type: none"> - Circulate draft report to key stakeholders - Consolidate comments of stakeholders and send to team leader 	0	0
VI	Evaluation team leader	<ul style="list-style-type: none"> - Finalize the report including explanations on why comments were not included (if any) 	3	0
TOTAL			43	26

60. Summary schedule

Phase	Duration	Dates
I	6 days	14-19 May
II-III	22 days	21 May-12 June
IV	12 day	14-26 June
V	10 days	27 June – 12 July
VI	2 days	July 16-17

61. Sources of Information and Consultations/Meetings

Available at HQ and to be supplied by EIA/DED	<ul style="list-style-type: none"> - Project document - EIA/DED Guidelines and ILO guidelines
Available in project office and to be supplied by project management	<ul style="list-style-type: none"> - Work plans - Project Monitoring Plan - Progress reports/Status reports - Technical and financial reports of partner agencies - Other studies and research undertaken - Action Programme Summary Outlines - Project files - National workshop proceedings or summaries - National Action Plans

Consultations with:

- Project management and staff
- ILO/HQ and regional backstopping officials
- Partner agencies (i.e. UN agencies and NGOs)
- Child labour programs in the country
- Social partners Employers' and Workers' groups
- Government stakeholders (e.g. representatives from Department Labour, Social Development etc)
- Government representatives, legal authorities etc as identified by evaluation team
- National Partners in the NAP involved in the further development, enhancement and implementation of national process
- National Steering Committee
- Policy makers
- Direct beneficiaries, i.e. boys and girls (taking ethical consideration into account.)
- Parents of boys and girls
- Community members as identified by the project management and evaluation team leader
- USDOL (by telephone)
- US Embassy staff (i.e. Regional Labor Officers)

Final Report Submission Procedure

62. For independent evaluations, the following procedure is used:

- The evaluator will submit a draft report to IPEC EIA/DED in Geneva
- IPEC EIA/DED will forward a copy to key stakeholders for comments on factual issues and for clarifications
- IPEC EIA/DED will consolidate the comments and send these to the evaluator by date agreed between EIA/DED and the evaluator or as soon as the comments are received from stakeholders.
- The final report is submitted to IPEC EIA/DED who will then officially forward it to stakeholders, including the donor.

VI. Resources and Management

Resources

63. The resources required for this evaluation are:

- For the evaluation team leader:
- Fees for an international consultant for 43 work days
- Fees for local DSA in project locations
- Travel from consultant's home residence to Lomé in line with ILO regulations and rules
- For national consultant
- Fees for the national consultants for 26 days each
- For the evaluation exercise as a whole:
- Fees for local travel in-country
- Stakeholder workshop expenditures

A detailed budget is available separately.

Management

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

Annex I: Suggested Aspects to Address

Design

- Determine the validity of the project design, in particular whether it assisted or hindered the achievement of the project goals as set out in the Project Document.
- Assess whether the project design was logical and coherent:
- Were the objectives of the project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)?
- Were the linkages between inputs, activities, outputs and objectives clear and logical?
- Were the different components of the project (i.e. capacity building, policy and legislation, awareness raising and social mobilization, direct action to beneficiaries, etc.) clearly and realistically complementing each other?
- Have been the time frame for project implementation and the sequencing of project activities logical and realistic?
- Analyze whether available information on the socio-economic, cultural and political situation of Togo (and the sub-region whenever applies) was taken into consideration at the time of the design and whether it was reflected in the design of the project.
- To what extent have key external factors been identified and assumptions formulated in the Project document? Have the identified assumptions on which the project has been based, proven to be true?
- Assess whether the problems and needs were adequately analyzed
- Does the design of the project take into account the existing institutional arrangements, roles, capacity and commitment of stakeholders (i.e. education, livelihoods, etc.)? Does it fit into existing mainstreaming activities that would impact on child labour?
- Have gender issues clearly taken into account in the project design in its components and outcomes?
- Has the strategy for sustainability of project results defined clearly at the design stage of the project?
- How relevant have project indicators and means of verification been for monitoring and measuring change at outcome and impact levels?

Achievements (Implementation and Effectiveness) of Objectives

- Assess whether the project has achieved its immediate objectives.
- How has the project responded to positive and negative factors (both foreseen and unforeseen) that arose throughout the implementation process? Has the project team been able to adapt the implementation process in order to overcome these obstacles without hindering the effectiveness of the project?
- Examine delivery of project outputs in terms of quality and quantity

- How effective were the APs, research projects, and policy projects, and how are they contributing to the project meeting its immediate objectives?
- To what extent were rapid assessments, policy papers, discussion documents, and other forms of project research shared with relevant stakeholders and linked to programme activities?
- Have unplanned outputs and results been identified and if so, why were they necessary and to what extent are significant to achieve project objectives?
- Assess the criteria for selecting beneficiaries and implementing agencies for the projects.
- Assess the programme monitoring system including the PMP, work plans, processes or systems (i.e. data collecting and processing, analysis and reporting)
- Did the IPEC programme and project partners understand the definitions and their use (i.e. withdrawal and prevented, in the pilot projects) and did the partners have similar understanding of the terminology used? Please assess whether the programme was accurately able to report on direct beneficiaries based on partners' understanding of the definitions/terminology.
- Assess the programme's gender mainstreaming activities in the whole project (i.e. national level and direct action -access of girls/other vulnerable groups to services and resources)
- To what extent have children and families affected by HIV/AIDS been selected as a specific target group?
- How has the capacity of the implementing agencies and other relevant partners (at national and local levels), to develop effective action against child labour, been enhanced as a result of programme activities?
- Review the value of project team technical support received from programme partner organizations and relevant ILO units (including ILO Geneva, Sub regional and Regional Office).
- Assess the effectiveness of the programme i.e. compare the allocated resources with results obtained. In general, did the results obtained justify the costs incurred?

Enabling environment (Capacity Building)

- What has been the level of achievement of the program in strengthening the National Steering Committee and Implementation Committee in each country? What were the key factors for it?
- Examine any networks that have been built between organizations and government agencies working to address child labour on the national, provincial and local levels.
- How effective has the programme been at stimulating interest and participation in the programme at the local and national level?
- Analyse if / how the project coordinated with other IPEC programmes in the countries and with sub-regional initiatives? Were interventions complementary or competitive? Were there synergies of impact and resource sharing initiatives in place? How do these relationships affect implementation?
- How effectively has the programme leveraged resources (e.g., by collaborating with non-IPEC initiatives and other programmes launched in support of the NAP processes thus far)?
- How successful has the programme been in mainstreaming the issue of child labour into ongoing efforts in areas such as education, alternative employment promotion and poverty reduction (i.e. government ownership and implementation of the NAPs)?

- How relevant and effective were the studies commissioned by the programme in terms of affecting the national debates on child labour?
- Examine how the ILO/IPEC project interacted and possibly influenced national level policies, debates and institutions working on child labour.
- Assess to what extent the planning, monitoring and evaluation tools have been promoted by the programme for use at the level of NAP and by other partners.
- Assess the influence of the programme on national data collection and poverty monitoring or similar process (such as CLMS) processes.
- Assess the extent to which the ILO/IPEC programme of support has been able to mobilize resources, policies, programmes, partners and activities to be part of the NAP.
- Assess the quality and extent of dissemination (i.e. utility) of situation analysis and rapid assessments produced for the WFCL and children affected by HIV/AIDS

Relevance of the Project

- Examine whether the programme responded to the real needs of the beneficiaries and stakeholders, including specific target groups and sub national areas
- Assess whether the problems and needs that gave rise to the programme still exists or have changed.
- Did the strategy address the different needs and roles, constraints, access to resources of the target groups, with specific reference to the strategy of mainstreaming and thus the relevant partners, especially in government?
- Assess validity of the programme approach and strategies and its potential to be replicated and scaled-up.
- How did the strategy used in this project fit in with the NAP, national education and anti-poverty efforts, and interventions carried out by other organizations? Did the programme remain consistent with and supportive of the NAP?

Sustainability

- Assess to what extent a phase out strategy was defined, planned and implemented (i.e. government involvement).
- Assess whether the phase out strategies had been articulated/explained to stakeholders
- Examine if outcomes would last after project based on the phase out strategy implemented.
- Assess what contributions the programme has made in strengthening the capacity and knowledge of national stakeholders and to encourage ownership of the programme to partners.
- Examine whether socio-cultural and gender aspects were reflected in the sustainability of the programme and assess whether actions have been taken to sensitize local institutions and target groups on these issues.
- Assess programme success in leveraging resources for ongoing and continuing efforts to prevent and eliminate child labour in the context of the NAPs. Analyse the level of private sector / employers' organizations support to the NAPs, paying specific attention to how these groups participate in programme activities.

Specific Aspects to be addressed:

- How has the project address the recommendations of the midterm evaluation?
- Is there any specific role for ILO in CL issues in Togo to consider after the end of the project?
- Review how the project built on lessons from IPEC previous projects in Togo
- Assess the process for documenting and disseminating pilot projects/models of intervention: scale-up, lessons, etc.
- How are withdrawing/preventing children from WFCL strategies different for children engaged in CSEC and victims of trafficking within the project interventions?
- Please assess whether the project's apprenticeships and vocational training were developed based on sound market research and international standards for apprenticeships and vocational training. Please also describe the results of these services (i.e., did any of the youth find decent employment?).
- Have the income generating opportunities offered to families and young workers being effective?
- Assess the potential impact that the schools constructed by the project has on the local communities. Were these schools built in areas with the most need? Please also assess whether school quality has been impacted by the project. Have all this clearly linked to the project objectives?
- Assess the role of teacher after school and during holidays regarding monitoring CL issues (i.e monitoring work status of children in this period)
- Address the projects efforts towards targeting children affected or impacted by HIV/AIDS. Were there any best practices that can be used in future interventions targeting the same group?
- Assess the Millennium Village model to determine potential good practices and suggest, if needed, ways to further study and document this experience (the findings will be reviewed vis-à-vis the specific study on this subject -part of the EFE)

Annex II. Project objectives and outputs

Development objective:
To contribute to the elimination of the worst forms of child labour in Togo, especially child trafficking, through the creation of strong institutional educational and socio-economic bases for dealing effectively with all child labour in the country.
IO 1: By the end of the project, models of intervention for withdrawal, prevention and rehabilitation of children in WFCL will have been implemented in targeted areas and ready for replication and scaling up at national level (Direct interventions).
Outputs
Main sectors/WFCL, localities, and strategies (model interventions) for addressing the WFCL, especially child trafficking, reviewed and agreed on by major stakeholders;
Education and non-educational services for prevention, rehabilitation and reintegration of children withdrawn from WFCL provided to identified children;
Apprenticeship and skills training systems enhanced and expanded to contribute to the elimination of the WFCL by expanding opportunities for decent work and providing alternatives for children found in the WFCL;
Economic empowerment services (IGAs) provided to selected families of targeted children.
IO 2: By the end of the project, the Togolese society is mobilised to support the fight against child labour through better education services, networking and community participation (Promote higher access to education).
Outputs
Nationwide awareness raising campaign and advocacy program on the importance of education in the fight against child labour and child trafficking, with a focus on positive aspects of education and family well being, developed and implemented;
Local community networking and local community mutual support system on education developed;
The reopening and scaling up of the government's rural literacy program especially in the areas covered by the project;
Local education inspectorate strengthened and reinforced with a higher role of teachers' unions and parent-teacher associations;
With the contribution by the local communities, the project will support the construction of 5 primary schools in selected remote rural areas of the project.
IO 3: By the end of the project, the GoT and the Togolese civil society will have the capacity to undertake effective action against the WFCL with minimal external assistance and will have mobilized to support the fight against child labour through networking and platforms of action (Capacity building and community mobilization).
Outputs
An integrated and time bound policy framework for addressing child labour is in place;
Capacity of the civil society to plan, implement, monitor and evaluate and participate in all interventions against child labour strengthened;
The needed platforms of agreements with national and international actors in the country developed at all levels, including at local community level;
Child labour issues integrated into the national poverty reduction strategy;
A platform of agreement for all actors at community level is developed to support the work of the LVC, to support alternatives services to child laborers such as education services or IGAs to their parents and community;
A community-based child labour monitoring system is tested and scaled up at least in all communities of the project areas.
IO 4: By the end of the project, the legal framework is strengthened for dealing effectively with child

labour and the trafficking of children, with the main emphasis on the implementation and enforcement of existing laws and regulations (Legal framework).
Outputs
Institutions in charge of applying the legal framework are strengthened in the effective implementation and enforcement of all CL related laws;
A special institution overseeing action against child trafficking is established to ensure enforcement of the trafficking laws, including the apprehension, arrest and prosecution of traffickers and the confiscation of profits of traffickers;
The list of hazardous occupation for children regularly updated and adopted, as recommended by the ILO Committee of Experts on the Application of Convention 182 and its Recommendations;
A national review process of legislation affecting child labour in the country implemented to ensure that Togo's legal system on CL is fully and regularly up to date with international standards.
IO 5: By the end of the project, the knowledge base and systems for monitoring child labour trends and characteristics, including WFCL and the effects of HIV/AIDS on child labour, will have been enhanced (Knowledge base).
Outputs
Child labour factors/indicators are integrated into existing labour force, socio-economic and demographic surveys;
A baseline survey to fill information gaps on selected WFCL carried out and data disseminated;
A national stand-alone or modular child labour survey carried out and data disseminated;
Research on child labour promoted especially towards national research and academic institutions, focusing on demand side and risk factors of trafficking.

Annex III Mid-Term Evaluation Conclusions and Recommendations

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.

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 labour through education, vocational training, and apprenticeships (adopted in 2006 in the context of the ILO-IPEC French-funded project to eliminate child labour 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 labour⁴ 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.

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.