



International Programme on the Elimination of Child Labour (IPEC)



International
Labour
Office

IPEC Evaluation

Prevention and Elimination of Child Labour in Artisanal Gold Mining (Orpaillage) in West Africa

**RAF/05/54/USA
P .250.07.100.050**

An independent final evaluation by a team of external consultants

The evaluation was conducted in

Niger and Burkina Faso
(National Level and Selected Districts)

September 2009

This document has not been professionally edited.

IPEC/EVAL/2012/05

NOTE ON THE EVALUATION PROCESS AND REPORT

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

The evaluation was carried out by an external consultant¹. The field mission took place in September 2009. 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).

¹ Paul Wolterstorff M.A., Independent Consultant

Abbreviations & Acronyms

ACTREN	Action Contre le Travail des Enfants au Niger (Implementing partner agency)
ADC-PDE	Association pour le Développement Communautaire et la Promotion des Droits de l'Enfant (Implementing partner agency)
AEJTB	Association des Enfants et Jeunes Travailleurs du Burkina Faso (Implementing partner agency)
AFETEN	Action en Faveur de l'Elimination du Travail des Enfants au Niger (Implementing partner agency)
ALTEN	Association pour la Lutte contre le Travail des Enfants au Niger (Implementing partner agency)
ANIMA	Social marketing NGO in Niger
AP	Action Programme
APRODEB	Action pour la Promotion des Droits de l'Enfant au Burkina Faso (Implementing partner agency)
ASM	Artisanal Small-scale Mining
BBEA	Bureau Burkinabè d'Etudes et d'Appui (consulting firm in Burkina Faso)
CB	Capacity Building
CDN	Comité Directeur National de Lutte Contre le Travail des Enfants (National Steering Committee for the Abolition of Child Labour)
COBUFADE	Coalition au Burkina Faso pour les Droits de l'Enfant (Implementing partner agency)
CONAFE	Coalition Nationale des ONG Africaines en Faveur de l'Enfance (ONG network)
CL	Child Labour
CLM	Child Labour Monitoring
CRS	Catholic Relief Service
CTA	Chief Technical Advisor
DEMPEC	Direction des Exploitations Minières à Petite Echelle (Department for Small Scale Mining)
DRN	Direction Régionale des Mines (Regional Mining Department)
EDDN	Education pour un Développement Durable au Niger (Implementing partner agency)
EI	Education Initiative (USDOL)
EU	European Union
FOP	Fédération des Organisations Patronales (Implementing partner agency)
IA	Implementing Agencies
IPEC	International Programme on the Elimination of Child Labour
ILCTEN	Intersyndicale de Lutte Contre le Travail des Enfants au Niger (Federation of trade union departments focusing on CL abolition in Niger)
ILO	International Labour Organization (Office)
IO	Immediate Objective
INS	Niger National Institute for Statistics
LUTRENA	Projet de Lutte Contre la Traite des Enfants en Afrique (Project Combating the Trafficking of Children for Labour Exploitation in West and Central Africa)
M&E	Monitoring and Evaluation
NGO	Non-governmental Organization

OAU	Organisation of African Unity
OPTEN	Organisation pour la Prévention des Enfants au Niger (Implementing partner agency)
PAPEM	Support Project to Small Enterprises and Artisanal Miners (EU)
PDRSM	Programme of Diversification and Reinforcement of the Mining Sector (EU)
PRECAGME	Project de Renforcement des Capacités Nationales du Secteur Minier et Gestion de l'Environnement (Mining and Environment Support Programme)
PRSP	Poverty Reduction Strategy Programmes
RELTEN	Réseau Nigerienne pour la Protection des Enfants (CL network in Niger)
SOSTEN	Child Monitoring System in Niger
SPIF	Strategic Programme Impact Framework
SYSMIN	EU programme for diversification of the mining sector
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
US	United States
USDOL	United States Department of Labor
WFCL	Worst Forms of Child Labour
WHO	World Health Organization

Table of Contents

Abbreviations & Acronyms	iii
Table of Contents	v
Executive Summary	vii
1. Introduction	1
2. Design	2
2.1 Socio-economic and cultural context	2
2.2 Adequacy of the problem analysis	5
2.3 Development and immediate objectives.....	6
2.4 Overall validity of design.....	7
3. Implementation (Effectiveness)	12
3.1 Immediate Objective 1: By the end of the project, children and youth in the focal areas are less vulnerable to being exploited for work	12
3.2 Immediate Objective 2: By the end of the project, families in the focal areas have increased economic security and stability	15
3.3 Immediate Objective 3: By the end of the project, community cohesion in the focal areas is strengthened.....	17
3.4 Immediate Objective 4: By the end of the project, national policies and structures in Niger and Burkina Faso support / sustain local work.....	19
3.5 Immediate Objective 5: By the end of the project, a feasible model for sustainable elimination of Child Labour in mining is ready for widespread replication.....	21
3.6 Management and coordination	22
3.7 External factors	28
4. Performance	28
4.1 Relevance	28
4.2 Sustainability.....	29
4.3 Efficiency	30
4.4 Causality	31
4.5 Unanticipated effects.....	31
4.6 Alternative strategies.....	31
5. Special concerns	31
5.1 Promotion of equality between men and women (gender).....	31
5.2 Application of International Labour Standards	32
5.3 Protection of environment.....	32
6. Findings, conclusions and recommendations	32
7. Lessons learned (potential good practices and effective models of intervention)	35
Appendix 1: Terms of Reference	37
Appendix 2: Data on gold miners as collected in the Niger Baseline Study	50
Appendix 3: List of conducted interviews and address list of interviewed partners	51

Executive Summary

A final independent evaluation of the project “Prevention and Elimination of Child Labour (CL) in Artisanal Gold Mining (Orpaillage) in West Africa” was conducted from July 2 to July 20, 2009 in Niger and Burkina Faso. The International Programme on the Elimination of Child Labour (IPEC) contracted an independent consultant² to conduct this mission. He was asked to have a look at the project as a whole, including issues of initial project design, implementation, lessons learnt and recommendations for future similar projects.

Project design

An analysis of the project design revealed several strengths and weaknesses.

Strengths are especially:

- Consideration and use of previous CL activities in the region;
- Consideration of CL good practices for project design;
- Comprehensive problem analysis;
- A logical and coherent structure of objectives;
- Concentration of an integrated project, emphasizing the relevance of a conducive environment;
- Emphasis on the use of participatory planning, especially in the context of awareness-raising and information;
- Site selection based on defined criteria and recommendations of partners;
- Very early cooperation with numerous partners focusing on “on-the-job” training, hence contributing to sustainable development.

Weaknesses have been identified in the following areas:

- Very late preparation of baseline studies³ leading to a lack of precise information on socio-cultural conditions on project sites and missing references for customised interventions and measurement of indicators;
- Some non-precise indicators defined during operational planning and a general tendency to only use quantitative indicators;
- The necessity to assess the existence of school infrastructure on project sites as a prerequisite for withdrawal and prevention was insufficiently taken into consideration;
- Too short introduction of partners to project design and implementation approaches (especially Action Programs - AP), leading to the need for reorientation/retraining;
- Even though the project tried to offer equal and, in some cases, more opportunities to girls and women during project implementation, no systematic, written gender mainstreaming concept was applied (gender analysis leading to respective gender strategies);
- Insufficient sustainability approaches (no defined strategy).

Implementation

Set targets for Immediate Objective 1 (IO1) have been exceeded. Far more children than expected have been withdrawn from child labour (more than +50%) and about 30% more than expected were enrolled in

² Paul Wolterstorff M.A.

³ The report for the baseline study in Niger was published in October 2008.

educational services. The results for prevention are also positive; more than 120% of the target has been met. The target of linking them to educational services has been achieved by more than 170%. The target for apprenticeship and literacy programmes is met by a little bit more than 90%. The target for number of children participating regularly in clubs away from mines has been met (102%). Interviewed partners also confirmed a high degree of awareness for CL issues, the creation of multiplier effects and increased income through apprenticeship trainings. Trainees of apprenticeship programs were, however, not always sufficiently prepared for market-oriented production (missing equipment and insufficient market analysis). Other weaknesses in the context of IO1 are related to the construction of two schools in Niger which were damaged during heavy weather on 27 May 2009 at M'Banga and 19 June 2009 at Komabangou. Both classrooms are in the process of being reconstructed.

The IO2 target for increased return from mining among targeted families has been met (about 104%). The project also succeeded in increasing the number of income sources for targeted families (achievement: 160%). The target for the third indicator (number of communities with legal rights to mining) could not be achieved in Burkina Faso because legal rights to mining on selected project sites had already been given to mining societies. In Niger, many miners were given authorization by the Ministry of Mining to operate on plots at Komabangou and M'Banga after a fee payment. The training quality and the creation of additional income were highly appreciated by former trainees. IO2 has hence been achieved in most of the areas. The achievement is weakened, however, by the non accomplishment of the target for indicator 3 and some training activities with limited impact for families and miners.

IO3 has been fully achieved in the area of community mobilisation (participation in cooperatives, associations and the administration of spontaneous community projects). Additionally, community leaders are active in CL-activities and welcome respective contributions from third parties. Public institutions increasingly support CL activities and contribute to respective actions. Community development plans have not yet been prepared. They will not be approved by the authorities before the end of the project. Other negative concerns point to the weak ability of community organisations to plan joint activities, insufficient solutions for major community problems (e.g. health services) and non-optimal synergies between different aspects of community development.

All indicators for IO 4 have been achieved: (integration of CL-Artisanal Small Scale Mining (ASM) issues into Poverty Reduction Strategic Programmes (PRSP) in both countries; meetings of inter-agency committees and participation of social partners in planning and other project activities). Public institutions contribute to CL initiatives: As a follow-up of training of trainers in CL the Ministry of Education in Niger plans to install a unit for "inclusive education" specialised on measures for extremely vulnerable target groups. The Mining Ministry in Burkina Faso included the prohibition of child labour into their list of duties for licensed mining operators; while, department level institutions contribute to community development through training and delivery of physical inputs. CL activities are also supported by employers and trade unions in both countries; in Burkina Faso, these organizations signed, on the occasion of the World Day against CL in Geneva June 2005, the call to action against CL in Mining and Quarries - a memorandum aiming at total abolition of CL in this sector by 2015. Due to limited resources of public institutions, physical and human resources cannot always be allocated to CL abolition activities as desired by the institutions themselves.

The preparation of a model (IO5), the integration of this model's elements into partner's plans and organisations (Indicator 5.1) and testing of the model during events with numerous representatives of relevant institutions (target for indicator 5.2) is only partially achieved. On the one hand, a model – the project strategy and its implementation – has been developed and tested. On the other hand, replication of the model requires thorough documentation of the strategy and its implementation, and dissemination of respective information materials. These steps have only been conducted partially.

Summarising the achievements of all IO targets, the evaluation mission concludes that targets of the first IO have exceeded expectations (approximately 150% of achievement) and targets for two of three indicators of

IO2 and IO3 have been achieved (66% achievement). All targets for indicators for IO 4 have been achieved whereas both targets for indicators of IO5 have not been achieved and will not be achieved during project implementation. The result of this quantitative measurement is further improved by numerous positive impacts mentioned in the paragraphs above. The overall effectiveness of the project is therefore seen as high. Causes for limitation of effectiveness are especially seen in the context of:

- a. Delays in project implementation;
- b. Insufficient baseline data;
- c. Multiple tasks which had to be conducted by few project staff with limited resources.

As a consequence, project staff, whose commitment was highly appreciated by all interviewed partners, had to cope with too many duties. They had to concentrate on daily operations. Due to insufficient capacities, conceptual depth could not always be attained.

Performance

All persons interviewed, without any exception, confirmed the relevance of project activities and highlighted the necessity to continue this work. Sustainability was already outlined at the design stage of the project,⁴ but mentioned sustainability factors have not been incorporated into a written sustainability concept, including exit strategies. The sustainability approach of the project can be interpreted as a “training on-the-job” approach, which includes continuous improvements of partner capacities through on going joint project implementation. Seeing that 2361 children have been withdrawn, 3020 children have been prevented from entering CL, 906 children have been enrolled in apprenticeship or literacy programs, 1022 children joined clubs away from mines, 1557 miners increased their income and also saw an environment conducive to significant improvements at the community and policy level, where a high level of efficiency on project interventions can be attested. Due to the fact that inputs (especially budget allocation for Action Programmes) were sometimes delivered late, activities could not be conducted in time and outputs were also delivered late. The causality of the project suffered from these delays.

Recommendations

It is recommended to ILO/IPEC-HQ to consider issues aiming at further improvement of ILO/IPEC project design:

- Ensure profound analysis (baseline studies) during project preparation;
- Establish specific mechanisms for the analysis of educational infrastructure on intervention sites;
- Develop mechanisms for harmonisation of allocated resources with envisaged achievements;
- Encourage project managers to identify donors for complementing activities;
- Create a project design with several phases;
- Implement longer Action Programmes;
- Invest more time for training of implementing partner agencies in Action Programme preparation;
- Create integrated approaches for the delivery of technical training;
- Decrease delays in project implementation;
- Consider longer periods for the implementation of similar interventions as compared to the three years period initially planned for this project.

⁴ See Project Document, chapter 4.

It is recommended that the French funded IPEC Country Programmes in Niger and Burkina Faso, as part of the ILO Decent Work Country programmes, become the focal point ensuring sustainability of achievement of the evaluated project on policy level. In close cooperation with Ministries and other partner institutions, ILO/IPEC country programmes are requested to:

- Prepare action plans with precise description of required follow-up activities ensuring complete sustainability of project interventions;
- Analyse options to integrate follow-up activities into envisaged National Action Plans for CL Abolition;
- Analyse options to integrate follow-up activities into envisaged National Programmes for Decent Work;
- Analyse options to use allocated resources of DSRPs for implementation of follow-up activities;
- Integrate existing regional committees into follow-up activities;
- Link-up with CL networks;
- Link-up with cooperation partners engaged in similar spheres of activities.

It is recommended to IPEC Country Programmes in Niger and Burkina Faso, as part of the ILO Decent Work Country programmes, to be the focal point ensuring sustainability of achievement of the evaluated project on community level. In close cooperation with Ministries and other partner institutions IPEC Country Programmes in Niger and Burkina Faso as part of the ILO Decent Work Country programmes are requested to coordinate follow-up activities in the following areas:

- Pre-school activities (construction of durable buildings for child-care purposes, counselling for volunteers, improvement of access to sanitation and health-services);
- Enrolment in basic education (creation of incentives for teachers, follow-up of CL-M&E, creation of school construction guidelines and school catering systems);
- Clubs and leisure time activities (preparation of action plans for clubs and insertion into community development plans, identification of cooperation partners);
- Training and apprenticeship (counselling of former apprentices, specific follow-up of trainees with marketing problems, identification of partners for the purchase of equipment for trainees and miners, follow-up of alphabetisation campaigns);
- Community development (assistance in preparation of community development programmes, which take the above mentioned issues into account; assistance in the creation of health-service points on community level – a top priority issue in all communities).

1. Introduction

1. Child labour (CL) in the gold mining (“orpaillage”) sector of Burkina Faso and Niger is a widespread phenomenon. Some studies in early 2000, even though with limited statistical validity, estimated that hundreds of thousands children are working in mines. The Government of both countries saw therefore the necessity to strengthen their commitment in the abolition and prevention of CL. IPEC, a technical cooperation programme of ILO, was asked to conduct a project in order to contribute to the elimination and prevention of CL.
2. IPEC started its project for the prevention and elimination of CL in artisanal gold mining (orpaillage) in Niger and Burkina Faso on the 30th of September 2005. While the project was designed as a two-country project and a non-core country (Mali), it seeks replication in other neighbouring countries that are similarly affected. Project activities were conducted on four sites and satellite villages, following the revision of the project coverage: Komabangou and M’Banga in Niger and Gorol Kadgè and Zinguima in Burkina Faso.
3. The project is scheduled to end on the 31st of July 2009. The project is based on the premise that since child labour in mining is a symptom of underlying issues of poverty and social disruption, it can only be addressed in the context of these other issues. The basic strategy is a child-focussed programme integrated with larger development efforts. It aims at creating an enabling environment that will promote permanent removal of children from their work in the mines, favouring this way education and addressing underlying factors which give rise to hazardous child labour in mining in the long term. Efforts are concentrated mainly at the community level. The project is developing and testing a model to prevent child labour in mining, consistent with the society as well as simple, practical and cost-effective enough to be maintained. It can draw on a substantial amount of experience from IPEC’s pilot efforts in small-scale mining. While the project was designed as a two-country project, it seeks replication in other neighbouring countries similarly affected.
4. The Strategic Programme Impact Framework methodology was used to analyse a set of outcomes and to identify the causal links as a desk review exercise in HQ to prepare for the design of the programme. Five major objectives were identified in the course of stakeholder’s consultation and through the SPIF exercise:
 - IO 1: At the end of the project, children and youth in the focal areas will be less vulnerable to being exploited for work;
 - IO 2: At the end of the project, families in the focal areas will have increased economic security and stability;
 - IO 3: At the end of the project, community cohesion in the focal areas will be strengthened;
 - IO 4: At the end of the project, national policies and structures in Burkina Faso and Niger will support / sustain local work;
 - IO 5: At the end of the project, a feasible model for sustainable elimination of child labour in mining will be ready for widespread replication throughout the mining region.
5. In order to reach these objectives, project activities focus on the following strategies: (1) Direct targeted action with working children, their environment and their families; (2) Child labour monitoring system; (3) Advocacy and awareness raising/social mobilization; (4) Capacity building; (5) Building a knowledge base on child labour in mining and sharing lessons learnt and experiences. Direct interventions are implemented by executing partner agencies on the basis of Action Programmes.

6. This evaluation report covers the IPEC project in Burkina Faso and Niger. The evaluation looks at the project as a whole, including issues of initial project design, implementation, lessons learnt, replication and recommendations for future similar projects (see appendix 1: Terms of Reference).

2. Design

2.1 Socio-economic and cultural context

Analysing the socio-economic and cultural context

7. The project document refers especially to a study of the «Coalition au Burkina Faso pour les Droits de l'Enfant» (COBUFADE). This study was conducted in 2002. It investigated seven sites in Burkina Faso and was seen by the authors of the project document as the best source of information on child labour in gold mines. The study estimated that children under 18 may constitute up to 30-50% of the entire *orpailleur* workforce. The project document also cites a 1989 «United Nations Development Program» (UNDP) report in Niger, which estimated that there could be many children in the artisanal mining sector, including *orpaillage*. In the context of the educational data, a study conducted by IPEC is quoted.
8. The validity of the quantitative data on the *orpailleur* workforce is still under discussion – respective officially confirmed data does not exist. The project document concludes that “*there are no reliable data on the school enrolment and completion levels of children living and working in orpaillage sites in either country*”⁵. This is also valid for the analysis of the small-scale mining sector in the project document. Referring to numerous documents⁶ the project document states that there is “*no confirmed data on the numbers of people employed*”⁷ in small scale mining in Niger.
9. The most important source of the project document for data on socio-economic and cultural conditions, the CABUFADE survey, cannot be seen as a profound analysis of *orpailleurs* in both countries. Without even visiting and analysing sites in Niger, figures are only a rough estimate, taking some samples in some sites in Burkina Faso as the base for projections on the nature of social structures in both countries. It can hence be concluded that the authors of the project document a.) Tried to identify data sources and build on existing investigations, and b.) These data sources were rather estimates than reliable data. Data for project planning at the beginning of project activities (preparatory phase 10 to 12/2005) was rather limited.
10. As a consequence of the above stated facts, the project document sees a need to collect data on specific details on the local beneficiary population (current economic, health and family situation) and the current capacity at the local level of the ministries to implement and address education, labour, mines and social welfare. This data is expected to be collected at the start of the project along with the actual

⁵ Project Document, page 4.

⁶ UNDP report - Rapport de la mission technique pour l'industrie d'orpaillage au Niger, 1993 Ministère des Mines et de l'Energie/UNDP (prefecture de Tillabéri) - Assistance pour la Valorisation des gisements aurifères du Niger, 1989. Ministère des Mines et de l'Energie (department de Tillabéri) – Rapport de Suivi et Contrôle des Activités d'Orpaillage dans le Lipatakp Gourma du Niger, 1989. Ministère des Mines et de l'Energie – Propositions d'Amélioration de l'Orpaillage, 2003.

⁶ Relevant studies of the sector include:

- Mining, Minerals & Sustainable Development (MMSD) – Small-Scale Mining in Burkina Faso, 2001.
- Ministère des Mines des Carrieres et de l'Energie – Resume sur la Composante D du PRECAGME, 2004.
- UNICEF – Rapport du Project de Rehabilitation et de Reinsertion Sociale de 40 Enfants et Jeunes Orpailleurs de Deux Sites Auriferes dans la Sahel au Burkina Faso, 2004.
- COBUFADE (Coalition au Burkina Faso pour les Droits de l'Enfant) – Pires Formes du Travail des Enfants dans les Sites d'Orpaillage au Burkina Faso, 2002.

⁷ Project Document, Page 5.

baseline data needed for selection of beneficiaries and designation of appropriate services for the girls and boys who are being withdrawn from work or prevented from being engaged in child labour. This information would be completed by the child labour monitoring system and special studies.

11. In order to gather useable baseline and contextual data, it would be essential that simple, practical methods be used rather than attempting more elaborate approaches which may appear more scientific (e.g. questionnaire surveys) but cannot elicit reliable data given the nature of the population and conditions in the mining camps. Secondly, because of the emphasis on community ownership in this project, the strategy for data collection would also necessarily be heavily weighted towards participatory methods, such as focus groups, participant-observation, and non-directive interviews. The project document also recommends contracting Non-Governmental Organisations (NGOs) who conducted previous studies for United Nations Children Fund (UNICEF), COBUFADE and other entities. These NGOs could draw on the interviewers trained for those studies and concentrate more on updating the existing knowledge base rather than starting from zero.⁸
12. The evaluator sees these recommendations of the project document as a positive attempt to build on existing experiences, save financial resources, especially integrate communities into data collection and processing, and come to rapid results instead of investing in time-consuming statistical investigations during the build-up phase of the project. The objective to get more reliable data on selected issues was scheduled to be conducted through specific studies parallel to project implementation. However, the above mentioned recommendations of the project document were only partially implemented. The following paragraphs explain causes for this discrepancy.
13. Before project start in *Niger*, several reports of NGOs – some of them have already been mentioned above – talked about very hard working conditions in mines. The above mentioned studies estimated many children working in these conditions. Due to concerns regarding reports on CL in Niger, ILO asked the Minister of Labour for further details. A high level ILO delegation visited mines in Niger in order to investigate the situation. As a consequence of these incidents, the topic was a highly sensitive political issue in the beginning of project activities and had to be handled with tactfulness.
14. Project management reacted to this situation by contracting the Niger National Institute for Statistics (INS) for the implementation of a baseline survey. The project explained that this decision was seen as a necessity in order to get public approval for collected data. Additionally, training of public agents in data collection was seen as an important contribution to capacity building measures of partner organisations. This approach was meant to be a contribution for the envisaged implementation of a National Survey on Child Labour which will be conducted by the same institute.
15. According to project management, the statistical institute in *Burkina Faso* was also asked to conduct a baseline study. The institute had other priorities, such as household investigations. The project therefore contracted a consulting firm “Bureau Burkinabè d’Etudes et d’Appui-conseils” (BBEA). It was expected that this firm would deliver data after approximately three months and that the entire baseline study could be finalized after half a year. The consulting firm did not deliver the expected results in this time span. National project management reported very dissatisfying results of the first investigation. In a meeting with the evaluator, BBEA named a very small budget as a reason for modest achievements of the survey.

⁸ See “ILO/IPEC: Prevention and Elimination of Child Labour in Mining in West Africa: Project Document”, page 18.

16. In order to receive officially recognized data, draft versions of baseline studies in both countries were subject to time-consuming adjustment procedures. First reports were published in July 2008 (Burkina Faso – the third version is still in the process of final approval) and October 2008 (Niger). The above mentioned approach for the implementation of a baseline study had several implications:
- The baseline studies were published more than two years after project start – a significant delay. Interviewed implementing partner agencies cannot see any sense in baseline studies with such a delay.
 - The baseline studies were conducted about 2 years after project start (Niger: May 2008 and Burkina Faso June 2008). Project activities had already an impact (for example withdrawn and prevented children). The baseline study hence does not measure the baseline, but an already improved environment.
 - As a consequence, project implementation is conducted without a sound knowledge on socio-economic and cultural conditions in selected areas of the intervention.
 - The studies were more oriented towards training and the incorporation of national authorities than on community ownership, as proposed by the project document.
 - The used methodology (questionnaire investigation focusing on three samples: parents, employers and children) is in contradiction to the participatory approach proposed by the project document (focus groups, participant-observation and non-directive interviews).
 - The double function of the study in Niger (baseline study for the project and capacity building of INS for the scheduled National Child Labour Study) slowed down the preparation of the project baseline study. Approximately 50 staff members were trained for this exercise and 40 field agents collected data in the context of the project baseline study. In addition, 50 agents were trained for the collection of data related to the National survey on Child Labour in Niger.
17. According to project management discussions with INS, UNICEF and several committees did focus especially on the preparation of the National Child Labour Study, but in practice concentrated on a mix of issues:
- In Burkina Faso, sites are in principle closed from the first of June to the end of August. The baseline study was conducted during this period (June 2008), which was not the best timing for this exercise, as some miners have already left the sites with their children to start farming activities in their villages of origin.
 - According to the project manager in Burkina Faso, limited resources did not allow to contract the best consulting firm for this task.
18. The above mentioned facts show that the authors of the project document tried to base the project design on data on the socio-economic and cultural context of selected sites. The authors could, however, not identify sufficient valid data and therefore recommended the organization of rapid, participatory assessments, which could be completed by specific investigations during project implementation. This recommendation is seen as meaningful. The project experienced that the collection of CL data was a highly sensitive political issue (especially in Niger). He was also asked to contribute to the preparation of a National Child Labour Survey. The decision to include National Statistical Institutes into Baseline Study data collection was hence an attempt to:
- a. Conduct Capacity Building for National partner organisations;
 - b. Assure recognition of data through National institutions;
 - c. Contribute to National CL survey preparation.

19. This decision led to significant delays in baseline survey implementation and hence to missing reference data for customised interventions and Monitoring and Evaluation (M&E) purposes. It would have been better to highlight the importance of data collection for project purposes and to assist National Statistical Authorities through other types of CB measures (training programmes and consultancies).

2.2 Adequacy of the problem analysis

20. The discussion of **problems of gold-miners and small scale miners** in the project document is mainly based on secondary analysis (=analysis of documents already mentioned in chapter 3.1) and on some field observations. According to the project document the major cause for problems of miners is:
- Abject poverty (extreme family⁹ poverty leading to malnutrition of children), frequent droughts, failing crops, lack of alternative livelihoods, unemployment, and weak social and economic policies, which force many people to abandon their existing livelihoods and traditions, migrate to mineral rich areas and seek their fortune in the orpaillage sector.
21. This would lead to several other causes:
- Orpaillage activities are inefficient and unproductive resulting in insufficient income to meet basic family needs and rise above mere subsistence;
 - Orpaillage is informal, unorganised and lacks a pragmatic conducive policy framework for protection, formalisation and sustainable development;
 - Local social services, such as education, health care, child care, sanitation, nutrition, and security are lacking or inadequate;
 - Basic public services, infrastructure and social development programmes rarely target the orpaillage communities, much less child labour;
 - Continuing insecurity forces families and single parents to resort to child labour to supplement their incomes and simply survive;
 - National policies and legislation that foster protection of children and their vital enforcement are absent from the informal orpaillage areas.
22. As a result the major problem is seen as:
- Children and adolescents work in and around orpaillage sites with their parents or third parties;
 - The children's mental, emotional and physical health is seriously affected by the hazardous working environment, health risks in orpaillage settlements, girls are at special risk;
 - Children often fail to enrol in school, drop out after primary years, or show poor school performance;
 - Children's needs for protection, moral/spiritual guidance, play and affection are supplanted prematurely by adult roles and adversely affected by unconventional social norms (non-protective social environment leading to alcohol and narcotics abuse and sexual promiscuity);
 - Children forced to work in orpaillage have fewer opportunities and possibilities for developing their mental, social and vocational skills (Very hard physical work for both, girls and boys, in most of the cases 7 or 6 days a week, 8 to 14 hours a day insufficient rest, nutrition and water (assumption without database))

⁹ The project document quotes DFID and UNDP data saying that around 61% of the population in Niger and around 45% in Burkina Faso (together totalling over 10 million people) live in abject poverty on less than US\$1 per day (Project Document, page 6) – even though the Project Document cannot give figures on specific poverty conditions in and around the selected sites.

- Orpaillage children become trapped in a vicious circle of poverty, contributing to an on going and extending rural poverty when they become adults.
23. The results of the baseline studies in Niger and Burkina Faso show that the problem analysis of the project document was correct. It can be concluded that:
- Poverty is the main cause for moving to gold mining sites;
 - Insufficient protection of children in gold mines is a common problem;
 - Insufficient care leads to severe social and health problems;
 - Children possess very basic education levels;
 - Parents are willing to send their children to school if such education is offered in nearby places (see appendix 2 for further details).
24. The Project Document mentioned these and other problems related to CL. A specific strength of the Project Document is the consideration of a conducive environment toward improvements at community and national levels – a prerequisite for integrated CL abolition and prevention programmes.

2.3 Development and immediate objectives

25. The development objective of the project wants to “Contribute to the prevention and elimination of Child Labour in orpaillages in West Africa.” It describes the general expected outcome of the project. The term “contribution” is, however, vague - even a very slight change can already be interpreted as a contribution. The term “West Africa” shows a rather ambitious development objective, namely the dissemination of a model approach to numerous West-African countries.
26. The Immediate Objectives (IO) leading to the achievement of the development objectives are:
- IO 1: At the end of the project, children and youth in the focal areas will be less vulnerable to being exploited for work.
 - IO 2: At the end of the project, families in the focal areas will have increased economic security and stability.
 - IO 3: At the end of the project, community cohesion in the focal areas will be strengthened.
 - IO 4: At the end of the project, national policies and structures in Burkina Faso and Niger will support / sustain local work.
 - IO 5: At the end of the project, a feasible model for sustainable elimination of child labour in mining will be ready for widespread replication throughout the mining region.
27. The IOs 1-4 are seen by the evaluator as a logical consequence of a.) “good practices” in international programs fighting child labour (see chapter 3.4) and b.) secondary analysis and observation in the field as described in chapter 3.2 of this report. The project tends to avoid singular solutions (withdrawal and prevention only) and prefers instead an integrated approach (focus on an enabling environment, addressing underlying factors and using a collaborative style). This concept is a consequence of the complexity of child labour problems and supports the creation of synergies between the different levels of intervention (beneficiaries – their families – communities and their organisations – public institutions on community, department and National level). The integrated approach is seen as logical (only combined efforts can solve child labour problems in the long run) and coherent (the sum of achievements of IO 1 to IO 4 will lead to the achievement of the Development Objective).

28. IO 5 targets the dissemination of a model to West African countries. Seeing the limited budget allocation of the project and the relatively short time span of implementation (three months preparation and three years implementation) this objective is seen as quite challenging to be achieved during project implementation¹⁰. An extra-period after project implementation (for example 3 months) would have allowed concentrating fully on the achievements of this objective.

2.4 Overall validity of design

29. Executing partner agencies in Niger stated that they could **build on previous IPEC** experiences (estimates on socio-cultural conditions and use of already established contacts). The National Programme Manager in *Niger* was involved in first data collection in 2002, assisted in establishing first population estimates and started to sensitize communities for child protection. On one site (Komabangou), IPEC had already built a school in 2002. The project thus based its starting point on these preparatory steps (e.g. IPEC studies for a National Plan in 2001/2002). In *Burkina Faso* requests of the Ministry of Labour for CL projects were already received in 1999. The sector “artisanal mining” was second highest CL priority after agriculture. A strong commitment of the Government was obvious during numerous meetings related to CL issues (including signature of Conventions No. 5, 33, 123, 138, and 182, which have been signed by both Governments in Niger and Burkina Faso).
30. Early CL activities in *Niger* were accompanied by the organisation “Association pour la Lutte contre le Travail des Enfants au Niger” (ALTEN), which became an important executing agency of the project. ALTEN stated in interviews that they definitely benefited from previous IPEC experiences – not only in Komabangou but also in child labour activities focusing on the eradication of child labour in slaughterhouses near to Tilabery/Niger. This know-how would have been transferred in meetings and through joint discussions. Beneficiaries would have been already aware of the subject and expressed an urgent need to send their children to school. The reason for not doing so in the past would have been a lack of financial resources to send their children to school in neighbouring communities. This use of previous IPEC experience was also confirmed by the implementing agencies “Fédération des Organisations Patronales” (FOP) and “Action en Faveur de l’Élimination du Travail des Enfants au Niger” (AFETEN). The latter agency used the 1999 child work information gathered by IPEC Niger. According to AFETEN, first school construction activities were also under way in Komabangou before start of the project (early 2006). The project could have built on these existing capacities and local efforts. The project hence used already made experiences on numerous levels.
31. The project document also uses “**good practices**” of previous projects addressing child labour in small-scale mining. These elements are highly abstracted from a much larger set of principles and lessons learned. The primary source of the model comes from the USDOL-funded South American small-scale mining programmes (note their evaluation report, 2003) and the thematic evaluation on mining 2004¹¹ which synthesized previous project-specific evaluations. Aspects of the model are also drawn from numerous project reports.¹²
32. The five key elements crucial to success are
- A policy environment at the national level that recognizes and regularizes small-scale mining as an important, stable source of national revenue and adult employment;

¹⁰ The Project Document states “Using four sites initially, – two each in Burkina Faso and Niger– this project will test, refine and validate simple, cost-effective model(s) for stopping child labour in the small-scale mining sector and will analyse and disseminate the experience to policy-makers and potential users elsewhere” (Project Document, page 15)

¹¹ Funded by USDOL

¹² For further details see “ILO/IPEC: Prevention and Elimination of Child Labour in Mining in West Africa: Project Document”, page 15.

- Technical help for small-scale miners in the form of a district-level cadre of trained technical staff who will demonstrate and promote safer, sustainable and more productive ASM methods;
 - A locally-managed continuous monitoring system to strengthen adherence to basic labour standards and refer any child workers identified to services;
 - Miners' associations to serve as a vehicle for awareness-raising, communication, learning, and advocacy;
 - Education, training, and leisure activities adapted to the special needs of ex-child workers in the mining industry, and to the opportunities in the community.
33. The project design is taking these “good practices” into account. It incorporates policy reinforcement (IO 4), offers technical training and awareness raising for security issues (activity in order to attain IO 2), installs monitoring systems on various levels (activity in order to attain IO 1), promotes associations of miners and other community associations (IO 3) and focuses education as a major objective of the project (IO1). The project design is hence based on previous IPEC interventions and local initiatives as well, and incorporates their “lessons learnt” into the entire implementation concept. This fact is seen by the evaluator as a strong asset of project design and project planning.
34. The project did not conduct complete **Strategic Programme Impact Framework (SPIF)** exercises with partners, but used planning seminars for sensitization and discussion of an already prepared (draft) design. During three days workshops (planning seminars 8/2006 in Niamey and Ouagadougou) comprehensive introductions to CL were presented (conventions, international action and presentation of several BIT/IPEC programmes). This section was followed by a presentation of the project design and implementation approaches including Action Programme (AP) preparation. AP preparation was also imparted through group exercises. Participatory exercises related to project design were limited to a.) analysis of CL working conditions in mines and identification of possible solutions and b.) identification of constraints and obstacles for smooth project administration. Especially training in AP preparation and information on roles and responsibilities of different partners was later restated in program development workshops in 5/2008 and 9/2006.
35. A joint analysis of outcomes necessary to eliminate child labour at the country level, the identification of specific areas of work (e.g. education, awareness-raising, legal framework, income generation) and a selection of project intervention areas based on this analysis was only very partially considered during the workshop. These steps had already been conducted by IPEC when designing the project¹³. Due to delays in staff recruitment, these preparatory steps in IPEC Headquarter (IPEC-HQ) are interpreted as a necessity – IPEC/HQ had to design the project in order to facilitate sound orientation for early steps of the project. The inconvenience of this approach is a non-optimal inclusion of project partners in all aspects of project design. Insufficient “ownership” of the entire project design could later be observed during interviews.¹⁴
36. **Sites were selected** on the advice of various Ministries, especially the Mining Ministry in Niger and Burkina Faso. NGOs and agencies were also asked for advice. Criteria for selection included: the size of the community, sustainability of the site (mineral resource), legal tenure and mineral rights, degree of ‘organisation’, community acceptance and commitment (demand led), prevalence of child labour, levels of poverty, presence/experience of implementing agency(ies), and Government targets and priorities.

¹³ The TOR state: “The Strategic Programme Impact Framework methodology was used to analyse a set of outcomes and to identify the causal links as a desk review exercise in HQ to prepare for the design of the programme.”

¹⁴ In most of the cases implementing agencies did not know all IOs of the project. They concentrated on areas of their Action Programme, but did not create synergies with other fields of intervention of the project.

37. In Niger, the Direction Régionale des Mines (Regional Mining Department - DRM) proposed Koma Bangou (estimated population in the Project Document 30,000) and M'Banga (estimated population in the Project Document 15,000)¹⁵; both in the Department of Téra in Tillabéri region. The sites were selected because they were one of the most important “orpaillage” sites in the country and one of the few that meet the above criteria.
38. Additionally, it is an area where the DRM is present and where IPEC has already undertaken work. Since Koma Bangou is also a development target for the Catholic Relief Services-World Vision consortium, its selection was also favoured by intended synergies and cost-efficiencies with these agencies. In Burkina Faso, the Direction des Exploitations Minières à Petite Echelle (DEMPEC) proposed Gorol Kadgè (in Senu Province of the Sahel Region) and Zinguima (in Bam Province of the Centre-Nord Region). The incorporation of Ministries and partner organisations in site selection is seen as another asset of project design. Presence of public institutions, consideration of the above mentioned criteria and concentration on sites with options for synergies are a reasonable method for increased effectiveness and efficiency of the project.
39. The **selection of beneficiaries** was, however, aggravated by insufficient data on target populations. The Niger Baseline Study itself, published in October 2008, states that:
- “The missing preparation of two quantitative and qualitative studies concerning child labour in gold mines in Tillabery region, which were scheduled to be conducted in the context of project preparation, were an important handicap for decision making in this field.”¹⁶*
40. The Baseline Study adds that the respective study was not only planned to identify reasons for child labour and to deliver background information, but also to identify direct beneficiaries of the project, namely children and households. Due to the fact that this information was not delivered by respective studies, precise references for the selection of beneficiaries were missing.
41. The project handled this situation in empowering implementing agencies and families for the selection process. Initial identification forms were provided by the project to all implementing agencies before they started identification of beneficiary children on project sites. Main information requested from children and their families was contained in these forms and was used for the training of implementing agencies representatives involved in the selection of future direct beneficiaries. After-school enrolment campaigns and according to the positive response from families, implementing agencies gave priority to children who were presented to them, in line with the demand driven nature of the project. All children of school age (already engaged or not in child labour) who were not enrolled in educational activities were considered as vulnerable on mining sites and therefore subject to the services to be provided by the project.

¹⁵ These figures of an estimated population of 45.000 in both sites are rather contradictory to data in the baseline study edited in October 2008. The latter states that in may 2008 Komabangou and M'Banga had a population of 17.898 (7015 female; =39,2% and 10883 male; =60,8%). The contradiction can be caused by a.) statistical errors (for example investigation in rain season, when most of the beneficiaries leave their sites in order to cultivate fields) or b.) migration in the region.

¹⁶ BIT/IPEC : Enquête de base sur le travail des enfants sur les sites d'orpaillage de Komabangou et M'Banga/Niger. INS Niger. Etude réalisée par INS-Niger. Octobre 2008.

42. **Indicators** are roughly defined in the Logical Framework of the Project Document (e.g. “Number of boys and girls withdrawn from CL”). Another part of the project document (chapter 3.2 “Direct beneficiaries”) named quantitative targets:

Beneficiaries of the Programme			
Country	Orpaillage Community	Number of Families	Number of Children
Niger	Komo Bangou	450	1150
	M’Banga	550	1,350
	<i>Sub Total</i>	<i>1,000</i>	<i>2,500</i>
Burkina Faso	Gorol Kadgè	200	650
	Ziniguéma	300	850
	<i>Sub Total</i>	<i>500</i>	<i>1,500</i>
TOTAL		1,500	4,000

43. The Project Document adds that a total of 4,000 children will be targeted for direct action from the project. Of these, 1,500 will be withdrawn from work and 2,500 will be prevented from being engaged in child labour. The 3,000 children were to receive educational and/or training services and were to participate in youth clubs and activities of the children’s centres. An additional 1000 children were to be provided with non-educational services through youth clubs and sports activities. The project was also to provide services to 1,500 families in the targeted communities (training in improved mining methodologies, training in supplementary livelihood activities, organization of miners’ associations, training in occupational safety and health, and health screening). It is noted that the indicators were taken from the Project Document. In order to complete the project document, a consultant visited gold mining regions and estimated figures.
44. Indicators as defined in the Project Document cover the relevant fields of Immediate Objectives – they set an adequate basis for measurement of achievements. Due to the fact that the specific definition of targets for indicators are decided on during the operational planning process by the project management while putting together the PMP, the quality of indicators is not discussed in this section but it is further discussed in section 4.6 “Management and coordination.”
45. **Assumptions** in the Project Document are comprehensive – a total of 24 assumptions were defined for the five IOs. These assumptions react to some of the challenges which have been identified during previous experience with its pilot project on mining in the Komabangou area, such as insufficient decentralization of public institutions, their limited financial and human capacities, insufficient legislation (including CL prevention) and non-optimal networking between different players¹⁷. They, therefore, reflect the necessity of a multi-level approach and a collaborative implementation style intending to create synergies and appropriate framework conditions.
46. The project document underestimates, however, the necessity to have at least basic education infrastructure in place. If this is not the case, withdrawal and prevention can only happen after preparatory work. Additionally, the project would have needed budgets for schools construction. The evaluator concludes that it would have been necessary to emphasize the issue of missing schools in targeted communities and to deliver respective budgets for this activity. The willingness and ability of communities and public institutions to contribute to school-building should have been highlighted in the assumption section as a major prerequisite for withdrawal and prevention.

¹⁷ For further details see “ILO/IPEC: Prevention and Elimination of Child Labour in Mining in West Africa: Project Document”, page 9.

47. **Gender** mainstreaming approaches were only partially addressed in project planning and early project implementation. They are limited to:
- a. gender-sensitive data aggregation in most of the documents;
 - b. the attempt to integrate at least 40% of women in project activities;
 - c. early awareness-raising of targeted populations for the importance of gender issues.
48. Specific gender strategies were not developed (see also chapter 6.1).
49. A written strategy for **sustainability of impact** has not been prepared by the project. Project coordination sees a participatory approach as the core element of sustainability. The close cooperation with numerous partners is seen as a kind of “on-the-job training” and would have laid the basis for on going activities after the end of the project. An exit strategy with clear analytical objectives (capacity analysis, structured capacity building) and an action plan focusing on progressive handling over of responsibilities was not established.
50. The project design has hence several strengths and weaknesses.
51. Strengths are especially:
- Consideration and use of previous CL activities in the region;
 - Consideration of CL “good practices” for project design;
 - Comprehensive problem analysis (leading to);
 - A logical and coherent structure of objectives;
 - Concentration of an integrated project emphasizing the relevance of a conducive environment;
 - Emphasis on the use of participatory planning, especially in the context of awareness-raising and information;
 - Site selection along with defined criteria and based on recommendations of partners;
 - Very early cooperation with numerous partners focusing on “on-the-job” training and hence contributing to sustainable development;
 - Awareness-raising for gender issues and application of minimum requirements.
52. Weaknesses have been identified in the areas of:
- Very late preparation of baseline studies leading to a lack of precise information on socio-cultural conditions on project sites and missing references for customised interventions and indicators’ measurement;
 - The necessity to assess the existence of school infrastructure on project sites as a prerequisite for withdrawal and prevention was insufficiently taken into consideration;
 - Too short introduction of partners to project design and implementation approaches (action programs) leading to the need for reorientation/retraining (program seminar December 2006 and numerous on-the-job trainings);
 - Even though the project tried to offer equal and in some cases more opportunities to girl children and women during project implementation, no systematic, written gender mainstreaming concept was applied (gender analysis leading to respective gender strategies);
 - Insufficient sustainability approaches (no defined strategy).

3. Implementation (Effectiveness)

3.1 Immediate Objective 1: By the end of the project, children and youth in the focal areas are less vulnerable to being exploited for work

53. The following table shows latest data on achievements related to IO1:

No	Indicator	Target	Achieved	Remarks
1.1	Numbers of boys and girls withdrawn from CL	1500	2361	(B:1373; G:988)
1.2	Number of boys and girls prevented from working	2500	3020	(B:1602; G:1418)
1.3	Number of withdrawn children enrolled in educational services	1500	1984	(B:1162; G:822)
1.4	Number of prevented children enrolled in educational services	1500	2585	(B: 1362; G:1223)
1.5	Number of children enrolled in short duration apprenticeship or literacy programmes (revised indicator)	1000	906	(B: 516; G:390)
1.6	Number of children participating regularly (at least 3 days per week)	1000	1022	(B:580; G:442)

54. The table above indicates significant achievements of set targets. Far more children than expected have been withdrawn from child labour (more than +50%) and about 30% more than expected were enrolled in educational services¹⁸. The results for prevention are also positive; more than 120% of the target has been met. The target of linking them to educational services has been achieved by more than 170%. The target for apprenticeship and literacy programmes is met by a little bit more than 90%. The target for number of children participating regularly in clubs away from mines has been met (102%). The accuracy of the above-presented data could be confirmed by the evaluator through checks of a.) data collected by community members, especially instructors and local chiefs; b.) data bases used by implementing partner organisations and c.) data collected by the project in its project monitoring system (updates of tables for report writing purposes).

55. Besides measurement of targeted results, the evaluator could also find proof of very positive impact on the level of IO 1 through interviews and observation. A young student reported to be proud to be the second best in his school class. After graduation he wants to become school director. A fellow schoolmate thanks the project for offering the opportunity to go to school. She wants to become a dressmaker with an own workshop. Another student stated that:

“Without them (= implementing agents) we would still be down there in the mines. Now we have a chance to learn a little more every day.”

56. A high degree of **awareness-raising** was confirmed on all levels. Interviewed community members – children, parents and associations members – said that they would not have known the dimension of risks and negative impacts of child labour. After awareness-raising sessions with IA they would have felt encouraged to send their children to school or to training. It would have been an enormous relief to get rid of worries about their children and to know that they are safe at school.¹⁹

57. Interviewed teachers and education agents gave a positive feed-back on training of trainers in CL techniques. They said that the training helped them to understand the issue and to integrate it into education and supervision of children and families. Even beyond education they would act as resource

¹⁸ A girl stated that she is so glad to be out of gold mining. She thanks the project for being in school now, to continue school attendance is her only objective for the next years. Later on she would like to go to town and “be someone.”

¹⁹ A father stated during an interview “Before we never knew if they (=the children) are still alive down there, we were worried all the time. Now we can relax, we know where they are and that they are in good conditions”.

persons for guidance of children in order to create opportunities for them. Several instructors showed their monitoring sheets and explained that the follow-up presented a level of absenteeism (which is below 10%). About 5% of enrolled children would still work sometimes in gold mines. They would visit respective parents and try to prevent the affected children from this burden.

58. On policy level, public agents talked about an important contribution of the project to awareness-raising on CL. The awareness-raising sessions organized by the project and disseminated CL guidelines were seen as crucial for increased commitment of public institutions (e.g. recruiting and allocating teachers to the sites, building of schools, training of child care volunteers in the community, contributions to alphabetisation campaigns, intensified efforts in the area of mine inspection).
59. The project also succeeded in creating **multiplier effects**. Informed by the training program SCREAM, enrolled children encourage other non-educated children to go to school and to learn something new. Interviewed pupils – even though rather timid - stated that they invite others to join them. They would have understood that education is the only way to get a better life. Not one single interviewed child stated to prefer work in comparison to school, instead all of them highlighted their enthusiasm for school education.²⁰ This is also valid for interviewed parents' associations, where parents stated to convince other community members to send their children to school.
60. Positive impacts could also be identified in **apprenticeship and alphabetisation** measures. Training helped to contribute to community development. Trained carpenters supply their villages in Niger with furniture. Community members appreciated this contribution, because they can now avoid trips to distant places in order to purchase required items. Trained mechanics in Burkina Faso also assisted in repairing motorcycles; agriculture trainees contribute to school-nutrition.²¹
61. Girls who learned to do traditional skin painting said that they **generate more income**, at least 1000 CFA (approximately 2 \$ US) per day and person. Other precise figures on generated income were not available; beneficiaries stated to have “more income” or “some more income”. Asked for a comparison of their actual income to their former income in gold mines a trained farmer stated: “*You can become a billionaire in one day when you’re lucky. Or you can starve or die, because you do not find anything. What I am doing now is giving me a modest but steady income.*” Young women trained in the creation of community shops stated that they already “*sold a lot*” and that their living condition would be “*far better*” than before. A certain obstacle for implementation of effective apprenticeship programmes were insufficient resources. Apprenticeship training in a training centre costs approximately 5000 CFA per day. The project did not possess these financial means and had to downsize targets of the respective indicator.
62. According to interviews with project staffs and field agents, **short-term service packages** were not a specific approach playing a major role in project implementation. The service packages would have comprised a.) kits delivered to children (e.g. school uniform, exercise book, ball pens) and/or b.) non-standardised sets of activities for specific programs (e.g. identification of needs for technical training; organisation of trainees in groups; delivery of information on the content of training; management of training; offer of some additional information on business management and access to credit). A document describing a specific service package approach would not exist. Service-packages are hence interpreted as non-standardised consecutive activities which are not based on a profound analytical background, but react to necessities of a certain chronology of implementation.

²⁰ This statement can be illustrated by an anecdote: When the first school had been built in Ziniguima/Burkina Faso children could still not believe that an instructor would come to their site. As the arrival of the instructor was announced numerous children went a long distance towards him in order to verify and celebrate his arrival.

²¹ Asked for their income they stated that first priority was alimentation of their family; second priority contributions for the community, such as school and kindergarten; and third generating some own income in selling products on local markets.

63. The delivery of services for withdrawal and prevention was followed-up with care by project management. Meetings with implementing agencies have been conducted on a regular basis. They served the purpose to monitor action plans and to counsel agents in case of difficulties. The evaluator could also observe the use of monitoring systems in offices of implementing agencies: Targets of Action Plans were compared with achieved results. Additionally, minutes of meeting with project management were used as an orientation for on going refinement of implemented activities. Monitoring data was also used for permanent control of prevention and withdrawal. Implementing agents (in cooperation with teachers) permanently checked respective data and reacted immediately when students did not show up and/or reported health or other problems. Services for prevention and withdrawal oriented towards enrolment of former child workers in school were seen as sufficient by interviewed children, parents and community members.
64. It can be concluded that the project fully achieved its targets in the field of withdrawing and prevention. A slight restriction of this result is related to the following topics:
- Two classrooms in Niger, which were built by the executing partner agency FOP²², **collapsed** after heavy rain and storm on **27 May 2009 at M’Banga** and **19 June 2009 at Komabangou**. The collapsed schools were not mobile schools, but big classrooms (over the standard dimension of 12x7m) built with permanent material. The community was lucky that no child was in the building when these incidents happened. While waiting for the final findings of investigations, the reasons for collapses²³ were seen by interviewed partners in the context of:
 - a.) Unfortunate selection of the construction site of classrooms (in front of other houses and hence not protected against heavy wind);
 - b.) Building material which was too fragile for maximum load through heavy weather (too thin iron and too thin corrugated sheets as well as a too small percentage of cement in building materials);
 - c.) Construction during rainy season, so that bricks could not properly dry and remained fragile and;
 - d.) Insufficient fixation of parts of the building. The partner agency FOP is committed to replace both classrooms without the assistance of community members. The collapse of school buildings are in any case very unfortunate incidents. Suggestions for future prevention of such incidents are named in chapter 6 of this report.
 - Some apprenticeship **training was offered without sound analysis** of the market and conditions to operate. Many former trainees cannot afford to purchase equipment. The equipment delivered by the project was seen as insufficient. Unable to attract business, some trainees sold their tools after a period without any income (carpenters in Niger). Especially, girls trained in soap production did not manage to sell their products. They are disappointed – a risk of negative impacts exists (frustration, return to gold mines, seeing traditional early marriages as the only way to survive). Training in CL projects should be based on a.) an analysis of markets and job

²² The objective of the FOP Action Programme was the improvement of community schools in Komabangou and M’Banga as well as in satellite villages around these sites. These community schools were made of traditional building materials (banco), modern schools made of iron and cement should improve school infrastructure. According to a Action Programme Summary Outline (APSO) (“Résultats de la mise en oeuvre des programmes d’action au Niger”), the allocated sum of US\$ 19 722 proved to be too insufficient for improvements of school infrastructure in all villages and satellite villages. The document states that FOP has to mobilise resources in order to improve community classes made of traditional materials (banco). FOP added additional resources to the allocated sum in order to achieve set targets.

²³ The evaluator is not an expert in construction analysis. The possible reasons for the collapse of school classes are based on interviews with IA, community leaders and project staffs. These interviewed persons suggested the most probable reasons for these incidents, but their suggestions should not be seen as a probative.

requirements and b.) an integrated approach linking trainees to business development services (e.g. loans, entrepreneurship training, information).

3.2 *Immediate Objective 2: By the end of the project, families in the focal areas have increased economic security and stability*

No	Indicator	Target	Achieved	Remarks
2.1	Increased return from mining among targeted families	1500	1557	No Gender sensitive data available
2.2	Increased number of income sources for targeted families	5	8	No Gender sensitive data available
2.3	Number of communities with legal rights to mining	20	None, only individual licenses (120)	

65. The table above shows that targets for increased return from mining among targeted families have been met (about 104%). The project also succeeded in increasing the number of income sources for targeted families (achievement: 160%). The target for the third indicator (number of communities with legal rights to mining) could not be achieved in Burkina Faso, because legal rights to mining on selected project sites had already been given to mining societies. In Niger, many miners were given authorizations by the Ministry of Mining to operate on plots at Komabangou and M’Banga after payment of a fee.

66. Interviews and observation during field visits showed additional positive impacts:

- Miners Associations were supported in organising training sessions for **increased productivity of mining**. These training sessions were conducted by mining specialists presenting ways of higher productivity in artisanal mining.²⁴ Miners were also linked to technical information for improved mining. The training resulted in the introduction of improved and safer mining techniques (e.g. professional use of dangerous chemicals, stabilisation of mining holes, improved air supply and use of safety devices such as helmets and security boots). A certain limitation of the positive impact was caused by insufficient purchasing power of some miners, who could not always afford buying all necessary devices for improved mining. The project did only allocate resources for training and information – budgets for the purchase of equipment were not available.
- Additionally, an Action Programme conducted by trade unions was approved in March 2009. It was still under implementation during the final evaluation period. Some of the assets of this Action Programme were a review of production and marketing techniques in artisanal gold mining on project sites in Niger, capacity building activities for miners on production and marketing techniques and on cooperative and group organization and management as well as the production and translation in French, Hausa and Zarma languages of the “Orpailleur Guide” for information on occupational security and health (OSH), gold production and marketing, and on cooperative organization.
- The **quality of training** was appreciated by all interviewed family members (subjects: mechanics, carpentry, agriculture, stock farming, cosmetics, skin painting, petty trade and tailoring). All trainees also stated that they prefer their new profession in comparison to mining work and other former duties.
- Most of the family members (with the exception of cosmetic production) confirmed **increased income** or slightly increased income. Figures on increased income could only be delivered in some cases: The implementing agency ADC-PDE/Burkina Faso trained 180 participants in stock farming. They bought 90 infant sheep for 12 groups of 15 persons and trained group members in

²⁴ A miner stated: “We really learned a lot through this training. We apply already some of the techniques and use some of the proposed machines. But we need more funds to buy more and better equipment for all of us.”

stock farming techniques. The IA explained that after approximately five to six months a benefit of about 40-50 US\$ per sheep can be gained on local markets.

- Agriculture trainees in Burkina Faso want to **expand their activities** to dry season agriculture. This initiative was supported by UNICEF with a drill allowing permanent access to water.
- Trainees organised in groups started to **save money** on a regular basis. They want to be linked to banks offering small scale loans. These loans are scheduled to be invested in productive activities (purchase of infant sheep, needed equipment for mechanics, stock for petty trade, etc.).
- **Alphabetisation** courses are appreciated by participants. Participants declared that they would now be able to conduct basic commercial activities. Approximately two thirds of participants of the first alphabetisation courses passed tests and entered the second level. The tests were conducted by the public authority for alphabetisation.

67. Due to the fact that legal rights to mining had already been given to commercial mining organisations, no legal rights to mining for communities could be handed out by public authorities. The project was able to support only some individual miners and supported them in their request to the Ministry of Mines to receive legal rights to mining. The fact that no community obtained legal rights to mining is neither a strength nor a weakness regarding the achievement of the objective, but a deficiency of operational planning (the indicator was not revised, see chapter 4.6).

68. The project had intended to create an orpailleur centre which would be a place where miners could learn about better mining techniques, and improve living standards to help counter child labour. This centre will not be completed prior to the end of the project. The evaluator does not see that this non-achievement will impact the sustainability of project activities. Miners have been trained in the use of better mining techniques and improved equipment as well as in the application of safety devices. Comprehensive manuals have been edited, so that respective seminars can be offered to new beneficiaries. Apprenticeship programmes show ways to improve living standards and contributed to withdrawal of youth from mining activities.²⁵

69. Weaknesses based on observation and interviews are:

- **Insufficient follow-up of technical training** offered to family members (similar to insufficient apprenticeship follow-up mentioned under IO1). Especially dress makers and soap producers – both from female target groups – were trained without a clear vision on how they can survive on a competitive market. Soap producers could not compete with cheaper products²⁶ and dress makers stated that they need more equipment (especially sewing machines) to make a living with their profession. Unfortunately profound gender analysis and respective strategies were not prepared, which might have helped to know more about the needs of these female producers.
- Miners have been trained in safer and improved mining techniques (for example in cooperation with IPEC Niger offering training sessions on prevention of occupational hazards), but according to interviews only few of the miners were **equipped with safety devices** (security boots, helmets, masks, ...) and machinery allowing higher productivity and safer working conditions (effective water pumps, machinery for air supply, devices for stabilisation of boreholes, machinery for stone crushing).

²⁵ The evaluator also doubts that an orpailleur centre on mining sites is the best way to disseminate the approach: (1) Mobility of miners is high, mining sites are often abandoned after some years of exploitation; (2) Access to mining sites is often difficult, so that visitors from outside could hardly benefit from information centres; (3) Miners are practice-oriented and not used to theory-oriented information gathering. A better location for orpailleur information centres could therefore be bigger towns, where politicians, donors, NGOs and members of the civil society could be sensitized in order to identify ways for replication of the approach.

²⁶ The price for one soap of trained soap producers is about 160 FCFA, approximately 30 cents. Other producers offer their soap for 100 FCFA.

70. IO2 has hence been achieved in most of the areas. The achievement is weakened by non-achievement of indicator 3 and some training activities with limited impact for families and miners.

3.3 Immediate Objective 3: By the end of the project, community cohesion in the focal areas is strengthened.

No	Indicator	Target	Achieved	Remarks
3.1	Percentage of miners active in cooperative and other associations in targeted communities	50	52	No Gender sensitive data available
3.2	Number of spontaneous community projects initiated in targeted communities	15	16	
3.3	Number of local plans agreed in target communities	15	In preparation	Community development activities were discussed, but official documents are not agreed upon yet

71. The table shows that the project has set targets in two areas: The percentage of miners active in cooperative and other associations in targeted communities increased as expected (achievement 104%), even though only estimates were used for these figures. Additionally, the number of spontaneous community projects initiated in targeted communities rose and met the scheduled targets (about 107%).

72. Other positive impacts, as identified in interviews and through observation, are:

- Several communities were sceptical in the beginning of project activities²⁷. They were afraid that children are taken away from them and avoided any contact with project staffs. A community leader in Niger reported that only 7 person came to a first meeting focusing on CL eradication measures and envisaged education of children. This situation has totally changed – **IA are now welcome** and participation in respective meetings is high (even though workers tend to stay only for half an hour or an hour in order to get back to work as soon as possible).
- Community leaders also stated that at least two third of all members are **engaged in one or another community activity related to CL** (joint construction of schools, joint construction of houses for instructors, delivery of nutrition for schools and child care, contribution to child care, membership in parents’ organisations, membership in professional associations, assistance in monitoring and evaluation).
- Public **institutions support community activities**. They built schools on sites, sent instructors, train child care volunteers, assist in alphabetisation campaigns (a part is conducted by public institutions), assist in punctual health care campaigns (for example vaccination campaigns), contribute to monitoring and evaluation and increase inspections of mining sites.

73. An incident which could not be influenced by the project was the **suspension of the Mining Association** in the area of Komabangou/Niger. This suspension was the result of power struggle between two different groups: miners from Niger and those who had migrated to the site from other countries. Both groups tried to control gold mining and to increase their access to resources allocated by third parties (such as public investments and contributions from projects). They were not willing to accept equal rights for all of the miners – a situation first resulting in aggressive discussions during community meetings and then in violence and physical power struggle. The meeting hall of one of the groups was burned down. The Governor of the region explained that even police and soldiers were not able to control the situation and to guarantee law and order. He therefore suspended the Mining

^{27 27} A mother of withdrawn children stated: “In the beginning, only very few of us showed up for project meetings. We thought that they would have come to take our children away. But then we understood. We are so glad that our children are in school now, they (the project) helped that our kids can go for a better life.”

Association in this region. According to the project, tension between both groups calmed down. An annulment of the suspension within the next months would be probable.

Weaknesses

74. In the context of IO 3, **local development plans** have not been prepared and could not be approved by communities. So far, discussions on the most important issues to be integrated on community development plans took place. The results were summarized, but official documents are waiting preparation. Given the project end date, it is not probable that this target will be met. Other weaknesses are:
- Community members and their associations are, so far, only **partially able to plan activities in a structured way** (Positive exception: young men trained in mechanics, agriculture and stock-raising, who had some ideas on future expansion of their activities). Most of the associations (parents, children, women associations and most of the professional associations) did so far only complete organisational requirements, such as elections and preparation of member lists. Asked for objectives of their association and for envisaged activities, answers were imprecise in most of the cases. One of the few planned activities of the named groups is conjoint saving and/or joint selling of products.
 - **Several main problems of communities are not solved so far.** Even though some initiatives for improved health services have been conducted by the project²⁸, health care is insufficient in most of the communities. This issue was raised by all interviewed community associations in both countries.²⁹ Taking the extreme working conditions with high risks for chronic health problems into account, this issue deserves highest priority for follow-up measures. Other important community problems are access to drinking water, improvement of sanitary conditions (e.g. construction of latrines) and plantation of trees (see recommendations).
 - **Linkages and synergies** between different elements of community development are not fully developed yet. Children with some ideas for improved out-of-school activities, such as construction of playing grounds, sport pitches and special facilities for girls, were not sufficiently supported by other associations (e.g. parents associations). Trainees of several professions did not know where they can get advice for enhanced professional performance (see recommendations).
75. IO 3 has hence been achieved in the area of community mobilisation (participation in cooperatives and associations, and implementation of spontaneous community projects. Additionally community leaders are active in CL-activities and welcome respective contributions from third parties. Public institutions increasingly support CL activities and contribute to respective actions. Community development plans have not yet been prepared (only idea generation so far). They will not be approved by authorities before end of the project. Other weaknesses concern relatively weak ability of community organisations to plan joint activities, insufficient solutions for major community problems (e.g. health services) and non-optimal synergies between different aspects of community development.

²⁸ In Niger ALTEN NGO hired a health care agent for the provision of services to all children below five years and all direct beneficiary children. EPAD NGO discussed a request for health care services addressed to the Ministry of Health with the Namaro local government and the community development committee of M'Banga. At Komabangou and through ONDPH NGO, the project supported the creation of a mutual health association (Mutuelle de Santé) for family members and school children, an initiative which was appreciated and supported by UNICEF through support for the payment of registration fees of children and (envisaged) funding of transportation facilities for emergency cases. In Burkina Faso, initial health care was provided to children of the kindergarten on both mining sites.

²⁹ During a meeting a community member in Komabangou stated: "With assistance of the project we already improved health services. But we still have to take injured or sick to towns far away from here. We need a health centre here, so that we can treat urgent cases immediately."

3.4 Immediate Objective 4: By the end of the project, national policies and structures in Niger and Burkina Faso support / sustain local work.

No	Indicator	Target	Achieved	Remarks
4.1	The Poverty Reduction Strategy Programme (PRSP) in the focal countries refer to CL-Artisanal Mining (ASM)	CL-ASM issues are integrated into PRSP	PRSPs in both countries refer to CL-ASM	
4.2	Interagency/interministerial committee on ASM meets regularly to coordinate activities	Set up and regular meetings	“Comité Directeur National” is conducting regular meetings	Limited number of meetings due to high costs of bringing all partners together
4.3	Number of representatives of social partners participating in planning and other activities	Fully operational NSCs participating in project activities	About 60 representatives of social partners and NSC member participate in planning and other activities	More than 60 representatives of social partners participated to planning and other activities

76. The table above exhibits three major achievements: (1) CL-ASM issues have been integrated into PRSPs in both countries. In Burkina Faso, an attached list of the most hazardous operations has been finalised; in Niger, a first draft of this list was first seen as non-complete, than completed in accordance to partners’ suggestions and is now ready for signature. This integration can be seen as a major contribution to national level policies focusing on the elimination of CL. Indicator 4.1 is achieved for Burkina Faso and Niger (the sub-attached list of the most hazardous operations is not part of set targets). (2) In Niger, a NSC Mining sub-committee has been created (“comité des mines et industries extractives”, 2008) and meets regularly. In Burkina Faso, a coordination of main agencies involved in project activities is especially active in monitoring activities and supervision of important steps of project implementation. (3) More than 60 representatives of social partners in Niger and in Burkina Faso have participated to planning and other activities. The indicators for IO4 are achieved for the most part.

77. Further details on positive impacts related to IO 4 can be delivered as follows:

- The committee dealing with inter-agency CL-ASM subjects (“**Comité Directeur National de Lutte Contre le Travail des Enfants**”) conducted several meetings. These meetings comprise representatives of employer associations, trade unions, NGOs and civil society organisations. Sub-committees dealt with questions related to certain sectors, such as mining, agriculture and social affairs. Due to high costs for bringing all partners together, “regular meetings” in the sense of a structured schedule with several meetings a year, were not held. Instead, meetings were conducted when important decisions demanded joint tuning. This was especially the case when several Action Programs of implementing partner organisations had to be approved.
- The **National Steering Committee for CL** (“Direction de la Lutte contre le travail des enfants”) for all IPEC programs and activities also conducted non-regular meetings according to needs for exchange and harmonisation of efforts. The committee incorporates all relevant partners, including international organisations (UNICEF) and national associations. A sub-committee for mines and exploitation industries was created. A budget for this committee has been allocated. According to IPEC Burkina Faso the allocated sum might not be sufficient to guarantee unmitigated continuation of all CL activities. In the context of the World Day against Child Labour 2005, the ILO tripartite constituents - government, employers and trade unions- of Burkina Faso signed the call to action against CL in mining and quarries.

- June 2008, the project prepared two **CL guides for Training of Trainers**. These guides were based on two seminars with approximately 25 participants in Ougadougou and Niamey. In order to disseminate the approach on local level, two additional seminars were conducted in Tera (Niger) and Kaya (Burkina Faso). These seminars, with about 30 participants, especially addressed teachers. The manual's objective is to deliver a guide for treating child labour issues in education. Target groups for the dissemination are key staffs of the Ministries of Education and teachers on primary school level. As a follow-up of these activities the Ministry of Education in Niger plans to install a **unit for "inclusive education"** specialised on measures for extremely vulnerable target groups. The evaluator sees this plan as a major contribution of the project to improved CL policies in targeted countries. CL activities are also supported by employers and trade unions in both countries; in Burkina Faso, these organizations signed, on the occasion of the Celebration in Geneva of the World Day against CL in June 2005, the call to action against CL in Mining and Quarries - a memorandum aiming at total abolition of CL in this sector by 2015.
- The Mining Ministry in Burkina Faso included the prohibition of child labour into their **list of duties** ("cahier de charge") for authorized miners. This inclusion (approved in 2007) was caused by project awareness-raising activities in 2006 and early 2007. The responsible agents of authorized mining organisations would have to act in accordance to this convocation. If the organisation trespasses against the convocation, the authorisation would be withdrawn and the mine would be closed. Again, this decision is seen by the evaluator as a major contribution of the project to improved CL policies in the targeted countries.
- Public institutions **exchange CL information**. The exchange mechanisms do not always have the character of formal networks. Instead, non-formal exchange of information in the context of coordination and information meetings is taking place. In most of the cases these meetings were conducted when scheduled CL activities required planning and harmonisation of joint efforts (for example: planning of school construction, selection and allocation of instructors, contributions to agriculture training, implementation of alphabetisation campaigns, contributions to child care, etc.)
- **Communities are highly sensitised** for CL issues. They emphasize the need for education and apprenticeship of their children. Linkages to institutions on higher levels could be identified in the context of numerous actions (see last paragraph).
- A **three country study** (Burkina Faso, Niger and Mali) is in preparation and it is supposed to create synergies within the region.
- In the context of the World Day against Child Labour 2005 (12/6/2005) **employers and trade unions** of Burkina Faso signed a minute. They confirmed their intention to abolish CL as mentioned in the Convention 182 and to address about 55,000 working children in mines and quarries. The signature underlines the elimination of child labour until 2015 in recognition of the important role of ILO through its programme IPEC and in intended cooperation with a multitude of partners. Trade unions contributed to this statement in designing an action programme. Employers supported the construction of schools, even though construction-faults appeared.
- Implementing agencies' staff declared that due to project activities the situation would have changed totally. **Public inspections** took over CL activities and show a high degree of ownership for better working conditions in mines and better delivery of basic education.

78. Weakness related to IO 4 could be identified in the following areas:

- **Limited resources of public institutions** do not always allow an implementation of activities as proposed in regulations and intended by public agents themselves. The Ministry of Labour in Burkina Faso, for example, created a section for CL with two employees, a relatively modest allocation of human resources.

- Due to **high costs for bringing all partners together** the committee dealing with inter-agency CL-ASM subjects (“Comité Directeur National de Lutte Contre le Travail des Enfants”) could not meet as often as desirable. The implementation of Action Plans could only start after approval through this committee. As a consequence, latencies between delivery of Action Plans, their analysis in the Committee, requests for refinements of these Action Plans and final approval occurred.³⁰

79. All indicators for IO 4 have been achieved (integration of CL-ASM issues into PRSPs in both countries; meetings of inter-agency committees and participation of social partners in planning and other project activities). Public institutions contribute to CL initiatives. As a follow-up of training of trainers in CL, the Ministry of Education in Niger plans to install a unit for “inclusive education” specialised on measures for extremely vulnerable target groups; the Mining Ministry in Burkina Faso included the prohibition of child labour into their list of duties for licensed mining operators and institutions on department level contribute to community development through training and delivery of physical inputs. CL activities are also supported by employers and trade unions, who signed a memorandum aiming at total abolition of CL before 2015. Due to limited resources of public institutions, physical and human resources cannot always be allocated to CL abolition activities, as it was desired by the institutions themselves.

3.5 *Immediate Objective 5: By the end of the project, a feasible model for sustainable elimination of Child Labour in mining is ready for widespread replication*

No	Indicator	Target	Achieved	Remarks
5.1	Number of organizations putting elements from the programme model into their plans	At least one pilot organization in each non-core community	Only partially achieved	Data collection for preparation of model in progress; capitalization seminar at end of project in preparation
5.2	Number of representatives from relevant institutions in events where the tested model is presented	All EXCO members of pilot organisations	Only partially achieved	Data collection for preparation of model in progress; capitalization seminar at end of project in preparation

80. The project collected information in order to identify good practices (for example in the field of education, cooperation with public institutions, employers and workers, etc.). This collection is in progress. The results are supposed to be presented during a capitalisation seminar at the end of the project (end of July 2009).

81. The preparation of a model, the integration of elements of this model into plans of partner organisations (Indicator 5.1) and the presentation of the tested model during events with numerous representatives of relevant institutions (indicator 5.2) is only partially achieved. On the one hand, a model – the project strategy and its implementation – has been developed and tested. Numerous organisations participated in seminars, where project results were presented and discussed. On the other hand, replication of the model requires thorough documentation of the strategy and its implementation as well as dissemination of respective information materials. This step has only partially been conducted.

82. Summarising the achievements of all IO-targets, the evaluation mission concludes that targets of the first IO are exceeded (approximately 150% of achievement) and two of three indicators of IO2 and IO3 are achieved (66% achievement). All indicators for IO 4 have been achieved whereas both indicators of IO 5 are not achieved yet and will not be achieved during project implementation. The result of this

³⁰ The evaluator sees approval by a national committee for all action programs as a hindrance for effective and smooth conduct of project activities. A national committee should instead act as an Advisory Board which oversees the conduct of action programs. Approval of action programs in accordance to defined criteria should be in the hand of an implementing organ. This organ should report to the Advisory Board.

quantitative measurement is further improved by numerous positive impacts mentioned in the paragraphs above. The overall effectiveness of the project is therefore seen as high. Causes for limitation of effectiveness are seen in the context of a.) delays in project implementation; b.) insufficient baseline and missing reference data and c.) multiple tasks which had to be conducted by few project personnel with limited resources.

3.6 Management and coordination

83. One of the first important tasks of management and coordination is the specific definition or targets for indicators during the operational planning process their insertion into the PMP.
84. Indicators for IO 1 are:
 1. Numbers of boys and girls withdrawn from CL;
 2. Number of boys and girls prevented from working;
 3. Number of withdrawn children enrolled in educational services;
 4. Number of prevented children enrolled in educational services;
 5. Number of children enrolled in short duration apprenticeship or literacy programmes (revised indicator);
 6. Number of children participating regularly (at least 3 days per week in clubs away from mines).
85. Due to unclear statistical data on population on the selected sites, the basis for targets of these indicators is not quite clear. Additionally, not one single qualitative indicator was inserted for withdrawal and prevention of child labourers (e.g. degree of satisfaction with education offer; comparison of preference for work or preference for labour, etc.). The target for indicator 5 was revised; it reduces the targeted number of apprenticeship beneficiaries. This decision was taken when it became clear that apprenticeship targets cannot be met (limited available workshops and tools, and insufficient budget for sending children to training centres). Indicator 6 is not quite precise (which distance is meant with “clubs away from mines”? The PMP does not further define this target). The evaluator also has doubts that the number of children is the only relevant fact for this activity. It would instead be interesting to measure the psychological and social impact of leisure time activities.
86. This is also valid for indicators for IO 2 (1. Increased return from mining among targeted families; 2. Increased number of income sources for targeted families and 3. Number of communities with legal rights to mining). The concentration on quantitative targets only is seen as unfortunate by the evaluator. An important opportunity for application of participatory evaluation techniques (groups’ discussions, questionnaires with open or half-open questions with multiple choice options, creative methodologies) was not used. Additionally, the third indicator did not make sense because rights for mining in the selected sites are already given to private entities. Mining legal rights for communities could hence not be given to communities. Project management did not revise this indicator when seeing that it was no longer relevant. The project, however, held information sessions and capacity building activities with employers and workers organizations, focussing on the need to advocate for miners’ rights and empowerment. In addition, an action programme was implemented by workers’ organizations in Niger on the rationalization of miners’ techniques and marketing activities, aiming at the improvement of their revenues and abilities to take care of their children.
87. IO 3 is measured by three indicators:
 1. Percentage of miners active in cooperative and other associations in targeted communities;
 2. Number of spontaneous community projects initiated in targeted communities;
 3. Number of local plans agreed in target communities.

88. The term “spontaneous community projects” is not further defined in the PMP. According to project management the indicator refers to strategies proposed in the PRODOC for family support and community cohesion. It was expected from families and communities that they initiate projects on economic (income generating) or social (local infrastructure) basis which would be mainstreamed in the local development plans. The indicator is, however, not precise and depends on the interpretation of the term “spontaneous community projects.”
89. The fourth IO is measured by three indicators:
1. The PRSP in the focal countries refer to CL-ASM;
 2. Interagency/interministerial committee on ASM meets regularly to coordinate activities;
 3. Number of representatives of social partners participating in planning and other activities.
90. Again, some indicators are not really measurable. The expression “meets regularly” can be interpreted in different ways (one meeting a year can be seen as “regularly”). The term was not further defined in the PMP. The objective “to coordinate activities” is also hard to measure (any kind of exchange can be interpreted as coordination) and was not further defined in the PMP. The third indicator of IO 4 names only participation as success criteria. It would have been better to talk about contributions and to name examples for such contributions. The PMP does not add further details to this target.
91. IO 5 names two indicators:
1. Number of organizations putting elements from the programme model into their plans;
 2. Number of representatives from relevant institutions in events where the tested model is presented.
92. In the context of IO 5, quantitative figures are again seen as the only way of measuring achievements. Qualitative criteria (e.g. appreciation of the model; approval through committees) are not mentioned in the PMP.
93. The evaluator concludes that some immediate objective indicators are relatively vague and hard to measure. While setting up the PMP several relatively vague indicators were not further defined. The chance to use qualitative indicators for application of participatory community development approaches was not used.
94. Project implementation was affected by **delays related to staff recruitment**. The project contract was signed on September 30, 2005. The original design of the project scheduled three months of preparation and 36 months of implementation (1/2006 to 12/2008). The CTA was recruited on May 1, 2006. Before this date no project management was in the field. The first implementation steps were steered from Geneva. The project manager for Burkina Faso entered into office in Ouagadougou/Burkina Faso on 12/2006, eleven months after start of project implementation and fourteen months after start of preparatory activities. The project reacted to these delays in sending a request for a seven months prolongation of the project. This request was approved – the official date of project end was changed to 31/7/2009. The total budget for the project remained the same. A first progress report was submitted by the project management on July 2006.
95. Late recruitment of management was not the only incident with negative impact on timely implementation of the project. The **number of recruited project staff** was especially insufficient in Burkina Faso, where one coordinator was responsible for most of the coordination, management, administrative and secretarial duties, including driving. Some additional arrangements for the support

of the coordinator in Burkina Faso were made, but could not completely fill existing gaps.³¹ A recommendation of the mid-term evaluation to recruit more staff was not put into practice.

96. Project offices did **not possess all necessary materials³² for accurate performance**. A budget of 1.3% for office equipment for three project offices (Niamey, Tera and Ouagadougou) could not cover all office equipment needs for five project staff working in three different units. The coordination office in Burkina Faso was not equipped with an office desk in 2007, even though numerous requests to deliver the furniture had been made³³. The desk was delivered in mid-2008, after the project manager announced abrogation due to unacceptable working conditions. The branch in Burkina Faso is also not equipped with a car and has to share cars with other IPEC projects and with cooperating Ministries. The office of the CTA in Niamey has no generator. Frequent electricity shortages had a negative impact on effectiveness and efficiency of project implementation.
97. Other delays occurred in the context of **Action Programme Implementation**. First, implementing agencies faced problems to understand all details of project design and especially the requirements of Action Programme preparation. They had to be retrained in order to understand procedures. Second, these deficiencies resulted in preparation of Action Programmes which did not meet all requirements and were hence rejected by the National Steering Committee. Third, due to financial constraints (high costs to bring all partners together) the latter could not meet as often as ideal. Delays occurred in the context of relatively late response to Action Programmes sent for approval. Fourth, budgets could often not be allocated in accordance to scheduled arrangements.
98. The above mentioned problems led to **delays of project outputs**. Most outputs related to preparatory activities could only be delivered with a delay of several months. Outputs for achievements of IOs were not finalised in mid or late 2008 as scheduled but are still in the process of being completed. Some examples illustrate the consequences of these delays:
- (IO1) Many activities for the build-up of a community based child labour monitoring systems such as workshops and training measures were scheduled to be finalised in April/May 2008 but have been postponed to June/July 2009 (still on going);
 - (IO2) The follow-up of training in improved mining technologies (evaluation of shortcomings in current mining techniques, preparation of visual aids) were scheduled to be finalised in June 2008 but have been postponed to June 2009 (still on going);
 - (IO3) Activities related to the preparation of local development plans were scheduled to be finalised in June/July 2008 but have been postponed to June 2009 (local development plans are not likely to be prepared before project end);
 - (IO4) The creation of linkages between legislative, educational and development initiatives, and information from gold miners (“orpailleurs”) were scheduled to be finalised in December 2008 but have been postponed to June 2009 (still on going);

³¹ An Administrative Assistant hired by the IPEC National Program, whose salary was paid by the project during two years as a contribution to cost sharing, provided administrative support to the project unit in Burkina Faso during the project implementation period. A financial assistance was also provided upon request to the project in Burkina Faso by IPEC/LUTRENA’s Finance Assistant in line with the collaboration practice among IPEC projects. In addition, in 2008, a national consultant was hired during two critical periods for direct beneficiary monitoring and reporting (DBMR) support in Burkina Faso, including the data base preparation and the training of implementing agencies’ staff.

³² The project office in Burkina Faso was not equipped with a project car and office furniture was only delivered after numerous requests. The project office in Niamey was not equipped with a generator. Project implementation was affected by frequent power blackouts.

³³ In Burkina Faso, an initial budget for an office desk was provided to the program officer who, because of the high cost of equipments, opted for a provisional desk while waiting for a definitive solution from Geneva. This definitive solution came late – in mid 2008.

- (IO5) Most activities related to “learning & sharing” were scheduled to be finalised in mid or until end of 2008 but have been postponed to June 2009 (IO5 will not be accomplished until end of the project).
99. In October 2007, a workshop on observation **monitoring** of child labour (“suivi-observation - SOSTEN) was conducted in Niger. Forty-two (42) representatives from central Ministries participated (Labour and Public administration, Mines and Energy, Education, Female affairs, Health, regional representatives of Labour and Mines, representatives on Department level, trade union combating child labour, several ONGs and UNICEF). The objective was to design a system of observation monitoring of child labour in Niger (SOSTEN) with numerous committees on village, community, department, regional and national level integrating a multitude of social partners.
 100. Training in the use of information was organised and comprised six modules: Module 0 questionnaires identifying community needs; Module 1 Identification form of working children; Module 2 Questionnaire for children receiving assistance; Module 3 Questionnaire for schools hosting withdrawn children; Module 4: Employer Questionnaire and Module 5: Questionnaire for working children. The idea advocated by SOSTEN was accepted and distributed, and computerized systems were presented. The Statistical Institute and the Ministry of Public Functions and Labour were selected to finalize the collecting materials and processing mechanisms. Due to financial limitations and insufficiency of human resources the model SOSTEN could not yet be fully implemented at national level. Data collection is still on going while the linkages between different players of the system are not operational yet. Representatives of Ministries (e.g. Ministry of Public Service and Labour) in Niger saw SOSTEN nevertheless as a very positive activity. The cooperation of local leaders with inspectors and representatives of community associations would be a very positive contribution to community development.
 101. In order to accelerate activities, a NGO was contracted and implemented an Action Programme. This NGO (“Education pour un Développement Durable au Niger” -EDDN) started the administration of the “mini-action-programme” of four months duration in April 2009, four months before the end of the project. The programme focuses on a collection system with monitoring units on village (monitoring and supervisory agents), department and regional level. The focal point for information gathering and processing is the specialist for statistics working for the inspection of basic education (“statisticien de l’Inspection de l’Education de Base /MEN”). A mission with representatives of involved organisations visited sites. Data collecting agents as well as monitoring officers and supervisors were trained.
 102. The evaluation mission could identify exercise books with data on direct beneficiaries in primary schools. Instructors and assisting community leaders were the focal point of this level of data collection (statistical data for identification of the respective children, presence in school, reasons for absenteeism, and remarks on physical and psychological condition of children). Even though data bases had been installed for all sites, the data transfer from 2008 to 2009 created some technical problems. Due to the fact that the Mini-AP is not finalized yet, no conclusions on the effectiveness of the system can be made so far. Implementing agencies personnel stated that they have a very close look on withdrawn and prevented children. According to them not one withdrawn or prevented girl or boy continues working in mines. Staff on the ground visited parents and mining inspectors on a regular basis in order to ensure respect of made agreements.
 103. A second mechanism for data collection is related to direct beneficiary monitoring and reporting (DBMR) activities conducted by implementing partner agencies. The technical staffs of partner agencies gather data on beneficiaries and process them in their offices. The collected data is compared with targets of the project – every Action Programme serves the purpose to monitor achievements within a specific segment of project implementation. The evaluator analysed electronic data collection on the computers of several implementing agencies. Data was accurately collected and transferred into

table formats. Some IA had however problems with data interpretation – especially to step from information to necessary action as shown on data sheets. The data is then transferred to IPEC project management, which organises follow-up sessions whenever questions related to reliability of data occur. Project staff also inserts the information into monitoring table formats, which are used for reporting.

104. Work Plans are updated periodically, and particularly during reporting periods and coordination meetings. Internal conference calls are organized for follow up and adjustments required during implementation of activities. This project monitoring system is not a defined, written approach, but a non-formal “on-the-job” reaction to delays as described in Technical Progress Reports.

105. The implementing partner agencies did not report **capacity constraints** in the sense of a general lack of physical resources or insufficient know-how for implementation of tasks. Instead most of the agencies reported:

- Problems to understand the requirements of Action Programme preparation including administrative and financial reporting duties- especially at the beginning of project activities;³⁴
- Insufficient budgets for smooth implementation of scheduled activities (especially in the context of insufficient material inputs, such as equipment for apprentices, safety devices for trained miners, materials for school construction, etc.);
- Delays due to Action Programme approval processes;
- Late allocation of budgets;
- Fragmentation of activities through series of short, singular interventions (Action Programmes and Mini-Action-Programmes) instead of longer periods of implementation allowing a thorough focus on sustainability issues.

106. Project management cooperated closely with IAs which helped to overcome some obstacles in the beginning of project implementation (e.g. problems to understand administrative procedures and modalities of Action Programme implementation). Regular meetings served to upgrade capacities of IAs through advice and counselling.³⁵ All interviewed community members stated that they are satisfied or very satisfied with the performance of IAs. Some community members interviewed made comments on different levels of commitment of IA agents:

“We know them. Some of them show up every day, and others only once a month. We know whom we can address.”

107. Asked for further details, community members were not willing to do so, they did not want to accuse someone of insufficient efforts. Teachers also underlined very good performance of IAs in the context of the creation and follow-up of monitoring systems. Permanent assistance has been delivered in this context; the working relations between teachers and IAs were close and effective. The evaluator saw well-equipped offices; while, staff of IAs were able to show reports, work plans and other relevant documents on their computers. During field visits, IAs knew details of action plan implementation and were familiar with community members.

³⁴ Due to the fact that the project team has been available to provide additional information, capacity building and advice upon request from implementing agencies, initial problems to understand Action Programme requirements could be solved after some months of project implementation.

³⁵ Project management reacted in case of non-satisfying commitment of IAs. In Burkina Faso, the IA COBUFADE, which did not show sufficient motivation (e.g. delays in reporting and insufficient presence on sites), was replaced by ADC-PTE.

108. After some orientation problems in the beginning of project activities, IAs were able to implement action plans, to monitor the progress of action programmes, and to discuss important issues with project management and community members. Based on on-the-job advice and counselling, their capacities grew and met the action requirements in the context of CL prevention and abolition.
109. Due to tight work plans, **exchange between the two project branches** in both countries was limited. The Burkina Faso project manager reported that she met the Niger project manager three times in project intervention areas. These occasions, as well as opportunities to meet during other activities organized by the ILO, in Dakar and Turin particularly, were in the context of seminars and workshops, and could only partially be used for exchange of lessons learnt and good practices.
110. The project cooperated with several **other projects**: It had close links with the USDOL Education Initiative (E.I) Project – many activities in the area of education were jointly discussed and harmonised (for example through cooperation in a task force for smooth cooperation in Niger). E.I. Project implemented by a consortium of three NGOs (World Vision, Catholic Relief and PLAN) from 2004 to 2008 supported the reinforcement of national institutions, the diversification of extra-curricular activities, and the improvement of access to quality basic education in many regions of Niger. It also operated at the Komabangou site in Niger. Discussions succeeded in harmonising efforts - the two parties decided to concentrate their work on different site quarters in order to avoid duplications.
111. UNICEF was invited to visit project sites in Niger and supported the Komabangou Mutual Health Association for the registration of beneficiary children. In Burkina Faso, the project provided technical information to UNICEF for the development of a project document on its support to fight child labour in artisanal gold mining in selected areas, and assisted with own contributions in some areas (e.g. drill in order to assure constant water supply at Ziniguima school).
112. A UN-Humanitarian Affairs contribution to community development was discussed. An inter-agency programme proposal to be implemented by ILO/IPEC, UNDP and UNICEF was finally rejected due to non-consistency of community development tasks with emergency-aid requirements.
113. The Social Marketing Programme (ANIMA SUTRA) coordinated its efforts with the project through the organization of several awareness-raising campaigns for AIDS prevention" using community radio programme at Komabangou and setting up a seven men team of local animators.
114. The experience of PRECAGME (Projet de Renforcement des Capacités Nationales du Secteur Minier et de Gestion de l'Environnement) financed by the World Bank was introduced to the project in Burkina in the very beginning of the project. This introduction was crucial in order to create confidence between communities and IA.
115. Through the Support Project to Small Enterprises and Artisanal Miners (PAPEM, the EU funded Programme of Diversification and Reinforcement of the mining Sector (PDRSM) was a participating partner in awareness raising seminars; additionally some exchange of data took place. Their scope on diversification of mining sub-sectors allowed close cooperation with the Mining Ministry at Komabangou and M'Banga sites."
116. The project also cooperates with networks (Réseau de Lutte contre le Travail des Enfants du Niger – RELTEN; Réseau Nigerienne pour la Protection des Enfants ; Collective des ONG pour la protection des Enfants- CONAF). According to the CTA, networks were invited for seminars and workshops. The networks themselves conducted few activities; they tended to look for partners to finance their own operations. As a consequence, cooperation was limited to some joint activities in the context of awareness raising and information exchange.

117. Recommendations of the Mid-Term Evaluation were only partially put into practice. Alleged over-ambitious targets were only revised in the area of apprenticeship programmes. The targets for beneficiaries of alphabetisation and apprenticeship programmes were summarised in one indicator. The project also tried to mobilise additional resources, as recommended by the consultant. The Japanese Technical Cooperation Agency received project documents and it is in the process of analysing options to start CL programmes. A UN-Humanitarian Affairs contribution to community development was discussed, as already mentioned above. Due to the fact that miners are experienced in negotiation of prices, increased efforts in this area were not seen as a priority. Instead, trade unions were asked to prepare an Action Plan for awareness-raising of miners with regards to their rights, which was seen as a way to create better access to resources. Additional resources (a project vehicle and a project assistant for Ougadougou/Burkina Faso, and a project vehicle for Tera/Niger), as recommended by the consultant, were not allocated to the project. Financial constraints are the reasons behind this decision. Even though stakeholders at all levels suggested a second project consolidation phase (especially for the creation of better economic conditions of families and for reinforcement of cooperatives) this option was not seen as a realistic scenario by project management.³⁶ The recommendation to create national budgets for CL measures was appreciated, but it was seen as a part of on going efforts in the context of IO4.
118. The discussion of project management underlines conclusions already made for effectiveness: Causes for limitations in project implementation are especially seen in the context of a) delays in project implementation; b.) insufficient baseline data³⁷ and c.) multiple tasks which had to be conducted by few members of the project staff with limited resources. As a consequence, project personnel, whose commitment was highly appreciated by all interviewed partners, had to cope with too many tasks. They had to concentrate on daily operations; due to limited resources, conceptual depth could not always be attained.

3.7 External factors

119. The project was affected by two external factors creating slight constraints to project implementation. The kidnapping of a Canadian citizen visiting a mining site in Niger (not far from Tera) in late 2008 created an increased security risk. Travel arrangements had to be approved by UN security offices. At the end of project implementation, an attempt of the President of Niger to extend his presidency through revision of parts of the Constitution created a tense political situation. The major impact of these incidents is expected for August 2009 and might affect follow-up activities of the project in Niger.

4. Performance

4.1 Relevance

120. The problems identified at the start of the project (see chapter 3.2) still exist for most of the population in artisan gold mining in Niger and Burkina Faso. The project could significantly improve the situation of CL in project intervention areas, but, due to limited resources, could only address a minority of all children working in gold mines in both countries. All persons interviewed without any exception confirmed the relevance of project activities and highlighted the necessity to continue this work. Especially the very successful awareness-raising campaigns for the necessity to eliminate CL as well as the withdrawal from and prevention of CL through the creation of access to education and apprenticeship was of essential interest of the targeted population and highly appreciated. Attempts to

³⁶ Project management has to conduct project implementation in accordance to the project document, this document does not foresee a second project phase.

³⁷ The report for the baseline study in Niger was published in October 2008.

address the environment (e.g. community development) make sense; the allocated resources were, however, not sufficient to address some major community problems (e.g. improved health care and better sanitation conditions). Future CL project strategies should invest more time into a thorough comparison of available resources (human and material) and targeted achievements.

4.2 Sustainability

121. Sustainability was already outlined at the design stage of the project,³⁸ but sustainability factors have not been incorporated into a written sustainability concept, including exit strategies. The attempt to create sustainable development is based on the application of participatory approaches from the very beginning of the project. Participatory seminars incorporated a multitude of partners into project planning; capacity building on community level trained community members to continue with CL activities and created committees on policy level, assured care and attention of the issue on the highest policy level (e.g. in strategic poverty reduction programs). The sustainability approach of the project can hence be interpreted as a “training on-the-job” approach intending continuous improvements of partner capacities through on going joint project implementation. This concept was partially appreciated by interviewed implementing agencies and other partners. They confirmed on the one hand successful awareness for CL issues and close cooperation on community and policy level. On the other hand, structural constraints would remain. Public authorities would have numerous other duties and insufficient resources. Communities would focus especially on physical improvements ensuring their survival in a very hard environment. CL issues might become less important, if no continuous follow-up is organised.
122. On the one hand, the application of participatory methods is appreciated by the evaluator, because it contributes to ownership of partners. The project will also conduct a restitution seminar at the end of July 2009. This seminar serves the purpose to summarise achievements and to hand out all necessary information on follow-up of started activities – another asset in the attempt to create sustainability.
123. On the other hand, efforts to assure sustainability are relatively vague. A complete sustainability strategy would have:
 - a. Identified partners who are able to continue promotional activities on different levels of intervention after withdrawal of the project;
 - b. Assess their capacities;
 - c. Conduct capacity building measures in accordance to these assessments (if necessary in identifying partners willing to conduct these measures);
 - d. Provide these partners with a model indicating “good practices” of intervention;
 - e. Ensure early handing over of responsibilities to these partners;
 - f. Offer counselling services during a longer phase-out period of the project;
 - g. Link partners in time with other public and private service providers, who are able to contribute to sustainable development.
124. The preparation and implementation of a complete sustainability strategy was aggravated by a very limited duration of the project, ambitious targets on four IO levels, relatively modest human and financial resources allocated to the project and delays on numerous levels (staff recruitment and especially Action Programme Implementation). As a consequence, project management was already overcharged with daily operations and did not find the time to prepare concepts. Even though implementing agencies and other relevant stakeholders were technically reinforced to continue activities after the project, the question of adequate financial resources for this continuation remained

³⁸ See Project Document, chapter 4

unsolved. The insufficiency of sustainability strategies is nevertheless a major weak point of project implementation.

4.3 Efficiency

125. The project operated with a total budget of 3.000.000, direct costs were 39.4%³⁹. Seeing that
- 2361 children have been withdrawn;
 - 3020 children have been prevented from entering CL;
 - 906 children have been enrolled in apprenticeship or literacy programs;
 - 1022 children joined clubs away from mines;
 - 1557 miners increased their income;
 - Significant improvement of a conducive environment on community and policy level took place (e.g. creation of numerous community associations and recognition of the importance of CL abolition on policy level);
 - The efficiency of project is seen as high. The remarks below indicate some limitations of the generally good efficiency.
126. Total management and technical support costs add up to a total sum of 38.2% of the total budget. Personnel (9 staff members) with 79,0% creates the major expense in this category. 16.2% are spent for operations, the rest for evaluations. Seven of nine staffs are based in Niger, only two (the Programme Officer and an Administration Assistant) in Burkina Faso. Even though some additional assistance was arranged,⁴⁰ the office in Burkina Faso remained understaffed. Additionally, a budget of 1.3% for office equipment for both countries and three project offices was rather tight so that the office of the Burkina Faso Programme Officer could not be equipped with an office desk. The processing of a request to deliver an office desk was not finalized after one year - the Burkina Faso Programme Officer announced her abrogation due to unacceptable working conditions. The item was finally delivered in mid-2008. This incident shows a sometimes unfortunate allocation of project budgets.
127. Major lots of total direct costs are Education System (25,4%), Child Monitoring System (12,7%); Miners Associations (10,6%). Improved Productivity of Mining (10,1%) and Economic Service Centres/Systems (8,5%). The vast majority of expenses in the Education System are allocated for studies and expenses for teaching material. Only two activities are in the context of school construction preparation – budgets of 5000 each are reserved for a financing study and a school construction design study. Budgets for school construction (physical inputs) are not named. The non-existence or insufficiency of educational infrastructure on project sites was insufficiently taken into account.
128. Some other sub-categories of direct costs have to cope with very limited resources. Only 1.7% was foreseen for leisure activities (sub-contract). According to latest M&E data, 1022 children participated in clubs away from mines. They were organized; received health care and advice and conducted regular meetings. Only about 6.5 US Dollar per children and year were reserved for leisure activities (e.g. sports, drawing and plays) – a far too small sum. Field visits showed that only few children were equipped with sport shoes and dresses; equipped sport pitches or other equipped leisure time facilities could not be identified.⁴¹

³⁹ US-Dollar for all numbers

⁴⁰ See chapter 4.6, page 30

⁴¹ Project staffs saw very limited physical inputs (school construction materials, equipment for trainees and miners, inputs for communities such as wells, health care centres and improved sanitation) as a major constraint of project implementation. One staff member stated, that it was “like going to war without having munitions”.

129. The sub-category “Improved Productivity of Mining” (10.1%) allocates budget for training, studies and printing. Budgets for physical inputs are not named. One might wonder how trained miners – according to studies on social segments of extreme poverty – can afford to invest in improved tools and equipment. This issue was raised during interviews: Miners asked for improved machinery (water pumps, devices for air supply and machinery for stone-crushing) and devices to protect themselves (masks, helmets and security shoes).
130. Supplementary income activities (6.3%) focus on the implementation of studies and training. They do not allocate resources for the purchase of equipment. As a consequence, former trainees urgently look for required equipment. The risk to create negative efficiency impacts (former trainees might not afford equipment and might abandon their new profession) is high.

4.4 Causality

131. The above mentioned delays (staff recruitment and implementation of Action Programmes) as well as non-approval of Action Programmes lessened partially the causality of the project: Due to the fact that inputs (especially budget allocation for Action Programmes) were sometimes delivered late, activities could not be conducted in time and outputs were also delivered late (see chapter 4.6 Management and Coordination).

4.5 Unanticipated effects

132. Significant unforeseen positive or negative effects did not occur during project implementation.

4.6 Alternative strategies

133. The chosen strategy is seen as appropriate. Allocation of budgets for physical inputs would have strengthened the effectiveness of the strategy. If this is not possible in the context of US-DOL/IPEC rules and regulations, increased efforts to identify supplemental inputs from other organisations should be undertaken. These supplemental inputs must not be incorporated into cooperation agreements (which might complicate administrative and budgeting processes), but can simply be delivered as autonomous contributions of other players.

5. Special concerns

5.1 Promotion of equality between men and women (gender)

134. Implementing agencies stated that boys and girls were consulted for all project activities. According to them, staff on the ground highlighted the importance of equal consideration of boys and girls during discussions and workshops, which led to equal composition of boys and girls in all project activities and generation of gender sensitive data.
135. Project data does not always support this statement of implementing agencies. More boys than girls have been withdrawn (1373 versus 988) and more of them benefited from education (1162 versus 822). Also more boys have been prevented than girls (1602 versus 1418) and more of them have been enrolled in educational services (1362 versus 1223). The discrepancy is also valid for short duration apprenticeship and literacy programmes (516 versus 316) as well as for participation in clubs (580 versus 442).
136. The above mentioned discrepancies of benefits for men and women could have been reduced by a thorough integration of gender issues into design, monitoring and evaluation of the project. A gender analysis was, however, not conducted by the project. This analysis would have delivered information

on the division of labour, access and control over resources, specific needs of men and women, types of discrimination in the socio-economic environment and capacities of partner organizations to promote equality between men and women. As a consequence of missing gender analysis, the incorporation of gender concerns into all project activities could only be conducted in an informal way (e.g. implementing agents applied their own perception of “fair” treatment of gender issues).

137. The evaluator could observe several incidents showing gender stereotypes in the context of project activities. Complaints of trained young women on missing follow-up support of their training were addressed by community members with the remark, that they would be married soon anyway. Young women themselves stated that they receive less support by the community than male beneficiaries. Additionally, especially trained young women faced severe problems related to marketing (soap and cosmetic producers as well as dress makers).
138. Even though the project tried to offer equal and in some cases more opportunities to girl children and women during project implementation, which is highly appreciated by the evaluator, no systematic, written gender mainstreaming concept was applied (gender analysis leading to respective gender strategies). Missing explicit, defined gender mainstreaming strategies based on gender analysis is seen as a weakness of project implementation.

5.2 *Application of International Labour Standards*

139. The application of International Labour Standards is part of the project design and is discussed in the context of IO 4 (see chapter 4.4).

5.3 *Protection of environment*

140. The protection of environment is not explicitly mentioned as a project activity. Health care seminars treated the issue of careful use of chemicals, an advice with positive impact on environment. This is also the case for training in the use of improved mining techniques. These techniques allow, among others, the construction of stable mines reducing at the same time the number of holes. This reduction is a contribution to less erosion in the region. As a third contribution, some environment related activities have been integrated into discussion papers for the preparation of community development plans (for example construction of wells, planting of trees and improved sanitation).

6. Findings, conclusions and recommendations

141. The project design had numerous strengths. It was based on prior experience where problem designs were prepared on a logical and coherent structure of objectives. The project also concentrated on an integrated project design, emphasizing the relevance of an environment conducive to project implementation. In addition, the project used participatory planning methods especially for information and awareness-raising, in which early cooperation with numerous partners was initiated in accordance to the defined criteria of selected sites.
142. The major deficiency of the project design was the late implementation of baseline studies. This delay resulted in a lack of precise information on socio-cultural conditions, insufficient information for customised interventions and insufficient references for measurement of indicators. Other limitations are seen in missing detailed approaches for gender mainstreaming and insufficient sustainability concepts (no written project document in both areas).
143. Limited human and financial resources and delays in several areas (staff recruitment and implementation of Action Programmes) were major constraints for smooth project implementation. **Highly committed and hardworking project personnel succeeded in overcoming these obstacles in most**

of the areas. Summarising the achievements of all IO-targets the evaluation mission concludes that targets of the first IO are exceeded (approximately 150% of achievement) and targets for two of three indicators of IO2 and IO3 are achieved (66% achievement). All targets for indicators for IO 4 have been achieved whereas both targets for indicators of IO 5 are partially achieved and will not be fully achieved during project implementation. The result of this quantitative measurement is further improved by numerous positive impacts mentioned in the paragraphs above. The overall effectiveness of the project is therefore seen as high.

144. All persons interviewed without any exception confirmed also the relevance of project activities and highlighted the necessity to continue this work. The sustainability approach of the project can be interpreted as an “on-the-job” training approach intending continuous improvements of partner capacities through on going management of joint project implementation. A written sustainability concept, including exit strategies, had not been prepared. Due to the fact that inputs (especially budget allocation for Action Programmes) were sometimes delivered late⁴², activities could not be conducted in time and outputs were also delivered late. The causality of the project suffered from these delays. Seeing that 2361 children have been withdrawn, 3020 children have been prevented from entering CL, 906 children have been enrolled in apprenticeship or literacy programs, 1022 children joined clubs away from mines, 1557 miners increased their income and saw an environment conducive to significant improvements at the community and policy level, where the efficiency of project interventions is seen as high. The results of the project and its impact are seen as positive. Continued efforts to ensure the sustainability of achievements are recommended.
145. It is recommended to ILO/IPEC-HQ to consider the following issues aiming at further improvement of ILO/IPEC project design.
- Ensure profound analysis (baseline studies) during project preparation or latest during the first months of project implementation;
 - Establish specific mechanisms for the analysis of educational infrastructure on intervention sites (analysis of existing infrastructure and guidelines for professional handling of construction activities);
 - Develop mechanisms for harmonisation of allocated resources with envisaged achievements. Encourage project staff to a) propose adjustments of the project design in an early stage of project implementation, if available resources are non-sufficient and/or b) propose budget augmentation (e.g. for the creation of physical infrastructures and for delivery of equipment);
 - Encourage project managers to identify donors for complementing activities which cannot be conducted by ILO/IPEC projects. These complementing activities should be conducted as autonomous activities of other donors without preparation of time-consuming co-financing agreements sometimes inhibited by non-compatible project management regulations;
 - Create a project design with several phases (build-up-, consolidation- and exit-phase) in order to have more time for proper preparation of sustainability and exit strategies, including preparation and dissemination of models and “good practices”;
 - Implement longer Action Programmes in order to allocate more time for IA to become familiar with ILO/IPEC project implementation procedures;
 - Invest more time for training of implementing partner organisations in Action Programme preparation and other aspects of ILO/IPEC project implementation;

⁴² Reasons for late delivery of budgets for AP implementation are time consuming processes for a.) Action Program approval by National Committees and b.) Transmission of requests for the allocation of budgets, acknowledgement of these requests, their analysis and verification and finally allocation of requested budgets. The time span for budget allocation could be shortened through a.) accelerated approval of APs through an implementing, project based organ, which reports to an Advisory Board and b.) accelerated procedures for the processing of budget requests in responsible financial units and departments.

- Create integrated approaches for the delivery of technical training (for working children, their families and affected third parties). These approaches should comprise market analysis, technical training, training in business management, allocation of sufficient resources for business start-up, creation of linkages to suppliers of Business Development Services (upgrading training, micro-credit schemes, technical information as well as office and consultancy services) and business counselling during the important phase of business build-up;
- Decrease delays in project implementation through a) reduction of time-consuming approval procedures (e.g. conduct of longer APs with more components; option that the CTA is authorised to approve APs); b) adjusted planning procedures taking longer time-spans between requests and final approvals of Action Programmes into account and c) early transmission of requests for approval several months before start of scheduled activities.

146. It is recommended that the French funded IPEC Country Programmes in Niger and Burkina Faso as part of the ILO Decent Work Country programmes become the focal point ensuring sustainability of achievement of the evaluated project on policy level. In close cooperation with Ministries and other partner institutions, IPEC Country Programmes in Niger and Burkina Faso as part of the ILO Decent Work Country programmes are requested to coordinate activities as follows:

- Prepare action plans with precise description of required activities ensuring complete sustainability of project interventions (see topics described in the next sub-chapter);
- Analyse in close cooperation with Ministries and partner institutions options to integrate follow-up activities into envisaged National Action Plans for Child Labour Abolition (*“Plan National d’Action Contre le Travail des Enfants”*);
- Analyse in close cooperation with Ministries and partner institutions options to integrate follow-up activities into envisaged National Programmes for Decent Work (*“Le Programme Pays Travail Décent”*);
- Analyse in close cooperation with Ministries and partner institutions options to use allocated resources of DSRPs for implementation of follow-up activities;
- Integrate existing regional committees, such as the regional committee for monitoring and evaluation of child labour in Tillabery region (*“Comité régional de suivi et d’observation du travail des enfants à Tillabery - IPEC National”*) into follow-up activities;
- Link-up with CL networks in order to create synergies with NGOs and other partners;
- Link-up with cooperation partners engaged in similar spheres of activities in order to identify options for future cooperation (Japanese Cooperation, UNICEF, US-Embassies and others).

147. It is recommended that IPEC Country Programmes in Niger and Burkina Faso as part of the ILO Decent Work Country programmes become the focal point ensuring sustainability of achievement of the evaluated project on community level. In close cooperation with Ministries and other partner institutions, IPEC Country Programmes in Niger and Burkina Faso as part of the ILO Decent Work Country programmes are requested to coordinate follow-up activities as follows:

- **Pre-school activities**
 - Construction of durable buildings for child-care purposes
 - Counselling and creation of incentives for volunteers working in child-care centres (*“petites-mères”*)
 - Improvement of access to sanitation devices and health-services

- **Enrolment in basic education**
 - Analysis of working and living conditions of recruited teachers and identification of incentives in order to ensure their motivation
 - Follow-up of CL-Monitoring and Evaluation (e.g. regular visits of inspectors)
 - Creation of guidelines for professional school construction
 - Creation of mechanisms ensuring lunch preparation for enrolled children
- **Clubs and leisure time activities**
 - Preparation of action plans for clubs
 - Insertion of these action plans into community development plans
 - Identification of partners willing to contribute to club activities (financial contributions and recruitment of animators)
- **Training and apprenticeship**
 - Counselling of former apprentices (analysis of markets and preparation of marketing strategies; access to credit, information and other Business Development Services)
 - Organise urgent follow-up of training in cosmetics production (beneficiaries face severe problems to sell soap and other cosmetic articles)
 - Identification of partners for the purchase of equipment for former trainees (toolboxes for mechanics and carpenters, sewing machines for tailors, etc.)
 - Identification of partners for the purchase of equipment for miners trained in improved production technologies (safety devices such as water pumps, devices for air supply, devices to consolidate bore-holes, masks, safety shoes and helmets as well as devices for effective exploitation)
 - Organise follow-up of alphabetisation campaigns (second and third cycle)
- **Community development**
 - Assistance in preparation of community development programmes, which take the above mentioned issues into account
 - Organisation of an urgent coordination meeting focusing on the creation of health-service points on community level – a top priority topic which was raised by all community representatives.

7. Lessons learned (potential good practices and effective models of intervention)

148. Mobile classrooms are seen as a “good practice” worthy of being replicated. They can play a significant role in withdrawing working children in an environment with high mobility and are hence recommended as a model in the Child Labour context.
149. Mobile classrooms are built on a concrete or cement foundation. Metal posts are tight fitted into this foundation. The metal posts carry a roof of corrugated sheet iron. The walls at all four sides are only approximately one meter high. The classroom is hence half-open on all four sides, allowing wind to breeze through the classes. Straw mats are sometimes used on several sides of the building to protect against sun and dust. Metal posts and the roof can be removed and rebuild in other locations. Only the cement or concrete foundation cannot be removed. Mobile schools cost only around 5000 US\$.
150. Mobile classrooms were appreciated by all interviewed (representatives of Ministries and public institutions on national and local level, community leaders, members of associations, teachers and instructors, parents, agents of implementing agencies and project staffs).

151. Interviewed partners identified the following major advantages:

- Option to dismantle the classroom and to rebuild it on another site (for example in case of identification of rich gold sources on other sites resulting in migration);
- Low costs for construction;
- Rapid construction – very short time-span between planning of school enrolment and availability of a mobile classroom;
- Solid foundation diminishing health risks (children are not in touch with impure dust and mud);
- Low temperatures and a very pleasant breeze within the building during dry season (a significant advantage over classic, closed school-buildings);
- Option to close one or more walls with additional bricks, if necessary (for example for increased protection against dust and sunshine);
- Option to close all four walls and to turn the school into a permanent school, if necessary;
- Due to low costs option to build spacious buildings for up to 80 children;
- Opportunity to standardise the construction (including material specifications prepared by architects) and consequently ease production procedures.

152. The following disadvantages have been identified:

- The open walls do not protect against rain during rainy season;⁴³
- Straw mats cannot protect against heavy weather (e.g. sand storm);
- The classrooms are open and hence not protected against thieves or vandalism;
- The open classes are also not protected against noise from outside;
- The mobile construction was seen as somewhat irritating for community leaders. Some of them are afraid that the building might be taken away from them and logically prefer a building they definitely own.

153. The above-mentioned disadvantages are diminished by the fact, that a) gold-mining sites are closed during rainy season (parents and children usually move to areas where they can plant crop, corn, beans and vegetables) and b) most of the school holidays are in the rain season. Rainfall might hence not affect pupils in school. Heavy weather can, however, have a negative impact on furniture and other items within the school, if they are not removed or protected. Disturbances through noise from outside can be inhibited through careful selection of sites. Community cohesion should normally prevent robbery or vandalism.

154. Mobile classrooms are hence seen as a model. Their replication is especially recommended for:

- Areas affected by migration with colonies of uncertain permanence;
- Very hot areas where “classic” school buildings are often not used due to too high inside temperatures;
- Communities with a demand for rapid school enrolment;
- Communities with low budgets and insufficient assistance through public and other entities;
- Interim solutions – mobile classrooms can fill the gap between planning and definitive construction of permanent schools.

⁴³ Interviewed parents stated, however, that they withdraw their children in time in case of heavy weather. The evaluator did not observe negative health consequences for children due to exposure to wind or rain during school lessons.

Appendix 1: Terms of Reference



International Programme on the Elimination of Child Labour
ILO/IPEC

Terms of Reference
For

**Final Version – Basis
for Contract: June
2009**

**Independent Final Evaluation of Regional Project for the Prevention
and Elimination of Child Labour in Artisanal Gold Mining
(Orpaillage) in West Africa**

ILO Project Code	RAF/05/54/USA
ILO Project Number	P.250.07.100.050
ILO Iris Code	100239
Country	Burkina Faso and Niger
Duration	46 months
Starting Date	September 2005
Ending Date	July 2009
Project Locations	National level and selected districts
Project Language	English/French
Executing Agency	ILO-IPEC
Financing Agency	US DOL
Donor contribution	USDOL: US \$3,000,000

I. Background and Justification

1. The International Programme on the Elimination of Child Labour (IPEC) is a technical cooperation programme of the International Labour Organization (ILO). The aim of IPEC is the progressive elimination of child labour, especially its worst forms. The political will and commitment of individual governments to address child labour – in cooperation with employers’ and workers’ organizations, non-governmental organizations and other relevant parties in society – is the basis for IPEC action. IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes strengthening national capacities to deal with this issue, legislation harmonization, improvement of the knowledge base, raising awareness on the negative consequences of child labour, promoting social mobilization against it, and implementing demonstrative direct action programmes (AP) to prevent children from child labour and to remove child workers from hazardous work and provide them and their families with appropriate alternatives.
2. Child labour in the gold mining (orpaillage) sector of Burkina Faso and Niger is a widespread and fairly new phenomenon. Because the situation is currently so dynamic and because it occurs in remote areas and much of the work is casual, seasonal and informal, there are no detailed data on its extent in either country. A study undertaken in 2002 by the Coalition au Burkina Faso pour les Droits de l’Enfant examined child labour in orpaillage in seven sites in Burkina Faso and has shown that children under 18 may constitute up to 30-50% of the entire orpailleur workforce (estimated at between 200,000-500,000 across the two countries). This extrapolates into somewhere between 60,000 to 200,000 children working in the mines in both countries. Out of these children, approximately 70% are under the age of 15. Poverty is the overriding factor forcing adults and children to seek work in this sector which involves inordinately high risks to health.
3. Children (both boys and girls) have to undertake heavy work, both underground and at the surface. Their tasks include the transport, crushing, washing and processing of rock. Occasionally, children assist with the washing, amalgamation and concentration processing and it is during this stage that they can be exposed to mercury. Typically, children under 10 tend to be given less arduous tasks such as petty trading, water cart drivers and messengers. Next to occupational health risks, the children are exposed to a working and social environment which is extremely unfavourable for their health and mental development.
4. From a gender perspective, the vulnerability is particularly high for girls and members of certain marginalized ethnic groups. The presence of foreign girls has been noted in the orpaillage communities. These girls are usually Ghanaian or Togolese and have come with a person who has promised them work in petty trade. However, in reality many of these girls are abandoned upon arrival and are forced to turn to prostitution to survive. Although there has been no documentation of child trafficking, per se, in the mining sector, in Burkina Faso or Niger, given the covert nature of this problem, it seems likely to exist in one form or another.
5. Both Burkina Faso and Niger are members of the ILO and have ratified the relevant conventions relating to child labour and mining (including Conventions No. 5, 33, 123, 138, and 182). They have moreover adopted the Organisation of African Unity Charter on the Rights of Children. In addition to this, in June 2005, Burkina Faso entered into tripartite agreements to end all child labour in small-scale mining within ten years. While both governments have fully endorsed the need to fight against child labour, they are in lack of resources to implement effective anti-child labour policies. This is particularly true for the orpaillage sector whose activities most widely form part of the informal economy.

6. IPEC started its project for the prevention and elimination of child labour in artisanal gold mining (orpaillage) in Niger and Burkina Faso on 30th September 2005. The project is scheduled to end on 31st July 2009. The project is based on the premise that since child labour in mining is a symptom of underlying issues of poverty and social disruption, it can only be addressed in the context of these other issues. The basic strategy is a child-focussed programme integrated with larger development efforts. It aims at creating an enabling environment that will promote permanent removal of the children from their work in the mines in favour of education and address underlying factors which give rise to hazardous child labour in mining over the long term. Efforts are concentrated mainly at the community level. The project is developing and testing a model to prevent child labour in mining that is consistent with the society and simple, practical and cost-effective enough to be maintained. It can draw on a substantial amount of experience from IPEC's pilot efforts in small-scale mining. While the project was designed as a two-country project, it seeks replication in other neighbouring countries that are similarly affected.
7. The Strategic Programme Impact Framework methodology was used to analyse a set of outcomes and to identify the causal links as a desk review exercise in HQ to prepare for the design of the programme. Five major objectives were identified in the course of stakeholder consultation and through the SPIF exercise:

Immediate Objective 1: At the end of the project, children and youth in the focal areas will be less vulnerable to being exploited for work.

Immediate Objective 2: At the end of the project, families in the focal areas will have increased economic security and stability.

Immediate Objective 3: At the end of the project, community cohesion in the focal areas will be strengthened.

Immediate Objective 4: At the end of the project, national policies and structures in Burkina Faso and Niger will support / sustain local work.

Immediate Objective 5: At the end of the project, a feasible model for sustainable elimination of child labour in mining will be ready for widespread replication throughout the mining region.

In order to reach these objectives, the project activities focus on the following components:

- Direct targeted action with working children, their environment and their families
- Child labour monitoring system
- Advocacy and awareness raising/social mobilization
- Capacity building
- Building a knowledge base on child labour in mining and sharing lessons learned and experiences.

Decent Work Country Programme

8. From the perspective of the ILO, the elimination of child labour is part of its work on standards and fundamental principles and rights at work. The fulfilment of these standards should guarantee **decent work** for all adults. In this sense the ILO provides technical assistance to its three constituents: government, workers and employers. This tripartite structure is the key characteristic of ILO cooperation and it is within this framework that the activities developed by the project should be analysed.
9. ILO Decent Work Country Programmes (DWCPs) are being introduced in ILO to provide a mechanism through which to outline agreed upon priorities between the ILO and the national constituents 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 gradually be introduced in various countries. In Niger, the DWCP is still in the stage of initial consultations. Burkina Faso had a DWCP 2006-07 and consultations are on going for a new DWCP.

Mid-Term Evaluation

11. In line with ILO-IPEC policies and procedures and as outlined in the project document, a mid-term evaluation was undertaken in 2007. The mid-term evaluation found that the delivery of services to beneficiaries was delayed with regard to the set targets for school enrolment; also the activities to support the economic security of families had experienced a slow start. The allocated resources were found to be insufficient to carry out appropriate monitoring at the field level. The project was found to be successful in mobilizing a wide range of actors, including from the governments, civil society and international organizations.
12. Based on the findings, the mid-term evaluation, among others, recommended that:
 - Material and human resources for the project should be increased in order to allow on going action programmes to reach good results.
 - Targets should be revised to be less ambitious for the present phase of the project.
 - A new consolidation phase should be initiated for the project, focussing on the improvement of economic security for the gold miner families and the consolidation of the organizations and cooperatives created by the gold miners.
 - More capacity building should be carried out in various fields such as on the different administrative procedures of the ILO, negotiation and pleading skills for the members of workers and employers organizations involved in combating child labour, action programme planning for the implementing agencies, etc.
 - The gold miners should be organized and trained in negotiation and pleading skills.
 - The concerned countries should allocate budgets to combating child labour in mining.
 - The project should concentrate on the mobilization of financial resources and the establishment of partnerships with international organizations which could provide further support to activities aimed at the reduction of child labour in mining. The members of the National Steering Committees in both countries should be trained to that effect.

Recent Activities and Outcomes

13. A budget revision was approved in January 2009. The reallocated resources are mainly supposed to improve school enrolment facilities and security of community schools as well as to provide relevant data on child labour issues in the tri-border area of Burkina Faso, Mali and Niger. At the regional level, the project worked with IPEC/SIMPOC, IPEC/TBP Mali, IPEC/LUTRENA-Dakar and IPEC/TACKLE on the preparation of a tri-border study on child labour in gold mining. Recent project activities focused on the implementation of the strategy designed to reach the targets on direct beneficiaries. Activities also focused on reviewing addenda to action programmes on educational services to new beneficiary children from satellite villages of the four main project sites in Niger and in Burkina Faso.

Background to Final Evaluation

14. ILO-IPEC projects are subject to end of project evaluations as per ILO technical cooperation policies and procedures and in agreement with the donor. In ILO-IPEC evaluations of its projects are carried out to enhance organisational learning and demonstrate achievement. As per ILO-IPEC procedures, a

participatory consultation process on the nature and specific purposes of this evaluation was carried out three months prior to the scheduled date of the evaluation. Inputs were received from key stakeholders. The present Terms of Reference are based on the outcome of this process and inputs received in the course of the consultative process.

15. The project will be evaluated in accordance with ILO/IPEC policies and procedures on evaluation of projects and in line with the agreed evaluation process in the project document.

II. Scope and Purpose

Scope

16. The evaluation will cover the IPEC project in Burkina Faso and Niger. 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.
17. The scope of the present IPEC evaluation covers all project activities to date including Action Programmes. The evaluation should look at the project as a whole, including issues of initial project design, implementation, lessons learnt, replicability and recommendations for the future similar projects.

Purpose

18. The evaluation should serve primarily as a learning tool for the project management team and IPEC. Overall, the purpose of the evaluation should be to provide the project and its various stakeholders, including IPEC HQ and the donor, with reflections on achievements and shortfalls in the programme strategy and approach. It should evaluate the strategy and structures put in place to reach the project's goals, and what all the above can learn from this experience. It will show how these lessons can be applied in programming future activities.
19. In addition, the evaluation will serve to document potential good practices, lessons learned and models of interventions that were developed in the life cycle of this project. It will serve as an important information base for key stakeholders and decision makers regarding any policy decisions for future subsequent activities in the countries. One particular focus of this evaluation will be to identify any specific models for preventing and eliminating child labour in mining that the project has developed and that can be used in future similar projects in the mining sector.

III. Suggested Aspects to be Addressed

20. The evaluation should address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency and sustainability as defined in the ILO Guidelines on "Planning and Managing Project Evaluations" 2006. This is further elaborated in the ILO document "Preparation of Independent Evaluations of ILO Programmes and Projects" 1997. For gender concerns see: "ILO Evaluation Guidance: Considering Gender in Monitoring and Evaluation of Projects", September 2007.
21. 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.

22. 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.
23. 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 Geneva's Design, Evaluation and Documentation Section (DED). It is not expected that the evaluation address all of the questions detailed in the annex; however the evaluation must address the general areas of focus. The evaluation instrument should identify the general areas of focus listed here as well as other priority aspects to be addressed in the evaluation.
24. Below are the main categories that need to be addressed:
 - Design and Planning
 - Achievements (Implementation and Effectiveness) of Objectives
 - Relevance of the project
 - Sustainability
 - Special Aspects to be Addressed
 - Follow-up to mid-term evaluation

IV. Expected Outputs of the Evaluation

25. The expected outputs to be delivered by the International evaluator are as follows:
 - Desk review
 - Evaluation field visits including interviews and consultations with key stakeholders in Niger and Burkina Faso
 - Stakeholder workshops facilitated by the evaluation team leader (with support from the respective national consultant) in Burkina Faso and Niger including pre-workshop programme and briefing note
 - Draft report
 - Second and final version of report, including any response to consolidated comments
26. The final evaluation report should include:
 - Executive Summary with key findings, conclusions and recommendations
 - Clearly identified findings
 - Clearly identified conclusions and recommendations
 - Lessons learned
 - Potential good practices and effective models of intervention.
 - Appropriate Annexes including present TORs
 - Standard evaluation instrument matrix
27. 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.

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

V. Evaluation Methodology

30. The following is the proposed evaluation methodology. While the evaluation team can propose changes to the methodology, any such changes should be discussed with and approved by DED 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.
31. The evaluation will be carried out using a desk review of appropriate material, including the project documents, progress reports, the mid-term evaluation report, outputs of the project and action programmes, results of any internal planning process in Burkina Faso and Niger, and relevant materials from secondary sources. At the end of the desk review period, it is expected that the evaluator will prepare a brief document indicating the methodological approach to the evaluation in the form of the evaluation instrument, to be discussed and approved by DED prior to the commencement of the field mission
32. The evaluator 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 analysing achievements of the projects and contributions of the Action Programmes to the project.
33. The evaluator will interview the donor representative and ILO/IPEC HQ and regional backstopping officials through a conference call early in the evaluation process, preferably during the desk review phase.
34. After the desk review phase, field visits will be carried out to project locations in Burkina Faso and Niger to interview project staff and project partners, beneficiary girls and boys and other key stakeholders.
35. The evaluation methodology includes two stakeholder workshops, one in each country, in order to gather further data, as appropriate present the preliminary findings, conclusions and recommendations and obtain feedback. These workshops will take place towards the end of the fieldwork. The results of these workshops should be taken into consideration for the preparation of the draft report. The evaluator will be responsible for organizing the methodology of the workshops. The identification of the number of participants of the workshops and logistics will be under the responsibility of the project team. Key project partners should be invited to the stakeholder workshops. The project will propose a list of participants.

Composition of the evaluation team

- 36. The evaluation will be carried out by an independent evaluator who has previously not been involved in the project.
- 37. The evaluator is responsible for drafting and finalizing the evaluation report. S/He 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.
- 38. The background, responsibilities and profile of the evaluator should include:

Evaluator	
Responsibilities	Profile
<ul style="list-style-type: none"> • Briefing with ILO-IPEC/DED • Desk review • Telephone Interviews with donor and IPEC HQ • Prepare evaluation instrument • Conduct field visits in selected project sites in Niger and Burkina Faso • Facilitate two stakeholder workshops (one per country) with the support of the national consultants • Draft the evaluation report • Finalize the evaluation report taking into consideration comments from key stakeholders. 	<ul style="list-style-type: none"> • Relevant background in social and/or economic development • Experience in the design, management and evaluation of development projects, in particular with policy level work, institution building and local development projects • Experience in evaluations in the UN system or other international context as team leader • Relevant regional experience, preferably prior working experience in Burkina Faso and/or Niger • Experience in the area of children’s and child labour issues and rights-based approaches in a normative framework are highly appreciated • Experience at policy level and in the area of education and legal issues would also be appreciated • Experience with projects dealing with mining would be desirable • 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 • Experience facilitating workshops for evaluation findings.

- 39. The evaluator will undertake a desk review of the project files and documents, undertake field visits to selected project locations, and facilitate the stakeholder workshops.
- 40. The evaluator will be responsible for drafting the evaluation report. Upon feedback from stakeholders to the draft report, the evaluator will further be responsible for finalizing the report incorporating any comments deemed appropriate. The report will be written in English language
- 41. The evaluation will be carried out with the technical support of the ILO-IPEC/DED section and with the logistical support of the project office in Niamey with the administrative support of the ILO sub-regional office in Dakar. DED will be responsible for consolidating the comments of stakeholders and submitting them to the evaluator.
- 42. It is expected that the evaluator will work to the highest evaluation standards and codes of conduct and follow the UN evaluation standards and norms.

Timetable

43. The tentative timetable is as follows.

Expanded Final Evaluation			
Phase	Responsible Person	Tasks	Duration and Dates
I Desk review	Team leader	<ul style="list-style-type: none"> ○ Telephone briefing with ILO-IPEC/DED ○ Desk Review of project related documents ○ Evaluation instrument based on desk review 	June 22-26, 2009
			July 2-3 In-country T. leader: 7 days
II Field visits	Evaluator logistical support by project	<ul style="list-style-type: none"> ○ In-country to Niger and Burkina Faso for consultations with project staff ○ Consultations with project management and staff ○ Field visits ○ Consultations with girls and boys, parents, teachers and other beneficiaries ○ One workshop with key stakeholders in each of the countries 	July 6-17, 2009 for evaluation field visits
			T. leader: 14 days
III Draft Report	Evaluator	<ul style="list-style-type: none"> ○ Draft report based on desk review, consultations from field visits and workshops in Burkina Faso and Niger 	July 20-24, 2009
			T. leader: 5 days
IV Draft Report Circulation	DED	<ul style="list-style-type: none"> ○ Circulate draft report to key stakeholders ○ Consolidate comments of stakeholders and send to evaluator 	July 2009 when draft report received
V Final Report	Evaluator	<ul style="list-style-type: none"> ○ Finalize the report including explanations on why comments were not included 	By July 30 th 2009 T. leader 5 days
TOTAL number of days			T. leader: 32 days

Sources of Information and Consultations/Meetings

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

Consultations with:

- Project management and staff
- ILO/HQ and regional backstopping officials
- Partner agencies
- Social partners Employers' and Workers' groups
- Children, including boys and girls, who have received project services and those who have not and their parents
- Community members
- Teachers, government representatives, legal authorities etc. as identified by evaluation team
- National Steering Committee
- Telephone discussion with USDOL

Final Report Submission Procedure

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

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

VI. Resources and Management

Resources

45. The resources required for this evaluation are:

- For the evaluator:
 - Fees for an international consultant for 32 work days
 - Local DSA in project locations for maximum 17 nights in various locations in Burkina Faso and Niger
 - Travel and visa from consultant's home residence to Burkina Faso, from Burkina Faso to Niger and from Niger back to consultant's home residence in line with ILO regulations and rules.
- For the evaluation exercise as a whole:
 - Fees for local travel in-country
 - Stakeholder workshops expenditures in Burkina Faso and Niger
 - Any other miscellaneous costs.

A detailed budget is available separately.

Management

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

ANNEX I: Suggested Aspects to be Addressed

Design and Planning

- Assess whether the project design was logical and coherent and took into account the institutional arrangements, roles, capacity and commitment of stakeholders.
- Assess the internal logic (link between objectives achieved and implementation of activities) of the project and the external logic of the project (degree to which the project fits into existing mainstreaming activities that would impact on child labour).
- 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)?
- Analyse whether available information on the socio-economic, cultural and political situation in Burkina Faso and Niger was taken into consideration at the time of the design and whether these are reflected in the design of the project.
- How well did the project design take into account existing capacity and local efforts already underway to address child labour and promote educational opportunities for targeted children?
- Were lessons learnt from past IPEC interventions in Burkina Faso and Niger and related areas of interventions from past IPEC interventions on child labour in mining incorporated into the project design?
- To what extent were external factors and assumptions identified at the time of design? Are there any critical assumptions that were not factored into the project design? Did the project face any constraints in choosing and cooperating with the partners most appropriate to work with this project?
- Assess whether problems and needs of the beneficiaries were adequately analysed during the design phase of the project and determine whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified taking gender issues into consideration.
- Have practical and strategic gender needs been adequately addressed in the project design? Was gender equality adequately promoted in the strategy?
- How relevant are project indicators and means of verification? Please assess the usefulness of the indicators (including relevant breakdowns by sex, age, etc.) for monitoring and measuring results.
- Was the strategy for sustainability of impact defined clearly at the design stage of the project?

Achievements (Implementation and Effectiveness)

- Examine the delivery of project outputs in terms of quality and quantity. Were they delivered in a timely manner?
- Assess whether the project has achieved its intended outputs at this time in project implementation and whether it will be possible to achieve its objectives, especially with regard to meeting the target of withdrawing and preventing children.
- Assess the effectiveness of the action programmes implemented so far and their contribution to the immediate objectives of the project including whether the appropriate agencies/implementing partners were selected.
- Please evaluate the quality and effectiveness of the project-designed interventions aimed at withdrawing and preventing children. In particular, please focus your assessment and review on the short term services packages and the “removable schools”.
- Assess the efficiency of the project i.e. compare the allocated resources with results obtained. In general, did the results obtained justify the costs incurred?

- Assess the criteria for selecting beneficiaries for the project. Has the entire target population been reached?
- Assess the progress of the project's gender mainstreaming activities. Identify whether actions have been taken to ensure the access of girls/other vulnerable groups to services and resources.
- How effective is the project in raising awareness about child labour and in promoting social mobilization to address this issue?
- Examine any networks that have been built between organizations and government agencies working to address child labour at the cross-country, national and local levels.
- How are local management structures (e.g. National Steering Committee) and inter-institutional structures (e.g. "inter-institutional Traditional Artisanal Mining committee") working? Assess the participation of different relevant actors in those structures (e.g. Ministries of Mines, Education, Health, Child Protection and Labour; trade unions (such as National Miners' Association); employers' organizations; implementing agencies; community representatives etc.) How are these structures participating in project implementation? How does this participation contribute to progress toward the project's objectives?
- How effective have the data collection (including baseline survey), research and policy studies been, and how are they contributing to the project meetings its immediate objectives, in particular target setting and the identification of project beneficiaries?
- Examine the effect of capacity constraints of implementing agencies on the implementation of designed action programmes.
- Which are the mechanisms in place for project monitoring? Please assess the use of work plans and project monitoring plans (PMPs), processes or systems.
- Please evaluate the project's strategies for monitoring the direct beneficiaries of the project, including the children's work and educational status. Were these strategies effective and efficient?
- How effectively are strategies for child labour monitoring being implemented?
- Assess the process for documenting, disseminating and replicating/up-scaling pilot projects.
- How did factors outside of the control of the project affect project implementation and project objectives and how did the project deal with these external factors?
- Identify unexpected and multiplier effects of the project.
- Analyse how IPEC activities coordinate with other child labour projects such as USDOL Education Initiative in Niger, the USDOL funded TREAT project in Burkina Faso as well as with UNICEF, NGOs, Workers and Employers' groups and with IPEC projects in the region and with sub-regional initiatives? (e.g. "Combating Exploitative Child Labour through Education Programme" implemented by international NGO consortium, "Sysmin" funded by the EU and "PRECAGME" funded by the World Bank). Are interventions complementary or competitive? Are there synergies of impact and resource sharing initiatives in place? How do these relationships affect implementation?
- Examine how the ILO/IPEC project has interacted with and possibly influenced national level policies, debates and institutions working on child labour.
- How successful has the project been in mainstreaming the issue of child labour into on going efforts in areas such as education, employment promotion and poverty reduction?
- Assess the influence of the project on national data collection and poverty monitoring or similar processes.

Relevance of the Project

- Examine whether the project responded to the real needs of the beneficiaries. Does the strategy address the different needs, roles, constraints and access to resources of the target groups?
- Assess whether the problems and needs that gave rise to the project still exists or have changed.
- Assess the appropriateness of the target groups and locations chosen to develop the project based on the findings of baseline surveys.
- How does the strategy used in this project fit in with national education and anti-poverty efforts, and interventions carried out by other organizations in Burkina Faso and Niger?
- Assess the validity of the project approach and strategy and their potential to be replicated.

Sustainability

- Assess to what extent a phase out strategy has been defined and planned and what steps are being taken to ensure sustainability. Assess whether this strategy has been articulated/explained to stakeholders.
- Assess what contributions the project has made in strengthening the capacity and knowledge of national/local stakeholders and to encourage ownership of the project among partners.
- Identify and assess the long-term commitment and the technical and financial capacity of local/national institutions (including governments) and the target groups to continue to work to eliminate child labour and to deliver goods and services adequately. Please be sure to consider the political context.
- Examine whether socio-cultural and gender aspects endanger the sustainability of the programme and assess whether actions have been taken to sensitize local institutions and target groups on these issues.

Special aspects to be addressed

- Examine whether sharing of experiences between the two countries took place as had been envisioned in the project design.

Follow-up to mid-term evaluation

- How were the recommendations from the mid-term evaluation used and acted on by the project, by management and other stakeholders?

Appendix 2: Data on gold miners as collected in the Niger Baseline Study

According to 1296 questionnaires, which were distributed to parents, employers and children, some interesting findings of the Niger Baseline Study investigation are

- In May 2008 Komabangou and M'Banga had a population of 17.898 (7015 female; =39,2% and 10883 male; =60,8%)
- 4511 children of an age of 5 to 17 years were counted at the two sites
- 57,3% of parents (68% female and 57% male) said that poverty was the reason for coming to the gold mining sites; 26,7% (16% female and 27% male) named unemployment/lack of employment as the reason for this decision
- 78,7% of children of an age of 5 to 17 years do not go to school (80,2% female and 77,2% male); 59,4% stated that they did not benefit from any education (62,5% female and 56,6% male) and only 1,2% benefited from the first cycle of secondary school education (0,7% female and 1,7% male)
- 21,2% of children at an age of 12 to 17 are already married (38,7% female -!!!- and 7% male)
- Only 27,7% of the inhabitants were born in the region
- 17,3% of all inhabitants (5,5% female and 18,8% male) named gold mining activities as their major activity. Other main activities: none (21, 6% -19,9% female and 23,6% male) and household activities (21% - 44,2% female and 0% male)
- 9,2 of all children in the age group 5-17 years named gold mining as a frequently conducted activity (4% female and 13,4% male). Most of the children named "none" as their major activity (52,8% female and 52% male)
- The most frequent gold mining activity of children is stone washing (33,1% - 17,9%female and 35,3% male) followed by digging (20,4 % - 100% male)
- 90,5% (94,5% female and 89,9% male) of children in gold mining activities named "Nigerien" as their nationality
- Income of gold mining activities for children is in the category of 0 to 30.000 CFA (98,2% female and 96% male). Employers stated to pay an average of 3444CFA for boys and 2970 CFA pour girls.
- 80,9% of the children in gold mining activities said that they are not going to school (71,4 female and 82,4% male)
- 39,5% of parents stated that they themselves have asked their children to work in gold mining activities (41,7% female and 39,4% male). More than 80% named poverty or unemployment as the reason for this decision.
- 79,6% (no sex specification) of the children in gold mining activities have to exercise their job every day of the week
- The most frequent health problem is chronic coughing, named by 93,2% of male and 6,8% female, followed by headache and lounge/breast problems (18,8% - no sex specification). 84% of boys suffer from eye problems in the evening (16% female)
- 90,7% do not possess any protection materials (no sex specification)
- -78% of parents (67% female and 78% male) stated to accept when children stop working in gold mines in order to go to school, approximately one third said that they did send their children to school because there are no schools in the village or schools are too far away.

Appendix 3: List of conducted interviews and address list of interviewed partners

Evaluation finale du Projet « Prévention et élimination du travail des enfants dans l'orpaillage en Afrique de l'Ouest » RAF/05/54/USA

DEROULEMENT DE LA MISSION DU CONSULTANT/EVALUATEUR

(Niger, 03-12 Juillet 2009 et Burkina Faso, 12 au 20 Juillet 2009)

Liens/Dates	Activités	Participants
NIGER		
Niamey Vendredi 03/07/09	Rencontres préliminaires et revue du programme de travail	Alexandre Soho, CTP Projet Mines Mireille Balkissa Vincent, AFC Projet Mines
Niamey Samedi 04/07/09	Revue documentaire et briefing préliminaire	Alexandre Soho, CTP Projet Mines Issoufou Nouri-Dini, CN Niger Souna Ayouba, AFC Projet Mines
Niamey Dimanche 05/07/09	-	Analyse des documents
Niamey Lundi 06/07/09	Rencontres individuelles avec les partenaires institutionnels du Projet et les agences d'exécution	<ul style="list-style-type: none"> - Mahamadou Moussa, Coordonnateur de l'ONG ALTEN - Iliass Moussa, Coordonnateur de l'ONG EDDN, - Abdou Mahaman, Coordonnateur du PA de l'ONG Action-Education - Sagbo Adolphe, Président de FOP Niger - Djibrilla Idrissa, Coordonnateur du PA de l'ILCTEN
Niamey Mardi 07/07/09	Rencontres individuelles avec les partenaires institutionnels du Projet et les agences d'exécution	<ul style="list-style-type: none"> - Soumaila Katan, Président de l'ONG AFETEN - Hamadou Sidde, Secrétaire Général du MFPT - Dounama Abdou, DTSS/MFPT - Amadou Seydou Boubacar, Coordonnateur du PA de l'ONG OPTEN - Balla S. Ibrahim, ANP IPEC Niger
Zone de M'Banga Mercredi 08/07/09	Visite des sites d'orpaillage et rencontres avec les partenaires et bénéficiaires du Projet rencontres avec les partenaires et bénéficiaires du Projet	<ul style="list-style-type: none"> - IBRAHIM Tidjani, Préfet du Département de Téra - Malan Moussa, Parent d'élèves à Kongo Moussa - Yacouba Soumaila dit Zankai Baba, Chef du Village de M'Banga, Président de l'Association des Orpailleurs de M'Banga ; - Zakou Tawaye, Président du Comité Villageois de développement de M'Banga, Zakari Guingo dit Yaou, Conseiller de l'Association des Orpailleurs de M'Banga, Trésorier du COGES, Président de l'APE, Imam d'une - mosquée de M'Banga - Tchana Moumouni, Animateur de l'ONG ALTEN à M'Banga - Dambou Noma, Présidente Association des Femmes, section M'Banga - Madame Assibi, Présidente du Groupement féminin Lakalkaney, - Moussa Balla, Directeur de l'Ecole de M'Banga
Téra Mercredi 08/07/09	Rencontres avec les Responsables techniques départementaux du Projet	<ul style="list-style-type: none"> - ABDOULAYE Lamine, Secrétaire Général de la Préfecture de Téra - Seini Sama Ayouba, DDAT/DC de Téra

Lieux/Dates	Activités	Participants
		<ul style="list-style-type: none"> - Mme Soumana Fatima, DDPF/PE de Téra - HAMIDOU Soumana, IDAENF Téra - Babana Kanguéy, Responsable des ressources humaines, Inspection de l'Éducation de Base de Téra
Zone de Komabangou Jeudi 09/07/09	Rencontres avec les partenaires et les bénéficiaires sur le site de Komabangou et dans 3 villages satellites	<ul style="list-style-type: none"> - Malan Bizo, Agent d'alphabétisation du Centre de Souboulkougou-Komabangou - Amadou Bouraima, Commissaire de Police - Harouna Yacouba, Secrétaire Général de la Mutuelle de Santé de Komabangou - Daouda Kabani, Superviseur de Collectes des données – CLOSTE Komabangou - Malan Ba'aré, Animateur Animas Sutura (VIH/SIDA) - Soumana Hamidou, Membre du Comité Villageois des Activités de Loisirs et d'Éducation Civique - Amina Abdourahama, Présidente du groupement Wafakey - Hassane Boukari, Animateur ONG Action-Education - Kadi Ousseini, Animatrice ONG AFETEN - Issoufou Moctar, Animateur ONG OPTEN - Saidou Kobika, Directeur de l'École II de Komabangou - Issoufou Hamidou, Agent d'Alphabétisation (AFETEN) et animateur Animas Sutura
Niamey Vendredi 10/07/09	Préparation de la rencontre avec les partenaires	<ul style="list-style-type: none"> - Briefing avec le CTP - Discussion des recommandations - Préparation des conclusions
Niamey Samedi 11/07/09	Rencontre avec les partenaires et restitution des résultats préliminaires de la mission au Niger	<i>Voir liste de présence en annexe</i>
BURKINA FASO		
Ouagadougou Dimanche 12/07/09	Revue du programme de la mission d'évaluation	<ul style="list-style-type: none"> - Laure ZONGO, CP Projet IPEC Mines - Alexandre SOHO, CTP Projet IPEC Mines
Ouagadougou Lundi 13/07/09	Rencontres individuelles/ou en groupes avec IPEC/Programme National et les partenaires institutionnels du Projet au Ministère du Travail et de la Sécurité Sociale (MTSS), du Ministère des Mines, des Carrières et de l'Énergie, du Ministère de l'Enseignement de Base et de l'Alphabétisation, et des Centrales Syndicales	<ul style="list-style-type: none"> - Jean Marie NONDJERMA, Conseiller technique du Ministère du Travail et de la Sécurité Sociale (MTSS) - Mme Agathe KIENDREBEOGO, Direction Générale de la Sécurité et Santé au Travail ((MTSS/DGSST) - Romain Hamadou KOBANKA, Direction de la Lutte contre le Travail des Enfants et ses Pires Formes ((MTSS/DLTE) - Makan TRAORE, Administrateur National du Programme BIT/IPEC au Burkina Faso - Athanase BOUDA, Ministère des Mines, des Carrières et de l'Énergie - Mme KINDA Emma, Directrice du Développement de l'Enseignement de Base (DDEB) / Direction Générale de l'Enseignement de Base (DGEB) - Mme Fatime OUEDRAOGO, Service de la Carte Scolaire (DGEB) - Pascal KERE, Centrales Syndicales - Vincent OUEDRAOGO, Centrales Syndicales - Mme Sétou SANOU, Centrales Syndicales
Kaya Mardi 14/07/09	Visites des partenaires travaillant sur le site de Zinguima	<ul style="list-style-type: none"> - Mahomed OUEDRAOGO, Coordonnateur de l'Association pour le Développement Communautaire / Promotion des Droits de l'Enfant

Lieux/Dates	Activités	Participants
(Escale)		(ADC/PDE) - Yaya VILLIAN, Coordonnateur de l'Association pour le Développement Communautaire / Promotion des Droits de l'Enfant (ADC/PDE) - Claude François OUEDRAOGO, Coordonnateur National, Association des Enfants et Jeunes Travailleurs (CN/AEJTB)
Dori Mercredi 15/07/09	Rencontre avec les responsables techniques de l'Association pour la Promotion des Droits de l'Enfant au Burkina (APRODEB)	- Goamwaoga KABORE, Directeur Exécutif de - Aïchatou SIB, Coordonnatrice Régionale
	Visites des partenaires de terrain et des groupes cibles des sites de Gorol Kadgè et de Ziniguima Retour sur Ouagadougou	- Réunions générales avec la communauté cible et élus locaux, les parents et les enfants - Rencontre avec les enseignants - Rencontre avec les orpailleurs
Jeudi 16/07/09	Préparation de l'atelier des partenaires	- Briefing avec le CTP - Discussion des recommandations - Préparation des conclusions
Vendredi 17/07/09	Rencontre avec les partenaires et restitution des résultats préliminaires de la mission d'évaluation	Partenaires, bénéficiaires et équipe du Projet au Burkina Faso <i>Voir liste de présence en annexe</i>
Samedi 18/07/09	Rédaction du rapport	Débriefing avec la CP et le CTP du Projet
Dimanche 19/07/09	Rédaction du rapport	Débriefing avec le CTP.
Lundi 20/07/09	Voyage retour en Allemagne	

LISTE DES PERSONNES RENCONTREES PAR L'EVALUATEUR AU NIGER
(Du 03 au 12 Juillet 2009)

1. Personnel du BIT/IPEC au Niger

Noms et prénoms	Structures /responsabilités
1. Alexandre Soho	CTP Projet Mines
2. Balla S. Ibrahim	ANP IPEC Niger
3. Issoufou Nouri-Dini	CNP au Niger,
4. Mireille Balkissa Vincent	AFC Projet Mines
5. Souna Ayouba	AFC Projet Mines A. O.
6. Salif Najada	Chauffeur, Projet Mines

2. Niamey

Noms et prénoms	Structures /responsabilités
7. Dounama Abdou	Directeur du Travail et de la Sécurité Sociale /MFPT
8. Siddo Hamadou	Secrétaire Général du MFP/T
9. Mahamadou Moussa	Coordonnateur de l'ONG ALTEN
10. Boubabcar Tchamago	Coordonnateur du PA – OPTEN
11. Katan Soumaila	Coordonnateur du PA de l'ONG AFETEN
12. Abdou Mahaman	Coordonnateur du PA Action-Education
13. Djibrilla Idrissa	Coordonnateur de l'ILCTEN
14. Illiassou	Coordonnateur de l'ONG EDDN
15. M. Adolphe	Président de FOP Niger

3. Téra

Noms et prénoms	Structures /responsabilités
16. IBRAHIM Tidjani	Préfet du Département de Téra
17. ABDOULAYE Lamine	Secrétaire Général de la Préfecture de Téra
18. Seini Sama Ayouba	DDAL/DC de Téra
19. Mme Soumana Fatima	DDPF/PE de Téra
20. HAMIDOU Soumana	IDAENF Téra
21. Babana Kanguéy	Responsable des ressources humaines, Inspection de l'Education de Base de Téra

4. Zone de M'Banga

Noms et prénoms	Structures /responsabilités
22. Malan Moussa	Parent d'élèves à Kongo Moussa
23. Yacouba Soumaila dit Zankai Baba	Chef du Village de M'Banga, Président de l'Association des Orpailleurs de M'Banga
24. Zakou Tawaye	Président du Comité Villageois de développement de M'Banga,
25. Zakari Guingo dit Yaou	- Conseiller de l'Association des Orpailleurs de M'Banga, Trésorier du COGES, - Président de l'APE, - Imam de mosquée de M'Banga
26. Tchana Moumouni	Animateur de l'ONG ALTEN à M'Banga
27. Dambou Noma	Présidente Association des Femmes, section M'Banga
28. Madame Assibi	Présidente du Groupement féminin Lakalkaney
29. Moussa Balla	Directeur de l'Ecole de M'Banga

5. Zone de Komabangou

Noms et prénoms	Structures /responsabilités
30. Malan Bizo	Agent d'alphabétisation du Centre de Souboulkougou-Komabangou
31. Amadou Bouraima	Commissaire de Police
32. Harouna Yacouba	Secrétaire Général de la Mutuelle de Santé de Komabangou
33. Daouda Kabani	Superviseur de Collectes des données – - CLOSTE Komabangou
34. Malan Ba'aré	Animateur Animas Sutura Membre du Comité Villageois des Activités de Loisirs et d'Education Civique
35. Soumana Hamidou	Présidente du groupement Wafakey
36. Amina Abdourahama	Animateur ONG Action-Education
37. Hassane Boukari	Animatrice ONG AFETEN
38. Kadi Ousseini	Animateur ONG OPTEN
39. Issoufou Moctar	Directeur de l'Ecole II de Komabangou
40. Saidou Kobika	Agent d'Alphabétisation (AFETEN) et animateur Animas Sutura
41. Issoufou Hamidou	

RENCONTRE DES PARTENAIRES (NIGER) - Présentation
- Niamey du 11 juillet 2009 -

LISTE DES PARTICIPANTS

N°	Noms et Prénoms	Structures	
1	Mounkaila SEYNI	Maire de la Commune Rurale de Namaro	
2	ABDOU Mahamane	Coordonnateur du Programme d'Action de l'ONG Action Education	
3	Hamadou BALLA	Inspecteur Pédagogique de Karma	
4	Alhadji AMADOU	Coordonnateur du Programme d'Action de l'ONG EDDN	
5	DOUNAMA Abdou	MFP/T/DTSS/CDN	
6	SAMMA Seyni	Directeur Départemental de l'Aménagement du Territoire et du Développement Communautaire de Téra	
7	Mme SOUMANA Fatima	Directrice Départementale de la Promotion de la Femme et de Protection de l'Enfant de Téra	
8	HAMIDOU Soumana	Inspecteur Départemental de l'Alphabétisation et de l'Education Non Formelle, Téra	
9	DAOUDA Kabani	Président du COGES de l'Ecole Komabangou II	
10	R.B:	Elève Komabangou	
11	Mahamadou MOUSSA	Coordonnateur des Programmes de l'ONG ALTEN et Président du Réseau des ONG contre le Travail des Enfants au Niger	
12	ASSOGBA Didier Franck	Coordonnateur du Programme d'Action de l'ONG EPAD	
13	ALIO Dangana	Institut National de la Statistique	
14	Seydou Zakari KOBICA	Directeur de l'Ecole Komabangou II	
15	AMADOU Seydou Boubacar	Coordonnateur du Programme d'Action de l'ONG OPTEN	
16	IBRAHIM Saley Yacouba	Cellule Travail des Enfants (MFP/T)	
17	ALIDOU Taweye	Inspecteur Pédagogique de Gothèye	
18	BABANA Kanguy	IEP Téra	
19	ABDOULAYE Ousseini	Superviseur de Collecte des données CLOSTE de M'Banga	
20	S.S	Elève M'Banga	
21	Mme Safia BAWA	Membre du Groupement Lakalkaney de M'Banga	
22	Moussa BALLA	Directeur Ecole M'Banga	
23	Mme Moustau Mariame	Inspectrice de l'Education de base, Direction Générale de l'Education de Base (DGEB)	
24	Soumaila KATAN	Président du Bureau exécutif de l'ONG AFETEN	
25	ISSOUFOU Nouri-Dini	Coordonnateur National de Projet pour le Niger, Projet BIT/IPEC Mines	
26	Alexandre SOHO	Conseiller Technique Principal, Projet BIT/IPEC Mines	
27	BALLA Souley Ibrahim	Administrateur National du Programme BIT/IPEC Niger	
28	SOUNA Ayouba	Assistant financier et Comptable, Projet BIT/IPEC Mines	
29	Mme Safia ISSOUFOU	FOP Niger	
30	PAUL Woltestorff	Consultant	
33	IDRISSA Djibrilla	Coordonnateur du Programme d'Action de l'ILCTEN	

LISTE DES PERSONNES RENCONTREES PAR L'EVALUATEUR AU BURKINA FASO

(Du 12 au 20 Juillet 2009)

1. Personnel du BIT/IPEC au Burkina Faso

Noms et prénoms	Structures /responsabilités
1. Laure ZONGO	CP Projet Mines
2. Makan TRAORE	Administrateur National du Programme BIT/IPEC au Burkina Faso

2. Ouagadougou

Noms et prénoms	Structures /responsabilités
3. Jean Marie NONDJERMA	Conseiller technique du Ministre du Travail et de la Sécurité Sociale Direction Générale de la Sécurité et Santé au Travail (DGSST)
4. Mme Agathe KIENDREBEOGO	Direction de la Lutte contre le Travail des Enfants et ses Pires Formes (DLTE)
5. Romain Hamadou KOBANKA	Ministère des Mines, des Carrières et de l'Energie
6. Athanase BOUDA	Directrice du Développement de l'Enseignement de Base (DDEB) / Direction Générale de l'Enseignement de Base (DGEB)
7. Mme KINDA Emma	Service de la carte scolaire (DGEB)
8. Mme Fatime OUEDRAOGO	Centrales Syndicales
9. Pascal KERE	Centrales Syndicales
10. Vincent OUEDRAOGO	Centrales Syndicales
11. Mme Sétou SANOU	Centrales Syndicales

3. Dori

Noms et prénoms	Structures /responsabilités
12. Goamwaoga KABORE	Directeur Exécutif de l'Association pour la Promotion des Droits de l'Enfant au Burkina (APRODEB)
13. Aïchatou SIB	Coordonnatrice Régionale de l'Association pour la Promotion des Droits de l'Enfant au Burkina (APRODEB)

4. Kaya

Noms et prénoms	Structures /responsabilités
14. Mahomed OUEDRAOGO	Coordonnateur de l'Association pour le Développement Communautaire / Promotion des Droits de l'Enfant (ADC/PDE)
15. Yaya VILLIAN	Coordonnateur de l'Association pour le Développement Communautaire / Promotion des Droits de l'Enfant (ADC/PDE)
16. Claude François OUEDRAOGO	Coordonnateur National Coordination Nationale / Association des Enfants et Jeunes Travailleurs (CN/AEJTB)

RENCONTRE DES PARTENAIRES (BURKINA FASO) - Présentation
- Ouagadougou - 17 juillet 2009 -

LISTE DES PARTICIPANTS

N°	Nom et Prénom(s)	Structure
01	KINDA/REMAIN Emma	MEBA
02	OUEDRAOGO Geneviève	BBEA
03	OUEDRAOGO Moussa	DPEBA/Bam
04	BARRY Saliou	DPEBA/Séno
05	OUEDRAOGO Haguirata	CCEB/Bani
06	AMADOU Abdoulaye	Préfecture de Bani
07	KABORE Oumarou	Mairie de Bani
08	HAMADOU Hama	Communauté de Gorouol-Kadjé
09	DIALLO Boureïma	Jeunes travailleurs de Gorouol-Kadjé
10	OUEDRAOGO Lucien	CN/AEJTB
11	ILBOUDO Germaine	GPMB
12	SIB Aïchatou	APRODEB Dori
13	SOMA Dothié	COBUFADE
14	VILIAN Yaya	ADC/PDE Kaya
15	BOUDA Athanase	Ministère des Mines, des Carrières et de l'Energie
16	OUEDRAOGO Mahomed	ADC/PDE Kaya
17	ZONGO/OUEDRAOGO Ursule	ADC/PDE Kaya
18	SANA Mariam	Femmes de Ziniguima
19	NIATTA Boureïma	Club des jeunes de Ziniguima
20	SAWADOGO Antoine	Ecole de Ziniguima
21	MAIGA Boureïma	Ecole de Gorouol-Kadjé
22	ZOUNGRANA Abdoul-Karim	SG/Mairie de Kongoussi
23	KOUDA Jean-Bernard	CN/AEJTB Ouagadougou
24	OUEDRAOGO Claude François	CN/AEJTB Ouagadougou
25	ZONGO Frédéric	CN/AEJTB
26	ZONO Loukoumana	DRTSS/CN
27	BELEM Madi	CEB de Kongoussi 2
28	KOBANKA Romain	DLTE/MTSS
29	OUEDRAOGO Daouda	Consultant National BIT/IPEC Mines
30	KABORE Goamwaoga	APRODEB
31	MAIGA Hamadou Amadou	GPMB/Esskane
32	DIALLO Adama	Service Appui CN/AEJTB
33	KOBIANE/GNANOU Octavie	Consultante
34	ZONGO/HIEN Laure	BIT/IPEC Mines
35	TRAORE Makan	BIT/IPEC
36	SOHO Alexandre	BIT/IPEC Mines
37	WOLTERSTORFT Paul	Consultant
38	SANDWIDI Albert	BIT/IPEC