



International Programme on the Elimination of Child Labour (IPEC)



International
Labour
Office

IPEC Evaluation

“Elimination of the Worst Forms of Child Labour in West Africa and Strengthening Sub-Regional Cooperation in West Africa”

**ECOWAS I - P.340.10.100.051 (RAF/09/51/USA)
ECOWAS II - P.250.03.100.053 (RAF/10/53/USA)**

**An independent mid-term evaluation by a team of external
consultants**

Original version

August 2012

This document has not been professionally edited

NOTE ON THE EVALUATION PROCESS AND REPORT

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

The evaluation was carried out by a team of external consultants¹. The field mission took place from October 2011 until March 2012. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

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

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Acknowledgements

This report of the Mid-term Evaluation of ECOWAS I and II projects in all four core countries is submitted to the ILO-IPEC's Evaluation and Impact Assessment section (EIA). As a rapid assessment of the mosaic of activities that comprise the two ECOWAS projects at technical midterm, the evaluators hope that this report will provide valuable information for project stakeholders and funders as the project progresses. In the interest of the children of West Africa, it is our fervent hope that attention is paid to the substance of the findings and recommendations..

The lead evaluator and the three national consultants would like to express sincere thanks to all parties involved in this evaluation, especially the entire ECOWAS I and II Project staff who did preparatory work to make the experience move smoothly. We wish them the very best in tackling the next phase of this important project.

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Acronyms

AIECA	Assistance Internationale à l'Enfance Cœur et Action
AP	Action Programme
APEM	Association pour la Protection de l'Enfance Malheureuse
APO	Programme Officer
APSO	Action Programme Summary Outline
ASA	Afrique Secours Assistance
ARED	NGO Benin
BPM	Brigade de Protection des Mineurs (Minor Protection Brigade)
CAKHS	Coopérative Agricole Kavokiva du Haut Sassandra
CCP	Cocoa Communities Project
CCPC	Community Child Protection Committees
CIBA	Council for Indigenous Business Associations
CLV	Comités Locaux de Vigilances (Local Surveillance Committees)
CSEC	Commercial Sexual Exploitation Of Children
CDN	Comité Directeur National de Lutte Contre le Travail des Enfants (National Steering Committee)
CDW	Child Domestic Work
CERAP	Centre de Recherche et d'Action Pour la Paix
CLMS	Child Labour Monitoring System
CLU	Child Labour Unit
CSO	Civil Society Organisation
CNP	Coordinateur National du Projet (National Project Officer)
CNSCPE	National Child Protection Monitoring and Coordination Group/Cellule Nationale de Suivi et de Coordination pour la Protection de l'Enfant au Bénin
CTA	Chief Technical Adviser
DCPC	District Child Protection Committees
DED	Desing, Evaluation and Documentation section-IPEC
DWCP II	Decent Work Country Programme II
ECOWAS	Acronym of ILO-IPEC project "Elimination of the Worst Forms of Child Labour in West Africa and Strengthening Sub-Regional Cooperation in West Africa"
ECOWAS/CEDEAO	Economic Community of West African States
EIA	Evaluation and Impact Assessment section-IPEC (former DED)
ENTE	Enquête Nationale sur le Travail des Enfants (National Survey on Child Labour)
EOP	End of Project
FAA	Financial and Administrative Assistant
FGD	Focal group discussion
GAP	Global Action Programme
GAW	General Agricultural Workers' Union
GCLMS	Ghana Child Labour Monitoring System
GDP	Gross Domestic Product
GEA	Ghana Employers Association
GJA	Ghana Journalists Association
GTC	Ghana Trades Union Congress
HCL	Hazardous List for Child Labour
HQ	Headquarters
IA	Implementing Agency
IGA	Income Generating Activities
ICCS	Investment Consultancy and Computering Services
ILO	International Labour Organisation
IMF	International Monetary Fund
IPEC	International Programme on the Elimination of Child Labour
IPO	International Programme Officer
ITUC	International Trade Union Confederation

LUTRENA	Combating Trafficking in Children for Labour Exploitation in West And Central Africa/ Combattre la traite des Enfants a des fins d'exploitation de leur travail en Afrique de l'Ouest et du Centre
MESW	Ministry of Employment and Social Welfare, Ghana
MI/P	Management/Implementation Plan
MJCD	Mutuelle de Jeunes Chrétiens pour le Développement
MFSN	Ministry of Family and National Solidarity/Ministère de la Famille et la Solidarité, Benin
MTE	Mid-term Evaluation
MOLP	Ministry of Labour and Productivity, Nigeria
MOU	Memorandum Of Understanding
MOL	Ministry of Labour, Social Affairs and Solidarity/ Ministère de l'Emploi, des Affaires Sociales et de la Solidarité, Côte d'Ivoire
MOWAC	Ministry Of Women And Children's Affairs, Ghana
MTFP	Ministry of Labour/Ministère du Travail et de la Fonction Publique, Benin
MWASD	Ministry of Women Affairs and Social Development, Nigeria
M & E	Monitoring and Evaluation
NAP	National Action Plan
NAPTIP	National Agency for the Prohibition of Traffic in Persons
NC	National Consultant
NECPAD	Network For Community Planning And Development
NECPLEC	National Programme For The Elimination Of Worst Forms Of Child Labour In Cocoa
NPC	National Programme Coordinator/Officer
NSC	National Steering Committee (Comité Directeur National de Lutte Contre le Travail des Enfants)
OCFT	Office of Child Labor, Forced Labor and Human Trafficking
OSH	Occupational Safety and Health
OVC	Orphans and Vulnerable Children
PACF	Parent & Child Foundation (PACF)
PIED	Programme Insertion Des Enfants Déshérités
PPP	Public-Private Partnership
PRODOC	Original Project document
RCI	République de Côte d'Ivoire (Republic of Côte d'Ivoire)
RETRAME	Réseau De Journalistes Béninois Contre le Traite et la Maltraitance des Enfants
SALTE	Service Autonome de Lutte Contre le Travail des Enfants Côte d'Ivoire
SHM	Stakeholders Meeting
SIMPOC	Statistical Information and Monitoring Programme on Child Labour
SOP	Standard Operating Procedure
SPIF	Strategic Programme Impact Framework
TA	Technical Advisor
TdH	Terre des Hommes
TIP	Trafficking in Persons
ToR	Term of Reference
UBE	Universal Basic Education (Also FCUBE)
UNHCR	United Nations Refugee Agency
UNDP	United National Development Programme
UNICEF	United Nations Children's Fund
USD	US Dollars
USDOL	United State Department of Labor
WAP	West Africa Projects
WAP CTA	ILO-IPEC West Africa Projects Chief Technical Adviser (based in Accra)
WDACL	World Day Against Child Labour
WFCL	Worst Forms of Child Labour
WOTCLEF	Women Trafficking and Child Labour Eradication Foundation

Executive Summary

The ILO's International Programme on the Elimination of Child Labour (IPEC) works to eliminate child labour, especially its worst forms (WFCL), as reflected in the two related ILO Conventions 182 and 138. Since September 2009, ILO-IPEC has implemented "Elimination of the Worst Forms of Child Labour in West Africa and Strengthening Sub-Regional Cooperation in West Africa" with funds provided by the US Department of Labor (USDOL). The project (RAF/09/51/USA), hereinafter called ECOWAS I, began by supporting efforts (Objective 1) to eliminate child labour in cocoa-producing regions of Ghana and Côte d'Ivoire; and (Objective 2) to build child labour awareness and policy initiatives at the headquarters of the Economic Community of West Africa States (ECOWAS/CEDEAO) Abuja, Nigeria. In 2010, a second project started as an extension of the original project, (RAF/10/53/USA). Called ECOWAS II, it expanded programming activities in the cocoa sector in Ghana and Côte d'Ivoire and provided new programming in Nigeria and Benin. In addition, ECOWAS II has added components to promote a more robust approach to the livelihood support component. The ECOWAS I project is set to end January 31, 2013, while ECOWAS II ends twelve months later on December 31, 2013 (EOP).² By the end of the two projects, it is anticipated that more than thirteen thousand (13,900) children will benefit from project outputs, and over four thousand families will be able to improve their economic situation.

Mid Term Evaluation - October 22, 2011- March 12, 2012

This report describes the complete ECOWAS I and II Mid-term Evaluation (MTE) conducted for ILO-IPEC's Design, Evaluation and Documentation Section (DED) in Geneva, Switzerland.³ In Nigeria, Benin and Ghana, a national consultant from each respective country joined the lead evaluator and contributed by providing country contextual insight, gathering data and names, and did some of the report writing. The findings in this report represent a rapid appraisal of the activities and challenges of the ECOWAS I and II projects in Benin, Côte d'Ivoire, Ghana and Nigeria, to date. A separate report was filed for the MTE exercise in each of the four participating countries. Although the Economic Community institution is located in Nigeria, this Integrated Report separates findings concerning Objective 2 from those concerning the Nigeria Country programme.

Recommendations contained in Section VIII are made with the expectation that modifications in project implementation can occur in the second phase, if considered feasible. The Mid-Term Evaluation assessed the project from a rapid quantitative dimension, ensuring that indicators were understood and being met accurately; and from a more holistic qualitative dimension, ensuring that the strategy was followed. The rich analysis of the quantitative and qualitative data combined forms a good predictor of the future success of the project.

Project Background

ECOWAS I project works at the sub-regional and national levels to combat the Worst Forms of Child Labour (WFCL) in cocoa in Côte d'Ivoire and Ghana, mining and stone quarries in Ghana, child domestic work in Côte d'Ivoire and fishing in Ghana. ECOWAS II adds artisanal mining and stone quarrying by

² For the purposes of this report, the project is referred to as ECOWAS I and/or II to distinguish it from the actual sub-regional economic community coordinating institution, ECOWAS (or CEDEAO, as it is called in the French speaking countries), which is the Project's primary partner at the sub-regional level. The Economic Community of West African States (ECOWAS) is a group of fifteen countries founded in 1975 to promote economic integration in "all fields of economic activity. See, <http://www.ecowas.int/>. In the report, the economic community institution based in Abuja, the subject of objective 2, is called ECOWAS/CEDEAO.

³ Since May 2012 called Evaluation and Impact Assessment (EIA).

children in Benin and Nigeria, and continues work on ending child labour in cocoa production in Ghana and Côte d'Ivoire. ECOWAS I and II combine elements typically found in many ILO-IPEC projects worldwide: providing direct action services; improving the knowledge base and data collection; awareness raising about child labour; and strengthening national institutions to create and enforce policies to fight child labour. Each of the participating countries has an autonomous programme, with outputs that coherently lead into the sub-regional objective.

The second objective of the projects focuses on building a stronger ECOWAS/CEDEAO institution to help fight child labour in its member states. The strategic hypothesis which frames the two projects is that by creating child labour elimination programmes in four different countries, models will be extracted that can be applied in ECOWAS/CEDEAO member states. Once laws and policies protecting children from the WFCL are developed in the core countries, a critical consensus against child labour will be formed. This may be harmonised across borders and create incentives in other member states. As the institution ECOWAS/CEDEAO develops monitoring mechanisms and protocols, it will support policies against child labour by individual member states. This strategy is the foundation of the ECOWAS I and II projects, linking as it does actions in nations to a sub-region.

Though two separate and distinct projects in administrative terms, ECOWAS I and II share the same goal: To contribute to the elimination of the worst forms of child labour in West Africa. They have distinctly different targets. ECOWAS I aims to remove or prevent 9600 children from the WFCL in Ghana and Côte d'Ivoire. Four hundred families are to receive benefits from the project in starting income generating activities. ECOWAS II took on additional countries and added a new focus: to "implement programmes designed to enhance the livelihoods of 3,000 families of project direct beneficiaries."⁴ Benin was added as a participating country with potential 1,500 child beneficiaries. Five hundred children were targeted to benefit from the direct services in Nigeria, as were an additional 1,000 each in Ghana and Côte d'Ivoire. The wording of the project objectives is the same for ECOWAS I and II.

Objective 1: By the end of the project, progress on the elimination of the worst forms of child labour in Ghana, Nigeria and Côte d'Ivoire will be accelerated. (Benin is added in ECOWAS II)

Objective 2: By the end of the project the role played by ECOWAS/CEDEAO in combating the worst forms of child labour in the sub-region will be reinforced.

The ECOWAS I and ECOWAS II projects are both managed by the same project staff, and use the same offices and equipment in the target countries. While staff is mindful of the differences, particularly the time frame and the implementing agencies (IA), the two projects complement and strengthen one another, and are usually called "ECOWAS" collectively. This evaluation looks at both projects separately and together.

Findings

The project design presents complex project vertical, horizontal and diagonal integration challenges. At each country level, other challenges also are present. The project design reflects the strategic hypothesis that dramatic change will come if certain interdependent components work together. These components – research and building a knowledge base, policy advocacy and development, awareness raising and social mobilisation, and direct services to target beneficiaries are proven ILO-IPEC components. This strategic approach should not be minimized, as it is the foundation for ILO-IPEC's purpose in working in West Africa. The project is committed to the overall concept that the four-country and sub-region effort is, in

⁴ ECOWAS II Prodoc p. vi.

the words of the Côte d'Ivoire National Programme Coordinator (NPC), an "Institution Building" project with an end goal of contributing to a knowledge and experience base that will support the elimination of child labour in all of the ECOWAS member countries.

Project Activities

Project activities include support to government in building national policy and child labour monitoring capacity, while addressing associated problems at the grassroots level. Important players woven throughout the project's fabric are government ministries concerned with employment, social welfare, education, law and child protection; ILO social partners (tripartite); the media; and civil society groups (NGOs). The project works in specific sectors where there is obvious and well-documented prevalence of children working consistent with Convention 182. The Direct Action programmes (1) withdraw or prevent at-risk children from the Worst Forms of Child Labour, and (2) promote resilient family livelihoods and sustainable communities. Embedded in action programmes is a plethora of sub-activities, some of which are advocacy at the local level for legislation, better governance or budget augmentation; educational infrastructure enhancement; training of educators, social workers, labour inspectorate, police; health and safety occupation codification; and introduction of improved techniques in agriculture and quarrying. The projects' Action Programmes (AP) framework form a totally integrated community development package. Added to the project activities is Objective 2, which aims to strengthen ECOWAS/CEDEAO in order to bring policy change beyond the core countries.

The ECOWAS I and II projects fall within the larger rubric of ILO-IPEC West Africa Projects and many complementary activities run across project boundaries and budgets. Beyond the array of activities and organisational challenges, the context of each of the four core countries (Benin, Côte d'Ivoire, Ghana, and Nigeria) is the most significant factor challenging the successful implementation of ECOWAS I and II.

By early March 2012, when all mid-term evaluation field site visits had been completed, the projects (combined) had reached 6,259 children out of combined target of 13,600. These child beneficiaries had been removed or prevented from engaging in the Worst Forms of Child Labour (WFCL) in domestic service, mines and quarrying, fishing or cocoa production.

Table 1: Summary of Direct Service Achievements of ECOWAS I and II

	ECOWAS I	ECOWAS II
Target Children	9600	4000
To date Child Beneficiaries	5159	1100
Target Households	400	3000
To date Income Generating Activities (IGA) (ECOWAS I) and Livelihood (ECOWAS II) Household Beneficiaries	100	50

Further, it was the finding of the Mid-Term Evaluation teams that significant indicators were met in the area of policy strengthening and capacity building in all of the core countries. All of the countries have central Child Labour committees, called National Steering Committees or Comité Directeur National de Lutte Contre le Travail des Enfants which function with varying degrees of effectiveness.⁵ By the end of the MTE, all of the countries were well on the way to having effective National Action Plans to fight child labour in their countries. Ghana's National Plan of Action was launched 12 June 2011 (before the MTE). Benin's National Plan of Action was validated at the national level on December 09, 2011, with preparations underway towards its presentation before Cabinet for adoption to occur in the months

⁵ An overview of the achievements and progress of the project in the four core countries, and at the Economic Community of West Africa States (ECOWAS/CEDEAO) at the point in time of each of the MTE field site visits is found in Section V. B. 1. Table 8.

following the MTE. The government of Côte d'Ivoire finalised its National Plan of Action 2012-2014 to Combat Trafficking, Exploitation and Labor of Children in March 2012, after the MTE field visit in January. In Nigeria, a draft of the Revised National Plan of Action for Child Labour is in the process of being studied among stakeholders.

In addition, Benin, Ghana and Côte d'Ivoire all have published Lists of Hazardous Work for Children (HCL). The project in Nigeria expects the National Steering Committee (NSC) to follow through with its National List of Hazardous Work before the end of the project. Action Programmes for direct services and awareness raising are approved in three countries and mostly underway. Studies have been conducted which contribute to the knowledge base in all of the countries. In Côte d'Ivoire, a project-supported study led to legislative action for domestic workers. Ghana is making progress to establish a comprehensive Child Labour Monitoring System (GCLMS) and two of the other core countries are moving forward at improving their monitoring of child labour.

Last to begin, the Benin country programme is progressing systematically. Ghana, which benefitted from a stable environment and the project administration in situ, has made several positive accomplishments. Despite violent conflict in Côte d'Ivoire, that country programme is also moving along. Only Nigeria is sluggish, due partly to the terrorist bombing in the project offices, but for other reasons as well. The federal system and its accompanying bureaucracy, the presence of the ILO-IPEC's hierarchical sub-regional supervision, and other reasons led to a lethargic project. The ECOWAS/CEDEAO component is one of the toughest to fulfil, and it suffered also from what appeared to be inattention.

Project Management

All of this requires strong management skills, organisation and efficiency. Situated as they are in the ILO-IPEC West Africa Projects (WAP) framework, the ECOWAS I and II projects play a complementary role in addressing the broad range of issues related to the continuation of child labour and child trafficking in the sub-region. The organisational chart is complicated and made more intricate by the ILO-IPEC administrative structure which oversees the project implementation⁶. ILO-IPEC and the WAP leadership seem comfortable with the organigramme and conscientious about ensuring its smooth operation. This is good, as it involves disbursement of funds, managing human resources, and coordinating reporting, among other administrative tasks.

The entire project is staffed by an impressive team of professionals. ECOWAS I and II projects are very fortunate to have such a high quality of people working in each country. However, the projects are understaffed. They depend on the talents, flexibility and availability of its small cadre of personnel, all of whom perform multiple tasks. For example, in Ghana, home to ILO-IPEC West Africa projects, there is a lot of cross over of tasks by staff members of the various projects. (Some is budgeted by percentage of time). The National Programme Officer helped in project design for other West Africa Projects. At the time of the MTE, he reported having been too busy to routinely visit some ECOWAS I and II project sites. There are benefits to this deliberate comparative advantage management approach, but it can result in things falling through the cracks.

Conclusions

Despite serious delays, country project activities are on track, producing results, albeit at different rates of speed. In Ghana and Côte d'Ivoire, there is a remarkable vibrancy at the field sites, where competent Implementing Agencies are providing educational and economic empowerment opportunities to children and adults.⁷ Similar groups with similar projects are eager to get started in Benin and Nigeria.

⁶ See Organisational Chart in Annex I by Senior Programme Officer for Africa, A. Soho

⁷ Targets met for the project are found in Section V. B .2. Tables 9-12.

Policymakers are engaged in various degrees in all four countries. Policy initiatives have been rapid and substantial in all project countries but Nigeria. Several reasons have delayed the process in that vast and complicated nation, but activities are underway. Each country operates autonomously and has achieved some outputs over others. All of the targets for country direct service activities will likely be met by the end of the project (EOP). The supplementary community development and local policy advocacy initiatives pose longer term challenges, but will be started and achieving some results by EOP.

The same cannot be said for Objective 2. ECOWAS/CEDEAO is a distinctly separate entity from the country programmes, and the support and attention from the project should be seen as such. While there may be opportunity value and political exigency to couple activities between the Nigeria country programme's Objective One and Objective Two (ECOWAS/CEDEAO HQ is located in Nigeria's capital city), the two activities are distinct. The second objective comprises activities which expect outcomes that will need more than two or three years to emerge in a qualitative sense. Some quantitative actions to meet indicators can be taken, but, so far, progress has been slow. Given evidentiary factors such as the level of administrative capability and past performance, in all likelihood, only some of the 12 activities in ECOWAS I and 11 activities in ECOWAS II will be met by the end of the project. A project which aims to transform policy and inject the kind of dynamism desired to address sub-regional child labour requires dogged advocacy and high quality inputs which require more time than the remaining scheduled year and one-half. It is the belief on the part of the evaluator and the national consultants on the MTE that nothing can be done to meet all of the indicators for both projects ECOWAS I and II in the remaining time.⁸

Child Labour has been around for centuries, but its negative impact on fragile economies and changing societal structures is only now recognised. Benin and Côte d'Ivoire are right to be acting as urgently as they are with the NAP, and other new relevant measures. Ghana also is progressing, but requires a high level of project effort in advocacy. Nigeria demonstrates little interest, despite rhetoric, and desperately needs a team of champions for child labour. The ECOWAS I and II Projects are on the right track, and with some changes, will produce models that can be replicated in the whole West African sub-region.

Recommendations

The Mid-term Evaluation surfaced issues that, with some modifications, would enhance the project's effectiveness and help to meet the long-term objectives. It is recognised that there are budgetary implications in meeting suggested project modifications. Some recommendations relate to programmatic adjustments while others concern project management. The recommendations are directed first to the project leadership in each host country, who must act accordingly with Implementing Agencies (IA), government or social partners. The Technical Adviser or International Programme Officer responsible for ECOWAS I or II and the West Africa Project leadership of ILO-IPEC projects in Accra and Geneva are also accountable for considering and implementing the recommendations. The recommendations are described in greater detail in Section VIII. Recommendations for all countries are detailed in the separate country reports and summarised in this report in Annex G.

1. Maximise Comparative Advantage of ILO-IPEC across Country Programmes

ECOWAS I and II projects comprise multiple layers of development experiences. As the projects progress, these experiences should be shared across the project breadth. The IAs and the social partners implement many of the activities, but the coordination, technical assistance, monitoring and evaluation (including assessment of quality products) rests on the staff.

⁸ See, Section VIII. Recommendation 2, Solicit Extension and Increased Funding

One way of streamlining tasks across borders would be for the project to optimise the multiple talents and skills within the project staff by forming special task-driven teams to develop Standard Operating Procedures (SOP) for the whole project.

2. Solicit Extension and Increased Funding

Many country project activities have only just started. The focus on strengthening ECOWAS/CEDEAO is also just beginning. Much more time is needed for the strategy to get a foot-hold in the core countries and across the sub-region. The project management should request a no-cost extension to improve the chances of finishing the project successfully. A good case can also be made to earmark the project in Nigeria for special attention and allocate more support and resources to fast-track its implementation. More resources (especially personnel, office equipment, and vehicles) should be allocated to the project to enhance successful implementation. The end dates of the two projects should coincide, and the final evaluation can take place for both. The activities and outcome are ambitious, and a more plausible date would be to extend the project by one year to December 31, 2014, so that the “end child labour campaign by 2015” will be a capstone of their efforts.

3. Address Objective Two, (the role played by ECOWAS in combating the worst forms of child labour in the sub-region will be reinforced) with more Vigour as an Important and Separate Activity

As a way of linking the two objectives, the country projects are expected to create models and serve as learning laboratories for the benefit of decision makers and other stakeholders across the sub-region. The country programmes are an integral part of the overall plan, so programme staff and stakeholders should regularly review progress made on Objective 2 outputs to identify key areas of convergence. The project’s approach to create models and pilot new ideas assumes that knowledge should be shared widely about the project. Leadership at the appropriate levels needs to take the initiative and see that knowledge is accumulated, presented and discussed as the project(s) move(s) forward. A deeper understanding of the workings of the commission on the part of the WAP CTA and TA is warranted. Further, the country programme in Nigeria should be separate from activities involving the Economic Commission. Both activities are important, but they are very distinct from one another. Each requires full-time attention.

4. Position the Project as a leader in fighting Child Labour and Go to the Top in Building Advocates for Child Labour [WAP CTA, NPOs]

If the project wants to make an impact, it has to be positioned as the central leader in the sub-regional fight against WFCL. This does not mean it should not share the spotlight or the burden. All staff should be seen as experts upon whom Ministries and leaders can rely. All staff must be known, and that comes through dogged advocacy for the project goal.

5. Expand Awareness Raising Techniques and Audiences

Changing attitudes and practices related to child labour requires a long term effort. World Day against Child Labour (WDACL) is a proven avenue for advocacy, and techniques used on a single day were very successful in reaching huge audiences. The project uses various media, such as the mobilisation of the population (including children as a spokesperson). The project needs to develop consistent messages, and have technical assistance provided. Choose a central theme for the entire sub-region that endures for the length of the project and is as recognisable as MTN, Orange or Coca Cola.

6. Change conduct with Knowledge, Attitudes and Practice (KAP) on Accidents and Death

In the behaviour change approach, an appreciation of the incidence and type of accidents and deaths that occur among children (working or not) is one way that people might move through the continuum of increased knowledge, modified attitudes, and changed practices (KAP). Machete use was mentioned repeatedly by parents, with their own scars and half-hacked fingers held up as evidence. Meanwhile, the MTE evaluator visited a schoolyard where children, engaged in clean-up day, were running with machetes in hand, swinging machetes, and engaging in pretend sword fights. A parent leader should be invited to the school to give a class on machete safety.

The project is advised to begin a Knowledge, Attitudes and Practice (KAP) exercise to create a strong single-message, yet contextually appropriate, campaign to stop child labour. Comprehensive research, data collection, research analysis, as well as child monitoring would certainly inform the knowledge base. The project has a clear and vital research agenda and has already validated a study on domestic work.

7. Review Staffing Patterns (specifically in Nigeria, but across ECOWAS I and II)

Project management is divided into two entities according to ECOWAS I and ECOWAS II without the function following the form. It would seem more logical to put the functional responsibility for Objective Two into the hands of a policy expert technician. Since the development of child labour policy in each of the core countries is connected to the unique position of ECOWAS/CEDEAO in the project, this arrangement puts all policy-oriented tasks together and strengthens ILO-IPEC's strategy to harmonise approaches. The other components also require expertise which could be construed as more mutually congruent. Project supervision and support to action programmes require a lot of attention. Policy issues require time-taking advocacy and technical support.

The WAP CTA needs to be involved at a top level with the ECOWAS/CEDEAO leadership. The Nigeria TA should be more proactive in building relationships of stature to establish the project as a force with the government of Nigeria and the ECOWAS.

8. Certify Products to Be Child Labour-Free

The building boom, road construction, and government physical infrastructural projects require sand, gravel, crushed rock and granite, all of which come from the interior of the country. According to most sources, these products are probably purchased from artisanal quarries. In the course of interviews and meetings with stakeholders during the MTE, the idea of tracing the materials to child labour as an awareness raising tool surfaced. Several suggestions were made to "certify" or "label" materials as child-free, and to get the government to guarantee its building materials did not come from child labour in artisanal mines. The project could contract for a study and project design to carry this suggestion further.

9. Advocate for Launching a Birth Registration Campaign

Birth registration is a cross-cutting issue for several of the core countries, and in other ECOWAS/CEDEAO member states. Particularly in rural areas, parents often do not declare the birth of their children, either out of ignorance or because they could not afford the associated fees. This could result in denial of public services such as education and health care. Without birth registration papers, children cannot qualify for the national examinations. For many parents, this offers sufficient disincentive to even sending their children to primary school. ECOWAS I and II focus on returning or enrolling children in school to protect them for their engagement in WFCL. Lack of official status is a clear barrier. Some innovative approaches generated in the course of the MTE include:

- Hold a national dialogue and/ or launch a campaign advocating a resolution to the issue of birth certificates
- Ask the ministries involved and UNICEF to organise a national day of registration

Just as national immunisation campaigns have been successful in vaccinating children against diseases, mobile units could make this a national event (possibly on WDACL). Ask the government to waive fees for that day alone, or reduce costs.

10. Use Dynamic, Useful Management/Implementation Plans

The ECOWAS projects were conceived from an assessment of needs, and originated from in-depth conceptualising and planning. Many planning documents related to reporting have been generated, but they seem more useful for reporting to donors than for project guidance. For such a complex project, with multiple partners performing many activities, the project management needs to have a more visual plan of action whereby progress can be easily and rapidly monitored. The final outputs are clearly identified, but the steps leading to them seem less defined. For sustainable results, the project needs to utilise country-specific plans that serve as a clear road map, with clear, identifiable steps to reach the already well-defined outcomes; and short term deadlines that reveal progress towards the laudable and possible objectives; not just the performance monitoring forms required from donors.

11. Retain Focus on Mining/Quarrying as a Sector of Child Labour in Nigeria

Considering the small target numbers in Nigeria, serving non-quarrying labourers runs the risk of diluting the project's impact as a pilot and model. With the focus on mining and quarrying, the project will be better equipped to consult and deliver technical support to the Ministry of Labour as indicated in the Logical Framework. The MTE team suggests the priority should be given to children working in the artisanal mines and quarries. Given the incidence reported in Oyo and the relatively small target numbers, this should not prove difficult.

1. Purpose of Evaluation and Methodology

1. A required component of the overall monitoring and evaluation plan of the project is a mid-term evaluation (MTE) to review the progress to date of the project. ECOWAS I began on September 30, 2009, with an ending date of January 31, 2013. ECOWAS II started December 31, 2010, with an ending date of December 31, 2013. As the first half of the ECOWAS I was reached, ILO-IPEC Geneva's Design, Evaluation and Documentation Section engaged an evaluator to conduct an Independent Mid-term Evaluation (MTE) of both of the ECOWAS and II projects in all countries. The project experienced delays in the core countries for valid reasons. The MTE extended over a number of months due to logistical reasons and the availability of the lead evaluator. The evaluation was wrapped up in March 2012 with the final field visit to Benin, so that the ECOWAS II MTE technically fell at its intended date.⁹

Table 2: ECOWAS I and II Timeframe

	ECOWAS I	ECOWAS II
Duration	40 MONTHS	36 MONTHS (3 years)
Starting date	30 September 2009	31 December 2010
Ending date	31 January 2013	31 December 2013
Technical Mid-term	May 2011	March 2012

1.1 Goal and Purposes of Mid-term Evaluation

2. The goal of the MTE was to review the on-going progress of the ECOWAS I and II projects to date, examining steps taken, assessing outputs which have been delivered, and confirming timelines followed towards achieving project objectives. Close attention was paid to contributions to the national efforts, including specific goals related to target beneficiaries, and activities which will also move forward sub-regional efforts to achieve the elimination of Worst Forms of Child Labour (WFCL) in Objective 2. The purposes of the multi-country ECOWAS I and II Mid-Term Evaluation, were to:
 - Assess the on-going progress and performance of the programme (extent to which immediate objectives have been achieved and outputs delivered);
 - Examine the likelihood of the programme achieving its objectives at country and regional level;
 - Examine the delivery of the programme inputs/activities;
 - Identify the nature and magnitude of constraints, the factors affecting programme implementation and an analysis of factors contributing to the programme success;
 - Consider and analyse how programme assumptions affected project performance and outcomes and how the project reacted to them; and
 - Identify emerging potential good practices.

⁹ This Table was compiled by the evaluator using the ECOWAS I and II Project documents. See PRODOC ECOWAS I, p. 99. Mid-term evaluation dates are the technical dates of the middle of each project, from the TPRs.

3. Finally, the mid-term evaluation assesses progress in terms of children's working status (i.e. withdrawal and prevention from the worst forms of child labour) and family status (i.e. involvement in livelihood programmes).¹⁰

1.2 Evaluation Methodology

1.2.1 Project Document Review

4. The MTE consisted of an extensive review of literature specific to the implementation of the project in each country, and related materials. Materials were initially provided by the ILO-IPEC DED office and included materials developed by that office pertaining to evaluations as well as project documents that were collected from the field and the Africa Desk Office in Geneva. Country project offices also provided materials in advance of the mission to the lead evaluator the national consultants (NC). Overall, the evaluators read a large and comprehensive body of documents deemed pertinent to project design and implementation, including the original project documents (PRODOC), Technical Progress Reports (TPR), the project logical framework, and other materials from ILO-IPEC and the US Department of Labor's Office of Child Labor, Forced Labor, and Human Trafficking (OCFT).¹¹ The lead consultant and the national consultants in each country reviewed several categories of documents in preparation, during and after the evaluation exercise that helped place project interventions within the overall context. It expanded the evaluators' understanding of the effect of the project activities to date. These included:

- Documents related to the project, though not produced by it, including policy and legal documents on the elimination of the Worst Forms of Child Labour (WFCL)
- Supporting materials and reports regarding cocoa production, mining, fishing, especially pertaining to, but not exclusively, child labour. The broad subject of current trends and conditions of child labour and trafficking in West Africa, especially.
- Documents, treaties and news articles pertaining to the ECOWAS/CEDEAO were also consulted.¹²

1.2.2 Field Visits

5. The MTE comprised field visits to each of the core countries. Generally, project staff in the hosting countries set up itineraries, arranged lodging and transportation, and arranged for interviews and meetings in advance. In most cases, planning discussions were held between the CTA, lead evaluator and the national consultant by Skype before the field site visits began.
6. The evaluation team observed project activities in urban and rural areas in the four countries.¹³ Thanks to advance scheduling, the team was able to interview pertinent stakeholders. Besides field site visits, the evaluator or the evaluation team made a presentation of preliminary findings to meetings of stakeholders. Some site visits and interviews happened after the SHM on the same or next day. For a full description of the itinerary, see Annex B. The international consultant

¹⁰ Terms of Reference (ToR) for Independent Midterm Evaluation "Elimination of the Worst Forms of Child Labour in West Africa and Strengthening Sub-Regional Cooperation ECOWAS I (RAF/09/51/USA) and ECOWAS II (RAF/10/53/USA)" October 14, 2011.

¹¹ The documents referred to as PRODOC (for ECOWAS I and for ECOWAS II) were furnished by both ILO-IPEC and USDOL. The PRODOC used in the preparation of this report were furnished as the most current by USDOL in December 2011. Project documents produced in 2012 were consulted, especially concerning ECOWAS/CEDEAO, Benin and Nigeria.

¹² See ANNEX A.

¹³ Although action programmes had not started up in Benin, the evaluation team witnessed the National Steering Committee at work and other activities related to the implementation of the project.

interviewed ILO –IPEC headquarters staff in Geneva, ECOWAS project staff who were based in Ghana (in person in Nigeria and by telephone) and USDOL stakeholders by telephone. Both consultants conducted local interviews and facilitated meetings of project stakeholders in all countries.

7. Schedule of Field Visits

Geneva:	October 30-November 5, 2011
Ghana:	November 6-18, 2011
Côte d'Ivoire:	January 16-27, 2012
Nigeria:	February 28-March 7, 2012
Benin:	March 7-March 10, 2012
Geneva Debriefing:	March 12, 2012

1.2.3 Methods for Collecting Information

8. In its quest for accurate and useful information to evaluate ECOWAS I and II, the MTE team interviewed individual stakeholders, some beneficiaries, social partners, selected and potential implementing agencies at the ILO-IPEC, government and NGO offices. Through small focus group discussions and individual meetings, the evaluation team gathered substantive data and subjective opinions from a representative sample of stakeholders, particularly government representatives, trade union association members, and NGO leaders (AP implementers), and ILO-IPEC staff regarding the project's accomplishments, programme design, relevance, and sustainability. Where possible, the evaluators interviewed children, parents, employers and community members. They also visited works sites, including mines, quarries, coastal fishing areas, markets, plantations; schools and shelters; and other rural and urban areas where routine life could be observed.

1.2.4 Stakeholders

9. Project stakeholders are those individuals who have knowledge about the project and play a significant or intervening role. Among those interviewed in the course of the MTE were:
 - Government officials at national, district, regional, local levels
 - Implementing Agencies (IAs) Representatives of the tripartite (Social Partners)
 - Staff of other ILO projects
 - Staff of child protection, community development and UN agencies
 - ECOWAS II Project Staff
 - Community leaders
 - General population
 - Project beneficiaries – children, Families, parents
 - ILO-IPEC staff in Geneva, Switzerland and Dakar, Senegal
 - USDOL staff related to the project
 - US Embassy personnel responsible for reporting on child labour/trafficking

1.2.5 Methodology Limitations

10. The ECOWAS I and II mid-term evaluation posed several challenges because, while it evaluated two very congruent projects, the projects themselves involve separate beginning and end dates, four different target countries, one sub-regional institution, and slight differences in indicators. The delays in starting, staff turnover, and political crises in both Côte d'Ivoire and Nigeria increased the complexity of the analysis. As the MTE schedule indicates, the field site visits for the evaluation spanned the space of five months. Due to scheduling issues, the turnarounds on reporting and follow-up comments, and the step-up of activities, some of the observations (especially results achievement), while valid at the time of the evaluation, have changed.
11. Despite intervals where issues of autonomy of movement took place, the evaluation never encountered areas where information could not be gathered independently. Evaluators had to rely on their knowledge of the country, professional contacts, informants and the agencies from previous encounters to accurately verify project relevance, performance and other factors. This was especially true for Benin, where the field site visit lasted only three days, and Nigeria, where individual meetings with stakeholders (especially at ECOWAS/CEDEAO) were compromised. Details of methodology limitations is found in individual country reports. Crucial ones included:
 1. The MTE encountered few logistic problems, but time constraints hindered total geographic investigation in Benin and Nigeria. The time allotted to Nigeria was too short, and cramped by travel in Abuja and across the nation, and scheduling of two separate stakeholders meetings. Consequently, there was little time to meet stakeholders individually. The most serious deficit was the inability to meet with ECOWAS stakeholders in a deep way. A particular problem arose in Nigeria which compromised the MTE team's ability to work independently. Project staff were occupied with the visit of two senior management project staff members from Geneva and Accra throughout the MTE. While their purpose (orientation of the newly hired WAP CTA and to jump start activities) was acceptable and noteworthy in terms of evaluating the project, overall the MTE was hampered from holding private meetings with the staff and visiting some sites independently.
 2. The Document Review was hindered by the lack of an initial Master list of relevant documents and some mismatched file titles. The complexity of the project and lack of details in the Technical Progress Reports (TPRs) made it somewhat difficult to actually know what documents were needed. A Master list of those documents which are deemed essential and a check list of those sent by ILO-IPEC would be helpful.

1.3 Report Format

12. As outlined in the Terms of Reference (ToR), the Mid-Term Evaluation report is divided into distinct sections based on specific questions. Section II provides background and context to the project. Sections III-VII describe actual findings, according to Relevance, Effectiveness, and Sustainability. A Table of Key Findings according to the project objectives comprises Section IV. Conclusions are stated in Section VII and Recommendations are contained in Section VIII. The last section (IX) examines Lessons Learned and Potential Good Practices. Annexes at the end of this report provide supplementary information. Each of the questions in the ToR (Annex K) are answered in the text of this integrated report.

2. Project Description

2.1 Background and Context (RAF/09/51/USA) and (RAF/10/53/USA)

13. The ILO's International Programme on the Elimination of Child Labour (IPEC) works to eliminate child labour, especially its worst forms (WFCL), as reflected in the two related ILO Conventions 182 and 138. Since September 2009, ILO-IPEC has implemented "Elimination of the Worst Forms of Child Labour in West Africa and Strengthening Sub-Regional Cooperation" with funds provided by the US Department of Labor (USDOL). The ECOWAS I project (RAF/09/51/USA) began by supporting efforts to eliminate child labour in cocoa-producing regions of Ghana and Côte d'Ivoire, and working with staff at the headquarters of the Economic Community of West Africa States (ECOWAS/CEDEAO) in Abuja, Nigeria.
14. In 2010, ECOWAS II (RAF/10/53/USA) was started.¹⁴ ECOWAS II introduced new programming in Benin and Nigeria to combat the WFCL in mining and stone quarries and reinforced some aspects of ECOWAS I. It expanded programme activities in the cocoa sector in Ghana and Côte d'Ivoire. Added to the West Africa projects strategy was a more robust approach to livelihood support components for all four of the core countries of Benin, Côte d'Ivoire, Ghana and Nigeria. The ECOWAS I and II projects coexist with, and presumably complement, the strategies and activities planned being implemented in another USDOL-funded ILO-IPEC project "Towards Child Labour Free Cocoa Growing Communities through an Integrated Area Based Approach" (CCP) and the Public-Private Partnership (PPP) project, both of which are running concurrently in Ghana and Côte d'Ivoire. Another project, the Global Action Programme (GAP) provides technical and financial support for the updating of the NAP in Nigeria.¹⁵ Offices, equipment, some personnel and other aspects of the projects are shared with these West Africa projects, which have one Chief Technical Adviser (WAP CTA), based in Accra, Ghana. The International Programme Officer for ECOWAS II is also based in Accra. A Technical Adviser (TA), with programmatic responsibilities as adviser to the Ministry of Labour in Nigeria and to ECOWAS/CEDEAO, is responsible for ECOWAS I.
15. Though two separate and distinct projects, ECOWAS I and II share the same goal:
 - To contribute to the elimination of the Worst Forms of Child Labour in West Africa
16. These projects combine proven approaches of many of the ILO-IPEC projects worldwide: country programmes; sector-specific; direct action; improved data collection; and national institution strengthening to create and enforce policies to fight child labour. The ECOWAS projects work in collaboration with (1) government ministries concerned with employment, social welfare, education, law and child protection; (2) the ILO social partners (trade unions and employers associations) which make up the ILO's unique tripartite arrangement; and (3) civil society and/or non-governmental charitable groups working on child protection, labour, and child labour issues. While the project objectives are similar for ECOWAS I and II, the key differences apply to the activities for Nigeria and Benin and the more robust livelihood support feature, which were added in ECOWAS II:

¹⁴ For the purposes of this report, the project is referred to as the ECOWAS Project or ECOWAS I/II. The coordinating institution, ECOWAS/CEDEAO, is the Project's primary partner through Objective Two at the sub-regional level. The Economic Community of West African States (ECOWAS) is a group of fifteen countries founded in 1975 to promote economic integration in all fields of economic activity. See, <http://www.ecowas.int/>

¹⁵ p. 24, ECOWAS II Project Document (revised).

Objective 1: By the end of the project, progress on the elimination of the worst forms of child labour in Ghana, Nigeria and Côte d'Ivoire will be accelerated. (Benin is added in ECOWAS II)

Objective 2: By the end of the project the role played by ECOWAS/CEDEAO in combating the worst forms of child labour in the sub-region will be reinforced.

2.1.1 Country Context

17. The environment in which each of the core countries operates is the most important factor to contributing to or hindering success. The countries are strikingly different in size, economies, and national culture. Ghana and Côte d'Ivoire share a focus on cocoa, but Ghana had a stable political climate while Côte d'Ivoire suffered through post electoral violence. Oil-rich Nigeria's federal system of thirty six states contrasts to impoverished Benin's tiny geographic size. While there are major differences among the participant states, commonalities of purpose to end child labour will provide a range of models to consider and possibly replicate at the end of the project. Certain factors will intervene in the project's implementation and eventual success. While some things cannot be expected, it is good to identify possible challenges.¹⁶

Benin

The smallest of the ECOWAS projects core countries, Benin is a significant actor in the child labour and child trafficking world as a persistent source country for many child labourers. Many children leave Benin for Nigeria, seeking work due to economic incentives. Poverty is clearly a driving force in pushing children to become engaged in child labour. Benin is listed as 161st of 182 countries in terms of UNDP's Human Development Indicators.

The ECOWAS II project in Benin benefitted from a study to move the process forward in developing the national plan. According to the study, a 2008 national survey on child labour (ENTE) found that 664, 537 children aged 5 to 17 are economically occupied. About 31% are forced to work in hazardous tasks.

ECOWAS II shares offices with other ILO-IPEC projects in Cotonou. Its close proximity to the Ministry of Labour reflects not only a physical closeness but a professional relationship that has been built up over many years of working harmoniously to fight child labour and trafficking (and other labour issues such as Decent Work and HIV/AIDS in the Workplace). ILO-IPEC is responsible for training many Benin social partners, and as such, can depend on many within and outside of the government to provide informed policy advocacy regarding child labour.

At the time of the MTE, several events external to the project were converging which may affect project constituents, particularly at-risk children or children already in the WFCL, and child protection advocates. These included:

- *Presidential election and re-election of president.* Such events often disrupt routine project implementation in some measure. Campaign events and voting days may mean school closures or require rescheduling of project activities, such as awareness raising events.
- *Strike by Teachers since mid-January.* The end of school year is approaching, examinations may be postponed, and the strike is continuing. Children are idle. Possibly more children are going to the quarries, including those who had been in school before.
- *Building construction and high demand for building materials.* After severe flooding in 2010 crippled the country's agricultural sector, many farmers turned their land holdings into gravel pits. Mothers and fathers are heading off to work in harsh conditions. Some are setting up camps nearby, so that families are leaving their homesteads.
- *A financial pyramid scheme scandal.* Losses by swindled people is expected to have a big impact on short-term discretionary spending and other investments. There is concern that poverty and desperate decisions are being taken by families to put their children to work.

¹⁶ See, individual country reports and the recommendations (Section VIII).for deeper explanation deeper of country contexts.

Côte d'Ivoire

Côte d'Ivoire stakeholders specifically reported to the MTE consultant that they were involved in the design of the project. As a result, there continues to be a significant body of individuals who are invested in the success of the project. Project design assumptions were sensible, but relied on stability in the country. No one could have imagined, or made an informed assumption, that the country would be ripped apart and ultimately paralysed by conflict. Most international agencies and NGOs completely stopped operations. In many towns, including Abidjan, street fighting made it too dangerous to move. Project funds were not available for implementing activities and project staff and implementing agencies (IAs) were unable to move to project sites. For several months, the project came to a standstill.

Security remains an issue, but the situation is improved and people have resumed normal activities. Although the conflict that occurred slowed the project considerably, it did not deny the nation of its existing institutional and legal structures which address the protection of children. With new faces in the government, some of the structures may need to be reviewed, and others, such as the National Plan and the Child Labour Monitoring System (CLMS) need to be revitalised and expanded, which is already happening with the project's help. Other contextual issues at the time of the MTE include:

1. The politically-oriented conflict, the global economic crisis, and poor cocoa yields have had a combined impact to remove any safety net that families have had in the past in Côte d'Ivoire. In addition, international indices document the decline of basic service provisions by previous governments since the 1990s. It is difficult for parents to see any way out besides removing children from school, and encouraging them to work to augment household incomes.
2. Tens of thousands of children are without birth certificates, which creates a disincentive for children to attend school since they are ineligible for passing on to higher grades without this all important identity declaration.
3. Among cocoa producers, the small landholders and growers have suffered from declining productivity, due to old plants, among other things. KAVOKIVA, a cocoa production cooperative supported by the project is helping them to obtain new plants, but they are discouraged and looking to diversify into rubber and food crops. This decision could have an impact on the national economy. Children living in and near cocoa plantations are inclined to stay home from school and help out their families.
4. Schools in target communities are often in substandard condition, lacking clean water wells, electricity, and adequate space. Teachers in isolated areas need housing, which means that they live a significant distance from school, and come late to class or are absent. Urban and rural educators are committed, but need training in classroom management and how to face the unique challenges posed by especially vulnerable children and their families.
5. Despite the national crisis, the project kept going, but project meetings, workshops, awareness raising activities, fund allocation, disbursement and expenditures did not occur. Since then, new people have moved into the government positions that are highly relevant to the continued achievements to fight child labour. For some of the new officials, there will undoubtedly be a "learning curve" that will have to take place. The project can seize this moment as a time to educate and influence policy development, building on the achievements of the past and building a new, larger base of support.

Ghana

Ghana presents its own unique context, which includes:

1. Long, rich history of independent nation-building for the common good;
2. Decentralised, sophisticated political and administrative structure which benefits from popularly elected district assemblies and traditional chiefs at the base, and ministerial and Parliamentary decisions at the national level;
3. Deeply anchored cultural traditions and attitudes towards child work and child labour;¹⁷
4. The economic environment with (a) cocoa as the country's major export product; (b) an expanded gold mining industry; (c) fishing as a sector in transition (for livelihood and food security); and a vibrant informal sector which makes major contributions to the economy, particularly in terms of employment;
5. Impressive efforts and gains in fighting child labour, especially since the Projects began; and
6. Up-coming Presidential Elections in 2012.

¹⁷ This statement of fact concerns social context, and is not a value judgement.

Nigeria

Among all of the core countries in the ECOWAS I and ECOWAS II project, the Federal Government of Nigeria (FGN) poses some of the greatest contextual challenges. With Africa's largest population (170,123,740 people), the country is also one of the continent's largest in territory. It has six regional zones and thirty six self-governing states and the Federal Capital Territory, Abuja, all of which function within a federal system. Nigeria's immense size and population pose particular challenges to the logistics and implementation of the project, which will likely be valuable for the Sub-region.

Of Nigeria's population, it is estimated that 15 million school age children are engaged in child labour. Different forms of child labour exist in all of the states of the federation. Nigeria is considered a source, transit point and destination of child labour victims. Southwest states especially receive children who cross from neighbouring Benin and Togo for domestic, agricultural and artisanal mining activities. In southeast states, children of school age (especially boys) serve as shop attendants and cart pushers. In the northern states, street children called *Al-majirin* perform menial jobs, such as guiding blind beggars. *Al-majirin* has come to mean social vagrants who constitute a threat to national security. Meanwhile, a fundamentalist Islamic sect called Boko Haram, has been waging a clandestine war of terror since 2009 against the government and its security agencies, as well as Christian targets. Its name means "western education is forbidden." These issues of insecurity feed into a national preoccupation with religious fundamentalism, whether Muslim, Christian or traditional worship.

On August 26, 2011, the Boko Haram bombed the UN building in Abuja, including the ILO-IPEC offices. Besides the loss of twenty three people, the suicide bomb blast destroyed the building, equipment, files, and supplies. The Abuja bombing caused a great deal of upheaval for the Nigeria project. The trauma of the event cannot be overstated. Apart from that, much physical and logistical reshuffling has been necessary. The UN Building was a large, modern building with ample space for desks, file cabinets, meeting rooms, and other accoutrements that enhance a project's efficiency. At the project's temporary office, there are still many stacks of file boxes (and as many procedures) around which staff must manoeuvre, taxing their ability to work smoothly.

The ILO Office in Abuja (where the ILO-IPEC ECOWAS project is located) coordinates the implementation of ILO Technical Assistance to four West African Countries, Nigeria, Ghana, Liberia and Sierra Leone. The structure provides important institutional support to the project, but also presents bureaucratic procedural and hierarchical issues. According to ILO-IPEC staff in Nigeria and Geneva, this presence is considered to be a comparative advantage to the project as a means to be able to access resources and expertise quickly. It also adds an additional level of administration that does not exist in the other core countries, and may actually cut into running an efficient operation.

2.1.2 Legal and Policy Environment

18. The project expects the core countries to serve as models and learning laboratories for the benefit of decision makers and other stakeholders across the sub-region. The Economic Community (ECOWAS/CEDEAO) is the vehicle to link the models to member states. As the core countries develop comprehensive legal frameworks to fight child labour, they will have an important role to play in the second objective. The table below depicts an already impressive array of some of the legal mechanisms which exist in the countries regarding children's rights.¹⁸ The existence or revitalisation of National Steering Committees and updated National Action Plans and lists of hazardous occupations for children are due in part to the efforts of ECOWAS I and II.

¹⁸ The Table was compiled by the evaluator using information provided by the project, and cross-checked on various internet sites of ILO, USDOL, United Nations Refugee Agency (UNHCR), and International Organisation for Migration (IOM).

Table 3: Existing Child Labour Related Legal Structures in Core Countries ("X" signifies an existing structure)

	Benin	Côte d'Ivoire	Ghana	Nigeria
National Steering Committee/ CDN : Comité Directeur National de Lutte Contre le Travail	X	X	X	X
National Child Labour Plan of Action	Waiting to be signed	In review ¹⁹ [Finalised]	X	Draft
Convention on the Rights of the Child	X	X	X	X
Convention 138	X	X	X	X
Convention 182	X	X	X	X
Hazardous List	X	X	X	
Charter on the Rights and Welfare of the African Child	X	Signatory, not ratified	X	X
Bilateral and Multilateral Accords against Trafficking (ECOWAS/CEDEAO)	X	X	X	X
Laws and labour codes (Children's Act, Anti-Trafficking Laws)	X	X	X	X
Education and pro-child policies	UBE, Brigade des Mineurs	Free education at all levels, not compulsory. ²⁰	Free Compulsory Universal Basic Education.	Universal Basic Education

19. Over the past ten years, all of the core countries have actively developed legal and policy approaches to protect children. Progress has been slow and national commitment faltering in some countries. Lack of political will and political posturing are the main reasons for child labour and child related laws to fall by the wayside. At the beginning of the ECOWAS (I and II), some of the relevant components of a strong legal framework needed updating and revisions. Since the project began, some of these have been addressed through the efforts and support of the ILO-IPEC project.

2.2. Project Components

20. Broadly, the strategy for ECOWAS I and II comprises key activities (1) Policy and Institutional Strengthening; (2) Awareness Raising; (3) Research (data collection and analysis and child labour monitoring); (4) Capacity building for relevant stakeholders involved in the fight against child labour; and (5) Direct Services to vulnerable children. Direct services focus on (1) withdrawing working children and preventing those at risk from entering child labour; and (2) improving the living conditions of households. ECOWAS I aims to empower targeted households economically, while ECOWAS II Applies this notion more forcefully by promoting resilient family livelihoods and sustainable communities where WFCL exists. Both projects expect to develop innovative models. The components are complementary and interdependent.

2.3. Project Design

21. The basic project design is one in which the ECOWAS Project (ILO-IPEC) staff manages, motivates implementing agencies, and monitors the results of the components. ILO-IPEC's role is to efficiently provide necessary coordination and support, technically and financially, to the actors responsible for the components. The combined results emerging from the components move to eliminate child Labor, while strengthening policies in a comprehensive manner.

¹⁹ After the MTE field visit in January 16-27, 2012, the government of Cote d'Ivoire finalized its National Plan of Action 2012-2014 to Combat Trafficking, Exploitation and Labor of Children in March 2012.

²⁰ See, US Department of State, Background Note on Côte d'Ivoire, October 27, 2011 Bureau of African Affairs

22. According to the project design, many of the Action Programmes (APs) of the ECOWAS project will be implemented by a social partner or a non-governmental partner called an Implementing Agency (IA). The IA receives funds, technical support and guidance directly from the ILO-IPEC national office, and when appropriate, sub-regional offices. For some specified activities, the project also utilises “service contracts” to meet some of the indicators. Implementing partners should benefit from ILO and ILO-IPEC regional and international expertise as well. This proven and practical methodology as incorporated into the ECOWAS project design heightens the probability that activities will reach target populations.
23. As a meta-activity designed to produce a model country programme, the project design is coherent, though ambitious. The table below (from ECOWAS Côte d’Ivoire) demonstrates the approach as it is used in all four countries. The complementarity of project activities and skilled implementing agencies leads to the overall cohesive strategy to fight child labour.

Table 4: Complementarity of Activities in Côte d’Ivoire

24. Action Programmes provide actors, skills and diversity to help fight against the existence of child labour in Côte d’Ivoire.

Activity	Policy and Institutional Support	Capacity Building	Awareness Raising and Social Mobilisation campaigns And Social	Research (data collection and analysis) Child Labour Monitoring	Direct Action intervention		Role in the Sub-regional Objective ECOWAS/CEDEAO
					Domestic Work	Cocoa	
Actors							
Policy and government	AP 1 National Action Plan and Child Labour Unit in Ministry of Labour (CNLTDE)			AP 5 Child Labour Monitoring System (SSTE) IA to be selected	AP 9 Direction de la Protection de l’Enfance		Government Advocacy And Capacity Building
Social Partners			AP 3 Traditional ILO Social Partners			AP 6 UGTCL (ECOWAS II)	Pilot and model projects Good practices
Research and Training		AP 2 CERAP - INADES					
Cooperative						AP 8 KAVO KIVA (CAKHS)	
NGOs					AP 10 AIECA	AP 7 ASA	
Media			AP 4 IA still to be selected				

2.3.1 Assumptions

25. Project documents correctly describe the realities and challenges in integrating the issues of child labour and child trafficking in the various country contexts. For the project to succeed, the design assumed (a) continued government commitment; (b) anti-poverty and education programmes; (c) a stable political climate; and (d) collaboration among stakeholder and pertinent partners. The design recognised general conditions, such as power cuts, fluctuating cocoa prices and entrenched traditional cultural values as challenges to ending the treatment of children as workers. The

expected problems confront the project, along with added ones, as noted in the contextual overview. It is helpful to make assumptions, and most of those stated in the PRODOC were valid.

26. An important assumption is that with the strengthening of pertinent institutions -- key ministries, the available legal frameworks, education policies, for example -- the project has an excellent chance of achieving sustainability. At the local level, the issue of sustainability is less promising. Local politicians and authorities complained of lack of resources in each of the countries visited.
27. Ghana and Nigeria have enlightened national programmes and policies designed for the benefit of the nation's citizens, such as the Livelihood Empowerment Against Poverty (LEAP) cash transfer programme, Compulsory Universal Basic Education (UBE), or the state run Ghana Rural Enterprise Commission. Such services are not likely to be fully entrenched when the project ends. The poor will continue to have needs that the Implementing Agencies are addressing. This raises questions about the wisdom of incorporating the short-term provision of school supplies into the IA programmes. While there is evidence that some families are led to withdraw children from child labour through the provision of school supplies, that aspect also can build dependency. With that in mind, the project introduced "livelihood support" as a practical supplement to IA interventions. Clearly, the notion that creating small enterprises, providing entrepreneurial skills, and other types of inputs would bring the parents of working children out of poverty is constructive and contributes to sustainability.
28. Hidden within the project design are assumptions regarding the implementing agencies, that: (1) participating IAs are strong in most areas of implementation; (2) coordination will take place regarding awareness raising messages; and (3) certain basic community development steps will take place. The assumption is that IAs who had experience working in child protection, and eliminating child labour, and even straightforward community development would be able to transition seamlessly into providing livelihood support. The project design does not recognise the complexity of the whole field of "livelihood support." Introducing income generating activities, providing vocational skills to parents and making some small funds available are only preliminary steps in building genuine sustainable support for impoverished families.
29. Even though the two ECOWAS projects are separated by different activities across the participating countries, there is an underlying assumption is that they are, in fact, *one project*. The project is held together by a set of benchmarks or indicators which are in force over the life of the project. While each project has its own particularities, the MTE found that the inclusive and shared benchmarks pose more challenges in Nigeria than for the other three project countries. For example, the population is nearly twenty times greater than Benin. It faces political, budgetary, and policy issues which are more complicated in its fight against child labour and trafficking.²¹

3. Relevance

30. The project is relevant in respect to the context and prevalence of child labour in each country. It relates directly to the priorities and policies of the core country governments, ILO-IPEC and USDOL.

²¹ Populations: Benin (9352000 UN est.), Cote d'Ivoire (20.595.000 UN est.), Ghana (24.658.823 Census 2010), and Nigeria (166.629.000, UN est. July 1, 2012/170,123,740 according to UCLA 2012)

Benin

Exact statistics for the number of children who are engaged in the WFCL in Benin are still not well captured, which is one reason why the project adds substantial value to the country's fight against child labour. Child protection activists and the general public aver that there are far too many children who are working rather than attending school. The goal is extremely relevant, given the evidence as noted by IAs. A high prevalence of child labour exists in quarries.

Côte d'Ivoire

For Côte d'Ivoire, the time is ripe for the continued implementation of activities designed to support efforts to end child labour. The past decade of unrest in the country created a large population of highly vulnerable families and children. Faced with the lack of a steady income, concerns about food and shelter, and large families, mothers and fathers strayed from their original paths of hope and aspirations for their children in favour of making ends meet by having them involved in some of the Worst Forms of Child Labor. Many young people, particularly girls, left their homes (and schools) in areas of conflict and found work as maids, baby sitters, bar girls and market helpers in places like San Pedro, the second largest port in Côte d'Ivoire. Distracted by the conflict and low cocoa prices, cocoa producers failed to replenish their trees and are left with declining productivity. As one producer interviewed said, "Without cocoa, there is no money. We need our children to help us work and we cannot send them to school." Since the start, government leaders and ILO-IPEC representatives wanted the ECOWAS project to expand beyond the more widely known child labour issues in agriculture, and focus on getting all children out of all forms of WFCL and into formal education. The larger numbers of unschooled children entering into hazardous activities represents a security issue, and robs the country of potential future leaders.

The country has been active in recognising the social, political and economic consequences of its young population engaged in the WFCL. A signatory of the Declaration of Joint Action to Support Implementation of the Harkin-Engel Protocol, Côte d'Ivoire has taken many steps towards moving children out of hazardous farm work, particularly in cocoa. As the world's leading producer of cocoa beans, the country has much to lose if it fails to address criticism of its agriculture methods, or meet standards of the world cocoa community.

Ghana

Even in the absence of recent data, the high rate of child labour in Ghana is obvious. Children are seen carrying loads beyond their ability on the roads. They are engaged in petty vending on market day. On the coast, small children help pull and arrange nets, and carry baskets of fresh fish. On the family farms, children unrelated to immediate families are enticed to work for small wages. It was an easy matter for the Mid-term evaluators to visit an illegal gold mine on the outskirts of Kenyasi and see children in close proximity to many hazards such as flying rock shards. Child labour continues to be a reality for thousands of children in Ghana, according to the ECOWAS implementing partners working throughout the country.

(Ghana, continued)

On the other hand, the progress made at the national level also underlines the relevance of the project because the leaders and policy makers are aware of the problem. For example, the Minister of Employment and Social Welfare has publicly acted in a way to motivate ministry staff and government to act. Besides the National Plan of Action and the Children's Act, Ghana released the Hazardous Child Labour Activity Framework in 2008 (required by ILO Convention 182) and a List of Hazardous Work for Children in 2011. Ghana signed Convention 138 in 2010. Beyond the readiness of stakeholders, the timing for working on national policy advocacy is also ripe. The cocoa industry has made some strides, although they receive criticism from the government and activists. The mining industry is still in inception phases, so there are possible entry points to ensure children are not engaged in child labour even in those areas outside the commercial mines.

Nigeria

The inclusion of Nigeria as one of the core countries in the implementation of the ECOWAS projects underscores the fact that, for the sub-region to achieve a downward trend on incidence of child labour, Nigeria's position is an important factor and must be treated as such. The situation of child labour is serious. Although the legal environment is fairly strong, with relevant legislations and laws promulgated on issues of child labour, the policy environment is weak. Development of a solid policy document has dragged for several years.

The socio-economic dimensions to the prevalence of child labour in Nigeria are considerable. At the turn of the millennium, Nigeria witnessed modest economic growth rate in a relatively stable political atmosphere, with an increase in GDP from 2.7% growth rate in 1999 to 8.4% in 2010. The improved economic environment brought greater revenue-producing activities in almost all sectors, including industrial, agriculture, and mining. Over 90% of the country's mining is carried out by artisanal, small-scale miners. With proper integration into the mainstream of national economy, this has the potential of providing employment to up to 20 million Nigerians.

Unfortunately, this has resulted in an influx of trafficked and migrant children, mostly from Zákpotá, Republic of Benin, to Abeokuta. The growth of the middle (and elite) classes has caused increased demand for domestic help, which, according to informants, comprises young girls from rural areas as well as neighbouring countries. As the hub of economic activities in the sub-region, Nigeria represents a dream destination for migrant West African citizens (both old and young). The cosmopolitan nature of the country makes it a suitable laboratory to develop models that can be successful replicated elsewhere in the sub-region.

ECOWAS/CEDEAO

The choice to work through the established Economic Community of West African States makes sense. Founded more than thirty-five years ago, the Commission ECOWAS/CEDEAO is an association of fifteen West African states. Together, the member states have begun to transform development in the sub-region through closer economic and political cooperation. A free trade area has been established, intra-regional passenger transport has been facilitated, some infrastructural measures have been realised, a mechanism for conflict resolution has been initiated, the question of the community's income has been solved, and a functional court of justice has become reality. The Commission still falters in meeting its potential. It has a cadre of highly qualified professionals, some of whom have demonstrated to the project an interest in tackling the problem of child labour. It has many fine resolutions, treaties and accords, including ones against child trafficking. Since the need to build cross-country mechanisms to fight child labour is relevant, the Commission is a perfect vehicle to use to channel the project's efforts.

4. Key Findings

31. The ECOWAS I and II projects implement activities according to their respective Project documents (PRODOCS) with Logical Frameworks which depict expected outputs and results. The project documents define deeper levels of specificity. The Logical Frameworks represents the best compendium of planned project activities. The full text of the Logical Frameworks for both projects is found in Annex K.
32. The table below depicts the evaluators' findings of facts regarding progress made in each country towards each of the project's indicators itemised in the Logical Framework (Log Frame). The actual number of activities in the Log Frame is listed. A summary of the actions scheduled to be done in order to attain the objectives (indicators) is followed by a summary of findings by the evaluation of achievements for each of the three original core countries in ECOWAS I and the four core countries in ECOWAS II. For Objective Two, actions taken towards strengthening ECOWAS/CEDEAO are distinguished from other programmatic activities in Nigeria.
33. Using this framework, the lead evaluator and the national consultants were able to verify (1) those activities which had been done; (2) those which were planned (to ascertain that the project management was effectively and efficiently pursuing the project objectives in an orderly fashion) and; (3) those for which there was no evidence presented. Findings include evidence that project implementers were moving toward meeting the indicators, or that the project plans toward indicators were not mentioned. More details about each project is found in the separate MTE Country Reports.
34. The findings in Table are to date at time of MTE field visits. Some updated information made available to the evaluators after the MTE field site visit is referenced.
35. Date of Findings described in the Tables below:

Benin (ECOWAS II) (4)	- March 2012
Côte d'Ivoire (2)	- January 2012
Ghana (1)	- October 2011
Nigeria (3)	- February - March 2012

4.1 Table 5 ECOWAS I Findings

Table 5: ECOWAS I Findings

ECOWAS I Objective 1: By the end of the project, progress on the elimination of the worst forms of child labour in Ghana, Nigeria and Côte d'Ivoire will be accelerated.
Output 1.1 Consultations and technical support delivered for finalising the National Action Plan (NAP), its validation and adoption and for integrating child labour into other national, relevant sectoral, sub-national and/or local action plans in Côte d'Ivoire (RCI), Ghana and Nigeria.
Number of Activities: 11 Types of Activities: Development and integration of National Action Plans (NAP) in the respective countries. Deliverables: Advocacy and technical assistance to integrate NAP into specified policy frameworks and budgets at national and subnational levels in RCI and Ghana; regular reviews and independent evaluation of the NAPs. For Nigeria, consultations with relevant stakeholders to identify possible target intervention zones for future work on mining/quarrying are indicated. Indicator 1.1.6. requires that projects develop a resource mobilisation strategy
SUMMARY OF FINDINGS FOR OUTPUT 1.1
In all countries, consultations have been held with relevant actors. Promulgation, dissemination of National Plan of Action

<p>ECOWAS I Objective 1: By the end of the project, progress on the elimination of the worst forms of child labour in Ghana, Nigeria and Côte d'Ivoire will be accelerated.</p> <p>(NAP) in Ghana and RCI has been steady. Integration of the NAP into DWCP, PRSP, UNDAF and policy frameworks poses challenges, but the project in RCI and Ghana are both making progress.</p> <p>Evidence of relationships that may lead to future funding exists in Ghana and Côte d'Ivoire, but there was no evidence of any effort made in Nigeria to this end. (1.1.6)</p> <p>Côte d'Ivoire</p> <ul style="list-style-type: none"> • National Plan of Action 2012-2014 to Combat Trafficking, Exploitation and Labor of Children finalised in March 2012.²² • Advocacy on cross- ministerial planning and budgeting for CL being done. Consultation reviewing NAP implementation in progress • NAP seems relatively unknown at the regional level by mayors and entrepreneurs, but regional Ministries of Labour and the Ministry of Family, Women and Children personnel are well-informed. <p>Ghana</p> <ul style="list-style-type: none"> • National Plan of Action launched 12 June 2011 • A consultant is helping ministries (including mining and fishing sectors, 1.1.8) to integrate CL into their plans with positive results. • Although the IAs are not skilled in advocacy, they have had some success at raising awareness among district officials (1.1.8). There is good participation of employer and worker organisations. <p>Nigeria</p> <ul style="list-style-type: none"> • Revised National Plan of Action for Child Labour is now in a draft form, placing it in a better position than it was at the project's start. Through the project's remedial plan²³, the prospects are good that there will be greater progress. • Consultations have been held to identify possible intervention zones on mining/quarrying (1.1.10) <p>Output 1.2 <i>Capacity building programmes</i> designed and delivered to fill gaps in relevant institutional capacity to implement NAP in Côte d'Ivoire (RCI), Ghana, Nigeria.</p> <p>Number of Activities: 8</p> <p>Types of Activities: building and strengthening capacity for key ministries; Chamber of Mines and Minerals Commission (Ghana); and social partners. Detailed activities to reinforce the role and mandate of National Steering Committees (NSC) and Child Labour Units (CLU); build capacity for CL management information systems among labour inspection, law enforcement, social partners.</p> <p>Sectors are specified (cocoa and coffee (RCI); fishing and mining/quarrying (Ghana)</p> <p>Trafficking, forced labour, and occupational safety and health signalled</p> <p>The project is expected to reach the informal sector.</p> <p>Deliverables: Agreements and codes of conduct related to CL .</p> <p>In RCI, training for labour inspectors, employment agencies, domestic workers' unions.</p> <p>SUMMARY OF FINDINGS FOR OUTPUT 1.2</p> <p>The project has reinforced the NSCs in all countries to varying degrees. Already, some training/sensitisation has been given to labour inspection and some law enforcement agencies in all countries.</p> <p>Côte d'Ivoire</p> <ul style="list-style-type: none"> • NSC (CDN) is transparent and functioning. • Action Programmes, as designed, address gaps in law enforcement child protection. Capacity building Action Programme training to be administered by experienced Centre de Recherche et d'Action Pour la Paix (CERAP). Actors to receive training identified mentioned in output indicators 1.2.3 -1.2.5, 1.2.7. <p>Ghana</p> <ul style="list-style-type: none"> • NSC operates regularly with good CLU support in the Labour Ministry. • Project support to MESW's Child Labour Unit helped to coordinate and promote efforts to eliminate WFCL. Besides MESW, the MOWAC receives project support, and is assuming leadership in enforcing the NAP. • Actors to receive training identified in output indicators 1.2.3, 1.2.6, and 1.2.7. <p>Nigeria</p> <ul style="list-style-type: none"> • The newly revived NSC (CDN), while functioning, lacks transparency. <p>Output 1.3 Technical assistance provided to reinforce national laws and law enforcement in Côte d'Ivoire, Ghana and Nigeria.</p> <p>Number of Activities: 8</p> <p>Types of Activities and Deliverables: Reinforces legal frameworks</p> <p>In Côte d'Ivoire, legislative focus is child domestic labour and trafficking</p> <p>In Ghana, legislative development is in quarrying and mining, cocoa and fishing; apprenticeship arrangements; Child Rights Act and related child rights legislation</p>

²² After MTE Field Site visit, the Plan was finalised.

²³ The "Remedial Plan" is the term given to the integrated work plan which has been developed by the Nigeria Country programme.

<p>ECOWAS I Objective 1: By the end of the project, progress on the elimination of the worst forms of child labour in Ghana, Nigeria and Côte d'Ivoire will be accelerated.</p> <p>Updates Hazardous List for Child Labour (HCL) in RCI and Ghana; finalisation, validation, promulgation of HCL in Nigeria.</p>
<p>SUMMARY OF FINDINGS FOR OUTPUT 1.3</p> <p>Côte d'Ivoire</p> <ul style="list-style-type: none"> A significant achievement in RCI is the domestic labour decree, adopted due to effective policy advocacy and technical assistance by the project. Workers and employers organisations participated and strengthened their advocacy capability. The Ministries of Labour and Women and Children's Affairs is poised to participate in project activities. An Updated List of Hazardous Work for children validated and in force <p>Ghana</p> <ul style="list-style-type: none"> Through resolute advocacy, three ILO Conventions have been ratified Minimum Age 138, Tripartite 144, Safety and Health in Agriculture Convention 184. Further, the project has engaged pertinent ministries (with relevant social partners participation) to study legislation against CL in the quarrying and mining, cocoa and fishing sectors. The revision of legal texts and regulations on apprenticeship, Fishing, and Artisanal and Small Scale Mines and Quarries is in preparation. The Ministry of Women and Children's Affairs is particularly appreciative of technical assistance received from the project on Human Trafficking Act, Child Rights Act other child protection legislation. The periodic update of the hazardous list (HCL) accomplished <p>Nigeria</p> <ul style="list-style-type: none"> Project reports that it expects NSC to follow through with National HCL before EOP
<p>Output 1.4 National and sub-national awareness raising and social mobilisation campaigns conducted in Côte d'Ivoire, Ghana and Nigeria.</p>
<p>Number of Activities: 11</p> <p>Types of Activities: Awareness raising campaigns in Côte d'Ivoire, Ghana</p> <p>Deliverables: Privileged partnership with the media; implementing agencies establish Community Child Labour committees (CCPC); assistance to IAs in developing and delivering Information, Education and Communication (IEC) strategies and campaigns.</p> <p>Child trafficking (CT) sensitisation for families and children in receiving and sending communities.</p> <p>The special needs of girls are to be addressed.</p> <p>Sector specific deliverables for RCI (1.4.1.) and Ghana (1.4.2. – 1.4.6) (with reference to Ghana Mineworkers Union and General Agricultural Workers Union); Specific to Nigeria: Support a national campaign in conjunction with planned Education for All awareness raising campaign</p>
<p>SUMMARY OF FINDINGS FOR OUTPUT 1.4.</p> <p>The Mid-term evaluation found no obvious, solid and united theme in any (or all) of the countries. While the projects had held national events, especially, but not exclusively, the celebration of WDACL, there was no evidence of a consolidated national awareness raising campaign.</p> <p>Côte d'Ivoire</p> <ul style="list-style-type: none"> Many of the IAs have created community child labour committees. Through small scale community sensitisation and dialogue activities, they have raised awareness on child labour at their sites. Families and children in receiving and sending communities have been exposed to child trafficking and WFCL in targeted sectors, per the required indicator. The project has established a partnership with the media. The MTE found that an AP media campaign is planned to assist IAs to develop and deliver IEC materials. Girls are identified as a vulnerable group especially in the domestic service area, which is a key sector selected for the project focus. <p>Ghana</p> <ul style="list-style-type: none"> Qualified IAs have established Community Child Labour Committees (CCPC) and held social dialogue events on WFCL. CCPC regularly mobilise action against CL along Lake Volta, on coast, in quarrying and mining and cocoa producing communities. Ghana Employers Association (GEA) and Council of Indigenous Business Associations (CIBA) held events to raise awareness regarding CL in the informal economy. The project has established a partnership with the media, and the IAs have developed relationships on their own with the media. For example PACF is documenting and partnering with the electronic and the print media. Support from the project to IAs for the development of IEC materials was not evident. IAs report results of communities taking actions (for example, against recruiters, employers of child workers). However, the "special needs of girls" does not seem to be a priority. <p>Nigeria (1.4.11)</p> <ul style="list-style-type: none"> Any relationship with Education ministry is not evident. No Education representatives were scheduled in MTE interviews,

ECOWAS I Objective 1: By the end of the project, progress on the elimination of the worst forms of child labour in Ghana, Nigeria and Côte d'Ivoire will be accelerated.
nor attended SHM. The Nigerian Supreme Council for Islamic Affairs (NSCIA) has submitted an APSO to implement an awareness raising campaign.
Output 1.5 Studies undertaken to fill identified gaps in knowledge base on selected WFCL and the problems of forced labour and trafficking in Côte d'Ivoire and Ghana
<p>Number of Activities: 6</p> <p>Types of Activities: Ensures that useful data collection will build an enduring base of knowledge for two of the core countries, Côte d'Ivoire and Ghana.</p> <p>Specific to RCI are rapid participatory appraisals on child domestic labour.</p> <p>Specific to Ghana are activities with SIMPOC and the Ghana Statistical Office; analytical studies on CL in Lake Volta fishing and baseline survey on CL in mining and quarrying, (including scope of trafficking of children from other regions and countries)</p> <p>Indicators 1.5.4. – 1.5.6. address the actions to be taken after studies are completed</p>
SUMMARY OF FINDINGS 1.5 (Côte d'Ivoire and Ghana Only)
<p>Côte d'Ivoire</p> <ul style="list-style-type: none"> • Rapid participatory appraisals were conducted on child domestic labour (CDL). Already, the project has amassed good data on CDL with technical aid from the National Statistics Institute (INS) and ILO's Statistical Information and Monitoring Programme on Child Labour (SIMPOC). • The project works with appropriate government entities to revise and strengthen the SOSTECI (System of Observation and Monitoring Child Labour in Côte d'Ivoire) to focus on broader CL monitoring. <p>Ghana</p> <ul style="list-style-type: none"> • The Ministry of Employment and Social Welfare is in charge of the new national CL survey, the GCLMS. The GCLMS is complicated but holds promise for collecting important and relevant data. • The Ghana Statistic Service (GSS) is mandated to produce further analytical studies. The nationwide baseline survey will address specific ECOWAS project sectors and the extent of trafficking of children from other regions and countries. • The MTE found that deliverables (WFCL guidelines, national media, research, and good practice compendiums) are feasible, given the capability of the two country project offices, the existence of supporting research institutions, and the interest of the media. Some IAs report recognised lessons, and have submitted potentially good practices as a part of their regular reporting.
Output 1.6 Models of intervention designed and piloted in four target sectors including models for withdrawing and preventing children working in forced labour and other WFCL in Ghana and RCI.
<p>Number of Activities: 19</p> <p>Types of Activities: Direct actions to be taken to remove and prevent children from working in the WFCL in <u>Ghana and Côte d'Ivoire only</u>. It is not applicable for Nigeria.</p> <p>Deliverables: Educational services for children withdrawn or prevented from WFCL; support for improvement in the economic situation of families and community-based child labour monitoring system (CLM) in project intervention zones</p> <p>Specific to RCI: Training and support to community, district and national partners to reinvigorate CL /CT monitoring system. Also, support to district labour inspection.</p> <p>Specific to Ghana: Technical support to Labour Ministry Child Labour Unit, statistical unit and other CLMS stakeholders to strengthen Child Labour Monitoring System; and extend CLMS to target districts. Also support to district labour inspection services.</p>
SUMMARY OF FINDINGS OF INDICATORS 1.6
<p>Implementing Agencies in Ghana and Côte d'Ivoire with proven expertise on CL in the targeted sectors are well on the way to fulfilling the terms of their APSOs.</p> <p>Social services mapping done through sub-national consultations (Ghana) and by community participation (Côte d'Ivoire). Stakeholders participated in selecting localities and models of intervention to address WFCL. Implementing agencies have made an effort to leverage funds from sectoral corporations (mining and cocoa) but without success in the context of the project at the time of the MTE.</p> <p>Côte d'Ivoire</p> <ul style="list-style-type: none"> • Implementing Agencies created a strong foundation of transparency and trust in the communities before jumping into fulfilling project requirements, thus building a large network of stakeholders. Although they are just beginning their work, the groups have advanced towards meeting objectives. They have identified, withdrew or prevented target children and are in various stages of providing educational opportunities to target beneficiaries. <p>Findings on Education</p> <ul style="list-style-type: none"> • Educators report inadequate equipment and supplies, but also a lack of pedagogy for meeting the special needs of children who have worked or have been at-risk to engaging in WFCL. Although they lack financial support, participating schools serve as comfortable havens for children. Teachers know the children and welcome them. Teachers record the attendance of children. The MTE notes the interest in creating welcoming learning environments as evidence of models to retain children in school. • School management and parent teacher associations exist, but are not strong.

ECOWAS I Objective 1: By the end of the project, progress on the elimination of the worst forms of child labour in Ghana, Nigeria and Côte d'Ivoire will be accelerated.

- Some beneficiary children are in remedial and literacy programmes, e.g., AIECA used literacy classes to bridge working and at-risk children to move into traditional schooling.
- Extra-curricular sports are a part of school activities. Children mentioned an interest in drama and the arts. The SCREAM programme was not mentioned to the MTE team by interviewees, but is included in APSOs.
- Appropriate scholastic supplies, including text books, writing implements, and school uniforms have been provided to many project beneficiaries in traditional education.
- Some equipment (benches and desks) has been given to schools.
- Some schools have had rehabilitation or are scheduled to do so. ASA, an implementing agency, repaired a school, but was sorry that their budget was too small to construct latrines which would be, in their estimation, a measure to keep girls in school. The MTE notes this as evidence of gender awareness on the part of an IA.
- Trade masters are given financial or material support to take children into apprenticeship programmes.
- Implementing groups are energetic and excited about their involvement in the project. For some, the interventions comprise new activities, particularly as it pertains to enrolling vulnerable children into alternative educational environments and introducing IGAs for parents. Other participating IAs have implemented CL projects with similar products elsewhere, but there is freshness in the approach. Even if the "pilot," nomenclature is not entirely accurate, there are experimental components in the activities which will serve as models. It will take at least another year before it is known how these programmes might expand and be integrated into government and local structures.

Findings on Safety

- KAVOKIVA uses safety equipment as a matter of course and is introducing new production methods due to the project influence.
- Machetes were mentioned as hazardous, as were practices such as vending in streets.
- Safe working conditions are a concern among stakeholders.
- Discussions with CLVs and parents often centred on safety for children as a key reason to remove children from WFCL.
- KAVOKIVA has health insurance for members, and AIECA has provided a small pharmacy for their beneficiaries, on the premise that healthy children stay in school.

Findings on Trafficking

- Government social workers are well trained, but complain that they lack local shelters for recuperated trafficked children.
- ASA is capable to identify and provide professional care for trafficked children.

Findings regarding CL Monitoring at national /district and community levels

- Efforts are underway by the project to reinvigorate the CL and CT monitoring system and support labour inspection services at district level. The NSC in Côte d'Ivoire adopted reference documents for implementation of CLMS, called SOSTECI24.
- The IAs are on schedule to implement community-based CL monitoring system (CLMS) in project intervention zones because they have identified children.
- While all of the IAs appear to keep good records, their capability in monitoring may not yield the information needed for TPRs.
- Community leaders organised into CLVs have received preliminary training

Ghana

- Ghana IAs have launched their projects at every target site serving children withdrawn or prevented children from WFCL .
- All IAs have begun to identify at risk and working children in the selected areas and sectors and collect baseline data on direct project beneficiaries through the implementation of a DBMR system.
- Overall project targets are almost reached for children who are engaged in the WFCL. Many specific targets have been met, some exceeded, and others show excellent promise to be met by the end of the project.

Findings on Education

- Beneficiary children have received non-cash scholarship packages (school uniforms and shoes supplies .) Many children already have shoes, for example, but many schools lack desks. The sustainability of providing simple supplies is questionable since the provisions will last only for the life of the project.
- The quality of the education in all of the project programmes is inadequate
- Many teachers are openly discouraged. Despite talking about schools with welcoming environments, some head teachers sat ensconced in dark offices which gave the appearance that they are inaccessible. School yards were dirty. Budgets have been slashed. School directors struggle to have necessities.
- Beneficiaries are placed into education and/or appropriate vocational training or apprenticeships. Some children have received appropriate services, such as referrals for psycho-social counselling
- The project is welcomed by educators as a chance to help improve schools, but teachers at 2 schools in NECPAD's areas said that they were unaware of the project until the MTE visit, accompanied by the provision of scholastic materials.

²⁴ System of Observation and Monitoring Child Labour in Côte d'Ivoire

ECOWAS I Objective 1: By the end of the project, progress on the elimination of the worst forms of child labour in Ghana, Nigeria and Côte d'Ivoire will be accelerated.
<ul style="list-style-type: none"> The MTE found that provision of health care, shelter, youth clubs, and literacy classes are planned but have not been implemented. The SCREAM programme is mentioned in APSOs, but field staff or educators, or both, when interviewed, were not aware of the programme or of their responsibilities. <p><u>Findings on improving the economic situation of families</u></p> <ul style="list-style-type: none"> The IAs have begun preliminary studies, community meetings and efforts to develop IGAs. All of the IAs have referred some families to existing programmes in their community. The project expects to help create strong technical links with the ILO resources on livelihood and enterprise development. <p><u>Findings on Safety</u></p> <ul style="list-style-type: none"> Through the General Agricultural Workers' Union and Kuapa Kokoo (and possibly other social partners not visited by the MTE), safe working tools and personal protective equipment have been provided, or are planned for, to children of legal working age in targeted sectors Kuapa Kokoo's expertise regarding safety measures and improved techniques have been strengthened by the project. <p><u>Findings on Trafficking</u></p> <ul style="list-style-type: none"> PACF has experience in processing trafficked children. Project IAs can identify trafficked children, but have neither the budgets, nor the facilities, to provide transitional and rehabilitative care facilities for them. <p><u>Findings regarding CL Monitoring at national /district and community levels</u></p> <ul style="list-style-type: none"> The project is accompanying the government (MESW and GSS) on on-going process of building the Ghana Child Labour Monitoring System. (1.6.5) Teachers monitor school attendance of direct beneficiaries, and CCPC members check on beneficiaries in most of the target areas.

ECOWAS I Objective 2: By the end of the project the role played by ECOWAS/CEDEAO in combating the worst forms of child labour in the sub-region will be reinforced
Output 2.1 By the end of the project the role played by ECOWAS/CEDEAO will be reinforced
<p>Number of Activities: 4</p> <p>Types of activities and deliverables: Review of mechanisms in place to monitor Trafficking in Persons (TIP); Consultations with ECOWAS units and UNICEF to determine roles and responsibilities for Child Policy monitoring system; Technical assistance for protocol elaboration; monitoring mechanisms pilots in three core countries</p>
SUMMARY OF FINDINGS OF INDICATOR 2.1
Besides the responsibilities of the TA (Abuja), none of the core country programmes are responsible for the activities and outputs associated with this output. The programme management structure of the ECOWAS I project (TA for technical assistance to both ECOWAS and the federal government) complicates the implementation of this output . Few activities have been accomplished.
Output 2.2 Build Capacity of ECOWAS/CEDEAO technical departments
<p>Number of Activities: 4</p> <p>Types of Activities and deliverables: Capacity building needs assessment of relevant ECOWAS technical units; identification of training programmes with ILO training centre and host training in core countries; training programmes designed and delivered; and technical support to ECOWAS for updated action plan on Human Trafficking implementation</p>
SUMMARY OF FINDINGS OF INDICATOR 2.2
<ul style="list-style-type: none"> Needs assessment was conducted although the training needs were not clearly identified. Fulfilment of the activities is not responsibility of any core country programmes except in identifying <i>host training</i> opportunities Nigeria Country programme staff member responsible for this objective is also responsible for reinforcing the Nigeria government, ECOWAS I reporting and Nigeria country programme management. The MTE found that project contact with the ECOWAS/CEDEAO was minimal.
Output 2.3 Sub-regional forums organised to encourage networking and to share good practices among all ECOWAS/CEDEAO member states
<p>Number of Activities: 3</p> <p>Types of activities and deliverables: Database of all actors engaged in combating CL in the region; Inventory of training resources and materials; identified and trained ECOWAS resource person to manage information management system ; and at least two tripartite Regional forums during project life in collaboration with the ECOWAS Commission.</p>
SUMMARY OF FINDINGS OF INDICATOR 2.3
To date, nothing has been formally done towards compiling databases, compendiums, database of government, social partners and civil society actors. No tripartite regional forums have been held. Some contact has been made with the Commission but identifying a management information system resource has not been done.

4.2 Table 6: ECOWAS II Findings

Table 6: ECOWAS II findings

ECOWAS II Objective 1: By the end of the project, progress on the elimination of the worst forms of child labour in Benin, Ghana, Nigeria and Côte d'Ivoire will be accelerated
Output 1.1 Consultations and technical support delivered for integrating child labour/trafficking concerns into national mining policies and laws, sub-national and/or local government action plans and social partner policies and plans in Benin, Nigeria.
Number of Activities: 8 Types of Activities and deliverables: Consultations and technical support with identified legislative and monitoring purposes to stop CL and trafficking in the mining sector. Embedding child labour monitoring system (CLMS) into activities . Consultations and regional workshops; review of HCL and a sustainable CLMS in Benin; consultations <i>early in project</i> with Nigeria Ogun State anti-trafficking task force members and Benin National Coordination Committee on Child Protection; workshops and field visits with specified actors to develop CL Action Plan and Guidelines in mining.
SUMMARY OF FINDINGS OF INDICATOR 1.1
<p>Benin</p> <ul style="list-style-type: none"> • Preliminary stakeholder consultation October 29, 2010 • Other substantive consultations have been held with the National Steering Committee of Benin (CDN), which represents relevant ministries and stakeholders, and the Mining ministry, strategies and activities are identified, particularly in artisanal mining. • There is transparency and clarity about CDN mission among stakeholders. • CDN has established working groups for defined tasks; participated in the selection of IAs for Action Programmes; and has very good social partners involvement • The project provides continuing and active consultation with the Ministry of Mines to integrate CL /CT concerns into policy and planning, and to develop an action plan. • Project staff has expertise to consult with the Justice Ministry on legislative plans. • HCL is validated, with special attention to the mining and quarrying provisions. <p><u>Findings regarding CL Monitoring</u></p> <ul style="list-style-type: none"> • The national project officer has M & E expertise. • The project and the CDN are interested and poised to establish a sustainable CLMS • Most IAs are experienced in project implementation, including CL monitoring. They intend to strengthen their relationships with local governments and advocate policies to address the root causes of CL, and for solid CLMS. • Some field visits have taken place (and more are planned) with good results in that participating stakeholders report raised awareness, particularly about artisanal mining. <p>Nigeria</p> <ul style="list-style-type: none"> • Preliminary sub-national consultation meetings and regional workshops in project targeted zones have been held. • The Ministry of Mines is on the National Steering Committee and has demonstrated an interest in integrating CL and trafficking concerns into plans. • Potential IAs and other social partners have been involved in project-sponsored consultations regarding artisanal mining. • Child Protection Network, State Action Groups are included in plans to be involved in awareness development in the communities. • NAPTIP and Ministry of Mines are scheduled to work together on an action programme • No progress on CLMS • No field trips planned
Output 1.2 Capacity building programmes designed and delivered to fill gaps in relevant institutions capacity to combat the WFCL in the artisanal mining sectors in Benin and Nigeria.
<p>Number of Activities: 11 Types of Activities: Strengthens entities to fight CL and help children and their families in artisanal mining communities in Benin and Nigeria through capacity building programmes. Emphasis is placed on trafficking and justice/law enforcement; identifying appropriate alternatives for children of 15+ years; and community-based CL monitoring systems. Specific to Nigeria are activities with the State office of the Federal Office of Labour, the NAPTIP zonal office in south west Nigeria, the trafficking in persons task force in the immigration service, and the office of Citizens Rights in the Ministry of Justice.</p>

SUMMARY OF FINDINGS OF INDICATOR 1.2
<p>Benin</p> <ul style="list-style-type: none"> • Functioning NSC/CDN engaged in focus on artisanal mines and quarries. • Good prospects that the Ministry of Mines will integrate CL and trafficking concerns into their policy and planning framework. • Project has an excellent relationship with the Labour Ministry, its subdivisions and Focal Point. However, the ministry lacks essential material support to be able to stay involved for the duration of the project. • Progress to implement the CLMS established at national level is on-going. • Action Programmes fulfil capacity building requirements of project: <ul style="list-style-type: none"> (a) Training planned for a broad range of constituents (b) Community-based CLMS are featured in Action Programmes (c) Several IAs have programmes and facilities directed at caring for trafficking victims (d) Youth employment, cooperatives, etc. appear in the APSOs <p>Nigeria</p> <ul style="list-style-type: none"> • Mining Ministry is represented on the NSC • The mining ministry and relevant non-governmental bodies are clearly interested, including miner associations' engagement at the state levels. • Some training by the project has been done for local MOL and MWSA, and the Remedial Work Plan has training scheduled.
<p>Output 1.3 National and sub-national awareness raising and social mobilisation campaigns conducted in Benin, RCI, Ghana, and Nigeria.</p>
<p>Number of Activities: 7</p> <p>Types of Activities and deliverables: Awareness raising campaigns on CL; help to IAs to develop and deliver IEC materials to support social actions; and take into account the special needs of girls. Specific to Benin and Nigeria: Support and training for partners and the media; project established or existing CCPC; publicity against CL in targeted sectors in mining and quarrying sector; child friendly books on child rights and labour</p>
SUMMARY OF FINDINGS OF INDICATOR 1.3
<p>World Day Against Child Labour (WDACL) is an annual event implemented by the NSC/CDN in all of the countries. Many awareness raising activities and efforts in each of the core countries, but the MTE found no clear national (or sub-regional) message-oriented campaign. Project-specific materials were not evident except for various printed brochures which described the project accurately in Nigeria, Ghana, RCI and Benin.</p> <p>Benin</p> <ul style="list-style-type: none"> • Implementing agencies have plans to mobilise populations, social partners and communities for action against CL in quarrying and mining. • The special needs of girls have been earmarked by several IAs. • Child friendly books are included in APSOs. <p>Côte d'Ivoire</p> <ul style="list-style-type: none"> • The project has not been able to begin any significant awareness raising or social mobilisation campaigns due to continued insecurity in the country (at time of MTE). • Girls in domestic service targeted • A media Action Programme to develop messages is in the planning stage. <p>Ghana</p> <ul style="list-style-type: none"> • Implementing agencies are establishing community child labour committees • No clear evidence that "special needs of girls" a priority. • Some of the social partners and IA have strong linkages with the media, and push news events and stories related to their projects. • Training is planned through the AP of the Ghana Journalist Association (GJA), which understands and articulates the complexities of CL, including trafficking. • The GJA aims to advocate increased media coverage. <p>Nigeria (1.3)</p> <ul style="list-style-type: none"> • Some contacts are established, particularly a solid relationship with Labour Watch magazine journalist, who offers useful perspectives. • No clear evidence that "special needs of girls" is a priority. However, the project has excellent contacts with the Women Trafficking and Child Labour Eradication Foundation (WOTCLEF) and other girl-focussed groups.
<p>Output 1.4 Studies undertaken to fill identified gaps in knowledge base on artisanal mines and the problems of forced child labour and trafficking in Benin and Nigeria.</p>
<p>Number of Activities: 3</p> <p>Types of Activities: results of project-conducted rapid assessments or baseline surveys of target sites in Nigeria, Benin published and disseminated nationally. Compendiums on good practices shared nationally and regionally.</p>

SUMMARY OF FINDINGS OF INDICATOR 1.4
To date, the project has not conducted any surveys in Benin. In Nigeria, results of a project-sponsored rapid assessment of CL in artisanal mines and quarries in Ogun and Oyo States were shared with stakeholders in November 2011.
Output 1.5 Models of intervention designed and piloted for withdrawing and preventing children working in the WFCL in Benin RCI, Ghana, and Nigeria
Number of Activities: 9 Types of Activities: Direct services removing children from WFCL; technical assistance to Labour Ministries; local components of national child labour monitoring systems (CLMS) Deliverables: Beneficiary children in educational programmes and receiving other services; DBMR system implementation; Draft of “Safe work/youth employment model of intervention” for children of legal working age; systems for ensuring and providing necessary care for trafficked children and their repatriation in collaboration with a publicly mandated agency, if appropriate (e.g. NAPTIP in Nigeria, Brigade for the Protection of Minors in Benin).
SUMMARY OF FINDINGS OF INDICATOR 1.5
In all core countries, localities identified and models of intervention WFCL developed and agreed among the stakeholders through consultations, mapping and community processes. Modifications to original localities are being examined in Nigeria. At the time of the MTE, direct action under ECOWAS II was gearing up. APSOs have been submitted in all countries except Nigeria.
Benin <ul style="list-style-type: none"> • APs and IAs consistent with project PRODOCs • Mini-action programme jump-started direct service component • AP with Ministry of Mines is designed and ready to go <u>Findings related to Trafficking</u> <ul style="list-style-type: none"> • The project has an established relationship with the Brigade de Protection des Mineurs (BPM), so proposed activities will likely happen. • Ministry of Labour and social partners are cognisant and expect assistance by project staff in drafting a comprehensive “safe work/youth employment model of intervention.” Côte d’Ivoire <ul style="list-style-type: none"> • Activities are consistent with the PRODOC • Strong awareness of project staff of the importance of the project to serve as a model of intervention for the sub-region. • High degree of complementarity of APs in overall project strategy. • Workers Union of Côte d’Ivoire (UGTCI) AP serves working or at-risk children in cocoa producing communities. The UGTCI feels constrained by the small targets and budget (i.e. the project coordinator provides transport and a lap top at personal expense). • Union staff is receptive to suggestions on innovative programming, particularly special needs of girls. Ghana <ul style="list-style-type: none"> • Kuapa Kokoo, partner for ECOWAS II in the cocoa producing areas, has withdrawn or prevented children in cocoa producing communities from being engaged in WFCL. • Beneficiaries are placed into education and/or appropriate vocational training or apprenticeships. Teachers monitor school attendance of direct beneficiaries. <u>Findings related to Trafficking</u> <ul style="list-style-type: none"> • Project IAs can identify trafficked children, but do not have the budgets or the facilities to give transitional and rehab care. There are many (though not enough) specialised agencies, both government (Women and Children’s Affairs Ministry) and NGOs to whom victims may be referred. • There is evidence of comprehension and increased activism regarding child trafficking in fishing among local CCPCs. <u>Findings related to Child Labour Monitoring Systems</u> <ul style="list-style-type: none"> • The project provided training and is involved in decision making on Ghana’s National Child Labour Monitoring System (GCLMS) at project sites. • Cumbersome registers used by CCPCs and local social workers require repetitive input of data. Evaluators were told that the registers constituted a pre-test. Reportedly used nationwide, they were used exclusively by project CCPCs where the MTE team visited.
ECOWAS II: Output 1.5 Models of intervention designed and piloted for withdrawing and preventing children working in the WFCL in Benin RCI, Ghana, and Nigeria
Nigeria <ul style="list-style-type: none"> • Findings from project rapid assessment guided the site selection process. • Potential IAs preparing Action Programme Summary Outlines (APSO). • Submitted APSOs are being reviewed by the MOLP (NSC Secretariat), in coordination with project TA. • No MoU has been signed yet with any IA. <u>Findings related to Trafficking</u> <p>APSO with NAPTIP Action Programme piloting model is planned.</p>

Output 1.6 Models of intervention designed and piloted to promote resilient family livelihoods and sustainable community development in Benin RCI , Ghana, and Nigeria
<p>Number of Activities: 10</p> <p>Types of activities: An array of direct action programmes offering livelihood support alternatives to families of target children in all of the core countries (remote cocoa farming communities in RCI and Ghana and sending and receiving areas in Benin and Nigeria).</p> <p>Deliverables: rapid assessment of alternative livelihood activities; codes of conduct; alternative livelihood and income generating activities pilots; training and introduction of improved production and marketing methods, including adapted technologies in cocoa production and artisanal mining; and creation of a grants facility for projects in targeted communities</p>
SUMMARY OF FINDINGS OF INDICATOR 1.6
<p>All of the IAs (selected or potential) are qualified with successful track records</p> <p>Benin IAs selected, and preparing to begin various activities listed in the Logical Framework</p> <p>Côte d'Ivoire</p> <ul style="list-style-type: none"> Participating IAs are in different stages of preparing actions required in the Logical Framework The UGTCI will work with fifty families to develop or strengthen small enterprises. The group will focus on women, and give skills training, and grants. UGTCI, Kuapa Kokoo and other IAs already developing programmes to improve social service infrastructures including education, health, housing, but it is the evaluators' conclusion that the expected deliverables go beyond the project budget. These efforts might happen with KK's other resources. <p>Ghana</p> <ul style="list-style-type: none"> Implementing Agencies wholly engaged in preparing and implementing activities Kuapa Kokoo (IA) faltered at first in creating its programme of sustainable livelihood support. True community development principles were not followed. Options were presented to potential participants, instead of a process of exploring skills, interests, and background. For example, bakers and vendors were offered soap making. The group is working with Small Business Network Services input will result in positive outcomes. Ghana Employers Association and CIBA have held good social dialogue events. <p>Nigeria</p> <ul style="list-style-type: none"> APSOs from potential partners are being designed, submitted and considered by ILO-IPEC and NSC. A rapid assessment of alternative activities for small commerce conducted.
ECOWAS II Objective 2: By the end of the project, the role played by ECOWAS in combating the WFCL in the sub-region will be reinforced.
Output 2.1 Technical assistance provided to ECOWAS to establish protocols for monitoring member states' efforts to combat the worst forms of child labour, consistent with community policies and plans and reflecting international standards and norms.
<p>Number of Activities: 4</p> <p>Types of activities and deliverables: Technical assistance and consultations related to monitoring protocols and mechanisms at member States level; consultations with ECOWAS units and UNICEF to determine roles and responsibilities; and piloting of monitoring mechanisms in project core countries.</p>
SUMMARY OF FINDINGS OF INDICATOR 2.1
<ul style="list-style-type: none"> The project facilitated and/or attended preliminary meetings with ECOWAS/CEDEAO units. Key events in which the project participated, facilitated, or provided technical assistance include: <ul style="list-style-type: none"> a) March 21-25, 2011 analysis of literature on CL, preparation of the draft Regional Action Plan b) March 28, 2011 First Draft Plan completed by the task force c) October 2011 - January 2012 Draft Regional Plan of Action on Child Labour under technical review, prior to its submission to all the member countries No consultations with UNICEF on identifying roles and responsibilities are recorded (2.1.2.) The project in all core countries is working with their respective governments in developing CL monitoring systems.
Output 2.2 Programmes designed and implemented to strengthen the capacity of relevant ECOWAS technical departments to combat child labour in the sub-region
<p>Number of Activities: 4</p> <p>Types of activities and deliverables: Training-related actions, including needs assessment of relevant ECOWAS technical units to determine priorities for capacity building; identification of training opportunities with ILO training centre and core countries host training; technical support to ECOWAS departments to implement its updated action plan on Human Trafficking</p>
SUMMARY OF FINDINGS OF INDICATOR 2.2
<ul style="list-style-type: none"> The project contracted the services of an eminent university professor in Nigeria to conduct a needs assessment of relevant ECOWAS/CEDEAO technical units to determine priority areas for capacity building activities. Presented during the course of the MTE, the cursory review identified the key players at the institution and suggested revamping the ECOWAS/CEDEAO organisational chart without laying the groundwork. The Mid-Term evaluators expected something more thorough. The ECOWAS II PRODOC itself addresses many needs which were previously identified during the original project design without the needs assessment. The minimal steps taken before the MTE towards meeting the project objectives regarding the

expected outcomes for ECOWAS/CEDEAO indicates there is insufficient understanding about the nature and functioning of the institution.
Output 2.3 Regional forums organised to encourage networking and to share good practices among all ECOWAS member states
Number of Activities: 3 Types of activities and deliverables: database of regional key actors; development of informational materials (including website development) for ECOWAS member states; and identify and train ECOWAS resource persons and build relationships with nearby universities
SUMMARY OF FINDINGS OF INDICATOR 2.3
<ul style="list-style-type: none"> • To date, the MTE saw no evidence of a formal database development of key actors. • No inventory of practices as identified in the indicators has been compiled. • The MTE found, given the conditions in the project core countries, that the aim to share good practices is ambitious and feasible. • There was no evidence that any resource persons or relationships with nearby universities have been identified or created.

5. Effectiveness

36. In evaluating the effectiveness of a project, two categories are considered as to how they lead to desired results and have the desired impact on addressing the problem of child labour. The two major components are: (1) project administration, including management, planning, human and financial resources; and (2) programme implementation and service delivery.

5.1 Project Administration

5.1.1 Organisational Structure and Human Resources

37. The project organisation, including management, planning, human and financial resources constitute the base for implementation and service delivery. At first glance, ILO-IPEC's West Africa Projects organigramme, including the ECOWAS II Project, seems overwhelming and confusing.²⁵ As has been noted, besides the policy and action components of ECOWAS I and II in four core countries, the organisational structure includes other projects: (1) cocoa sector -specific project (CCP) and Public-Private Partnership (PPP) in Ghana and Côte d'Ivoire; and (2) Global Action Programme (GAP) in Nigeria.²⁶ After careful consideration of the various components and given the realities of working in the ILO system, the MTE finds that the structure reflects a necessary coherence in order to attain results at its many levels.
38. The West Africa Projects highlight an overall strategic approach by ILO-IPEC to fight child labour across the entire sub-region. While the ECOWAS projects are already complex, with the various action components, the other projects each have specific, somewhat complicated, components as well. The ILO and ILO-IPEC, as an international agency with offices in Dakar and Abuja, brings another layer of structure and procedures into the organisational configuration in which ECOWAS II is situated. As the project progresses, the overall organigramme will be tested and lessons will emerge. At the time of the integrated MTE report, staffing for West Africa Projects and ECOWAS I and II projects is as follows in the Table and narrative below:²⁷

²⁵ See ANNEX I, Draft organigramme supplied by the WAP Officer in Geneva in October 2010.

²⁶ According to ILO-IPEC, "GAP is a multi-country [project] managed from IPEC-HQ, but relies on the ECOWAS I and II Technical Adviser in Abuja."

²⁷ Information collected from TPRs and MTE observation

Table 7: ECOWAS I and II STAFFING

Position	Location	Starting Dates
West Africa Projects Chief Technical Adviser	Accra, Ghana	January 2010-May 2011 June-November 2011 January 2012-Current) ²⁸
International Programme Officer		December, 2011 ²⁹
Admin Asst. 80%		
Benin		
National Programme Officer	Cotonou, Benin	September 2011
Assistant Project Officer		September 2011
Driver (dedicated to the project)		July 2011
Côte D'Ivoire		
National Programme Officer	Abidjan, Côte d'Ivoire	March 2010 January 1, 2012
Admin and Financial Asst. 54%		
Driver		
Ghana		
National Programme Officer	Accra, Ghana	May 2010
Senior Admin and Finance Assistant		May 2010
Administrative Assistant		On site
Driver		On site
Nigeria		
Technical Adviser	Abuja, Nigeria	March, 2011
National Programme Officer	Abeokuta, Nigeria	September 2011
Administration and Finance Assistant 50% ³⁰	Abuja, Nigeria	To be recruited ³¹

39. When ECOWAS I began in 2009, a Chief Technical Advisor (CTA) was responsible for the core countries. He also backstopped work on strengthening the sub-regional institution, ECOWAS/CEDEAO. Later, as new ILO-IPEC projects, CCP and PPP, emerged from demonstrated needs, it made good management sense to concentrate all CTA responsibilities under a single administrative authority in a single location (Accra, Ghana). With the exception of ECOWAS I, each of the ILO-IPEC projects - ECOWAS II, PPP, CCP - has an international programme officer (IPO). The IPO manages the multi-country projects, and each country has a National Programme Officer. A Technical Adviser (TA), with programmatic responsibilities as adviser to the Ministry of Labour in Nigeria and to ECOWAS/CEDEAO, is responsible for ECOWAS I. Some support staff is shared across the multiple ILO-IPEC projects, such as the senior administrative assistant and the chief financial officer, who are based in Accra.

Findings related to the ECOWAS I and II organisational structure

40. Since project leadership in Accra and Geneva is able to work within the encompassing West Africa Projects (WAP) organigramme, the MTE is only concerned about staffing patterns and project administration of ECOWAS I and II. The position of a West Africa Projects Chief Technical Adviser (WAP CTA) is sensible, given the responsibilities and overlap of sectors which came with every new project in the region. As noted, there is the International Programme Officer (IPO) for

²⁸ The WAP CTA was not physically situated in Accra until after the MTE field visits to Ghana and Cote d'Ivoire.

²⁹ After Ghana MTE was completed.

³⁰ September 2010 TPR

³¹ Source is From TPR January 2011: Job description approved, position advertised, candidate shortlisted. CVs of candidates could not be traced due to dislocation of documents from the office after the terrorists attack. It is expected that the papers will be traced soon and selection process will restart

ECOWAS II, while responsibilities for ECOWAS I have been turned over to the Technical Adviser (TA) based in Nigeria. This seems like an unnecessary complication.

41. The IPO for ECOWAS II lives in Accra and supervises, through communication and field visits, all of the four countries ensuring that the objectives of ECOWAS II will be met. This includes Objective 2, which pertains to the Nigeria-based ECOWAS/CEDEAO. Meanwhile, the TA who lives in Nigeria is responsible for the outputs for each of the three original ECOWAS I countries, one of which is francophone. He was originally hired to be the chief technical adviser to the Nigeria Ministry of Labour and to implement the component of the project which builds protocols and policies at the Economic Commission, ECOWAS/CEDEAO. It would seem logical that he should travel to the other core countries to supervise ECOWAS I activities, but the lead evaluator was told that this position is strictly for technical reporting and he does not need to travel to the other countries regularly. This means that he relies entirely on NPOs to provide electronically submitted accurate information on all that must be reported to Geneva and USDOL, including detailed information required in the Technical Progress Reports regarding child labour monitoring.
42. The division of supervisory and administrative duties according to ECOWAS I and II invites fragmentation because it is not function following the form. It would seem more logical to put the functional responsibility for Objective Two into the hands of a policy expert technician who is also responsible for policy functions in the core countries. The other project components are more mutually congruent and also require supervision and support. The TA in Nigeria and the IPO in Accra could handle either of these functional divisions with ease and it would probably be a more efficient approach.
43. Staff for the project in all core countries are said to have certain talents or abilities that can be brought to the fore when necessary. MTE evaluators were told that since there are other ILO projects in the core countries, the ILO staff may also be involved in the projects because of some unique expertise (e.g., youth employment). Also, the ILO offices in Dakar and Abuja are seen as sources of special professional expertise if needed. This is a comparative advantage, if it works properly.

5.1.2 Project Management

44. The ECOWAS projects started with hope and enthusiasm but a few bumps in the road slowed everything down across the entire region. The history is told differently by different players. The original CTA was experienced in Africa. He related in an interview that he encountered general problems establishing the office and starting up, Implementation of activities started very late as a result of internal factors (departure of a CTA, interim CTA, re-arrangement and loss of some project staff to other projects, and late employment of project staff) and external factors (bomb blast at UN Offices, conflict in Côte d'Ivoire). Therefore, not as much of the programmed activities had been accomplished at the time of the MTE. The project now has developed new or revived management approaches to autonomous country work-plans, individual staff work-plans, and a strategy for Objective 2, all well-constructed and thorough methodologies designed to recover lost ground.
45. With new leadership in Accra, the project appears to be re-energised. Through an-all staff meeting held in April, good progress was made to align the core country programmes.
46. However, if the new WAP CTA cannot bring all of the needed resources, such as staff and available transport, to the project, the ECOWAS I and II projects will continue to have challenges.

47. Even in the context of a country-based project, the ECOWAS effort (as two projects) is a challenge to describe because it brings together many integrated elements: (1) implementers including (but not exclusively) government (central and decentralised), non-government groups (humanitarian and professionals), the tripartite; (2) activities such as advocacy, media, service provision, and policy development; and (3) sectoral concerns, such as agriculture, non-formal economy, education, and trafficking. Added to the Nigeria programme task list is the focus on the ECOWAS institution. Although complicated, the projects are manageable and produce results.
48. The multiple components, actors, and requirements for monitoring and reporting require strong management skills, organisation and efficiency. The current Programme Officers are competent and well-organised. However, the size of the project merits more than one Programme Officer and shared support staff in each of the countries. A lot depends on the Programme Officer to achieve results. Programme Officers have many tasks, including:
 - setting up initial agreements with IAs; grants management tasks, including monitoring IAs and their CL monitoring, field visits;
 - arranging, conducting and performing quality control of trainings for and by Implementing Agencies, social partners, and government officials;
 - arranging and monitoring the work of consultants;
 - intensive work surrounding national CL steering committee and NAP activities; and
 - interpreting and gathering information and writing status and Technical Progress reports. The project reports every 3 months alternating Status Reports and Technical Progress Reports (TPR).

5.1.3 *Efficiency*

49. The MTE examined project efficiency as well as possible, given limitations of time and access. Through observation, it is possible to appraise if project is efficient in terms of resources used as compared with its outputs. The ability of an office to meet simple requests of the MTE team, such as printing a document, signals overall productivity for the project. Leadership sets a tone for project proficiency and organisation as well.
50. The ILO-IPEC bureau in **Côte d'Ivoire** operates like a well-oiled machine. Some staff have been there for more than eight years, through multiple IPEC projects. This means that they themselves operate efficiently as there is not a lot of new learning that has to happen. Unfortunately, the same may not be said for the vehicle used in the project. Inherited from past projects, and shared with other projects, it requires more upkeep than a newer model. A reliable and safe four wheel-drive vehicle is needed to visit projects. At the time of the MTE, the new NPO was just installed in an office in the ILO building, a few minutes' walk from the IPEC section of the building. Files and documents were located at IPEC, where the former NPO (now IPO for the Cocoa Communities Project) is installed. Since the project was just getting underway, it may be that there are some changes to take place in the future. A staffer performs administrative and financial responsibilities for ECOWAS I and II. The driver does many administrative tasks.
51. The **Benin** project office is a model of efficiency. Stakeholders reported that they received meeting notices and invitations, recruitment and project documents by email (following up with hard copies) in a timely fashion. Telephone calls rounded people up to work on small working groups in reviewing the draft National Action Plan.³² Seven APSOs were reviewed and approved in two days, due to streamlined procedures and clarity about criteria. It was efficient to incorporate the findings

³² Specifically, Chapter 4, National Plan Of Action draft at the time of the MTE field visit in October 2011.

of the MTE as an agenda item to the CDN meeting which was held at a modest conference centre in Cotonou called INFOSEC.

52. At the time of the MTE field visit to **Ghana**, there was a lot of activity swirling around the Ghana office. Located in the complex of Ministry of Labour and other ILO projects, the project has very good facilities, including private offices and meeting rooms. Support staff move from one project to another. It looked confusing to the MTE team, and their experience confirmed their observation. For example, when the MTE asked for a hard copy of an ECOWAS TPR, they were given a hard copy of the *CCP* TPR. The Administrative assistant had difficulty getting a password to work in order to print off the copy of the ECOWAS projects TPRs. The Ghana office staff works competently, coming to work on time, following through with tasks, and overall presenting a professional demeanour. It appears that the work is more than such a small staff can handle. Areas where efficiency of the project might be improved, thus enhancing the overall effectiveness of project outcome, include making the planning and reporting instruments more attuned to project management, addressing professional organisational culture issues, and examining geographic spread for possible revision.
53. Due to the bombing in **Nigeria**, the project worked out of the private home of the sub-regional director for four months. At the time of the MTE, the staff had been in its new offices only a few weeks. Files which had not been destroyed in the bombing were still in boxes. Some systems, such as internet and photocopying, remained understandably somewhat disorganised. Still, the lack of a written schedule for the MTE with names and phone numbers, difficulties obtaining documents and making photocopies, and other problems are indicators as to how efficient an office is run. The recent move into offices explains many of the problems, as does the lack of an administrator for finance. The staff size is disproportionate to the scale of the work to be done in the project. Three project staff (assuming an Administration and Finance Assistant will join soon) is most likely to be overwhelmed implementing its responsibilities.

Management Implementation and Planning Tools

54. Evaluators were particularly concerned that they found little evidence of a vibrant, results-oriented participatory planning process in the Ghana project office. Documents presented as planning tools were not adequate country-specific, action plans. The document called "Ghana Work Plan" was lifted from the logical framework and had other countries mentioned as well, so the actual plan for the Ghana programme had to be teased out the list of involved countries. It was difficult to know what actually applies to Ghana. Actual steps to be taken were not clearly articulated. Staff furnished the MTE team with another document, called an Operationalising IPEC ECOWAS (Ghana), which was also unclear, because it listed activities without dates so it is difficult to know if they have been done, or are anticipated. A later version of the Operationalising IPEC ECOWAS (Ghana) plan was sent to the lead evaluator by email after the MTE site visit. This plan was considerably more ample, so it was puzzling that the staff did not immediately show it when the team was in country.³³
55. In Nigeria, project staff have created an Integrated Work Plan, also called a "remedial plan." The detailed plan represents a good effort by staff to address each activity articulated in the project design and assign dates and responsible staff. During the MTE site visit to Nigeria, the WAP CTA, ECOWAS Nigeria staff, and the Senior Programme Officer from ILO-IPEC headquarters in Geneva were occupied with the remedial plan. Staff participation in using practical planning tools ensures commitment and clarity in project implementation.

³³ According to the International Programme Officer for ECOWAS II, much has changed since the MTE. More accurate operational plans are used and staff have individual work plans. This report documents the state of affairs at the time of the MTE.

Professional Organisational Culture

56. In Ghana and Nigeria, the institutional culture allows some practices to hinder their work. Meetings start late, with the result that some agenda items must be tabled for the next time. Good standard rules for meeting preparation were missing at meetings during the MTE field visits. Punctual attendees had to wait for latecomers. In Ghana, project staff called people in offices nearby to tell them a meeting was ready to start. In Nigeria, a meeting started so late that some attendees went off to eat breakfast. Project staff should carefully consider the importance and purpose of meetings, and seek other, more efficient ways, to communicate if the attendance by invitees is problematic. This is not a problem with the routinely punctual ILO-IPEC staff, but the office and time management is theirs to control. In Bénin and Côte d'Ivoire, project staff operates within a more professional culture.

5.2 Achievements toward Impact (todate and potential)

57. At this point, the ECOWAS Projects are far from achieving most of its substantive deliverables. However, considering the achievements since the MTE commenced in October (and transpired over five months), the prospects for success have improved dramatically. The successful completion of certain deliverables may not be directly attributed to the project, however, because some of the activities had already started. Stakeholders interviewed in the process of the MTE point to the project as having been significant in revitalising the anti-child labour fight.

5.2.1 Country Progress

58. The Table below provides a snapshot summary of the status of the project in each of the core countries to date, as well as at the ECOWAS/CEDEAO institutional level. Just as the Technical Progress Reports (TPR) of the ILO-IPEC describe the overall status of a project, the evaluator uses the term “progress” to signal that some information provided does not show advances, as a measure of the progress.

Table 8: Overview Of Project Status

Benin
<ul style="list-style-type: none"> • High degree of relevancy • Off to a good start: NAP and HCL are in place • Efficient CDN. Good tripartite and other stakeholder engagement in fight against CL, including interest in creating CLMS, laws and codes • Except for a mini-action programme, no activities by implementing agencies as yet, but excellent IAs, most with established track records • Organised project administration, qualified professional staff bring a fresh approach. <p><u>Prognosis:</u> Can meet direct service targets; policy and capacity building but require long term efforts. The experience of the IAs working in communities where quarrying exists, coupled with the obvious prevalence of WFCL in Benin, is sufficient evidence that the IAs will likely meet them within a few months of work.</p>
Côte d'Ivoire
<ul style="list-style-type: none"> • Competent, engaged and aware stakeholders at national level • Functioning CDN • Progress towards policy strengthening including HCL and domestic workers legislation • Clarity in the government and communities about CL issues and project approaches in the cocoa sector to fight child labour <p>Effective project leadership and cohesive ILO-IPEC presence</p> <ul style="list-style-type: none"> • Energetic, professional IAs open to innovation, committed to process participation <p><u>Prognosis:</u> Will likely meet direct service targets soon; policy and capacity building require long term efforts</p>

Ghana
<ul style="list-style-type: none"> • Fully engaged stakeholders. More outputs to fulfil. • NAP and HCL are in place • Good results in policy advocacy have helped establish a strong NSC, although the CLU needs strengthening. • Organised, proficient Implementing agencies are all meeting targets. • Solid understanding of issues, particularly in sectors and trafficking by IAs • Flexible, responsive and competent personnel, but understaffed for tasks. <p>Prognosis: With fortified leadership, project management concerns of the MTE are evaporating. Direct service targets will be met, but need to attend to quality. Policy targets will also likely be met due to effective project advocacy</p>
Nigeria
<ul style="list-style-type: none"> • Fledgling NSC. No NAP and no HCL in place • Policy document development has dragged for several years. The project has resuscitated the process. Documents are currently in various stages of review. • Relevant legislation is aimed at multiple issues related to child labour, but the policy environment is weak. Regarding policy initiatives, it comes down to commitment on the part of the government. Innovative avenues to properly motivate government and other stakeholders need to be addressed. • High, but realistic, expectations for experienced implementing agencies with small targets and focussed sectors. • Experienced staff, though possibly ill-suited for the policy work, particularly at the level of the Objective 2. • Concern that the NPO has strengths that are underutilised. • The Mid-term evaluation team found that the project leadership appeared to have lacked necessary momentum in the beginning to engage the government. <p>Prognosis: Many areas of concern. Realisation of direct service outputs is foreseeable; policy issues less so. With revitalised attention from project leadership, the project needs to forge a greater “CL Fighter” identity.</p>
ECOWAS/CEDEAO
<p>The project leadership has created a coherent and feasible strategy which seizes on several opportunities where the sub-region labour and child protection community will be together, moving the project closer to meeting its objectives.</p> <p>It is the opinion of the MTE that neither ECOWAS/CEDEAO nor the Federal Government of Nigeria have received the full breadth of technical assistance that will lead to the most effective meeting of the indicators.</p>

5.2.2 Progress towards Targets

59. For the project to have a major impact, the successful implementation of all components within the comprehensive approach is necessary. Children who are at risk or already engaged in the WFCL are targeted for project assistance, through access to educational programmes. Their families, including working children who are over 15, are targeted to receive livelihood support. Introducing stronger livelihood and decent work strategies in ECOWAS II added the “opportunity to fundamentally change the factors that lead to that child being engaged in the worst forms of child labour including being trafficked for labour exploitation.” By targeting families as well as children through direct support for sustainable and viable livelihoods, the project will have a significant impact in halting continued child labour practises.³⁴
60. The Tables below depict the targets for the withdrawal and prevention of children from WFCL, and for households to be involved in livelihood support activities.³⁵ Since the MTE was conducted over a period of five months, target achievements have probably increased at the time of this integrated report. For example, IAs in Ghana and Côte d’Ivoire were poised to begin withdrawing and

³⁴ See, PRODOC ECOWAS II, p 60.

³⁵ Source : All tables are compiled by the evaluator using the available and most recent TPRs and information from all National Programme Officers.

preventing children under ECOWAS II. The targets for ECOWAS I are probably all met by the time of this report. There is momentum and the targets are being met.

Table 9: Targets and Achievements ECOWAS I (September 2009 – January 2013)

To Date Targeted Children who are prevented or withdrawn from WFCL									
	Domestic Work		Cocoa		Mines & Quarry		Fishing		Total Child.
	Target	Achieve	Target	Achieve	Target	Achieve	Target	Achieve	
Côte d'Ivoire	1366	454	3184	1500	--	--	--	--	4550
Ghana	--	--	500	380	2276	1683	2274	1142	5050
Total Target	1366		3684		2276		2274		9600
Total Achievements		454		1880		1683		1142	5159
Remainder		912		1804		593		1132	4441

Table 10: Targets and Achievements - ECOWAS I

To Date Targeted Families/Households who are engaged in Income Generating Activities (IGA)		
	Target	Achievements
Côte d'Ivoire	150	100
Ghana	250	0
Total Target	400	100
Total Achievements	--	100
Remainder	--	300

Table 11: Targets and Achievements ECOWAS II (December 2010-December 2013)

To date Children prevented or withdrawn from WFCL					
	Cocoa		Mines & Quarry		Total Children
	Target	Achieve	Target	Achieve	
Benin	--	--	1500	100	100
Côte d'Ivoire	1000	1000	--	--	1000
Ghana	1000	--	--	--	0
Nigeria			500	0	0
Total Target	2000		2000		4000
Total Achievements		1000		100	1100
Remainder		1000		1900	2900

Table 12: Targets and Achievements – ECOWAS II

To date Livelihood support households		
	Target	Achievements
Benin	1000	0
Côte d'Ivoire	750	50
Ghana	750	0
Nigeria	500	0
Total Target	3000	0
Total Achievements		50
Remainder		2950

5.2.3 ECOWAS/CEDEAO Progress

61. The 2nd immediate objective of the project aims to strengthen the Economic Community of West Africa States (ECOWAS/CEDEAO) as a vehicle to fight the worst forms of child labour in its member states. The project has started to provide technical assistance. Eventually, ECOWAS/CEDEAO should be able to establish protocols for monitoring member states' efforts to combat WFCL. The protocols will be consistent with the sub-region community policies and plans and reflecting international standard and norms.
62. Some activities commenced before the official launch. The first project CTA and the ECOWAS project staff in February, 2011, introduced the project to the ECOWAS/CEDEAO Commissioner in charge of Social Affairs and discussed possible initiatives to be taken by ECOWAS/CEDEAO to stop child labour in all the member countries. In that meeting, it was agreed that there was no need for a specific policy on child labour, as the issue is already contained in the Child Policy document of the Commission. Instead, the parties settled on adopting a sub-regional Plan of Action on Child Labour both at sub-regional level and for every ECOWAS/CEDEAO member states. ILO-IPEC agreed to provide technical services to ECOWAS/CEDEAO by preparing the ToR for the task force; and to partly support the plan's implementation, specifically on monitoring, capacity building and networking.
63. In March 2011, a task force of experts on the Regional Plan of Action for the elimination of CL met to analyse the region's needs and determine themes to be developed in the Action Plan; and for the preparation of the draft Regional Action Plan. This meeting was attended by an IPEC Child Labour sub-regional Specialist and the Chief Technical Adviser for the ECOWAS Project. The draft report prepared by the task force during the meeting was presented in a meeting held on March 28, 2011 at the ECOWAS office in Abuja. The meeting was attended by the project CTA. At the time of the MTE, the Regional Action Plan for the elimination of Child Labour in ECOWAS/CEDEAO Countries has been developed, awaiting approval and validation by member states.
64. A project-commissioned study was completed and shared with ECOWAS/CEDEAO staff and interested parties assessing the strengths and weaknesses which exist at the institution in order to plan a sub-regional strategy for the project in its fight against the WFCL. The MTE team was able to attend the meeting where this presentation took place. The discussion surrounding the presentation of the study was interesting, but did not seem to move the process along. The project leadership (comprising the WAP CTA, TA and Senior Projects Officer) had already decided a strategy. Those attending the meeting from ECOWAS/CEDEAO were all key players in the strategy, though some less than others.
65. The strategy laid out by the WAP CTA is to build a professional relationship with key leaders in the labour sector and focus on advocacy to labour ministers in member states. An annual interministerial meeting of Labour ministers in April was identified as a critical opportunity for the project to initiate advocacy, as was the June annual meeting in Geneva of labour ministers.³⁶
66. This kind of strategy is exactly what the project needs. Policy indicators require a special combination of approach and skills. To effect change at an institution such as ECOWAS/CEDEAO, there must be a clear vision and focus which follows a sensible strategy design; dogged (constant and determined) communication; accurate identification of key players; and a supporting coalition of like-minded agencies. The project has to position itself as serious, committed and a leader. This

³⁶ According to information provided by ILO-IPEC Bureau EIA: [T]he labour ministers meeting is not annual and has been postponed many times since April 2012 (currently scheduled for November 2012).

does not mean that it has to take a central leadership role if there are already leaders, but in the case of the fight for child labour policies in the economic community, ILO-IPEC must demonstrate leader qualities. The MTE team did not see that commitment, but the strategies as laid out are a preliminary step. Since child labour can be perceived and portrayed as an urgent crisis in West Africa steps need to move from “preliminary” to progressive achievements.

5.3 Monitoring and Evaluation

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

67. Essential to the success of the ECOWAS projects is the ability for implementing agencies to measure progress and the ILO-IPEC to appraise outcomes through data monitoring. Indicator 1.4.1 of ECOWAS I requires "...[engaged] implementing agencies to identify at risk and working children in the selected areas and sectors and collect baseline data on direct project beneficiaries through the implementation of a DBMR system (Côte d'Ivoire and Ghana)." Similarly, Indicator 1.5.4 of ECOWAS II requires "...implementing agencies to identify at risk and working children in the selected areas and sectors and collect baseline data on direct project beneficiaries through the implementation of a DBMR system (Benin, Nigeria)." Indicator 1.5.5 also requires: "... children ... provided with educational services ... school attendance by the beneficiaries of the scheme will be expected and verified through school registers and other monitoring means. (Benin, Nigeria)."
68. Some, though not all, of the implementing agencies that have been selected to perform direct service interventions with children and families have implemented USDOL-funded projects which require fairly rigorous monitoring of children. This monitoring provides an opportunity to better comprehend the issues related to child labour, including prevalence and family situations, as well as tracking beneficiaries and understanding the impact, if any, of the IA intervention. For some agencies, this kind of monitoring is difficult. Those with experience presumably have systems set up. During the course of the MTE, it became apparent that some of the implementing agencies would require additional training in Direct Beneficiary Monitoring.
69. National Programme Officers can ensure the accurate reporting of Direct Beneficiary Monitoring by working closely with the implementing partners' project directors, who will train and supervise the field officers. During the MTE, implementing agencies were encouraged to design good forms if they had not already done so to be sure that all information required would be entered as beneficiaries were enrolled.³⁷ The IAs on the whole document and photograph a lot of their activities, but may not realise what an important role such documentation can be for their reporting to ILO-IPEC and USDOL. Field staff visit beneficiary children on a regular basis, but it is not always documented. These animators, social workers, or supervisors, as they are called (depending on the project), develop deep relationships with the project beneficiaries, both children and parents. They should be encouraged to record the frequency and outcome of their home visit. The IPEC Programme Officer, as supervisor of National Programme Officers and administratively responsible for the TPR for ECOWAS II is responsible for accurate reporting of direct beneficiaries for ECOWAS II. The Technical Adviser in Nigeria is responsible for accurate reporting for ECOWAS I.
70. Under ECOWAS II, Ghana is implementing a capacity strengthening national programme with the National Programme for the Elimination of the Worst Forms of Child Labour in Cocoa (NPECLC) in 20 communities in 3 districts, with the aim of institutionalising the Ghana Child Labour Monitoring System (GCLMS). There is engagement at the highest government levels in the process,

³⁷ See ANNEX H, Sample forms and other artifacts used by some IAs for monitoring and reporting.

but on the ground the registers are not very user-friendly. Until it self-regulates, the GCLMS has a long way to go before it will work smoothly, but the momentum is there. In Côte d'Ivoire, the project is working with government entities to revise and strengthen the SOSTECI (System of Observation and Monitoring Child Labour in Côte d'Ivoire) to focus on broader child labour monitoring.

71. In Benin, there is articulated interest and engagement on the part of stakeholders to implement the CLMS at the national level. Among implementing agencies, there is some ability to monitor children and an interest to gain increased training. The project in Nigeria is in the early stages of implementation. Since the implementing agencies have not yet been chosen, it is not known what level of training will be needed for them to meet the requirements. Additional training in Direct Beneficiary Monitoring is almost always warranted for IAs.

5.3.2 General Project Monitoring and Evaluation

72. Monitoring and evaluation of the entire project is crucial. This involves supervision and scrutiny, reviews and reports, done in a systematic way. At this time, all indications are that the project staff can handle routine required monitoring and evaluation, but it could be better managed. For one thing, all of the project offices across the four countries could use data entry clerks or another support staff. Based on the timeliness of reports already submitted (which have been substantial, since September 2009), and organisational skills observed, there is every reason to believe that the M & E function of the project overall is good. At this time, it is not completely clear what the capability of the project in Côte d'Ivoire is in performing M&E. The new NPO had only been at work for less than one month at the time of the MTE. However, the impression gained by the MTE evaluator is that the new Programme Officer is very capable of performing M&E duties. Reporting mechanisms were clearly understood, and planning tools were in evidence and being used. The same may be said for Benin and Ghana, where the project is lucky to have NPOs who are particularly skilled in M&E. In Nigeria, project staff are capable of fulfilling routine monitoring and evaluation tasks. The balance between action and M & E are always a concern in project implementation. It is important that all aspects of the project be monitored and that reviews be routine components of the project. It is felt by the MTE team that staff is careful in fulfilling the required general project monitoring and evaluation. If anything, it may be too much attention is paid to paperwork in Abuja.



6. Sustainability

73. The underlying goal within the project design to accelerate the approach to WFCL throughout the region is in itself a strategy for sustainability. For the results in each country to be sustainable, action is needed from the national policy at the top down to the grassroots. Many components of the project are designed to promote sustainability. Some are obvious, such as (1) getting government policies in line to protect children, and to support educational and other government services; and (2) building sustainable resilient families and communities. Other activities are more subtle, such as promoting social dialogue where working conditions are addressed and codes of conduct are established.
74. These are all activities to create long term solutions to child labour and child trafficking. As long term solutions, they require long term investment. The project cannot expect to leave the core countries or the region at the end of the ECOWAS I and II projects with fully sustainable institutions intact. While important steps will be taken, the challenge is to explore how to ensure sustainability.
75. As designed and by definition, the ECOWAS project seeks to build sustainability by working in tandem with the government to facilitate and develop NAP and child labour policies; build institutional capacity; and increase national awareness. The successes already attributed to the project and its stakeholders should be seen as steps towards a continuous momentum to monitor child labour that will ultimately be institutionalised.
76. Action Programmes are designed to create sustainable households to eliminate the need for children to work, and enable them to attend school. As long as school bags, uniforms and sandals are distributed, these projects which expend so much energy into enrolling children in school will still see drop outs after the project ends. Investments into community and family focused livelihood support offer greater potential for placing children in an economically secure setting where work outside the home is not a necessity.

6.1 Benin

77. The fight to eliminate child labour in Benin is already a sustained activity. More needs to be done to ensure budgetary support, especially given Benin's perpetual sluggish economy. The livelihood activities for families, if successful, will cause more Benin citizens to become legitimate wage-earners and, in turn, more children to stay out of WFCL and attend school. The government and social partners have demonstrated real commitment to the fight against child labour. Despite the challenges that they face, especially the lack of financial resources and equipment; and events such as teachers' strikes and natural disasters, there is beginning to be a critical mass of pertinent activists in Benin.

6.2 Côte d'Ivoire

78. Support to the grassroots in Côte d'Ivoire is well underway and much has been accomplished at the national level as well. The institutionalisation of the national level frameworks such as laws, regulations, and the child labour monitoring will likely happen, although the question of funding will always be an issue. The momentum needs to be institutionalised as well, and this can be done through the national child labour committee and World Day Against Child Labour (WDACL). If the media AP develops a strategy for continued awareness raising, such as a regular call-in talk

radio programme or a required programme in the formal education curriculum (with scholarship or awards?), that would contribute to keeping the momentum going.

79. It is the critical level in between that is weak. In the offices of the regional administration, Regional Directors juggle underfunded budgets. Labour inspectors sit in decrepit buildings and social workers need shelters and funds so that they can do more than apply quick fixes to crisis situations. These mid-level government functionaries need additional training but also are in need of infrastructural support. As the government picks up after the post-electoral conflict, and addresses continuing security issues in various locales, budgets need to be directed to regional offices. For the project outcomes (an acceleration of the elimination of child labour, and Côte d'Ivoire as a model to other ECOWAS countries) to be sustainable, this level needs to be fully engaged and supported.

6.3 Ghana

80. The ECOWAS project is not a "cocoa project" per se, but focuses on the government's interest in stopping child labour in the cocoa producing areas (as well as the fishing and mining sector). Project activities have some potential for leveraging non-project resources through the involvement of commercial interests related to mining and cocoa. Cocoa projects have received resources from international corporations to safeguard against child labour. These efforts need to be in greater synchrony with national efforts tied to the NAP, etc. Ghana has had success in compelling the commercial interests to become involved, and the ILO-IPEC support has been useful in that respect.

6.4 Nigeria

81. In Nigeria, the issue of building a cadre of supporting ministries operating in the federal system continues to be a challenge. Since the project launch, the national (federal) institutions relevant to national child labour are responsive to actions taken by the project and appear to be interested in assuming leadership in fighting child labour. Attendance at project events has been impressive and lively, as demonstrated during the two stakeholders' consultation meetings held in Abuja and Abeokuta. The MOLP participated in the interview process of recruiting the NPO and also provided an office space for the staff in Abeokuta the project site, indications of support to the project, at least in the short term. The TA and PO are building the necessary government relationships and working to create the kind of engagement needed for the project become institutionalised, but given the immensity of the work, it is doubtful that the project activities will be sustainable at project's end.

6.5 ECOWAS/CEDEAO

82. The nature of the ECOWAS/CEDEAO institution needs greater study and understanding before the idea of sustainability can be considered. The fluidity and economic instability of governments in the sub-region pose serious questions as to what can be achieved before the project end. However, the beginning steps can certainly be taken. To achieve durability, the project needs a longer, five to ten year strategy.

7. Conclusions

83. Despite serious delays, country project activities are on track, albeit at different rates of speed, producing results for Objective One. In Ghana and Côte d'Ivoire, there is a remarkable vibrancy at the field sites, where competent Implementing Agencies are providing educational and economic empowerment opportunities to children and adults. Similar groups with similar projects are eager to get started in Benin and Nigeria. Policymakers are engaged in various degrees in all four countries. Policy initiatives have been rapid and substantial in all project countries but Nigeria. There, the federal system, the bureaucracy that accompanies the presence of the ILO-IPEC subregional hierarchical supervision, and other reasons led to a sort of lethargy in implementation of the project. Several reasons have delayed the process in that vast and complicated nation, but activities are underway. Each country operates autonomously and has achieved some outputs over others. All of the targets for country direct service activities will likely be met by the end of the project (EOP). The supplementary community development and local policy advocacy initiatives pose longer term challenges, but will be started and achieving some results by EOP.
84. The same cannot be said for Objective Two (2). ECOWAS/CEDEAO is a distinctly separate entity from the country programmes, and the support and attention from the project should be seen as such. While there may be opportunity value and political exigency to couple activities between the Nigeria country programme's objective *One* and objective *Two* (because the ECOWAS/CEDEAO HQ is located in Nigeria's capital city), the two activities are distinct. The second objective comprises activities which expect outcomes that will need more than two or three years to emerge in a qualitative sense. Some quantitative actions to meet indicators can be taken, but, so far, progress has been slow. Given evidentiary factors such as the level administrative capability and past performance, in all likelihood, only some of the 12 activities in ECOWAS I, and the 11 activities in ECOWAS II will be met by the end of the project. A project which aims to transform policy and inject the kind of dynamism desired to address sub-regional child labour requires dogged advocacy and high quality inputs which require more time than the remaining scheduled year and one-half. It is the belief on the part of the evaluator and the national consultants on the MTE that nothing can be done to meet all of the indicators for both projects ECOWAS I and II in the remaining time.³⁸
85. All of the countries have central Child Labour committees, called National Steering Committees or Comité Directeur National de Lutte Contre le Travail des Enfants which function with varying degrees of effectiveness. By the end of the MTE, all of the countries were well on the way to having effective National Action Plans to fight child labour in their countries. Ghana's National Plan of Action was launched 12 June 2011 (before the MTE). Benin's National Plan of Action was validated at the national level on December 09, 2011, with preparations underway towards its presentation before Cabinet for adoption to occur in the months following the MTE. The government of Côte d'Ivoire finalised its National Plan of Action 2012-2014 to Combat Trafficking, Exploitation and Labor of Children in March 2012, after the MTE field visit in January. In Nigeria, a draft of the Revised National Plan of Action for Child Labour is in the process of being studied among stakeholders.
86. In addition, Benin, Ghana and Côte d'Ivoire all have published Lists of Hazardous Work for Children (HCL). The project in Nigeria expects the National Steering Committee (NSC) to follow through with its National List of Hazardous Work before the end of the project. Action Programmes for direct services and awareness raising are approved in three countries and mostly underway.

³⁸ See, Section VIII. Recommendation 2, Solicit Extension and Increased Funding

Studies have been conducted which contribute to the knowledge base in all of the countries. In Côte d'Ivoire, a project-supported study led to legislative action for domestic workers. Ghana is making progress to establish a comprehensive Child Labour Monitoring System (GCLMS) and two of the other core countries are moving forward at improving their monitoring of child labour.

87. Last to begin, the Benin country programme is progressing systematically. Ghana, which benefits from a stable environment and the project administration *in situ*, has made several positive accomplishments. Despite violent conflict in Côte d'Ivoire, that country programme is also moving along. Only Nigeria is sluggish, due partly to the terrorist bombing in the project offices, but for other reasons as well. The ECOWAS/CEDEAO component is one of the toughest to fulfil, and suffered from what appeared to be inattention.
88. Child Labour has been around for centuries, but its negative impact on fragile economies and changing societal structures is only now recognised. Benin and Côte d'Ivoire are right to be acting as urgently as they are with the NAP, and other new relevant measures. Ghana also is progressing, but requires a high level of project effort in advocacy. Nigeria demonstrates little interest, despite rhetoric, in fighting and desperately needs a team of champions for child labour. The ECOWAS I and II Projects are on the right track, and with some changes, will produce models that can be replicated in the whole West African sub-region.

8. Recommendations

89. The Mid-term Evaluation surfaced issues that, with some modifications, would enhance the project's effectiveness and help to meet the long-term objectives. Recommendations are made in the interest of deepening the foundations of the ECOWAS I and II projects, so that greater impact may occur. Some recommendations relate to programmatic adjustments while others concern project management. It is recognised that there are budgetary implications in meeting recommendations. Keeping in mind the Model Project aspect of all of the interventions, it may be necessary to install new procedures and revisit some assumptions in order for the project to be replicated in the ECOWAS/CEDEAO countries.
90. These recommendations are focused on activities within the project's domain. Suggested changes would be made at the country level, although it may be necessary for ILO-IPEC Headquarters to support their execution. The recommendations are directed first to the project leadership in each host country, who must act accordingly with Implementing agencies, government or social partners. The TA or IPO responsible for ECOWAS I or II and the West Africa Project leadership of ILO-IPEC projects in Accra and Geneva backstopping must also see how they are accountable for considering and implementing the recommendations. Those which concern project support or modifications to the functioning of the National Steering Committees or Action Programmes must be channelled through National Programme Officers. In the recommendations that follow, the entity or person to whom the recommendation is directed is in brackets [-].
91. Out of more than thirty recommendations, eleven have been selected that are cross-cutting or address the entire ECOWAS I and II project implementation. A priority recommendation is selected for each country that is relevant for all of the country programmes. Considering the length of the Mid-term Evaluation, it is expected that countries have already addressed areas where gaps were identified. In the following list, a recommendation is categorised under the country where it originated. The MTE team would like to underline the importance of recognising that a recommendation may apply to other countries, and to other ILO-IPEC projects. The total list of recommendations is found in Annex G.

1. Maximise Comparative Advantage of ILO-IPEC across Country Programmes - [WAP leadership, ILO-IPEC Geneva]

92. This recommendation is in response to the MTE impression that the ECOWAS I and II projects first and foremost comprise multiple layers of development experiences. As the projects progress, these experiences should be shared across the project breadth. For all of the components, the ILO-IPEC project management is taxed. The IAs and the social partners implement many of the activities, but the coordination, technical assistance, monitoring and evaluation (including assessment of quality products) rests on the staff.
93. One way of streamlining the tasks across borders would be for the project to optimise the multiple talents and skills within the project staff by forming special task-driven teams to develop Standard Operating Procedures (SOP) for the whole project. Suggested areas where supplemental technical support are needed:
- special needs of girls;
 - quality of educational programmes (formal and apprenticeships); and
 - implementing livelihood support.

94. The teams should comprise members from country programmes who show particular expertise, experience and interest in these or other areas. The special team approach makes best use of existing personnel and harmonises approaches taken to address the objectives established by ECOWAS I and II. The operating procedures will provide a roadmap for implementing agencies in carrying out their work at the field level. Members from the IAs could also participate in the special teams. Teams should also have access to specific consultants if they feel the need. Establishing guidelines for procedures will revitalise the work. The ensuing results will reinforce the commitment of country programmes across the region to improve and refine their approaches in these key programmatic areas. Other areas where special teams could be used:

- Governance and mobilising strategies to keep local vigilance committees motivated;
- Expanding children's involvement in the project; and
- Project management issues, such as streamlining reports or information management

2. Solicit Extension and Increased Funding - [ILO-IPEC HQ, USDOL]

95. Many country project activities have only just started. The focus on strengthening ECOWAS/CEDEAO is also just beginning. Much more time is needed for the strategy to get a foothold in the core countries and across the sub-region. The project management should request a no-cost extension to improve the chances of finishing the project successfully. A good case can also be made to earmark the project in Nigeria for special attention and allocate more support and resources to fast-track its implementation. More resources (especially personnel, office equipment, and vehicles) should be allocated to the project to enhance successful implementation.

96. The end dates of the two projects should coincide, and the final evaluation can take place for both. The activities and outcomes are ambitious, and a more plausible date would be to extend the project by one year to December 31, 2014, so that the "end child labour campaign by 2015" will be a capstone of their efforts.

3. Address Objective Two with more Vigour as an Important and Separate Activity - [ECOWAS I and II direction and staff, ILO-IPEC HQ]

97. As a way of linking the two objectives, the country projects are expected to create models and serve as learning laboratories for the benefit of decision makers and other stakeholders across the sub-region. The country programmes are an integral part of the overall plan, so programme staff and stakeholders should regularly review progress made on Objective 2 outputs to identify key areas of convergence.

98. The project's approach to create models and pilot new ideas assumes that knowledge should be shared widely about the project. As activities unfold, data incorporated into the DBMR and research on child labour and its worst forms is collected and analysed. The combined results begin to tell a story about the ease or difficulty of preventing child labour in the core countries. Leadership at the appropriate levels needs to take the initiative and see that knowledge is accumulated, presented and discussed as the project moves forward.

99. The Mid-term evaluators believe that the project is moving in the right direction with the Economic Commission (ECOWAS/CEDEAO). The strategy as described is a sound one and holds enormous promise for the members' states. However, it is a complex multilateral commission and it needs to be approached as such. Senior level staff needs to build relationships throughout the institution and with other similar level UN groups, such as UNICEF. The study commissioned by the project

proved to be somewhat superficial. A deeper understanding of the workings of the commission on the part of the WAP CTA and TA is warranted.

100. Further, the country programme in Nigeria should be separate from activities involving the Economic Commission. Both activities are important, but they are very distinct from one another. Each requires full-time attention.

4. Position the Project as a leader in fighting Child Labour and Go to the Top in Building Advocates for Child Labour - [WAP CTA, NPOs]

101. If the project wants to make an impact, it has to be positioned as the central leader in the sub-regional fight against WFCL. This does not mean it should not share the spotlight or the burden. All staff should be seen as experts upon whom Ministries and leaders can rely. All staff must be known, and that comes through dogged advocacy for the project goal.
102. Some leaders are already good allies to the project. The Minister of Labour in Benin was a strong proponent of ILO-IPEC projects when she was Directrice at the MTFP. Now Minister, she has already shown her continued interest in supporting the project's aims. She should be cultivated, especially since she will attend the interministerial conference of ECOWAS/CEDEAO, and the ILO Conference in Geneva. The First Lady of Côte d'Ivoire has launched a campaign against child labour and child trafficking. As the wife of the nation's leader, she garners attention. She may need to be kept update of the accomplishments of the project . The project leadership should also publicly appreciate her role. The WAP CTA should be involved in nurturing leaders, and this role should be an integral part of his job description

5. Expand Awareness Raising Techniques and Audiences - [ECOWAS I and II All country programmes, Implementing Agencies]

103. Changing attitudes and practices related to child labour requires a long term effort. World Day against Child Labour is a proven avenue for advocacy, and techniques used on a single day were very successful in reaching huge audiences. The project uses various media, such as the mobilisation of the population (including children as spokespeople).
104. These are sensible avenues of raising awareness. It may be time to add marketing techniques to these approaches. The project could invite representatives from the advertising divisions of local companies, including mobile phone companies, to ask how they might market an end to child labour. The national Elephants soccer team in Côte d'Ivoire could be invited to participate. These players are people of privilege, but they are also individuals who have had their share of life experiences. Schools should be recognised as powerful locales for raising awareness.
105. Even if informational anti- child labour materials have been produced by IAs separately, the project needs to develop consistent messages, and have technical assistance provided.
106. Choose a central theme for the entire sub-region that endures for the length of the project and is as recognisable as MTN, Orange or Coca Cola. ILO-IPEC has had successful runs with other themes, such as "Red Card against child trafficking" and the "Go for The Goal: End Child Labour" theme for World Day Against Child Labour.

6. Change conduct with Knowledge, Attitudes and Practice (KAP) on Accidents and Death - [ECOWAS I and II direction and staff]

107. In the behaviour change approach, an appreciation of the incidence and types of accidents and deaths that occur among children (working or not) is one way that people might move through the continuum of increased knowledge, modified attitudes, and changed practices (KAP). Machete use was mentioned repeatedly by parents, with their own scars and half-hacked fingers held up as evidence. Meanwhile, the MTE evaluator visited a schoolyard where children, engaged in clean-up day, were running with machetes in hand, swinging machetes, and engaging in pretend sword fights. A parent leader should be invited to the school to give a class on machete safety.
108. The project is advised to begin a Knowledge, Attitudes and Practice (KAP) exercise to create a strong single-message, yet contextually appropriate, campaign to stop child labour. Comprehensive research, data collection, research analysis, as well as child monitoring would certainly inform the knowledge base. The project has a clear and vital research agenda and has already validated a study on domestic work.

7. Review Staffing Patterns (specifically in Nigeria, but across ECOWAS I and II) - [WAP CTA, ILO-IPEC]

109. As concluded in the section on Organisational Structure, it is odd to divide the project management into two entities according to ECOWAS project I and ECOWAS project II without function following the form. It would seem far more logical to put the functional responsibility for Objective Two into the hands of a policy expert/technician. That recognises the connection that policy in each of the core countries has with the unique role of ECOWAS/CEDEAO. It puts all policy-oriented tasks together and strengthens ILO-IPEC's strategy to harmonise approaches. The other components also require expertise which could be construed as more mutually congruent. Project supervision and support to action programmes require a lot of attention. Policy issues require time-staking advocacy and technical support. The MTE noted that the Nigeria-based TA already had difficulty fulfilling all that was required before taking in the work of monitoring and supervising ECOWAS I.
110. The WAP CTA has suggested some changes to the ECOWAS I and II project organisational chart as it relates to the job descriptions of the CTA in Nigeria and the International Programme Officer based in Accra who directs ECOWAS I and II. As understood by the team, the strategy divides the ECOWAS I and ECOWAS II responsibilities between the TA in Abuja and IPO based in Accra. The changes were only under consideration at the time of the MTE and, hence, not assessed in this report. However, the idea of separating the project responsibilities across temporal rather than function creates great concern. Why should two projects be divided according to two separate, but quite similar projects, when other divisions of managing and reporting responsibility make more sense. For example, (1) ECOWAS/CEDEAO reinforcement and country policy making are two activities that are congruent and distinct from (2) activities such as providing support to implementing agencies; livelihood support; education; or child labour monitoring.
111. As has been suggested, the WAP CTA needs to be involved at a top level with the ECOWAS/CEDEAO leadership. The Nigeria TA must take on a more proactive role of building relationships of stature to establish the project as a force with the government of Nigeria and the ECOWAS. The PO's professional experience and contacts could be extremely useful in engaging national-level players in government and social partners to push the national policy agenda, but this staffer is also responsible for start-up of the APs. As the Action Programmes progress, they will need support in M & E, and meeting their responsibilities in advocacy and raising awareness. Given

that the project has lost time, an examination of the work plan to ensure that expanded roles of staff is consistent with meeting project objectives is recommended. Similarly, the project may consider additional professional staff or hiring consultants for specialised tasks, including reporting.

8. Certify Products to Be Child Labour-Free [Benin country programme, CDN, Labour Ministry]

112. The building boom, road construction, and government physical infrastructural projects require sand, gravel, crushed rock and granite, all of which come from the interior of the country. According to most sources, these products are probably purchased from artisanal quarries. In the course of interviews and meetings with stakeholders during the MTE, the idea of tracing the materials to child labour as an awareness raising tool surfaced. Several suggestions were made to "certify" or "label" materials as child-free, and to get the government to guarantee its building materials did not come from child labour in artisanal mines. Either through the work of the journalist network RETRAME, or a consulting firm, the project could contract for a study and project design to carry this suggestion further.

9. Advocate for Launching a Birth Registration Campaign - [RCI Country programme, CDN, Line ministries, WAP CTA, IPO]

113. Birth registration is a Cross-cutting issue for several of the core countries, and in other ECOWAS/CEDEAO member states. Particularly in rural areas, parents often did not declare the birth of their children, either out of ignorance or because they could not afford the fees for birth certificates. This could result in denial of public services such as education and health care. The lack of birth registration was cited as the gravest of problems and the biggest deterrent to keeping children in school and out of WFCL in Côte d'Ivoire, where informants said more than half of the children do not have birth certificates. Without birth registration papers, children cannot qualify for the national examinations. For many parents, this offers sufficient disincentive to even sending their children to primary school.
114. The problem has reached pandemic proportions, and is regarded as a crisis by the child protection community, according to Stakeholders. While the ECOWAS project focuses on returning or enrolling children in school to protect them for their engagement in WFCL, their lack of status is a clear barrier. Some innovative approaches generated in the course of the MTE include:
- At the level of the Implementing Agencies providing direct services:
 - organise a campaign within their own localities and make the registration of their constituents' part of their project.
 - Registration can be an income generating activity or small business. Just as some literate people have businesses to write letters, a small enterprise could be established where a reasonable fee is charged to handle the documentation. The birth registration is a legal process, but trained "paralegal" level individual could take this on.
 - At the national level, the ECOWAS project can advocate for various approaches, such as:
 - Hold a national dialogue
 - Launch a campaign advocating a resolution to the issue of birth certificates
 - Ask the ministries involved and UNICEF to organise a national day of registration.
 - Just as national immunisation campaigns have been successful in vaccinating children against childhood disease; mobile units could make this a national event. (Maybe it could

happen on WDACL). Ask the government to waive fees for that day alone, or reduce costs.

10. Project Management: Use Dynamic, Useful Management/Implementation Plans - [WAP CTA, ECOWAS I and II direction and Ghana staff]

115. Information from the International Programme Officer in an interview in April, 2012 is that this recommendation (from the Ghana Country Phase I of MTE Report) has already been addressed. If so, it is reassuring to believe that the ECOWAS project management continues to be flexible and responsive. The recommendation is left in this larger report as (1) an overall suggestion for all country projects; and as (2) a means of verification for the final evaluation:
116. The ECOWAS projects were conceived from an assessment of needs, and originated from in-depth conceptualising and planning. Many planning documents related to reporting have been generated, but they seem more useful for reporting to donors than for project guidance. For such a complex project, with multiple partners performing many activities, the project management needs to have a more visual plan of action whereby progress can be easily and rapidly monitored. The final outputs are clearly identified, but the steps leading to are less defined. While it appears that each of the partners has planning tools, the project office does not appear to have its own unique, visual device, such as a Gantt chart, a Pert Chart, Results Framework (specific to the Ghana programme) or a management/implementation plan (MI/P), to show the necessary critical path for things to happen.
117. For sustainable results, the Ghana office needs to create and utilise country-specific plans that serve as a clear road map, with unambiguous, identifiable steps to reach the already well-defined outcomes; and short term deadlines that reveal progress towards the laudable and possible objectives; not just the performance monitoring forms required from donors. If the MTE team missed these tools, it is because they were not in evidence to be actually used on a regular basis.

11. Retain Focus on Mining/Quarrying as a Sector of Child Labour - [Nigeria Country programme staff, NSC]

118. Considering the small target numbers in Nigeria, serving non-quarrying labourers runs the risk of diluting the project's impact as a pilot and model. Those groups which have been identified as possible implementing partners have knowledge and could be forceful actors in consulting with Ministries of Mines and Justice to address and enforce gaps in legislation against child labour in quarrying and mining, one of the project indicators. With the focus on mining and quarrying, the project will be better equipped to consult and deliver technical support to the Ministry of Labour as indicated in the Logical Framework.
119. Studies and valid supplemental information on the issue of child labour in stone quarries in Ogun state confirms that the area is already saturated with interventions on child labour issues. Previous projects in the area have had a positive impact in reducing CL. Law enforcement agents and other partners pointed out that many Benin children, previously working in stone quarries in Ogun State, may have moved on to other areas such as Oyo State, or to other activity sectors (e.g. informal urban sector or child domestic work).
120. A flexible approach may be adopted when selecting the communities and the activity sectors to be targeted for intervention. The MTE team suggests an adjustment be made on previously identified project sites and a move to Oyo State for the locus of target beneficiaries. Just as children in cocoa communities in Ghana and Côte d'Ivoire are withdrawn from non-cocoa child labour, children in Nigeria's quarry areas, particularly in Oyo state, may also be withdrawn from other types of WFCL. However, the priority should be given to children working in the artisanal mines and quarries.

Given the incidence reported in Oyo and the relatively small target numbers, this should not prove difficult.

9. Lessons Learned and Potential Good Practices

121. At the time of the MTE, the projects were still in “start-up,” except Ghana where most activities were underway. It is difficult to identify major lessons learned or replicable good practices without the benefit of more time and understanding the impact of what may look like good (or bad) practice but may have an unexpected results. There are some areas where identifiable factors have contributed to its success so far. These are listed below. There are (and will be) lessons to be learned about how to properly structure, manage, and support strategic, multi-country, sub-regional projects. Important lessons will emerge if the cross-fertilization of multi-country staff experiences is shared regularly. Such exchanges can be valuable to smooth and effective project implementation. The experiences in all countries are worth documenting by ECOWAS project staff, especially those who have been involved since the beginning. The following are observations garnered during the Mid-Term Evaluation which may be interpreted as lessons learned as the project moves into its second phase.

9.1 Lessons

Lesson 1: Elections and other political activities can be anticipated and optimised

122. The outcome of elections and other political activities sometimes means that people will be transferred from one position to another. This was a good thing for the project in Benin when the Director of Labour, a long time stalwart of children’s rights, became the Minister of Labour. In Côte d’Ivoire, the project benefitted from change in government to acquire capable civil servants, who left the new government. They can be more effective in the private sector, but the new government needs continued support in its efforts to fight child labour. At levels closer to the field activities, the transfer of a dynamic head teacher or labour inspector away from a project region can mean that efforts to educate new personnel need to be made.
123. A solution is to build a broad body of support at the ground so that if an education inspector or labour inspector is transferred, the other partners, such as social work, trade unionists or NGOs who remain can pick up the slack and keep the advocacy needed going. In designing projects, it is imperative to consider the political calendar in formulating assumptions and desired outputs.
124. A related lesson is that it is good to build relationships with all concerned, without knowing which way the political wind might blow.

Lesson 2: Choosing countries for a multi-country project which falls under two or more ILO-IPEC Administrative operations adds to the bureaucratic burden

125. ILO-IPEC has had many multi-country projects, but in this instance more than one regional or sub-regional bureau has administrative responsibilities across the four participating countries. The MTE noted that ILO-IPEC agency personnel and procedures interfered with the ECOWAS I and II implementation. Certainly, these offices have helped the project, but they may have hindered it more than helped by causing unneeded delays due to top-heavy procedures.

9.2 Potential Good Practices

126. In three of the four core countries, there are some good approaches which should be signalled as good practices to watch and measure progress. Some have already produced results, and others may be seen by ILO-IPEC as potential good practices. Overall, ILO-IPEC's critical support to the central actors in the fight for the welfare of children on the national policy level, Ministries of Employment and Social Welfare and Child Labour Units demonstrates commitment by donors and implementers. This good practice facilitates stability and a strong focus on eliminating child labour. This kind of support is important in the face of the global economic crisis as well. Other good practices include:

9.3 Benin

1. Implementing a mini-Action Programme as part of the start-up of activities. Through the Ministry of Labour and ARED, school materials were supplied to needy children who were removed from working in quarries even before the selection of action programmes got fully underway. This quick response was a public display of unambiguous commitment on the part of all of the involved players, demonstrating action to the target population and all of the other stakeholders.
2. Using working groups and sub-committees. Small task forces can tackle issues without bringing the entire commission together. Tackling more than one item when the entire group gets together, as it did when it planned the World Day Against Child Labour at the same gathering as the MTE Stakeholder Meeting is more efficient and economical. This is true in other core countries as well.

9.4 Côte d'Ivoire

3. Adhering to community development principles. These principles include (a) building a good foundation; (b) gaining the confidence of the community through respect, supporting a participatory self-study, and holding process-oriented information meetings; and (c) developing transparent, non-political, representative local committees, before rushing in to identify needy children.
4. Establishing good relations with local government and political structures. AIECA in San Pedro and at CAKHS have Steering Committees and governing boards which involve local governance.

9.5 Ghana

5. Continuing to accumulate a huge knowledge base regarding child labour, not just in Ghana, but in the neighbouring states towards building a critical mass to fight child labour. Members of the NSC and the ILO-IPEC staff are very well-informed about all aspects and permutations of the phenomenon of child labour and trafficking. This makes it easy to move forward, as so many activists are speaking the same technical language and understand core strategies which must be adopted to fight the problem.
6. Tapping into the knowledge and experience of adults who were actually trafficked, fraudulently recruited and mistreated as children to serve on CCPCs. Volunteers on CCPC have to be special people who bring sensitivity and wisdom to the position. The IA field staff members who discover these local treasures have fewer problems raising awareness and have good project allies.
7. Conducting training for front line practitioners at or close to work sites, rather than incurring costs for people to travel to venues outside their cities and towns efficiently saves money and time.
8. Providing child labour sensitisation training to the Council of Indigenous Business Associations (CIBA) members through its social partner Ghana Employers Association (GEA). It is difficult to

reach the informal economy in the fight against CL. CIBA provides a good model. These activities strengthened the relationship between the two groups while building the critical mass in the fight against CL.

Annex A: Key Documents Reviewed

Many documents were reviewed in preparation of the MTE.
This is a list of most of them.

Project Design Documents

ECOWAS_I_PRODOC

ECOWAS_II_PRODOC

Technical Progress Reports

March 2010: RAF0951USA_TPR_1003 March 2010

September 2010: Sept 2010 RAF0951USA_TPR_1009

TPR_MAY_2011_RAF0951USA_TPR_1104

TPR_oct_2011_USDOL.ECOWAS_

TPR_April_2011_USDOL.ECOWAS

September (October) 2011: RAF0951PUSA_TPR_1110_R

Technical Progress Report – TPR (ECOWAS I) – April 2011

Technical Progress Report – TPR (ECOWAS II) – April 2011

Technical Progress Report – TPR (ECOWAS I) – October 2011

Technical Progress Report – TPR (ECOWAS II) – October 2011

Status Report (ECOWAS I) – January 2012

Status Report (ECOWAS II) – January 2012

Benin

- National Plan of Action for the Elimination of Child Labour in Benin
- Regional Action Plan for the Elimination of Child Labour
- Etude Préparatoire Pour L'élaboration D'un Plan D'action National Pour L'élimination Du Travail Des Enfants Au Benin, par M.Vignon Armand, Sociologue, Mme Sadjiedo Dagba Céline, Juriste, Coordonnatrice Des Projets De L'abaef, M. Kora Bata Pascal Expert en Programmation budgétaire
- APSOs for Implementing Agencies Ecowas Child Policy and Strategic Plan of Action, Economic Community of West African States, Abuja, Federal Republic of Nigeria, 2009.
- Rapport de la session des 20 et 21 décembre 2011 relative a la selection de projets de lutte contre le travail des enfants dans les mines et carrieres.
- Appel à propositions de programme d'action à l'intention des agences d'exécution
- « Liste des travaux dangereux interdits aux enfants en République du Benin, » Ministère du Travail et de la Fonction Publique, BIT-IPEC et Plan, adoptée par Décret No 2011-029 du 31 Janvier 2011.
- « Enquête Nationale sur le travail des enfants au Benin – 2008, Rapport final, » République du Benin, Bureau International du Travail, et Institut national de la statistique et de l'analyse économique (INSAE), 2008.
- « Recueil des textes en matière de lutte contre l'exploitation au travail des enfants en république du Benin » réalisé par : l'Observatoire Intersyndical de Suivi de l'Application des Conventions de l'OIT sur le Travail des Enfants au Benin, Décembre, 2006.
- Other Referenced Resource Materials

- UNRef Web page
- UNICEF
- Ministère De La Famille Et De L'enfant Bureau International Du Travail (Bit)
- Plan D'action National De Lutte Contre La Traite Des Enfants A Des Fins D'exploitation De Leur Travail, Version Finale Janvier 2008
- Materials related to Mining and Rock Quarrying in West Africa : "Little Hands of the Stone Quarries, an investigation into Child Trafficking between Benin and Nigeria" December 2005 , Terre des Hommes (TDH).

Côte d'Ivoire

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- PA8V7_16_09_2011_vf.DOC, PA2_v5_doc_actualisé_13_07_2011.doc,
- PA6_UGTCI_v5_.doc_20_juillet_2011_Réplanifié.doc,
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- Mission_Report_DALOA.docx, Mission_Report_GRAND_BASSAM_07_2011.docx,
- Mission_Report_san_pedro_07_2011.docx, Mission_Report_San_Pedro.docx,
- Mission_Report_SOUBRE.docx, Mission_Report_SSTE_07_2011.docx,
- Mission_Report_Yamoussoukro_09_2011.docx
- Materials Related to Côte d'Ivoire Project, Including Government Documents
- Power Point Presentation, ECOWAS I and II, by Sigue H.
- Decree on List of Hazardous Work
- Decree on Domestic Work
- CAKHS Charter on Child Labour
- Hazardous List Workshop on Status of Child Labour Monitoring Synthesis Report
- Document cadre du systeme observation et de suivi du travail des enfants en Côte d'Ivoire (SOSTECI) octobre 2011
- Analysis on Domestic Work, Child Labour Work, Regional Workshop at Bongouanou
- WDACL Q & A Atelier régional de planification
- Projet WAP-ECOWAS-Côte d'Ivoire
- Atelier d'Abengourou du 11 au 12 Août 2010, Salle de conférence de la Préfecture d'Abengourou
- Other documents furnished by the IAs, including names of beneficiaries

Ghana et Côte d'Ivoire

- Materials related to the Cocoa Protocols
- NECPLEC materials, <http://childprotection.gov.gh/organisational-structure>
- Child Labor in Ghana Cocoa Production: Focus upon Agricultural Tasks, Ergonomic Exposures, and Associated Injuries and Illnesses, L. Diane Mull, and Steven R. Kirkhorn, MD.
- Harkin-Engel Protocol
- International Labor Rights Fund, Updates on Cocoa Protocol
- The Hershey Report
- Payson Center for International Development and Technology Transfer of Tulane University,
- Cocoa Project Materials:

- Final Report, Oversight of public and private initiatives to eliminate WFCL in the cocoa sector in Côte d'Ivoire and Ghana
- Final Report on the Status of Public and Private Efforts to Eliminate the Worst Forms of Child Labor (WFCL) in the Cocoa Sectors of Côte d'Ivoire and Ghana. March 31, 2011.
- Annual Surveys of Child Labor in the Cocoa-Growing Areas of Côte d'Ivoire and Ghana. 2007-2009
- World Vision Australian: Our Guilty Pleasure: Exploitative Child Labour in the Chocolate Industry
- Numerous other documents on the free-range worldwide web

Ghana

- Action Plans and Reports
- Ghana National Action Plan
- March 2011 Cocoa_ap_techprogress_March_2011
- May 2011 MINING_RAF0951PUSA_AP08_NECPAD_APSO_23052011
- Network for Community Planning and Development (NECPAD), March 2011
- Fishing Ghana 111110_TPR_Aug 2011
- Mission Report Title of Action Programme: Support for the Elimination of Worst Forms of Child Labour (WFCL) in the Cocoa Sector in 15 Communities of the Bia, Juaboso and Aowin-Suaman Districts.
- Fishing AP Work Plan
- Other documents furnished by the IAs, including names of beneficiaries.
- Other Project Related or Ghana Contextual Documents
- Final report NAP Italy Sept 30 2011
- Government of Ghana's Response to the USDOL on Child/Forced Labour in Foreign Countries May 2011
- 2011 Financial Year Budget Speech - Ghana News Link
- www.ghananewslink.com/adurl.
- Dr. Kwabena Duffuor. Minister Of Finance And Economic Planning
- Ghana Mining Information on Line
- www.Newmont.com

Nigeria

- DRAFT - National Policy for the Elimination of Child Labour in Nigeria
- DRAFT - National Plan of Action for the Elimination of Child Labour in Nigeria
- Rapid Assessment of the Child Labour Situation in Artisanal Mines and Quarries in Ogun and Oyo States of Nigeria.
- Regional Action Plan for the Elimination of Child Labour

- Integrated Work-plan for Nigeria & ECOWAS
- Report on the Consultation Workshop for the Review of Child Labour Policy and National Plan of Action for the Elimination of the Worst Forms of Child Labour in Nigeria
- Report on Project Launch and Strategic Planning Workshop of ILO/IPEC /FGN/ECOWAS Interventions to Fight Against Child Labour Report Abuja October 17-18, 2011.
- Report on the Project Launch and Strategic Planning Workshop of ILO/IPEC /FGN/ECOWAS II Interventions to Fight Against Child Labour Report Abeokuta October 20-21, 2011.

Other Referenced Resource Materials

- NAPTIP. NAPTIP NEWS Vol. 2 No 2. August – October, 2010.
- UNICEF. Information Sheet: The Child's Rights Act. August, 2007.
- Ebigbo, P. O. Street Children: The Core of Child Abuse and Neglect in Nigeria. *Children Youth and Environments* 13 (1), Spring 2003.
- 'Dimeji Togunde and Arielle Carter. In their Own Words: Consequences of Child Labour in Urban Nigeria. *J. Soc. Sci.*, 16(2): 173-181, 2008.
- Dosunmu, Akinola George and Abidogun, Babajide Gboyega. Child Labour among Working Children in Ogun State, Nigeria. *European Journal of Social Sciences* vol. 25 No. 3, 2011.
- National Population Commission Abuja Nigeria. Nigeria Demographic and Health Survey, 2008.
- National Population Commission Abuja Nigeria. Analytical Report at National Level: 1991 Population Census of the Federal Republic of Nigeria. April 1998.
- What is the good of the ECOWAS? Jan Cernicky, International Reports, Berlin, Sep. 3, 2007
- Editor: Konrad-Adenauer-Stiftung e.V.
- Driving a People-centred Regional Integration, Anniversary Speech of ECOWAS/CEDEAO: Press Conference to Mark The 36th Anniversary of the Founding of ECOWAS: 27 May 2011
- Address by: H.E. James Victor GBEHO, President ECOWAS
- ECONOMIC COMMUNITY OF WEST AFRICAN STATES web pages
- www.ecowas.int/publications/en/framework/ECPF_final.
- Various treaties, protocols and declarations, including Declaration on The Fight against Trafficking in Persons, ECOWAS Protocol on the Mechanism Relating to Conflict. Prevention, Management, Resolution, Peace-Keeping And Security, Protocol on Free Movement of People.
- Key Ministerial Structures Responsible For ECOWAS, ECOWAS -National-Unit-Directory.
- ECOWAS court of justice web page
- The Ecowas Bank for Investment and Development (EBID) web page

ILO/ IPEC Evaluation and Impact Assessment section (EIA former DED)

- Briefing Materials
- Guidelines for Preparation of Evaluations
- ILO/ IPEC Design, Evaluation and Documentation (DED) section guidelines materials

- Briefing Material on Monitoring and Evaluation in IPEC
- DED Guidelines 6: Elements of Self-evaluation Guidelines
- DED Note 1: Preparing Terms of Reference for Evaluations (in certain cases)
- DED Note 2: Project Monitoring Plans
- DED Note: 3: Types and Levels of Evaluation in IPEC
- DED Note 4: Project cycle in IPEC
- DED Note 5: Process of Managing Evaluation in IPEC
- DED Note 6: Impact Assessment in IPEC\
- DED Note Self Evaluations
- ILO Global Reports on Child Labour 2002, 2006, 2010
- ILO Decent Work Country Programmes materials, Draft DWCP for the countries covered in this evaluation: Benin and Côte D'Ivoire
- Manual on Child Labour Rapid Assessment Methodology: SIMPOC ILO-UNICEF

Annex B: MTE Itinerary 31 October , 2011 – 11 March, 2012

October 31-November 4, 2011
Geneva, Switzerland
Meetings with ILO-IPEC

Ghana

Desk Review, Ghana (October 27- November 6)

Sunday, November 6

Accra, Ghana
Meetings with Mrs. Miriam Gachago, Acting ILO/IPEC CTA
Sam Benefo, National Co-Evaluator

Monday, November 7³⁹

Meetings with Mrs. Miriam Gachago Accra
E. Kwame Mensah, Program Officer
Met ILO/IPEC Staff - Meetings with Stella Dzator, National Program Coordinator, ILO/IPEC Cocoa Project Former Child Labour Unit, MESW
Ghana Employers' Association
Charles Asante Bempong
Meetings with representative of the Trades Union Congress (Andrews Tagoe)

Tuesday , November 8 - Wednesday, November 9

Field Visit to PACF, IA working with communities along the coastal belt
Coastal Area, Accra Region: Elevanyo, Puteh, Adafoah, Anyamam, Akplabanya
District Social Welfare (4), Education Officers (3) Adafoah
Meetings with the District Directorate of GES
Visit to Schools, observed school feeding program
Meetings with Headmasters, teachers, CCPCs, Parents of beneficiaries enrolled in schools

Thursday, November 10

Travel to Kumasi
Meetings with Kuapa Kokoo staff, Executive Director

Friday, November 11

Field Visit to Sefwi Proso and Sefwi Juaboso - Meetings with field staff, Kuapa Kokoo, CCPC, Women in Livelihood project, beneficiary school pupils - Interview with the Executive Director, SBSN and SBSN staff
FGD – 2 children, 2 youth, 4 adults - Meetings with District Coordinating Director - Interviews with non-project children and adults

Saturday, November 12

Travel to Mining Areas, Kenyasi - Technology issues
Interviews with Newmont commercial miners, safety trainers

Sunday, November 13

Visit to galamsey (illegal mining sites), observed child labour at site and in town - Interviews with Galamsey workers, non-project child workers, independent community members

Monday , November 14- Tuesday 15

Meetings with NECPAD , Executive Director and staff, District CCPC and Assembly member, District Chief Executive, Asutifi District and other district officials
Observed mining sites, Kenyasi No. 1

³⁹ Despite Public holiday, some stakeholders made themselves available

Wuromumuso: Meetings with Headmaster, teachers, primary and JHS beneficiary pupils -
Acharensya: Meetings with Women in Livelihood project, Observed Parents Group, NPO awareness presentation
Nkasaim: Meetings with Headmaster, teachers, primary and JHS beneficiary pupils girls in apprenticeship – Dressmaking and Hairdressing, Trades masters and teachers
Travel to Kumasi

Wednesday, November 16

Travel to Accra
Meetings with Key MESW Acting Chief Director, Chief Labour Officer, Deputy Director/Focal Point

Thursday, November 18

Meetings with MOCWA Acting Director, and US Embassy personnel
Stakeholders Meetings Preparation

Friday, November 19

Stakeholder Meeting - ILO Conference Room, Accra

Saturday, November 20

Depart

Côte d'Ivoire

Desk Review, Côte d'Ivoire (January 9-13, 2012)

January 15

Abidjan
Meetings with Honoré Boua Bi Semien, Sigui Mokie Hyacinthe
National Consultant Ballo Zié (Not available for field site visits)

Monday, January 16

Orientation, visit ILO/IPEC Offices, met ILO/IPEC ECOWAS Staff
Meetings with Marie Jean Zomba, UGTCI AP ECOWAS II ILO/IPEC Offices

Tuesday, January 17 - Thursday, January 21

San Pedro
AIECA, NGO Briefing
Meetings with San Pedro ECOWAS I AIECA Steering Committee, Parents of beneficiaries, Child School children and Apprenticeship Beneficiaries, Livelihood support , IGA, Beneficiaries
Visit schools, IGAs
Apprenticeships

Friday, January 20

Meet with mayor and administrative authorities - Regional Director, Social Workers, Labour Direction and Inspectors

Saturday, January 21

Travel

Sunday, January 22 – Tuesday, January 24

Daola , Gonate, Villages
CAKHS (KAVOKIVA) Cooperative Briefing
Focus Group discussions and Meetings with Parents, CLV Meetings
Visits to Villages, Schools
Sous-Préfet, Gonate
KAVOKIVA Activities, Cocoa warehouse, Health and Insurance Centre, Micro Finance Centre
Mission Synthesis
Dismissed absent National Consultant

Wednesday, January 25

Travel to Abidjan, Meeting postponed

Thursday, January 26

Meetings with US Embassy, CEPAR - INADES

Friday, January 27

Stakeholders Workshop, ILO Conference Room, Abidjan

Meetings with ASA, some government representatives

Sunday, January 29

Depart

Nigeria

Desk Review, Nigeria and Benin (February 13-24)

Monday, February 27

Meetings with Ministry of Labour and Productivity, representative of Nigerian Supreme Council for Islamic Affairs (NSCIA) conducted by National Consultant

Tuesday, February 28

Meetings with ILO-IPEC staff (TA and Programme Officer), ILO-IPEC Geneva Senior Programme Officer and WAP CTA

Wednesday, February 29

Presentation of Needs Assessment Study Results, ECOWAS/CEDEAO Headquarters Introduction to key ECOWAS/CEDEAO staff

Preparation for Stakeholders Meeting, Abuja

Thursday, March 1

Stakeholder Workshop, Abuja Bolingo Hotel

Individual Meetings with stakeholders

Arrangements for follow-up interviews

Friday, March 2

Meetings with NAPTIP, NAPTIP HQ

Interview with Education Informant from Kano State, Bolingo

Saturday, March 3

Fly to Lagos

Meetings with Stephen McClelland, WAP CTA

Sunday, March 4

Tour of NAPTIP Shelter for recovered trafficked survivors Lagos

Preparation for Stakeholders Meeting, Abeokuta

Monday, March 5

Abeokuta

Stakeholders Meeting, Richton Hotel Abeokuta

Interviews with Stakeholders, arrangements for site visits - Visit to quarries was determined to be inappropriate for the Lead Evaluator; NC was scheduled to go

Tuesday, March 6

Visit Market Abeokuta Interviews, working children

All-team Meetings, Evaluators Briefing Lagos

Wednesday- Thursday, March 7-8

National Consultant Site visit to Ibadan (Verified child labour; potential IAs work) - Lead Evaluator

Fly to Cotonou, Benin

Benin

Desk Review, Nigeria and Benin (February 13-24)

Wednesday, March 7

Cotonou

Meetings with MTE team, ILO-IPEC staff

Meetings with l'Observatoire Intersyndical de suivi de l'Application des conventions de l'OIT sur le travail des enfants au Bénin (OBISACÔTE), Labour Ministry

Thursday, March 8

Meetings with US Embassy, Ministry of Mines, UNICEF, Terre des Hommes, ARED

Meetings with Quarry Owner, Parent of working children

Friday, March 9

Meetings with Selected Implementing Agencies (including RETRAME, APEM, Stakeholder Workshop, Cotonou

Saturday, March 10

Debrief with National Consultant

Sunday, March 11

Depart

Annex C: People contacted, interviewed and met

ILO-IPEC

Switzerland and elsewhere (interviewed in November 2011 and March 2012)

1. Peter Wichmand, Head, DED
2. Ricardo Furman Wolf, Senior Evaluation Officer
3. Frank Hagemann, Research & Policy Head
4. Mary Read, Programme & Planning Head
5. Alexandre Soho, Senior Programme Officer
6. Simon Seynes, Head, Social Dialogue
7. Constance Thomas, Director IPEC
8. Francesco d'Olividio, former project Chief Technical Advisor (CTA), (By Telephone, Pakistan)
9. Sina Chuma-Mkandawire, Director, ILO Sub-Regional Office in Abuja, Nigeria (interviewed in Accra, Ghana)
10. Vera Lucia Paquète-Perdigão, Spécialiste Technique Principal Travail des Enfants (Dakar)
11. Honoré Boua Bi Semien, Former ECOWAS coordinator, now CCP International Director
12. Michel Gregoire, ILO TREE Project/ Département des Compétences et de l'Employabilité

ECOWAS I and II PROJECT

1. Stephen McClelland, WAP CTA
2. Krishnamoorthy Kukkikatte, TA, Abuja FCT
3. Agatha Kolawole, National Programme Officer, Abeokuta Ogun state
4. Miriam Wangechi Gachago, Interim CTA, Accra
5. Emmanuel Kwame Mensah, National Programme Officer
6. Percy Ntow-Amoako, Senior Financial Officer
7. Akpene Amenumey, Administrative Assistant
8. John Osei-Afram, David Annor Mantey, Drivers
9. Sigui Mokie Hyacinthe, Programme Officer /Chargé National
10. Daouda Kamrete, Driver
11. Gautho François, Coordonnateur IPEC/BIT
12. Akpakpa Serge, Assistant Programme IPEC

USDOL- Office of Child Labor, Forced Labor and Human Trafficking

By Telephone, November, 2011, February March, April 2012)

1. Tanya Rasa, Division Chief, Africa
2. Chris Dearing, Project Manager
3. Maureen Jaffe, OFCT, ILAB
4. Samantha Schasberger, ILAB

US EMBASSY

1. Gaeton Damberg-Ott, Political Officer, US Embassy, Abidjan
2. William Covin, US Embassy, Abidjan
3. William N. Holton, Jr., Political Officer, US Embassy, Accra
4. Mackenzie Rowe, Political and Military Officer, US Embassy, Cotonou
5. José Lino De Souza, Political Assistant, US Embassy, Cotonou

Ghana

National Government

1. Nancy L. Dzah (MS), Acting Chief Director, Ministry of Employment and Social Welfare
2. Elizabeth Hagen, Chief Labour Officer
3. Gloria Noi, Deputy Director, MESW, PME, ILO Focal Person
4. Mary Mperreh, National Planning Commission, Consultant to ECOWAS Project for Integration of NAP
5. Mariama Yayah, Acting Director, Department Of Children, Ministry Of Women And Children Affairs
6. Stella Dzator, former head of MESW Child Labour Unit, now ILO/IPEC CCP

District Governments

1. Eric Addae, District Chief Executive, Asutifi
2. David Gorman Hammond, Managing Director
3. Stephan E. Tikdi, District Director, National Commission for Civic Education
4. Sanfo Adamuidwa, Community Development
5. Victor Ownsu Boalry, District Statistical Officer Education
6. Hanna Kitcher, District Training Officer Education
7. Stephen S. Nartey, Education
8. Sywujer Mionnnerg, Education Officer School Directors And Teachers
9. Ames D. Asamani, Deputy Director, Basic School
10. Francis B. Attor, Anyamam Presbyterian Primary School
11. Rosamund, Owner/Teacher Rose's Beauty School
12. Adjei Boateng, IC, and two teachers
13. Norammuso JHS head
14. Ames D. Asamani, Deputy Director, Basic School

Department of Social Welfare

1. Simon Brace, FP/CLU
2. Peter Duayah
3. Divine Exorgbe
4. Priscilla Ocansay
5. Toninie Abu Alhassan
6. Emmanuel Kiu
7. Seth O. Acheampony

Implementing Agencies, NGOs and Social Partners

1. Aliko Ampry Samuel, Democracy and Human Rights Coordinator
2. Charles Asante-Bempong, Project Manager, Ghana Employer's Association
3. Andrews A. Tagoe, Head - Rural Worker General Agricultural Workers' Union (GAWU) of Ghana Trades Union Congress (TUC)
4. Dave Agbenu, Organising Secretary, Ghana Journalists Association
5. Elizabeth Danquah, Parent and Child Foundation, PACF

Kuapa Kokoo

1. Emmanuel Kwabena Arthur, Executive Director, Kuapa Kokoo
2. Joseph Nabin, PO Kuapa Kokoo Program staff
3. Prempeh, Kuapa Kokoo Program staff
4. Emmanuel Kwabena Arthur, Executive Director, Kuapa Kokoo

NECPAD, Network for Community Planning and Development

1. Paul A. Kukwaw, Executive Director, NECPAD
2. Doris Owusu Ansah, Health Assistant, NECPAD
3. Michael Anhwere Bona, Field Staff, NECPAD

4. Morkeh Ittcophilus, M&E Officer, NECPAD

Focus Groups (FGD) and Individual Interviews

1. FGD consisted of no less than five, usually 6-8 interviewees)
2. Total Number: 24 children
3. Formal school beneficiary FGD: 9, Apprentices: 2 (Names Available)
4. Vocational Trainees FGD, Tailoring
5. Elvanyo/Patukope School: 9
6. Ockanseykope School: 6
7. Parents/Women's Enterprise Group, Kenyasi (Acharenya)

Community Child Protection Committees and Parents

1. Total Number Community Child Protection Committees CCPCs : 4, District 1
2. Samuel Ashiengmor
3. Micheal Aklie
4. Gideon Akhplehey
5. Amos Dostsor
6. Elizabeth Dornor
7. Beatrice, Teacher and head of Child Protection Committee, Songutsokpah Dangme East

Parents (and child beneficiary [PACF])

1. Ana Falicia Tokoli – (Abenogo – son)
2. Mabel Okutu (Albekto Akli – 6 yr)
3. Narh Rose (Erasmis Osah 8 ½ yrs)
4. Joseph Tokoli (Corobin Tokoli) Cassette seller
5. Emmanuel Okotu (Ezekiel Okai)
6. Efram Asamani (Raphel Asamani)

Small Business Services Network (SBSN)

1. David Z. Atiga, President SBSN
2. Rebekah, Program Officer,
3. Joyce C.. Administrative Officer

Commercial Miners

1. Australian Mining Consultants (Joel, Stanley, and Hugo, Health and Safety Trainers for Newmont Mining)

Other Informants

1. FGD migrant young men from North at mining site: 12
2. Galamsey business people
3. Mother and working son
4. Adult Sister and working brother
5. Child labourers, vendors, rock crushers, porters
6. FGD non-project children (14)

Côte d'Ivoire

Also members of Steering Committee/Comite de Pilotage *

Full lists of participants are available **

Government Administrative and Political Officers

Ministère de la Famille, de la Femme et de l'Enfant/Ministry of Family, Woman and Child

1. Djeul Bi Trazie Aime**, Chef du service, Protection de L'Enfant a la Direction Régionale, Point focal
2. Mme Ahouakon Eugenie, Pre-school educator

3. Mlle Desiree Akpo, Assistante sociale

Ministère de l'Education

1. Jo Kouadio, Coordonnateur National
2. Germaine Effi, Assistant Du Coordonnateur National
3. Service National d'Animation, de Promotion et de Suivi des Comites de Gestion des établissements Scolaires/SNAPS-COGES Mme. Kouadio née Dion**
4. Coordinatrice Régional Pour Alphabétisation, Direction régionale Pour L'Education Nationale Regional /Coordinator for literacy, (DREN) Régional Direction for National éducation

San Pédro Department, capital of the Bas-Sassandra Region

1. Maurice Tasle, S/G, Conseil Général

Ministère de la Fonction Publique et de l'Emploi/ Ministre de l'Emploi, des Affaires Sociales et de la Solidarité /Ministry of Labour

1. Reine -Laure Broni, Direction (Nationale)NSC/Comite Nationale de la Lutte Contre le Travail des Enfants
2. Assi Eloï Adou, Administrateur du Travail et des Lois Sociales, San Pedro
3. Albert Niamke Emou, Attache du travail ed des Lois Sociales, Point Focal, TDE

Maire/Mayor's Office San Pedro

1. Maire Nemlin, Resident and Mayor
2. Frederic Achi Adon S. General Maire
3. Vahou Kakou Marcel, ** Chef de Service Socio-Culture,
4. Konan Aya Kikane, Secretariat Direction Mairie/Mayor's Office

Implementing Agencies and Social Partners

1. Marie-Jeane Kombo, Secrétaire Nationale Chargée du secteur Agricole et de la Lutte Contre le Travail des Enfants, Union Générale des Travailleurs
2. ASA Directrice
3. Jean-Emile Nkiranuye, Director, CERAP

AIECA

1. Tanon Adou, National and ECOWAS Project coordinateur, AIECA
2. Abdoulaye Koné, Coordinateur départemental
3. N'guessan Marius, Animateur
4. Tokpadjiri Anderson, Comptable Adjoint/Assistant Accountant
5. Coulibaly Thenata, Assistant financier
6. Kamate Fatoumata, Animatrice AIECA Steering Committee (Comite de Pilotage)*
7. Nonsoh Assa Hippolyte, Président, Chambre Régional de Métiers
8. Ouattara Moussa, Chambre des Métiers

CAKHS Coopérative KAVOKIVA

1. Governing Board and Staff, 18 participants, including
2. Gnaoua Dago Fulbert, Managing Director of the Kavokiva Cooperative
3. Yaya Mariame Touré, ECOWAS Project coordinateur
4. Member
5. Doctor
6. Clinic Director
7. Assistant Mid Wife, Maternity

Micro Finance Centre, CAKHS KAVOKIVA

1. Konan YAO, Secrétaire General
2. Bey Kouame Konan, SGA
3. Mlle Clarisse Kone, Gerante
4. Bia Bouenan Zaure, Caissiere

5. [-] KAVOKIVA Supviseur
6. Lydie Aimee Kouassi Affoue, KAVOKIVA Supviseur de Mahounou
7. Parfait [-], KAVOKIVA Supviseur

School Directors And Teachers

1. M'Bahiakoffikro School Director with 209 Students
2. EPP Bardot School Director Amani K. Joseph, EPP Bardot school Sud 1
3. Kouame Ngbadjo Antoine, Pedagogy Advisor, Bardot 1 secteur

Focus Group (FGD) and Individual Interviews, Child Protection Committees and Parents

1. Bardot (Settlement Quarter, San Pedro)
2. Parents*
3. Steering Committee*
4. Comite de Vigilance (10) 1 representative from each of ten CLV in Bardot
5. Affoussiata Kanate, Association des femmes de Denguele
6. Giselle n'Guessan, Association des femmes de Baoule'Agba
7. Mahounou Village Meeting (78 attended) 35 participants*
8. Mahounou CLV (11)*
9. M'Bahiakoffikro Village Meeting (50 + participants)*
10. M'Bahiakoffikro CLV (11)*

Livelihood Support Projects

1. Audrey Koffi, charcoal sales
2. Bernadette N'guessan, vegetable sales
3. Fofana Meimouna, Market Garden

Interviews with Beneficiaries (23)

1. Three école primaire school direct beneficiaries ages 11-12*
2. Two former house servants, ages 16, 19 (17.5 when enrolled in literacy course)
3. Former house servants, 15, 16
4. former house servants, Baby sitters 15, 16
5. Former house servant, 16
6. Former bread seller, age 15
7. Twelve beneficiaries, ages 9-15, two enrolled in mechanic apprenticeship, ten in public and private schools *

Vocational Skills Training / Master Craftsmen

1. Tailoring, Erik Koffi Brou
2. Hairdresser, Marie-Chantal Ako Aboue
3. Tailor, Marie-Chantal Amain N'guessan
4. Divine Couture Shop
5. Tailor, Béatrice Agoi
6. Auto mécanics, Bamba Moritie

Nigeria

Government Of Nigeria, Administrative and Political Officers

Federal Ministry of Labour & Productivity

1. Engr. Paul Okwulohie, Director (Inspectorate) Federal Secretariat, Abuja
2. Mrs. Ogunbiyi Samuel, Senior Labour Officer
3. Mrs. Okereke Charity, Labour Officer I
4. Miss Ndubisi Chineye Callista, Labour Officer
5. Miss Iyizoba Ije, Labour Officer Ibadan

Oyo State Ministry of Women Affairs, Community Development and Social Welfare

1. Mrs. Fola-Kayode O., Director (Child Welfare)
2. Mr. Adeoye Raimi, Deputy Director (Child Welfare)
3. Federal Ministry of Labour & Productivity (Ibadan Oyo)
4. Mr. Ayodele Timothy, State Controller
5. Mrs. Orji-Ogbuehi, Chief Labour Officer
6. Mr. Diekola Eniola, Chief Labour Officer
7. Mr. Eshomounu Itemoagbo, Desk Officer (Child Labour)
8. Mrs. Ogunleye Folashade, Senior Labour Officer
9. [--] Representative, Donor Relations Ministry of Education, Kano State

Implementing Agencies (Potential), Social Partners and other Informants

NAPTIP (Abuja)

1. Lily N. Ogujiofor, Director Counselling and Rehabilitation, NAPTIP Abuja
2. R.A Kuffon, Director Research & Programme Development, Abuja
3. Mr. Morka Godwin Assistant Director
4. Mrs. Anuforom Eunice, Assistant Director
5. Mr. Segun Sanwo, NAPTIP Desk Officer (Child Labour)
6. Mr. Aderohunmu Ismaila, Assistant Chief Social Worker

Lagos, NAPTIP

1. Odetunde Tunde Adedayo, Zonal Head, NAPTIP , Lagos
2. Mwata Ifeom, NAPTIP Shelter Manager, Lagos
3. 13 Nurses and Counsellors, NAPTIP Shelter (Names available)

Terre Des Hommes, Abeokuta

1. Peju Osoba, Program Manager for Nigeria

Galilee Fdn. Ibadan

1. Mr. Gregory Eigbedon (Aigbedon), Project Director
2. Mrs. Adu Omowunmi, Administrative Officer
3. Mtrs. Ogundele O., Matron Shelter Home
4. Tunji Sekoni Trade Union Congress (TUC) Abuja
5. Alhaji Muhammed Kabir Kassim, Deputy Director, Nigerian Supreme Council for Islamic Affairs (NSCIA)
6. Mr. Abdullahi Danjuma Project Manager

Other informants

1. Blind-beggar Cluster Location (Sabo Mokola Ibadan, Oyo State)
2. Mallam Lawal Muhammed, Coordinator
3. Mallam Abubakar Hassain, guide
4. Ojo Construction-Quarry Site (Ibadan)
5. Mr. Seyi Adeyemi, Site Supervisor
6. Abeokuta market
7. Mother and working child
8. 3 working children
9. Vendors

Benin

Government

1. Djaoun Afouda Ernest, Direction Générale Du Travail
2. Djidjoho Perpétue, Direction Générale Du Travail
3. Dansoukpevi Marcellin, CS/LTE/ Direction Générale du Travail
4. Houeto Alain, Directeur Général Des Mines

5. Mouzoun Paul, DAF/Direction Générale des Mines
6. Awokou A. Stanislas, Direction Générale des Mines

Implementing Agencies (Potential), NGOs and Other Informants and Stakeholders

1. Hadeou Amen Isis, Assistant to National Consultant
2. Assogba Innocent, President OBISACÔTE
3. Lima Béatrice, Vice-president OBISACÔTE
4. Gbewezoun Vincent
5. Tossou Yaovi
6. Agbognonnon Aimé
7. Lokenga N. Jean, Unicef Chef Unité Protection De L'enfant
8. Adjai Olivier, Conseiller Technique, Directeur Intérim, Terre Des Hommes-Bénin
9. Dassanou Oza Sossa, Directeur Exécutif, ARED
10. Togbedji Deha, Charge de programme ARED
11. Togbe Loko Angèle, Directrice ONG GRADEHI s/c ARED
12. Dagba Eliomi, MJCD-ONG
13. Alidou Mohamed, APEM-ONG
14. Gbenande Silivère, Nouvel Elan ONG s/c MJCD
15. Kounouho Toussaint, RETRAME
16. Amadou A. Moussa, PIED-ONG
17. Medegan Philippe, RETRAME
18. Djivoessoun Romuald, Directeur Exécutif AUTRE VIE-ONG

Target Beneficiaries

1. Cakpo Barthélémy, Parent of Beneficiary
2. Djiwale Kuessi Pierre, Quarry Owner, Lokossa

Annex D: Participants ECOWAS/CEDEAO Meeting

March, 2012 - Attendees ECOWAS Survey Presentation

1. Prof. Amadu Sesay Consultant/O.A.U Ile-Ife NIIA Ife-Lagos
2. Dr. Bolanle Adetoun (Principal Programme Officer – Gender and Child)
3. Onuoha Obii ECOWAS (Legal Adviser)
4. Dr. Alves D'Almeida Fernondo Jorge ECOWAS Commission (PPO Social Affairs)
5. Ajayi Olanike ECOWAS Commission (Support Assistant Multi Surveillance)
6. Jonathan Bara-Hart ECOWAS Commission (Communication Assistant)
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Annex E: Stakeholder Participant Lists For MTE Briefings

Benin

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Ghana

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28.	Krishnamoorthy Kukkikatte	ILO/IPEC	Abuja
29.	Agatha Kolawole	ILO/IPEC	Abeokuta Ogun state
30.	Lou Witherite	ILO/IPEC (International Consultant)	Geneva/USA
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Nigeria – SHM MEETING 1

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6.	Mrs Peju Osoba	Terres des Homme	Abeokuta Ogun state
7.	Miss Aderemi Adetoun	Terres des Homme	Abeokuta Ogun state
8.	Miss Ogunleye Lawunmi	Terres des Homme	Abeokuta Ogun state
9.	Mr. Adeoye S. Raimi	Min. of Women Affairs, Community Development & Social Welfare	Ibadan Oyo State
10.	Mr. Ayodele Olaniyi	FMoL&P (Oyo state Office)	Ibadan Oyo state
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12.	Mr. Fatoki Clement Muyiwa	FMoL&P (Ogun state Office)	Abeokuta Ogun state
13.	Mr. Eigbedon Gregory	Galilee Foundation	Ibadan Oyo state
14.	Mr. Oduyemi Akerenusi	FMoL&P (Ogun state Office)	Abeokuta Ogun state
15.	Mr. Adebayo Seyi	Trade Union congress	Abeokuta Ogun state
16.	Mr. Oyilusi Rufus	Min. of Mines & Steel Development	Abeokuta Ogun state
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24.	Lou Witherite	ILO/IPEC (International Consultant)	Geneva/USA
25.	Adeogun Adewale	ILO/IPEC (National Consultant)	Abuja

Annex F: Sample Agendas for Stakeholder Meetings

Elimination of the Worst Forms of Child Labour in West Africa and Strengthening Sub-Regional Cooperation, ECOWAS II Mid-Term Evaluation Briefing Following CDN Meetings regarding World Day Against Child labour Friday 9 March 2012 INFOTEC CENTRE	
11:00	Introduction Power Point Presentation by Consultants Comments and Questions
Elimination of the Worst Forms of Child Labour in West Africa and Strengthening Sub-Regional Cooperation, ECOWAS I and ECOWAS II Mid-Term Evaluation Thursday 1 March 2012 - BOLINGO HOTEL , ABUJA, NIGERIA	
8:30am	Welcome participants
9:30am	ECOWAS Technical Adviser Welcoming
9:45am	Introduction of participants
10:00am	Presentation of Workshop objectives and Power Point Presentation
10:35am	Tea Break
11:00am	Comments and Questions
11:45am	Critical Question (Discussion)
12:45pm	Closing
13:00pm	Lunch
Mission d'évaluation indépendante partielle Projets WAP-ECOWAS I et II Atelier des partenaires Siege du BIT, 27 janvier 2012	
08h30	Accueil des participants
09h00	Mots de bienvenue par le Coordonnateur National du Projet
09h15	Présentation des participants
09h30	Présentation des objectifs de l'atelier par le Coordonnateur National du Projet
10h00	Pause cafe
10h15	Présentation des objectifs et stratégies d'ECOWAS I et II par le Coordonnateur National du Projet
10h45	Présentation du rapport de mission par la Consultante Internationale
11h00	Questions-réponses
13h00	Pause déjeuner

Annex G: All Recommendations

The details of these recommendations are found in the separate reports filed for the four core countries of ECOWAS I and II.

1. Maximize comparative advantage of ILO-IPEC across country programs
2. Increase focus on Girls

Benin

1. Field visits should be conducted to the quarries
2. Offer Opportunities for IAs to exchange with IAs in other core countries, and to receive training.
3. Add Marketing to the Raising Awareness Methodologies
4. Certify Products to Be Child Labour-Free
5. Go to the Top in Building Advocates for Child Labour
6. Build the Knowledge Base – Establish Systems of Data Management and Documentation From the Beginning
7. Request a no-cost extension for the project. Consider next steps for future funded activities.

Cote d'Ivoire

1. Expand Awareness Raising Techniques and Audiences
2. Supervise and Support Implementing Agencies to ensure the best quality Educational programmes
3. Change conduct with Knowledge, Attitudes And Practice (KAP) on Accidents And Death
4. Involve Children in Advocacy and Action
5. Advocate for Launching a Birth Registration Campaign
6. Communicate and Coordinate ECOWAS (project)-wide
7. Increase Efficiency and be More Effective

Ghana

1. Intensify Efforts to Meet Project Indicators
2. Project Management: Use Dynamic, Useful Management/Implementation Plans (M/IP)
3. Project Management: Increase Technical Support and other Human Resources
4. Build in More CL-specific Capacity Strengthening for NGOS
5. Project Design: What's Missing? Children's Participation
6. Livelihood Support: The promise of a path out of poverty is fraught with potholes.
7. Change Practices by Examining Knowledge and Attitudes
8. Ensure that Schools are Welcoming to Withdrawn Working and at-risk Pupils
9. Reward the Hard Workers
10. Remember the Big Picture: Objective 2

Nigeria

1. Solidify The Relationship With The Ministry Of Labour And Productivity
2. Continue To Strengthen The National Steering Committee (NSC)
3. Streamline and Position the Project As A Leader In Fighting Child Labour In The Country And Sub Region
4. Retain Focus on Mining/Quarries as a Sector of Child Labour

5. Approve Action Programmes Soon and Strategically
6. Get To Know the ECOWAS/CEDEAO BETTER
7. Tighten Up Implementation Using The Remedial Plan Of Action And Another Mini-Evaluation
8. Solicit Extension and Increased Funding
9. Assess the Resources Available For Nigeria
10. Review Staffing Patterns
11. Build Stronger Links among Project Core Countries

Annex H: Project Areas of Interest

Benin: IA Selection Grid for selection of Implementing Agencies (Translation)

GRILLE D'ÉVALUATION DES PROPOSITIONS DE PROGRAMME D'ACTION			
NOM DE L'AGENCE D'EXÉCUTION:.....DATE :			
NOMS DES ÉVALUATEURS:			
A: Capacité opérationnelle et financière	Max.	20	_____
<i>Operational and financial capacity</i>			
B: Pertinence du PA	Max.	20	_____
<i>Relevance</i>			
C: Stratégies du PA	Max.	25	_____
<i>Strategy</i>			
D: Durabilité	Max.	15	_____
<i>Sustainability</i>			
E: Plan de travail et suivi évaluation.....	Max.	08	_____
<i>Work plan and M & E</i>			
F: Budget	Max.	12	_____
<i>Budget</i>			
TOTAL	Max.	100	_____

Mode d'emploi

Pour être retenue, toute proposition doit obtenir au moins 60 points sur les 100.

Moins de 12 points sur 20 est éliminatoire pour A et B et moins de 15 pour C

Cette grille peut être utilisée par l'équipe de ECOWAS II pour sélectionner les PA à présenter au CDN

A - CAPACITÉ OPÉRATIONNELLE ET FINANCIÈRE (max : 20 points)

(Noter de 0 à 2 chaque affirmation selon la situation du PA ou de l'AE)

- 1_____ L'AE n'a jamais manqué à ses obligations ou n'a jamais été impliquée par le passé dans des litiges avec IPEC
- 2_____ L'AE dispose d'expérience suffisante dans le domaine de la lutte contre le travail des enfants.
- 3_____ L'AE dispose d'expérience suffisante dans l'exécution des projets de taille ou de complexité similaire
- 4_____ L'AE dispose de bonnes références et son travail est bien apprécié.
- 5_____ L'AE dispose d'un siège approprié et d'une antenne dans la zone cible du PA ou pas très loin
- 6_____ L'AE dispose d'un personnel administratif pouvant appuyer le personnel technique du PA
- 7_____ Le personnel technique proposé pour exécuter le PA est approprié
- 8_____ L'AE intervenait déjà dans la zone cible du PA ou à la capacité d'opérer dans la zone
- 9_____ L'AE dispose de moyens (roulants, infrastructures / constructions, équipements) qui seront utilisés dans la mise en œuvre du PA
- 10_____ Il est prévu une contribution locale (AE et autres) dans le PA et il est presque sûr qu'elle sera mobilisée

B - PERTINENCE DU PA (max :20 points)

(Noter de 0 à 2 chaque affirmation selon la situation du PA ou de l'AE)

- 1_____ Le PA est en cohérence avec les objectifs et résultats du projet ECOWAS II
- 2_____ Tous les résultats et activités du PA sont clairement liés aux composantes ou résultats du projet E II
- 3_____ Les indicateurs du PA contribuent à l'atteinte des indicateurs du projet ECOWAS
- 4_____ Il y a une définition et une description claire de la situation ou du problème
- 5_____ Il y a une analyse pertinente des réponses actuelles au problème
- 6_____ Il y a une évaluation pertinente des besoins non satisfaits (décalage entre problèmes et réponses actuelles, identification d'alternative plus efficaces etc.)
- 7_____ Le PA permet de s'attaquer au nœud du problème de travail des enfants dans les mines et carrières dans la zone

- 8 ____ Les groupes cibles sont clairement identifiés ainsi que leurs besoins
- 9 ____ Les analyses sont faites selon le genre ; le PA prend en compte / intègre l'approche genre
- 10 ____ Le PA répond aux besoins et contraintes spécifiques des groupes cibles et de la localité
- C- STRATÉGIES DU PA (max : 25 points)**
- (Noter de 0 à 2 chaque affirmation selon la situation du PA ou de l'AE)
- 1 ____ De façon globale, le PA a fait les meilleures options en matière de stratégies de prévention, de retrait et d'amélioration des conditions de travail et de vie au regard des réalités locales
- 2 ____ De façon globale le PA a fait les meilleures options en matière de type d'intervention et prévoit aussi bien des actions directes que des interventions de renforcement institutionnel
- 3 ____ Les activités prévues sont appropriées, pratiques et en cohérence avec les objectifs et résultats du PA
- 4 ____ La stratégie prévoit une bonne implication des différents acteurs (services étatiques, autorités locales, organisations des employeurs et organisations des travailleurs, les parents, les enfants, les enseignants, les OSC)
- (Noter de 0 à 1 chaque affirmation selon la situation du PA ou de l'AE)
- Prévention**
- 5 ____ Le PA dispose d'une stratégie de prévention
- 6 ____ La stratégie de prévention prend en compte la sensibilisation
- 7 ____ La stratégie de prévention prend en compte la promotion de la scolarisation des enfants et leur maintien à l'école
- 8 ____ La stratégie de prévention prend en compte la mobilisation sociale contre le travail des enfants.
- 9 ____ La stratégie de prévention prend en compte la nécessité de répression des cas d'abus et de violation des droits des enfants
- 10 ____ La stratégie de prévention prend en compte le renforcement des capacités des structures étatiques à protéger les enfants contre les PFTE ou le plaidoyer à l'endroit de ces structures pour une meilleure protection des enfants
- 11 ____ La stratégie de prévention prend en compte le plaidoyer pour la prise en compte du problème des PFTE par les autorités locales à travers les PDC et les budgets annuels
- Retrait et réinsertion/réhabilitation**
- 12 ____ Le PA dispose d'une stratégie de retrait et ou de réinsertion/réhabilitation des enfants déjà engagés dans le travail dans les mines et carrières
- 13 ____ La stratégie prend en compte la promotion du retour à l'école formelle pour les enfants de 05-10 ans
- 14 ____ La stratégie prend en compte la promotion de cours d'éducation alternative pour les enfants de 10-14 ans
- 15 ____ La stratégie prend en compte la promotion de la formation professionnelle et/ou de la réorientation vers des emplois non dangereux pour les enfants de plus de 14ans
- 16 ____ La stratégie prend en compte la prise en charge des besoins essentiels des enfants (sanitaire, psychologique etc.)
- Amélioration des conditions de travail des jeunes et des adultes et des conditions de vie des familles**
- 17 ____ Le PA dispose d'une stratégie d'amélioration des conditions de travail et de vie des familles
- 18 ____ La stratégie prend en compte la promotion du dialogue social entre organisations de travailleurs et d'employeurs
- 19 ____ La stratégie prend en compte le renforcement de la sécurité et de la santé au travail
- 20 ____ La stratégie prend en compte l'amélioration des outils de travail
- 21 ____ La stratégie prend en compte la diversification des sources de revenus
- D - DURABILITÉ (max : 15 points)**
- (Noter de 0 à 3 chaque affirmation selon la situation du PA ou de l'AE)
- 1 ____ Le PA aura un impact tangible sur les groupes cibles
- 2 ____ Les réalisations du PA seront durables
- 3 ____ Il existe une stratégie assurant l'appropriation des résultats par les acteurs concernés
- 4 ____ Le PA peut avoir un effet multiplicateur et servir de modèle répliquable par les acteurs de la protection des enfants
- 5 ____ Le PA apportera une contribution importante pour le développement locale
- E- PLAN DE TRAVAIL ET SUIVI – ÉVALUATION (max : 8 points)**
- (Noter de 0 à 2 chaque affirmation selon la situation du PA ou de l'AE)
- 1 ____ Le plan de travail est clair et réaliste, les temps prévus pour les activités sont raisonnables.
- 2 ____ Le plan de travail prévoit une bonne répartition des responsabilités entre les acteurs. Les différents acteurs (étatiques et associatifs) jouent leur rôle. L'AE collabore avec les acteurs en ce qui concerne leur mission.
- 3 ____ Un mécanisme de suivi-évaluation est prévu et prend en compte les différents acteurs. Il est prévu des rencontres périodiques

de bilan et de planification, ainsi que la mesure des effets du PA

4. Le mécanisme de suivi-évaluation permettra de répondre aux deux questions essentielles du suivi-évaluation : Est-ce que tout se déroule comme prévu ? Quels changements le PA a induits ?

Nigeria: Talking Points from Stakeholder Meetings

A. ILO/IPEC ECOWAS Project Stakeholder's Meeting Abuja FCT Talking Points

ILO/IPEC ECOWAS Project Discussion

1. General situation of CL in the country and pattern is distribution, identification of source, transit and destination within the country
2. Clarifications and comments on the role of the project in national child labour programme and NSC
3. Clarifications and comments on the role in the project of:
 - a. Government
 - b. ILO tripartite constituent members
 - c. Social Partners

Discussion Questions

National Policy Document

- Q1. What caused the delay in finalization and validating of the:
 - a. Draft National Policy for the Elimination of Child Labour in Nigeria?
 - b. National Plan of Action for the Elimination of Child Labour in Nigeria?
- Q2. What is the current development status of these documents?
- Q3. What is being done to move the process forward/fast track the process?

Constituted National Steering Committee

- Q4. Why is the NSC membership so large?
- Q5. Has the ToR for the committee made available to members?
- Q6. Why has the NSC not met since it was constituted?
- Q7. How can the committee be structured to make it functional?
- Q8. In what ways can the committee be supported to deliver on set objectives?

Project Target & Duration

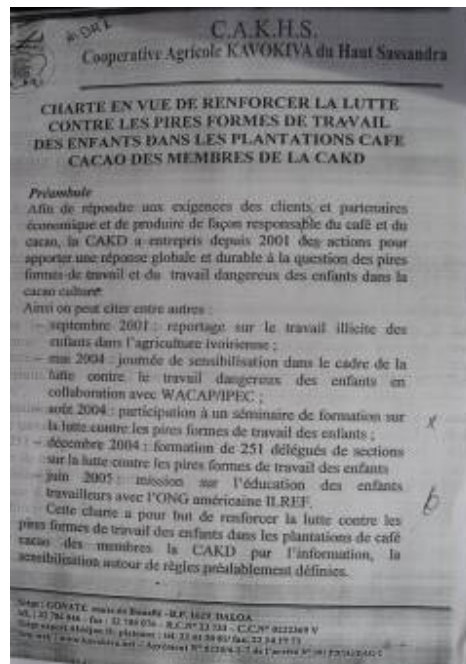
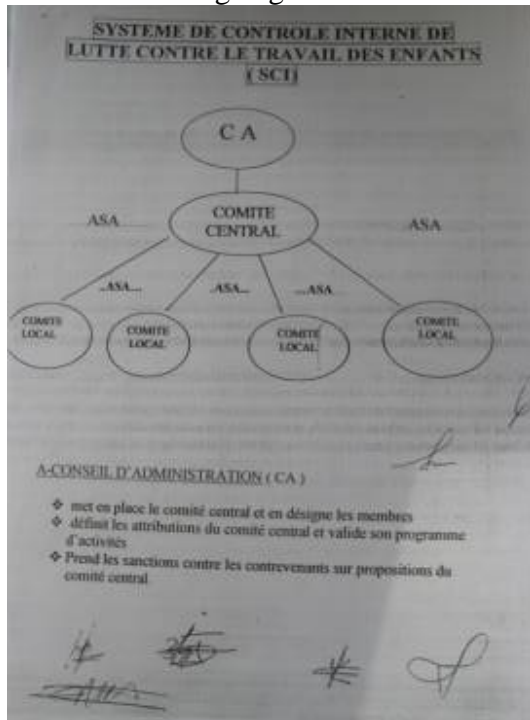
- Q9. Why the project's target is small compared to reality on ground about CL in Nigeria?
- Q10. Given the delay in the commencement of implementation of activities of the project, can the objectives of project still be achieved within the remaining short period?
- Q11. What can be done to fast track the implementation of the project?

B. ILO/IPEC ECOWAS Project Stakeholder's Meeting Abeokuta Ogun State

Talking Points

1. Saturation of CL (quarry & mine) intervention in Abeokuta project site
2. Workplace sensitisation on CL issues on-going through National Labour Congress in SW zone
3. Existence of a model for CL intervention in SW zone of NAPTIP
4. Under staffing in core government MDAs CL units
5. Low capacity amongst staff especially at operational levels
6. Opportunity for project identity in other part of the country with CL (quarry/mine) issues
7. To collaborate, leverage resources and retain/engage personnel from on similar CL projects in the country

KAVOKIVA Organigramme et Charte contre WFCL



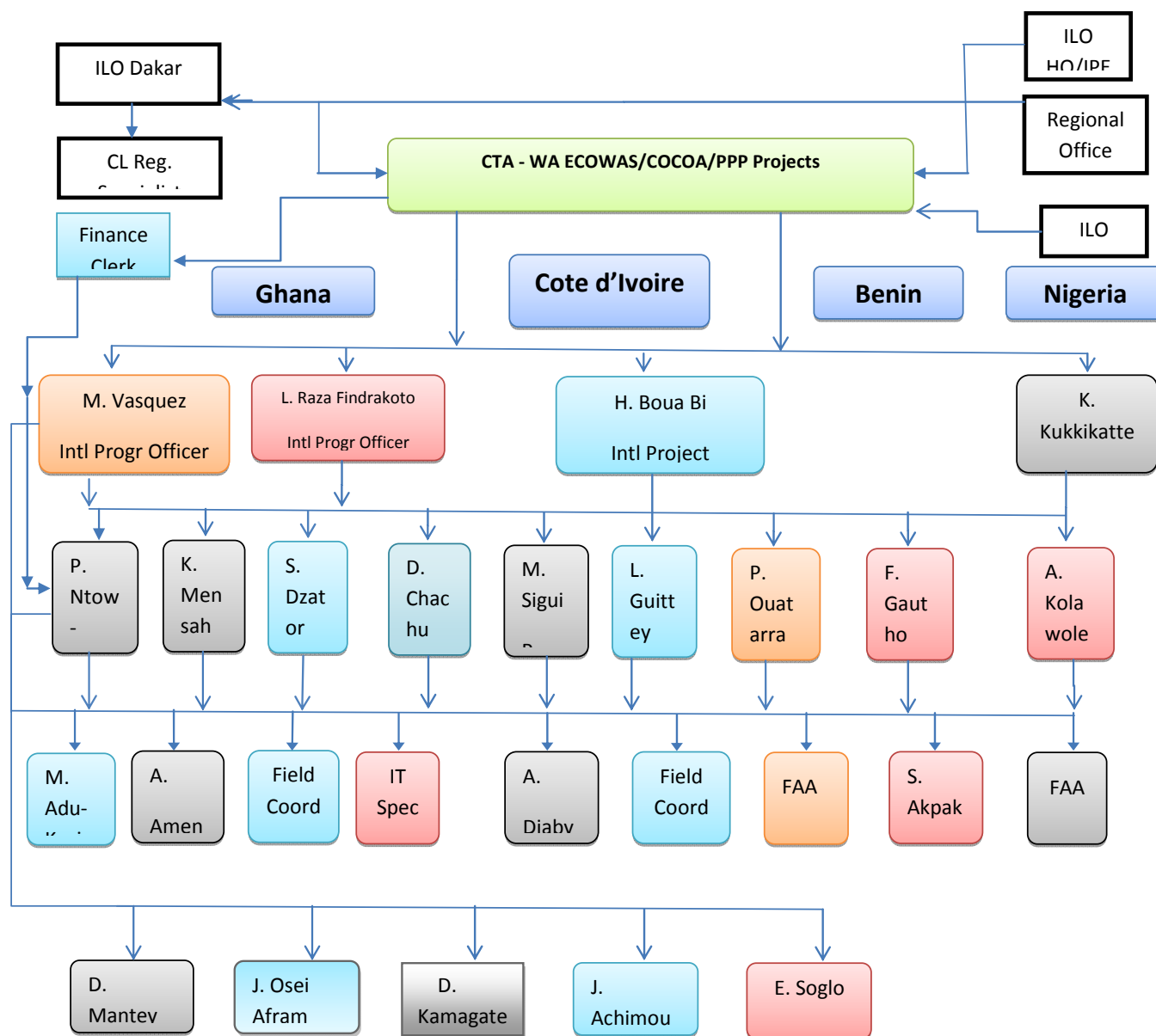
Fiche inscription des enfants (AIECA)

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Annex I: Organisational Chart for West African ECOWAS – CCP & PPP Projects

(provided by Senior Programme Officer for Africa, A. Soho)

Integrated Management Chart



Annex J: Evaluation Instrument Matrix

Area of Evaluation	Inputs and Evidence Query	Desired Characteristics	
PROJECT DESIGN	Comprehended, how described by actors Logical Frameworks ProDocs	Logical Coherent Feasible and Affordable Practical	Institutional Model Pilot efficacy
Assessment of Goal statements		Goal - well stated, obtainable?	
Assessment of Objectives		well stated, obtainable	
Assessment of Indicators		best use of national capacities	
Pre-design study and process	actors involved in design, meeting documentation	Participation (meetings, data collection) , investment involvement	
RELEVANCE	Sound identification of problems and needs	Fishing -Mining- Cocoa- Domestic service- Market-FAMILIES Appropriate	
	Responds to relevant needs from perspective of direct beneficiaries	Aimed to strengthen capacity building Consistent with other initiatives	
Purpose	comparative advantages of ILO IPEC	Suitable	
Sustainability	Exit strategy and national ownership plan	Project can end and momentum will continue	
Modality of execution	Implementing Agencies Plans, presentations, site visits	Execution, CL Knowledge, Available expertise	
RESULTS	Specific indicators	Met Specific indicators	
Achievements :		Outputs achieved : school enrolment, new work activities (livelihood enhancements), increased income, improved stability in life.	Most important achieved Minor or no outputs achieved. Why or why not?
IMPACT - Progress Target groups - Direct project beneficiaries (children, parents, communities, government actors)	Specific indicators: The impact of the project can be measured by assessing those outcomes that, without the project's inputs, might not have happened.	Impact on Children	Significant Modest
		Impact on Families	Negative or no
		Impact on institutions and Policy arena Policy document	Policy planning document Policy evaluation reports
BURNING ISSUES	CHALLENGES Identification (stated barriers, weaknesses)	Self-Analysis, Problem solving	
Unanticipated outcomes	Lessons Learned Good practices	Innovations, Anecdotes, Results, Press and Media Increased Awareness	Impact on Communities DOCUMENTATION
Policy Initiatives and existing policies/ Policy Change, By Laws, Enforcement	National Action Plans		
	National Child Labour Monitoring System		
	C 138 C 182		
	Anti Trafficking law		
	Other laws of note		
PROJECT MANAGEMENT	Organigramme Context	Enabling environment. Actions required	
Reporting	TPRs APs Work Plans	Timely Informative Accurate	What do the reports say? Useful documentation
budgeting, spending, procurement	Reports, visual assessment	Economy, efficient, knowledgeable, professional, meets standard Budget conforming to policy and desired outputs	
Personnel -- hiring, supervision	Staffing patterns	Sound hiring practices	Capacity building (value?)

Area of Evaluation	Inputs and Evidence Query	Desired Characteristics	
	Job descriptions	Staff support Enough for the tasks? Turn over?	Use or misuse of staff and consultants Composition- Representative (value?)
Functioning office and Technology	Observed.	Equipment well maintained. Suitable, used Special or unique aspects	
MONITORING AND EVALUATION			
Monitoring plan	Detailed definition of indicators	Comprehensible, appropriate	
Sources of data collection	Clear documentation	Organized, Data is quickly and accurately accessed	
Methods of data collection		Diversity, Quality of methods	
Frequency of data collection		Routine	
Persons responsible for Data collection analysis and reporting		Dedicated and qualified personnel, adequate IAs and Project Management	
CAPABILITIES AND CAPACITIES	Implementation reports	Institutional Development	
Training	Records	Quality, Purpose, Outcome	
Partner Selection	Criteria Assessment of strengths and weaknesses	How were partners selected? proven track record or innovative and new	
QUALITY ASSURANCE		Overall Project inputs/ deliverables	
Education (All, formal and NFE)	School Attendance And Performance	What do educators need?	
IGA		Education related Deliverables	
EFFECTIVENESS	Objective Attainment	Highly effective meets indicators (as determined to be appropriate and results - assuring Could alternative actions produced the same results	
EFFICIENCY Cost v. Benefits		Vehicle and energy use, multiple meetings, exchange of info, capacities	
Child involvement and Participation in the Process		Clubs plays drama civic activity	
KNOWLEDGE AND AWARENESS	Evidence of Participatory Processes Interviews If there is lack of knowledge, it falls on the project.	how much is known and understood about child labour, child trafficking. Do respondents understand the fine points about CL and local laws Government official: does s/he demonstrate understanding or is he she just showing up for work? Does the peasant understand the issue to the point of a wanting to change the life of his or her child. Has the informant had personal experience as a child?	
AWARENESS	Communication activities BCC and KAP strategies	Innovative Communication - more than WDACL Coherent and consistent strategies (CAMPAIGN) Quantitative reporting on awareness raising. How many people reached, how	
SUSTAINABILITY	National Ownership Clear exit strategy Plan	Actors and beneficiaries know that the project will end and when Momentum started will continue (efforts -- providing services, enforcing laws, playing radio messages, every dollar spent) has a chance of happening again without the project how will the project extricate itself without causing serious gaps. If the project is closing soon, are there plans for the files, equipment etc.	
National Ownership	Management Plan and Financing	Government commitment Socio-Econ factors	Self-financing. Partially or fully subsidized
Cross-Cutting, Specialty Issues	Cocoa - Gender awareness - HIV/AIDS	Awareness of, and how handled	

Annex K: Mid-term Evaluation Terms of Reference



International Labour Organization- International Programme on the Elimination of Child Labour ILO/IPEC

Terms of Reference For Independent Midterm Evaluation

“Elimination of the Worst Forms of Child Labour in West Africa and Strengthening Sub-Regional Cooperation

ECOWAS I (RAF/09/51/USA) and ECOWAS II (RAF/10/53/USA)”

Final version
October 2011

Stage 1: Ghana
Stage 2: Cote d'Ivoire
Stage 3: Nigeria
Stage 4: Benin
Stage 5: Integrated report

	ECOWAS I	ECOWAS II
ILO Project Code	RAF/09/51/USA	RAF/10/53/USA
ILO Project Number	P.340.10.100.051	P.250.03.100.053
Duration	40 months	36 months
Country	Sub regional (15 countries)- National in Cote D'Ivoire, Ghana and Nigeria	Sub regional (15 countries)- National in Benin, Cote D'Ivoire, Ghana and Nigeria
Starting Date	30 September 2009	30 December 2010
Ending Date	31 January 2013	31 December 2013
Project Language	English and French	English and French
Financing Agency	USDOL	
Donor contribution	USD 7,950,000	USD 5,000,000

List of Abbreviations

AP	Action Programme
CL	Child Labour
CLMS	Child Labour Monitoring System
DBMR	Direct Beneficiaries Monitoring and Reporting
DED	ILO/IPEC Geneva's Design, Evaluation and Documentation Section
DWCP	Decent Work Country Programmes
ECOWAS	Economic Community of West Africa States
HQ	Headquarters
ILO	International Labour Organization
IO	Immediate Objective
IPEC	International Programme on the Elimination of Child Labour
NAP	National Action Plan
NC	National consultant
NGO	Non governmental Organization
OSH	Occupation safety and health
PRSP	Poverty Reduction Strategy Paper
SAP-FL	Special Action Programme for combating Forced Labour
TBP	Time Bound Programme
TL	Team leader
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNICEF	United Nations Children's Fund
USDOL	United States Department of Labour
WFCL	Worst Forms of Child Labour

1. Background and Justification

1. The aim of the International Programme on the Elimination of Child labour (IPEC) is the progressive elimination of child labour, especially its worst forms. The political will and commitment of individual governments to address child labour - in cooperation with employers' and workers' organizations, non-governmental organizations and other relevant parties in society- is the basis for IPEC action. IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes strengthening national capacities to deal with this issue, legislation harmonization, improvement of the knowledge base, raising awareness on the negative consequences of child labour, promoting social mobilization against it, and implementing demonstrative direct action programmes (AP) to prevent children from child labour and remove child workers from hazardous work and provide them and their families with appropriate alternatives.
2. The operational strategy of IPEC has over the years focus on providing support to national and local constituents and partners through their project and activities. Such support has to the extent possible been provided in context of national frameworks, institutions and process that have facilitated the building of capacities and mobilisation for further action. It has emphasized various degrees of a comprehensive approach, providing linkages between action and partners in sectors and areas of work relevant for child labour. Whenever possible specific national framework or programmes have provided such focus.
3. Starting in 2001, IPEC has promoted the implementation of such national frameworks through the national Time Bound Programme (TBP) approach which has evolved into the current NAPs. The NAP is the framework to operationalize the national CL labour policy as a statement of a country's course or approach to dealing with the problem of CL. It is intended to be a set of coherent and complementary policies, strategies and interventions with the long-term purpose of reducing and eventually eliminating CL.
4. The Global Action Plan (GAP), proposed in the 2006 Global Report on Child Labour and endorsed by the Governing Body at its November 2006 sitting, reinforced this emphasis by calling on all ILO member States to put appropriate time-bound measures using National Action Plans (NAP), in place by 2008 with a view to eliminating the WFCL by 2016.
5. The NAPs incorporate lessons learned from the earlier TBPs, especially in terms of process, the importance of institutions, and the role IPEC and other ILO units can play to ensure broad mobilization and sustainability. The recent experience has emphasized the facilitation and enhancement of national ownership, using a participatory approach involving government departments, the social partners and other key stakeholders at national, sub-national and sectoral levels.
6. NAPs are designed to be based on existing and planned interventions in all relevant social and economic sectors, with linkages to UNDAF and other UN programmes. They represent a programme framework, not a standalone project. The NAP formulation and implementation is a national responsibility, requiring national leadership and ownership, as well as national resource mobilization.
7. IPEC strategy, settled under the Decent Work Country Programmes, in Africa, states that IPEC will work with all countries; and sub-regional and regional bodies, towards the elimination of child labour, depending on our comparative advantage and the availability of resources. Towards this end, efforts will be made to beef up capacity for upstream support in the region. The orientation is

to rebalancing IPEC support in favour of upstream activities (especially policy advice, advocacy, knowledge development and sharing, and capacity building), with direct actions emphasizing the development of mechanisms that ensure mainstreaming into the work of mandated institutions

8. The ECOWAS organization, that comprises 15 States members in West Africa, has been taken measures since 2008 to work on this thematic area, in particular by adopting a regional CL and Strategic Action Plan. For IPEC to strengthen the capacities of committed organizations, like ECOWAS, is central in providing sustainable structures (i.e. Africa) regarding CL and trafficking as well. This encompasses collaboration with ECOWAS in policy development, monitoring, peer review, information sharing and capacity building among the member states. It should be also noted that this is a potentially useful example of work with regional and sub-regional institutions in Africa involves the establishment of mechanisms for policy monitoring (e.g., through peer review systems), linked to regional/sub-regional policies and protocols, capacity building (training, dissemination of good practices, etc.) and information sharing (web sites, e-mail lists, communities of practice, etc.).
9. From the perspective of the International Labour Organisation (ILO), the elimination of child labour is part of its work on standards and fundamental principles and rights at work. The fulfilment of these standards should guarantee decent work for all adults. In this sense, the ILO provides technical assistance to its three constituents: government, workers and employers. This tripartite structure is the key characteristic of ILO cooperation and it is within this framework that the activities developed by the Programme should be analyzed.
10. ILO Decent Work Country Programmes (DWCPs) have subsequently been developed and are being introduced in the ILO to provide a mechanism to outline agreed upon priorities between the ILO and the national constituent partners within a broader UN and International development context. For further information please see :
<http://www.ilo.org/public/english/decent.htm>
11. The DWCP defines a corporate focus on priorities, operational strategies, as well as a resource and implementation plan that complements and supports partner plans for national decent work priorities. As such, DWCP are broader frameworks to which the individual ILO project is linked and contributes to. DWCP are beginning to be gradually introduced into various countries' planning and implementing frameworks. The current draft DWCP for the countries covered in this evaluation can be found at:

Benin and Cote D'Ivoire:

<http://www.ilo.org/public/english/bureau/program/dwcp/countries/index.htm>

Ghana

<https://www.ilo.org/intranet/english/bureau/program/dwcp/country/africa/ghana.htm>

Nigeria

<https://www.ilo.org/intranet/english/bureau/program/dwcp/country/africa/nigeria.htm>

Programme Background

12. As has been said earlier, elimination of CL is a major task that should involve all available stakeholders, not only at national or local level. In this sense, ECOWAS I and II have been formulated having in mind the potential of working in West Africa supporting an African governmental-based sub regional organization, ECOWAS. A major project challenge is to upstream

achievement and learning in direct actions in local and results at national level (i.e. changes in institutional environment, policy level, etc.).

13. These two projects articulate therefore, a different approach in terms of developing capacities of African countries constituencies⁴⁰.
14. The ECOWAS I and II Projects have two common immediate objectives. The first one is oriented to support national efforts to eliminate the worst forms of child labour in Cote d'Ivoire, Ghana, Benin and Nigeria. The second aims at mobilizing sub-regional policy makers and improving sub-regional cooperation for the elimination of the worst forms of child labour among all fifteen member States of the Economic Community of West African States (ECOWAS). The outputs per objective are presented in Annex II.
15. By linking these two components, and through strategies to foster knowledge sharing, the projects will enable the three core countries to serve as models and learning laboratories for the benefit of decision makers and other stakeholders across the sub-region.
16. Due to the level of integration at programmatic level, these projects are being evaluated at two levels: 1) as one integrated programme; and 2) Two separate projects, in particular for accountability (i.e. budget and outputs)⁴¹. Hence "ECOWAS" label alone will apply in these TORs to ECOWAS I and II Projects as one.
17. It is relevant to mention that, in Ghana and Cote d'Ivoire, the projects are closely linked to the Cocoa sector, as this is a central economic sector for both countries.
18. Regarding Benin and Nigeria, same situation applies in relation to the mining sector.

ECOWAS I

19. The objective one includes direct action in Ghana and Cote d'Ivoire. In Ghana it includes working in cocoa (and coffee production) areas, mining and quarries and lake Volta fishing. In Cote d'Ivoire it includes cocoa (and coffee) and domestic child labour.
20. 4,950 children will be withdrawn and 4,650 will be prevented from the WFCL in the targeted areas, through provision of education and vocational and skills training, including labour rights and appropriate OSH measures for adolescents, plus training of employers on workplace risk assessment and management
21. The objective 2 focus is on combating trafficking of children in the sub region including the following areas of intervention:
 - a) Developing [statutory] monitoring and reporting arrangements for relevant policies
 - b) Reinforcing the professional capabilities of relevant ECOWAS officials to deal with issues of child labour and trafficking.
 - c) Co-organizing sub-regional forums and developing knowledge sharing tools designed to forge partnerships, share good practices, and foster sub-regional multi-stakeholders networks

⁴⁰ The Italian funded project "Support to the development of NAPs in Sub Saharan Africa through policy support, research, knowledge building and advocacy, in particular through UCW Programme" is another recent experience to work in more than one country in Africa under the same project. Even tough, the approach is not the same; it should be referred during the desk review phase (i.e. the Final evaluation report).

⁴¹ For more details about reporting please see section IV

22. The project will collaborate with the ILO Special Action Programme to combat forced labour (SAP-FL), the International Cocoa Initiative, the World Cocoa Foundation, and the International Organization of Migration to complement their own expertise. The project will also complement effort with other USDOL and IPEC projects working in the same region on cocoa issues.

ECOWAS II

23. In Ghana and Cote D'Ivoire the project complements strategies and activities with ECOWAS I and the USDOL-funded ILO/IPEC project "Towards child labour free cocoa growing communities through an integrated area based approach".
24. In Nigeria and Benin, it has direct action programmes in the artesian mining sector. The project addresses also the displacement effect on child labour by working also other activities like markets, plantations, domestic service and street-vending. Moreover, it targets additional families with livelihoods/decent work interventions, and new action programs in cocoa growing districts using strategies similar to those already implemented in ECOWAS I.
25. The project also reinforces ECOWAS I interventions in Ghana and Cote d'Ivoire to strengthen and expand their child labour monitoring systems (CLMS) and will initiate support for CLMS in Benin.
26. It strengthen the capacity of ILO tripartite constituents and other relevant partners in Benin and Nigeria to enhance and implement national policies, plans and bi-lateral agreements to combat the worst forms of child labour.
27. 4,000 children will be withdrawn or prevented from the WFCL in the targeted areas: 2,000 in cocoa growing districts in Ghana and Cote d'Ivoire and 2,000 children in artisan mining and stone quarries in Benin and Nigeria.

ECOWAS achievements and most significant activities toward achievements (up to September 2011)

28. Ghana

- Government launched the CL NAP and ratified Convention 138
- Integration of the NAP in government departments, and workers and employers organizations
- On going review process and update of the Hazardous Works Framework by various government Ministries and Offices
- Capacities of the members of the Council of Indigenous Business Association on dealing with CL in the informal sector strengthened
- The Ghana National Association of Teachers launched a handbook on CL
- Ministry of Women and Children is developing legal instruments to enhance the implementation of the Human Trafficking Act.
- APs in coca, fishing and mining on implementation
- 2,772 children withdrawn or prevented from CL
- Ghana Child Labour Monitoring System on implementation
- Fight against CL mainstreamed in the final draft of the 2010-16 UNDAF for Ghana

29. Cote d'Ivoire

- 2005-2009 NAP under review by a consultant
- SALTE (government office in charge of CL elimination) is revising the list of hazardous works
- Report of analysis on domestic child labour approved by the project

- Consultancy on legal framework of child domestic work started
- National CLMS (SOSTECI) framework harmonized by key partners and ready for implementation
- AP on capacity building in the pipeline
- In June 2010 the Government adopted a bill against child trafficking and child labour developed with the project support
- AP on social dialogue on formulation by social partners
- AP on domestic CL in San Pedro implemented: 10 Child protection Committees created and operating
- AP on communication and sensitization on WFCL drafted
- 543 children at risk or in domestic work receiving educational services in San Pedro
- 5 APs on withdrawal and social integration of 4,000 children under WFCL and support to 150 vulnerable families, updated and reintroduced into the pipeline

30. Benin

- List of hazard works launched
- Decent Work Country Program (including focus on measures to eliminate the WFCL) launched
- Action Programs in process of design

31. Nigeria

- National Action Plan activities drafted by the Ministry of Labour and ready for starting implementation
- Project launch to be held in October 2011

32. Sub-regional

- ECOWAS Organization completed preparation of the Regional Action Plan for the Elimination of CL. The document is ready for validation by country members.

Evaluation background

33. This evaluation consolidates ECOWAS I and II in terms of a programmatic evaluation: the ECOWAS I and ECOWAS II projects life cycle altogether encompasses 52 months from September 30th 2009 to December 31st 2013.
34. These projects are going to be evaluated as integrated in one program. Analysis will provide the possibility to read the discussion, conclusions, recommendations and lessons and potential good practice disaggregated by project, while reflection will go toward understanding each one separately, but also how complement each other.
35. For operational reasons (linked to utilization of evaluation analysis) the assignment will be done in five stages: 1) Ghana, 2) Cote d'Ivoire, 3) Nigeria, 4) Benin, and 5) Integrated report
36. The first two stages will cover Ghana and Cote d'Ivoire. They will refer basically (but not only) to the immediate objective 1 of ECOWAS. The third and forth stages will focus on ECOWAS objectives 1 and 2 in Nigeria and Benin (and through to ECOWAS country members); and the fifth stage will integrate the whole evaluation exercise under one report.

37. The stages one to four (the four countries) will have separate interim reports for learning at country level. However, these evaluation reports will act as inputs in the final report that will include the sub regional vision of the ECOWAS. Area.
38. The reporting will make explicit presentation of analysis and results per project (ECOWAS I and ECOWAS II) to facilitate accountability per project (as per Project document)
39. The evaluation five stages are articulated under one evaluation process. This evaluation process work under common evaluation instruments and approach, as presented in the Inception report (a document based on the Desk review that describes the evaluation instruments, reflecting the combination of tools and detailed instruments needed to address the range of selected aspects; under a DED outline). The Inception report will be adjusted as needed in each stage, keeping the main elements in. The integrated final evaluation report will also present, explicitly, the integration of all stages in terms of content and methodology.
40. Follow-up activities (in addition to the measures established by the ILO evaluation policy), are envisioned; oriented to review implementation of recommendations and upstream learning from this evaluation exercise, in particular in the 4 focus countries. The specific activities to be developed will be discussed after the evaluation has been completed and final reported circulated. It could be in the form of a sub-regional workshop, once activities in Benin, Nigeria and ECOWAS organization are more advanced.

2. Purpose and Scope

Purpose

41. The main purposes of the mid-term evaluation, at project and program levels are:
 - a) To review the ongoing progress and performance of the projects/programme (extent to which immediate objectives have been achieved and outputs delivered),
 - b) To examine the likelihood of the projects/programme in achieving its objectives, at country and regional level
 - c) To examine the delivery of the projects/programme inputs/activities
 - d) To assess and identify the nature and magnitude of constraints, the factors affecting projects/programme implementation and the factors contributing to the programme's success.
 - e) To consider how the projects/program assumptions affected project performance and outcomes and how the project reacted to them
 - f) To identify emerging potential good practices.
42. The mid-term evaluation should provide all stakeholders (i.e. the national and sub regional stakeholders, the project management team and IPEC) with information to assess and revise, as it is needed, work plans, strategies, objectives, partnership arrangements and resources. It should identify the potential impact on mainstreaming policy and strategies and suggest a possible way forward for the future.

Scope

43. The evaluation will focus on the ILO/IPEC projects/programme mentioned above, its achievements and its contribution to the overall national and sub-regional efforts to achieve the elimination of WFCL. The evaluation should focus on all the activities that have been implemented since the start of the projects to the moment of the field visits. (i.e. action programmes)

44. The evaluation should look at the programme as a whole, including issues of initial project design, implementation, lessons learnt, replicability and recommendations for current and future programmes.
45. The evaluation should cover expected (i.e. planned) and unexpected results in terms of non planned outputs and outcomes (i.e. side effects or externalities). Some of these unexpected changes could be as relevant as the ones planned. Therefore, the evaluation team should reflect on them for learning purposes.
46. The analytical scope should include identifying levels of achievement of objectives and explaining how and why have been attained in such ways (and not in other alternative expected ways, if this would be the case).
47. The consolidated report should, to the extent possible, update context factors and project results from early stages of the evaluation (i.e. Ghana and Cote D'Ivoire).
48. The reports will develop their analysis and results, distinguishing ECOWAS I and ECOWAS II performance, to provide the opportunity to assess each project separately, in addition to the integrated approach.

3. Suggested Aspects to be Addressed

49. 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.
50. The evaluation will address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency and sustainability to the extent possible as defined in the ILO Guidelines to Results-Based Evaluation: principles, Rationale, Planning and Managing for Evaluations', Version 1, January 2010
51. For gender concerns see: ILO Guidelines on "Considering Gender in Monitoring and Evaluation of ILO Programmes and Projects," 2007 (further information is also available at www.ilo.org/gender).
52. 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.
53. 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) and the project coordinator. It is not expected that the evaluation address all of the questions detailed in the Annex; however the evaluation must address the general areas of focus. **The evaluation instrument (summarised in the Inception report) should identify the general areas of focus listed here as well as other priority aspects to be addressed in the evaluation.**
54. Below are the main categories that need to be addressed:
 - Design
 - Achievements (Implementation and Effectiveness) of Objectives

- Relevance of the project
- Sustainability
- Special Aspects

4. Expected Outputs of the Evaluation

55. The expected outputs to be delivered by the evaluation team are:

a. Stage 1: Overall and Ghana

1. Inception report (for the whole evaluation and with a special section on Ghana): this report based on the Desk review should describe the evaluation instruments, reflecting the combination of tools and detailed instruments needed to address the range of selected aspects. The instrument needs to make provision for the triangulation of data where possible. The report will include the points defined in the DED Inception Report outline.
2. Quantitative and qualitative data collected in the field
3. Stakeholders workshop at the end of the field work
4. Ghana draft interim evaluation report. The evaluation report should include and reflect on findings from the field work and the stakeholders' workshop
5. Ghana final version of interim evaluation report (after comments from stakeholders consolidated by DED and provided to the evaluation team). This report will be considered interim until the final report for the overall evaluation is prepared.

b. Stage 2: Cote D'Ivoire

1. Inception report (update for Cote D'Ivoire) based on overall inception report and experience in Ghana referred to in Stage 1 and further desk review for Cote D'Ivoire. This output is only an update to reflect the work in Cote D'Ivoire,
2. Quantitative and qualitative data collected in the field
3. Stakeholders workshop at the end of the field work
4. Cote D'Ivoire draft interim evaluation report. The evaluation report should include and reflect on findings from the field work and the stakeholders' workshop
5. Cote D'Ivoire final version of interim evaluation report (after comments from stakeholders consolidated by DED and provided to the evaluation team)

c. Stage 3: Nigeria

1. Inception report (update for Nigeria and sub-regional dimension) based on overall inception report, experience in Ghana and Cote D'Ivoire referred to in Stage 1 and 2, and further desk review for Nigeria and the sub-regional level dimension. This output is only an update to reflect the work in Nigeria (i.e. country level) and sub-regional level at the ECOWAS organization,
2. Quantitative and qualitative data collected in the field for the country level activities and sub-regional dimension
3. Two stakeholders workshop at Abuja and Abeokuta after the end of the field work in each location

4. Nigeria draft interim evaluation report. The evaluation report should include and reflect on findings from the field work and the stakeholders' workshops.
 5. Nigeria final version of the interim evaluation report (after comments from stakeholders consolidated by DED and provided to the evaluation team)
- d. Benin
1. Inception report (update for Benin) based on overall inception report, experience in Ghana, Cote D'Ivoire and Nigeria referred to in Stage 1, 2 and 3 and further desk review for Benin. This output is only an update to reflect the work in Benin,
 2. Quantitative and qualitative data collected in Cotonnu
 3. Stakeholders workshop at the end of the field work
 4. Benin draft interim/country evaluation report. The evaluation report should include and reflect on findings from the field work and the stakeholders workshop
 5. Benin final version of interim evaluation report (after comments from stakeholders consolidated by DED and provided to the evaluation team)
- e. Final integrated report
1. Debriefing in Geneva on tentative findings of the overall evaluation
 2. Draft final evaluation integrated report that develops a systemic analysis of the ECOWAS I and II projects as a whole. The report will definitely reflect inputs from the 4 country reports, but should go beyond that, to focus on the activities as an overall programme (and disaggregated per project –ECOWAS I and II) as well as the sub regional dimension. The four country reports will be included as annexes to this report.
 3. Final integrated evaluation report (after comments from stakeholders consolidated by DED and provided to the evaluation team)
56. The following points will apply to the 5 stages, although the interim country reports will be less extensive and geared toward incorporation into overall report, including cross country elements.
57. Draft and Final evaluation reports (adapted to the two levels of reports: interim and regional integrated) include the following sections:
- ✓ Executive Summary with key findings, conclusions, recommendations, lessons and good practices
 - ✓ Clearly identified findings
 - ✓ A table presenting the key results (i.e. figures and qualitative results) achieved per objective (expected and unexpected)
 - ✓ Clearly identified conclusions and recommendations (i.e. specifying to which actor(s) apply)
 - ✓ Lessons learned
 - ✓ Potential good practices and effective models of intervention.
 - ✓ Appropriate Annexes including present TORs
 - ✓ Standard evaluation instrument matrix (adjusted version of the one included in the Inception report)

All sections will differentiate those elements that apply to ECOWAS I, to ECOWAS II and to both

The Inception Report will precise the specific outlines of each report.

58. The total length of each interim country reports should be a maximum of 30 pages. For the integrated report the length should be a maximum of 40 pages. This is excluding annexes; additional annexes can provide background and details on specific components of the project evaluated.
59. 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.
60. All the interim and the final draft reports (including key annexes) have to be submitted in English and French.
61. All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided in electronic version compatible for Word for Windows. Ownership of data from the evaluation rests jointly with ILO-IPEC and the consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO-IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.
62. The draft reports will be circulated to key stakeholders (project management, ILO/IPEC, ILO Regional, all participants present at the stakeholders' evaluation workshop, donor and others as identified by DED) for their review. Comments from stakeholders will be consolidated by DED and provided to the team leader. In preparing the final report, the team leader should consider these comments, incorporating as appropriate and providing a brief note explaining the reasons for not doing it when this last case applies.

5. Evaluation Methodology

63. The following is the proposed evaluation methodology. While the evaluation team can propose changes in the methodology, any such changes should be discussed with and approved by DED and the Project, provided that the research and analysis suggest changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.
64. The evaluation will be carried out using a global desk review at the phase 1 and additional desk reviews per country. This activity includes review of appropriate materials, including the project documents, progress reports, outputs of the programme and the projects (action programmes), results of any internal planning process and relevant materials from secondary sources. At the end of the desk review period, it is expected that the evaluation consultant will prepare an Inception report indicating the methodological approach to the evaluation in the form of the evaluation instrument, to be discussed and approved by DED and provided to the Project for input prior to the commencement of the field mission.
65. The evaluation team leader will interview the donor representatives and ILO/IPEC HQ and regional backstopping officials through conference calls or face-to-face interviews from home and in Geneva during the desk review phases.

66. The evaluation team will undertake field visits to programme in Ghana, Cote D'Ivoire and Nigeria. The evaluators will conduct interviews with project partners and implementing agencies, direct beneficiaries (i.e. children) and parents, do observations on the field and teachers and facilitate a workshop toward the end of the field visits in each country.
67. In Benin field activities will be only in Cotonu as action programmes with activities in local areas will not have started at the time of the evaluation.
68. The selection of the field visits locations should be based on criteria to be defined by the evaluation team. Some criteria to consider include:
 - Locations with successful and unsuccessful results from the perception of key stakeholders. The rationale is that extreme cases, at some extent, are more helpful than average cases for understanding how process worked and which results have been obtained
 - Locations that have been identified as providing particular good practices or bringing out particular key issues as identified by the desk review and initial discussions.
 - Areas known to have high prevalence of child labour.
 - Locations next to and not so close to main roads
69. The national workshops will be attended by IPEC staff and key stakeholders (i.e. partners), including the donor as appropriate. These events will be an opportunity for the evaluation team to gather further data, to present the preliminary findings, conclusions and recommendations and to obtain feedback. These meetings will take place toward the end of the fieldwork Ghana, Cote D'Ivoire and Benin. In Nigeria due to logistics reasons there will be two stakeholders' workshops: a first one in Abuja (i.e. ECOWAS Organization and with some focus on sub-regional activities) and another in the area of Action Plan implementation, Abeokuta.
70. The evaluation team will be responsible for organizing the methodology of the workshop. The identification of the participants of the workshop and logistics will be the responsibility of the project team in consultation with the evaluation team leader
71. The team leader has the ultimate responsibility of the whole process. He/she will be responsible for drafting and finalizing the evaluation reports, with support from national consultants. Upon feedback from stakeholders to the draft report, the team leader will further be responsible for finalizing the report incorporating any comments deemed appropriate.
72. The evaluation will be carried out with the technical support of the IPEC-DED section and with the logistical support of the programme offices in the four countries, in particular the main project office in Accra and the ILO sub regional office in Dakar.
73. DED will be responsible for consolidating the comments of stakeholders and submitting them to the team leader.
74. It is expected that the evaluation team will work to the highest evaluation standards and codes of conduct and follow the UN evaluation standards and norms.

The team responsibilities and profile

75. 1 Team leader (International consultant):

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

76. Four National consultants (one per country: Ghana, Cote D'Ivoire, Nigeria and Benin)

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

Evaluation Timetable and Schedule

77. The total duration of the evaluation process is eight months from end of October 2011 to May 2012.

The tentative timetable is as follows:

Phase	Responsible Person	Tasks	No of days	
			TL	NC
Ghana/overall				
1	Evaluation team leader	<ul style="list-style-type: none">Briefing with ILO/IPEC in Geneva (Ghana and overall projects)Desk Review of programme related documentsTelephone briefing with the donor and ILO regional offices (Ghana and overall projects)	10	4
2	Evaluation team. with logistical support by project	<ul style="list-style-type: none">In-country for consultations with program. staffConsultations with programme staff /managementInterviews with programme staff and partnersField visitsConsultations with girls and boys, parents and other beneficiaries	11	11
3	Evaluation team leader	<ul style="list-style-type: none">Workshop with key stakeholders: sharing of preliminary findings and feedback from participants	1	1
4	Evaluation team leader	<ul style="list-style-type: none">Draft sub-report (based on consultations from field visits and desk review and workshop)	8	1
5	DED	<ul style="list-style-type: none">Circulate draft report to key stakeholdersConsolidate comments of stakeholders and send to team leader	0	0
6	Evaluation team leader	<ul style="list-style-type: none">Finalize the interim report including explanations for comments that were not included	1	0
SUB TOTAL GHANA			31	17
Côte d'Ivoire				
1	Evaluation team leader	<ul style="list-style-type: none">Desk Review of programme related documentsTelephone briefing with the ILO/IPEC desk officer, donor and other relevant ILO officers	5	3
2	Evaluation team with logistical support by project	<ul style="list-style-type: none">In-country for consultations with programme staffConsultations with programme staff /managementInterviews with programme staff and partnersField visitsConsultations with girls and boys, parents and other beneficiaries	11	11
3	Evaluation team leader	<ul style="list-style-type: none">Workshop with key stakeholdersSharing of preliminary findings	1	1
4	Evaluation team leader	<ul style="list-style-type: none">Draft report based on consultations from field visits and desk review, and workshopDebriefing	8	1
5	DED	<ul style="list-style-type: none">Circulate draft report to key stakeholdersConsolidate comments of stakeholders and send to team leader	0	0
6	Evaluation team leader	<ul style="list-style-type: none">Finalize the interim report including explanations for comments that were not included	1	0
SUB TOTAL COTE D'IVOIRE			26	16
Nigeria and Benin				
1	Evaluation team leader	<ul style="list-style-type: none">Desk Review of programme related documentsTelephone briefing with the ILO/IPEC desk officer, donor and other relevant ILO officers	10	3x2*
SUB TOTOTAL NIGERIA AND BENIN DESK REVIEW			10	6
1. Nigeria				
1	Evaluation team with logistical support by project	<ul style="list-style-type: none">In-country for consultations with programme staffConsultations with programme staff /managementInterviews with programme staff and partnersField visitsConsultations with girls and boys, parents and other beneficiaries	7	7
2	Evaluation team leader	<ul style="list-style-type: none">2 Workshops with key stakeholders (Abuja and Abeokuta)Sharing of preliminary findings	1	1
4	Evaluation team leader	<ul style="list-style-type: none">Draft report based on consultations from field visits and desk review, and workshopDebriefing	8	1
5	DED	<ul style="list-style-type: none">Circulate draft report to key stakeholdersConsolidate comments of stakeholders and send to team leader	0	0
6	Evaluation	<ul style="list-style-type: none">Finalize the interim report including explanations for comments that were not included	1	0

Phase	Responsible Person	Tasks	No of days	
			TL	NC
	team leader			
SUB TOTAL NIGERIA			17	9
2. Benin				
1	Evaluation team. with logistical support by project	<ul style="list-style-type: none"> ○ In-country for consultations with programme staff ○ Consultations with programme staff /management ○ Interviews with programme staff and partners 	2	2
2	Evaluation team leader	<ul style="list-style-type: none"> ○ Workshop with key stakeholders ○ Sharing of preliminary findings 	1	1
3	Evaluation team leader	<ul style="list-style-type: none"> ○ Draft report based on consultations from field visits and desk review, and workshop ○ Debriefing 	8	1
4	DED	<ul style="list-style-type: none"> ○ Circulate draft report to key stakeholders ○ Consolidate comments of stakeholders and send to team leader 	0	0
5	Evaluation team leader	<ul style="list-style-type: none"> ○ Finalize the interim report including explanations for comments that were not included 	1	0
SUB TOTAL BENIN			12	4
Integrated report				
1	Evaluation team leader	<ul style="list-style-type: none"> ○ Debriefing in Geneva 	1	0
2	Evaluation team leader	<ul style="list-style-type: none"> ○ Draft report based on consultations from field visits and desk review, workshops and interim reports for the four countries 	8	0
3	DED	<ul style="list-style-type: none"> ○ Circulate draft report to key stakeholders ○ Consolidate comments of stakeholders and send to team leader 	0	0
4	Evaluation team leader	<ul style="list-style-type: none"> ○ Finalize the interim report including explanations for comments that were not included 	1	0
SUB TOTAL INTEGRATED REPORT			10	0
TOTAL			106	52

*Nigeria and Benin National Consultants

78. Summary schedule of consultants assignment

a. Phase	b. Duration (days)	c. Dates
a. Ghana		
1	10	Oct. 27 th -Nov. 6 th
2	11	Nov. 7 th -17 th
3	1	Nov. 18 th
4	8	Nov. 23 rd -30 th
5	10	Dec 5 th -16 th
6	1	January 6 th
b. Cote D'Ivoire		
1	5	9 th -13 th January
2	11	January 16 th -26 th
3	1	January 27 th
4	8	Jan. 30 th -Feb 10 th
5	10	Feb 13 th -24 th
6	1	March 12 th
c. Nigeria and Benin		
1	10	Feb 13-24th
c.1. Nigeria		
1	8	Feb 27 th -March 5th
2	1	March 6th
3	8	March 13 th -27th

a. Phase	b. Duration (days)	c. Dates
4	10	March 28-Apr 11th
5	1	April 25 th
c.2. Benin		
1	2	March 7 th -8th
2	1	March 9th
3	8	March 15 th -Apr 22 nd
4	10	March 26 th - Apr 6 th
5	1	Apr. 9th
D. Integrated report		
1	1	March 12th
2	8	Apr 14 th -28 th
3	10	Apr 29 th -May 13 th
4	1	May 14th

79. Sources of Information and Consultations/Meetings

Available at HQ and to be supplied by DED	<ul style="list-style-type: none"> • Project document • DED Guidelines and ILO guidelines
Available in project office and to be supplied by project management	<ul style="list-style-type: none"> • Progress reports/Status reports • Other studies and research undertaken • Action Programmes • Project files • National Action Plans

80. Consultations with:

- Project management and staff
- ILO/HQ and regional backstopping officials
- Partner agencies
- Child labour programs in the country
- Social partners Employers' and Workers' groups
- Government and ECOWAS stakeholders (e.g. representatives from Department Labour, Social Development etc.)
- Policy makers
- Direct beneficiaries, i.e. boys and girls (taking ethical consideration into account.)
- Parents of boys and girls
- Community members as identified by the project management and evaluation team leader
- USDOL
- US Embassy staff

Interim Reports circulation process

81. For each interim country evaluation report (i.e. Ghana, Cote D'Ivoire, Nigeria, and Benin) the following procedure is used:

- The evaluator will submit the draft interim 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 version of the interim report is prepared by the evaluator to provide inputs for the integrated report and be included as annex of it.

Final Report Submission Procedure

82. The process is as follows:

- The evaluator will submit the 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.

6. Resources and Management

Resources

83. The resources required for this evaluation are:

- For the evaluation team leader:
 - Fees for an international consultant for 106 work days.
 - Fees for local DSA in project locations.
 - Travel from consultant's home residence to Ghana, Cote D'Ivoire, and Nigeria/Benin in line with ILO regulations and rules.
- For the national consultant in Ghana:
 - Fees for 17 days.
 - Fees for local DSA in project location.
- For the national consultant in Cote D'Ivoire:
 - Fees for 16 days.
 - Fees for local DSA in project location.
- For the national consultant in Nigeria:
 - Fees for 12 days.
 - Fees for local DSA in project location.
- For the national consultant in Benin:
 - Fees for 7 days.
 - Fees for local DSA in project location.
- For the field phase in each one of the four countries:
 - Local travel in-country supported by the project.
 - Stakeholders' workshops in Accra, Abidjan, Abuja, Abeokuta and Cotonu expenditures.

A detailed budget is available separately.

Management

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

Annex A: Suggested Aspects to Address

Design

- Determine the validity of the projects design, the effectiveness of the methodologies and strategies employed and whether they assisted or hindered the achievement of the project's goals as set out in the Project Document.
- Assess whether the projects design were logical and coherent and took into account the institutional arrangements, roles, capacity and commitment of stakeholders.
- Were the objectives of the projects clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)?
- Were the linkages between inputs, activities, outputs and objectives clear and logical?
- Assess the internal and external logic of the projects (degree to which the projects fit into existing mainstreaming activities that would impact on child labour).
- Analyze whether available information on the socio-economic, cultural and political situation was taken into consideration at the time of the design and whether these were reflected in the design of the projects.
- To what extent were external factors identified and assumptions identified at the time of design? Have these underlying assumptions on which the projects have been based proven to be true?
- Assess whether the problems and needs were adequately analyzed and determine whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified taking gender issues into concern.
- How well did the projects design take into account local efforts already underway to address child labour and promote educational opportunities for targeted children and existing capacity to address these issues?
- Are the time frame for programme implementation and the sequencing of activities logical and realistic? If not, what changes are needed to improve them?
- Is the strategy for sustainability of programme results defined clearly at the design stage of the projects?
- Is the strategy for transferring models of intervention, promising practices, and lessons learned clearly defined (i.e. within APs in ECOWAS I and II and for non-project countries within ECOWAS)?
- How relevant are the project indicators and means of verification? Please assess the usefulness of the indicators for monitoring and measuring outcomes and impact. More specifically, have the IPEC indicators used to measure the programme been appropriate for the project, in light of the focus on direct action programmes in combination with mainstreaming activities?
- Do the projects designed under the programme provide clear linkages and complement each other regarding the programme strategies and programme components of intervention?
- Were the linkages between ECOWAS I and II inputs, activities, outputs and objectives clear and logical?
- Is the ECOWAS II strategy for increasing the capacity of the ECOWAS I project clearly defined?

Achievements (Implementation and Effectiveness) of Objectives

- Examine the preparatory outputs of the delivery process in terms of timeliness and identifying the appropriate resources/persons to implement the process.
- Assess the effectiveness of the project, i.e. compare the allocated resources with results obtained. In general, did the results obtained justify the costs incurred?
- Examine delivery of programme outputs in terms of quality and quantity; were they delivered in a timely manner?
- Assess whether the projects are in process of achieving their immediate objectives, especially in regards to meeting the target of withdrawing and preventing children by means of the pilot interventions.
- Are the projects meeting its stated purpose and outputs in the project document? If not, what were the factors that contributed to the programme's delays and were they justifiable?
- Have unplanned outputs and results been identified and if so, why were they necessary and to what extent are significant to achieve projects' objectives?
- Assess the projects monitoring system including the PMP, work plans, processes or systems.
- Evaluate the projects' data collection strategies
- How did positive and negative factors outside of the control of the projects affect projects implementation and objectives and how did the programme deal with these external factors?
- Assess the projects' gender mainstreaming activities.
- How effective were, so far, the APs, and policy activities, and how are they contributing to the projects meeting their immediate objectives?
- How was the capacity of the implementing agencies and other relevant partners to develop effective action against child labour enhanced as a result of projects activities?
- How are the projects responding to obstacles (both foreseen and unforeseen) that arose throughout the implementation process? Has the projects team been able to adapt the implementation process in order to overcome these obstacles without hindering the effectiveness of the programme?
- What has been the impact of delays on the projects implementation and outcomes?
- Assess the integration of livelihood services (from ECOWAS II) in the project field activities and outputs (i.e. in ECOWAS I activities)
- How effective are the projects in improving and diversifying livelihoods for parents and children above the legal minimum working age? (i.e. improving small producers' production techniques, diversifying their sources of income, improving their marketing and business skills, improving access to agricultural and other inputs, supporting cooperative development, and supporting access to microfinance).
- How has the staffing process affected projects performance? Will this imply any risk to the projects to meet their targets?

Enabling environment (Capacity Building)

- Examine any networks that have been built between organizations and government agencies working to address child labour on the national, provincial and local levels.

- How effective have the projects been at stimulating interest and participation in the projects at the local, national and sub-regional levels?
- How effectively have the projects leveraged resources (e.g. by collaborating with non-IPEC initiatives and other programmes launched in support of the NAP processes thus far)?
- How well have the projects coordinated and collaborated with other child-focused interventions supported by other organizations in the country, including the Cocoa and Private Public Partnership projects
- How successful have the projects been in mainstreaming the issue of child labour into ongoing efforts in areas such as education, alternative employment promotion and poverty reduction?
- Examine how the ILO/IPEC projects interacted and possibly influenced national level policies, debates and institutions working on child labour.
- Assess to what extent the planning, monitoring and evaluation tools have been promoted by the projects for use at the level of NAP and by other partners.
- Assess the influence of the projects on national data collection and poverty monitoring or similar process (such as CLMS) processes.
- Assess the extent to which the ILO/IPEC projects have been able to mobilize resources, policies, programmes, partners and activities to be part of the NAPs.

Direct Targeted Action

- Do the IPEC projects partners understand the CL definitions and their use (i.e. withdrawal and prevented) and do the partners have similar understanding of the terminology used? Please assess whether the projects are accurately able to report on direct beneficiaries based on partners' understanding of the definitions/terminology.
- Assess the effectiveness of the different APs implemented and their contribution to the immediate objectives of the projects. Has the capacity of community level agencies and organizations been strengthened to plan, initiate, implement and evaluate actions to prevent and eliminate child labour? Has the entire target population been reached? Were the expected outputs delivered in a timely manner, with the appropriate quantity and quality?
- What kinds of benefits have the target beneficiaries gained?
- How effective were the strategies implemented for child labour monitoring? Are the initiatives on child labour monitoring likely to be sustainable?
- Assess the process for documenting and disseminating pilot projects: scale-up, lessons, etc.
- Identify whether actions have been taken to ensure the access of girls/other vulnerable groups to services and resources.
- Assess the criteria for selecting beneficiaries and implementing agencies for the projects.

Relevance of the Project

- Examine whether the projects responded to the real needs of the beneficiaries and stakeholders.
- Assess validity of the projects approach and strategies and its potential to be replicated.
- Assess whether the problems and needs that gave rise to the programme still exists or have changed.

- Assess the appropriateness of the sectors/target groups and locations chosen to develop the projects based on the finding of baseline surveys.
- How are the projects supporting and contributing to the NAP? Do local stakeholders perceive the country's NAP as different as and broader than the IPEC programme of support to the NAP?
- How did the strategy used in these projects fit in with the NAP, national education and anti-poverty efforts, and interventions carried out by other organizations (including national and international organizations)? Did the projects remain consistent with and supportive of the NAP?
- Did the strategy address the different needs and roles, constraints, access to resources of the target groups, with specific reference to the strategy of mainstreaming and thus the relevant partners, especially in government?

Sustainability

- Assess to what extent a phase out strategy was defined and planned and what steps were being taken to ensure sustainability (i.e. government involvement). Assess whether these strategies had been articulated/explained to stakeholders.
- Assess what contributions the projects have made in strengthening the capacity and knowledge of national stakeholders (government and implementing agencies), including the National Steering Committees, and to encourage ownership of the programme to partners toward long terms sustainability.
- How effective have the projects been at building sub-regional capacity (ECOWAS)?
- Identify any unexpected effects of the projects at the sub-regional capacity level (ECOWAS).
- How are the projects dealing with more than one CL centred government structure in cocoa areas in Ghana and Cote D'Ivoire in terms of challenges and recommendations to be proposed by the evaluators?
- 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.
- Assess programme success in leveraging resources for ongoing and continuing efforts to prevent and eliminate child labour in the context of the NAP. Analyse the level of private sector / employers' organizations support to the NAP, paying specific attention to how these groups participate in programme activities.

Sub regional approach in the projects

- Examine the actual integration of the ECOWAS I and II components at design and implementation stages.
- Is it valid and useful to understand ECOWAS I and II as one programme? What are the implications, in terms of programming, budgeting and reporting? Could it be done in a different manner at financial and programmatic dimensions?
- Assess the effectiveness of the strategic management of ECOWAS articulated to other thematically linked projects in the sub region
- Assess the role of strategic guidance to the projects by IPEC-HQ and Dakar sub regional office
- Are ECOWAS Projects well articulated with other national, USDOL, private sector and other Child labour centred or linked on-going initiatives and project?

- Have the projects shared or have concrete plans for sharing lessons from the tested models in the sub region?
- Assess the intervention models developed or in process of rolling out.
- Has ECOWAS produced so far valid models of implementation either at local, national or sub regional level (or is it moving in the direction to do that)?

Annex B. Logframes

ECOWAS I

Development Objective: To contribute to the elimination of the worst forms of child labour in West Africa.		
OUTPUTS	MAIN ACTIVITIES	
Immediate Objective 1: By the end of the project, progress on the elimination of the worst forms of child labour in, Ghana, Nigeria and Cote d'Ivoire (RCI) will be accelerated.		
Output 1.1: Consultations and technical support delivered for finalizing the National Action Plan (NAP), its validation and adoption and for integrating child labour into other national, relevant sectoral, sub-national and/or local action plans in Cote d'Ivoire (RCI), Ghana and Nigeria.	1.1.1.	Hold consultations, using Strategic Program Impact Framework (SPIF), with MOL, social partners and other relevant national institutions to facilitate finalisation of the NAP and its endorsement by the tripartite constituents, including specific components to address WFCL in inland fishing cocoa and mines and quarries (Ghana)
	1.1.2.	Hold consultations with stakeholders to reconfirm priority sectors and update the National Action Plan (NAP) (RCI and Nigeria)
	1.1.3.	Support the promulgation and dissemination of the NAP and its integration into the DWCP, PRSP and UNDAF and the policy framework of all relevant agencies (RCI, Ghana, Nigeria)
	1.1.4.	Negotiate and support the institutions assigned lead roles in the NAP to integrate, budget and monitor child labour interventions into their annual and multiyear action plans. (RCI, Ghana, Nigeria)
	1.1.5.	Engage in advocacy tied to national budgeting processes so that the child labour unit staff strength and resources are increased in conformity with the management structure proposed under the NAPs. (RCI, Ghana, Nigeria)
	1.1.6.	Develop a resource mobilization strategy that engages both national and potential international donors in supporting NAP implementation. (RCI, Ghana, Nigeria)
	1.1.7.	Mainstream child labour in action plans and budgets on mining and fishing (Ghana)
	1.1.8.	Mainstream child labour into district development plans in direct action regions (RCI and Ghana)
	1.1.9.	Organize preliminary sub-national consultation meetings and regional workshops in project targeted zones (RCI and Ghana)
	1.1.10.	Organize initial consultations with relevant social partners and stakeholders to identify possible target intervention zones for future work on mining/quarrying (Nigeria)
	1.1.11.	Support the governments to arrange independent evaluation of the NAPs (RCI, Ghana, Nigeria)
Output 1.2: Capacity building programmes designed and delivered to fill gaps in relevant institutions capacity to implement the NAP in Cote d'Ivoire (RCI), Ghana and Nigeria.	1.2.1.	Reinforce the role and mandate of the NSC, nationally and within MOL, and of the Child Labour Unit to coordinate and promote efforts to eliminate the worst forms of child labour including managing initiatives to strengthen the legal framework on child labour, to train and raise the awareness of public servants, and to manage an information system on child labour. (RCI, Ghana, Nigeria)
	1.2.2.	Strengthen the capacity of labour inspection services, other law enforcement agencies and public services and relevant social partners to identify and report child labour violations, refer children to appropriate social services, negotiate agreements and design codes of conduct through training and sensitization. (RCI, Ghana, Nigeria)
	1.2.3.	Strengthen the capacity of the judiciary and relevant law enforcement agents through training and sensitization, to recognize and prosecute human trafficking and forced labour. (RCI, Ghana)
	1.2.4.	Strengthen capacity of labour inspectors, employment agencies and domestic workers' unions to recognize violations of the labour law, report employer abuse to relevant authorities and refer victims to available social services (RCI)
	1.2.5.	Support the Ministry of Labour, the Ministry of Agriculture and the social partners in promoting occupational safety and health in the cocoa and coffee sector through training and sensitization (RCI)
	1.2.6.	Support the ministries of Labour, Agriculture and Fishing, Mines and the Chamber of Mines, the Minerals Commission and the social partners in promoting occupational safety and health in the Lake Volta fishing and

Development Objective: To contribute to the elimination of the worst forms of child labour in West Africa.	
OUTPUTS	MAIN ACTIVITIES
	<p>mining/quarrying sectors through training and sensitization (Ghana)</p> <p>1.2.7. Provide training to workers delivering services to agricultural communities, such as social workers and agricultural extension officers, to enable them to identify and report child labour violations and refer children to appropriate social services (RCI and Ghana)</p> <p>1.2.8. Engage relevant official institutions including the MOL labour inspectorate and Ministry of Family and Children social work service to implement and coordinate community and district level child labour monitoring systems. (RCI and Ghana)</p>
Output 1.3: Technical assistance provided to reinforce national laws and law enforcement in Cote d'Ivoire, Ghana and Nigeria.	<p>1.3.1. Provide technical assistance to the relevant ministries for the development of a specific law on domestic work to reinforce the legal framework related to domestic work, in particular as it pertains to children, through RCI</p> <p>1.3.2. Strengthen the workers' and employers organisations' role in advocating for the development of a specific law on domestic work and promote the universal right of freedom of association for domestic workers (RCI)</p> <p>1.3.3. Provide technical assistance to the Ministries of Labour and Women and Children's Affairs for the formulation of a law on trafficking and the worst forms of child labour (RCI)</p> <p>1.3.4. Engage the Ministries of Labour, Women and Children's Affairs, Justice and Attorney General, Employment and Social Welfare, Lands and Natural Resources, Agriculture and Fishing, Mines and Chambers of Mines, Minerals Commission, in consultation with the relevant social partners, to address and enforce the gaps in legislation against child labour in the quarrying and mining, cocoa and fishing sectors (Ghana)</p> <p>1.3.5. Provide technical assistance to the Council on Technical and Vocational Education and Training (COTVET) to revise legal texts and regulations governing apprenticeship arrangements (Ghana)</p> <p>1.3.6. Provide technical assistance to the Ministry of Women and Children's Affairs to amend the Child Rights Act and related child rights legislation to integrate provisions of C. 182 including the definition of worst forms of child labour. (Ghana)</p> <p>1.3.7. Support, through tripartite consultation, a periodic update of the national list of hazardous work (RCI, Ghana)</p> <p>1.3.8. Support, through tripartite consultation, the finalisation, validation and promulgation and application of the national list of hazardous work (Nigeria).</p>
Output 1.4: National and sub-national awareness raising and social mobilization campaigns conducted in Cote d'Ivoire, Ghana and Nigeria.	<p>1.4.1. Build on existing work to support relevant social partner organisations to develop and strengthen social dialogue towards integration of CDL and WFCL in the cocoa sector in their action plans and commitments in conformity with the NAP and the list of hazardous work (RCI)</p> <p>1.4.2. Building on the existing work of the General Agricultural Workers Union, engage with relevant social partner organisations to develop and strengthen social dialogue towards integration of the worst forms of child labour in cocoa and inland fishing in their action plans in conformity with the NAP and the list of hazardous work (Ghana)</p> <p>1.4.3. Engage implementing agencies to mobilise community action against child labour along Lake Volta and especially to establish community child labour committees (Ghana)</p> <p>1.4.4. Engage with relevant social partner organisations, in pursuit of the Global Call to action, to support the development/strengthening of structures for social dialogue in mining and quarrying sector and shared commitment to the elimination of child labour – including consultations with and support for the efforts of Ghana Mineworkers' Union to organise small-scale operators. (Ghana)</p> <p>1.4.5. Support actions by implementing agencies to mobilise social partners and communities for action against child labour in quarrying and mining (Ghana)</p> <p>1.4.6. Engage the Ghana Mineworkers' Union's, other relevant employers and employers' organizations and supportive district-based CBOs/NGOs to raise awareness and educate the public on the dangers of child labour in quarrying and mining (Ghana)</p>

Development Objective: To contribute to the elimination of the worst forms of child labour in West Africa.		
OUTPUTS	MAIN ACTIVITIES	
	1.4.7	Organize awareness raising at all levels on the national, regional and international standards related to child trafficking and the worst forms of child labour, in the context of ECOWAS trafficking and forced labour agreements (RCI and Ghana)
	1.4.8	Engage implementing agencies to establish community child labour committees and mobilise community actions against child labour in targeted sectors (RCI and Ghana)
	1.4.9	Sensitise families and children in receiving and sending communities on the consequences of child trafficking and the hazards of child labour in targeted sectors, taking into account the special needs of girls (RCI and Ghana)
	1.4.10	Provide assistance to implementing agencies to develop and deliver information, education and communication (IEC) materials to support social actions (RCI and Ghana)
	1.4.11	Support a national awareness raising campaign on the dangers of child labour in conjunction with the planned awareness raising campaign supporting Education for All. (Nigeria)
Output 1.5: Studies undertaken to fill identified gaps in knowledge base on selected worst forms of child labour and the problems of forced child labour and trafficking in Cote d'Ivoire (RCI) and Ghana	1.5.1.	Conduct rapid participatory appraisals on child domestic labour (RCI)
	1.5.2.	In consultation with the Ministry of Labour, and relevant social partners, and with reference i.a. to the experience of the IOM, conduct, with the support of SIMPOC and the Ghana Statistical Office further analytical studies on the scope, nature and dimensions of CL in Lake Volta fishing, including the extent of trafficking into the sector especially of children from other regions and countries; and, disseminate the research findings among social partners and other key stakeholders in the sector. (Ghana)
	1.5.3.	In consultation with the Ministry of Labour and relevant social partners, conduct, with the support of SIMPOC and the Ghana Statistical Office a baseline survey on the scope, nature and dimensions of child labour in mining and quarrying, including the extent of trafficking into the sector especially of children from other regions and countries (Ghana)
	1.5.4.	In consultation with key stakeholders, prepare and adopt guidelines on combating worst forms of child labour in all economic sectors targeted by the project and promote the application of the guidelines (RCI and Ghana)
	1.5.5.	Diffuse research results through national media, web, newsletter and through partner networks information services (RCI and Ghana)
	1.5.6.	Develop good practice compendiums and guidelines for diffusion through national and regional (ECOWAS) networks. (RCI and Ghana) ,
Output 1.6: Models of intervention designed and piloted in four target sectors including models for withdrawing and preventing children working in forced labour and other worst forms of child labour in Ghana and RCI.	1.6.1.	Localities identified and models of intervention in the selected worst forms of child labour developed and agreed among the stakeholders (RCI and Ghana)
	1.6.2.	Carry out social services mapping for fishing, mining, and child domestic work in project intervention zones (RCI and Ghana)
	1.6.3.	Engage implementing agencies with proven expertise on child labour in the targeted sectors to withdraw children from the worst forms of child labour, rehabilitate and reintegrate them into education and/or appropriate vocational/apprenticeship training. These children will also be provided with other appropriate services which may include health care, counseling, shelter, youth clubs, literacy classes, etc. (RCI and Ghana)
	1.6.4.	Engage implementing agencies to identify at risk and working children in the selected areas and sectors and collect baseline data on direct project beneficiaries through the implementation of a DBMR system (RCI and Ghana)
	1.6.5.	Support the institutional strengthening of the Integrated Child Labour Monitoring System through further technical support for the Labour Ministry Child Labour Unit and statistical unit and other ICLMS stakeholders and extension of ICLMS to districts targeted by the project, supporting also the leading role of labour inspection services at district level (Ghana)
	1.6.6.	Mobilise, train and equip relevant partners at the community, district and national levels to reinvigorate an effective child labour and child trafficking monitoring system, inter alia by building on existing expertise in the CLU and by supporting the leading role of labour inspection services at district level (RCI)
	1.6.7.	Target children provided with education services. Provide non-cash scholarship

Development Objective: To contribute to the elimination of the worst forms of child labour in West Africa.	
OUTPUTS	MAIN ACTIVITIES
	<p>package for targeted children at risk of entering child labour, in the form of school uniforms and supplies (books, pencils, etc.) and other appropriate services. Regular school attendance by the beneficiaries of the scheme will be expected and verified through school registers and other monitoring means (RCI and Ghana)</p> <p>1.6.8. Target children provided with other services than education. Engage implementing agencies to provide at-risk children with preschool activities, extra-curricula and/or leisure activities, as well as remedial classes to ensure school retention (RCI and Ghana)</p> <p>1.6.9. Promote, through the training of trainers, greater use of SCREAM as a valuable component of prevention (RCI and Ghana)</p> <p>1.6.10. Building on the efforts of the Ministry of Labour and the social partners to promote occupational safety and health, provide support in the form of safe working tools and personal protective equipment, for children of legal working age in targeted sectors, in conformity with Convention 182 and Recommendation 190 (RCI and Ghana)</p> <p>1.6.11. Engage reputable implementing agencies to identify and provide professional care for trafficked children and, where appropriate, refer them to specialized agencies and make arrangements for their repatriation in collaboration with a publicly mandated agency (RCI and Ghana)</p> <p>1.6.12. Engage implementing agencies to develop income generation activities and or refer families to existing programmes in their community in order to contribute to the economic empowerment of the families of targeted children (RCI and Ghana)</p> <p>1.6.13. Implement community-based child labour monitoring system (CLM) in project intervention zones. Mobilize, train and equip relevant partners at the community, district and national levels to develop a child labour and child trafficking monitoring system, supporting the leading role of labour inspection services at district level by building on existing good practices, and extending to new areas and selected sectors (RCI and Ghana)</p>
Immediate Objective 2: By the end of the project the role played by ECOWAS in combating the worst forms of child labour in the sub-region will be reinforced.	
Output 2.1: Technical assistance provided to ECOWAS to establish protocols for monitoring member states' efforts to combat the worst forms of child labour, consistent with community policies and plans and reflecting international standards and norms.	2.1.1. Hold consultations with relevant ECOWAS units and UNICEF to determine roles and responsibilities for designing monitoring system for the Child Policy.
	2.1.2. Provide technical assistance for the elaborate protocols to monitor aspects of the child policy directly relating to child labour.
	2.1.3. Pilot monitoring mechanisms in three project core countries
Output 2.2: Programmes designed and implemented to strengthen the capacity of relevant ECOWAS technical departments to combat child labour in the sub-region	2.2.1. Implement needs assessment of relevant ECOWAS technical units to determine priority areas for capacity building activities.
	2.2.2. Identify appropriate training programmes with the ILO training centre in Turin and host training in core countries or Turin, whichever offers the best value in terms of cost efficiency and output.
	2.2.3. Design and deliver other training programmes as needed and appropriate.
Output 2.3: Sub-regional forums organized to encourage networking and to share good practices among all ECOWAS member states	2.3.1. Organized at least two tripartite sub-regional forums during project life in collaboration with the ECOWAS Commission.

ECOWAS II

Development Objective: To contribute to the elimination of the worst forms of child labour in West Africa.	
OUTPUTS	MAIN ACTIVITIES
Immediate Objective 1: By the end of the project, progress on the elimination of the worst forms of child labour in Benin, Ghana, Nigeria and Cote d'Ivoire (RCI) will be accelerated.	
Output 1.1: Consultations and technical support delivered for integrating child labour/trafficking concerns into national mining policies and laws, sub-national and/or local government action plans and social partner policies and plans in Benin and Nigeria.	<p>1.1.12. Consult and deliver technical support to the Ministry of Mines to integrate child labour/trafficking concerns into their policy and planning framework.</p> <p>1.1.13. Consult and deliver technical support to the Ministry of Labour to review the HCL list with special attention to the mining and quarrying provisions; assess priorities, re-vise work plans accordingly</p> <p>1.1.14. Consult and deliver technical support to the Ministries of Mines and Justice to address and enforce gaps in legislation against child labour in quarrying and mining.</p> <p>1.1.15. Provide technical support to the relevant national consultative/coordinating committee to review experience, re-design and put into force a sustainable CLMS in Benin; reinforce linkages with the labour inspectorate for reporting cases and with other ministries (education, social welfare) for handling referrals, determine national, district, and local data management system (in conjunction with Obj.2).</p> <p>1.1.16. Organize preliminary sub-national consultation meetings and regional workshops in project targeted zones. Consultations will be held individually and collectively with members of the Ogun State anti-trafficking task force and the National Coordination Committee on Child Protection in Benin to identify the communities where ILO/IPEC will engage in direct action, to formulate strategies and activities, identify implementing partners and agree on the contributions of task force members.</p> <p>1.1.17. Deliver technical support to commune/district governments to integrate actions to address the root causes of child labour into their commune/district development plans, assist in embedding the CLMS in these plans in Benin</p> <p>1.1.18. Organize a workshop and possibly field visits with appropriate social partners and producers' and workers' associations in the artisanal mining sector to develop an action plan for working together to eliminate child labour in the sector</p> <p>1.1.19. In consultation with key stakeholders, prepare and adopt guidelines on combating worst forms of child labour in the artisanal mining sector and promote the application of the guidelines</p>
Output 1.2: Capacity building programmes designed and delivered to fill gaps in relevant institutions capacity to combat the worst forms of child labour in the artisanal mining sectors in Benin and Nigeria.	<p>1.2.9. Evaluate training requirements and deliver capacity building programmes to members of the NSC and the Child Labour Unit on new strategies to combat child labour with particular reference to the artisanal mining sector.</p> <p>1.2.10. Deliver training and adapt relevant ILO materials to reinforce the Ministries of Labour and of Mines' capacity to promote occupational safety and health in the artisanal mining sector and assist them in developing and implementing a strategy (along with social partners, OSH specialists) for appropriate alternatives for children of 15+ years</p> <p>1.2.11. Strengthen the capacity of relevant actors at the State level to enforce the law with support of local communities through training, networking and integrating their work with community-based child labour monitoring systems. In Nigeria, the project will work with the State office of the Federal Office of Labour, the NAPTIP zonal office that covers south west Nigeria, the trafficking in persons task force within the immigration service, and the office of Citizens Rights within the Ministry of Justice.</p> <p>1.2.12. Train relevant local development agents working in project targeted communities, such as social workers, agricultural extension officers and community development agents working for partner NGOs, to enable them to identify and report child labour violations and refer children to appropriate social services.</p> <p>1.2.13. Deliver training and supply relevant guides and materials to local development agents in project targeted communities on appropriate ILO methodologies on topics including; starting your business, youth employment, cooperative development, small producers' association development, among others.</p> <p>1.2.14. Deliver capacity building to institutions engaged in transitional care of trafficking</p>

Development Objective: To contribute to the elimination of the worst forms of child labour in West Africa.	
OUTPUTS	MAIN ACTIVITIES
	<p>victims. Support will enable them to develop, enhance and/or apply relevant child protection standards and codes of conduct.</p> <p>1.2.15. Deliver capacity building to empower local communities to design and implement alternatives to child labour by engaging them in the conception and implementation of community development plans and activities and by strengthening parent teacher associations and other community-based self help associations.</p> <p>1.2.16. Promote, through the training of trainers, greater use of SCREAM in education programmes led by teachers and youth leaders</p> <p>1.2.17. In project target communities, train and sensitize judiciary and relevant law enforcement agents to recognize and prosecute human trafficking and forced labour in collaboration with relevant national agencies (NAPTIP in Nigeria, Brigade for the Protection of Minors in Benin).</p> <p>1.2.18. Train and sensitize labour inspectors, primary health care workers, employer and worker organizations, and monitoring teams to do risk assessments and to recognize the special vulnerabilities of working youth</p> <p>1.2.19. Build the capacity of relevant official institutions especially the MOL labour inspectorate and Ministry of Family and Children social work service to implement the Child Labour Monitoring System in the target areas in line with the overall plan established at national level in Benin (1.1.4)</p>
Output 1.3: National and sub national awareness raising and social mobilization campaigns conducted in Benin, RCI, Ghana, and Nigeria.	<p>1.4.12 Engage with relevant social partner organisations, in pursuit of the 2005 Global Call to Action, to support the development/strengthening of structures for social dialogue in mining and quarrying sector and shared commitment to the elimination of child labour (Benin, Nigeria);</p> <p>1.4.13 Support actions by implementing agencies to mobilise social partners and communities for action against child labour in quarrying and mining (Benin, Nigeria);</p> <p>1.4.14 Establish a strong linkages with the media using strategies such as training and delivering awareness raising to journalists aimed at increasing their coverage of child labour including trafficking related stories, (Benin, RCI, Ghana, Nigeria);</p> <p>1.4.15 Engage implementing agencies to establish community child labour committees and mobilise grassroots actions against child labour in targeted sectors (Benin, RCI, Ghana, Nigeria);</p> <p>1.4.16 Sensitise families and children in receiving and sending communities on the consequences of child trafficking and the hazards of child labour in targeted sectors, taking into account the special needs of girls Benin, RCI, Ghana, Nigeria);</p> <p>1.4.17 Provide assistance to implementing agencies to develop and deliver information, education and communication (IEC) materials to support social actions (Benin, RCI, Ghana, Nigeria);</p> <p>1.4.18 Organize awareness raising campaigns on child labour involving the main partners (including local administrative authorities, social partner organisations, decision makers, religious institutions, communities, parents, children, teachers, placement agencies, community leaders) and produce child friendly books on child rights and child labour (Benin, Nigeria);</p>
Output 1.4: Studies undertaken to fill identified gaps in knowledge base on artisanal mines and the problems of forced child labour and trafficking in Benin and Nigeria.	<p>1.5.7. With support from SIMPOC, carry out rapid assessments or baseline surveys of the target regions (Nigeria and Benin);</p> <p>1.5.8. Diffuse research results through national media, web, newsletter and through partner networks information services (Benin Nigeria)</p> <p>1.5.9. Develop good practice compendiums and guidelines for diffusion through national and regional (ECOWAS) networks. (Benin, and Nigeria),</p>
Output 1.5: Models of intervention designed and piloted for withdrawing and preventing children working in the worst forms of child labour in Benin RCI , Ghana, and Nigeria	<p>1.6.14. Localities identified and models of intervention in the selected worst forms of child labour developed and agreed among the stakeholders (Benin, RCI, Ghana, and Nigeria)</p> <p>1.6.15. Carry out social services mapping for project intervention zones (Benin, RCI, Ghana, and Nigeria)</p> <p>1.6.16. For children under 15 years engaged in the WFCL, withdraw, rehabilitate and reintegrate them into an appropriate educational programme, providing them with</p>

Development Objective: To contribute to the elimination of the worst forms of child labour in West Africa.	
OUTPUTS	MAIN ACTIVITIES
	<p>other support services as necessary which may include health care, counseling, shelter, youth clubs, literacy classes, etc. (Benin, RCI, Ghana, and Nigeria)</p> <p>1.6.17. Engage implementing agencies to identify at risk and working children in the selected areas and sectors and collect baseline data on direct project beneficiaries through the implementation of a DBMR system (Benin, RCI, Ghana, and Nigeria)</p> <p>1.6.18. For children being provided with educational services, provide non-cash scholarship package for targeted children at risk of entering child labour, in the form of school uniforms and supplies (books, pencils, etc.) and other appropriate services. Regular school attendance by the beneficiaries of the scheme will be expected and verified through school registers and other monitoring means. (Benin, RCI, Ghana, and Nigeria)</p> <p>1.6.19. Target children provided with other services than education. Engage implementing agencies to provide at-risk children with early childhood education extra-curricula and/or leisure activities, health care as well as remedial classes to ensure school retention (Benin, RCI, Ghana, and Nigeria)</p> <p>1.6.20. For children of legal working age but engaged in hazardous child labour, assist the Ministry of Labour and social partners in drafting a comprehensive “safe work/youth employment model of intervention” that would include risk assessment, employer training, workplace improvement, apprenticeships, vocational training, counselling, and income generating activities that could be viable alternatives to hazardous work in cocoa and mining. (Benin, RCI, Ghana, and Nigeria) Provide technical assistance in implementing the strategy using existing ILO tools (e.g. Safe Work for Youth, KAB, etc) (Benin, RCI, Ghana, and Nigeria)</p> <p>1.6.21. Engage reputable implementing agencies to identify and provide transitional and rehabilitative care facilities for trafficked children and, where appropriate, refer them to specialized agencies and make arrangements for their repatriation in collaboration with a publicly mandated agency, for example NAPTIP in Nigeria and the Brigade for the Protection of Minors in Benin (Benin, RCI, Ghana, and Nigeria)</p> <p>1.6.22. Mobilize, train and equip relevant partners to implement the local component of the national child labour monitoring system (CLMS) in project intervention zones. Incorporate existing good practices, and promote extension to new areas (Benin, RCI, and Ghana,)</p>
Output 1.6: Models of intervention designed and piloted to promote resilient family livelihoods and sustainable community development in Benin RCI, Ghana, and Nigeria	<p>1.6.1. Engage implementing agencies to offer livelihood alternatives and or refer families to existing programmes in their community in order to contribute to the economic empowerment of the families of targeted children (Benin, RCI, Ghana, and Nigeria)</p> <p>1.6.2. Conduct a rapid assessment of alternative activities for example small commerce, small animal husbandry or beekeeping as part of its livelihoods strategy and if feasible, support adult family members of working children to engage in these activities. (Benin, RCI, Ghana, and Nigeria)</p> <p>1.6.3. Engage implementing partners and local development agencies to apply appropriate ILO programs to support livelihoods. (Benin, RCI, Ghana, and Nigeria)</p> <p>1.6.4. Engage and support workers’ organizations to organize in project target zones and engage in social dialogue with employers to promote improved working conditions for adult family members of project direct beneficiaries. (Benin, RCI, Ghana, and Nigeria)</p> <p>1.6.5. Engage and support employers’ associations to improve services to their small scale enterprise members in project targeted sectors and to develop and apply codes of conduct that prohibit child labour on their premises. (Benin, RCI, Ghana, and Nigeria)</p> <p>1.6.6. Engage agricultural extension agents and other relevant rural development organizations to support improved production and marketing methods in project target zones. (Benin, RCI, Ghana, and Nigeria)</p> <p>1.6.7. Pilot alternative livelihoods and income generating activities for artisanal mining families and for cocoa farming families, and promote sustainable practices within</p>

Development Objective: To contribute to the elimination of the worst forms of child labour in West Africa.	
OUTPUTS	MAIN ACTIVITIES
	<p>rural communities (Benin, RCI, Ghana, and Nigeria)</p> <p>1.6.8. Implement direct action programs at community level to improve the social service infrastructure including education, health and housing in remote cocoa farming (RCI and Ghana) and in project targeted sending and receiving areas in Benin and Nigeria; (Benin, RCI, Ghana, and Nigeria)</p> <p>1.6.9. Engage communities to use improved and adapted technologies in cocoa production and artisanal mining by the project, through the progressive modernization of the production systems (Benin, RCI, Ghana, and Nigeria);</p> <p>1.6.10. Establish grants facility for support community development projects in selected project targeted communities (Benin, RCI, Ghana, and Nigeria);</p>
Immediate Objective 2: By the end of the project, the role played by ECOWAS in combating the worst forms of child labour in the sub-region will be reinforced.	
Output 2.1: Sub-Regional Plan of Action on Child Labour designed and adopted.	2.1.1. Provide technical support to relevant ECOWAS departments for the drafting of a Sub-Regional Plan of Action on Child Labour, harmonized with NAPs of target countries, which will serve as the implementation plan of ECOWAS Policy on child labour both at the sub-regional level and for each ECOWAS Member State.
	2.1.2. Provide additional technical support for the harmonization of the Child Trafficking Regional Agreement with the ECOWAS Sub-Regional Plan of Action on Child Labour, as well as other bilateral and sub-regional agreements.
	2.1.3. Support a regional forum for the validation and adoption of the Plan with representatives of the 15 ECOWAS Member States.
	2.1.4. Support the dissemination of the Sub-Regional Plan of Action on Child Labour at sub-regional level and national levels through the NSCs.
	2.1.5. Provide technical support to relevant Government agencies involved in the endorsement, implementation and supervision of the Sub-Regional Plan of Action on Child Labour.
	2.1.6. Support the monitoring mechanism developed to ensure its sustainability in the project core countries.
	2.1.7. Support the documentation of the process of developing a Sub-Regional Action Plan on Child Labour and its implementation (including through good practices and lessons learned).
	2.1.8. Facilitate the carrying out of an evaluation of the implementation of the Sub-Regional Plan of Action on Child Labour by ECOWAS.
Output 2.2: Technical assistance provided to review ECOWAS monitoring mechanisms to combat the worst forms of child labour, consistent with community policies and plans and reflecting regional and international standards and norms.	2.2.1. Support the review and launch piloted monitoring mechanisms (in line with the Sub-Regional Plan of Action on Child Labour) as outlined in ECOWAS I logframe 2.1.4.
	2.2.2. In collaboration with relevant ECOWAS departments, support the review and implementation of the Child Trafficking Regional Agreement and other relevant bilateral and sub-regional agreements.
	2.2.3. Organize two tripartite regional workshops, in addition to the ones held under ECOWAS I, in collaboration with the ECOWAS Commission, to monitor and evaluate the progress of implementation of the Sub-Regional Plan of Action on Child Labour.
Output 2.3: With the support of ECOWAS departments, a Team of Experts on the Sub-Regional Plan of Action on Child Labour is established and functional to support ECOWAS and sub-regional workers and employers organizations in the promotion and dissemination of the Sub-Regional Plan of Action on Child Labour	2.3.1. Provide technical support to ECOWAS departments to identify members and establish the Team of Experts on Sub-Regional Plan of Action on Child Labour.
	2.3.2. Design and carry out training workshops, either at the ILO ITC or in core countries, on the Sub-Regional Plan of Action on Child Labour for Team of Expert members, as well as sub-regional social partner organizations.
	2.3.3. Conduct a core country-based needs assessment on the implementation of the Sub-Regional Plan of Action on Child Labour.
	2.3.4. Carry out a training of trainers on the Sub-Regional Plan of Action on Child Labour, based on the needs assessment, using relevant training materials developed by the ILO, UNICEF, IPU, and other relevant institutions.

Annex L: Mid-Term Independent Evaluation, Interim Reports by Country

Please note that the country reports are interim reports that have been produced as inputs for the integrated report. They are not stand alone reports. As these have been inputs to a comprehensive mid term evaluationreport of the projects, you may find similar text within them and with the integrated report.

1. Benin Mid-term Evaluation Interim report, August 2012

Acknowledgements

This Benin interim report of ECOWAS II mid-term evaluation was conducted and documented by an independent team consisting of a lead evaluator and national consultant engaged by the ILO-IPEC's Design, Evaluation and Documentation Section (DED).

The analysis is the result of a review of available documents and relevant and a field visit. The methodology was conducted in a consultative, participatory and using observation.

It was hoped that the mid-term review provides valuable information for project stakeholders and donors. However, we must also recognize that this is a rapid assessment of the mosaic of activities that comprise the project. The opinions and recommendations contained in this report are those of the author and, as such, constitute an important contribution to learning and planning without necessarily constitute the views of the ILO, the ILO-IPEC or any other organization involved in the project.

The team would like to express sincere thanks to all parties involved in this evaluation, especially the entire ECOWAS II Project personnel who did preparatory work to make the experience move smoothly. Of those who participated, nearly everyone demonstrated such a sincere commitment to eliminating child labour in Benin, one can only expect to see great changes in a short time.

The Mid-Term Evaluation team

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Acronyms

AP	Action Programme
APO	Programme Officer
APSO	Action Programme Summary Outline
BPM	Brigade de Protection des Mineurs (Minor Protection Brigade)
CLMS	Child Labour Monitoring System
CLU	Child Labour Unit
CSO	Civil Society Organisation
CDN	Comité Directeur National de Lutte Contre le Travail des Enfants (National Steering Committee)
CNP	Coordonnateur National du Projet (National Project Officer)
CNSCPE	National Child Protection Monitoring and Coordination Group/Cellule Nationale de Suivi et de Coordination pour la Protection de l'Enfant au Bénin
CTA	Chief Technical Adviser
DWCP II	Decent Work Country Programme II
ECOWAS/CEDEAO	Economic Community of West African States
ENTE	Enquête Nationale sur le Travail des Enfants (National Survey on Child Labour)
EOP	End of Project
FGD	Focal group discussion
GAP	Global Action Programme
HCL	Hazardous List for Child Labour
IA	Implementing Agency
IGA	Income Generating Activities
ICCS	Investment Consultancy and Computerising Services
ILO	International Labour Organization
IMF	International Monetary Fund
IPEC	International Programme on the Elimination of Child Labour
IPO	International Programme Officer
ITUC	International Trade Union Confederation
MFSN	Ministry of Family and National Solidarity/Ministère de la Famille et la Solidarité
MTE	Mid-term Evaluation
MTFP	Ministry of Labour/ Ministère du Travail et de la Fonction Publique
M & E	Monitoring and Evaluation
NAP	National Action Plan
NC	National Consultant
NPO	National Programme Officer
NSC	National Steering Committee
OVC	Orphans and Vulnerable Children
RETRAME	Réseau De Journalistes Béninois Contre le Traite et la Maltraitance des Enfants
SHM	Stakeholders Meeting

SIMPOC	Statistical Information and Monitoring Programme on Child Labour
TdH	Terre des Hommes
ToR	Term of Reference
UNDP	United National Development Programme
UNICEF	United Nations Children's Fund
USDOL	United State Department of Labor WAP
ILO-IPEC	West Africa Projects
WAP CTA	ILO-IPEC West Africa Projects Chief Technical Adviser (based in Accra)
WDACL	World Day Against Child Labour
WFCL	Worst Forms of Child Labour

Executive Summary

The ILO's International Programme on the Elimination of Child Labour (IPEC) works to eliminate child labour, especially its worst forms (WFCL), as reflected in the two related ILO Conventions 182 and 138. Since September 2009, ILO-IPEC has implemented *Elimination of the Worst Forms of Child Labour in West Africa and Strengthening Sub-Regional Cooperation* with funds provided by the US Department of Labor (USDOL).⁴² The project, called ECOWAS I, fights child labour through a multi-faceted approach in Cote d'Ivoire, Ghana and Nigeria.⁴³ In 2010, a second project, ECOWAS II, started as an extension and expansion of the project. ECOWAS II expanded programming activities in the cocoa sector in Cote d'Ivoire and Ghana. It expanded programming in Nigeria and added Benin to the group of core participating countries. ECOWAS II reinforces efforts to develop National Action Plans for child labor in Benin and Nigeria. It also added a more robust approach to livelihood support components. The ECOWAS II project, which houses the Benin component of the two projects, ends on December 31, 2013 (EOP).⁴⁴

Mid-term Evaluation February 13 - March 12, 2011⁴⁵

This report describes the Benin component of ECOWAS II Mid-term Evaluation (MTE) conducted for ILO-IPEC's Design, Evaluation and Documentation Section (DED). The MTE team comprised a Lead Evaluator and a National Consultant. The findings in this report represent a rapid appraisal of the activities and challenges of the ECOWAS II project in Benin to date. Besides the country-specific activities, outputs related to the sub regional (ECOWAS/CEDEAO) objective 2 were considered. A Table of Key Findings according to the project objectives comprises Section IV. All of the Tables in the report were compiled by the Lead Evaluator or the National Consultant using sources provided by the project, including the most current ECOWAS I and II Project Documents, information received from ILO-IPEC project staff in Abuja and Geneva, Technical Progress Reports filed since the beginning of both projects, or from other reference materials listed in ANNEX A. Recommendations contained in Section IX are made with the expectation that modifications in project implementation can occur in the second phase, if considered feasible.

Project Background

As found in many ILO-IPEC projects worldwide, ECOWAS II combines elements of direct action services; data collection and improving the knowledge base; awareness raising about child labour; while strengthening the national institutions to create and enforce sustainable policies to fight child labour. In the ECOWAS I and II projects, each of the participating countries has an autonomous program, with outputs that coherently lead into the sub-regional objective. The second objective of the projects focuses on building a stronger ECOWAS/CEDEAO institution to help fight child labour in its member states. ECOWAS I focuses on fighting the Worst Forms of Child Labour (WFCL) in the cocoa and child

⁴² As a report for the Europe-based ILO, the MTE Reports are written in U.K. version of English and French. The "US Department of Labor" is written using US English as its proper name, but other uses of the word labour are English U.K.

⁴³ For the purposes of this report, the project is referred to as the ECOWAS Projects, ECOWAS I or ECOWAS II to distinguish it from the actual coordinating institution, ECOWAS (or CEDEAO, as it is called in the French speaking countries). ECOWAS/CEDEAO is the Project's primary partner at the sub-regional level. The Economic Community of West African States (ECOWAS) is a group of fifteen countries founded in 1975 to promote economic integration in "all fields of economic activity. See, <http://www.ecowas.int/>. In this report the economic community institution based in Abuja, the subject of objective 2 is called ECOWAS/CEDEAO. ECOWAS I is also known by the project code number (RAF/09/51/USA), and ECOWAS II is coded (RAF/10/53/USA).

⁴⁴ The end of project date for ECOWAS I is January 31, 2013.

⁴⁵ The MTE field site visit was combined with the field site visit to Nigeria. Hence, the document review for Benin also started at the same time as that for Nigeria.

domestic work sectors in Côte d'Ivoire and in the cocoa, fishing, mining and stone quarrying sectors in Ghana.

ECOWAS II adds sectors of artisanal mining and stone quarrying by children in Benin and Nigeria, and child labour in cocoa production in Ghana and Côte d'Ivoire. Though two separate and distinct projects "in administrative terms," ECOWAS I and II share the same goal: To contribute to the elimination of the worst forms of child labour in West Africa. They have distinctly different targets as well. ECOWAS II took on additional countries and added a new focus: to "implement programs designed to enhance the livelihoods of 3,000 families of project direct beneficiaries." In the case of the Benin country program, only the project objectives for ECOWAS II apply:

Objective 1:

By the end of the project, progress on the elimination of the worst forms of child labour in Benin will be accelerated.

Objective 2:

By the end of the project the role played by ECOWAS in combating the worst forms of child labour in the sub-region will be reinforced.

Findings

The ECOWAS II project in Benin consisted of preliminary steps, including a pre-project consultation with stakeholders and the engagement of a consultant to prepare a review for revitalizing the National Plan of Action (NAP). The project was launched in July 2011, but little happened until September, 2011 when a National Project Officer (NPO) was recruited. Along with an Assistant Programme Officer (APO), the NPO has pushed the project forward (1) with the help of ILO-IPEC leadership in Geneva, Accra and Dakar, (2) through conscientious adherence to the project documents and logical framework, and (3) by building solid relationships with project stakeholders.

Project Structure

The project design presents complex project vertical, horizontal and diagonal integration challenges. At the country level, other challenges also are present. All of this requires strong management skills, organization and efficiency. The ECOWAS II project strategy in Benin integrates policy strengthening with direct action programs. Other key components include Awareness Raising, Social Mobilization, and building a knowledge base through Research. Project activities include support to government in building national policy and child labour monitoring capacity, while addressing associated problems at the grassroots level. The Direct Action programs (1) withdraw or prevent at-risk children from the Worst Forms of Child Labour (WFCL), and (2) promote resilient family livelihoods and sustainable communities. Government ministries concerned with employment, social welfare, education, law and child protection; ILO social partners (tripartite); and civil society groups (NGOs) are involved in the project.

Table 1: Direct action targets for ECOWAS II in Benin (Benin was not part of ECOWAS I)⁴⁶

	Mines and Quarries	To date Total children	Livelihood Support	To date Total Households
Target	1500	100	1000	0
Total	1500	100	1000	0

⁴⁶ Figures provided by Benin Project Officer.

Conclusions

Benin experienced notoriety in 2001, when the MV Etirino, a suspected slave ship filled with exaggerated numbers of enslaved children, went missing off the coast of West Africa and eventually docked in Cotonou. The international scandal was humiliating for the country, but provided a wake-up call for Benin to protect its children from trafficking, and WFCL. Although it has been more than ten years, those policy makers and social activists concerned with children keep it close to the collective memory, as a sort of motivating force. There have been many changes in Benin -- laws, policies, and changes in attitudes and practices. Much more needs to be done, but government, social partners, civil society are engaged, and the ILO-IPEC team appears to be prepared and capable to meet the challenges. The project can meet its targets before the end of the project, but the time lost could have helped build an even stronger foundation.

Recommendations

The MTE makes several Recommendations that would enhance the project's effectiveness and help to meet the long-term objectives, but it is recognized that there are budgetary implications. Keeping in mind the Model Project aspect of all of the interventions, it is worthwhile to install procedures and revisit some assumptions in order for the project to be replicated in the ECOWAS/CEDEAO countries. These recommendations are directed to the project leadership in Benin and Accra. Those which concern support or modifications to Action Programmes must be channelled through the NPO. The recommendations are described in greater detail in Section IX.

Programmatic Recommendations

1. Conduct Field visits should to the quarries

Specifically included as an activity in the project Logical Framework, this suggestion was echoed by several stakeholders. The harshness of the quarry environment can be heart-breaking and press, Ministers, members of the National Assembly, and local leaders should be invited to tour the various sites.

2. Offer Opportunities for Implementing Agencies (IA) to exchange with IAs in other core countries, and to receive training.

In the course of interviews, it became apparent that many of the principal actors among the stakeholders are very conversant in the background of children and families working. Their on-the-ground experiences provide them with ample information to be able to provide sound social analysis about child labour. These groups have much to share, not so much their approaches as their analysis about ending poverty, supporting family systems, and strengthening community economies. If it is impossible to hold large-scale idea exchange conferences, perhaps study tours could be devised, or a film documentary made. While they bring innovation to their programs, they would also benefit from capacity building in innovative programming, especially as it relates to livelihood support, awareness raising and legal advocacy.

3. Add Marketing to the Raising Awareness Methodologies

The project helps the network get exposure about child labour in mainstream news, television and radio. They use various medium, such as mobilization of people (including children) as do other IAs working in the field. These are sensible avenues of raising awareness. It may be time to add to these approaches with marketing techniques. The project could invite representatives from the advertising divisions of local companies, including mobile phone companies, to ask how they might market an end to child labour. For example, peasants who never had a phone now buy mobile phones and use them. Businesses know how to

introduce new ideas and new products change the practices of people. That is what the fight against child labour is trying to do.

4. *Certify Products to Be Child Labour-Free*

The building boom, road construction, and government physical infrastructural projects require sand, gravel, crushed rock and granite, all of which come from the interior of the country. During the MTE, suggestions were made to "certify" or "label" materials as child-free, and to get the government to guarantee that its building materials did not come from child labour in artisanal mines. Either through the work of RETRAME, or a consulting firm, the project could contract for a study and project design to carry this suggestion further.

5. *Go to the Top in Building Advocates for Child Labour*

The Minister of Labour, a strong anti-CL proponent when Directrice should be cultivated, especially since she will attend the interministerial conference of ECOWAS/CEDEAO, and the ILO Conference in Geneva. The WAP CTA should meet with her and other potential leaders to explore strategies to bring the issue of child labour to the highest offices in the country and the sub-region.

Project Management and Implementation Issues

6. *Build the Knowledge Base – Establish Systems of Data Management and Documentation from the Beginning*

Recognize the fight against child labour as an important movement in the history of Benin. The project should be adding to the knowledge base of how attitudes and cultural practice change. To document impact, the project IAs should calculate numbers of people attending awareness raising events. More needs to be understood about child labour. Since children go to the quarries after school, are they working due to extreme poverty (subsistence) or is it providing supplementary income? Implementing agencies should collect data on accidents and deaths of children related to their participation in the WFCL.

7. *Request a no-cost extension for the project. Consider next steps for future funded activities.*

With the ECOWAS II project, there is the expectation on the part of stakeholders that the many activities and efforts to remedy the situation of vulnerable children caught in the Worst Forms of Child Labour will be consolidated through policy change and services. The ILO-IPEC project has a lot of promise. However, because it started late, the amplitude of hope is diminished. There is no doubt that the Implementing agencies will be able to meet their targets and deliver services. The National Steering Committee (CDN) and all of its members will become more aware and significant policy change will happen, but the integration of these changes may not make it within the framework of the current project period. Without the impetus from the ECOWAS II staff, it is easy to assume that the process will falter, especially given the different kinds of problems Benin, as one of the world's poorest countries, experiences. Resources, both human and financial, are in short supply, and it is recommended that the project be extended. This is a program strategy that will endure for a long time, and a longer project should be developed to receive additional needed funds.

Lessons Learned

Since the project is still in a start-up phase, it is difficult to identify major lessons learned or replicable good practices, but the project can appreciate two factors which have contributed to its success so far.

1. The outcome of elections and other politics will sometimes mean that people will be transferred from one position to another. This was a good thing for the project when the Director of Labour, a long time stalwart of children's rights, became the Minister of Labour. In other cases, at levels closer to the field activities, transfers can pose problems.

A solution is to build a broad body of support at the ground so that if an education inspector or labour inspector is transferred, the other partners, such as social work, trade unionists or NGOs who remain can pick up the slack and keep the advocacy needed going. A related lesson is that it is good to build relationships with all concerned, without knowing which way the political wind might blow.

2. The project was prudent in doing a mini-Action Programme as part of the start-up of activities. Through the Ministry of Labour and ARED, school materials were supplied to needy children who were removed from working a quarry. This quick response was a public display of unambiguous commitment on the part of all of the involved players, demonstrating action to the target population and all of the other stakeholders.
3. The CDN and the project worked together to choose project implementing agencies. The criteria was announced in advance. Selectors used a grid weigh the competencies of applicants. This systematic and transparent methodology. It was efficient and effective. It can be replicated in other countries. (See ANNEX F).

1. Purpose of Evaluation and Methodology

1. A required component of the overall monitoring and evaluation plan of the project is a mid-term evaluation (MTE) to review the progress to date of the project. ECOWAS I was launched on September 30, 2009, with an ending date of January 31, 2013. The second project, ECOWAS II started December 31, 2010, with an ending date of December 31, 2013. As the first half of the ECOWAS I duration was reached, ILO-IPEC Geneva's Design, Evaluation and Documentation Section engaged an evaluator to conduct an Independent Mid-term Evaluation (MTE) of both of the ECOWAS I/II projects in all countries. The Mid-term Evaluation for the Benin Phase began February 13, 2012, with a field visit from February 27-March 7, technically falling at its intended date.

Table 2: ECOWAS I & II TIMEFRAME⁴⁷

	ECOWAS I (not Benin)	ECOWAS II (Benin)
DURATION	40 MONTHS	36 MONTHS (3 years)
STARTING DATE	30 September 2009	31 December 2010
ENDING DATE	31 January 2013	31 December 2013
Technical Mid-term	May 2011	March 2012

1.1 Goal and Purposes of Mid-term Evaluation

2. The goal of the MTE in Benin was to review the on-going progress of the ECOWAS II project to date, examining steps taken, assessing outputs which have been delivered, and confirming timelines followed towards achieving project objectives. Close attention was paid to contributions to the national efforts, including specific goals related to target beneficiaries, and Benin -based activities which will also move forward sub-regional efforts to achieve the elimination of Worst Forms of Child Labour (WFCL) in Objective 2. The purposes of the Benin Mid-Term Evaluation, the fourth phase of the multi-country ECOWAS [I and] II Mid-Term Evaluation, were to:
 - Assess the on-going progress and performance of the programme (extent to which immediate objectives have been achieved and outputs delivered);
 - Examine the likelihood of the programme achieving its objectives at country and regional level;
 - Examine the delivery of the programme inputs/activities;
 - Identify the nature and magnitude of constraints, the factors affecting programme implementation and an analysis of factors contributing to the program success;
 - Consider and analyse how programme assumptions affected project performance and outcomes and how the project reacted to them; and
 - Identify emerging potential good practices.
3. Finally, this evaluation assesses progress in terms of children's working status (i.e. withdrawal and prevention from the worst forms of child labour) and family status (i.e. involvement in livelihood programs).⁴⁸

⁴⁷ This Table was compiled by the evaluator using the ECOWAS II (p. 99) Project documents. The mid-term evaluation dates are the technical dates of the middle of each project.

4. The Benin project office provided several materials in advance of the mission to the Lead Evaluator and the national consultant (NC); arranged a schedule of meetings and made appointments in advance; and coordinated a meeting of stakeholders to occur on the third day of the evaluation. The MTE briefing was held in conjunction with a meeting of the National Steering Committee, called the Comité Direction National (CDN).

1.2 Technical methods used

1.2.1 Project Document Review

5. The evaluators analysed a large and comprehensive body of documents deemed pertinent to project design and implementation, including the original project documents, Technical Progress Reports (TPR), materials from ILO-IPEC and the US Department of Labor's Office of Child Labor, Forced Labor, and Human Trafficking (OCFT), and the project logical framework. Supporting documents concerning child labour and trafficking in Benin and the ECOWAS/CEDEAO were also consulted. Discussions were held between the CTA, Lead Evaluator and the National Consultant by Skype. In advance of the mission, the NC visited the offices and studied project materials. Documents related to the project, though not produced by it, including policy and legal documents on the elimination of the Worst Forms of Child Labour (WFCL), and literature from the mining and quarrying industry, child protection agencies, among other materials, helped place project interventions within the overall context, and expanded the evaluator's understanding of the effect of the project activities to date.⁴⁹

1.2.2 Field Visits

6. From March 7-March 10, 2012, the evaluation team observed project activities in the capital city of Cotonou. Thanks to advance scheduling, the team was able to interview pertinent stakeholders. For a full description of the itinerary, see Annex B. The International Consultant interviewed Geneva and Ghana-based project staff, as well as USDOL stakeholders. Both consultants conducted local interviews and facilitated a lively group discussion at a meeting of the CND and other stakeholders.

1.2.3 Methods for Collecting Information

7. In order to gain a full picture of the Benin ECOWAS II project in a short period of time, the MTE team interviewed individual stakeholders, social partners, selected and potential implementing agencies at the ILO-IPEC, government and NGO offices. Through frank, participatory discussions, the evaluation team was able to gather substantive data and subjective opinions of a representative sample of stakeholders, particularly from government representatives, trade union association members, and NGO leaders, AP implementers, and ILO-IPEC staff regarding the project's accomplishments, program design, relevance, and sustainability.

1.2.4 Stakeholders

8. Project stakeholders are those individuals who have knowledge about the project and play a significant or intervening role. A representative body of stakeholders were interviewed and attended the Stakeholders briefing (SHM) on March 9, 2011. Among those interviewed in the course of the MTE were:

- Government officials
- ILO-IPEC staff in Geneva, Switzerland and

48 Inception Report, p.4.

49 See Annex A for a list of key documents reviewed.

- Civil servants
- Implementing partner agencies (IAs)
- Representatives of the tripartite (Social Partners)
- Staff on other ILO projects
- ECOWAS II Project Staff
- Dakar, Senegal
- USDOL staff related to the project was interviewed by telephone
- US Embassy personnel responsible for reporting on child labour and/or trafficking
- Parents and quarry owner

1.2.5 Methodology Limitations

9. Limitations to the implementation of the Benin country MTE of ECOWAS II were mostly the result of time constraints. With only three days set aside for the evaluation of the Benin ECOWAS II project, the time was limited to meeting with selected ILO-IPEC staff, implementing agencies, tripartite partners, and government. Fortunately, the NPO had arranged a tight schedule with pertinent individuals and groups. The rationale that was presented for the short evaluation for the short time was that the project had only taken preliminary steps. In fact, the Implementing Agencies were already selected by the project. They have all been working at project sites on non-project, but similar, activities, so actual visits to the field would have added to the knowledge and thus, findings of the MTE. Evaluators had to rely on their knowledge of the country and the agencies from previous encounters to determine if the “*situation actuel*” as described by the NGOs was indeed accurate.
10. It was very disappointing that the MTE team did not have the chance to observe children working, or meet with children in the course of the field site visits. Both the National Consultant and the Lead Evaluator were familiar with the incidence of child labour in Benin, but it was unfortunate that there was not enough time for this technical aspect of verifying evidence.
11. The evaluator spent an extra day in country to begin report writing, so that at the least some preliminary follow-up questions could be posed before departure from Benin. This proved inordinately helpful as the team was able to consolidate work plans and review questions.

1.3 Evaluation Report Format

12. As outlined in the Terms of Reference (ToR), the Mid-Term Evaluation report is divided into distinct sections, based on specific questions. Following Section II, Project Description, the Sections III-VI describe actual findings, according to Relevance, Effectiveness, and Sustainability. (A Table of Key Findings according to the project objectives comprises Section IV.) Conclusions are stated in Section VII and Recommendations are contained in Section VIII. The last section (IX) examines Lessons Learned. Annexes at the end of this report provide supplementary information.

2. Project Description

2.1 Background and Context (RAF/09/51/USA) and (RAF/10/53/USA)

13. The ILO's International Programme on the Elimination of Child Labour (IPEC) works to eliminate child labour, especially its worst forms (WFCL), as reflected in the two related ILO Conventions 182 and 138. Since September 2009, ILO-IPEC has implemented *Elimination of the Worst Forms of Child Labour in West Africa and Strengthening Sub-Regional Cooperation* in West Africa with funds provided by the US Department of Labor (USDOL). The ECOWAS I project (RAF/09/51/USA) began by supporting efforts to eliminate child labour in cocoa-producing regions of Ghana and Côte d'Ivoire, and working in the headquarters of the Economic Community of West

Africa States (ECOWAS/CEDEAO) in Abuja, Nigeria. In 2010, *ECOWAS II (RAF/10/53/USA)* was started which includes programming in Benin and Nigeria.⁵⁰ Besides reinforcing some aspects of ECOWAS I and introducing livelihood support in Ghana and Cote d'Ivoire, ECOWAS II works at the sub-regional and national levels in West Africa to combat the WFCL mining and stone quarries in Benin and Nigeria.⁵¹ The ECOWAS I and II projects coexist with, and presumably complement, the strategies and activities planned being implemented in another USDOL-funded ILO-IPEC project "Towards Child Labour Free Cocoa Growing Communities through an Integrated Area Based Approach" (CCP) and the Public-Private Partnership (PPP) which are running concurrently in Ghana and Côte d'Ivoire. Another project, the Global Action Programme (GAP) provides technical and financial support for the updating of the NAP in Nigeria.⁵² Offices, equipment, some personnel and other aspects of the projects are shared with these West Africa projects, which have one Chief Technical Adviser, based in Accra, Ghana. The International Programme Officer for ECOWAS II is also based in Accra. A Technical Adviser (TA), with programmatic responsibilities as adviser to the Ministry of Labour in Nigeria and to ECOWAS/CEDEAO, is responsible for ECOWAS I. In Benin, the project is managed by National Programme Officer (CNP in French) and an Assistant Project Officer. The staff also includes a driver, who assists with administrative help (runs errands, etc.) as well.

14. Though two separate and distinct projects, ECOWAS I and II share the same goal: To contribute to the elimination of the worst forms of child labour in West Africa. These projects combine proven approaches of many of the ILO-IPEC projects worldwide: country programs; sector-specific; direct action; improved data collection; and strengthening national institutions to create and enforce policies to fight child labour. The ECOWAS project in Benin works in collaboration with (1) government ministries concerned with employment, social welfare, education, law and child protection; (2) the ILO social partners (trade unions and employers associations) which make up the ILO's unique tripartite arrangement; and (3) civil society and/or non-governmental charitable groups working on child protection, labour, and child labour issues.
15. While the project objectives are similar for ECOWAS I and II, the key differences apply to the activities for Nigeria and Benin, which were added in ECOWAS II:

Objective 1: By the end of the project, progress on the elimination of the worst forms of child labour in Ghana, Nigeria and Côte d'Ivoire will be accelerated. (*Benin is added in ECOWAS II*)

Objective 2: By the end of the project the role played by ECOWAS/CEDEAO in combating the worst forms of child labour in the sub-region will be reinforced.

16. The ECOWAS II project held a preliminary consultation 29th October 2010, in Cotonou, to present the project and collect information needed from the main stakeholders to finalize the project document. The Minister of Labour, social partners, NGOs, the Senior Programme Officer from IPEC HQ, the project CTA and a consultant participated in the meeting. Due to delays, primarily project staff changes at the Accra office, the project was not officially launched until July 7-8, 2011.

⁵⁰ For the purposes of this report, the project is referred to as the ECOWAS Project or ECOWAS I/II to distinguish it from the actual coordinating institution, ECOWAS/CEDEAO, which is the Project's primary partner at the sub-regional level. The Economic Community of West African States (ECOWAS) is a group of fifteen countries founded in 1975 to promote economic integration in "all fields of economic activity." See, <http://www.ecowas.int/>

⁵¹ ILO-IPEC is implementing these two other major interventions in West Africa, operating out of the Ghana Office: (1) a project of the Global Issues Group (Chocolate and Cocoa industry) Public-Private Partnership (PPP- RAF/11/01/GIG); and the (2) USDOL funded RAF/10/54/USA Cocoa Communities Project "Towards child labour free cocoa growing communities through an integrated area based approach" in Ghana and Cote d'Ivoire.

⁵² p. 24, ECOWAS II Project Document (revised).

The National Project Officer (NPO) started work September 2011. The NPO, along with the Assistant Programme Officer (APO), has pushed the project forward (1) with the help of ILO-IPEC leadership in Geneva, Accra and Dakar, (2) through conscientious adherence to the project documents and logical framework, and (3) by building solid relationships with project stakeholders.

2.1.1 Benin Context

17. The smallest of the core countries of the ECOWAS projects, Benin is a significant actor in the child labour and child trafficking world as being an enduring source country for many child labourers. Many children leave Benin for Nigeria, seeking work not only due to economic incentives, but for some as a sort of rite of passage or social training. However, poverty is clearly a driving force in pushing children to become engaged in child labour. Benin is listed as 161st of 182 countries in terms of UNDP's Human Development Indicators.⁵³ The ILO and the National Institute of Statistics and Economic Analysis of Benin produced a study to move the process forward in developing the national plan. According to a 2008 national survey on child labour (ENTE), 664, 537 children aged 5 to 17 are economically occupied, or about 1 in 3 children in Benin. About 31% are forced to work in hazardous tasks.⁵⁴ At the time of the MTE, several events external to the project were converging which could affect the project, particularly at-risk children or children already in the worst forms of child labour; and child protection advocates. These include:

a. Presidential election and re-election of president

18. On March 18, 2011, President Boni Yayi won re-election with more than 53 per cent of the vote.
19. He has announced several times that he will not run again, and that he will push harder for reform. His efforts as president to reduce corruption and initiate economic reform have been blocked by Parliament support has recently stymied many of these efforts. The president has focused on improving the salaries of state workers and building the road and other infrastructural network. These aims have negative and positive repercussions for the situation of child labour.

b. STRIKE BY TEACHERS

20. Since the middle of January, public teachers went on strike. This event can have a real impact on the project since the end of school year is approaching, examinations may be postponed, the strike is continuing. Children are idle and possibly more children are going to the quarries, even those who had been in school before.

c. BUILDING CONSTRUCTION

21. Attention to building infrastructure has been a platform of the government and, while essential to nation building, the exploitation of raw materials required may be traced back to child labour. Besides a complex that will house the four government buildings, private homes and apartments are going up at a rapid rate, partly due to investments by citizens in a recently exposed pyramid scheme. This may affect the project as the demand for building materials remains quite high. Severe flooding in 2010 crippled the country's agricultural sector, and many farmers turned their land holdings into gravel pits. Parents - both mother and father - are heading off to work in the harsh conditions. Some are setting up camps nearby, so that families are leaving their homesteads.

⁵³ Human Development Index, International Human Development Indicators - UNDP
hdrstats.undp.org/en/countries/profiles/BEN.html

⁵⁴ « Enquête Nationale sur le travail des enfants au Benin – 2008, Rapport final, » République du Benin, Bureau International du Travail, et Institut national de la statistique et de l'analyse économique (INSAE), 2008.

d. PYRAMID SCHEME

22. Several members of administration were implicated in a financial pyramid scheme that swindled over 1 per cent of Benin's population in a Pyramid scheme which was uncovered in September, 2010. Hundreds of thousands of people had pooled their money to invest in Investment Consultancy and Computing Services (ICC), which offered returns of 50-200 per cent. Together they lost more than USD 130 million. The business behind the scheme was listed as a non-profit computer service company, but traded illegally as a banking institution. It closed in July 2011 and several of their staff is in prison. People are in shock over losing their life savings. It is expected to have a big impact on short-term discretionary spending and building starts will also slow. Even middle level and low income families invested in the scheme, so there is concern that poverty and desperate decisions are being taken by families to put their children to work to pay off debts.

e. LEGAL ENVIRONMENT

23. For more than a decade, the Benin government has made significant strides providing legal protection for children. Benin is signatory to several international conventions and protocols which protect children and has passed laws. (See Table 3 below). ILO-IPEC has been instrumental in supporting many of these steps.
24. The ILO-IPEC ECOWAS II project, located in Cotonu, shares offices with other ILO-IPEC projects. Its close proximity to the Ministry of Labour reflects not only a physical closeness but a professional relationship that has been built up over many years of working harmoniously to fight child labour, trafficking as well as other labour issues such as the Decent Work Country Programme and HIV/AIDS in the Work place. The ILO-IPEC is responsible for training many Benin social partners, and as such, can depend on many within and outside of the government to provide informed policy advocacy regarding child labour.

Table 3: Child labour related legal framework in Benin⁵⁵

National Steering Committee (CDN)	X
Recently produced National Child Labour Plan of Action * Waiting to be signed	*
Convention on the Rights of the Child (1990)	X
Convention 138 (Age), 2001	X
Convention 182 (WFCL) 2001	X
Hazardous List (2011)	X
Bilateral and Multilateral Accords against Trafficking (ECOWAS/CEDEAO)	X
Charter on the Rights and Welfare of the African Child (1997)	X
Laws and labour codes (Article 169 Code du travail, Anti-Trafficking Law ⁵⁶)	X
Pro-Children Policies, e.g. UBE (Education), Health, Brigade des Mineurs	X

25. The country has been progressively building an expansive institutional safety net for children over the past decade as well. Child protection falls within the mandate of several ministries. In the late 1990s, ILO-IPEC helped to set up the National Committee to Fight against Child Labour, or CDN, which is housed in the Ministry of Labour (MTFP). The Ministry of Labour is responsible for implementing the child labour provisions through the labour inspectorate and the Labor Code. Through the Service de Promotion de la Lutte contre le Travail des Enfants, the MTFP acts as secr tariat of the CDN.

⁵⁵ Table 3 and 4 Source, Evaluator compiled list using printed and on-line materials from USDOL, UNRef web site, US Department of State, and UNICEF. Also documents from the Brigade de Protection des Mineur

⁵⁶ loi N  2006-04 du 5 Avril 2006

26. Many of the ministries participate across the various commissions, but for some stakeholders, there is confusion as to where priorities lie, and concern that there may be unnecessary duplication.

Table 4: Benin's Safety Net for Children: Some Mechanisms Created to Protect Children

Ministry	Commission/Committee	General Mandate (partial list)
Ministry of Labour/ Ministère du Travail et de la Fonction Publique. (MTFP).	Comité Directeur National de Lutte Contre Le Travail Des Enfants (CDN)	Child Labour and trafficking
Ministry of Justice/Ministère de la Justice, de la Législation et des droits de l'Homme	Commission Nationale des Droits de l'Enfant /Comité des droits de l'enfant (1996)	Activities related to the Convention on the Rights of the Child, monitor juvenile justice
Ministry of Family and National Solidarity/ Ministère de la Famille et de la Solidarité (MFSN)	Cellule Nationale de Suivi et de Coordination pour la Protection de l'Enfant au Bénin/ National Monitoring and Coordination Working Group for Child Protection (CNSCPE)	Juvenile justice, Trafficking and child Exploitation, Orphans and Vulnerable Children (OVC).
Ministry of the Interior and Public Security /Ministère de l'Intérieur, de la Sécurité Publique	Protection of Minors Brigade/Brigade de Protection des Mineurs	Child trafficking database, arrests suspected traffickers, enforces juvenile law and helps delinquents, needy vagrant children, child trafficking victims
Education/Education	--	Education and literacy
Health/Santé	--	Mother child health, Primary health care

2.2 Project components

27. As described in the Project document, the ECOWAS II strategy comprises key components (1) Policy and Institutional Strengthening; (2) Awareness Raising; (3) Research (data collection and analysis and child labour monitoring); (4) Capacity building for relevant stakeholders involved in the fight against child labour; and (5) Direct Services to vulnerable children. Direct services focus on (1) withdrawing working children and preventing those at risk from entering child labour, focussing especially on children in mining and quarrying and (2) promoting resilient family livelihoods and sustainable communities where this WFCL exist. These components are complementary and interdependent.

2.3 Project design

28. The basic project design is one in which the ECOWAS Project (ILO-IPEC) staff manages, motivates and monitors the components. ILO-IPEC's role is to efficiently provide necessary coordination and support, technically and financially, to the actors responsible for the components. The components mainstream efforts to eliminate child labour while strengthening policies in a comprehensive way, leading to a replicable model for the elimination of child labour in West Africa. According to the project design, many of the Action Programmes (APs) of the ECOWAS project will be implemented by a social partner or a non-governmental partner called an Implementing Agency (IA). The IA receives funds, technical support and guidance directly from the ILO-IPEC national office, and when appropriate, sub-regional offices. The partners should benefit from ILO and ILO-IPEC regional and international expertise as well. This proven and practical methodology as incorporated into the ECOWAS project designs heightens the probability that activities will reach target populations.

Assumptions

29. Project documents correctly describe the realities and challenges in integrating the issues of child labour and child trafficking in the Benin contexts. For the project to succeed, the design assumed continued government commitment and supporting anti-poverty and education programs; stable political events, including presidential elections; collaboration among stakeholder and pertinent partners. The design recognized general economic malaise issues, such as power cuts and fluctuating cotton prices and the challenges that entrenched traditional cultural values pose to ending the treatment of children as workers. These assumptions confront the project, along with added ones, as noted in the contextual overview (II.A.1). Fortunately, at certain levels, government demonstrates an extraordinary interest in these issues, particularly in the administrative branch, and there continues to be collaboration among the various NGOs and international agencies.

3. Relevance

30. Exact statistics for the number of children who are engaged in the WFCL in Benin are still not well captured, which is one reason why the project adds substantial value to the country's fight against child labour. Child protection activists and the general public aver that there are far too many children who are working rather than attending school. The goal is extremely relevant, given the evidence as noted by IAs. A high prevalence of child labour exists in quarries.

4. Table of Key Findings

ECOWAS II Development Objective: To contribute to the elimination of the worst forms of child labour in West Africa. ⁵⁷
Immediate Objective 1: By the end of the project, progress on the elimination of the worst forms of child labour in Benin, Ghana, Nigeria and Côte d'Ivoire will be accelerated.
Output 1.1: Consultations and technical support delivered for integrating child labour/trafficking concerns into national mining policies and laws, sub-national and/or local government action plans and social partner policies and plans in Benin and Nigeria.
<p>1. The National Plan of Action was validated at the national level on December 09, 2011. Preparations are underway towards its presentation before Cabinet for adoption by April.</p> <p>The project has held substantive consultations with the National CL Committee.</p> <p>Findings:</p> <ul style="list-style-type: none"> • Strategies and activities identified, particularly in the artisanal mining sector • Transparency and clarity about mission of CDN members • Establishment of working groups in CDN • Selection of IAs for Action Programmes (APs) • Very good Social partners involvement <p>The project is consulting directly with the Ministry of Mines to integrate child labour and trafficking concerns into their policy and planning framework and develop an action programme.</p> <p>The Hazardous List for Child Labour (HCL) has been approved, with special attention to the mining and quarrying provisions.⁵⁸</p> <p>Project staff is well equipped to provide consultation to the Ministry of Justice regarding gaps in the country's legal</p>

⁵⁷ The Logical Framework of ECOWAS II is found in ANNEX H, Terms of Reference for Mid-term Evaluation

⁵⁸ See, for example, pages 17-18 of the List of Hazardous Work. « Liste des travaux dangereux interdits aux enfants en République du Bénin, » Ministère du Travail et de la Fonction Publique, BIT-IPEC et Plan, adoptée par Décret No 2011-029 du 31 Janvier 2011.

ECOWAS II Development Objective: To contribute to the elimination of the worst forms of child labour in West Africa.⁵⁷

framework, as the assistant project officer is trained as a lawyer in addition to having substantial experience working in the field in the area of CL and child trafficking.

The NPO's expertise in M & E will prove helpful in providing necessary technical support to the CDN.

The project is anxious to establish a sustainable child labour monitoring system (CLMS).

Strong linkages exist with MTFP and other ministries

Most of the IAs have implemented ILO-IPEC and USDOL funded projects in the past. They are well-versed in CL and CL monitoring, according to the APSOs filed. They will strengthen their established relationships with local governments to integrate actions to address the root causes of child labour into their locales, and advocate for sound CLMS.

11. Some field visits have taken place (one was to take place the weekend after the MTE). Stakeholders working in the field, officials at the MTFP and OBISACOTE repeatedly suggested more visits to CL sites.⁵⁹

MTE noted outstanding activities to be done according to the PRODOC: In consultation with key stakeholders, prepare and adopt guidelines on combating worst forms of child labour in the artisanal mining sector and promote the application of the guidelines.

Output 1.2: Capacity building - Capacity building programmes designed and delivered to fill gaps in relevant institutions capacity to combat the worst forms of child labour in the artisanal mining sectors in Benin and Nigeria.

1. Most relevant relationships have been established.
2. Necessary training requirements are being evaluated.
2. Plans to deliver training and adapt relevant ILO materials for various sectors, notable mining, judiciary, and labour and law enforcement are in progress.
3. Action Programmes are designed to address the capacity building requirements in the PRODOC Logical Framework.
 - (a) These APs have training planned to focus on children and families; local governments and communities; parent teacher associations, teachers and youth leaders; judiciary, relevant law enforcement agents, and labour inspectors; employer and worker organizations; and primary health care and agriculture extension workers.
 - (b) Community-based child labour monitoring systems are featured in the action programmes.
 - (c) Several of the IAs have programmes and facilities directed at caring for trafficking victims.
 - (d) IAs mention materials and deal with youth employment, cooperatives, etc. in APSOs.

Although the Logical Framework states: "plans to deliver relevant guides and materials to local development agents in project targeted communities on appropriate ILO methodologies on topics including; starting your business, youth employment, cooperative development, small producers' association development, among others," there was no evidence of it being planned and no one (project staff or prospective IA) mentioned it to the MTE evaluators, who asked about every indicator.
4. Project staff is working with the MTFP labour inspectorate and Ministry of Family and Children social work service to implement the Child Labour Monitoring System in the target areas in line with the overall plan established at national level in Benin.

Output 1.3: National and sub national awareness raising and social mobilization campaigns conducted in Benin.

1. Besides actions to be taken by implementing agencies to mobilise populations, social partners and communities for action against child labour in quarrying and mining, an APSO has been awarded to RETRAME (journalist network) to do widespread national awareness raising campaign.⁶⁰
2. The CDN met to plan the WDACL for 2012 on March 9, 2011.
3. The special needs of girls have been earmarked by several IAs.
4. Although the Logical Framework states: "plan to create child friendly books on child rights and child labour" there was no evidence of it being planned and no one (project staff or prospective IA) mentioned it to the MTE evaluators, who asked about every indicator.

⁵⁹ OBISACOTE is an inter-union organization to monitor the Application of ILO Conventions on Child Labour in Benin. OBISACOTE stands for Observatoire Intersyndical de suivi de l'Application des conventions de l'OIT sur le travail des enfants au Bénin.

⁶⁰ Since the first draft of this report, the MTE has been informed that the APSO with RETRAME was cancelled for budgetary purposes.

ECOWAS II Development Objective: To contribute to the elimination of the worst forms of child labour in West Africa. ⁵⁷
Output 1.4: Studies (Targets Benin, Nigeria) Studies undertaken to fill identified gaps in knowledge base on artisanal mines and problems of forced child labour and trafficking in Benin and Nigeria
1. MTE noted outstanding activities to be done according to the PRODOC: a) With support from SIMPOC, carry out rapid assessments or baseline surveys of the target regions; b) Diffuse research results through national media, web, newsletter and through partner networks information; and c) Develop good practice compendiums and guidelines for diffusion through national and regional (ECOWAS) networks.
Output 1.5: Models of intervention designed and piloted for withdrawing and preventing children working in the worst forms of child labour in Benin.
1. Localities and intervention strategies are agreed among the stakeholders. Implementing agencies APSOs describe plans to: (a) do social services mapping; withdraw/ prevent young children engaged in WFCL; (b) provide target beneficiaries with rehabilitation and appropriate educational services; (c) provide non-cash scholarship and extra-curricular package for targeted children; and (d) Collect baseline data on direct project beneficiaries through the implementation of a DBMR system. 2. Staff will be receiving additional DBMR training in Togo. 3. The Ministry of Labour and social partners looks forward to assistance by project staff in drafting a comprehensive “safe work/youth employment model of intervention.” 4. The project has an established relationship with the Brigade de Protection des Mineurs (BPM),so proposed activities will likely transpire.
Output 1.6: Models of intervention designed and piloted to promote resilient family livelihoods and sustainable community development in Benin
1. IAs are prepared to begin various activities listed in the Logical Framework, notably to pilot alternative livelihoods and IGAs for artisanal mining families and promote sustainable practices within rural communities 2. Although the MTE team asked about resource development plans of the project, the establishment of a grants facility for support community development projects in selected project targeted communities, as mentioned in the Logical framework, was not mentioned as being part of the project.
Immediate Objective 2: By the end of the project, the role played by ECOWAS/CEDEAO in combating the worst forms of child labour in the sub-region will be reinforced.
Output 2.1: Technical assistance to ECOWAS/CEDEAO to establish protocols for monitoring member states’ efforts to combat the WFCL
Not immediately applicable to Benin Country Program
Output 2.2: Programmes ... to strengthen the capacity of relevant ECOWAS/CEDEAO technical departments
Not immediately applicable to Benin Country Program
Output 2.3: Regional forums ... to share good practices among all ECOWAS/CEDEAO...states
Not immediately applicable to Benin Country Program

5. Effectiveness

31. At the time of the MTE, little had been accomplished in real terms, but the momentum was impressive. Since September 2011, the project had (a) a final National Action Plan ready for the Labour Minister, (b) seven APSOs prepared and validated, (c) social dialogue and awareness raising activities in progress, and, according to one stakeholder, (d) a strong, functioning National

Steering Committee for the fight against child labour. The accent has been on effective coordination. The focus has been on children involved in the WFCL in quarries and mines.

5.1 Project Administration

5.1.1 Organizational Structure and Human Resources

32. At first glance, ILO-IPEC's West Africa Projects organigramme, including the ECOWAS II Project, seems overwhelming and confusing. Besides the policy and action of ECOWAS I and II in four core countries including Benin, the organizational structure includes projects in Ghana and Côte d'Ivoire: cocoa sector -specific project (CCP) and Public-Private Partnership (PPP); and the Global Action Programme (GAP) in Nigeria. However, after careful consideration of the various components and given the realities of working in the ILO system, the structure reflects a necessary coherence in order to attain results at its many levels.
33. The West Africa Projects reflect an overall strategic approach by ILO-IPEC to fight child labour across the entire sub-region. While the ECOWAS projects are already complex, with the various action components, the other projects each have specific, somewhat complicated, components as well. The other West Africa projects are not operational in Benin, but the Benin ECOWAS II project is part of the larger structure. The ILO and ILO-IPEC, as an international agency with offices in Dakar and Abuja, brings another layer of structure and procedures into the organizational configuration in which ECOWAS II is situated. As the project progresses, the overall organigramme will be tested and lessons will emerge.

5.1.2 Project Organization

34. When ECOWAS I (and II) began, a Chief Technical Advisor (CTA) was responsible for the core countries and backstopping work done on strengthening the sub-regional organization ECOWAS/CEDEAO. Later, as new ILO-IPEC projects, CCP and PPP, emerged from demonstrated needs, it made good management sense to concentrate all CTA responsibilities under a single administrative authority, in a single location. Some support staff is shared across the multiple ILO-IPEC projects, such as the senior administrative assistant and the chief financial officer, who are based in Accra. In each country, administrative assistants and drivers are shared, as are vehicles and office space.
35. Staff for the project in all core countries are said to have certain talents or abilities that can be brought to the fore when necessary. MTE evaluators were also told that since there are other ILO projects in the core countries, the ILO staff may also be involved in the projects because of some unique expertise. Also, the ILO offices in Dakar and Abuja are seen as sources of special professional expertise if needed.⁶¹
36. At the time of the Benin MTE report, staffing for West Africa Projects and ECOWAS II project as related to implementation in Benin is as follows:

⁶¹ The type of available expertise was not described in detail. Examples given to the evaluation team were that the program officer in Ghana has special expertise in monitoring and evaluation and could help other projects, and the special financial expertise or livelihood support expertise existed at ILO Dakar. The Evaluation team notes that there is an ILO project for youth employment in Benin which could likely result in some cross-fertilization of expertise about child labour issues.

Table 5: ECOWAS I and II BENIN Staffing

Position	Location	Starting Dates
West Africa Projects Chief Technical Adviser	Accra, Ghana	January 2012
International Programme Officer ECOWAS II	Accra, Ghana	December 2011
National Programme Officer	Cotonou, Benin	September 2011
Assistant Project Officer	Cotonou, Benin	September 2011
Driver	Cotonou, Benin	July 2011

5.1.3 Project Management

37. The project is managed by National Programme Officer (CNP in French) and an Assistant Project Officer. Both individuals bring distinct expertise and professional experience plus obvious strong organizational skills to the position. Both staffers share a willingness, commitment and uncomplicated approach to getting things done despite some of the shortcomings of the supporting environment. Administrative support equipment and staff is shared with other programs operating in the building, and the project vehicle dates from the LUTRENA project which ended in June 2007.
38. The start-up of the project was well-organized and systematic. After receiving orientation training in Dakar soon after his hire in September 2011, the NPO used the project document (PRODOC) to establish a project presence, which included meeting with ILO-IPEC stakeholders, upgrading the office, and, most importantly, creating country-specific planning tools. The Senior Programme Officer responsible for ILO-IPEC projects in West Africa came in October to orient the team and help them to build durable relationships among high-level stakeholders. ILO-IPEC and the project in Benin had engaged consultants to study the CL climate and the resulting study contributed significantly to the National Action Plan preparations. In November, the Senior Child Labour Specialist came from Dakar to work with the CDN on the National Action Plan.
39. After setting up initial agreements with IAs, project staff in Benin have a multitude of tasks, for example: arranging, conducting and performing quality control of trainings of, and by, Implementing Agencies, social partners, and government officials; arranging and monitoring the work of consultants; grants management tasks, including monitoring IAs and their CL monitoring, reading, interpreting and writing reports, following up with IAs, field visits; and intensive work surrounding national CL steering committee and NAP activities. The Objective 2 component depends largely on the Accra- and Nigeria-based project staff. However, the Benin country program is critical to the success of the project. The children in Benin are particularly vulnerable to WFCL and trafficking, and the project activities can be seen as replicable models for other West African countries which confront child trafficking as well.
40. So far, the Benin Office project staff accurately report for Status Reports and Technical Progress Reports. Although there are no direct beneficiaries except for the one hundred children involved in the mini-action programme, some of the future IAs stated that they had previous experience reporting according to USDOL's DBMR requirements. Others will receive training, as will the NPO.

5.1.4 Efficiency

41. The Benin project office is a model of efficiency. Stakeholders reported that they received meeting notices and invitations, recruitment and project documents by email (following up with hard copies) in a timely fashion. Telephone calls rounded people up to work on small task forces or working groups in the selection of implementing agencies and reviewing the draft national Plan of action . Seven APSOs were reviewed and approved in two days, due to streamlined procedures, a small but committed working group, and clarity about criteria. It was efficient to incorporate the findings of the MTE as an agenda item to the CDN meeting which was held at a modest conference centre in Cotonou called INFOSEC.

5.2 Impact (Potential and to-date)

42. The impact of a project is measured by assessing those outcomes that, without the project's inputs, might not have happened. At this point, the ECOWAS II Project is far from achieving its deliverables. However, considering the achievements since the staff began in September, the prospects for success look good. In less than four months, the project leadership has been able to move the National Plan of Action from a Draft to a finalized and validated document which, according to the Ministry of Labour Child Labour Focal Point, will be fully adopted by April 1. Seven APSOs have been reviewed and approved. The National Steering Committee for Child Labour is meeting regularly. The List of Hazardous activities for Children has been approved, printed and disseminated. All of these activities are indicators in the project plan. The successful completion of them may not be directly attributed to the project, however, because some of the activities had been already started. Stakeholders interviewed in the process of the MTE point to the project as having been significant in revitalizing the anti-child labour fight, especially given other pre-occupying events in the country, such as flood, elections, and the teacher's strike.

5.2.1 National Policy

43. The development of the National Plan was started before the staff began in September 2011. A researcher had been contracted to study the current legal context and make recommendations. That study was followed by redaction, which went through several drafts and consultants' input. It was shared with ILO-IPEC's technical expert in Dakar, who offered technical advice. The NSC and Council of Ministries also weighed in. The NAP draft was validated at the national level on December 09, 2011. Now in the hands of the Minister of Labour, it will have been presented before Cabinet and probably adopted by the time the MTE report is submitted.

5.2.2 Direct Action

44. The direct action component of the project involves support to Implementing Agencies to withdraw or prevent children from the WFCL in the mining/quarrying sector. The beneficiary children will be enrolled in educational programs. The families of at-risk and working children are to be helped through access to livelihood support activities.
45. The CDN solicited proposals for those organizations which would remove (or prevent) children from WFCL and provide educational and livelihood support to them and their families. Of thirteen applicants, seven agencies were selected according to the following criteria:⁶²

⁶² Rapport de la Session des 20 et 21 décembre 2011 Relative à la Sélection de Projets de Lutte Contre Le Travail des Enfants Dans les Mines et Carrières. (Report of Meeting to Select IAs, December 20-21,2011)

- ☐ Operational and Financial Capacity: 20 points;
- ☐ Relevance of the project: 20 points;
- ☐ Project strategy: 25 points;
- ☐ Durability: 15 points;
- ☐ Work Plan and Monitoring and Evaluation: 08 points;
- ☐ Budget: 12 points

TOTAL: 100 points

46. Of the seven Implementing Agencies (IAs), six are working directly with children and families in quarrying and mining areas throughout the country. These are :
- Association pour la Protection de l'Enfance Malheureuse (APEM) (Mining Ministry will work with APEM in Parakou)
 - ARED (Mining Ministry will work with ARED in Mono/Couffo)
 - AUTRE VIE
 - Mutuelle de Jeunes Chrétiens pour le Développement, or Christian Youth Movement for Development (MJCD)
 - PIED (Programme Insertion Des Enfants Déshérités), also known as the Deprived Children's Social Integration Programme
 - Terre des Hommes
47. All are seasoned non-governmental organizations with varied expertise in child protection, including reintegration of child victims and psychosocial services; formal education and vocational training; improvement of family income improvement (and women's support services); capacity building and training; CL prevention through social mobilization and awareness; and advocacy, among other things. They use various techniques, some more innovative than others.
48. At the time of the MTE, a network of professional journalists called RETRAME, or *Réseau des Journalistes Béninois Contre la Traite et la Maltraitance des Enfants* was going to provide Information, Education and Communication. The group, which has a proven track record of affectively raising awareness on CL issues in the country, will broadcast anti-child labour messages through TV shows and radio broadcasts.
49. A separate Action Programme has been developed with the Ministry of Mines. The project is consulting directly with the Ministry of Mines to withdraw or prevent 125 children from work in quarries, and will help 125 families. The ministry is working with IA ARED to help 250 families gain tools to use in quarries so that children will not have to miss school and be in the harsh environment. It was a fortunate happenstance that the child labour focal point was not immediately available when the MTE visited the Ministry of Mines because the director and five staffers in attendance became more aware of the project as well as the problem of children in artisanal mines. Conversely, the director spoke of project inputs which may be too grandiose for the project to make available, such as heavy, mechanical machinery to replace child labour. The focal point later clarified that the use of heavy machinery is in the mining ministry plans which are unrelated to the ECOWAS project, while helping small artisanal mining will likely be a part of the ECOWAS II income generating activities.

50. In processing the APSOs, the CDN and the project staff were struck by the extremely desperate circumstances of the potential beneficiaries. In November, 2011, a Mini-Action Programme was developed with the NGO ARED and the Ministry of Labour and Productivity to immediately withdraw one hundred children working in the gravel quarries of Lokossa, Mono-Couffo. In an official ceremony in December 2011, school kits were distributed to vulnerable 100 children who had been withdrawn from working in the local quarries. State authorities, including the Ministry of Labour and the local administrative authority, led by the first Deputy Mayor of Lokossa, attended. As depicted in the table below, Benin has extremely high targets for numbers of beneficiaries expected to be helped through the project.

Table 6: Direct action targets for ECOWAS II in Benin

ECOWAS II: 2010-2013 (36 Months)					
BENIN	Mines and Quarries	To Date Total Children	Livelihood Households	To date Total Livelihood	Total
Numbers of child/household beneficiary targets	1500	100*	1000	0	100
Total	1500	0	1000	0	100
*Through the Ministry of Labour, the project made an emergency mini-grant, or mini-AP.					
ECOWAS II has a new reporting indicator: Number of children provided with education services, which is presumably the sectoral targets given here. The project will be tracking the provision of education services and livelihood services, such that if a child receives multiple different types of education services, these services may be counted multiple times.					

51. The Implementing Agencies are solid, proven organizations which have worked in the regions surrounding the mining areas for a long time. Their project implementation strategies are matched by strong analytical foundation. Some know one another and work in proximity, sharing resources, ideas, and expertise. They are not strangers to child labour or to ILO-IPEC. The experience of the IAs working in communities where quarrying exists, coupled with the obvious prevalence of WFCL in Benin, is sufficient evidence that the IAs will likely meet them within a few months of work.

5.3 Monitoring and Evaluation

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

52. Essential to the success of the ECOWAS project is the ability for implementing agencies to measure progress and the ILO-IPEC to appraise outcomes through data monitoring. Indicator 1.5.4 of ECOWAS II requires "...implementing agencies to identify at risk and working children in the selected areas and sectors and collect baseline data on direct project beneficiaries through the implementation of a DBMR system (Benin)" and Indicator 1.5.5 also requires: "... children ... provided with educational services ... school attendance by the beneficiaries of the scheme will be expected and verified through school registers and other monitoring means. (Benin)." Some, though not all, of the implementing agencies that have been selected to perform direct service interventions with children and families have implemented project funded by USDOL which require fairly rigorous monitoring of children. This monitoring provides an opportunity to better comprehend the issues related to child labour, including prevalence and family situations, as well as tracking beneficiaries and

"Our work permits us to do important work. If we only thought of per diem, we would achieve nothing.

We see the results and it gives us a belief that we can make permanent change."

Child Labour
Focal Point
Benin
Ministry of Labour

understanding the impact, if any, of the IA intervention. For some agencies, this kind of monitoring is difficult. Those with experience presumably have systems set up. Additional training in Direct Beneficiary Monitoring is almost always warranted for IAs. The IPEC Programme Officer is responsible for accurate reporting of Direct Beneficiaries. As a newcomer to DBMR, the NPO will receive need training, complementary to his M&E experience. With supplementary training given to the ECOWAS II staff and those IAs that need it, it is hoped that the monitoring will give useful information.

5.3.2 General Project Monitoring and Evaluation

53. At this time, all indications are that the project staff can handle routine required monitoring and evaluation. The two-person professional personnel staffing is small, and it would be helpful to have a data entry or administrative assistant. Based on the timeliness of reports already, and the organizational skills observed, there is every reason to believe that the M & E function of the Benin office will be more than sufficient.

6. Sustainability

54. The underlying goal within the project design to accelerate the approach to WFCL throughout the region is in itself a strategy for sustainability. In some ways, the fight to eliminate child labour in Benin is already a sustained activity. More needs to be done to ensure budgetary support, especially given Benin's perpetual sluggish economy. The livelihood activities for families, if successful, will cause more Benin citizens to become legitimate wage-earners and, in turn, more children to stay out of WFCL and attend school.
55. The government and social partners have demonstrated real commitment to the fight against child labour. Despite the challenges that they face, especially the lack of financial resources and equipment; and events such as teachers' strikes and natural disasters, there is beginning to be a critical mass of pertinent activists in Benin.

7. Conclusions

56. Benin experienced notoriety in 2001, when the MV Etirino, a suspected slave ship filled with exaggerated numbers of enslaved children, went missing off the coast of west Africa and eventually docked in the Cotonou. The international scandal was at once humiliating but also a wake-up call for Benin to protect its children from trafficking, and WFCL. Although it has been more than ten years, those policy makers and social activists concerned with children keep it close to the collective memory, as a sort of motivating force. There have been many changes in Benin -- laws, policies, and changes in attitudes and practices. Much more needs to be done, but government, social partners, civil society are engaged, and the ILO-IPEC team appears to be prepared and capable to meet the challenges. The project can meet its targets before the end of the project, but the time lost could have helped build an even stronger foundation.

8. Recommendations

57. The MTE makes several Recommendations that would enhance the project's effectiveness and help to meet the long-term objectives, but it is recognized that there are budgetary implications. Keeping in mind the Model Project aspect of all of the interventions, it is worthwhile to install procedures

and revisit some assumptions in order for the project to be replicated in the ECOWAS/CEDEAO countries. These recommendations are directed to the project leadership in Benin and Accra. Those which concern support or modifications to Action Programmes must be channelled through the NPO.

Programmatic Recommendations

8.1 Conduct Field visits to the quarries

58. Specifically included as an activity in the project logical framework, this suggestion was echoed by several stakeholders in interviews and group meetings, particularly the Ministry of Labour and OBISACOTE. The Minister of Mines did visit gravel quarries in Mono-Couffo. The harshness of the quarry environment can be heart-breaking and press, Ministers, members of the National Assembly, and local leaders should be invited to tour the various sites.

8.2 Offer Opportunities for Implementing Agencies (IA) to exchange with IAs in other core countries, and to receive training.

59. In the course of interviews, it became apparent that many of the principal actors among the stakeholders are very conversant in the background of children and families working. Their on-the-ground experiences provide them with ample information to be able to provide sound social analysis about child labour. These groups have much to share, not so much their approaches as their analysis about ending poverty, supporting family systems, and strengthening community economies. If it is impossible to hold large-scale idea exchange conferences, perhaps study tours could be devised, or a film documentary made. While they bring innovation to their programs, they would also benefit from capacity building in innovative programming, especially as it relates to livelihood support, awareness raising and legal advocacy.

8.3 Add Marketing to the Raising Awareness Methodologies

60. The project helps the network get exposure about child labour in mainstream news, television and radio. They use various medium, such as mobilization of people (including children) as do other IAs working in the field. These are sensible avenues of raising awareness. It may be time to add to these approaches with marketing techniques. The project could invite representatives from the advertising divisions of local companies, including mobile phone companies, to ask how they might market an end to child labour. For example, peasants who never had a phone now buy mobile phones and use them. Businesses know how to introduce new ideas and new products change the practices of people. That is what the fight against child labour is trying to do.

8.4 Certify Products to Be Child Labour-Free

61. The building boom, road construction, and government physical infrastructural projects require sand, gravel, crushed rock and granite, all of which come from the interior of the country. According to most sources, these products are probably purchased from artisanal quarries. In the course of interviews and meetings with stakeholders during the MTE, the idea of tracing the materials to child labour as an awareness raising tool surfaced. Several suggestions were made to "certify" or "label" materials as child-free, and to get the government to guarantee its building materials did not come from child labour in artisanal mines. Either through the work of RETRAME, or a consulting firm, the project could contract for a study and project design to carry this suggestion further.

8.5 Go to the Top in Building Advocates for Child Labour

62. The Minister of Labour was a strong proponent of ILO-IPEC projects when she was General Director of Labour (Directrice Générale du Travail). Now Minister, she has already shown her continued interest in supporting the project's aims. She should be cultivated, especially since she will attend the interministerial conference of ECOWAS/CEDEAO, and the ILO Conference in Geneva.
63. The country's president, Dr. Yayi Boni, is in his last term. When he finishes, will be a respected elder statesman. He has been elected as President of the African Union and this status can also be used in the project. Benin has a lot to offer in the development of protocols, based on recent experiences with the agreements of child trafficking. The President could be approached to support the efforts of the project. . The WAP CTA should be involved in nurturing these leaders.

Project Management Recommendations

8.6 Build the Knowledge Base – Establish Systems of Data Management and Documentation From the Beginning

64. The beginning of a project is sometimes ensconced in routine activities, and as activities continue, documentation of activities is forgotten. The Benin office has photographs of groups of training groups and some photographs from past projects. The fight for working children, both trafficked and not, has been going on in Benin for a long time. The country has achieved a lot and much of it is due to the efforts ILO-IPEC. The fight against child labour is an important benchmark in Benin's history. The project should be adding to the knowledge base of how attitudes and cultural practice change. Further, to evaluate the impact, numbers of people attending awareness raising events, and the potential radio listening audience should be estimated and recorded. Similarly, IAs should be reminded that community supervision of child beneficiaries should be documented..
65. More needs to be understood about child labour. For example, since it is reported that children go to the quarries after school, there is a question of the necessity of the labour in which they are engaged. An action research question worth pursuing might be: Is their participating in the dangerous tasks in mining and quarrying due to extreme poverty (subsistence) or is it providing supplementary income?
66. Implementing agencies should be encouraged to collect data on accidents and deaths of children related to their participation in the WFCL. ARED brought a quarry owner and a parent of a young miner to meet with the MTE team. Their testimony added a lot to the understanding of child's work in the quarries. The ARED staff and these informants reported on accidents which had led to death or severe injury among children. Others shared anecdotes at the SHM. If the population knew the incidence of accidents (and the implications for the country's future), there might be behaviour change about WFCL, just as attitudes have changed about trafficking, due to the MV Etirino incident.

8.7 Request a no-cost extension for the project. Consider next steps for future funded activities

67. With the ECOWAS II project, there is the expectation on the part of stakeholders that the many activities and efforts to remedy the situation of vulnerable children caught in the Worst Forms of Child Labour will be consolidated through policy change and services. The ILO-IPEC project has a lot of promise. However, because it started late, the amplitude of hope is diminished. There is no doubt that the Implementing agencies will be able to meet their targets and deliver services. The

National Steering Committee (CDN) and all of its members will become more aware and significant policy change will happen, but the integration of these changes may not make it within the framework of the current project period. Without the impetus from the ECOWAS II staff, it is easy to assume that the process will falter, especially given the different kinds of problems Benin, as one of the world's poorest countries, experiences. Resources, both human and financial, are in short supply, and it is recommended that the project be extended. This is a program strategy that will endure for a long time. A longer project should be developed with additional needed funding.

9. Lessons Learned and Potential Good Practices

68. Since the project is still in a start-up phase, it is difficult to identify major lessons learned or replicable good practices, but the project can appreciate certain factors which have contributed to its success so far.
69. Lesson: Anticipate the effect that political events can have on project implementation when designing a project and identifying important assumptions.
70. The outcome of elections and other politics will sometimes mean that people will be transferred from one position to another. This was a good thing for the project when the Director of Labour, a long time stalwart of children's rights, became the Minister of Labour. In other cases, at levels closer to the field activities, transfers can pose problems. A solution is to build a broad body of support at the ground so that if an education inspector or labour inspector is transferred, the other partners, such as social work, trade unionists or NGOs who remain can pick up the slack and keep the advocacy needed going. A related lesson is that it is good to build relationships with all concerned, without knowing which way the political wind might blow.
71. Good Practice: The project was prudent in doing a mini-Action Programme as part of the start-up of activities. Through the Ministry of Labour and ARED, school materials were supplied to needy children who were removed from working a quarry. This quick response was a public display of unambiguous commitment on the part of all of the involved players, demonstrating action to the target population and all of the other stakeholders.
72. Good Practice: The CDN and the project worked together to choose project implementing agencies. The criteria was announced in advance. Selectors used a grid weigh the competencies of applicants. This systematic and transparent methodology. It was efficient and effective. It can be replicated in other countries. (See Annex F).

Annex A: Key Documents Reviewed

Many documents were reviewed in preparation of the Benin MTE.
This is a list of many of them.

Project Design Documents

ECOWAS_I_PRODOC

ECOWAS_II_PRODOC

MASTER LIST of Documents for 4th stage of ECOWAS evaluation Benin

National Plan of Action for the Elimination of Child Labour in Benin

Regional Action Plan for the Elimination of Child Labour

Technical Progress Reports

March 2010: RAF0951USA_TPR_1003 March 2010

September 2010: Sept 2010 RAF0951USA_TPR_1009

TPR_MAY_2011_RAF0951USA_TPR_1104

TPR_oct_2011_USDOL.ECOWAS_

TPR_April_2011_USDOL.ECOWAS

September (October) 2011: RAF0951PUSA_TPR_1110_R

Technical Progress Report – TPR (ECOWAS I) – April 2011

Technical Progress Report – TPR (ECOWAS II) – April 2011

Technical Progress Report – TPR (ECOWAS I) – October 2011

Technical Progress Report – TPR (ECOWAS II) – October 2011

Status Report (ECOWAS I) – January 2012

Status Report (ECOWAS II) – January 2012

Benin Project Materials

- Etude Préparatoire Pour l'élaboration d'un Plan d'Action National Pour l'élimination du travail des enfants au Benin, par M.Vignon Armand, Sociologue, Mme Sadjiedo Dagba Céline, Juriste, Coordinatrice des Projets de l'ABAEF, M. Kora Bata Pascal, Expert en Programmation budgétaire.
- APSOs for Implementing Agencies, including: Action Programme, Direction Générale des Mines Ministère de L'Energie, des Recherches Pétrolières et Minières, de l'Eau, et du Développement des Energies Renouvelables: Elimination du travail des enfants dans les Mines et Carrieres du Mono/Couffo et du Borgou et Amélioration de la Productivité des Artisans Miniers. Lieu: MONO -COUFFO ET BORGOU (Communes de Lokossa, Dogbo et Parakou).
- Direction Générale des Mines
- ECOWAS Child Policy and Strategic Plan of Action, Economic Community of West African States, Abuja, Federal Republic of Nigeria, 2009.
- Rapport de la session des 20 et 21 décembre 2011 relative à la sélection de projets de lutte contre le travail des enfants dans les mines et carrières.
- Appel à propositions de programme d'action à l'intention des agences d'exécution

Benin Country References

- « Liste des travaux dangereux interdits aux enfants en République du Benin, » Ministère du Travail et de la Fonction Publique, BIT-IPEC et Plan, adoptée par Décret No 2011-029 du 31 Janvier 2011.
- « Enquête Nationale sur le travail des enfants au Benin – 2008, Rapport final, » République du Benin, Bureau International du Travail, et Institut national de la statistique et de l'analyse économique (INSAE), 2008.
- « Recueil des textes en matière de lutte contre l'exploitation au travail des enfants en république du Benin » réalisé par : l'Observatoire Intersyndical de Suivi de l'Application des Conventions de l'OIT sur le Travail des Enfants au Benin, Décembre, 2006.

Other Referenced Resource Materials

- UNRef Web page
- UNICEF
- Ministère De La Famille Et De L'enfant Bureau International Du Travail (Bit)
- Plan D'action National De
- Lutte Contre La Traite
- Des Enfants A Des Fins
- D'exploitation De Leur
- Travail, Version Finale Janvier 2008

Materials related to Mining and Rock Quarrying in West Africa :

“Little Hands of the Stone Quarries, an investigation into Child Trafficking between Benin and Nigeria” December 2005 , Terre des Hommes (TDH)

ILO/ IPEC Design, Evaluation and Documentation (DED) Briefing Materials

- Guidelines for Preparation of Evaluations
- ILO/ IPEC Design, Evaluation and Documentation (DED) section guidelines materials
- Briefing Material on Monitoring and Evaluation in IPEC
- DED Guidelines 6: Elements of Self-evaluation Guidelines
- DED Note 1: Preparing Terms of Reference for Evaluations (in certain cases)
- DED Note 2: Project Monitoring Plans
- DED Note: 3: Types and Levels of Evaluation in IPEC
- DED Note 4: Project cycle in IPEC
- DED Note 5: Process of Managing Evaluation in IPEC
- DED Note 6: Impact Assessment in IPEC\
- DED Note Self Evaluations
- ILO Global Reports on Child Labour 2002, 2006, 2010
- ILO Decent Work Country Programmes materials, Draft DWCP for the countries covered in this evaluation: Benin and Côte D'Ivoire
- Manual on Child Labour Rapid Assessment Methodology: SIMPOC ILO-UNICEF

Annex B: MTE Itinerary of Benin Site Visits

DATE	ACTIVITY
March 7	Meeting with MTE team, ILO-IPEC staff
	Observatoire Intersyndical de suivi de l'Application des conventions de l'OIT sur le travail des enfants au Bénin (OBISACOTE)
	Labour Ministry
March 8	US Embassy
	Ministry of Mines
	UNICEF
	Terre des Hommes-Benin
	ARED
	Meeting with Quarry Owner, Parent of working children
March 9	Meetings with Selected Implementing Agencies
	Stakeholder Workshop, Cotonu
	Michel Gregoire, ILO/TREE – Training for Rural Economic Empowerment
	Debrief with National Consultant

Annex C: People Interviewed MTE

Activité	Nom et Prénoms	Fonction/Structure
07/03/2012		
DIRO	HADEOU Amen Isis	Assistant to National Consultant
Project staff	GAUTHO François	Coordonnateur IPEC/BIT
	AKPAKPA Serge	Assistant Programme IPEC
OBISACOTE	ASSOGBA Innocent	President OBISACOTE
	LIMA Béatrice	Vice-president OBISACOTE
Direction Générale du Travail (Labour)	DJAGOUN AFOUDA Ernest	Direction Générale du Travail
	DJIDJOHO Perpétue	Direction Générale du Travail
	DANSOUKPEVI Marcellin	CS/LTE/ Direction Générale du Travail
08/03/2012		
US Embassy	José Lino De SOUZA	Political Assistant
	Mackenzie Rowe	Political and Military Officer
Direction Générale des Mines	HOUETO Alain	Directeur Général des Mines
	MOUZOUN Paul	DAF/Direction Générale des Mines
	AWOKOU A. Stanislas	Direction Générale des Mines
	GBWEZOUN Vincent	
	TOSSOU Yaovi	
	AGBOGNONNON Aimé	
UNICEF	LOKENG N. Jean	Chef Unité Protection de l'enfant
Terre des Hommes-Bénin	ADJAÏ Olivier	Conseiller technique, directeur intérim
ARED ONG	DASSANOU Oza Sossa	Directeur Exécutif, ARED
	TOGBEDJI Deha	Charge de programme ARED
	TOGBE Loko Angèle	Directrice ONG GRADEHI s/c ARED
Target Beneficiaries	CAKPO Barthélémy	Parent of Beneficiary
	DJIWALE Kuessi Pierre	Quarry Owner, Lokossa
Preparation	Consultants	Evaluators
09/03/2012		
NGOs	DAGBA Eliomi	MJCD-ONG
	ALIDOU Mohamed	APEM-ONG
	GBENANDE Silivère	Nouvel Elan ONG s/c MJCD
	KOUNOUHO Toussaint	RETRAME
	AMADOU A. Moussa	PIED-ONG
	MEDEGAN Philippe	RETRAME
	DJIVOESSOUN Romuald	Directeur Exécutif AUTRE VIE-ONG
SHM	See separate list	Stakeholder Meeting
Interview	Michel Gregoire	ILO TREE Project/ Département des compétences et de l'employabilité

ILO-IPEC	USG
Switzerland and elsewhere (interviewed in November, 2011, February and March, 2012) 1) Peter Wichmand, Head, DED 2) Ricardo Furman Wolf, Senior Evaluation Officer 3) Frank Hagemann, Research & Policy Head 4) Mary Read, Programme & Planning Head 5) Alexandre Soho, Senior Programme Officer (Africa) 6) Simon Seynes, Head, Social Dialogue	USDOL- Office of Child Labor, Forced Labor and Human Trafficking (By Telephone interviewed in November, 2011, and February 2012) Tanya Rasa, Division Chief, Africa Chris Dearing, Project Manager Maureen Jaffe, OFCT, ILAB Samantha Schasberger, ILAB

ILO-IPEC	USG
<p>7) Constance Thomas, Director IPEC</p> <p>8) Francesco d'Olividio, former project WA CTA, (By Telephone, Pakistan)</p> <p>9) Sina Chuma-Mkandawire Director, ILO Sub-Regional Office in Abuja, Nigeria</p> <p>10) Vera Lucia Paquète-Perdigão Spécialiste Technique Principal Travail des Enfants. (Senior Child Labour Specialist)</p> <p>ECOWAS I/II PROJECT</p> <p>11) Stephen McClelland Chief Technical Adviser, West Africa Projects (interviewed in Nigeria)</p> <p>ECOWAS II PROJECT Benin</p> <p>12) François Gautho, National Programme Officer</p> <p>13) Serge Akpakpa, Assistant Programme Officer</p>	<p>US Embassy, Cotonou</p> <p>Mackenzie Rowe, Political Officer</p> <p>Jose De Souza, Assistant Political Officer</p>

Annex D: Agenda for Stakeholder Meeting

ELIMINATION OF THE WORST FORMS OF CHILD LABOUR IN WEST AFRICA AND STRENGTHENING SUB-REGIONAL COOPERATION, ECOWAS II MID-TERM EVALUATION BRIEFING FOLLOWING CDN MEETING REGARDING WORLD DAY AGAINST CHILD LABOUR FRIDAY 9 MARCH 2012 INFOTEC CENTRE	
11:00	Introduction
	Power Point Presentation by Consultants
	Comments and Questions

Annex E: List Of Participants For MTE Briefing to Stakeholders

Atelier des parties prenantes

N°	Nom et prénoms	Structures	Provenance
1	GUEDEGBE Edith épouse TINKPON	MTPT	COTONOU
2	AKIGBE Rosemonde	MJSL	COTONOU
3	MEDEGAN Phillipe	RETRAME	COTONOU
4	GANDAHOU Etienne	MAEP	COTONOU
5	CHAOU Sylvie	DPJEJ/MJLDH	COTONOU
6	BOGLO Gérard	GRADH	COTONOU
7	SAGUI- KOURA S. Augustine	DRH/MERPMEDER	COTONOU
8	OHIN K. Phillipe	MICPME	COTONOU
9	KOUNOHO Toussaint	RETRAME	COTONOU
10	ADOUKONOU Laure Irenée	CNP-Bénin	COTONOU
11	HOUNKPE B. Bernard	CSTB	COTONOU
12	AMEDJICO Gaston	MDAEP	COTONOU
13	YORO Gerlac	ABAEF/ONG	COTONOU
14	MADOUGOU Mohamed	DPE/MCMEJP	COTONOU
15	KOSSOKO KOSSOUEH Elise	MFASSNHPTA	COTONOU
16	KAGBAHINTO Brice	MEF	COTONOU
17	DAGBA Eliomi	MJCD	COTONOU
18	ATI BAGNA Aïda	DPE/MCMEJP	COTONOU
19	GBENANDE Silivère	NOUVEL ELAN	COTONOU
20	DANSSOUKPEVI Marcellin	DGT	COTONOU
21	DJIDJOHO Perpétue	DGT/MTFP	COTONOU
22	DJAGOUN-AFOUDA Ernest	DGT/MTFP	COTONOU
23	MEDENOU Chantal	DGT/MTFP	COTONOU
24	BEHANZIN Karimou	DGM	COTONOU
25	SINKEM N'DAH Robert	MCAAT	COTONOU
26	AWOKOU Stanislas	DGM	COTONOU
27	TOGBE Angèle	GRAEDHI	COTONOU
28	MEGNIGBETO Gontran	Actions Plurielles	COTONOU
29	ASSOGBA Innocent	OBISACOTE	PORTO-NOVO
30	LIMA Béatrice	OBISACOTE	PORTO-NOVO
31	KOUMBO Victor	DON BOSCO	PORTO-NOVO
32	KAKPO Barthélémy	ARED	LOKOSSA
33	DEHA Togbédji	ARED	LOKOSSA
34	DASSANOU O.Sossa	ARED	LOKOSSA
35	DJIWALE Kouessi Pierre	ARED	LOKOSSA
36	ALIDOU Mohamed	APEM	PARAKOU
37	AMADOU Moussa	PIED	DJOUGOU
38	DJIVOESSOUN Romuald	AUTRE VIE	PORTO-NOVO
39	LOKENGA Jean	UNICEF	COTONOU
40	ADJAÏ	TERRE DES HOMMES	COTONOU
41	GAUTHO François	IPEC/BIT	COTONOU
42	AKPAKA Serge	IPEC/BIT	COTONOU

Annex F: Benin Evaluation Grid for selection of Implementing Agencies

PROJET : (ECOWAS II)

Grille d'évaluation des propositions de programme d'action

NOM DE L'AGENCE D'EXECUTION:.....DATE:

NOMS DES EVALUATEURS:

.....

A: Capacité opérationnelle et financière ...	Max. 20	_____
B: Pertinence du PA	Max. 20	_____
C: Stratégies du PA	Max. 25	_____
D: Durabilité	Max. 15	_____
E: Plan de travail et suivi évaluation.....	Max. 08	_____
F: Budget	Max. 12	_____
TOTAL	Max. 100	_____

Mode d'emploi

Pour être retenue, toute proposition doit obtenir au moins 60 points sur les 100.

Moins de 12 points sur 20 est éliminatoire pour A et B et moins de 15 pour C

Cette grille peut être utilisée par l'équipe de ECOWAS II pour sélectionner les PA à présenter au CDN

A - CAPACITE OPERATIONNELLE ET FINANCIERE (max : 20 points)

(Noter de 0 à 2 chaque affirmation selon la situation du PA ou de l'AE)

- 1_____ L'AE n'a jamais manqué à ses obligations ou n'a jamais été impliquée par le passé dans des litiges avec IPEC
- 2_____ L'AE dispose d'expérience suffisante dans le domaine de la lutte contre le travail des enfants.
- 3_____ L'AE dispose d'expérience suffisante dans l'exécution des projets de taille ou de complexité similaire
- 4_____ L'AE dispose de bonnes références et son travail est bien apprécié.
- 5_____ L'AE dispose d'un siège approprié et d'une antenne dans la zone cible du PA ou pas très loin
- 6_____ L'AE dispose d'un personnel administratif pouvant appuyer le personnel technique du PA
- 7_____ Le personnel technique proposé pour exécuter le PA est approprié

- 8_____ L'AE intervenait déjà dans la zone cible du PA ou à la capacité d'opérer dans la zone
- 9_____ L'AE dispose de moyens (roulants, infrastructures / constructions, équipements) qui seront utilisés dans la mise en œuvre du PA
- 10_____ Il est prévu une contribution locale (AE et autres) dans le PA et il est presque sûr qu'elle sera mobilisée

B - PERTINENCE DU PA (max :20 points)

(Noter de 0 à 2 chaque affirmation selon la situation du PA ou de l'AE)

- 1_____ Le PA est en cohérence avec les objectifs et résultats du projet ECOWAS II
- 2_____ Tous les résultats et activités du PA sont clairement liés aux composantes ou résultats du projet ECOWAS II
- 3_____ Les indicateurs du PA contribuent à l'atteinte des indicateurs du projet ECOWAS II
- 4_____ Il y a une définition et une description claire de la situation ou du problème
- 5_____ Il y a une analyse pertinente des réponses actuelles au problème
- 6_____ Il y a une évaluation pertinente des besoins non satisfaits (décalage entre problèmes et réponses actuelles, identification d'alternative plus efficaces etc.)
- 7_____ Le PA permet de s'attaquer au nœud du problème de travail des enfants dans les mines et carrières dans la zone
- 8_____ Les groupes cibles sont clairement identifiés ainsi que leurs besoins
- 9_____ Les analyses sont faites selon le genre ; le PA prend en compte / intègre l'approche genre
- 10_____ Le PA répond aux besoins et contraintes spécifiques des groupes cibles et de la localité

C- STRATÉGIES DU PA (max : 25 points)

(Noter de 0 à 2 chaque affirmation selon la situation du PA ou de l'AE)

- 1_____ De façon globale, le PA a fait les meilleures options en matière de stratégies de prévention, de retrait et d'amélioration des conditions de travail et de vie au regard des réalités locales
- 2_____ De façon globale le PA a fait les meilleures options en matière de type d'intervention et prévoit aussi bien des actions directes que des interventions de renforcement institutionnel
- 3_____ Les activités prévues sont appropriées, pratiques et en cohérence avec les objectifs et résultats du PA
- 4_____ La stratégie prévoit une bonne implication des différents acteurs (services étatiques, autorités locales, organisations des employeurs et organisations des travailleurs, les parents, les enfants, les enseignants, les OSC, etc.)

(Noter de 0 à 1 chaque affirmation selon la situation du PA ou de l'AE)

Prévention

- 5_____ Le PA dispose d'une stratégie de prévention
- 6_____ La stratégie de prévention prend en compte la sensibilisation
- 7_____ La stratégie de prévention prend en compte la promotion de la scolarisation des enfants et leur maintien à l'école
- 8_____ La stratégie de prévention prend en compte la mobilisation sociale contre le travail des enfants.
- 9_____ La stratégie de prévention prend en compte la nécessité de répression des cas d'abus et de violation des droits des enfants
- 10_____ La stratégie de prévention prend en compte le renforcement des capacités des structures étatiques à protéger les enfants contre les PFTE ou le plaidoyer à l'endroit de ces structures pour une meilleure protection des enfants
- 11_____ La stratégie de prévention prend en compte le plaidoyer pour la prise en compte du problème des PFTE par les autorités locales à travers les PDC et les budgets annuels

Retrait et réinsertion/réhabilitation

- 12_____ Le PA dispose d'une stratégie de retrait et ou de réinsertion/réhabilitation des enfants déjà engagés dans le travail dans les mines et carrières
- 13_____ La stratégie prend en compte la promotion du retour à l'école formelle pour les enfants de 05-10 ans
- 14_____ La stratégie prend en compte la promotion de cours d'éducation alternative pour les enfants de 10-14ans
- 15_____ La stratégie prend en compte la promotion de la formation professionnelle et/ou de la réorientation vers des emplois non dangereux pour les enfants de plus de 14ans
- 16_____ La stratégie prend en compte la prise en charge des besoins essentiels des enfants (sanitaire, psychologique etc.)

Amélioration des conditions de travail des jeunes et des adultes et des conditions de vie des familles

- 17_____ Le PA dispose d'une stratégie d'amélioration des conditions de travail et de vie des familles
- 18_____ La stratégie prend en compte la promotion du dialogue social entre organisations de travailleurs et d'employeurs
- 19_____ La stratégie prend en compte le renforcement de la sécurité et de la santé au travail
- 20_____ La stratégie prend en compte l'amélioration des outils de travail
- 21_____ La stratégie prend en compte la diversification des sources de revenus

D - DURABILITE (max : 15 points)

(Noter de 0 à 3 chaque affirmation selon la situation du PA ou de l'AE)

- 1_____ Le PA aura un impact tangible sur les groupes cibles
- 2_____ Les réalisations du PA seront durables
- 3_____ Il existe une stratégie assurant l'appropriation des résultats par les acteurs concernés
- 4_____ Le PA peut avoir un effet multiplicateur et servir de modèle replicable par les acteurs de la protection des enfants
- 5_____ Le PA apportera une contribution importante pour le développement locale

E- PLAN DE TRAVAIL ET SUIVI – EVALUATION (max : 8 points)

(Noter de 0 à 2 chaque affirmation selon la situation du PA ou de l'AE)

- 1_____ Le plan de travail est clair et réaliste, les temps prévus pour les activités sont raisonnables.
- 2_____ Le plan de travail prévoit une bonne répartition des responsabilités entre les acteurs. Les différents acteurs (étatiques et associatifs) jouent leur rôle. L'AE collabore avec les acteurs en ce qui concerne leur mission.
- 3_____ Un mécanisme de suivi-évaluation est prévu et prend en compte les différents acteurs. Il est prévu des rencontres périodiques de bilan et de planification, ainsi que la mesure des effets du PA
- 4_____ Le mécanisme de suivi-évaluation permettra de répondre aux deux questions essentielles du suivi-évaluation : Est-ce que tout se déroule comme prévu ? Quels changements le PA a induits ?

Annex G: Evaluation Instrument Matrix

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

Area of Evaluation	Inputs and Evidence Query	Desired Characteristics	
Policy Change, By Laws, Enforcement	Monitoring System		
	C 138 C 182		
	Anti Trafficking law		
	Other laws of note		
PROJECT MANAGEMENT	Organigramme Context	Enabling environment. Actions required	
Reporting	TPRs APs Work Plans	Timely Informative Accurate	What do the reports say? Useful documentation
budgeting, spending, procurement	Reports, visual assessment	Economy, efficient, knowledgeable, professional, meets standard Budget conforming to policy and desired outputs	
Personnel -- hiring, supervision	Staffing patterns Job descriptions	Sound hiring practices Staff support Enough for the tasks? Turn over?	Capacity building (value?) Use or misuse of staff and consultants Composition-Representative (value?)
Functioning office and Technology	Observed.	Equipment well maintained. Suitable, used Special or unique aspects	
MONITORING AND EVALUATION			
Monitoring plan	Detailed definition of indicators	Comprehensible, appropriate	
Sources of data collection	Clear documentation	Organized, Data is quickly and accurately accessed	
Methods of data collection		Diversity, Quality of methods	
Frequency of data collection		Routine	
Persons responsible for Data collection analysis and reporting		Dedicated and qualified personnel, adequate IAs and Project Management	
CAPABILITIES AND CAPACITIES	Implementation reports	Institutional Development	
Training	Records	Quality, Purpose, Outcome	
Partner Selection	Criteria Assessment of strengths and weaknesses	How were partners selected? proven track record or innovative and new	
QUALITY ASSURANCE		Overall Project inputs/ deliverables	
Education (All, formal and NFE) IGA	School Attendance And Performance	What do educators need? Education related Deliverables	
EFFECTIVENESS	Objective Attainment	Highly effective meets indicators (as determined to be appropriate and results - assuring Could alternative actions produced the same results	
EFFICIENCY <i>Cost v. Benefits</i>		Vehicle and energy use, multiple meetings, exchange of info, capacities	
Child involvement and		Clubs plays drama civic activity	

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

2. Côte d'Ivoire Mid Tern Evaluation Interim report, February 2012

Acknowledgements

The following report describes an independent evaluation conducted by Louise Witherite and coordinated by ILO-IPEC's Design, Evaluation and Documentation Section (DED) of the Cote D'Ivoire component. The analysis is the result of a review of available supporting documents and a field visit, utilizing consultative and participatory methodology and observation. Most relevant and major stakeholders were consulted throughout the evaluation.

It is hoped that the Mid-Term Evaluation provides valuable information for project stakeholders and funders. However, it must also be recognized that it is a rapid appraisal of the mosaic of activities that comprise the two ECOWAS projects (ECOWAS I and II). The opinions and recommendations included in this report are those of the author and, as such, serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO, ILO-IPEC or any other organization involved in the project.

The evaluator is grateful to the warm welcome and assistance provided at every step by the Abidjan ILO-IPEC ECOWAS project staff, the ILO-IPEC Geneva staff, the Implementing Agencies, Côte d'Ivoire government officials and other stakeholders. It was a pleasure traveling and working with them.

Louise Witherite, Independent Evaluator

February 2012

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Acronyms

AE	Agence d'Exécution
AIECA	AIECA (Assistance Internationale à l'Enfance Cœur et Action)
APSO	Action Programme Summary Outline
AP	Action Programme
ASA	Afrique Secours Assistance
CERAP	Centre de Recherche et d'Action Pour da Paix
CAKHS	Coopérative Agricole Kavokiva du Haut Sassandra
CDN	Comité Directeur National de Lutte Contre le Travail des Enfants
CDW	Child Domestic Work
CL	Child Labour
CLU	Child Labour Unit
CCP	Cocoa Communities Project
CCPC	Community Child Protection Committees
CLV	Comités Locaux de Vigilances (Local Surveillance Committees)
CSEC	Commercial Sexual Exploitation Of Children
CLMS	Child Labour Monitoring System
CTA	Chief Technical Adviser
DBMR	Direct Beneficiary Monitoring Report System
DWCP	Decent Work Country Programme
ECOWAS/CEDEAO	Economic Community Of West African States/ Communauté économique des États de l'Afrique de l'Ouest
ECOWAS I/II	Eliminating The Worst Forms Of Child Labour In West Africa And Strengthening Sub-Regional Cooperation Through ECOWAS Project
EMP	Évaluation à Mi-Parcours
FAA	Financial And Administrative Assistant
FGD	Focus Group Discussions
MTE	Mid-Term Evaluation
HQ	Headquarters
IA	Implementing Agency
IGA	Income Generation Activities
ILO	International Labour Organization
INS	Institut National de Statistiques (National Statistics Institute)
IPEC	International Programme On The Elimination Of Child Labour
LUTRENA	Combating Trafficking In Children For Labor Exploitation In West And Central Africa/ Combattre la traite des enfants a des fins d'exploitation de leur travail en Afrique de l'ouest et du centre
MOL	Ministry of Labour, Social Affairs and Solidarity/ Ministre de l'Emploi, des Affaires Sociales et de la Solidarité
MOWAC	Ministry Of Women And Children's Affairs
M&E	Monitoring And Evaluation
MOU	Memorandum Of Understanding
NAP	National Action Plan, or National Plan Of Action (NPA)
NGO/ONG	Non-Governmental Organization
NSC	National Steering Committee

OCFT	Office of Child Labor, Forced Labor and Human Trafficking
OSH	Occupational Safety And Health
PFTE	Pires Formes De Travail Des Enfants
PO	Programme Officer
PPP	Public-Private Partnership
RCI	République de Côte-d'Ivoire (Republic of Côte-d'Ivoire)
SALTE	Service Autonome de Lutte contre le Travail des Enfants
SOP	Standard Operating Procedure
SCREAM	Supporting Children's Rights Through Education, The Arts And Media
SIMPOC	Statistical Information And Monitoring Programme On Child Labour
SPIF	Strategic Program Impact Framework
WACAP	West Africa Cocoa/Commercial Agriculture Project
WDACL	World Day Against Child Labour
WFCL	Worst Forms Of Child Labour
UGTCI	Centrale Syndicale Union Générale des Travailleurs de Côte d'Ivoire (Workers Union)
UBE	Universal Basic Education
UNICEF	United Nations Children's Fund
USD	US Dollars
USDOL	United States Department Of Labor

Executive Summary

Project Background

The ILO's International Programme on the Elimination of Child Labour (IPEC) works to eliminate child labour, especially its worst forms (WFCL), as reflected in the two related ILO Conventions 182 and 138. Since September 2009, ILO-IPEC has implemented *Elimination of the Worst Forms of Child Labour in West Africa and Strengthening Sub-Regional Cooperation* in West Africa with funds provided by the US Department of Labor (USDOL). The project (RAF/09/51/USA), hereinafter called ECOWAS I, began by supporting efforts to eliminate child labour in cocoa-producing regions of Ghana and Côte d'Ivoire (RCI), and working in the headquarters of the Economic Community of West Africa States (ECOWAS/CEDEAO) Abuja, Nigeria. In 2010, a second project, called ECOWAS II, started as an extension and expansion of the project, *ECOWAS II (RAF/10/53/USA)*. It includes programming in Nigeria and Benin and has added components to promote livelihood support. The ECOWAS II project is set to end January 31, 2013 (EOP), while ECOWAS I ends twelve months later on December 31, 2013.⁶³

Table 1: ECOWAS I & II TIMEFRAME

	ECOWAS I	ECOWAS II
DURATION	40 MONTHS	36 MONTHS (3 years)
STARTING DATE	30 September 2009	31 December 2010
ENDING DATE	31 January 2013	31 December 2013
Mid-Term Evaluation Scheduled Date ⁶⁴	May 2011	March 2012

ECOWAS I and II combine elements of many of ILO-IPEC projects worldwide: sector-specific; direct action; data collection; and strengthening national institutions to fight child labour. Each of the participating countries has an autonomous program, with outputs that coherently lead into the sub-regional objective. In the Côte d'Ivoire country program, the project objectives are the same for ECOWAS I and II:

Objective 1:

By the end of the project, progress on the elimination of the worst forms of child labour in Côte d'Ivoire will be accelerated.

Objective 2:

By the end of the project the role played by ECOWAS/CEDEAO in combating the worst forms of child labour in the sub-region will be reinforced.

The ECOWAS I project works at the sub-regional and national levels in West Africa to combat the WFCL in cocoa production in Côte d'Ivoire and Ghana; mining and stone quarries in Ghana; child domestic work in Côte d'Ivoire and fishing in Ghana. ECOWAS II adds programs and strengthens approaches,

⁶³ For the purposes of this report, the project is referred to as the "project," or ECOWAS I Project or ECOWAS II Project, to distinguish it from the actual institution, ECOWAS (or CEDEAO, as it is called in the French speaking countries), which is the Project's primary partner at the sub-regional level (Objective 2). The Economic Community of West African States (ECOWAS) is a group of fifteen countries founded in 1975 to promote economic integration in "all fields of economic activity. See, <http://www.ecowas.int/>. Further, for the purposes of this report the Economic Community of West African States (ECOWAS) is called "ECOWAS/CEDEAO."

⁶⁴ Table I was created by the evaluator using the ECOWAS I (p. 112) and II (p. 99) Project documents. The mid-term evaluation dates are the technical dates of the middle of each project.

addressing artisanal mining and stone quarrying by children in Benin and Nigeria; child labour in cocoa production in Ghana and Côte d'Ivoire; and added a new focus: to "implement programs designed to enhance the livelihoods of 3,000 families of project direct beneficiaries."⁶⁵ Though two separate and distinct projects "in administrative terms,"⁶⁶ ECOWAS I and II share the same goal: *To contribute to the elimination of the worst forms of child labour in West Africa*. They have distinctly different targets as well. The Table below depicts the direct action targets for both ECOWAS I and ECOWAS II.

Table 2: Targets for ECOWAS I and ECOWAS II⁶⁷

ECOWAS I: 2009-2013 (40 Months)

	<i>CDL</i>	<i>Cocoa</i>	<i>Fishing</i>	<i>Mines and Quarries</i>	<i>Total children</i>	<i>Income Generation (IGA) Households</i>
Côte d'Ivoire	1366	3184			4550	150
Ghana		500	2274	2276	5050	250
Total	1366	3684	2274	2276	9600	400

ECOWAS II: 2010-2013 (36 Months)

	<i>CDL</i>	<i>Cocoa</i>	<i>Mines and Quarries</i>	<i>Total children</i>	<i>Livelihood Households</i>
Côte d'Ivoire ⁶⁸		1000			750
Ghana		1000			750
Benin			1500	1500	1000
Nigeria			500	500	500
Total		2000	2000	2000	3000

“Total children” refers to all child beneficiaries, both withdrawn and prevented from the WFCL.

"Total children" refers to all child beneficiaries, both withdrawn and prevented from the WFCL.

The ECOWAS I and II projects are both managed by the same project staff, and use the same offices and equipment in the target countries. While staff is mindful of the differences, particularly the time frame and the implementing agencies (IA), the two projects complement and strengthen one another, and are usually called "ECOWAS" collectively. The MTE evaluators looked at both projects separately and together.

Evaluation

This report describes the Côte d'Ivoire Stage of ECOWAS I and II Mid-Term Evaluation (MTE) conducted for ILO-IPEC's Design, Evaluation and Documentation Section (DED) by an independent consultant. The field site visit was made January 15-27, 2012. The evaluator travelled around the country, observing project activities in villages, schools, markets, urban slum areas, and rural cocoa

⁶⁵ ECOWAS Proposal Document, p 6. (Project Title: Eliminating the Worst Forms of Child Labour in West Africa and Strengthening Sub-Regional Cooperation through ECOWAS –II; USDOL Appropriation No: 25-01651011AD-2011-0165000311-MILAB0-1142B-MILB00-MILIFH-M9K112-410043;US Fiscal Year 2010

Cooperation Agreement No: DOL-ILAB-OCFT-2010-1; Project Agreement No.:IL-21175-10-60-K

ILO Project Number: RAF/10/53/USA; Executing Agency: ILO-IPEC;USDOL Donor Contribution: US\$ 5,000,000)

⁶⁶ See, Project Documents. In addition, an email from Maureen Jaffe, International Relations Officer and Team Leader USDOL, February 9, 2012 states, "... at least in *administrative* terms, 2 projects. Different start and end dates, funded in different years (II includes *livelihood supports* since it is a FY2010 project), and have different targets." (Evaluator's Italics added). These distinctions help clarify USDOL's strategic interests.

⁶⁷ The source of information for Table 2, created by the evaluator, came from project documents and a follow-up confirmation of the figures in an email from the Senior Programme Officer in Geneva, February 15, 2012.

⁶⁸ Start February 2012

plantations. Government and other interested and pertinent stakeholders were interviewed. The evaluation concluded with a presentation and rich discussion with key project stakeholders. The findings in this report represent an appraisal of the activities and challenges of the project to date. The recommendations at the end are made with the expectation that modifications in project implementation can occur in the remaining implementation period, if considered feasible.

Findings

The politically-oriented conflict, a neglectful government, the global economic crisis, and poor yields for cocoa producers have had a serious combined impact to remove any safety net that families have had in the past in Côte d'Ivoire. It is difficult for parents to see any way out besides removing children from school, and encouraging them to work to augment household incomes.

Tens of thousands of children are without birth certificates as well, a further disincentive for children to attend school since they are ineligible for passing on to higher grades without this all important identity declaration. The crisis has endured for more than a decade, and government facilities, services and citizen confidence are only beginning to be restored.

Among cocoa producers, the small landholders and growers have suffered from declining productivity, due to old plants, among other things. KAVOKIVA, a cocoa production cooperative supported by the project is helping them to obtain new plants, but they are discouraged and looking to diversify into rubber and food crops. This decision could have an impact on the national economy. Children living in campments and near cocoa plantations are inclined to stay home from school and help out their families.

Schools in target communities are often in substandard condition, lacking clean water wells, electricity, and adequate space. Teachers in isolated areas need housing, which means that they live a significant distance from school, and come late to class or are absent. Urban and rural educators are committed, but need training in classroom management and how to face the unique challenges posed by especially vulnerable children and their families.

1. National Policy

Over the past ten years, Côte d'Ivoire has made notable progress in creating legal frameworks and national machinery to address the problem of child labour, much of it due to advocacy and support from ILO-IPEC projects. Together, the Republic of Côte d'Ivoire and ILO-IPEC have collaborated in implementing innovative, substantive activities to eliminate child labour in the country. The efforts have been impressive, given the constraints of long held traditional practices as well as recent eruptions of violent conflict.

Since the ECOWAS I and ECOWAS II projects began, actions have been supported to revitalize the National Plan of Action. An updated List of Hazardous Work for children went through a validation process and is now in force. The ECOWAS projects have already influenced policy work regarding child labour with the domestic labour decree, which was not fully adopted at the time of the MTE.⁶⁹ Good relations have been established with the most relevant ministries, Labor (*Ministère de la Fonction Publique et de l'Emploi*) and Family, Women and Children (*Ministère de la Famille, de la Femme et de l'Enfant*). The project is working with appropriate government entities to revise and strengthen the SOSTECI (System of Observation and Monitoring Child Labour in Côte d'Ivoire) to focus on broader child labour monitoring. In the offices of mayors and entrepreneurs at the regional level, however, the status of the National Plan of Action seems relatively unknown.

⁶⁹ See ANNEX F

Besides attention to eliminating child labour in the cocoa plantations, where great effort and solid progress has taken place, the country has also had success in fighting trafficking, a phenomenon in which the country was a destination for youth to come work, mostly in plantations or as domestic servants. Child labour continues to be an observable trend and children continue to be eclipsed from formal education.

In the key labour and family and child protection ministries and their regional offices, there is a lot of knowledge about child labour, trafficking, child abuse and negligence, and other areas of protection for vulnerable children, including orphans. However, the support systems are weak. The past decade of conflicts and low-level, but insidious, corruption resulted in degradation in the government infrastructure. Civil servants are competent but feel discouraged. Training is planned for these important actors, who, if motivated sufficiently, can become real advocates for working and at-risk children. Besides training, vehicles, computers, and other equipment increase motivation to make real advocates. T-shirts and badges may not be sufficient.

2. Direct Action

As policy in action, the Direct Action service delivery activities reach communities and involve community leaders, teachers, civil servants, elected officials, trades masters, and employers to provide assistance to working and at-risk children and their families. The Implementing Agencies (IAs) in Côte d'Ivoire are extremely conversant in child labour and appear to be very capable in delivering necessary services to vulnerable children. Their Action Programmes (AP) and Summary Outlines (APSO) reflect an understanding of the proposed sites and conditions, ILO-IPEC expectations, and good planning, reporting, monitoring and evaluation skills. The groups selected for Direct Service Action Programmes are : Afrique Secours Assistance (ASA), Coopérative Agricole KAVOKIVA du Haut Sassandra (CAKHS), Assistance Internationale à l'Enfance Cœur et Action (AIECA) and Workers Union of Côte d'Ivoire (UGTCI) and the government service, Direction de la Protection de l'Enfance in the Ministry of Family, Woman and Child. Other Action Programmes remain to be filled.

Children have been identified who will be withdrawn, or prevented, from engaging in the Worse Forms of Child Labour, including work in agriculture, particularly cocoa, and domestic labour. Domestic labour is mostly focussed on work by girls as maids. Boys are also beneficiaries. According to project staff and IA informants, other activities which fall under the term “domestic work” in Côte d'Ivoire include urban gardening, shopping, and working in open air markets. These are distinctions which are clear to the stakeholders and are particularly related to the urban environment. Action programmes are just beginning, so few beneficiaries have been withdrawn and/or prevented. At the time of the MTE, only 454 children of the ECOWAS I targets of 4550 and none of the ECOWAS II targets of 1000 had been removed and enrolled in educational programmes. Still, there has been a lot of activity, particularly meetings for raising awareness. Parents have been assembled and program objectives explained. At focus group discussion and meetings held during the MTE, parents and community members demonstrated an understanding of child labour issues. Needy parents showed a keen interest in enrolling in some sort of livelihood support activity. This need went far beyond the fifty families per IA. One of the implementing agencies, AIECA, has already assisted fifty parents in an Income Generating Activity (IGA).

3. Project Structure

ECOWAS I and II in Côte d'Ivoire comprise a multi-layered strategy which integrates direct action programs in two sectors (cocoa and domestic service) and key components of Policy, Capacity Building, Awareness Raising and Social Mobilization, Research. Project activities include support to government in building national policy and child labour monitoring capacity, while addressing associated problems at the grassroots level. The Direct Action programs (1) withdraw or prevent at-risk children from the worst forms of child labour (WFCL), and (2) promote resilient family livelihoods and sustainable communities.

A cross-section of essential actors and integral activities all designed to complement the model-project aspects of the project comprise Action Programmes. ECOWAS I and II bring together government ministries concerned with employment, social welfare, education, law and child protection; ILO social partners (tripartite); and civil society groups (NGOs). The non-governmental groups are already involved in one or more areas related to child protection, child rights and child labour issues, or are cooperatives working in the cocoa sector.

While the project design represents complex project vertical, horizontal and diagonal integration challenges, the Côte d'Ivoire staff (such as it was at the time of the MTE) is extremely cognizant of the value of this holistic strategy. At the country level, it consists of a wide range of new and innovative activities, while continuing to use proven, traditional approaches from direct action to policy advocacy. All of this requires strong management skills, organization and efficiency. The current Programme Officer seems to be extremely competent and organized. However, the size of the project merits more than one Programme Officer and shared support staff in each of the countries.

Nothing suggests any financial management inefficiency in the Côte d'Ivoire project implementation. There is concern on the part of the MTE evaluator that, during the shutdown of activities that came during the post electoral crisis, funds for the Côte d'Ivoire program were used by the Ghana program leaving a shortfall for Côte d'Ivoire. Assuming the co-mingling of funds across countries has been well documented and coordinated, the Côte d'Ivoire program should be able to access needed funds for the duration of the project.

Conclusions

The ECOWAS project is in full throttle and implementing agencies have geared up to provide direct services. Action Programmes for awareness raising and social dialogue are imminent. Although the project has had transition at the leadership level, a seasoned and well-connected professional is replacing the previous equally respected Programme Officer. Therefore, the project has is able to build on already established contacts and results. The relevant ministries are de jure engaged in the fight to end child labour, but a learning curve is expected as any new government comes into power. Even the president's wife has shown an interest in campaigning against child trafficking.

Representatives at the MTE Stakeholders briefing underscored what had been reiterated by beneficiaries, community leaders, project implementers, and government officials during the course of the evaluation: ECOWAS project is a needed, welcome and a motivating force to keep the fight alive to protect the country's children. The project staff and implementing agencies are competent and well-organized. The geographic scope is manageable. The action programmes are coherent. Due to these factors, the project will likely meet its objectives. Limitations due to government resources, which hinder aspects such as quality in the classroom or follow-up with social services, may have a diminished impact on the desired quality of the improvement in the lives of child beneficiaries and their families.

Recommendations

The MTE makes several Recommendations which are described in detail in Section IX. While the suggested changes would help the project successfully meet project objectives, it is recognized that there are budgetary implications and priorities. Keeping in mind the Model Project aspect of all of the interventions, it is worthwhile to install procedures and revisit some assumptions in order for the project to be replicated in the ECOWAS/CEDEAO countries. These recommendations apply to ECOWAS I and II. They are to be applied by project management, with the help of ILO-IPEC management in Accra and Geneva, if deemed necessary.

1. Expand Awareness Raising Techniques and Audiences

It is good that the project has an AP dedicated to awareness raising that is founded on media techniques. Besides World Day against Child Labour activities, radio and television should be used. The national Elephants soccer players, people of privilege, are also individuals who have had their share of life experiences. Schools should be recognized as powerful locales for raising awareness. Since the First Lady has launched a campaign against trafficking, she may need further information and education, but she also should be appreciated and utilized in the ECOWAS efforts.

The project should encourage IAs to educate local community leaders about the NPA and other national child labour policies. It is incumbent on the project to ensure that the awareness raising is innovative, effective and that the right messages are embedded in the campaigns, even if the campaigns are implemented by an IA.

2. Supervise and Support IAs to ensure quality Educational programmes

If possible, the project should help IAs monitor the safety conditions for the children working in apprenticeships. If the children in these situations are vulnerable to returning to WFCL because they receive no stipend and at most one meal a day for one year, modifications regarding their continued support should be considered. All educational programmes, including formal schooling, should be observed and evaluated by project personnel on a routine basis.

3. Do Knowledge, Attitudes And Practice (KAP) on Accidents And Death

In the behavior change approach, an appreciation of the incidence and type of accidents and deaths that occur among children (working or not) is one way that people might move through the continuum of increased knowledge, modified attitudes, and changed practices (KAP).

The project would be advised to begin a Knowledge, Attitudes and Practice (KAP) exercise to create a strong single-message, yet contextually appropriate, campaign to stop child labour. Comprehensive Research, data collection, research analysis, as well as child monitoring would certainly inform the knowledge base. The project has a clear and vital research agenda and has already validated a study on domestic work

4. Involve Children in Advocacy and Action

Local educators, social workers, and IAs field staff routinely hear the stories of vulnerable children, and also are able to identify leaders among direct beneficiaries. Without exploiting these children, the project should offer them opportunities to tell their stories through drama, song, competitions, and meetings. In the schools, they need clubs, including the ILO-IPEC SCREAM program.

5. Launch a Birth Registration Campaign

Besides being a human rights issue, the lack of proper birth registration is directly linked to children out of school and possibly engaging in the WFCL. Negligence in securing birth certificates is reaching pandemic proportions in the country. While it is a national crisis, the ECOWAS project can make a difference locally through its national networks and its implementing agencies. Some innovative ideas generated in the course of the MTE included (1) having IAs that provide direct services organize a campaign within their own localities, getting help from appropriate government authorities; (2) or creating a small business to help impoverished families with sorting through the materials needed to pursue the judicial process. At the national level, stakeholders agree something needs to be done and generated ideas including (1)

launching a campaign advocating a resolution to the issue of birth certificates; (2) asking the line ministries and UNICEF to organize a national day of registration, not unlike a national mobile immunization campaigns, possibly on World Day Against Child Labour (WDACL); and ask for fee waivers for that day alone.

6. *Communicate and Coordinate ECOWAS project-wide*

The project should keep in mind the sub-regional aspect by having open communication across the entire ECOWAS Project. Through regular monthly staff meetings across the entire project, staff can monitor action plans, build consistent approaches, exchange ideas, and identify good practices. If the budget cannot accommodate for the movement of POs, the project should utilise Skype conferencing, but only after a few meetings where the staff can build relationships. It is not too late to begin this practice.

7. *Increase Efficiency and be More Effective*

In Côte d'Ivoire, the project needs to increase staff and buy a new vehicle. Project staff is highly qualified to run the project, but the job expectations seem to be out of proportion. The multiple levels of the project come together in a rich mosaic, but which also require multiple levels of expertise, especially in the areas of awareness raising, monitoring and evaluation, and livelihood support. It is further suggested that the ECOWAS Project design and provide a Standard Operating Procedure (SOP) for the technical aspects (awareness-raising, monitoring and evaluation, livelihood support and KAP surveys). This should not be done in a vacuum. The implementing partners have a lot of experience in creating strategic approaches. One workshop where SOPs are developed together may eliminate the need for later training sessions. Rather than developing a manual or pre-set training from the ECOWAS Project centrally, implementing partners could be brought into the process to creating them. This will foster a deeper understanding and investment in following them.⁷⁰

⁷⁰ Recommendation # 7 is taken from the Ghana stage Mid-Term Evaluation as a necessary recommendation for RCI as well.

1. Purpose of Evaluation and Methodology

1. A required component of the overall monitoring and evaluation plan of the project is a mid-term evaluation (MTE) to review the progress to date of the project. ECOWAS I was launched in September 2009, with an ending date of January 31, 2013. ECOWAS II started December 31, 2010, with an ending date of December 31, 2013. As the first half of the ECOWAS I duration was reached, ILO-IPEC Geneva's Design, Evaluation and Documentation Section engaged an evaluator to conduct an Independent Mid-term Evaluation (MTE) of both of the ECOWAS I/II projects in all countries. The Mid-term Evaluation for the Côte d'Ivoire program was began 9 January, 2012, with a field visit from 16-27 January. In the table below, created by the evaluator, the time frames of the two projects is depicted with the scheduled mid-term evaluation dates.

Table 3: ECOWAS I & II Timeframe

	ECOWAS I	ECOWAS II
DURATION	40 MONTHS	36 MONTHS (3 years)
STARTING DATE	30 September 2009	31 December 2010
ENDING DATE	31 January 2013	31 December 2013
Mid-Term Evaluation Scheduled Date	May 2011	March 2012

1.1 Goal and Purposes of Mid-term Evaluation

2. The goal of the MTE in Côte d'Ivoire was to review the on-going progress of the ECOWAS I and II projects to date, examining steps taken, assessing outputs which have been delivered, and confirming timelines followed towards achieving project objectives.
3. Close attention was paid to contributions to the national efforts, including specific goals related to the target beneficiaries, and Côte d'Ivoire -based activities which will also move forward sub-regional efforts to achieve the elimination of Worst Forms of Child Labour (WFCL).
4. The purposes of the Côte d'Ivoire Stage Mid-Term Evaluation, the second phase of the multi-country ECOWAS I/II Mid-Term Evaluation, are to:
 - Assess the ongoing progress and performance of the programme (extent to which immediate objectives have been achieved and outputs delivered);
 - Examine the likelihood of the programme achieving its objectives at country and regional level;
 - Examine the delivery of the programme inputs/activities;
 - Identify the nature and magnitude of constraints, the factors affecting programme implementation and an analysis of factors contributing to the program success;
 - Consider and analyse how programme assumptions affected project performance and outcomes and how the project reacted to them; and
 - Identify emerging potential good practices.

- Finally, the evaluation will serve to assess progress in terms of children's working status (i.e. withdrawal and prevention from the worst forms of child labour) and family status (i.e. involvement in livelihood programs).⁷¹

1.2 Technical Methods Used

1.2.1 Project Document Review

5. Before going to Côte d'Ivoire, the evaluator analysed a large and comprehensive body of documents deemed pertinent to project design and implementation, including the original project documents, Action Plans, Technical Progress Reports (TPR), materials from ILO-IPEC and the US Department of Labor's Office of Child Labor, Forced Labor, and Human Trafficking (*OCFT*), and the project logical framework.⁷²
6. The Côte d'Ivoire project office provided many materials in advance of the mission. Once in country, relevant source documents from key stakeholders were added and reviewed. The evaluator compiled an on-going Master List of those documents as received, but a check list of those sent by ILO-IPEC would have been helpful. As the previous PO was in Washington, DC for meetings related to the Cocoa Project, the recently hired PO gained a good orientation as he worked closely with the evaluator to develop charts, fill in blanks and provide requested information efficiently.⁷³
7. Documents related to the project, though not produced by it, including policy and legal documents on the elimination of the Worst Forms of Child Labour (WFCL), and literature from the cocoa and mining industry, cocoa industry watchdogs, among other materials, helped place project interventions within the overall context, and expanded the evaluator's understanding of the effect of the project activities to date.⁷⁴

1.2.2 Field Visits

8. The field visit conducted from 16-27 January, 2011, comprised travelling to the project office in Abidjan, and two other sites. The first site visited was San Pedro, where one direct service Action Program (AP) is well underway, implemented by Assistance Internationale à l'Enfance Cœur et Action (AIECA).⁷⁵ The field trip continued to Gonate, where the Coopérative Agricole KAVOKIVA du Haut Sassandra (CAKHS) is starting an AP. The evaluator stayed in Daloa and travelled through Soubré, the sites of other future APs to be implemented by Afrique Secours Assistance (ASA). For a full description of the itinerary, see Annex B. In the course of the field visit, the evaluator met with a wide range of stakeholders at government offices at the municipal, district and national levels. Interviews were conducted at multiple educational facilities including primary basic and junior secondary schools and apprentice facilities, such as tailoring shops, mechanic's garages, and hairdressing salons; cocoa plantations and cooperative processing and storage facilities; campments, villages and other community meeting sites. The evaluator observed various examples of child labour during the trip.

⁷¹ Inception Report, p.4.

⁷² Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) is part of the U.S. Department of Labor's Bureau of International Labor Affairs (ILAB)

⁷³ USDOL-funded ILO-IPEC project "Towards Child Labour Free Cocoa Growing Communities Through an Integrated Area Based Approach" (CCP) is also called the Cocoa project.

⁷⁴ See Annex A for a list of key documents reviewed.

⁷⁵ In some documents, implementing agency action programs in Côte d'Ivoire are called PA[#] rather than AP.

1.2.3 Methods for collecting information

9. Individual interviews, focus group meetings (FGD), government office visits, school and classroom observations, and stakeholders' discussions, were conducted outside of the purview of the project holders and implementing agencies to ensure unbiased responses.
10. In-depth interviews were held with a number of individual beneficiaries from all programs. The interviews were conducted respectfully and sympathetically as children recounted their experiences working, often in the worst forms of child labour. Most interviews lasted at least an hour, particularly with FGD, where every participant was specifically chosen. Their input was solicited and recorded. Travelling with ECOWAS staff (and, for a period of time, with the representative from the Labour Ministry Direction of the National Committee Against Child Labour) provided the evaluator with the opportunity to add to or verify observations and data collected. In unfortunate cases, some stakeholders were unavailable, or only available for quick courtesy calls, particularly critical national government officials, who were called to attend a meeting in Washington, DC with USDOL and cocoa industry representatives. In these cases, the evaluator was able to see documents, and meet with those ministry staff who are more closely on the ground thus collecting some evidence of the level of commitment or presence of the stakeholders related to the project. The evaluator also conducted man-on-the street interviews with citizens unrelated to the project to confirm or gather more information.

1.2.4 Stakeholders

11. For a list of stakeholders and other people who were contacted and interviewed, see Annex C. Project stakeholders are those individuals who have knowledge about the project and play a significant or intervening role. Among those interviewed are the following:
 - Civil servants, other officials
 - Implementing partner agencies (IAs) and their staff on the ground
 - Some representatives of the tripartite (Social Partners)
 - Mayor and mayoral staff
 - Sous-Préfet
 - Educators, social and child protection workers (government and NGO)
 - Former Government policy makers
 - ILO-IPEC ECOWAS Project Staff
 - Children -- beneficiaries and working children
 - Families, parents, siblings of direct beneficiaries
 - ILO-IPEC staff in Geneva, Switzerland and Dakar, Senegal
 - USDOL staff related to the project was interviewed by telephone from Geneva
 - US Embassy personnel responsible for reporting on child trafficking and environment
12. At the end of the field visits to the districts, a half-day briefing was held in Abidjan, where preliminary findings were presented and stakeholders invited to give their feedback.⁷⁶ The discussions further informed the evaluation exercise.

1.2.5 Methodological Limitations

13. As noted, the evaluation methodology used was a rapid assessment of the actual situation of a project. Although done quickly, rapid appraisal goes deeper than a "snapshot view," and can prove very successful at getting to the essence of the project assuming the evaluator is experienced. The methodology consists of a range of investigation procedures, including, for example, non-directive interviewing and observing and documenting evidence of project indicators. Due to time and

⁷⁶ Stakeholder Meeting Agenda and List of Participants are found in Annexes D and E.

security issues, some methodological limitations have bearing on the overall findings in the evaluation report. These include:

- Little time to observe project management. Although done in a short time, usually the evaluator has time to peruse documents in the office, including files, observe project management, and interview all staff. In child labour project evaluations, there is usually time to interview the staff members in the office and with IA staff members who are in charge of M & E, and child monitoring. In Côte d'Ivoire, time was available to interact with the two major IAs, but very little opportunity to observe project management, especially with the former NPO out of the country, and the new one just recruited.
- No opportunity to meet with all relevant stakeholders, especially in the Ministry of Labour. As mentioned, key stakeholders from the Ministry of Labour and the former NPO were unavailable because they were attending a meeting of cocoa industry and USDOL. It was reported to the evaluator that this meeting had not been scheduled when the MTE was originally planned.
- Lack of National Consultant. It is helpful for an evaluation to work with a National Consultant or at least an independent translator, so that the Evaluator can conduct interviews without the project staff's potential influence. The National Consultant shares the note-taking, provides important national context, and helps in the reviewing final draft. In the Côte d'Ivoire ECOWAS I/II project evaluation, the selected National Consultant was unavailable from the first day of the evaluation.
- Since the NPO was newly hired, he accompanied the evaluator on the field site visits, which offered him an orientation and introduction to project activities. He removed himself from discussions when asked, and his presence and objective observations were helpful. Unfortunately, the lack of a National Consultant meant the burden of the pursuit of last minute details, correcting errors, and finalizing the draft fell on the lead evaluator alone.
- Constrained opportunities to meet with independent sources. The chance to meet with non-stakeholders in a synchronistic way was limited. The NPO and ILO-IPEC driver were very solicitous, however, and there were some unexpected interviews with non-project beneficiaries while visiting the market and garages, for example. Similarly, time did not allow the evaluator the chance to easily meet country-based informants (eg. Child protection advocates, NGO representatives) who were unrelated to the project. However, since the evaluator stayed an extra day in Abidjan, some informative discussions with professional contacts transpired.
- Follow-up opportunities. After the evaluation field trip, the evaluator stayed an extra day in country for the purpose of reviewing notes and consolidating some information. This was helpful, as was the use of a mobile phone, so that some follow-up questions could be asked. Other clarifying questions were conducted by email and Skype with the NPO.
- Stakeholder Meeting Pre-arrangements were not conveyed to the country project staff in advance. Although a memo was written to the Interim ILO-IPEC CTA before the Stage 1 evaluation in Ghana outlining concerns about the most effective way to optimize a Stakeholder Meeting, the email was not shared across the core countries in advance of the field visits. In Côte d'Ivoire, invitations were sent to stakeholders with a proposed agenda included before the evaluation field visits began. Despite that, project staff worked with evaluator to take full advantage of the gathering of obviously pertinent stakeholders, so the meeting was very successful in providing more relevant information.

1.3 Mid-Term Evaluation Report Format

14. As outlined in the Terms of Reference (ToR), the Mid-Term Evaluation report is divided into distinct sections, based on specific questions. Following Section II, Project Description, Sections III-V describes the actual findings, according to Relevance, Effectiveness, and Sustainability. (A Table of Key Findings according to the project objectives comprises Section IV.) All of the Tables in the report were compiled by the Lead Evaluator using sources provided by the project, including the most current ECOWAS I and II Project Documents, information received from ILO-IPEC project staff in Abuja, Abidjan, Accra and Geneva, Technical Progress Reports filed since the beginning of both projects, and other reference materials listed in ANNEX A. Where internet sites were used, the information was cross-checked twice with other reliable web sites. Section VIII examines Good practices and Lessons Learned. Recommendations are contained in Section IX. Annexes at the end of this report provide supplementary information.

2. Project Description

2.1 Background and Context (RAF/09/51/USA) and (RAF/10/53/USA)

15. The ILO's International Programme on the Elimination of Child Labour (IPEC) works to eliminate child labour, especially its worst forms (WFCL), as reflected in the two related ILO Conventions 182 and 138. Since September 2009, ILO-IPEC has implemented *Elimination of the Worst Forms of Child Labour in West Africa and Strengthening Sub-Regional Cooperation* in West Africa with funds provided by the US Department of Labor (USDOL). The project, hereinafter called ECOWAS I/II,⁷⁷ began by supporting efforts to eliminate child labour in cocoa-producing regions of Ghana and Côte d'Ivoire (RCI), and working in the headquarters of the Economic Community of West Africa States (ECOWAS) Abuja, Nigeria. In 2010, the project (RAF/09/51/USA) was expanded to *ECOWAS II (RAF/10/53/USA)* and now includes programming in Nigeria and Benin. ECOWAS I project is set to end on January 31, 2013 and ECOWAS II is set to end on December 31, 2013 (EOP). These projects work at the sub-regional and national levels in West Africa to combat the WFCL in cocoa in Côte d'Ivoire and Ghana, mining and stone quarries in Ghana, Benin and Nigeria, child domestic work in Côte d'Ivoire and fishing in Ghana.⁷⁸ The ECOWAS I and II projects coexist with, and presumably complement, the strategies and activities planned in another USDOL-funded ILO-IPEC project "Towards Child Labour Free Cocoa Growing Communities through an Integrated Area Based Approach" (CCP) and Public-Private Partnership (PPP) which are running concurrently in Ghana and Côte d'Ivoire. The offices are shared. At the time of the Ghana and Côte d'Ivoire MTE, the projects shared administrative support staff, drivers, and equipment.
16. Though two separate and distinct projects, ECOWAS I and II share the same goal: *To contribute to the elimination of the worst forms of child labour in West Africa*. The end date of combined ECOWAS I and II is January 31, 2013.

⁷⁷ For the purposes of this report, the project is referred to as the ECOWAS Project or ECOWAS I/II to distinguish it from the actual coordinating institution, ECOWAS, which is the Project's primary partner at the sub-regional level. The Economic Community of West African States (ECOWAS/CEDEAO) is a group of fifteen countries founded in 1975 to promote economic integration in "all fields of economic activity.

See, <http://www.ecowas.int/>

⁷⁸ ILO-IPEC is implementing these two other major interventions in West Africa, operating out of the Ghana Office:: (1) a project of the Global Issues Group (Chocolate and Cocoa industry) Public-Private Partnership (PPP- RAF/11/01/GIG); and the (2) USDOL funded RAF/10/54/USA Cocoa Communities Project "Towards child labour free cocoa growing communities through an integrated area based approach" in Ghana and Côte d'Ivoire.

17. The ECOWAS in Côte d'Ivoire project works in collaboration with (1) government ministries concerned with employment, social welfare, education, law and child protection; (2) the ILO social partners (trade unions and employers associations) which make up the ILO's unique tripartite arrangement; and (3) civil society and/or non-governmental charitable groups working on child protection, labour, and child labour issues.
18. ECOWAS I/II combines elements of many of the ILO-IPEC projects worldwide: country programs; sector-specific; direct action; improved data collection; and strengthening national institutions to fight child labour. The project objectives are similar for ECOWAS I and II, with the addition of Benin as a core country for ECOWAS II:

Objective 1: By the end of the project, progress on the elimination of the worst forms of child labour in Ghana, Nigeria and Côte d'Ivoire will be accelerated. (Benin is added in ECOWAS II).

Objective 2: By the end of the project, the role played by ECOWAS in combating the worst forms of child labour in the sub-region will be reinforced.

19. The core countries are expected to serve as models and learning laboratories for the benefit of decision makers and other stakeholders across the sub-region as a result of linking the two objectives. As a core country with an evolving legal framework to fight child labour, Côte d'Ivoire has an important role to play in the second objective. The country can take a leading role in the region if it can show good progress.

2.2 Project Components

20. While ECOWAS I/II project objectives are shared across the four target countries, there are specific outputs pertaining to Côte d'Ivoire. In Côte d'Ivoire, the project is committed to the overall concept that ECOWAS project (I and II) is, in the words of the country Programme Officer, an "Institution Building" project with an end goal of contributing to a knowledge and experience base that will support the elimination of child labour in all of the ECOWAS member countries. Thus, the Côte d'Ivoire project approach is framed by its ten Action Programmes (APs), each one complementing the country strategy in a number of ways.
21. The APs represent specific aspects necessary to achieve the strategy: (1) Policy and Institutional Strengthening; (2) Media and Awareness Raising; (3) Research (data collection and analysis and child labour monitoring); (4) Capacity building for relevant stakeholders involved in the fight against child labour; and (5) Direct Services to vulnerable children. The direct services focus on (a) withdrawing working children and preventing those at risk from entering child labour, and (b) promoting resilient family livelihoods and sustainable communities.
22. In addition, the participating project actors (Implementing Agencies) are significant: government structures, trade unions, cocoa producers, and the media are involved. At the time of the MTE, the Centre de Recherche et d'Action Pour La Paix (CERAP) has just started to work on capacity building and groups selected to provide Direct Service are: Afrique Secours Assistance (ASA), Coopérative Agricole KAVOKIVA du Haut Sassandra (CAKHS), Assistance Internationale à l'Enfance Coeur et Action (AIECA) and Workers Union of Côte d'Ivoire (UGTCI) as well as the government service, Direction de la Protection de l'Enfance. Active participation by steering committees such as found in AIECA's project in San Pedro, CAKHS's governing board, local child protection committees called *comites locaux de vigilances*, and willing, impoverished parents of children who have been engaged in the worst forms of child labour (or are at risk of entering it) will ensure dynamic, vertical and horizontal integration.

23. Table 3 (below) shows how the Action Programmes (APs) provide a full complement of the actors, skills, and diversity to help combat the existence of working children in Côte d'Ivoire. Table 3 was compiled with information provided by the project and created by the evaluator.

Table 4: Complementarity of Activities in Côte d'Ivoire

Activity	Policy and Institutional Support	Capacity Building	Awareness Raising and Social Mobilization campaigns And Social Dialogue	Research (data collection and analysis and child labour monitoring	Direct Action intervention		Role in the Sub regional Objective
Actors					Domestic Work	Cocoa	
Government	PA 1 National Action Plan and Child Labour Unit in Ministry of Labour (CNLTDE)			AP 5 Child Labour Monitoring System (SSTE) IA to be selected	AP 9 Direction de la Protection de l'Enfance		Government Advocacy And Capacity Building
Social Partners			AP 3 Traditional ILO Social Partners			AP 6 UGTCI ECOWAS II	
Research and training		AP 2 CERAP - INADES					
Coopérative						AP 8 KAVO KIVA (CAKHS)	
NGOS					AP 10 AIECA		
NGOS						AP 7 ASA	
Media			AP 4 IA still to be selected				

2.3 Project Design

24. The basic project design is one in which the ECOWAS Project (ILO-IPEC) manages, motivates and monitors a constellation of activities. ILO-IPEC's role is to provide necessary support, technically and financially and efficiently coordinate all of the elements.
25. Côte d'Ivoire has been involved in the fight against child labour and child trafficking for more than a decade. The country has accomplished a lot, and there are seasoned NGOs and tripartite members that add value to the project. ILO-IPEC projects are routinely implemented by a non-governmental partner called an Implementing Agency (IA). The IA receives funds, technical support and guidance directly from the ILO-IPEC national office, and when appropriate, sub-regional offices. The partners should benefit from ILO and ILO-IPEC regional and international expertise as well.
26. As a meta-activity approach designed to produce a model country program, the project design is coherent, though ambitious, given the economic and political situation in Côte d'Ivoire. The various components mainstream efforts to eliminate child labour while strengthening policies in a comprehensive way, leading to a replicable model for the elimination of child labour in West Africa.

2.3.1 Assumptions

27. Côte d'Ivoire stakeholders were involved in the development of the project design. As a result, there continues to be a significant body of individuals who are invested in the success of the project. Thus the design indicated assumptions such as:
- (1) The participating IAs are strong in all areas of implementation; and
 - (2) Coordination will take place regarding messages.
28. However, no one could have imagined, or made an informed assumption, that the country would not be ripped apart and ultimately paralysed by conflict. Most international agencies and non-governmental organizations completely stopped operations. In many towns, including Abidjan, street fighting made it too dangerous to move. Project funds were not available for implementing activities, and besides, project staff and implementing agencies (IAs) were unable to move to project sites. For several months, the project came to a standstill. Security remains an issue, but the situation is improved and people have resumed normal activities. The project design assumes continuity and sustainability of the activities. That is a logical assumption, given the accomplishments of the key ministries, the legal frameworks, and education policies that had been developed in the country. Although the conflict that occurred slowed the project considerably, it did not deny the nation of its existing institutional and legal structures which address protection of children. With new faces in the government, some of the structures may need to be reviewed, and others, such as the National Plan and the Child Labour Monitoring System (CLMS) need to be revitalized and expanded, which is already happening with the project's help.

3. Relevance

29. For Côte d'Ivoire, the time is ripe for the continued implementation of activities designed to support efforts to end child labour. The past decade of unrest in the country created a large population of highly vulnerable families and children. Faced with the lack of a steady income, concerns about food and shelter, and large families, mothers and fathers strayed from their original paths of hope and aspirations for their children in favour of making ends meet by having them involved in some of the Worst Forms of Child Labor. Many young people, particularly girls, left their homes (and schools) in areas of conflict and found work as maids, baby sitters, bar girls and market helpers in places like San Pedro, the second largest port in Côte d'Ivoire. Distracted by the conflict and low cocoa prices, cocoa producers failed to replenish their trees and are left with declining productivity. As one producer interviewed said, "Without cocoa, there is no money. We need our children to help us work and we cannot send them to school."
30. Since the start, government leaders and ILO-IPEC representatives wanted the ECOWAS project to expand beyond the more widely known child labour issues in agriculture, and focus on getting all children out of all forms of WFCL and into formal education. The larger numbers of unschooled children entering into hazardous activities represents a security issue, and robs the country of potential future leaders.
31. The country has been active in recognizing the social, political and economic consequences of its young population engaged in the WFCL. A signatory of the Declaration of Joint Action to Support Implementation of the Harkin-Engel Protocol, Côte d'Ivoire has taken many steps towards moving children out of hazardous farm work, particularly in cocoa. As the world's leading producer of cocoa beans, the country has a lot to lose if it fails to address criticism of its agriculture methods, much less meet standards of the world cocoa community.

32. The table below was compiled by the evaluator, using information from project documents, and internet sites including the US Department of Labor, US Department of State, United Nations, and ILO.

Table 5: Child Labour Related Legal Framework by Government of Côte d'Ivoire

Existing National Mechanisms -- CDN : Comité Directeur National de Lutte contre le Travail SALTE : Service Autonome de Lutte Contre le Travail des Enfants (MOT) Child Labour Monitoring System/Système de Suivi du Travail des Enfants (SSTE)
ILO Convention 138, ratified 2010
ILO Convention 182, ratified 2000 WFCL
Convention on the Rights of The Child, ratified 1990
Trafficking and Worst Forms of Child Labor Law
National Child Labour Plan of Action (2007-09) in review

33. Over the years, it has taken many steps to improve the legal climate to protect its children, but there are still some areas which lag. While education is free at all levels, it is not compulsory.⁷⁹ UNDP's Human Development Index for 2010 lists Côte d'Ivoire 's expected and mean years of education to be just over three years, a drop from before 2000, when girls' had enrolment doubled and enrolment overall was increasing.⁸⁰ The representative from the Ministry of Education at the Stakeholder's meeting reported on a reform package that holds a lot of promise for the country, including support to schools and teacher training.
34. Not only is the project appropriate in Côte d'Ivoire in respect to the timing and need, but the approach of strengthening institutional structures as a model for the sub-region is also relevant.

4. Table of Key Findings

ECOWAS I
Immediate Objective 1: By the end of the project, progress on the elimination of the worst forms of child labour in Ghana, Nigeria and Côte d'Ivoire will be accelerated.
Output 1.1: Consultations and technical support delivered for finalizing the National Action Plan (NAP), its validation and adoption and for integrating child labour into other national, relevant sectoral, sub-national and/or local action plans in Ghana, Côte d'Ivoire and Nigeria.
<ol style="list-style-type: none"> 1. Côte d'Ivoire ECOWAS I engaged an independent consultant to appraise the implementation of the National Action Plan (NAP) (2007-2009) and make recommendations for the next Plan. A stakeholder workshop is scheduled to review the findings and draft a new NPA. 2. Staff will continue to advocate for the inclusion of the NAP to be integrated into the country's PRSP, UNDAF, ILO Decent Work Country Programme principles. 3. Due to the paralysis that ensued with the unrest in Côte d'Ivoire, little was done within the official framework of the ECOWAS I to push for integration of budgetary and other NAP child labour interventions into the government annual/multiyear action plans. However, networking and maintaining good contacts should help move these deliverables forward now. 4. No resource mobilisation strategy plan was shared with the MTE if one has been established in Côte d'Ivoire. However, there is a body of potential donors, especially related to the cocoa sector, which is known to the ECOWAS project staff. 5. Mainstreaming child labour into district development plans in direct action regions is just beginning, but is understood and considered worth pursuing by the IAs. 6. The project has held several successful and effective preliminary sub-national consultation meetings and regional

⁷⁹ See, US Department of State, Background Note on Côte d'Ivoire, October 27, 2011 Bureau of African Affairs.

⁸⁰ UNDP's Human Development Index for 2010, and See, earlier edition (2000).

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workshops in project targeted zones, including SPIF.
7. The National Plan of Action seems relatively unknown at the regional level by mayors and entrepreneurs. However, regional Ministries of Labour and the Ministry of Family, Women and Children personnel are well-informed.
Output 1.2: Capacity building programmes designed and delivered to fill gaps in relevant institutions capacity to implement the NAP in Côte d'Ivoire, Ghana and Nigeria.
<ol style="list-style-type: none"> 1. Members of the national machinery (SALTE, CDN, etc.) that fight CL have expressed enthusiasm over expected project support to reinforce their role and mandate. 2. The Action Programmes, as designed, address the gaps that exist for enforcing laws, managing child protection, and addressing frameworks and services related to CL. 3. ECOWAS I has done some training. More will be provided through the AP administered by Centre de Recherche et d'Action Pour la Paix (CERAP). 4. Project components comprise capacity building for civil society and the tripartite, and support for research. 5. Training is planned for Labour inspection services, law enforcement, judiciary, employment agencies and domestic workers' unions, public service functionaries and relevant social partners to help them be effective in addressing child labour violations, and codes of conduct. 6. Training and awareness raising programs for public servants and the general population are addressed in APs. 7. There are existing and evolving relationships between the project, the Agriculture Ministry and social partners. The IAs in the cocoa producing areas are well connected to agriculture services. Some workers who deliver services to agriculture areas are targeted to receive training in the CERAP Action Program. 8. The project is interested in promoting agricultural education. 9. The project works with relevant ministries to coordinate community and district child labour monitoring systems.
Output 1.3: Technical assistance provided to reinforce national laws and law enforcement in Côte d'Ivoire, Ghana and Nigeria.
<ol style="list-style-type: none"> 1. The project provided consultative services for the development of regulations on domestic work, in particular as it pertains to children. 2. The good relationship that the project has with the tripartite is due to continued support and training that the ILO-IPEC has provided. The Project staff plans to continue this, thereby strengthening their advocacy roles. 3. The project staff is well positioned to provide technical assistance to the Ministries of Labour, and Ministry of Women and Children's Affairs for the formulation of a law on trafficking and the worst forms of child labour. 4. Already, the new government focal points for child labour and trafficking have been in touch with the project. 5. The National List of Hazardous Work has been updated and, following a validation exercise, was signed by the president during the third week of January.
Output 1.4: National and sub-national awareness raising and social mobilization campaigns conducted in Côte d'Ivoire, Ghana and Nigeria.
<ol style="list-style-type: none"> 1. The project staff in Côte d'Ivoire has already made a difference working with social partner organisations (and with the ILO-IPEC Cocoa Communities Project) to develop and strengthen social dialogue to integrate WFCL in the cocoa sector in their action plans, and conform to the NAP and the hazardous work list. 2. Many of the partner IAs have already created community child labour committees, run small scale community actions and raised awareness on child labour at their sites. 3. Families and children in receiving and sending communities have been exposed to child trafficking and WFCL in targeted sectors. 4. Girls are identified as a vulnerable group especially in the domestic service area, which is one of the two key sectors selected for the project focus. 5. A campaign originating out of the project has not been developed but an Action Programme (PA) is imminent. With the planned PA, nicknamed "Media," the project intends to assist implementing agencies to develop and deliver information, education and communication (IEC) materials to support social actions. It is hoped that the agency involved will have the technical capability and vision to be effective. Radio and television should be used.
Output 1.5: Studies undertaken to fill identified gaps in knowledge base on selected worst forms of child labour and the problems of forced child labour and trafficking in Côte d'Ivoire and Ghana
<ol style="list-style-type: none"> 1. Already the project has amassed good deal of data on child domestic labour with technical aid from the National Statistic Institute (INS) and ILO's Statistical Information And Monitoring Programme On Child Labour (SIMPOC). 2. The ILO-IPEC office in Côte d'Ivoire has been instrumental in strengthening the legal frameworks, and it is entirely plausible that this role will continue for the ECOWAS project.

ECOWASI	
3.	A major benchmark was reached with development of regulations related to domestic work during December 2011- January 2012 with help from the project. The text is being validated before its adoption by the government and president's signature. ⁸¹
4.	Findings on Deliverables expected – Guidelines on combating WFCL in all economic sectors, national media communications, research studies, and good practice compendiums and guidelines are feasible, though the project is under staffed.
Output 1.6: Models of intervention designed and piloted in four target sectors including models for withdrawing and preventing children working in forced labour and other worst forms of child labour in Côte d'Ivoire and Ghana	
1.	The project analysed available and newly collected data to determine appropriate avenues of support to effectively stop children from engaging in or entering into entering into WFCL. Through data collected within the project or elsewhere, project sites were selected.
2.	The project engaged qualified, experienced and well organized IAs (with proven expertise on CL in the targeted sectors) to withdraw children from the worst forms of child labour, rehabilitate and reintegrate them into education or appropriate vocational/apprenticeship training.
3.	These groups used innovative and participatory methods to conduct community social service and incidence of child labour mapping. Meeting in communities, they engaged villagers to help draw the maps, and analyse the information. All of the agencies seem to have prepared a strong foundation of transparency and trust in the communities before jumping into fulfilling project requirements, thus building a large network of stakeholders.
4.	The current beneficiary children are provided with other appropriate services. For example, KAVOKIVA has health insurance for members, and AIECA has provided a small pharmacy for their beneficiaries, reasoning healthy children will stay in school. AIECA used literacy classes as an entry to get working children and those at risk to begin working to bridge back into traditional schooling. The IAs need additional training in IPEC's Direct Beneficiary Monitoring and Reporting (DBMR). It is a concern that, while there is record keeping, some of the monitoring may not yield the information needed for TPRs.
5.	Efforts are underway by the project to reinvigorate the child labour and child trafficking monitoring system and support labour inspection services at district level.
6.	Côte d'Ivoire ECOWAS is working with CAKHS, ASA and UGTCI to remove (or prevent) children from WFCL and enroll them into educational programs services in the cocoa sector.
7.	Although the IAs are just beginning their work, appropriate scholastic supplies, including text books and writing implements, school uniforms have already been provided to many project beneficiaries in traditional education.
8.	Some equipment for schools, such as benches and desks, has been given to schools. Some schools have had rehabilitation or are scheduled to do so. ASA lamented that while they are repairing school, the budget lacks the money to construct good latrine.
9.	Parents groups are involved, but their participation depends on the ability of the IA field staff and local educators to mobilize them into action. Some parents are less inclined to help simply because the concepts of child labour still remain unclear for them.
10.	Trades masters are given support to take children in to apprenticeship programs.
11.	Regular school attendance is routinely taken in the schools. In those areas where action programmes have begun, the IAs enjoy good relations with the school directors. Monitoring of the beneficiaries is being done not only to fulfill the project requirements, but because teachers are interested in keeping the children in school.
12.	Target children are reportedly involved in remedial and literacy programs. Teachers need assistance, and school management and parent teacher associations exist but are not strong. Extra-curricula and/or leisure activities are part of school activities.
13.	SCREAM, Supporting Children's Rights Through Education, The Arts And Media, was not mentioned during the MTE, but it is hoped that the project will promote it.
14.	During the course of the MTE, provision of safe working tools and personal protective equipment was not mentioned, but CAKHS uses safety equipment as a matter of course. Machetes were mentioned as hazardous, as were practices such as vending in streets.
15.	There is evidence that safe working is a concern, as discussions with CLVs and parents often centered on safety for children as a key reason to remove children from WFCL.
16.	At least one IA (ASA) has the capability to identify and provide professional care for trafficked children. Government social workers are well trained, but complain that they need local shelters for recuperated trafficked children.

⁸¹ See Annex F

ECOWAS I
<p>17. The IAs are developing income generation activities (IGAs). These groups are energetic and excited about their involvement in the project. For some of the IAs, the interventions comprise new activities, particularly as it pertains to enrolling vulnerable children into alternative educational environments and introducing AGRs for parents. Other IAs, such as ASA, have implemented similar projects elsewhere. There is freshness in the approach, so even if the "pilot," nomenclature is not entirely accurate, there are experimental components which will serve as models.</p> <p>18. The IAs are ready to implement community-based child labour monitoring system (CLMS) in project intervention zones, if they have not already done so. Community leaders are organized into CLVs and have received preliminary training.</p> <p>19. Local authorities and regional government officials are aware of the IA activities, and are on steering committees or boards.</p> <p>20. More project activities need to happen on the ground <u>before it is known how these programs might expand</u> and be integrated into supporting government and local structures. However, project rhetoric includes sustainability and local officials mentioned it.</p> <p>21. The project requires stakeholders to have a practical, effective Child Labour Monitoring System in place in Côte d'Ivoire. Using the previous West Africa project (WACAP) system as a springboard, the project is promoting a new framework to incorporate ILO Convention 182.</p> <p>22. The NSC adopted reference documents for implementation of CLMS, called SOSTECI (System of Observation and Monitoring Child Labour in Côte d'Ivoire).</p>
Immediate Objective 2: By the end of the project the role played by ECOWAS/CEDEAO in combating the worst forms of child labour in the sub-region will be reinforced.
Output 2.1: Technical assistance provided to ECOWAS to establish protocols for monitoring member states' efforts to combat the worst forms of child labour, consistent with community policies and plans and reflecting international standards and norms.
<p>1. The project plan includes consultations with relevant ECOWAS/CEDEAO units and UNICEF to determine roles and responsibilities for designing monitoring system for the Child Policy. There is a lot of good will and interest among child protection ministries and other government services.</p> <p>2. The new government may require more encouragement and capacity building. It is incumbent on the project to take a directive leadership role in providing technical expertise for the elaborate protocols to monitor aspects of the child policy directly relating to child labour.</p> <p>3. The Programme Officer is active in documenting the Pilot monitoring mechanisms in Côte d'Ivoire.</p>
Output 2.2: Programmes designed and implemented to strengthen the capacity of relevant ECOWAS/CEDEAO technical departments to combat child labour in the sub-region
Not relevant for Côte d'Ivoire Country Project Mid-term Evaluation Report except that as the project implements activities, documentation should be done.
Output 2.3: Sub-regional forums organized to encourage networking and to share good practices among all ECOWAS/CEDEAO member states
Not relevant for Côte d'Ivoire Country Project Mid-term Evaluation Report. If these events have occurred, the Côte d'Ivoire stakeholders have not been involved.

ECOWAS II
Development Objective: To contribute to the elimination of the worst forms of child labour in West Africa.
Immediate Objective 1: By the end of the project, progress on the elimination of the worst forms of child labour in Benin, Ghana, Nigeria and Côte d'Ivoire (RCI) will be accelerated.
Output 1.1: Policy indicators - N/A (Targets Benin, Nigeria)
Output 1.2: Capacity building - N/A (Targets Benin, Nigeria)
Output 1.3: National and sub national awareness raising and social mobilization campaigns conducted.
<p>1. The project has not been able to begin any significant awareness raising /social mobilization campaigns due to the insecurity in the country.</p>

ECOWAS II
2. A media Action Programme will develop messages. At the time of the MTE, there is discussion as to whether this will be a project or a service contract.
Output 1.4: Studies - N/A (Targets Benin, Nigeria)
Output 1.5: Models of intervention designed and piloted for withdrawing and preventing children working in the worst forms of child labour in Benin RCI , Ghana, and Nigeria
<ol style="list-style-type: none"> 1. There is a high level of awareness of the importance of the project to serve as a model of intervention for the sub-region. 2. The project engaged the Workers Union of Côte d'Ivoire (UGTCI) to implement the activities for ECOWAS II. <ul style="list-style-type: none"> - The group is targeting 1000 children in cocoa producing communities who are either working, or at risk of working, in the WFCL. Children will receive supplies to make school attendance and high grade performance possible. - The Union is sympathetic to the needs of these children, and has experience implementing projects in the past to stop child labour. However, it feels constrained by the budget as the project coordinator must provide transportation and a lap top as a personal expense. - The Union project staff is receptive to suggestions on innovative programming.
Output 1.6: Models of intervention designed and piloted to promote resilient family livelihoods and sustainable community development in Benin RCI , Ghana, and Nigeria
<ol style="list-style-type: none"> 1. The UGTCI will work with fifty families to develop or strengthen small enterprises. The group will focus on women, and give skills training, and grants. 2. The ILO-IPEC technical experts in livelihood development and microfinance should be available to enhance the implementation. So that the project can have an optimal coverage, possibly the number of participants could be expanded with consulting on IGA group development or savings and loan schemes.
Immediate Objective 2: By the end of the project, the role played by ECOWAS/CEDEAO in combating the worst forms of child labour in the sub-region will be reinforced.
Output 2.1: Technical assistance provided to ECOWAS/CEDEAO to establish protocols for monitoring member states' efforts to combat the worst forms of child labour, consistent with community policies and plans and reflecting international standards and norms.
The history of the fight against child trafficking and child labour is still fresh for the ILO-IPEC staff, and they are eager to influence the sub-region.
Output 2.2: Programmes ... to strengthen the capacity of relevant ECOWAS/CEDEAO technical departments
N/A, not a responsibility of the Côte d'Ivoire project alone. Not relevant for Côte d'Ivoire Country Project Mid-term Evaluation Report
Output 2.3: Regional forums ... to share good practices among all ECOWAS/CEDEAO member states
N/A, not a responsibility of the Côte d'Ivoire project alone Not relevant for Côte d'Ivoire Country Project Mid-term Evaluation Report

5. Effectiveness

35. In evaluating the effectiveness of a project, two categories are considered as to how they lead to desired results and have the desired impact on addressing the problem of child labour. The two major components are: (1) project administration, including management, planning, human and financial resources; and (2) program implementation and service delivery.

5.1 Project Administration

5.1.1 Organizational Structure and Human Resources

36. At first glance, the ECOWAS organigramme seems confusing and overly bureaucratic. However, after careful consideration of the various components, the structure reflects a coherence and necessary structure in order to attain results at its many levels. It is still untested.
37. The Chief Technical Advisor (CTA), was responsible for the core countries and the relationship building with the sub-regional organization ECOWAS at the beginning of ECOWAS. Later, as new ILO-IPEC projects, Public-Private Partnership and Cocoa Communities Project (CCP and PPP), emerged from demonstrated needs, it made good management sense to concentrate all CTA responsibilities under a single administrative authority, in a single location. Each project has an International Programme Officer, who manages the multi-country projects, and each country has a Programme Officer. Some support staff is shared across the multiple ILO-IPEC projects, such as the senior administrative assistant and the chief financial officer. In each country, administrative assistants and drivers are shared, as are vehicles and office space.
38. Status of project staffing at the time of the Côte d'Ivoire MTE report is as follows:
- ILO-IPEC West Africa Projects CTA: This position is filled, and the CTA is working out of Accra, Ghana.
 - ECOWAS International Programme Officer: This position has been filled, working out of Accra, Ghana.
39. In Côte d'Ivoire, the project staffing consists of:
- Country-specific Programme Officer (PO).
 - Administrative Assistant and driver shared with other projects.
40. The Côte d'Ivoire office is housed in the ILO Offices, a well-maintained building with several ILO programs in it. The PO's office is located near a very nice meeting room, but is some distance from the other side of the building where administrative services (assistant, photocopier, etc.) are situated.
41. The ECOWAS project in Côte d'Ivoire, like the multi-country project, has undergone transition. The previous project director has moved on to be International Programme Officer for the CCP. The change in government benefitted the project as the senior member of the Ministry of Labour's *Service Autonome de Lutte Contre le Travail des Enfants*, became available to head Côte d'Ivoire's ECOWAS project.⁸² An active champion for children's rights for many years in the civil service, his knowledge, presence, contacts and ability is an asset to the project. He began January 1, 2012. Working with an agency of the United Nations rather than in a position of some authority at the Ministry, he may face both challenges and benefits, such as lack of support staff and greater mobility.
42. The Côte d'Ivoire Office ILO-IPEC programme is apparently capable to accurately report on direct beneficiaries based on partners' understanding of the definitions/terminology. The team (PO, part-time administrative assistant, driver) is efficient and no wastage of resources was observed.

⁸² The Service might be compared to something akin to the USDOL's Office of Child Labor, Forced Labor, and Human Trafficking (OCFT)

43. As in Ghana, the project in Côte d'Ivoire seems understaffed for the tasks and deliverables expected from the ambitious objectives. The Programme Officer (PO) is the only person who is the sole representative for the country project. The Programme Officer is responsible for a multitude of tasks, including: setting up initial agreements with IAs, arranging, conducting and performing quality control of trainings of, and by, Implementing Agencies, social partners, and government officials; arranging and monitoring the work of consultants; grants management tasks, including monitoring IAs and their CL monitoring, reading, interpreting and writing reports, following up with IAs, field visits; and attending national CL steering committee meetings and providing consultation to the ministries.
44. The information for the Technical Progress Reports is collected and submitted in a timely fashion, so that the TPRs usually meet deadlines. Most of the Implementing agencies have completed TPRs before, and are competent in collecting data. The Cooperative KAVOKIVA (CAKHS), which has not had to report to ILO-IPEC before using the TPR format may find the child labour monitoring requirements challenging. The group spoke of the rigorous requirements in compiling the Action Programme Summary Outline (APSO) with respect and appreciation, calling it "a capacity building exercise." Indeed, the documentation required for ILO-IPEC and USDOL are, for the most part, very useful in helping groups be organized in planning and implementing projects. It would be good for the ECOWAS project staff to work with CAKHS in developing their Direct Beneficiary Monitoring and Reporting (DBMR) capacity. However, since the organization is very well organized and has had to handle complex reporting for the cocoa certification, it will probably get up to speed quickly.

5.1.2 Project Management

45. Even in the context of a country-based project, ECOWAS is a challenge to describe because it brings together many integrated elements: implementers including (but not exclusively) government (central and decentralized), non-government groups (humanitarian and professionals), the tripartite; activities such as advocacy, media, service provision, and policy development; and sectoral concerns, such as agriculture, non-formal economy, education, and trafficking. Still, it is manageable, as the project results demonstrate. Keeping the focus on the "institutional" quality, as mentioned by the PO is very important.
46. The multiple components, actors, and requirements for monitoring and reporting require strong management skills, organization and efficiency. The current Programme Officer seems to be competent and well-organized. However, the size of the project merits more than one Programme Officer and shared support staff in each of the countries.
47. Nothing suggests any financial management inefficiency in the Côte d'Ivoire project implementation. There is concern on the part of the MTE evaluator that, during the shutdown of activities that came during the post electoral crisis, funds for the Côte d'Ivoire program were used by the Ghana program leaving a shortfall for Côte d'Ivoire. Assuming the co-mingling of funds across countries has been well documented and coordinated, the Côte d'Ivoire program should be able to access needed funds for the rest of project duration of the project.

5.1.3 Efficiency

48. The ILO-IPEC bureau in Côte d'Ivoire operates like a well-oiled machine. Some staff have been there for more than eight years, through multiple IPEC projects. This means that they themselves operate efficiently as there is not a lot of new learning that has to happen. Unfortunately, the same may not be said for the vehicle used in the project. Inherited from past projects, and shared with

other projects, it requires more upkeep than a newer model and as pieces, internal and exterior, fail the safety is compromised. A reliable and safe four wheel-drive vehicle is needed for the PO to be able to visit projects.

5.2 Progress towards impact

49. The impact of a project is measured by assessing those outcomes that, without the project's inputs, might not have happened. The ECOWAS project's effect, in both the policy arena and in direct action on the ground is already being noted, even at the mid-term. ECOWAS project activities have resulted in many positive outcomes, and promises more progressive changes to come to project beneficiaries (children, parents, communities, and government actors) through school enrolment, new work activities (livelihood enhancements), increased income, and improved stability in life. This is very important, as these outcomes are where the magnitude of the ECOWAS project activity comes to have sustainable value.

5.2.1 National Policy

50. As noted, Côte d'Ivoire has made some progress in creating legal frameworks and national machinery to address the problem of child labour. The National Plan of Action will certainly be revitalized with the help of the project. Representatives at the MTE Stakeholders briefing underlined what had been said repeatedly during the course of the evaluation: that the ECOWAS project was a needed, welcome and a motivating force to keep the fight alive to protect the country's children.
51. Meanwhile in the offices of mayors and entrepreneurs at the regional level, the National Plan of Action seems relatively unknown. In the Ministries of Labour and the Ministry of Family, Women and Children, there is a lot of knowledge about child labour, trafficking, child abuse and negligence, and other areas of protection for vulnerable children, including orphans. However, the support systems are weak. The past decade with conflicts and corruption resulted in degradation in government infrastructure. Government-issued furniture and cars disappeared during the unrest. Civil servants are competent but feel discouraged. The labour offices visited during the MTE were particularly strapped for supplies, lacking essentials such as fully functioning office equipment and vehicles. An important communication occurred, when during an interview with social workers in the Regional Direction of the Ministry of Family, Women and Children ministry, the ECOWAS Programme Officer was able to connect social workers with a fund providing support for crisis situations. Training is planned for these important actors, who, if motivated sufficiently, can become real advocates for working and at-risk children. Besides training, vehicles, computers, and other equipment increase motivation to make real advocates. T-shirts and badges may not be sufficient.

5.2.2 Direct Action

52. The Direct Action is an important component because it is policy in action, spreading out to communities and involving working and at-risk children, parents, teachers, assembly members, trades masters, and employers. At the direction and governing board level, the Implementing Agencies are extremely conversant in child labour. Like the ILO-IPEC staff, the senior staff, founders, and executive directors of the IAs understood child labour definitions and their use (i.e. withdrawal and prevented). The Action Programme Summary Outlines (APSO) reflected an understanding of the proposed sites and conditions, ILO-IPEC expectations, and good planning, reporting, monitoring and evaluation skills. Groups selected for Direct Service Action Programmes so far are : Afrique Secours Assistance (ASA), Coopérative Agricole KAVOKIVA du Haut

Sassandra (CAKHS), Assistance Internationale à l'Enfance Coeur et Action (AIECA) and Workers Union of Côte d'Ivoire (UGTCI) and the child protection government agency, Direction de la Protection de l'Enfance.

53. Overall, the groups are impressive, competent reliable and earnest. Action programmes are just beginning, so for most of the groups, no beneficiaries have been withdrawn and/or prevented. Still there has been a lot of activity, particularly meetings for raising awareness. Parents have been assembled and program objectives explained. At focus group meetings held during the MTE, parents and community members demonstrated an understanding of child labour issues. Needy parents showed a keen interest in enrolling in some sort of livelihood support activity. This need went far beyond the fifty families per IA. In the case of AIECA, parents are already participating in an Income Generating activity (IGA). The Table below, which was compiled by the evaluator with information provided by the National Programme Officer, shows the extent of removal and prevention of beneficiaries from child labour by the four direct action IAs at the time of the MTE.

Table 6: Targets of Beneficiaries for Implementing Agencies for Côte d'Ivoire

Sector Implementing Agency	AIECA (EI)	ASA (EI)	CAKHS (EI)	UGTCI (E II) ⁸³	EI & EII Project TOTALS
Target Prevented /Withdrawn	500	800	1500	1000	3800
Total Prevented /Withdrawn	454 ⁸⁴	0	0	0	454
Family Support Target totals	50	0	50	50	150
TOTAL Family Support	50	0	0	0	50

54. The children have been withdrawn from the Worse Forms of Child Labour, including work in agriculture, particularly cocoa, and domestic labour. Domestic labour is mostly focussed on work by girls as maids, but there are other activities which fall under the umbrella of domestic work.
55. In towns, it is not hard to spot child workers in the streets, often working side-by-side with their parents. Many parents reported that their children had not been enrolled in school for three to four years. Most of the children were idle but on the verge of becoming involved in child labor, mostly petty trading and pushing carts and wheelbarrows through the streets and market place.
56. Former (withdrawn) domestic servants described their housekeeping chores as activities from early morning until late at night. Typically, they were expected to thoroughly **clean rooms, wash clothes and dishes, shop for and prepare food, and baby sit. Among the girls withdrawn from work as domestic servants, many were originally from the Bouake region and had left during the 2002 rebellion.**
57. The cocoa plantations where the ECOWAS project is working are mostly family-run, small holdings. The work is rough and rigorous, and often more than a child should be expected to handle. According to the informants during the MTE, most children no longer work where chemicals are

⁸³ For ECOWAS II, the project IAs will also tracking the provision of education services and livelihood services, such that if a child receives multiple different types of education services, these services are counted multiple times.

⁸⁴ This number will likely change, as the IA has identified more than enough eligible children, but this number was given at the MTE presentation.

used or in similarly hazardous activities, due to certification issues, but they do carry heavy loads, work in the hot sun for long hours, and use crude tools to cut trees and brush.

58. The *Comites Locaux de Vigilance*, or Community Committees for Child Protection (CLVs), are perhaps the most essential part to the success of all aspects of the project. Most have received some training from the IAs or ILO-IPEC. The sincerity and interest is apparent, but IAs voiced concern that they needed ideas to keep the leadership motivated. CLV Members were generally hard-working, natural and acknowledged leaders in their communities when they become a part of the CLVs. Some are barely literate, while others are leaders because of their ability to read and write. During discussions held during the MTE, meetings were lively, respectful, honest and participatory. The CLVs were seen to have a good composite of memberships, including, for example, traditional authority, school teacher, religious leader, youth representative. They all had at least one woman, sometimes more, and were encouraged by the PO to add more youth and women.

5.2.3 A Closer Look at Direct Services: Removing Children from WFCL and Providing Educational and Livelihood Support Activities

59. The Côte d'Ivoire ECOWAS project selected a spectrum of qualified organizations to provide direct services to (1) children who have been removed or prevented from child labour, and (2) to families who needed help to build a livelihood that could sustain the removed or prevented child. All of the implementing agencies (IAs) have experience working in the fight against child labour and demonstrate solid project management and organizational skills. In addition, the project provided IAs with refresher training in child labour issues and project formulation in the early steps to elaborating the overall project.
60. At the time of the MTE, only two agencies, *Assistance Internationale à l'Enfance Coeur et Action (AIECA)* and *Coopérative Agricole KAVOKIVA du Haut Sassandra (CAKHS)*, had received their first installment check from the project and identified their target children. The groups had laid ground work in advance for immediate intervention and were fully occupied. Target children were vulnerable to entering the workforce, or were already involved, in WFCL in domestic service and linked domestic trades in the case of AIECA, and in the cocoa sector for KAVOKIVA. Among the groups of children identified, more than two hundred had been enrolled in some educational programs by the time of the MTE.
61. For AIECA, this amounted to 77% of their target group of children to be enrolled in formal education, and 33 % in apprenticeships. Considering the delays that the project encountered in Côte d'Ivoire, it was impressive to see how quickly the groups were able to mobilize. This is due to the groundwork and thoughtful planning which they had once they were approved as an Action Programme, but before receiving the first disbursement.

a. Formal Education

62. All of the target beneficiaries who have been enrolled in formal schooling have received school supplies. Most received text books, uniforms, exercise books, pens, pencils, erasers, and other stationary appropriate to their age or class. It was refreshing to note that the IAs opted for appropriate supplies, rather than adhering strictly to a check list of the standardized supplies that so often form part of ILO-IPEC projects worldwide. For example, AIECA decided that back packs, while useful to children, could be omitted in favour of economy. Necessary textbooks were deemed more important.



Children received their supplies in tidy plastic carrying bags with handles. This is not a critique of other programs, but an acknowledgement to the depth of process and community study done by the NGO. The group responded to the obvious needs as underscored in their own community mapping strategy. These inputs are completely necessary items for children to attend school in Côte d'Ivoire, and sufficient to keep children in school.

63. The community development (CD) process followed by AIECA and the other groups -- CAKS and ASA -- is integral to the immediate success of these groups. In a meeting of community leaders in the KAVOKIVA project area, for example, it was clear that they had been involved in the project from the beginning. Community development is not necessarily a linear process, but specific steps which, when done properly, ensure results. This includes understanding the milieu, or community self-study or mapping; building relationships and forming action committees; information sharing and transparency by the service deliverers; and transparent reliance on participatory decision-making. People in the target communities were clearly struggling with the complex notions of child rights, education requirements, child labour legalities, while trying to make a viable living in an unsure economy with failing productivity. These informants noted in MTE focus groups discussions that by being part of the process, they felt integrated and empowered.

64. Schools in target communities are often in substandard condition, lacking clean water wells, electricity, and adequate space. One school visited consisted of an entire refurbished block of classrooms, albeit without electricity or latrines. However, the adjacent block for the upper grades consisted of wood slab walls and a thatched roof, resembling a cow shed. It was impossible to sit in the classroom without hearing the teacher speaking in the next "room."



65. Some schools have received supplies, while others have been rehabilitated by KAVOKIVA. Others are scheduled for rehabilitation. While the organization program director was embarrassed that the group had provided a computer to one school which unfortunately had no electricity (despite wiring), they were open and interested in how to help build the school library without that particular input. Using project funds, they had provided similar equipment to the schools in their target areas in order to establish libraries, so that beneficiaries and all pupils can feel drawn to the school as a place to study and practice reading skills.
66. AIECA started its round of direct services by training 18 young people to be literacy teachers and rehabilitating centres where the training would take place. The literacy programs created a sort of bridge for children who had been out of school, and was useful in winnowing out those who would be more suitable in apprenticeships. These innovative approaches in the projects will be useful in looking at models for the larger sub-regional project. Other innovations include the support for children's health by maintaining a simple pharmacy for beneficiaries as AIECA is doing. KAVOKIVA has an impressive medical insurance program complete with clinic for its members, and, as such, target children benefit.
67. Educators with whom the MTE evaluator talked worried about the lack of a conducive learning environment for children who were withdrawn and prevented from child labour. Yet, these concerned school directors, teachers, and representatives from the Regional Direction for National Education (DREN) were upbeat. The warmth that they demonstrated to pupils was obvious, and the respect that they got in return seemed well- deserved.

Formal Education Needs

68. Besides the recurring need for desks, clean water wells, latrines, and updated school equipment, three unique and specific problems cited by educators hinder their ability to meet the needs of their communities:



1. Teacher refresher education. School directors spoke openly of wanting to acquire skills for dealing with large classrooms of pupils, or being able to stay current with the latest teaching methodologies.
 2. Lodging for instructors near schools. Without local housing, teachers are often late or absent. This is a problem in rural villages and *campments*, especially, but even for those settlements located on main roads such as the KAVOKIVA target village of M'Bahiakoffikro. Villagers try to provide housing, but their own impoverished state makes that difficult.
 3. No birth registration of pupils. This was frequently cited as the gravest of problems and the biggest deterrent to keeping children in school and out of WFCL. More than half of the children in Côte d'Ivoire lack birth certificates.⁸⁵ In order to go beyond CM2 (from fifth grade), they will have to present birth registration papers. Without them, they cannot qualify for the national examinations. For many parents, this offers sufficient disincentive to even sending their children to primary school.
69. Families have the first three months after birth to register their newborn at a cost of less than a dollar. Certificates are available at local maternities, but many Ivoirian children are born at home under the care of a local midwife. Getting the registration, a task often conferred on the more mobile father, falls by the wayside due to priorities deemed more important, such as working the fields or pursuing another form of earning a living. It may require travel outside of the village, which requires money as well as time.
70. Once the deadline passes, birth registration becomes increasingly more difficult and expensive. A judicial procedure is required, involving multiple forms, and, according to the many informants who raised the issue during the course of the MTE, inconsistent and unexplained fees. Some judges require the presence of both parents and the child.
71. That the problem has reached pandemic proportions, and is regarded as a crisis by the child protection community, was obvious considering the length, breadth and heat of the discussion at the MTE Stakeholders Briefing held on January 27th. While the ECOWAS project focuses on returning or enrolling children in school to protect them for their engagement in WFCL, their lack of status is a clear barrier. Some of the approaches discussed in the meeting are found in the recommendations (Part VII).
72. School teachers in several communities were cited as accepting unregistered children into their upper classes simply to make their teaching efficient, and relevant to their communities. Otherwise, explained one community schoolteacher, there would be hardly any pupils in his class. Unfortunately, teachers who do this must legally bar the unregistered students from taking the national examinations.

⁸⁵ Countdown to 2015 Tracking Progress in Maternal, Newborn and Child Health Survival, The World Health Organization Report, Côte d'Ivoire.

b. Apprenticeships

73. For some project beneficiaries, vocational apprenticeships are more suitable than the formal school system. Some children were deemed to have been out of school too long to return or begin. Many were girls who worked in domestic service or bars and restaurants and lived either in the home of the employer or with an older sister. AIECA administered literacy tests, and after evaluating the results, placed some children into apprenticeships. Many are still attending literacy classes when not at the apprentice training. The implementing agency paid tuition for enrolment in an apprenticeship. Several master trades teacher wished that equipment had been provided. For example, a sewing teacher had too many students (only two ECOWAS beneficiaries out of about a dozen girls) and needed more machines. This should merit consideration by the IAs, either to send children to smaller apprentice programs or furnish extra equipment. The apprenticeships last up to three years, although the project only pays for the first (or first and second) year. This does not seem to worry the trades' masters at all, as they will benefit from the apprentice help. During this time, the beneficiaries receive nothing but training, and possibly a lunch, so their adhesion to the program and their vulnerability to re-entering WFCL may be of concern. Key to the continued success is the support by the implementing agencies' field staff, who visit the children regularly to check on their welfare.
74. Although the IAs said that they were sensitive to the particular problems attached to ensuring access of girls to services and resources, that knowledge and sensitivity is not evident in any special programming. Special needs for adolescent girls were raised by women leaders of KAVOKIVA, the UGTCI and ASA, and it is likely that some aspects of health and hygiene services will be addressed by those groups. Considering the large family size in the country, family planning might be incorporated into health education programs for young project beneficiaries, both boys and girls.

c. Livelihood Support

75. An important feature of the ECOWAS project is the focus of providing special support to poor parents and families whose children have been out of school and either working at, or at risk of being engaged in, WFCL. By introducing opportunities for these people to earn a more sustainable income, it is hoped that their children will stay away from child labour and be able to attend school regularly.
76. AIECA identified fifty women (mothers and guardian aunts) whose indigent circumstances had caused them to keep their children out of school. Some of the children were working, while others languished at home. The women were trained in simple business and accounting skills and given small grants with which to build or replenish a stock for micro-enterprises. The women were not told that the money was grant, and within months most had contacted AIECA to repay the loan because they had managed to use the money to get back on their feet. The group moved quickly in identifying needy women and getting them started. The activities were varied, including business skills and a grant to a vegetable vendor, increasing stock for a charcoal seller, and providing seeds for a woman to grow off-season vegetables, such as okra and tomatoes. Most of the beneficiaries interviewed reported the grants were the small impetus that they needed, but one or two seemed so vulnerable that one input might not be enough.
77. KAVOKIVA, which has not started its IGA program yet, just opened a microfinance center located in the center of the small town of Gonate. It is run by two cooperative members as administrators, with the help of a trained financial manager, a cashier, and a governing board. At the time of the MTE, it had thirty-five participants, but will certainly grow as the almost 6,000 members of KAVOKIVA learn of it as a place to save money and be eligible for loans. The cooperative is

hoping to accommodate non-members, and women in the nearby market were expecting to open accounts. Connecting IGA programs to a micro-finance centre would provide a better back-up to grants and loans. The ECOWAS project needs to build up its own knowledge to be able to provide technical assistance in this area. Since ILO has expertise in the area, the project should be able to help its implementing agencies. In addition, the ECOWAS project could benefit from expanding connections with such programs as BRAC, which now has programs in Africa, and the Grameen Bank.⁸⁶

5.3 Monitoring and Evaluation

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

78. Essential to the success of the ECOWAS project is the ability for implementing agencies to measure progress and the ILO-IPEC to appraise outcomes through data monitoring. Indicator 1.4.1 of ECOWAS I requires "...[engaged] implementing agencies to identify at risk and working children in the selected areas and sectors and collect baseline data on direct project beneficiaries through the implementation of a DBMR system (RCI and Ghana)." During the course of the MTE, it became apparent that some of the implementing agencies would require additional training in Direct Beneficiary Monitoring. Sample forms used by some of the IAs for monitoring and reporting are found in the Annexes of this report. The IPEC Programme Officer intends to ensure the accurate reporting of Direct Beneficiary Monitoring by working closely with the implementing partners' project directors, who will train and supervise the field officers. During the MTE, implementing agencies were encouraged to design good forms if they had not already done so to be sure that all information required would be entered as beneficiaries were enrolled.
79. The IAs on the whole document and photograph a lot of their activities, but may not realize what an important role such documentation can be for their reporting to ILO-IPEC and USDOL. Field staff visit beneficiary children on a regular basis, but it is not always documented. These animators, social workers, or supervisors, as they are called (depending on the project), develop deep relationships with the project beneficiaries, both children and parents. They should be encouraged to record the frequency and outcome of their home visit.

5.3.2 General Project M & E

80. Monitoring and evaluation of the entire project is crucial. At this time, it is not completely clear what the capability of the project in Côte d'Ivoire is in performing M&E. The new NPO had only been at work for less than one month at the time of the MTE. However, the impression gained by the MTE evaluator is that the new Programme Officer is very capable of performing M&E duties. Reporting mechanisms were clearly understood, and planning tools were in evidence and being used.

6. Sustainability

81. The underlying goal within the project design to accelerate the approach to WFCL throughout the region is in itself a strategy for sustainability. However, for the results in each country to be sustainable, action is needed from the national policy at the top down to the grassroots.

⁸⁶ Côte d'Ivoire-based resources include, Mixmarket (<http://www.mixmarket.org>) and Aga Khan Development Network. BRAC is an internationally recognized Bangladeshi development organisation which has used microfinance techniques for 40 years and provides training.

82. Support to the grassroots in Côte d'Ivoire is well underway. Much has been accomplished at the national level, as well. The institutionalization of the national level frameworks such as laws, regulations, and the child labour monitoring will likely happen, although the question of funding will always be an issue. The momentum needs to be institutionalized as well, and this can be done through the national child labour committee and World Day Against Child Labour (WDACL). If the media AP develops a strategy for continued awareness raising, such as a regular call-in talk radio program or a required program (with scholarship or awards?) in the schools, that would contribute to keeping the momentum going.
83. It is the critical level in between that is weak. In the offices of the regional administration, Regional Directors juggle underfunded budgets. Labour inspectors sit in decrepit buildings and social workers need shelters and funds so that they can do more than apply quick fixes to crisis situations. These mid-level government functionaries need additional training but also are in need of infrastructural support. As the government picks up after the post-electoral conflict, and addresses continuing security issues in various locales, budgets need to be directed to regional offices. For the project outcomes (an acceleration of the elimination of child labour, and Côte d'Ivoire as a model to other ECOWAS countries) to be sustainable, this level needs to be fully engaged and supported.
84. The ECOWAS project itself could use more staffing to meet the project goals. The project budget is not sufficient. That implies bringing in several specialists and building a short term team. That may be the best way to reach the goal of "accelerating" the fight against child labour.

7. Conclusions

85. The ECOWAS project is in full throttle and implementing agencies have geared up to provide direct services. Action Programmes for awareness raising and social dialogue are imminent. At the national government level, new faces in the key government ministries mean the project must promote review and renewal of institutionalized structures, such as the National Plan and the Child Labour Monitoring System, two critical components in the fight against Worst Forms of Child Labour (WFCL).
86. Although the project has had transition at the leadership level, a seasoned and well-connected professional is replacing the previous equally respected Programme Officer. Therefore, the project has is able to build on already established contacts and results. The relevant ministries are de jure engaged in the fight to end child labour, but a learning curve is expected as any new government comes into power. Even the president's wife has shown an interest in campaigning against child trafficking.
87. Representatives at the MTE Stakeholders briefing underlined what had been reiterated during the course of the evaluation: that the ECOWAS project was a needed, welcome and a motivating force to keep the fight alive to protect the country's children.

8. Recommendations

88. The project in Côte d'Ivoire is off to a good start. Recommendations for improving effectiveness focus on aspects which would keep the momentum going address serious problems and embrace the "Model Project/ Pilot Project" concepts attached to the ECOWAS sub-regional component. These recommendations are all focused on activities within the project's responsibility. Suggested changes

should be made at the country level by project leadership, although it may be necessary for ILO-IPEC Headquarters to support their execution.

8.1 Expand Awareness Raising Techniques and Audiences

89. It is good that the project has an AP dedicated to awareness raising that is founded on media techniques. World Day Against Child Labour is only one avenue. Radio and television should be used. The national Elephants soccer team should be involved. These players are people of privilege, but they are also individuals who have had their share of life experiences. Schools should be recognized as powerful locales for raising awareness.
90. The First Lady has launched a campaign against trafficking. As the wife of the nation's leader, she garners attention. She may need further information and education, but she also should be appreciated and utilized in the ECOWAS efforts.
91. The project should encourage implementing agencies to target local community leaders, including mayors and entrepreneurs, in building understanding of the National Plan of Action and other national child labour policies.

8.2 Supervise and Support Implementing Agencies to ensure the best quality Educational programmes

92. If possible, the project should help IAs monitor the safety conditions for the children working in apprenticeships. If the children in these situations are vulnerable to returning to WFCL because they receive no stipend and at most one meal a day for one year, modifications regarding their continued support should be considered. All educational programmes, including formal schooling, should be observed and evaluated by project personnel on a routine basis.

8.3 Change conduct with Knowledge, Attitudes And Practice (KAP) on Accidents And Death

93. In the behaviour change approach, an appreciation of the incidence and type of accidents and deaths that occur among children (working or not) is one way that people might move through the continuum of increased knowledge, modified attitudes, and changed practices (KAP). Machete use was mentioned repeatedly by parents, with their own scars and half-hacked fingers held up as evidence. Meanwhile, the MTE evaluator visited a schoolyard where children, engaged in clean-up day, were running with machetes in hand, swinging machetes, and engaging in pretend sword fights. A parent leader should be invited to the school to give a class on machete safety.
94. Relationships between the project and the Ministry of Agriculture and the social partners are existing and evolving, and the IAs in the cocoa producing areas are well connected to that branch of government. Safety methods are followed strictly at the CAKHS warehouse for certification purposes. It is likely that they promote occupational safety and health, but more can be done in the all sectors through training and sensitization.
95. The project would be well advised to begin a Knowledge, Attitudes and Practice (KAP) exercise to create a strong single-message, yet contextually appropriate, campaign to stop child labour. Comprehensive Research, data collection, research analysis, as well as child monitoring would certainly inform the knowledge base. The project has a clear and vital research agenda and has already validated a study on domestic work.

8.4 Involve Children in Advocacy and Action

96. Children should be involved in advocacy and action. Local educators, social workers, and IAs field staff routinely hear the stories of vulnerable children, and also are able to identify leaders among direct beneficiaries. Without exploiting these children, the project should offer them opportunities to tell their stories through drama, song, competitions, and meetings. In the schools, they need clubs, including the ILO-IPEC SCREAM program.

8.5 Advocate for Launching a Birth Registration Campaign

97. Birth registration is a child rights issue, and directly linked to the decision of children and their parents to attend school as opposed to engaging in the WFCL. While it is a national crisis, the ECOWAS project can make a difference through its national networks and its implementing agencies. Some innovative ideas generated in the course of the MTE include:

- a. At the level of the *implementing agencies* providing direct services:
 - The IAs can organize a campaign within their own localities, getting help from appropriate government authorities.
 - Implementing agencies can make the registration of their constituents' part of their project. There is no budget in the APs, so modifications may have to be made. An IA could create an income generating activity or small business, even to the point of reaching out to its own group of needy families. Just as some literate people have businesses to write letters, a small enterprise could be established where a reasonable fee is charged to handle the documentation. The birth registration is a legal process, but an organized, "paralegal" level individual could take this on.
- b. At the *national level*, the ECOWAS project can advocate for various approaches, such as:
 - Hold a national dialogue
 - Launch a campaign advocating a resolution to the issue of birth certificates
 - Ask the ministries involved and UNICEF to organize a national day of registration.
 - Just as national immunization campaigns have been successful in vaccinating children against childhood disease; mobile units could make this a national event. (Maybe it could happen on WDACL). Ask the government to waive fees for that day alone, or reduce costs

8.6 Communicate and Coordinate ECOWAS (project)-wide

98. The project should keep in mind the sub-regional aspect by having open communication across the entire ECOWAS Project. Through regular monthly staff meetings across the entire project, staff can monitor action plans, build consistent approaches, exchange ideas, and identify good practices. If the budget cannot accommodate for the movement of POs, the project can utilise Skype conferencing; but only after a few meetings where the staff can build relationships. It is not too late to begin this practice.

8.7 Increase Efficiency and be More Effective

99. In Côte d'Ivoire, the project needs to increase staff and buy a new vehicle. With nearly 200,000 kilometers, the eight-year old Toyota Land Cruiser needs replacing. It has served several IPEC projects over the years. During the MTE, the brakes caused worry to the driver.
100. The recommendation concerning increased staff mirrors one for the Ghana project as well. The staffing of the project is qualified to run the project, but is over-worked. The project has multiple

levels which come together in a rich mosaic, but which also require multiple levels of expertise, especially in the areas of awareness raising, monitoring and evaluation, and livelihood support. Certainly, it is possible that the implementing partners could build on their individual expertise in awareness-raising to create a major campaign, or consultants can be hired, but the coordination and the technical expertise rests on the ECOWAS I/II staff. Consultants do not provide the same level of commitment and responsiveness than those of staff members who have developed and understand the project's technical approaches over time and through experience.

101. It is suggested that the ECOWAS Project design and provide a Standard Operating Procedure (SOP) for these technical aspects (awareness-raising, monitoring and evaluation, livelihood support and KAP surveys), but these are not to be done in a vacuum. The implementing partners have a lot of experience in creating strategic approaches. One workshop where SOPs are developed together may eliminate the need for later training sessions. Rather than developing a manual or pre-set training from the ECOWAS Project centrally, implementing partners could be brought into the process to creating them. This will foster a deeper understanding and investment in following them.
102. The M&E responsibilities and competencies related to Child Labour monitoring as well as the DBMR reporting is covered to some extent, although a data entry clerk for the project would probably help alleviate the work of those who now do it so that they could attend to their other tasks.

9. Lessons Learned and Potential Good Practices

103. The experiences in Côte d'Ivoire are worth documenting by ECOWAS project staff, especially those who have been involved since the beginning. In fact, it is worrisome that staff have left and the documentation found in Accra was somewhat disorganized.
104. In Côte d'Ivoire, there are definitely lessons which can be learned regarding project implementation in a crisis. Informants said that there were many lessons learned regarding working in emergencies. However, since the project was just beginning, people were unable to draw comparisons to express exactly what was learned. Examining the lessons learned in the Côte d'Ivoire situation necessitates a workshop on the subject. Indeed, there is a whole body of information about operating in emergencies among many NGOs and international agencies. It is up to the ILO-IPEC and the project to review the events as they unfolded and decide what lessons can be learned from future programming. It was suggested to the evaluator by ILO-IPEC and ILO staff in Côte d'Ivoire that ILO-IPEC had encountered crisis in other countries and should have a collection of lessons from which to draw,
105. At the inception stage of the project, there was unrest in some parts of Côte d'Ivoire, which escalated at an unexpectedly swift pace from simmering to a national emergency crisis. The violence that accompanied the electoral standoff was unexpected and halted everything. For several months the country was paralyzed by the insecurity. The project kept going, but project meetings, workshops, awareness raising activities, fund allocation, disbursement and expenditures did not occur. Since then, new people have moved into the government positions that are highly relevant to the continued achievements to fight child labour. For some of the new officials, there will undoubtedly be a "learning curve" that will have to take place. The project can seize this moment as a time to educate and influence policy development, building on the achievements of the past and building a new, larger base of support.

106. Since the population at the local level, including mayors and entrepreneurs, were found to be unaware of the National Plan of Action and other national child labour policies, special efforts by project staff and implementing agencies should target this level for awareness raising. A good model for better integration was observed in San Pedro, where officials from the mayor's office, and the regional line ministries served on the steering committee of AIECA.
107. It was unanticipated that the First Lady of the country would make child trafficking her focus of attention. It is a welcome boost for the fight against child labour. Political campaigns mixed with the systematic plodding that policy development and enforcement of a legal framework requires can sometimes result in confusion and competition. The project should stay focused. As it is, ILO-IPEC is recognized for its important technical expertise on child labour in the country, and will likely be able to enhance the campaign without getting lost in it.
108. While the project is just beginning in Côte d'Ivoire, there are some good approaches which should be signalled as good practices, to watch and measure progress. These include:
- Strong adherence to community development principles, such as (a) building a good foundation; (b) gaining the confidence of the community through respect, supporting a participatory self-study, and holding process-oriented information meetings; and (c) developing transparent, non-political, representative local committees, before rushing in to identify needy children
 - Good relations with local government and political structures, especially through establishment of a Steering Committee, as done by AIECA in San Pedro and governing board at CAKHS.

Annex A: Key documents reviewed

Many documents were reviewed in preparation of the MTE.

Project Design Documents

ECOWAS_I_PRODOC

ECOWAS_II_PRODOC

Master List of Documents for 2nd stage of ECOWAS evaluation - Côte d'Ivoire

- PA10_PLAN_DE_TRAVAIL.doc_2010_2012.doc,
- PA10_v4_.doc_10_11_2010.doc
- PA8V7_16_09_2011_vf.DOC, PA2_v5_doc_actuelisé_13_07_2011.doc,
- PA6_UGTCI_v5_.doc_20_juillet_2011_Réplanifié.doc,
- SOSTECI_vf.doc,RAPPORT_FINAL_ATELIER_SSTE.docx
- TDR_Consultance_2_ETAT_DES_LIEUX_VF_07_10_2010.doc,
- Rapport__de_l'atelier_de_validation.docx,
- RAPPORTAtelier_de_validation__DE_L'ENQUETE_SUR_LE_TRAVAIL_DOMESTIQUE
- Rapport_général.docx,
- TDR_atelier_tripartite_Grand_bassam_vf.doc_05_07_2011.doc,
- DECRET_TRAVAIL_DOMESTIQUE_Version_3.0.docx_16_11_2011_2.docx,
- RAPPORT_D'ETUDE_SUR_LE_TRAVAIL_DOMESTIQUE_
- Version_3.0.doc_mk_14_11_2011
- Rap__lancement_et_Atelier_planif__sans_photo__wap_ecowas.pdf,
- TDR_lancement_et_atelier_SPIF_CDI_v2.doc
- Dec 20 TDR_atelier_régional__wap_ecowas_BONGOUANOU_vf.doc,
- DR_atelier_régiona__wap_ecowas_ABENGOUROU_vf.doc,
- TDR_atelier_régiona__wap_ecowas_daloa_vf.doc,
- TDR_atelier_régiona__wap_ecowas_SAN_PEDRO_vf.doc,
- TDR_atelier_régiona__wap_ecowas_SOUBRE_vf.doc,
- TDR_atelier_régional__wap_ecowas_BONDOUKOU_vf.doc
- rapport_atelier_wap_ecowas_abengourou_bbs.pdf,
- Methodologie_consolidé_Abengourou_(Analyse)__.xls,
- Methodologie__Abengourou_consolidé_(strategy).xls
- Consolidation_Bongouanou
- Résultats_consolidés_des_travaux_(Analyse)_Daloa.xlsx_2.xlsx,
- Rapport_final_général_daloa.pdf,
- Résultats_consolidés__Daloa_(strategy).xls
- Mission_ReportUNDAF_06_2011.docx, Rapport_de_mission_WADCL_06_10.doc,
- Mission_Report_ABENGOUROU.docx, Mission_Report_Bondoukou.docx,
- Mission_Report_BONGOUANOU.docx, Mission_Report_Dakar_09_2011.docx,

- Mission_Report_DALOA.docx, Mission_Report_GRAND_BASSAM_07_2011.docx,
- Mission_Report_san_pedro_07_2011.docx, Mission_Report_San_Pedro.docx,
- Mission_Report_SOUBRE.docx, Mission_Report_SSTE_07_2011.docx,
- Mission_Report_Yamoussoukro_09_2011.docx

Technical Progress Reports

March 2010: RAF0951USA_TPR_1003 March 2010

September 2010: Sept 2010 RAF0951USA_TPR_1009

March 2011 (April): RAF0951PUSA_TPR_1110_R Technical Progress Report (TPR) – April 2011

TPR_MAY_2011_RAF0951USA_TPR_1104

TPR_oct_2011_USDOL.ECOWAS_1_Côte_d'Ivoire_v2.doc,

TPR_April_2011_USDOL.ECOWAS_1_Côte_d'Ivoire_vf.doc,

September (October) 2011: RAF0951PUSA_TPR_1110_R

OCTOBER 2011 TPR_October_2011_RAF0951PUSA_TPR_1110_R

RAF0951PUSA_TPR.doc_mars_10__vf.doc,Côte d'Ivoire Contribution to October TPR 2011, USDOL comments, Status Report 2012

List of Agencies (RAF0951USA_TPR_1003_App_01 Annex 01)

Materials Related to Côte d'Ivoire Project, Including Government Documents

- Power Point Presentation, ECOWAS I and II, by Sigue H.
- Decree on List of Hazardous Work
- Decree on Domestic Work
- CAKHS Charter on Child Labour
- Hazardous List Workshop on Status of Child Labour Monitoring Synthesis Report
- Document Cadre Du Système D'observation Et De Suivi Du Travail
- Des Enfants En Côte d'Ivoire_(SOSTECI) Octobre 2011
- Analysis on Domestic Work, Child Labour Work, Regional Workshop at Bongouanou
- WDACL Q & A Atelier régional de planification
- Projet WAP-ECOWAS-Côte d'Ivoire
- ATELIER D'ABENGOUROU
- Du 11 au 12 Août 2010
- Salle de conférence de la Préfecture d'Abengourou
- Other documents furnished by the IAs, including names of beneficiaries

Materials related to the Cocoa Protocols:

- NECPLEC materials, <http://childprotection.gov.gh/organizational-structure>
- Child Labor in Ghana Cocoa Production: Focus upon Agricultural Tasks, Ergonomic Exposures, and Associated Injuries and Illnesses, L. Diane Mull, and Steven R. Kirkhorn, MD.
- Harkin-Engel Protocol
- International Labor Rights Fund, Updates on Cocoa Protocol
- The Hershey Report
- Payson Center for International Development and Technology Transfer of Tulane University,
- Cocoa Project Materials:

- Final Report, Oversight of public and private initiatives to eliminate WFCL in the cocoa sector in Côte d'Ivoire and Ghana
- Final Report on the Status of Public and Private Efforts to Eliminate the Worst Forms of Child Labor (WFCL) in the Cocoa Sectors of Côte d'Ivoire and Ghana. March 31, 2011.
- Annual Surveys of Child Labor in the Cocoa-Growing Areas of Côte d'Ivoire and Ghana. 2007-2009
- World Vision Australian: Our Guilty Pleasure: Exploitative Child Labour in the Chocolate Industry and numerous other documents on the free-range worldwide web

ILO/ IPEC Design, Evaluation and Documentation (DED) Briefing Materials (March 2011)

- ILO/ IPEC Design, Evaluation and Documentation (DED) section guidelines materials
- Briefing Material on Monitoring and Evaluation in IPEC
- DED Guidelines 6: Elements of Self-evaluation Guidelines
- DED Note 1: Preparing Terms of Reference for Evaluations (in certain cases)
- DED Note 2: Project Monitoring Plans
- DED Note: 3: Types and Levels of Evaluation in IPEC
- DED Note 4: Project cycle in IPEC
- DED Note 5: Process of Managing Evaluation in IPEC
- DED Note 6: Impact Assessment in IPEC\
- DED Note Self Evaluations
- ILO Global Reports on Child Labour 2002, 2006, 2010
- ILO Decent Work Country Programmes materials, Draft DWCP for the countries covered in this evaluation: Benin and Côte D'Ivoire

Annex B: Itinerary for Mid-Term Evaluation

DATE	ACTIVITY	VENUE	COMMENTS
Sunday, January 15			
	Meeting with Honoré Boua Bi Semien, Sigui Mokie Hyacinthe (ILO/IPEC Ag. CTA)	Ibis Plateau Hotel, Abidjan	
	National Consultant Ballo Zié	Ibis Plateau Hotel, Abidjan	Not available for field site visits
Monday, January 16			
	Orientation, Office visit	ILO/IPEC Offices, Abidjan	Met ILO/IPEC ECOWAS Staff
	Meeting with Marie Jean Zomba, UGTCI AP <i>ECOWAS II</i>	ILO/IPEC Offices	
Tuesday, January 17 - Thursday, January 21			
	AIECA, NGO Briefing	San Pedro	
	Steering Committee		
	Parents, Child Beneficiaries		
	Beneficiaries of Livelihood support		
	Visit schools, IGAs		
	Apprenticeships		
Friday, January 20			
	Meet with mayor and administrative authorities Regional Director, Social Workers, Labour Direction and Inspectors		
Saturday, January 21			
	Travel		
Sunday, January 22 - Tuesday January 24			
	CAKHS (PA) Focus Group discussions Parents and CLV Meetings	Daola	Cooperative Briefing meetings Visits to Villages, Schools
	Sous-Préfet	Gonate	
	CAKHS (PA)		Health and Insurance Centre, Micro Finance Centre Cocoa warehouse, KAVOKIVA Activities Mission Synthesis
			Dismissed absent National Consultant
Wednesday, January 25			
	Travel to Abidjan		Meeting postponed
Thursday, January 26			
	Meeting with Gaeton Dalmerg-Ott, US Embassy		
	CEPAR - Inades (PA)		
Friday January 27			
	Stakeholders Workshop		
	Met with some government representatives		
	Meeting with ASA (PA)		

Annex C: People interviewed

ILO-IPEC	USG
<p>Switzerland and elsewhere (interviewed in November, 2011)</p> <ol style="list-style-type: none"> 1. Peter Wichmand, Head, DED 2. Ricardo Furman Wolf, Senior Evaluation Officer 3. Frank Hagemann , Research & Policy Head 4. Mary Read, Programme & Planning Head 5. Alex Soho, Senior Programme Officer 6. Simon Seynes, Head, Social Dialogue 7. Constance Thomas, Director IPEC 8. Francesco d'Olividio, former project Chief Technical Advisor (CTA), (By Telephone, Pakistan) 9. Sina Chuma-Mkandawire, Director, ILO Sub-Regional Office in Abuja, Nigeria (in Accra, Ghana) <p>Cocoa Communities Project</p> <ol style="list-style-type: none"> 10. Honoré Boua Bi Semien, Former ECOWAS coordinator, now CCP International Director <p>ECOWAS I/II PROJECT</p> <ol style="list-style-type: none"> 11. Sigui Mokie Hyacinthe, 12. Programme Officer /Chargé National du BIT-ECOWAS 13. Daouda Kamrete, Driver 	<p>USDOL- Office of Child Labor, Forced Labor and Human Trafficking (By Telephone interviewed in November, 2011, and February 2012)</p> <ol style="list-style-type: none"> 14. Tanya Rasa, Division Chief, Africa 15. Chris Dearing, Project Manager 16. Maureen Jaffe, OFCT, ILAB 17. Samantha Schasberger, ILAB <p>US Embassy, Abidjan</p> <ol style="list-style-type: none"> 18. Gaeton Damberg-Ott Political Officer US Embassy
Government Of Côte d'Ivoire, Administrative and Political Officers	
<p>Ministère de la Famille, de la Femme et de l'Enfant/Ministry of Family, Woman and Child</p> <ol style="list-style-type: none"> 1. Djeul Bi Trazie Aime**, Chef du service, Protection de L'Enfant a la Direction Régionale, Point focal TDE 2. Mme Ahouakon Eugenie, Pre-school educator 3. Mlle Desiree Akpo, Assistante sociale <p>Ministère de l'Education</p> <ol style="list-style-type: none"> 4. Germaine Effi, Assistant Du Coordonnateur National Service National d'Animation, de Promotion et de Suivi des Comites de Gestion des établissements Scolaires/SNAPS-COGES 5. Jo Kouadio, Coordonnateur National 6. Mme. Kouadio née Dion**, Coordinatrice Régional Pour Alphabétisation, Direction régionale Pour L'Education Nationale Regional /Coordinator for literacy, (DREN) Régional Direction for National éducation <p>San Pédro Department, capital of the Bas-Sassandra Region</p> <ol style="list-style-type: none"> 7. Maurice Tasle, S/G, Conseil Général 	<p>Ministère de la Fonction Publique et de l'Emploi/ Ministre de l'Emploi, des Affaires Sociales et de la Solidarité /Ministry of Labour</p> <ol style="list-style-type: none"> 8. Reine -Laure Broni, Direction (Nationale)NSC/Comite Nationale de la Lutte Contre le Travail des Enfants San Pedro: 9. Assi Eloi Adou, Administrateur du Travail et des Lois Sociales 10. Albert Niamke Emou, Attache du travail ed des Lois Sociales, Point Focal, TDE <p>Maire/Mayor San Pedro</p> <ol style="list-style-type: none"> 11. Maire Nemlin, Resident and Mayor 12. Frederic Achi Adon, S. General Maire 13. Vahou Kakou Marcel, **, Chef de Service Socio-Culture 14. Konan Aya Kikane, Secretariat Direction Mairie/Mayor's Office

Implementing Agencies and Social Partners	
UGTCI 1. Marie-Jeane Kombo, Secrétaire Nationale Chargée du secteur Agricole et de la Lutte Contre le Travail des Enfants, Union Générale des Travailleurs	ASA 2. Directrice Centre de Recherche et d'Action sur la Paix (CERAP) 3. Jean-Emile Nkiranuye, Director
AIECA 4. Tanon Adou, National and ECOWAS Project coordinateur 5. Abdoulaye Koné, Coordinateur départemental 6. N'guessan Marius, Animateur 7. Tokpadjiri Anderson, Comptable Adjoint/Assistant Accountant 8. Coulibaly Thenata, Assistant financier 9. Kamate Fatoumata, Animatrice 10. Other staff	CAKHS Coopérative KAVOKIVA Governing Board and Staff Meeting* 18 participants, including: 11. Gnaoua Dago Fulbert, Managing Director of the Kavokiva Cooperative 12. Yaya Mariame Touré, ECOWAS Project coordinateur 13. Doctor 14. Clinic Director 15. Assistant Mid Wife, Maternity
AIECA Steering Committee (Comite de Pilotage)* 16. Nonsoh Assa Hippolyte, Président, Chambre Régional de Métiers 17. Ouattara Moussa, Chambre des Métiers	Micro Finance Centre, CAKHS Kavo-Kiva 18. Dagbo Gnahoua Fislbert, Directeur General 19. Konan YAO, Secrétaire General 20. Bey Kouame Konan, SGA 21. Mlle Clarisse Kone, Gerante 22. Bia Bouenan Zaure, Caissiere
School Directors And Teachers	
M'Bahiakoffikro School 1. School Director with 209 Students	Bardot School 2. Director, Amani Kouame Joseph, Director , EPP Bardot school Sud 1 3. Kouame Ngbadjo Antoine, Pedagogy Advisor, Bardot 1 secteur (Ministry of Education)
Focus Group (FGD) and Individual Interviews, Child Protection Committees and Parents	
Bardot (Settlement Quarter, San Pedro) 1. Parents* 2. Steering Committee* 3. Comite de Vigilance (10) 1 representative from each of ten CLV in Bardot	4. Affoussiata Kanate, Association des femmes de Denguele 5. Giselle n'Guessan, Association des femmes de Baoule'Agba
Mahounou Village 6. Village Meeting (78 attended) 35 participants* 7. CLV (11)*	M'Bahiakoffikro Village 8. Village Meeting (50 + participants)* 9. CLV (11)*
Livelihood Support Projects 10. Audrey Koffi, charcoal sales 11. Bernadette N'guessan, vegetable sales 12. Fofana Meimouna, Market Garden	KAVOKIVA Superviseurs 13. Lydie Aimee Kouassi Affoue, KK Supérieur de Mahounou 14. Parfait
Interviews with Beneficiaries (23)	
1. Three école primaire school direct beneficiaries ages 11-12* 2. Two former house servants, ages 16, 19 (17.5 when enrolled in literacy course) 3. Former house servants, 15, 16 4. former house servants, Baby sitters 15, 16 5. Former house servant, 16 6. Former breadseller, age 15 7. Twelve beneficiaries, ages 9-15, two enrolled in mechanic apprenticeship, ten in public and private schools *	Master Trades Teachers/Maitres 8. Vocational Skills Training / Master Craftsmen 9. Tailoring, Erik Koffi Brou 10. Hairdresser, Marie-Chantal Ako Aboue 11. Tailor, Marie-Chantal Amain N'guessan Divine Couture Shop 12. Tailor, Béatrice Agoi 13. Auto' mécaniques, Bamba Moritie

** Also members of Steering Committee/Comite de Pilotage

* Full lists of participants are available

Annex D: List of participants for stakeholders' meeting



Organisation internationale du travail
Programme international sur l'élimination du travail des enfants OIT/IPEC

“Élimination des pires formes du travail des enfants en Afrique de l'Ouest et renforcement de la coopération sous-régionale à travers la ECOWAS I (RAF/09/51/USA) et ECOWAS II (RAF/10/53/USA)”

ATELIER DES PARTIES PRENANTES – EVALUATION INDEPENDANTE A MI PARCOURS
(Abidjan 27Janvier 2012)

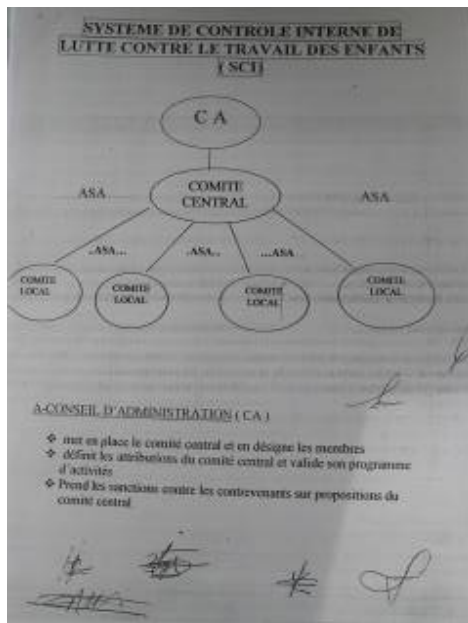
NOMS ET PRENOMS	STRUCTURE
COVIN William	US Embassy
KAMBOU Sié	UNICEF
BRONI Nimoh Reine Laure	Ministère du Travail/ D.L.T.E
EFFI Germaine	MEN/SNAPS-COGES
KOMBO N'ZORE Marie-Jeanne	UGTCI
TOURE Mariame Yaya	Coopérative cacao KAVOKIVA
LOBE Monnet Judith Cinthia	SDEF-AFRIQUE
TANON ADOU	ONG AIECA
GAHA Cyriaque	CISL-DIGNITE
OULLE Lynitha Linnand	ONG SDEF-AFRIQUE
DIAYE Ambroise	ONG FEMAD
TIE Gougnan Flavienne	CARITAS CI
GNENEBA Josiane	ONG RENFCAP
KOUAKOU KOUADIO Jules	Coopérative FIEDIFOUE
OTCHOUMOU Franck	AEJT CI
KOUAKOU Odette	Ministère de l'Intérieur
N'GUESSAN Joseph	ONG FSL
KOUADIO YAO Alphonse	ONG AIECA
KRAMOH Félicité	CERAP
CRITIE-OFFOR Mireille	CERAP
POIRI Pierre Claver	ONG ASA
KOUAKOU Yao	FIPME
KOIHO Alice	ONG ASA
LADOUYOU Edouard	CGECI
DIOUROU Michel	RICAE
ROBALE Kagohi	Fondation ICI
GBESSE Yessoh	ONG FSL
SIGUI Mokié Hyacinthe	IPEC/BIT/ECOWAS

27 participants

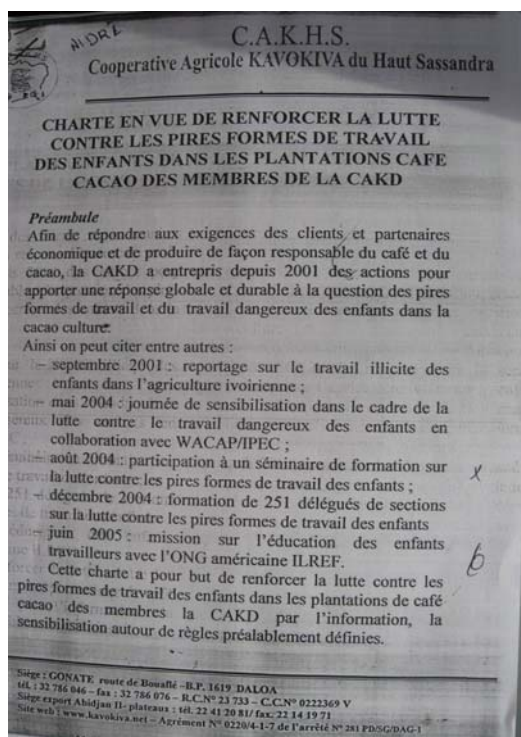
Annex E: Programme for stakeholders' meeting

MISSION D'EVALUATION INDEPENDANTE PARTIELLE PROJETS WAP-ECOWAS I et II ATELIER DES PARTENAIRES <i>Siege du BIT, 27 janvier 2012</i>	
08h30	Accueil des participants
09h00	Mots de bienvenue par le Coordonnateur National du Projet
09h15	Présentation des participants
09h30	Présentation des objectifs de l'atelier par le Coordonnateur National du Projet
10h00	PAUSE CAFE
10h15	Présentation des objectifs et stratégies d'ECOWAS I et II par le Coordonnateur National du Projet
10h45	Présentation du rapport de mission par la Consultante Internationale
11h00	Questions-réponses
13h00	PAUSE DEJEUNER

Annex F : Documents of implementing agencies and government



1. Cooperative Charter Against Child Labour



[illegible]

3. Law Concerning Domestic Workers, not yet adopted at the time of the MTE

**MINISTERE D'ETAT, MINISTERE DE L'EMPLOI
REPUBLIQUE DE COTE D'IVOIRE
DES AFFAIRES SOCIALES ET DE LA SOLIDARITE
Union – Discipline – Travail**

DECRET N° portant réglementation du travail décent pour les travailleurs domestiques

LE PRESIDENT DE LA REPUBLIQUE

Sur rapport du Ministre d'Etat, Ministre de l'Emploi, des Affaires Sociales et de la Solidarité;

Vu la constitution ;

Vu la loi n°1995-15 du 12 janvier 1995 portant Code du travail et ses décrets d'application;

Vu la loi n°2010-272 du 30 septembre 2010 portant interdiction de la traite et des pires formes de travail des enfants ;

Vu le décret n°2010-01 du 04 décembre 2010 portant nomination du Premier Ministre ;

Vu le décret n°2011-101 du 1^{er} juin 2011, portant nomination des membres du Gouvernement ;

Vu le décret n°2011-118 du 22 juin 2011, portant attributions des membres du Gouvernement ;

Vu le décret n°2011-XXX du J M 2011, portant organisation du ministère d'Etat, Ministère de l'emploi, des affaires sociales et de la solidarité

Vu l'avis de la Commission consultative du travail en sa séance du J M 2011 ;

Le Conseil des Ministres entendu

DECRETE

Article 1^{er}

Le présent décret vise à réglementer spécifiquement le travail domestique afin de permettre aux travailleurs domestiques de jouir pleinement de leurs droits.

Sauf disposition contraire des conventions internationales ratifiées et des dispositions législatives et réglementaires, les normes du travail s'appliquent à tous les travailleurs ou travailleuses domestiques.

Article 2

Est réputé travailleur domestique ou employé de maison toute personne de genre féminin ou masculin, attachée au service du foyer, quels que soient le mode et la périodicité de la rétribution, et occupé aux travaux de la maison d'une façon habituelle par un ou plusieurs employeurs, ne poursuivant pas, au moyen de ces travaux des fins lucratives.

Le personnel intermittent, embauché pour une durée réduite ne dépassant pas vingt heures par semaine, ne relève pas du présent décret et demeure régi par les seules stipulations des parties.

Article 3

Le présent décret régit également l'exécution par les jeunes travailleurs des travaux de la maison ainsi que des activités non agricoles à des fins lucratives pour le compte de l'employeur. Il en est de même des travaux extérieurs exécutés à la demande du ménage pour le compte d'une personne physique ou morale, quelque soit la relation juridique entre lesdites parties.

Pour la détermination de la nature domestique des travaux on tiendra compte de la volonté commune des parties dans la relation de travail.

Sont exclus du champ d'application du présent article les travaux domestiques exécutés dans la maison par les membres de la famille, lorsque lesdits travaux ne privent pas les jeunes travailleurs de leur scolarité ni ne compromettent leurs chances de poursuivre leurs études ou de suivre une formation professionnelle ou qualifiante.

Article 4 (nouveau)

Les jeunes travailleurs sont des personnes de moins de dix-huit ans mais qui ont atteint l'âge de quatorze ans requis pour l'admission à l'emploi ou pour le travail.

Article 5 (art.4 ancien)

L'engagement d'un travailleur domestique est libre.

Les employeurs peuvent embaucher directement leurs travailleurs domestiques. Ils peuvent aussi recourir aux services de bureaux de placement privés ou publics de travailleurs domestiques.

Les travailleurs domestiques non-nationaux ne sont pas soumis à l'obligation du visa de contrat de travail ni au paiement de frais de visa.

Article 6 (art.5 ancien)

Il est interdit de recruter ou de placer dans un ménage privé toute personne âgée de moins de quatorze ans comme travailleur domestique. Pour les personnes âgées de plus de quatorze ans et de moins de dix-huit ans, le recrutement ou le placement ne peut avoir lieu sans l'assistance ou l'autorisation de leurs père et mère ou de leur représentant légal.

Toutefois, l'alinéa précédent ne s'applique pas aux jeunes travailleurs âgés de moins de dix-huit qui ont atteint l'âge minimum d'admission à l'emploi et qui ont reçu une formation qualifiante dans le cadre d'un établissement d'enseignement technique ou professionnel.

Article 7 (art.6 ancien)

Le contrat de travail domestique est passé librement et sous réserve des dispositions du Code du Travail, il est conclu dans les formes qu'il convient aux parties contractantes d'adopter.

L'existence d'une relation de travail domestique se prouve par tous moyens, notamment par la preuve du recrutement ou du placement par le biais d'un bureau de placement payant, de l'accueil ou de l'hébergement d'un jeune travailleur non apparenté à l'employeur, de l'exécution de travaux de la maison dans le seul intérêt des particuliers ou du manque d'opportunités éducatives pour les jeunes travailleurs.

Lorsqu'il est écrit, le contrat de travail du travailleur domestique doit contenir obligatoirement les mentions suivantes :

- a) le nom et l'adresse de l'employeur et du travailleur;
- b) l'adresse du ou des lieux de travail habituels;
- c) la date de commencement de l'emploi et, si le contrat est d'une durée déterminée, sa durée;
- d) le type de travail à effectuer, par une description complète des tâches;
- e) la rémunération, son mode de calcul et la périodicité des paiements;
- f) la durée hebdomadaire de travail et sa répartition journalière;
- g) les périodes de repos journalier et hebdomadaire;
- h) la fourniture de nourriture et d'un logement, et sa valeur monétaire, le cas échéant; la description de tout logement fourni ;
- i) la période d'essai, prévue à l'article 10 du présent décret;
- j) les retenues autorisées sur la rémunération;
- k) les conditions de rapatriement, le cas échéant;
- l) les conditions relatives à la cessation de la relation de travail, y compris tout préavis à respecter par l'employeur ou par le travailleur.

Article 8 (nouveau)

Le candidat à l'emploi domestique doit être suffisamment informé de sa relation de travail et de la réglementation en vigueur. Un exemplaire du présent décret, du code du travail et ses décrets d'application, doit être tenu à la disposition du personnel par l'employeur, les bureaux de placement payant et l'inspecteur du travail.

Il sera tenu gratuitement et en permanence à la disposition des employeurs et travailleurs domestiques, de leurs organisations professionnelles et de toute personne intéressée, par l'inspecteur du travail, l'AGEPE ou les bureaux de placement payant, un contrat de travail type dont le modèle est prescrit par le ministre chargé du travail.

Article 9 (nouveau)

Le contrat de travail des jeunes travailleurs, quelque soit la forme que les parties conviennent d'adopter, doit mentionner l'autorisation expresse de leurs père et mère ou de leur représentant légal. Lorsque les parents des jeunes travailleurs ne peuvent manifester leur volonté, l'autorisation peut être donnée par l'inspecteur du travail, après une enquête.

Article 10 (art.9 ancien)

L'engagement définitif de tout travailleur domestique est précédé d'une période d'essai, dont la durée maximale est fixée à un mois pour les débutants et à quinze jours pour les autres catégories. Pendant cette période chacune des parties pourra reprendre sa liberté sans préavis ni indemnités.

L'engagement à l'essai de tout travailleur domestique doit être constaté par écrit ou par une lettre d'embauche mentionnant la durée de la période de préavis. L'engagement est définitif si la période d'essai ou son renouvellement éventuel n'a pas été fixé par écrit. Il en est de même lorsque l'employeur a fait subir au travailleur un essai pour un premier ménage et que le travailleur est occupé ou au service d'un autre ménage.

Article 11 (nouveau)

Lorsque l'employeur soumet le travailleur domestique à un examen médical lié au travail ou à la demande de celui-ci, aucune information personnelle et les données sur l'état de santé du travailleur domestique ne doivent être diffusées. La confidentialité des données personnelles et la vie privée du travailleur couvrent la période du contrat de travail et après le départ définitif du travailleur domestique du lieu de travail.

Aucun travailleur domestique ne doit être soumis, contre son gré, à un dépistage du VIH ou à un test de grossesse. Toute divulgation de son statut sérologique VIH ou de son état de grossesse constitue une atteinte à sa personne et à sa vie privée.

Toute rupture du contrat de travail fondée sur ces causes est imputable à l'employeur sans préjudice de dommages et intérêts.

Il sera tenu à la disposition des travailleurs domestiques, par les institutions chargées de la santé des travailleurs et d'autres organisations compétentes, des informations sur la santé de la reproduction, et des informations sur les principaux problèmes de santé et les maladies liées au travail domestique.

Article 12 (art.7 ancien)

Est nulle de plein droit toute clause d'un contrat portant interdiction pour le travailleur domestique d'exercer sa liberté matrimoniale ou de maintenir un célibat pendant la relation de travail.

Toute rupture du contrat de travail fondée sur ces causes est imputable à l'employeur sans préjudice de dommages et intérêts.

Article 13 (art.8 ancien)

Les dispositions législatives et réglementaires relatives au respect de la dignité de la personne, à la prévention et à la répression du harcèlement au travail, aux abus, sévices et injures graves, à la discrimination dans les relations de travail s'appliquent aux travailleurs domestiques.

Toute rupture du contrat de travail fondée sur les faits de harcèlement sexuel, d'abus, de sévices ou injures graves sur la personne du travailleur, d'atteintes à la moralité et à la famille du travailleur domestique est imputable à l'employeur sans préjudice de dommages et intérêts. Lorsque les mêmes faits sont reprochés au travailleur domestique, ils peuvent être considérés comme une faute justifiant la rupture du contrat de travail sans indemnité ni préavis.

L'inspecteur du travail enregistre les plaintes pour abus, harcèlement et violences et assure leur transmission à l'autorité compétente pour engager des poursuites judiciaires, le cas échéant. Lorsque la plainte émane d'un travailleur de sexe féminin, d'un travailleur avec un handicap physique ou d'un jeune travailleur, l'inspecteur du travail s'assure de la réalité des faits allégués et saisit immédiatement les organisations ou établissements chargés de la prise en charge des travailleurs victimes. Dans ce cas, un rapport de suivi est adressé à l'inspecteur du travail par l'institution ou la personne qui a accueilli les travailleurs domestiques victimes.

Article 15 (nouveau)

Le travail de nuit est interdit pour les jeunes travailleurs domestiques âgés de moins de dix-huit ans et aux femmes enceintes domestiques. Pendant la période allant de 18 heures à six heures du matin, les jeunes travailleurs ne peuvent être occupés à un travail domestique.

Toutefois, en raison de la nature particulière du travail domestique, des dérogations peuvent être accordées par l'inspecteur du travail pour permettre l'occupation des jeunes travailleurs logés chez l'employeur ou ayant reçu une formation professionnelle adaptée, lorsque cela s'avère nécessaire, profitable et sans danger pour la santé des intéressés. Pour tenir compte des usages et coutumes, la période de commencement du travail de nuit peut être avancée à une heure inférieure à 21 heures.

Dans les cas de multiplicité de tâches prévues à l'article 3 du présent décret, les jeunes travailleurs ne peuvent tenir deux postes successifs dans le ménage et à l'extérieur, dont l'un rentre dans la période du travail de nuit.

Article 16 (art.10 ancien)

Tout travailleur domestique ainsi que tout ménage qui l'occupe a droit au respect de la vie privée.

Il est interdit au travailleur domestique et à l'employeur de divulguer toute information sur l'autre partie contractante.

Article 17 (art.11 ancien)

L'employeur ou le chef de ménage est tenu de déclarer le travailleur domestique à l'institution de prévoyance sociale-CNPS et de payer ses cotisations sociales.

Article 18 (art.12 ancien)

Toute personne qui embauche, recrute ou place du personnel domestique doit au préalable en faire la déclaration à l'inspection du travail. Lorsque le travailleur domestique a été engagé par l'intermédiaire d'un bureau de placement payant ou de tout autre organisme privé autorisé, la déclaration est faite par cet intermédiaire professionnel.

En raison de la nature spécifique du travail domestique, l'employeur particulier est exempté de l'obligation de tenir un registre, sauf disposition contraire de textes de nature législative ou réglementaire.

Le travailleur domestique est tenu informé au moyen de son contrat ou de tout écrit, des normes de sécurité de la maison, et des lieux dont l'accès est interdit au travailleur.

Article 19 (art.13 ancien)

Le contrat de travail est suspendu pendant la durée de l'absence de l'employeur. L'employeur est tenu de verser au travailleur, une indemnité égale au montant de sa rémunération pendant la durée de l'absence de l'employeur.

Le présent article ne s'applique pas au travailleur domestique engagé par une entreprise ou tout autre employeur pour être mis au service d'un ménage. Le contrat n'est pas suspendu par l'absence de l'employeur ou le départ du cadre.

Article 20 (art.14 ancien)

Le travailleur domestique ne peut s'absenter sans autorisation justificative. Toute absence non autorisée ou justifiée, renouvelée au cours du même mois, peut être considérée comme un abandon du travail justifiant une rupture du contrat sans indemnité ni préavis.

Des permissions exceptionnelles sont accordées par l'employeur au travailleur comptant au moins 6 mois de présence au service du ménage à l'occasion d'événements familiaux dûment justifiés, touchant directement son propre foyer, et dans la limite de 10 jours par an, qui ne sont pas déductibles du congé réglementaire, et n'entraînant aucune retenue du salaire, énumérés ci-après :

Mariage du travailleur : 4 jours ouvrables ;

Mariage d'un enfant, d'un frère ou d'une sœur : 2 jours ouvrables ;
Décès d'un conjoint, d'un descendant en ligne directe : 5 jours ouvrables ;
Décès d'un enfant du père de la mère du travailleur : 5 jours ouvrables ;
Décès d'un ascendant en ligne directe, d'un frère ou d'une sœur : 2 jours ouvrables ;
Décès d'un beau-père ou d'une belle-mère : 2 jours ouvrables ;
Naissance d'un enfant : 2 jours ouvrables ;
Baptême d'un enfant : 2 jours ouvrables ;
Première communion : 1 jour ouvrable ;
Déménagement : 1 jour ouvrable ;

Toute permission de cette nature doit faire l'objet d'une autorisation écrite et établie par l'employeur, sauf cas de force majeure. Dans cette éventualité, le travailleur doit aviser son employeur dès la reprise.

Des permissions exceptionnelles sont également accordées au travailleur qui bénéficie pour les événements concernant les autres membres de la famille non cités ci-dessus d'un jour en cas de mariage et de 2 jours ouvrables en cas de décès. Ces absences ne seront pas payées, sauf dispositions bienveillantes de l'employeur.

Article 19 (art.15 ancien)

Pour promouvoir la liberté d'association et la reconnaissance effective du droit de négociation collective, les représentants des travailleurs domestiques bénéficieront de la même protection et des avantages que les délégués du personnel, conformément au Code du travail.

Article 20 (art.16 ancien)

En raison du caractère intermittent du travail la durée de présence du travailleur domestique est de 56 heures par semaine, soit un maximum de 10 heures par jour.

Cette durée de présence ne comprend pas la période du temps consacré au repos des travailleurs. Les ménages privés ou les particuliers pourront, pour l'application du présent décret et dans la limite de 6 jours ouvrables, répartir inégalement la durée du travail dans la semaine.

Article 21 (art. 17 ancien)

La durée journalière de travail de 10 heures au maximum peut être répartie en tranche horaire suivant l'accord entre l'employeur et le travailleur domestique. A défaut d'accord préalable écrit entre les parties, la durée de travail pour les travailleurs logés chez l'employeur, est répartie comme suit :

- Première tranche : entre 6h00 et 08h00;
- Deuxième tranche : entre 10h00 et 12h00 ;
- Troisième tranche : entre 14h00 et 20h00;

Pour les jeunes travailleurs d'un âge inférieur à 18 ans et supérieur à 14 ans et les autres travailleurs domestiques, qui ne résident pas chez l'employeur, la durée hebdomadaire du travail est de 45 heures au maximum, équivalent à 40 heures de travail effectif.

L'employeur et le travailleur domestique peuvent aménager l'horaire journalier de travail pour permettre au travailleur de suivre une formation qualifiante ou des cours d'alphabétisation.

L'employeur est tenu d'informer l'inspecteur du travail de l'application du présent article.

Article 22 (art.18 ancien)

La durée hebdomadaire et l'horaire journalier de travail doivent être inscrits dans le contrat de travail. Dans tous les cas, ils doivent être portés à la connaissance du travailleur domestique par tout moyen qui lui est accessible.

Les heures de repos journalier perdues donneront lieu à un repos compensatoire joint au repos hebdomadaire ou au congé payé.

Les heures de travail effectuées au-delà de la durée normale seront rémunérées comme heures supplémentaires, dans la limite de 15 heures au maximum par semaine, ou compensées par un repos équivalent joint au repos hebdomadaire ou au congé annuel, conformément à l'accord à intervenir entre les parties.

Article 23 (art.19 ancien)

Le contrat de travail peut prévoir son exécution à l'étranger. A défaut d'écrit, le déplacement temporaire à l'étranger ne peut avoir lieu qu'avec l'accord du travailleur domestique.

La période durant laquelle le travailleur domestique accompagne le ménage en vacances ne devrait pas être considérée comme faisant partie de son congé annuel.

Le travail domestique à l'étranger est interdit aux jeunes travailleurs âgés de moins de dix-huit ans.

Article 24 (art.20 ancien)

Le travailleur domestique a droit pendant la journée de travail, à des périodes de repos convenables qui lui permettent de prendre son repas et ses pauses, conformément aux tranches horaires spécifiées à l'article 21 du présent décret.

Il a également droit à la période de repos hebdomadaire qui a lieu en principe le dimanche. Toutefois, il peut être déterminé par accord entre les parties un autre jour fixe de chaque période de sept jours, en tenant compte des nécessités de travail et des exigences culturelles, religieuses et sociales du travailleur domestique.

Article 25 (art.21 ancien)

Le travail domestique est suspendu les jours fériés, sauf accord des parties. Est interdit tout travail domestique des enfants de moins de 18 ans, les jours fériés réglementaires.

Article 26 (art.22 ancien)

Le logement et la nourriture constituent des avantages en nature qui ne sont jamais obligatoires pour l'employeur comme pour le travailleur domestique. Lorsque la nourriture et le logement sont prévus par le contrat de travail, ils doivent être conformes à l'intérêt du travailleur domestique.

Le contrat de travail prévoit les modalités de la fourniture du logement et de la nourriture. A défaut d'accord écrit, en tenant compte des usages et du niveau de vie du ménage, le logement comprend au minimum, une pièce séparée, privée et équipée d'une serrure et d'une clé qui sera remise au travailleur domestique. La pièce devra être convenablement aérée, et s'il y a lieu, meublée avec un accès aux commodités sanitaires et à l'éclairage.

Aucun travailleur domestique logé ne peut être obligé de rester au sein du ménage pendant les périodes de repos journalier ou hebdomadaire ou pendant le congé annuel.

Article 27 (art.23 ancien)

La rémunération du travail prévue dans le contrat de travail doit être payée au travailleur dans les intervalles réglementaires.

Le salaire brut du travailleur domestique doit s'élever au moins au SMIG pour toutes les heures de travail effectuées

Article 28 (art.24 & 25 ancien)

Lorsque le logement et la nourriture sont accordés leur valeur peut être déduite des salaires. La valeur numéraire des avantages en nature est fixée suivant l'accord des parties, en tout cas elle ne peut être supérieure à 20% du salaire mensuel. A défaut d'évaluation faite d'accord partie, la valeur en numéraire est fixée conformément aux dispositions réglementaires antérieures relatives aux valeurs maxima de remboursement du logement et de la ration journalière de vivres. Le montant de la retenue est fixé comme suit :

- Pour la nourriture : SMIG horaire X 2,5 X 26 par mois ;
- Pour le logement : SMIG horaire X 0,5 X 26 par mois.

Seuls peuvent être payés en nature la nourriture et le logement, à l'exclusion des prestations en nature directement liées à l'exercice des fonctions, telles que les uniformes, les outils ou les équipements de protection.

Lorsque le travailleur domestique est logé dans des conditions inférieures aux normes prescrites par l'article 26 du présent décret, aucune retenue ne pourra être effectuée pour le logement.

Article 29 (art.26 ancien)

Les travailleurs domestiques sont classés dans l'une des catégories suivantes :

- 1^{ère} catégorie : employé de maison sans spécialité, petit boy, pette bonne, aide cuisinier ;
- 2^{ème} catégorie : Boy ou bonne n'assurant qu'une partie des travaux de maison sans lavage du linge ;
- 3^{ème} catégorie : boy ou bonne chargé d'exécuter l'ensemble des travaux courants d'intérieur et justifiant de plus de deux ans de pratique.
- 4^{ème} catégorie : Boy cuisinier ou bonne cuisinière assurant l'ensemble des travaux d'intérieur, y compris la cuisine courante ; boy ou bonne qualifié justifiant de plus de quatre ans de pratique ; blanchisseur repasseur ;
- 5^{ème} catégorie : cuisinier ou cuisinière qualifié sachant faire la pâtisserie ;
- 6^{ème} catégorie : cuisinier ou cuisinière qualifié sachant faire la pâtisserie et la charcuterie ;
- 7^{ème} catégorie : maître d'hôtel.

Article 30 (art.27 ancien)

La partie qui prend l'initiative de la rupture du contrat doit notifier sa décision par écrit à l'autre partie. Le délai de préavis court à compter de cette notification.

En cas de refus du travailleur de recevoir la décision donnant le préavis, l'employeur porte la mention et transmet sans délai une copie à l'inspecteur du travail.

Article 31 (art.28 ancien)

En cas de rupture du contrat de travail, sauf en cas de faute lourde ou de conventions contraires prévoyant un délai plus long, la durée du préavis réciproque est fixé conformément aux dispositions législatives et réglementaires en vigueur.

Article 32 (art.29 ancien)

Tout travailleur domestique âgé de moins de 18 ans et ayant atteint l'âge d'admission à l'emploi et qui a suivi une formation qualifiante nouvellement embauché fait l'objet obligatoirement, dans un délai de quarante-huit heures à compter de la date de son embauche, d'une déclaration de l'employeur à l'inspection du travail et à l'AGEPE.

Cette déclaration mentionne les identités et les adresses de l'employeur et l'identité de l'enfant, les noms, prénoms et adresses de ses père et mère ou du tuteur ou représentant légal, ainsi que la profession de l'enfant et sa catégorie professionnelle. Sont joints à cette déclaration, un extrait d'acte de naissance de l'enfant ou tout autre document en tenant lieu, le certificat médical et une photographie de l'intéressé.

A la réception de la déclaration l'inspecteur du travail délivre à l'enfant une carte de travail de « jeune travailleur » selon les modalités fixées par décret. Un double de la carte de travail est remis à l'employeur qui est tenu de le conserver.

Les employeurs doivent présenter à toute réquisition de l'inspecteur du travail la carte de travail qu'ils détiennent et un extrait de l'acte de naissance ou tout document en tenant lieu.

Article 33 (art.30 ancien)

Toute relation de travail entre un enfant qui n'a pas atteint l'âge légal et tout employeur est nulle de plein droit.

Toute personne qui contrevient à cette interdiction est passible des sanctions prévues par les articles 19, 23, 24, 32, 33 de la loi n°2010-272 du 30 septembre 2010 portant interdiction de la traite et des pires formes de travail des enfants.

Article 34

Conformément à l'article 23.9 du code du travail, sont considérés comme travaux domestiques dangereux interdits aux jeunes travailleurs âgés de moins 18 ans, les activités suivantes :

- 1) Le travail domestique exécuté pendant la journée et la période du travail de nuit ou pendant les jours fériés, sans l'autorisation de l'inspecteur du travail ;

- 2) Le travail domestique effectué pendant plus de 10 heures par jour et sans interruption par un temps de repos journalier, et sans repos hebdomadaire, pendant plus d'un mois ;
- 3) L'exécution à l'étranger d'un contrat de travail non constaté par écrit ou une lettre d'embauche et sans l'autorisation de l'inspecteur du travail ;
- 4) L'exécution par la jeune fille enceinte de tâches domestiques excessivement exigeant physiquement ou psychologiquement ;
- 5) Lorsque le jeune travailleur est logé dans un restaurant ou débit de boissons, ou commerce de friperie, de tabac, d'objet à caractère pornographique, ou dans la cuisine qui n'offre pas de garanties minimales pour la santé, la moralité et la sécurité du travailleur domestique ; ou le jeune travailleur logé est privé de nourriture ou ne peut se nourrir par ses propres moyens, suite à la retenue abusive de ses salaires ;
- 6) La manipulation sans soins, l'exposition anormale à des produits ménagers toxiques et dangereux pour la santé ;
- 7) Le port à l'extérieur de charges lourdes au-delà de la limite autorisée.

Article 35 (art.31 ancien)

L'employeur autorisera le jeune travailleur domestique à participer à des programmes éducatifs et de formation, même si le contrat de travail prévoit des dispositions plus avantageuses au jeune travailleur.

Article 36 (art.32 ancien)

L'Inspecteur du Travail est autorisé à pénétrer de jour sur les lieux de travail du travailleur domestique, en présence de l'employeur ou de son représentant. Toutefois, pour tenir compte des caractéristiques particulières du travail domestique, son contrôle n'est autorisé que dans la salle de séjour et dans la cuisine.

Article 37 (art.33 ancien)

L'inspecteur du travail peut requérir la prise en charge des jeunes travailleurs et des femmes travailleuses victimes d'abus, de harcèlement et de violence, par les organisations compétentes. La réquisition de l'inspecteur du travail est de droit à la demande des intéressés.

Les institutions et organisations publiques de prise en charge des victimes sont tenues d'assurer l'accueil, l'hébergement, la protection et la sécurité des travailleurs domestiques victimes d'abus, de harcèlement et de violences, si nécessaire, avec l'assistance des organisations privées compétentes.

L'inspecteur du travail et d'autres institutions compétentes informent les travailleurs domestiques victimes des suites données à leurs plaintes.

Article 38 (art.34 ancien)

Pendant la période de suspension du contrat de travail pour congé de maternité, la femme domestique bénéficiera des mêmes prestations sociales que les autres catégories de travailleurs.

Article 39 (art.35 ancien)

Toute clause d'un contrat de travail en cours qui ne serait pas conforme aux dispositions du présent décret sera modifiée dans un délai de 24 mois à compter de la publication du présent décret.

Les bureaux de placement payant et les organismes privés autorisés disposent d'un délai de 12 mois pour se conformer aux dispositions du présent décret sur le recrutement et le placement des jeunes travailleurs domestiques.

Le présent décret abroge toutes dispositions antérieures contraires.

Article 40 (art.36 ancien)

Le Ministre d'Etat, Ministre de l'Emploi, des Affaires Sociales et de la Solidarité est chargé de l'exécution du présent décret qui sera publié au journal officiel de la République de Côte d'Ivoire.

Alassane OUATTARA

3. Ghana Mid Term Evaluation Interim report, November 2011

Acknowledgements

The following report describes an independent evaluation conducted by Louise Witherite and Samuel Benefo coordinated by ILO-IPEC's Design, Evaluation and Documentation Section (DED). The detailed analysis is the result of a field visit, utilizing consultative and participatory methodology, interviews, and document review. All relevant and major stakeholders were consulted throughout the evaluation.

It is hoped that this interim Mid-Term Evaluation provides valuable information for project stakeholders and funders, however, it must also be recognized that it is a rapid appraisal of the mosaic of activities that comprise the ECOWAS I and II projects in Ghana. 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, ILO-IPEC or any other organization involved in the project.

The evaluators are grateful to the warm welcome and assistance provided at every step by the Accra ILO-IPEC ECOWAS project staff, the ILO-IPEC Geneva staff, the Implementing Agencies, Ghana government officials and other stakeholders.

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List of Acronyms

APSO/AP	Action Programme Summary Outline/ Action Programme
CDW	Child Domestic Work
CIBA	Council for Indigenous Business Associations
CL	Child Labour
CLU	Child Labour Unit
CCP	Cocoa Communities Project
CCPC	Community Child Protection Committees
CSEC	Commercial Sexual Exploitation Of Children
CLMS	Child Labour Monitoring System
CLU	Child Labour Unit
CTA	Chief Technical Adviser
DBMR	Direct Beneficiary Monitoring Report System
DCPC	District Child Protection Committees
DWCP	Decent Work Country Programme
ECOWAS/CEDEAO	Economic Community Of West African States
ECOWAS I & ECOWAS	Eliminating The Worst Forms Of Child Labour In West Africa And Strengthening Sub-Regional Cooperation Through ECOWAS Project
EOP	End of Project
FAA	Financial And Administrative Assistant
FGD	Focus Group Discussions
GAP	Global Action Programme
GAWU	General Agricultural Workers' Union
GCLMS	Ghana Child Labour Monitoring System
GEA	Ghana Employers Association
GJA	Ghana Journalists Association
GTUC	Ghana Trades Union Congress
MTE	Mid-Term Evaluation
HQ	Headquarters
IA	Implementing Agency
IACCT	Integrated Approach To Combating Child Trafficking Project
ILO	International Labour Organization
IOM	International Organization for Migration
IPEC	International Programme On The Elimination Of Child Labour
LEAP	Livelihood Empowerment Against Poverty (LEAP)
LUTRENA	Combating Trafficking In Children For Labor Exploitation In West And Central Africa
MESW	Ministry of Employment and Social Welfare
MOWAC	Ministry Of Women And Children's Affairs (MOWAC).
M&E	Monitoring And Evaluation
MOU	Memorandum Of Understanding
NAP	National Action Plan, Also Called National Plan Of Action (NPA)
NECPAD	Network For Community Planning And Development
NPECLC	<i>National</i> Programme For The Elimination Of Worst Forms Of Child Labour

	<i>In Cocoa</i>
NPC	National Planning Commission
NFE	Non Formal Education
NGO	Non-Governmental Organization
NPO	National Programme Officer
NSC	National Steering Committee
OSH	Occupational Safety And Health
PACF	Parent & Child Foundation (PACF)
PO	Programme Officer
PPP	Public-Private Partnership
PTA	Parent Teacher Association
RCI	Côte d'Ivoire
SMC	School Management Committees
SOP	Standard Operating Procedure
SCREAM	SCREAM (Supporting Children's Rights Through Education, The Arts And Media)
SIMPOC	ILO's Statistical Information And Monitoring Programme On Child Labour
WFCL	Worst Forms Of Child Labour
UBE	Universal Basic Education
UNHCR	United Nations Refugee Agency
UNICEF	United Nations Children's Fund
USD	US Dollars
USDOL	United States Department Of Labor

Executive Summary

Since September 2009, the International Labour Organisation's International Programme on the Elimination of Child Labour (ILO-IPEC) has implemented the *Elimination of the Worst Forms of Child Labour in West Africa and Strengthening Sub-Regional Cooperation* project in four core countries in West Africa. Working at sub-regional and national levels in Benin, Côte d'Ivoire, Ghana and Nigeria, project activities fall under either ECOWAS I or ECOWAS II. The projects address the WFCL in specific sectors: cocoa in Côte d'Ivoire and Ghana, mining and stone quarries in Ghana, Benin and Nigeria, child domestic work in Côte d'Ivoire and fishing in Ghana.⁸⁷ Each of the participating countries has an autonomous program, with different outputs that coherently lead into the sub-regional objective, strengthening the economic institution, ECOWAS/CEDEAO. In the case of the Ghana country program, the project objectives are the same for ECOWAS I and II:

Objective 1:

By the end of the project, progress on the elimination of the worst forms of child labour in Ghana will be accelerated.

Objective 2:

By the end of the project the role played by ECOWAS/CEDEAO in combating the worst forms of child labour in the sub-region will be reinforced.

In Ghana, the project supports government in building national policy capacity, while addressing associated problems at the grassroots level. ECOWAS I and II bring together government ministries concerned with employment, social welfare, education, law and child protection; the ILO social partners (trade unions and employers associations) which make up the ILO's unique tripartite arrangement; and civil society and/or non-governmental charitable groups working on child protection, labour, and child labour issues.

The Ghana ECOWAS I country project was launched in September 2009, with an ending date of January 31 2013. ECOWAS II project began on December 31, 2010. Its ending date is December 31, 2013. The Ghana phase of the Independent Mid-term Evaluation was conducted November 1 - 30, 2011. The findings presented in this report represent an in-depth, rapid appraisal of the achievements and challenges of the project as observed and evaluated up to the 30th of November, 2011 in Ghana. As a Mid-Term Evaluation, recommendations found at the end of this report are made with the expectation that, if considered feasible, changes and adjustments in the project implementation can occur in the remaining implementation period.

Ghana has been involved in the fight against child labour for more than a decade, and ILO-IPEC has been an important player in supporting the nation's efforts to eliminate child labour. The country has an impressive history in the fight, especially as it pertains to key child protection issues that are relevant to West Africa, including cocoa, gold mining and trafficking. Unfortunately, children continue to be eclipsed from formal education, and child labour is still observable. Ghana ECOWAS I and II both follow a multi-layered strategy which integrates sector-specific (cocoa, fishing, mining); direct action; improved knowledge base; and strengthening national institutions to fight child labour.

⁸⁷ ILO-IPEC is implementing other major interventions in West Africa, operating out of the Ghana Office, which include: a project of the Global Issues Group (Chocolate and Cocoa industry) Public-Private Partnership (PPP- RAF/11/01/GIG); and the USDOL funded RAF/10/54/USA Cocoa Communities Project "Towards child labour free cocoa growing communities through an integrated area based approach" in Ghana and Côte d'Ivoire.

Specifically, ECOWAS I in Ghana targets 5,050 children for withdrawal and prevention from the worst forms of child labor (500 in cocoa sector, 2,274 in the fishing sector and 2,276 in the mining sector) and ECOWAS II targets 1,000 children in Ghana's cocoa producing areas. Interventions focus on working children, and children who are at risk to entering into the worst forms of child labour, located in eighteen districts throughout the country. These project sites extend from northern impoverished mining areas, through the labyrinth of "destination" fishing communities around Lake Volta, across the fertile cocoa-producing areas to southern coastal child labour "source" villages, and to the west where more child labour in mining and cocoa occurs.

The key components of the Ghana ECOWAS project are Policy, Capacity Building, Awareness Raising and Social Mobilization, Research, and Direct Action for (1) withdrawing working children and preventing those who are at risk from entering into the worst forms of child labour, and (2) promoting resilient family livelihoods and sustainable communities.

Findings

The ECOWAS projects present complex project vertical, horizontal and diagonal integration challenges. At the country level, they comprise a wide range of new and innovative activities, while continuing to use proven, traditional approaches from direct action to policy advocacy. Within this multifaceted framework, the Ghana project has accomplished several activities which contribute to meeting its objectives since it was launched in April, 2010.

A **National Action Plan** (NAP) to combat child labour in Ghana has been drawn up, launched, and accompanying activities, such as the ratification of ILO Convention 138, for example, have been planned and/or implemented related to the National Action Plan. A significant number of Ghanaian policy makers and leaders are aware and engaged to some degree in issues surrounding child labour. Institutions such as the National Steering Committee Against Child Labour (NSC) and the Child Labour Unit (CLU) in the Ministry of Employment and Social Welfare (MESW) are strengthening their presence at the national level.

Several policy and legal interventions can be attributed to the NSC members and project stakeholders. As a critical mass of informed, activist stakeholders, the Project and its partners deserve some credit for strengthening the legal frameworks (ratification of 3 ILO Conventions; Ministry of Women and Children's legislative instrument regarding the Human Trafficking Act, national list of hazardous work review). However, ECOWAS/CEDEAO trafficking and forced labour agreements are rarely, if ever, mentioned in the context of the project in Ghana. The budgets of pertinent ministries are stretched, especially as pertains to child labour monitoring and more resources are needed to build capacity in MESW labour inspectorate and social work services.

The project coordinated World Day against Child Labour (WDACL) celebrations in June 2011, resulting in greater coverage to inform the public on CL issues in fishing, agricultural and mining locales. However, the project does not have a consolidated awareness raising and social mobilization campaign, with consistent messages. Further, the project would be advised to immediately begin a Knowledge, Attitudes and Practice (KAP) exercise to create a strong single-message, yet contextually appropriate, campaign to stop child labour.⁸⁸ It is incumbent on the project to ensure that the awareness raising is innovative, effective, and that the right messages are embedded in the campaigns, even if the campaigns are implemented by an IA.

⁸⁸ At the time of the Mid-Term Evaluation in November 2011, the Media programme, while approved, had not begun. The person responsible was invited to give a short talk describing the plan at the stakeholders meeting. It was not described as a KAP exercise, which is a participatory process that involves pre-testing, developing messages, and measuring the impact.

Comprehensive Research, data collection, research analysis, as well as child monitoring would certainly inform the knowledge base. The project's research agenda was unclear. One area ripe for research, which would help push the KAP program, would be investigating deaths and accidents due to children in the WFCL.

There is conflicting information about the child labor monitoring systems being used throughout the country, and in the project. Baseline data on direct project beneficiaries is being collected at all project sites through a Direct Beneficiary Monitoring Report System (DBMR) system through the direct action programs. However, the Ghana Child Labour Monitoring System, as it is being used (or not used), should be reviewed for effectiveness.

Models of Intervention, or the Direct Action programmes (AP), implemented by dynamic indigenous non-governmental project partners has resulted the **withdrawal and prevention of more than 3000 children from the Worst Forms of Child Labour** in Ghana. Implementing Agencies (IA) provide education-related services and are launching livelihood support activities. Some of these activities challenge their normal operating systems. They want to expand their capacities and broaden the services that they provide to Ghana's poor. The notion that creating small enterprises, providing entrepreneurial skills, and other types of inputs would bring the parents of working children out of poverty is extremely logical. However, the assumption that IAs with experience working in child protection, and eliminating child labor, would be able to transition seamlessly into providing livelihood support does not take into account the complexity of the whole field of "livelihood support." MTE issues of concern related to direct action were: IA field staff capability, quality of formal and nonformal educational programs, donor dependency issues when school supplies are donated, and lack of child participation and of school clubs.

A major concern to the MTE team is the fact that children report that they are still working after hours and during vacations (particularly in the mining areas). Closer monitoring of students on weekends and vacations may be required to verify withdrawal, and determine the extent and number of hours children may be working. This may require increased CL monitoring training. Additionally, more needs to be done to heighten the awareness about girls in child labour. Girls are enrolled, but their special needs and vulnerabilities are not raised as unique particularities that may require extra attention.

The Ghana office functions professionally. There is no apparent waste of resources. Staff members file accurate and timely financial and project reports, and are responsive to its many constituents. However, it appears that the work is more than such a small staff can handle. The International Programme Officer will begin work in December, 2011 to manage multi-country aspects. The Country-specific Programme Officer handles a huge workload, including monitoring and evaluation. Some support staff is shared across the multiple ILO/IPEC projects.

The MTE evaluators were concerned that they found no evidence of a results-oriented participatory planning process in the Ghana office. Work plans for the country programs should be annual activity planning tools, with monthly or quarterly targets, assigned responsibility, and require documentation for activities, such as lists of meetings, field site visits, awareness raising messages, and dates, for example. Areas for improvement include making the planning and reporting instruments more attuned to Ghana project management and examining geographic spread for possible revision.

Sustainability

Essential to bridging the gap between children, parents, child labour recruiters, even trafficking perpetrators, and local governments, the Community Child Protection Committees are the first line of defence. They are communicators of policy, and activists against WFCL and their experiences and input will do much to contribute to the sustainability of the project.

Other areas mentioned in the project documents which should be amplified to ensure sustained change include developing a behaviour change (KAP) plan and leveraging non-project resources.

Members of the NSC and the ILO-IPEC staff are very well-informed about all aspects and permutations of the phenomenon of child labour and trafficking. With this critical mass of activists, ECOWAS I and II will be able to effect sustainable change working in tandem with the Ghana government to develop NAP policies, build institutional capacity and increase national awareness. Successes already attributed to the project and its stakeholders should be seen as steps towards a continuous momentum to monitor child labour that will ultimately be institutionalised.

Conclusions

The ECOWAS I and II projects in Ghana are clearly committed to providing high quality support to the national child protection mechanisms, and is already meeting project objectives. Its nationwide program of support for direct action activities is also effecting change.

To further its aims to stop child labour in Ghana, the project needs to:

- intensify its technical support on livelihood development and microenterprises;
- place more emphasis on quality of educational services, (vocational, teacher training, school enrolment procedures, school supervision);
- fine tune the functions of Ghana Child Labour Monitoring System (GCLMS); and
- deepen of support of existing structures at the district level, including volunteers on the
- Community Child Protection Committees (CCPC).

Child labour has been around for centuries, but its negative impact on fragile economies and changing societal structures is only now recognized. Ghana is right to be acting as urgently as it is, with the NAP, and other new measures it is taking. The ECOWAS I and II Projects are on the right track, and with minor changes, will have models that can be replicated in the whole West African sub-region.

Recommendations

The MTE makes several Key Recommendations. These changes are critical for successfully meeting project objectives, but it is recognized that there are budgetary implications. In the interest of deepening the impact of the ECOWAS I and II projects, some of the recommendations revert to the project's beginning, where more ground work could have been laid. Keeping in mind the Model Project aspect of all of the interventions, it is worthwhile to install procedures and revisit some assumptions in order for the project to be replicated in the ECOWAS/CEDEAO member states. These Recommendations are directed by the MTE team at project leadership to consider and implement if possible (or encourage their IAs to implement). They are described in greater detail in Section IX.

1. Intensify Efforts to Meet Project Indicators
2. In the area of Project Management, introduce dynamic, useful Management
3. Implementation Plans (M/IP) and other planning and performance evaluation tools.
4. Also in Project Management, increase Technical Support staff and add other Human Resources, such as a data entry assistant.
5. Build in more CL-specific capacity strengthening for NGOS, particularly the field staff

6. Be creative in how Children's Participation can be augmented into the project.
7. For the Livelihood Support segment of the project, constituent beneficiaries need to be given the best quality in terms of consultation on these high-risk endeavours.
8. Change Practices by examining knowledge and attitudes (KAP).
9. Ensure that schools provide welcoming environments to withdrawn working and at-risk pupils. IAs should be watching retention rates and pursuing solutions to drop-outs, or children returning to work. Head teachers and teachers should not hide behind excuses of being under-resourced or feeling isolated as to why their schools are below standard. Implementing agencies, parents, and communities can call the schools and the local government to task. The project should encourage them to do so, if need be.
10. Reward the hard workers, at all levels. Put into the work plan opportunities to recognize special champions. Push IAs to supply for identifying badges or caps for CCPC members.
11. Review progress made on Objective 2 outputs to identify key areas of convergence.

1. Purpose of Evaluation and Methodology

1. A required component of the overall monitoring and evaluation plan of the project is a mid-term evaluation (MTE) to review the progress to date of the project. The ECOWAS I project was launched in September 2009, with an ending date of January 31, 2013. ECOWAS II started December 31, 2010 and ends December 31, 2013 (EOP). As the first half of the project duration was reached, ILO-IPEC Geneva's Design, Evaluation and Documentation Section engaged evaluators to conduct an Independent Mid-term Evaluation (MTE) of the ECOWAS project. The Mid-term Evaluation for the Ghana program was conducted from 1 - 30 November, 2011, with a field visit from 5-19 November, 2011.

1.1 Goal and Purposes of Mid-term Evaluation

2. The goal of the MTE was to review the on-going progress of the two ECOWAS I and II projects to date, examining steps taken, assessing outputs which have been delivered, and confirming timelines followed towards achieving project objectives. Close attention was paid to contributions to the overall national efforts, including specific goals related to the target beneficiaries, and Ghana-based activities which move forward sub-regional efforts to achieve the elimination of WFCL. The purposes of the Ghana Stage Mid-Term Evaluation, a required activity of both of the ECOWAS I and II Projects, are to:
 - Assess the ongoing progress and performance of the programme (extent to which immediate objectives have been achieved and outputs delivered);
 - Examine the likelihood of the programme achieving its objectives at country and regional level;
 - Examine the delivery of the programme inputs/activities;
 - Identify the nature and magnitude of constraints, the factors affecting programme implementation and an analysis of factors contributing to the program success;
 - Consider and analyse how programme assumptions affected project performance and outcomes and how the project reacted to them; and
 - Identify emerging potential good practices.
 - Finally, the evaluation will serve to assess progress in terms of children's working status (i.e. withdrawal and prevention from the worst forms of child labour) and family status (i.e. involvement in livelihood programs).⁸⁹

1.2 Technical Methods Used

1.2.1 Project Document Review

3. A large and comprehensive body of documents deemed pertinent to project design and implementation, including the original project documents, Action Plans, Technical Progress Reports (TPR), materials from ILO-IPEC and the US Department of Labor's OCFT office, the project logical framework, and many auxiliary documents were analysed by the lead evaluator before arrival in country.

⁸⁹ Inception Report, p.4.

4. Once in country, relevant source documents from key stakeholders were added and reviewed. Project implementers were forthcoming with documents when requested..
5. Intense document study and probing discussions with ECOWAS project staff lead to uncovering new project layers, and thus requests for more project documents. Documents related to the project, though not produced by it, including policy and legal documents on the elimination of the worst forms of child labour (WFCL), and literature from the cocoa and mining industry, cocoa industry watchdogs, among other materials, helped place project interventions within the overall context, and expanded the evaluators' understanding of the impact of the project activities to date.⁹⁰
6. The MTE used the most recent Technical Progress Reports filed as a final reference point baseline in compiling this report. The TPRs were dated (1) for ECOWAS I, October 2011 file name as downloaded from ILO-IPEC RAF951PUSA_TPR_1110_121011, and ECOWAS II, OCTOBER 2011, named RAF1053USA_TPR_1110.

1.2.2 Field Visits

7. A field visit was conducted from November 7-18, 2011, which comprised travelling to project districts and meetings in Accra, where the project management office was located. For a full description of the itinerary, see Annex A. In the course of the field visit, evaluators met with a wide range of stakeholders at government offices at the district and national levels; multiple educational facilities including primary basic and junior secondary schools and apprentice facilities, such as tailoring shops and hairdressing salons; in villages at community meeting halls, churches, markets, open air sites; ECOWAS project offices; and sites where child labour was apparent, including tracking down illegal mining sites.

1.2.3 Methods for collecting information

8. Individual interviews, focus group meetings (FGD), government offices visits, school and classroom observations, and stakeholders' discussions, were conducted outside of the purview of the project holders and implementing agencies to ensure unbiased responses.
9. In-depth interviews were held with a number of individual beneficiaries from all programs. The interviews were conducted respectfully and sympathetically as children recounted their experiences working, often in the worst forms of child labour. Most interviews lasted at least an hour, particularly with FGD, where every participant was specifically chosen and thus their input was solicited and appreciated. In some cases, the evaluators were able to travel with implementers and ECOWAS staff, so that casual conversations could add to, or correct, observations and data collected. In unfortunate cases, some stakeholders were unavailable, or only available for quick courtesy calls, particularly government and district officials. In these cases, evaluators were able to observe, at least to have evidence of the level of commitment or presence of the stakeholders related to the project.⁹¹
10. Observations of project sites were also conducted, and evaluators conducted man-on-the street interviews with individuals and groups unrelated to the project to confirm or gather information.

1.2.4 Stakeholders

11. For a list of stakeholders and other people who were contacted and interviewed, see Annex B.

⁹⁰ See Annex A for a list of key documents reviewed.

⁹¹ MTE evaluators particularly appreciated those stakeholders who came in to meet on November 7, a public holiday.

12. Project stakeholders are those individuals who have knowledge about the project and play a significant or intervening role. Among those interviewed are the following:
- Government policy makers
 - Civil servants, other officials
 - Implementing partner agencies (IAs) and their staff on the ground
 - National Steering Committee (NSC) members
 - Representatives of the tripartite (Social Partners)
 - District Assembly Members
 - Community Child Protection Committees (CCPC)
 - Educators, social and child protection workers (government and NGO)
 - Children -- beneficiaries and working children
 - Families, parents, siblings of direct beneficiaries
 - ILO-IPEC ECOWAS Project Staff
 - Relevant Ministry officials, including the Child Labour Unit (CLU) and the Ghana National Commission on Children
 - US Embassy personnel directly related to child labour issues
 - ILO-IPEC staff in Geneva, Switzerland and Dakar, Senegal
 - USDOL staff related to the project was interviewed by telephone from Geneva
13. At the end of the field visits to the districts, a half-day briefing was held in Accra on November 17, 2011 where the evaluators presented their preliminary findings and invited stakeholders to give their feedback.⁹² The discussions further informed the final evaluation exercise. The meeting provided an opportunity for two previously unavailable key project actors, Dave Agbenu of the Ghana Journalists Association and Consultant Mary Mperreh to brief stakeholders of their activities.

1.2.5 Methodology Limitations

14. While the MTE methodology selected by the DED is done in a short time, it is possible to gather a great deal of solid facts, draw informed conclusions, and make useful recommendations. The Ghana country mid-term evaluation exercise went very smoothly, but for a few issues that limited some opportunities to delve more deeply. Despite emails and telephone calls prior to the evaluation in which the evaluator identified pitfalls which sometimes arise during evaluations, some issues did surface. A good discussion was held between the evaluation team and the project staff (PO and CTA) on the day before the evaluation began, reviewing and clarifying that an evaluation should be a positive learning exercise, so that staff need not feel protective of information, activities or implementers. Nor is it an event which warrants formal presentations or, for example, masses of school children to perform. Good meetings with pertinent partners, a reasonable sampling of all stakeholders is always desired, but focal group discussion numbers should be limited to 5-10, depending if there were children, parents, community leaders or government officials. It is the responsibility of the staff to let implementers and other stakeholders know this in advance. As an independent evaluation, the MTE should have the ability to go wherever they wish and ask questions. The MTE team was assured that IAs had been briefed, and that all understood. Nonetheless, the following issues arose:
1. Since the PO had not visited some of the field sites in a long time, if ever, he asked to go along. His “hitching a ride” was seen as an efficient use of vehicles and fuel. The MTE team was agreeable, clarifying that their visits must be completely independent of his presence, unless they invited him in to some meetings. For the most part, this worked well, but the team was concerned that his presence, even in another room might have had some

⁹² Stakeholder Meeting Agenda and List of Participants are found in Annexes C and D.

effect on the independence of the exercise. While the evaluators met with children or parents, he met with IA staff nearby, often in view.

2. Although the project staff had let IAs (who also averred to having participated in evaluations before) know that this was not “an official visit,” when the staff arrived at some sites, whole schools would be outside waiting. During the visit to the coast, the IA director entered the first meeting in the morning and the team asked her to leave. At each subsequent visit, this request became routine. By afternoon, when the team arrived at a site where a large crowd of at least sixty people (parents, children and several teachers) were assembled, the IA director was getting testy because, once again, she was asked to leave. She sat with a large crowd nearby. When the team asked to meet with a small group of children, five were brought forward. Despite many requests for privacy, a private room, the MTE team was forced to be creative in manoeuvring away from interested people. Overall, the situation was very confusing. As the team asked for privacy, or the chance to meet with a small group, the IA became more involved, directing people around. The MTE team split up, talking to parents and children separately, so that there was less scrutiny by the crowd. In one instance, when the evaluator asked about the shoes that were provided by the project, a parent mentioned that those belonging to her child had torn shortly after being given. The response was picked up by the crowds of people nearby and reached the IA director, who then spoke disparaging of the informant, and defended the shoes. It was almost comical, given the question and the reaction. It might have been that the shoes were poor quality, or it may have been that the child had been reckless, but the IA director, would not let the MTE team follow-up without inserting angry words. (Shoes, back packs and uniforms did vary from community to community and from IA to IA, as is mentioned later in this report). Throughout the entire MTE, there were isolated instances where the IAs did not understand that the team only wanted to meet with a few informants in order to optimize the time.
3. An unanticipated problem arose on the first day of the evaluation (a Monday) when the day was declared a public holiday, which meant that some of the interviews were cancelled. The holiday was announced only on the Thursday the week before. It was commendable that some informants made themselves available to the MTE team that day and even in the evening.
4. The Document Review was hindered by the lack of an initial Master list of relevant documents. The complexity of the project and lack of details in the Technical Progress Reports (TPRs) made it somewhat difficult to actually know what documents were needed. A Master list of those documents which are deemed essential and a check list of those sent by ILO-IPEC would have been helpful, rather than leaving it up to the evaluators to make frequent requests. Requests for the most recent TPRs in Accra as well as in Geneva produced an unorganized assortment of documents, downloaded or hard copy, some of which were unfinished drafts, including the TPRs for other non-ECOWAS projects. When the MTE team asked for hard copies of the most recent TPRs, they were first given a TPR for the Cocoa Communities Project. They received a hard copy of the most recent TPR for ECOWAS I (October 2011) in what seemed to be a difficult situation where new passwords needed to be obtained by the administrative assistant before it could be printed.
5. As indicated, the TPRs filed in October were used as a reference point, although the copies indicated that they were drafts. Earlier TPRs were requested, and it is believed that all were finally received. (See Document List, Annex A).

1.3 Final Evaluation Report Format

15. As outlined in the Terms of Reference (ToR), the Mid-Term Evaluation report is divided into distinct sections, based on specific questions. Following Section II, Project Description, Sections III-V describes the actual findings, according to Relevance, Effectiveness, and Sustainability. (A Table of Key Findings according to the project objectives comprises Section IV.) Section VII examines Potential Good Practices and Lessons Learned. Recommendations are contained in Section VIII. Annexes at the end of this report provide supplementary information. All of the Tables in the report were compiled by the Lead Evaluator or the National Consultant using sources provided by the project, including the most current ECOWAS I and II Project Documents, information received from ILO-IPEC project staff in Abuja and Geneva, Technical Progress Reports filed since the beginning of both projects, the internet, and other reference materials listed in ANNEX A. Where internet sites were used, the information was cross-checked twice with other reliable web sites.

2. Project Description

2.1 Background and Context

16. The ILO's International Programme on the Elimination of Child Labour (IPEC) works to eliminate child labour, especially its worst forms (WFCL), as reflected in the two related ILO Conventions 182 and 138. The ILO Global Report, *Accelerating Action Against Child Labour*, expressed concern that the global economic crisis could "further brake" progress toward the goal of eliminating the worst forms of child labour by 2016.⁹³ Using the term "accelerating" reflects the strategies being used in Ghana, where, since September 2009, ILO-IPEC has implemented *Elimination of the Worst Forms of Child Labour in West Africa and Strengthening Sub-Regional Cooperation* in West Africa. The project, hereinafter called ECOWAS I,⁹⁴ began by working in cocoa-producing regions of Ghana and Côte d'Ivoire (RCI), and in Abuja, Nigeria, headquarters of the Economic Community of West Africa States (ECOWAS/CEDEAO) Sub-regional Office with funds from the US Department of Labor (RAF/09/51/USA). In 2010, the project was expanded to ECOWAS II (RAF/10/53/USA) and now includes programming in Nigeria and Benin. The ECOWAS I project is set to end January 31, 2013 (EOP), while the end of ECOWAS II is December 31, 2013. These projects work at the sub-regional and national levels in West Africa to combat the WFCL in cocoa in Côte d'Ivoire and Ghana, mining and stone quarries in Ghana, Benin and Nigeria, child domestic work in Côte d'Ivoire and fishing in Ghana.⁹⁵
17. ECOWAS I and II share the same goal: *To contribute to the elimination of the worst forms of child labour in West Africa*. The end date of combined ECOWAS I and II is January 31, 2013.

⁹³ See, ILO website to download, *Accelerating Action Against Child Labor* "The International Labor Organization's 2010 Global Report on Child Labour, <http://www.ilo.org/>

⁹⁴ For the purposes of this report, the projects are referred to as the ECOWAS Project or ECOWAS I or II to distinguish it from the actual coordinating institution, ECOWAS/CEDEAO, which is the Project's primary partner at the sub-regional level. The Economic Community of West African States (ECOWAS/CEDEAO) is a group of fifteen countries founded in 1975 to promote economic integration in "all fields of economic activity. See, <http://www.ecowas.int/>

⁹⁵ ILO-IPEC is implementing other major interventions in West Africa, operating out of the Ghana Office, which include: a project of the Global Issues Group (Chocolate and Cocoa industry) Public-Private Partnership (PPP- RAF/11/01/GIG); and the USDOL funded RAF/10/54/USA Cocoa Communities Project "Towards child labour free cocoa growing communities through an integrated area based approach" in Ghana and Côte d'Ivoire.

18. By supporting Ghana in building national policy capacity, while addressing some of the problems at the grassroots level, the ECOWAS projects bring together government ministries concerned with employment, social welfare, education, law and child protection; the ILO social partners (trade unions and employers associations) which make up the ILO's unique tripartite arrangement, civil society and/or non-governmental charitable groups working on child protection, labour, and child labour issues.
19. ECOWAS I/II combines elements of many of its projects worldwide: country programs; sector-specific; direct action; improved data collection; and strengthening national institutions to fight child labour. The project objectives are also the same for ECOWAS I and II:

Objective 1: By the end of the project, progress on the elimination of the worst forms of child labour in Ghana, Nigeria and Côte d'Ivoire will be accelerated.

Objective 2: By the end of the project the role played by ECOWAS/CEDEAO in combating the worst forms of child labour in the sub-region will be reinforced.

20. To understand the ECOWAS Projects in Ghana, it is imperative to understand the greater ILO-IPEC context within which the project lies. Briefly, the project follows several years of ILO-IPEC projects in Ghana, including, but not exclusively, anti-trafficking LUTRENA, agriculture- focused (mostly cocoa) WACAP and the multi-sectoral Time Bound project. ECOWAS I and ECOWAS II have been joined by new projects, the Cocoa Communities Project and Public Private Partnership. This concise glimpse of ILO-IPEC history in Ghana and the ECOWAS/CEDEAO countries demonstrates commitment of the organisations to the country to help design and implement meaningful approaches to eliminate the WFCL.
21. Further, Ghana presents its own unique context, which includes its:
 - a) long, rich history of independent nation-building for the common good;
 - b) decentralized, sophisticated political and administrative structure which benefits from popularly elected district assemblies and traditional chiefs at the base, and ministerial and Parliamentary decisions at the national level;
 - c) cultural traditions and attitudes towards child work and child labour;
 - d) economic environment that supports cocoa as the country's major export product; gold mining as a continuous, but recently revived industry; fishing as a sector in transition (both livelihood and food security activity); and a vibrant informal sector which makes major contributions to the economy, particularly in terms of employment; and
 - e) impressive efforts and gains in fighting child labour, especially since the beginning of the ECOWAS projects.⁹⁶
22. The project expects the core countries to serve as models and learning laboratories for the benefit of decision makers and other stakeholders across the sub-region as a result of linking the two objectives. As a core country with an evolving legal framework to fight child labour, Ghana has an important role to play in the second objective. The table below, which was compiled by the evaluator using information provided by the project, and cross-checked on various internet sites of ILO, United Nations Refugee Agency (UNHCR), and International Organization for Migration (IOM) depicts some of the legal frameworks which exist in Ghana regarding children's rights.

⁹⁶ As described elsewhere in this report, Ant-trafficking Acts, National Plan of Action, the Children's Act, Ghana has drawn up the Hazardous Child Labour Activity Framework (HAF), released in June 2008, as required by ILO Convention No. 182 and a List of Hazardous Work for Children in 2011. Ghana also signed Convention 138 in 2010.

Table 1: Child Labour Related Legal Measures in Ghana

National Steering Committee
Anti- Trafficking Unit/ Human Trafficking Act 2005
Children's Act 560
ILO Convention 138, ratified 2010
ILO Convention 182, ratified 2000 WFCL
Convention on the Rights of The Child, ratified 1990
National Child Labour Plan of Action
Hazardous Child Labour Activity Framework (Cocoa Sector)
Hazardous Child Labour List validated in 2011

2.2 Project Components

23. As noted, the ECOWAS projects' two objectives, which are shared across the four target countries, has outputs identified which are specific to Ghana. Where Ghana is concerned, the outputs are identified in boldface (**Ghana**) in the logical framework designed for the project.
24. The key components of the Ghana ECOWAS projects are Policy and Capacity Building, Awareness Raising and Social Mobilization, Research, and Direct Action for (1) withdrawing working children and preventing those at risk from entering child labour, and (2) promoting resilient family livelihoods and sustainable communities.
 1. National Level [Policy] Activities, related to Ghana's National Plan of Action (NAP) for the Elimination of WFCL in Ghana. These activities include, primarily:
 - a) Hold consultations and provide technical support related to all steps necessary in institutionalization of the NAP (with MOL, social partners relevant national, relevant sectoral, sub-national and/or local action plans
 - b) Advocate for government budget allocations related to child labour and the NAP
 - c) Develop a resource mobilization strategy
 - d) Provide Technical assistance for enforcement of national laws
 2. Capacity Building Programs to strengthen institutional capability, to fill gaps in relevant institutions to implement the NAP
 3. National and local Awareness Raising and Social Mobilization campaigns⁹⁷
 4. Conduct Research Studies to fill identified gaps in knowledge base on selected worst forms of child labour and the problems of forced child labour and trafficking
 5. Design and pilot models of Direct Action intervention in four target sectors (Cocoa, Mining, Fishing, and Domestic Work). The interventions address:
 - a) Withdrawing and preventing children working in forced labour and other worst forms of child labour; and
 - b) Promoting resilient family livelihoods and sustainable community development.
 6. Participation in the ECOWAS/CEDEAO Sub-regional Objective:

Under the components related to the larger, sub-regional Objective, the Ghana program is an integral part of that effort, through developing model/pilot projects. As a member of

⁹⁷ Called national and sub-national in the project documents, sub-national refers to actions run by IAs in the various locales where they work.

ECOWAS/CEDEAO, Ghana's National Steering Committee and other stakeholders could conceivably promote and advocate for some of the activities through its representatives, or in the case of #3 below, organize a Good Practices Forum. These outputs are to:

- a) Provide Technical assistance to ECOWAS to establish protocols for monitoring member states' efforts to combat the worst forms of child labour, consistent with community policies and plans and reflecting international standards and norms.
- b) Design and implement programmes to strengthen the capacity of relevant ECOWAS/CEDEAO technical departments to combat child labour in the sub-region
- c) Organize Sub-regional forums to encourage networking and to share good practices among all ECOWAS/CEDEAO member states

2.3 Project Design

- 25. The basic project design is one in which the ECOWAS Project (ILO-IPEC) manages, motivates and monitors a constellation of activities. ILO-IPEC's role is to provide necessary support, technically and financially and efficiently coordinate all of the elements. The Ghana ECOWAS I/II staff interacts with all components; however, the level of interaction varies, and is not explicitly articulated. The Programme Officer attends many policy and implementation meetings, as does the CTA, of the key bodies, though not all the time. The Programme Officer supervises and supports the Implementing Agencies. The IAs wrote applications based on Requests for Proposals which were selected and vetted by the NSC who in turn made the final selection.
- 26. The design builds on Ghana's own accomplishments in the field of child labour and trafficking, and pragmatically calls on local, experienced institutions such as the National Steering Committee and its sub-committees, which were involved in partner selection to act at all levels. ILO-IPEC projects are routinely implemented by a non-governmental partner called an Implementing Agency (IA). The IA receives funds, technical support and guidance directly from the ILO-IPEC national office, and when appropriate, sub-regional offices. The partners would benefit from ILO and ILO-IPEC regional and international expertise as well. In Ghana, besides funding traditional IAs, the ECOWAS I/II country project deemed it pertinent to provide critical support to the central actors in the fight against child welfare on the national policy level, Ministry of Employment and Social Welfare and its Child Labour Unit.
- 27. The design of the project is coherent, and represents a practical approach to resolving the problem of children in the WFCL. The various components listed above mainstream efforts to eliminate child labour while strengthening policies in a comprehensive way, leading to the progressive achievement of objectives.

2.3.1 Assumptions

- 28. Hidden within the project design are assumptions that (1) the participating IAs are strong in all areas of implementation; (2) coordination will take place regarding messages; and that (3) certain basic community development steps will take place. For example, the design precludes good, process-oriented, needs assessment on the ground, either assuming IAs will do so, as they have in the past, or not valuing process oriented participation. A fourth assumption is that IAs respect their contracting arrangements with ILO/IPEC.
- 29. The time frame is reasonable for the desired achievements, even with some outside factors, which should have been identified as much as possible in the proposal as a means to anticipate challenges. For example, Ghana will hold elections in 2012, in the middle of the project. Certain factors will intervene in the project's implementation and eventual success. While some things cannot be

expected, it is good to identify the possibility that there will be challenges. For example, with an election year:

- a) It is sometimes impossible to hold regular meetings if campaign events (planned in advance or held on short notice) infringe on regular community meetings;
 - b) Sometimes, political office-seekers try to assign credit to themselves for goods delivered in the context of the project. Project implementers want to separate themselves from campaigners, so that beneficiaries do not confuse project messages and deliverables with political messages, but rather retain the stay focused on eliminating child labour.
 - c) After elections, there can be a lull in government activities, if people are changed from one position to another, either for political reasons, or reform. Ministries retain their administrative structures and civil servants continue to perform their jobs, but sometimes a new minister or district chief executive may change policy agenda and hire new people, with fresh ideas and/or little experience. Staff and Implementing Agencies may need to re-launch an education campaign, or educate new players in the field to fight child labour.
30. An important assumption is made concerning the sustainability of the project, and it is a logical assumption. With the strengthening of the pertinent Ghana institutions -- key ministries, the available legal frameworks, education policies, for example -- the project has an excellent chance of achieving sustainability. At the local level, the issue of sustainability is less promising. Despite enlightened national programs and policies designed for the benefit of the nation's citizens, such as the Livelihood Empowerment Against Poverty (LEAP) cash transfer program, the education policy of free, Compulsory Universal Basic Education (UBE), the state run Ghana Rural Enterprise Commission, such services are not likely to be fully entrenched when the project ends. The poor will continue to have needs that the Implementing Agencies are delivering, and this raises questions about the wisdom of incorporating the short-term provision of school supplies into the IA programs. While there is evidence that some families are led to withdraw children from child labour through the provision of school supplies, that aspect also can build dependency. With that in mind, the project introduced "livelihood support" as a practical supplement to IA interventions. Clearly, the notion that creating small enterprises, providing entrepreneurial skills, and other types of inputs would bring the parents of working children out of poverty is constructive and contributes to sustainability.
31. The assumption that IAs who had experience working in child protection, and eliminating child labour would be able to transition seamlessly into providing livelihood support does not recognize the complexity of the whole field of "livelihood support." Introducing income generating activities, providing vocational skills to parents and even making some small funds available are only first steps in building genuine sustainable support for impoverished families. Before entering into that field, the project should have considered incorporating a technical expert into the staffing.

3. Relevance

32. Even in the absence of recent data, the high rate of child labour in Ghana is obvious.⁹⁸ Children are seen carrying loads beyond their ability on the roads and engaging in petty vending on market day. On the coast, small children help pull and arrange nets, and carry baskets of fresh fish. On the family farms, children unrelated to immediate families are enticed to work for small wages. It was an easy matter for the Mid-term evaluators to visit an illegal gold mine on the outskirts of Kenyasi and see children in close proximity to many hazards such as flying rock shards. Child labour continues to be a reality for thousands of children in Ghana, according to the ECOWAS implementing partners working throughout the country.
33. On the other hand, the progress made at the national level also underlines the relevance of the project because the leaders and policy makers are aware of the problem. For example, the Minister of Employment and Social Welfare has publicly acted in a way to motivate ministry staff and government to act. Besides the National Plan of Action and the Children's Act, Ghana has drawn up the Hazardous Child Labour Activity Framework (HAF), released in June 2008, as required by ILO Convention No. 182 and a List of Hazardous Work for Children in 2011. Ghana also signed Convention 138 in 2010.
34. Beyond the readiness of stakeholders, the timing for working on national policy advocacy is also ripe. The cocoa industry has made some strides, although they receive criticism and scrutiny from the government and activists. The mining industry is still in inception phases, so there are possible entry points to ensure children are not engaged in child labour even in those areas just outside the commercial mines.

4. Table of Key Findings

35. The following table reviews ECOWAS I and ECOWAS II Project achievements according to the specific outputs identified in the Logical Framework of each project and highlights activities still needing attention.⁹⁹

ECOWAS I : Main Findings Of The Mid-Term Evaluation (MTE) Pertaining To Activities And Deliverables Achieved Specific to the Ghana Ecowas I Country Programme¹⁰⁰	
Immediate Objective 1: By the end of the project, progress on the elimination of the WFCL in Ghana will be accelerated	
Output 1.1: Consultations and technical support delivered for finalizing the National Action Plan (NAP), its validation and adoption and for integrating child labour into other national, relevant sectoral, sub-national and/or local action plans in Ghana.	
1.	Consultations where the Strategic Program Impact Framework (SPIF) was introduced and used with MESW, social partners and other relevant national institutions led to finalisation, approval, and launch of Ghana's National Plan of Action (NAP).
2.	The launch took place on June 2011, during the country's celebration of the World Day Against Child Labour following unprecedented rapid Cabinet approval.
3.	The project supported publication and dissemination of the NAP. Work is being done to integrate the NAP into the DWCP (through a review process), and the PRSP and policy frameworks of relevant agencies. The current PRSP, with elements in it designed to fight CL was written before the NAP, but is being updated. The NAP is integrated in the UNDAF. Besides MESW, the MOWAC receives project support, and is assuming leadership in enforcing the NAP.
4.	A planning specialist (consultant hired by the project) is working with a selected group of ministries to integrate, budget and monitor child labour interventions into their annual and multiyear action plans. These ministries are those that are considered implementing institutions of the NPA.

⁹⁸ Ghana conducted comprehensive National Child Labor Survey in 2001, showing among other things 71 per cent of children aged 5-14 years old were working in agriculture. While 10 years have passed, the numbers are probably still very high. (<http://www.ilo.org/ipcinfo>).

⁹⁹ These Log Frames are included in the MTE Terms of Reference, Annex G.

¹⁰⁰ The outputs have been modified to include only Ghana for the purposes of this report. Many outputs include RCI and Nigeria in ECOWAS I. Those which do not implicate GHANA are excluded from the table.

ECOWAS I : Main Findings Of The Mid-Term Evaluation (MTE) Pertaining To Activities And Deliverables Achieved Specific to the Ghana Ecowas I Country Programme¹⁰⁰	
5.	ECOWAS project staff and the CLU work together advocating for national budgeting processes consistent with the structure proposed in Ghana's NAP.
6.	If a resource mobilisation strategy has been established in Ghana to engage national and potential international donors in supporting NAP implementation, it was not evident to the MTE evaluators. Along with ILO/IPEC, UNICEF is an active donor in the fight against child labour and trafficking.
7.	The ministries connected to mining and fishing have attended project workshops, where presumably the topics addressed mainstreaming child labour into budgets and plans. Implementing agencies and social partners working in mining and fishing have begun work on the district level advocating that CL be mainstreamed into development plans and budgets.
8.	The IAs are not all proficient at this kind of advocacy, but seem keen to interact with the districts.
9.	The project has organised preliminary sub-national consultation meetings and regional workshops in project targeted zones.
10.	Plans to evaluate the NAP independently were not shared with the MTE evaluators.
Output 1.2: Technical assistance provided to reinforce national laws and law enforcement in Ghana.	
1.	The project has been extremely instrumental in building the capacity of the NSC, so that it has become a nationally recognized institution, albeit struggling with resources, and organisational issues. Likewise, the project support to the MESW's Child Labour Unit has helped to coordinate and promote efforts to eliminate WFCL, with plans to strengthen the legal framework on child labour, to train and raise the awareness of public servants, and to manage an information system on child labour.
2.	Through the support to the relevant ministries the project has taken preliminary steps that will strengthen labour inspection services, other law enforcement agencies and public services. However, much more needs to be done in this area. Field Staffs of implementing agencies need more training and clear strategies in order meet objectives involving child labour violations and the design of codes of conduct. Social workers, educators and agricultural extension officers, who work in agricultural communities, have received training so that they can identify and report child labour and refer children to appropriate social services.
3.	Despite training sessions to build capacity of the judiciary and relevant law enforcement agents, a stronger approach is needed, beyond introductory awareness raising so that the objective to recognize and prosecute human trafficking and forced labour will become routine.
4.	The social partners promote occupational safety and health in the Lake Volta fishing and mining/quarrying sectors through training and sensitisation. The project interacts actively with the ministries of Employment and Social Welfare, where its offices are housed, and with Agriculture. It is unclear the totality of measures taken with ministries of Fishing, Mines and the Chamber of Mines, the Minerals Commission, although implementing partners are working with them.
5.	The project has successfully engaged relevant official institutions, including the MESW labour inspectorate and Ministry of Family and Children social work service to implement and coordinate community and district level child labour monitoring systems.
Output 1.3: Technical assistance provided to reinforce national laws and law enforcement in Ghana.	
•	Workshops and training sessions have involved the Ministries of Women and Children's Affairs, Justice, Attorney General, Employment and Social Welfare, Lands and Natural Resources, Agriculture and Fishing, Mines and Chambers of Mines, Minerals Commission, to identify the legislative gaps relating to CL in the quarrying, mining, cocoa and fishing sectors.
•	No information was provided to the MTE team concerning the plan to provide technical assistance to the Council on Technical and Vocational Education and Training (COTVET) to revise legal texts and regulations governing apprenticeship arrangements, although IAs follow the current procedures when arranging apprenticeships. It is reported in the TPR as "not started."
•	The project's preliminary and planned help to the Ministry of Women and Children's Affairs to amend the Child Rights Act and related child rights legislation to integrate provisions of C. 182, including the definition of WFCL, was appreciated by the MOWCA.
•	Productive work continues with the tripartite to update the national list of hazardous work.
Output 1.4: National and sub-national awareness raising and social mobilisation campaigns conducted in Ghana.	
1.	Social partners conduct awareness raising, but it is inconsistent. There is not a solid and united theme. Ghana Agricultural Workers Union has held successful social dialogue events to advocate for integration of WFCL, in conformity with the NAP and the hazardous work list. The PACF (IA) has established Community Child Labour Committees (CCPC) and is mobilising community action against child labour along Lake Volta as well as on the coast. NECPAD (IA) has done sensitisation in communities for action against child labour in quarrying and mining. Kuapa Kokoo has raised awareness in the cocoa producing communities. Ghana Employers Association has worked with the CIBA to curb child labour in the informal economy.
2.	Engagement with relevant social partner org., in pursuit of the Global Call to action, to support strengthening social dialogue in mining and quarrying sector is reported in the Oct. 2011 TPR as not started, although social partners mentioned that they have begun some work on social dialogues.
3.	The project, its IAs and other stakeholders have actively implemented awareness raising activities at all levels on the national, regional and international standards related to CL/WFCL, but attention to ECOWAS trafficking and forced labour agreements is not evident. One IA, PACF, has particular experience in CT and is working effectively on internal and external trafficking.

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4.	Implementing agencies are establishing community child labour committees and mobilise community actions against child labour in targeted sectors, except NECPAD, which is working only with district CCPCs, because, it "was not told to establish them."
5.	The efforts of IAs to sensitise families and children in receiving and sending communities on the hazards of child labour and consequences of child trafficking in targeted sectors (and overall) has had very successful results. Community people are aware and taking positive actions. However, the "special needs of girls" does not seem to have been a priority.
6.	Informational anti- child labour materials have been produced by some IAs, but the project needs to develop consistent messages, and have technical assistance provided. Project-specific materials were not evident, except for a folder which described the project accurately.
7.	PACF reports documenting with photographs and video, and partnering with the electronic and the print media. have partnered with PACF to highlight the activities, as well as educate the public. Kuapa Kokoo, which has had satisfactory radio programs, notes in a report that the deliverable "Organise Media programs on WFCL to discuss child labour issues" is "Not budgeted for."
Output 1.5: Studies under-taken to fill identified gaps in knowledge base on selected WFCL and the problem of forced child labour and trafficking in Ghana	
1.	Ghana national stakeholders requested ILO-IPEC to conduct a new national CL survey, as the last one was nearly a decade ago. Through discussions and meetings, it was determined that the GSS has the mandate to do further analytical studies on the scope, nature and dimensions of CL. A nationwide baseline survey will address specific ECOWAS project sectors and the extent of trafficking in of children from other regions and countries. However, the process is slow and the GSS lacks the necessary resources to make this happen quickly. Unless the project can speed up the process, probably through added financial support, this research and data collection will be behind deadline.
2.	Even as they are just beginning work in the target sites, some IAs have already recognized lessons, and reported potentially good practices as a part of their regular reporting. ILO-IPEC also collects good practices, and this is presumably being filed to make a compendium, with guidelines for diffusion through national and regional networks.
3.	The MTE finds a dearth of research on the amount and nature of injuries and deaths related to child labour (especially the WFCL) that would add to a greater appreciation of the hazards of the practice.
Output 1.6: Models of intervention designed and piloted in four target sectors including models for withdrawing and preventing children working in forced labour and other WFCL in Ghana.	
1.	Stakeholders participated in selecting localities and intervention models to address WFCL. Social services mapping for fishing and mining was done in the project zones via sub-national consultations and by IAs. Qualified IAs with relevant CL expertise were selected, have launched their APSO at every target site, and are fully engaged in withdrawal or prevention of children from WFCL. All IAs have begun to identify at risk and working children in the selected areas and sectors and collect baseline data on direct project beneficiaries through the implementation of a DBMR system.
2.	Of a targeted 5050, the project has withdrawn 1,103 children from the WFCL and prevented 2102 from entering, leaving 1845 as a target for the next implementation period.
3.	Many specific targets have been met and some exceeded. Others show excellent promise to be met by the end of the project. Beneficiaries are placed in education and/or appropriate vocational or apprenticeship training. Some children have received appropriate services, such as referrals for counselling. Health care, shelter, youth clubs, and literacy classes, as mentioned in the project logical framework are still being planned, but have not been implemented.
4.	Target beneficiary children have received non-cash scholarship packages with school uniforms and supplies. The MTE questions the sustainability (efficiency and appropriateness) of providing supplies since the provisions will last only for the life of the project. For example, while many children already have shoes, while many schools lack desks.
5.	Schools monitor attendance of direct beneficiaries. CCPC members check on beneficiaries in most of the target areas visited by the MTE team. Less attention is paid to activities of direct beneficiaries after school hours. Many reported continuing to work (particularly in mining areas), while remaining enrolled in school.
6.	The MTE evaluation received no confirmation that target beneficiaries have been provided with preschool activities, extra-curriculum, leisure activities, or remedial classes to ensure school retention. The direct action programs are just getting underway, with some beneficiaries only in a program for one week, so this is reasonable at this point in time. Although listed as an activity in project plans, the development of SCREAM has not taken place in every target area. At least one of the IAs reported having established ten SCREAM clubs. However, none of the schools visited by the MTE team indicated any knowledge or existence of any extra-curricular activity, except sports. While the country PO said "they are supposed to do SCREAM," there were no special plans to do any specific training (as it was presumably mentioned in some earlier workshops), but the implementing partners reported to the MTE that they were unaware of any responsibility to promote greater use of SCREAM. The October 2011 TPR reported this had not started.
7.	Through the General Agricultural Workers' Union and Kuapa Kokoo (and possibly other social partners), safe working tools and personal protective equipment have been provided, or are planned for, to children of legal working age in targeted sectors.
8.	One or more of the IAs are experienced working with trafficked children and will presumably refer them to specialized agencies. PACF staff and CCPCs have repatriated internally trafficked children. All of the IAs interviewed demonstrated knowledge of trafficking and of the government agencies mandated to deal with them, but it was unclear if they had actually repatriated any children.

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<p>9. To create economically strong families of targeted children, the project implementing agencies have begun preliminary studies, community meetings and efforts to develop IGAs. All of the IAs have referred some families to existing programmes in their community. Two implementing partners had made contact with the government programme, GEAR (Ghana Rural Enterprise Commission), but were disappointed with the response, and felt that they had to look elsewhere for help or create their own models. The MTE did not note evidence that ILO-IPEC, with the capability, had created technical links for these groups with the ILO resources on livelihood and (micro) enterprise development.</p> <p>10. A community-based child labour monitoring system has been launched in all project intervention zones through the Ghana Child Labour Monitoring System. Project partners have received training at the community, district and national levels to use the system. Labour inspection services at district levels are minimally involved at those sites where the MTE visited because often there was no labour inspector; instead social welfare officers were heavily involved and committed.</p>
Immediate Objective 2: By the end of the project the role played by ECOWAS/CEDEAO in combating the WFCL in the sub-region will be reinforced.
Output 2.1: Technical assistance provided to ECOWAS/CEDEAO
The Ghana country program is not responsible for the activities and outputs associated with this objective. However, the country program is isolated from the integrated sub-regional plan. Ghana shows the most promise at this time to be producing pilot monitoring mechanisms, as well as collecting research and good practice information for addressing the elaborate CL protocols related to child labour policies.
Output 2.2: Programmes to strengthen the capacity of ECOWAS/CEDEAO
Not applicable for Ghana Component
Output 2.3: Sub-regional forums organised [for] ECOWAS/CEDEAO member states
Not applicable for Ghana Component

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Immediate Objective 1: By the end of the project, progress on the elimination of the WFCL in Ghana will be accelerated.
Output 1.1: Benin, Nigeria Not relevant for MTE of Ghana Country Programme.
Output 1.2: Benin, Nigeria Not relevant for MTE of Ghana Country Programme.
Output 1.3: National and sub national awareness raising and social mobilisation campaigns conducted in Ghana
<p>Some of the social partners and implementing agencies which are engaged in ECOWAS I and II have strong linkages with the media, and push news events and stories related to their projects. Training is planned through the new Action Programme of the Ghana Journalist Association (GJA), which has a deep foundation of understanding of the complexities of child labour, including trafficking. The GJA aims to advocate increased coverage among all media. There is already a fair amount of press around trafficking in the Ghana press.</p> <p>1. IAs are establishing community child labour committees and mobilising community actions against child labour in targeted sectors. The local CCPCs are not organised on a national scale.</p> <p>2. The efforts of IAs to sensitise families and children in receiving and sending communities on the hazards of child labour and consequences of child trafficking in targeted sectors (and overall) has had very successful results. Community people are aware and taking positive actions. However, the "special needs of girls" does not seem to have been a priority.</p> <p>Informational anti- child labour materials have been produced by some IAs, but the project needs to develop consistent messages, and have technical assistance provided. Project-specific materials were not evident, except for a folder which described the project accurately. As mentioned, the Action Programme by GJA will begin doing focused media interventions.</p>
Output 1.4: Studies - It does not apply to Ghana ("in Benin and Nigeria")
Output 1.5: Models of intervention designed and piloted for withdrawing and preventing children working in the WFCL in Ghana.
<p>1. Stakeholders participated in selecting localities and models of intervention to address WFCL . Social services mapping for fishing, mining, and child domestic work was done in the project intervention zones through sub-national consultations and by IAs. Qualified implementing agencies with relevant CL expertise were selected. Overall project targets are almost reached for children who are engaged in the WFCL . IAs have withdrawn or prevented children under 15 from being engaged in WCL to the detriment of their education.</p> <p>2. At the time of the MTE, No AP on direct action under ECOWAS II had started according to the October 2011 Draft TPR (the latest one submitted at the time of the MTE). The IA s had been chosen.</p> <p>3. Safe Work for Youth, KAB, and other strategies were not mentioned, although social partners such as the Ghana Agricultural Workers Union mentioned their interest and participation in addressing these issues. No actual plan for drafting the comprehensive "safe work/youth employment model of intervention" was shared with MTE evaluators. It is concluded that after the ECOWAS Project CTA comes on board, such strategies will take shape.</p> <p>4. In Ghana, ECOWAS project IAs can identify trafficked children, but do not have the budgets, nor the facilities, to provide transitional and rehabilitative care facilities for them. There are many (though probably not enough) specialized agencies, both government (Women and Children's Affairs Ministry) and NGOs to whom such children may be referred. If plausible, the project in Ghana could become more vigorous in their efforts, or clarify what their partners need to know in order to make arrangements for trafficked</p>

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children's repatriation (internally or externally). For internally trafficked children, particularly in the fishing industry, there evidence of comprehension and increased activism regarding child trafficking among local CCPCs. The same might exist for the other sectors.	
5. The project provided training and has been involved in the design and decision making surrounding the use of Ghana's National Child Labour Monitoring System (GCLMS) in project intervention zones. The MTE team was shown cumbersome registers (requiring repetitive input of data) used by CCPCs and local social workers, and told that this was the CLMS system. The MTE asked whether there had been a pre-test, and were told by the PO that the registers constituted a pre-test. They are reportedly used all over the country, and were being used exclusively by the project CCPCs where the MTE team visited. According to the National Programme for the Elimination of Worst Forms of Child Labour in Cocoa (NPECLC) website, however, there were other systems being tested, including software. The project aim to incorporate existing good practices, and promote extension of a monitoring system to new areas partly falls under the Ghana government efforts, but also is ambitious and could require a separate project.	
Output 1.6: Models of intervention designed and piloted to promote resilient family livelihoods and sustainable community development in, Ghana.	
1. Kuapa Kokoo, the selected IA for ECOWAS II is making strong efforts to offer livelihood alternatives or refer families to existing programmes in their community in order to empower the families of targeted children. However, the MTE team finds technical support from ILO and/or ILO-IPEC lacking. The IAs have experience in promoting IGAs, but falter in the bigger picture: creating sustainable livelihood support. Some good practices have occurred, including bringing in the Small Business Services Network, an experienced organisation that focuses on small enterprise development and financial services.	
2. All of the relevant project implementers conducted rapid assessments of possible activities for livelihood enhancement, and are engaged to some degree in implementing a livelihood programme. The methodology seemed flawed, in that true community development principles were not followed, as options were presented to the potential participants, rather than following a process of elucidating skills, interests, and background. Hence, for example, previously successful bakers and vendors were offered soap making. When small animal husbandry, including beekeeping, was suggested by the MTE evaluators, staff in the cocoa and mining sectors showed interest. Although the fishing sector IA explained previous failures due to interventions by local fetisheurs, CCPCs were very interested in giving small livestock raising a try.	
3. During MTE interviews, implementing partners and local development agencies seemed unaware of appropriate ILO programs which they might use to support livelihoods.	
4. Workers' organisations have held social dialogue activities with employers. Among the topics has been promotion of improved working conditions for adult family members of project direct beneficiaries.	
5. Through the Ghana Employers' Association, employers, particularly the CIBA, have been actively engaged and are receiving support to improve services to their small scale enterprise members in project targeted sectors. They will likely develop and apply codes of conduct that prohibit child labour on their premises.	
6. IAs have some interaction with agricultural extension agents through district agricultural officers, and with other rural development organisations. Kuapa Kokoo, an IA which works in cocoa-producing areas, has a strong agricultural focus, but the report supplied by the project (March 2011) stated "No Agric extension services provided." The organisation, and social partner General Agricultural Workers' Union of the Ghana Trades Union Congress (GTUC), may not need that area of expertise, but the other IAs likely do.	
7. Project implementing partners are making efforts to initiate alternative livelihood and income generating activities for artisanal mining families and for cocoa farming families, and promote sustainable practices within rural communities.	
8. Through the direct action programs in ECOWAS II, Kuapa Kokoo and other IAs will improve social service infrastructures including education, health and housing in remote cocoa farming, but it is the MTE evaluators' conclusion that this goes beyond the project budget. These efforts might happen with KK's other resources, as the primary ECOWAS project funds go into the project's main objectives which comprise direct action for withdrawn and prevented children and introducing livelihood support activities to families.	
9. IAs are interested in the use of improved and adapted technologies in cocoa production and artisanal mining, but there was no indication that this was a priority for them. It was mentioned by the partners working in the two sectors, especially the modernization of the production systems, but the organisations seem already involved in meeting project inputs.	
10. The MTE team did not hear of a grants facility to support community development projects in selected project sites. The methodology of "Community development" as a process seems somewhat strained, and needs refreshing. Decisions seem to be made less by communities and more by IAs, many of which are based in Accra.	
Immediate Objective 2: By the end of the project, the role played by ECOWAS/CEDEAO in combating the WFCL in the sub-region will be reinforced	
Output 2.1: Sub-Regional Plan of Action on Child Labour designed and adopted.	
1. The activities programmed for this output are not particularly relevant for the Ghana Country Programme at this time. If the country programme was involved, there was no indication. However, the newly strengthened CLU and the National Steering Committee, armed with the National Plan of Action, can be instrumental in providing models and inform the process.	
2. The MTE is not convinced that the project recognizes the value added by and ability of Ghana, with its past experience on the development of Child Trafficking Regional Agreement(s), and anti-trafficking Unit, to participate in providing additional technical support for the ECOWAS/CEDEAO Sub-Regional Plan of Action on Child Labour, as well as other bilateral and sub-regional agreements.	
3. The project is working with the government to perfect the GCLMS which should prove to be a sustainable monitoring mechanism.	
4. The Ghana Country Programme needs a systematic way to identify and collect good practices and lessons learned. IAs write these in	

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their regular reports, but it may be worthwhile to engage a scheduled consultant, researcher, or university student to compile them in a more consistent way.
Output 2.2: Technical assistance [for] ECOWAS Piloted monitoring mechanisms (in line with the Sub-Regional Plan of Action on Child Labour) will involve the country later
Output 2.3: Sub-Regional Plan of Action on Child Labour Activities which may involve the country programme in the future but not applicable at this point.

5. Effectiveness

36. In evaluating the effectiveness of a project, several elements are considered, notably how project administration, including management, planning, human and financial resources; and program implementation and service delivery lead to desired results and have the desired impact on addressing the problem of child labour.

5.1 Project Administration

5.1.1 Organizational Structure and Human Resources

37. At first glance, the ECOWAS organigramme seems confusing and overly bureaucratic. However, after careful consideration of the various components, the structure reflects a coherence and necessary structure in order to attain results at its many levels.
38. At the top is a Chief Technical Advisor (CTA), who at the beginning of ECOWAS was responsible for the core countries and the relationship building with the sub-regional organization ECOWAS. Later, as new ILO-IPEC projects, Public-Private Partnership and Cocoa Communities Project (CCP and PPP), emerged from demonstrated needs, it made good management sense to concentrate all CTA responsibilities under a single administrative authority, in a single location. Following that, each project has an International Programme Officer, who manages the multi-country projects. Finally, the project has a Country-specific Programme Officer. Some support staff is shared across the multiple ILO-IPEC projects, such as the senior administrative assistant and the chief financial officer.
39. Status at the time of the MTE report for ECOWAS I and II staffing is as follows:
- ILO-IPEC Projects CTA: This position has been filled, but at the time of the report hired individual has not begun.
 - ECOWAS International Programme Officer: This position has been filled, but at the time of the report hired individual has not begun.
 - Country-specific Programme Officer. It is here where the project seems to offer sparse resources. The project comprises several varied Action Plans, run by the ILO social partners (with sub-partners, such as Council for Indigenous Business Associations (CIBA), including the Child Labour Unit of the Minister of Social Employment and Social Welfare and four NGOs (KUAPA KOKOO, NECPAD, PACF, GJA), demanding mentoring, monitoring, and technical assistance. In addition, there are consultancies and studies being implemented which also require supervision.
 - Senior Finance and Administrative Assistant

- Administrative Assistant (a second one coming, shared with another project)
- Drivers

40. There is ample evidence that the Ghana project is well managed in several areas:

- a) The Ghana Office ILO-IPEC programme is capable to accurately report on direct beneficiaries based on partners' understanding of the definitions/terminology.
- b) The team are efficient and no wastage of resources was observed.
- c) Staff members are capable and qualified, understand their roles and responsibilities, are supervised and fill their obligations. The project seems understaffed for the tasks, however. The Programme Officer (PO and M&E) is the only person who is completely responsible for the Ghana country project. The Programme Officer is responsible for a multitude of tasks, including: arranging, conducting and performing quality control of some trainings of, and by, Implementing Agencies, social partners, and government officials; arranging and monitoring the work of consultants; grants management tasks, including monitoring IAs and their CL monitoring, reading, interpreting and writing reports, following up with IAs, field visits; and attending NSC meetings and providing consultation to the NSC and the Child Labour Unit of the Ministry of Employment and Social Welfare. He was brought into consultative meetings for the planning of the Cocoa Project and the PPPs as well.
- d) The information for the Technical Progress Reports is collected and submitted in a timely fashion, so that the TPRs usually meet deadlines. Implementing agencies and ILO-IPEC staff at all levels commented on the frustration of, after reporting and submitting reports from the field, receiving queries and comments from either Accra, ILO-IPEC Geneva, or USDOL/Washington that require additional responses. They were unilaterally in accord of the professional rationale for this, if the comments and questions were valid. However, some reported answering questions, or deleting sections and then being re-asked the same questions. The concern that the small country staff, and the capacities of the Implementing agencies, is taxed by spending time reporting. This is an area where more consideration needs to be placed and better strategies applied. This issue covers monitoring, evaluation and reporting capabilities of the ECOWAS project at the CTA and country officer level.

5.1.2 Project Management

41. Even in the context of country-based projects, ECOWAS I and II present a challenge to describe because they bring together many integrated elements: implementers including (but not exclusively) government (central and decentralised), non-government groups (humanitarian and professionals), the tripartite; activities such as advocacy, media, service provision, and policy development; and sectoral concerns, such as fishing, mining, agriculture, non-formal economy, education, and trafficking. Still, it is manageable, as the project results demonstrate.
42. **Evaluators were concerned, however, that they found little evidence of a vibrant, results-oriented participatory planning process in the Ghana project office.** Documents presented as planning tools were not adequate country-specific, action plans. The document called "Ghana Work Plan" was lifted from the logical framework and had other countries mentioned as well, so the actual plan for the Ghana program had to be teased out the list of involved countries. It was difficult to know what actually applies to Ghana. Actual steps to be taken were not clearly

articulated. Each country should have its own work plan. Staff furnished the MTE team with another document, called an Operationalising IPEC ECOWAS (Ghana), which was also unclear, because it listed activities without dates so it is difficult to know if they have been done, or are anticipated. A later version of the Operationalising IPEC ECOWAS (Ghana) plan was sent to the lead evaluator by email after the MTE site visit. This plan was considerably more ample, so it was puzzling that the staff did not immediately show it when the team was in country. Further, the emailed plan also had many other attachments which were inappropriate such as one entitled “Operationalising Madagascar (Nigeria) and another written in French, obviously not for Ghana.

43. Work plans for the country programs should be annual activity planning tools, with monthly or quarterly targets, assigned responsibility, and requiring documentation for activities, such as lists of meetings, field site visits, awareness raising messages being used by Implementing Agencies, dates and responsible officers, for example. Also, it was unclear if quarterly meetings reviewing with country officers were held. These are tools which help the project implementation staff monitor the progress of the project.
44. The unanticipated staff turnover caused unavoidable, though not devastating, project delays. The CTA who launched the project left after a year and one half. The Interim CTA is a well-organized and seasoned child labour professional, but her term has been largely caretaking. The project successes are due to the efforts of both CTAs and supporting staff. However, it must be recognized that it is difficult for a CTA to build the necessary relationships and to take some decisions which entail making promises that may not be followed later.

5.1.3 Efficiency

45. Despite delays due to normal start-up issues and staff turn-over, the project has not languished. There is a lot of good, daily, results-oriented activity. The various components are all active, and work fairly efficiently. The Ghana office works competently, coming to work on time, following through with tasks, and overall presenting a professional demeanour. However, it appears that the work is more than such a small staff can handle. Areas where efficiency of the project might be improved, thus enhancing the overall effectiveness of project outcome, include making the planning and reporting instruments more attuned to project management, addressing professional organizational culture issues, and examining geographic spread for possible revision.

a) Planning and Reporting Instruments

46. Among the *means of verification* listed in the ECOWAS Project Document Logical Framework, were policy and planning documents, Training programme participant lists, post training evaluations, job descriptions, and Annual self-assessment exercise.¹⁰¹ These documents should be transparent and readily available from the Project office.
47. Government documents listed as *means of verification* which are related to the project are presumably available. For example, Social Welfare workers and teachers showed files and attendance registers to the MTE team. Similarly, the Activity Reports submitted by the IAs were viewed, e.g. Action Programme Implementing Agency progress reports, which reported on awareness raising activities, and DBM reports. These were provided by both IA staff and the Ghana Project Officer.

¹⁰¹ West Africa ECOWAS II PRODOC, beginning on p. 52.

48. Consultations and meetings have been held, with minutes or photographs that provide evidence, but MTE evaluators struggled reviewing documents such as TPRs to try to ascertain exact topics of meetings, and dates in the absence of solid project monitoring devices, such as a list of all meetings held. These meetings have many different purposes, for example, capacity building, awareness raising, social mobilization, or national policy strengthening. In the interest of measuring impact and effectiveness, it would benefit the project to keep track of when, where, and number of participants, as well as outcomes noted in meeting minutes.

49. For example, figures are reported in the narrative and in other sections of a Technical Progress Report (TPR), but as a cumulative report at the end of each quarter, there does not seem to be a consistent and easily understood portrayal of results. The following edited paragraph is typical of the TPR:

"... Following a recommendation of the NSC Task Force, from July to August, stakeholders' consultations have been organised in two regions identified as project intervention areas. A total number of 114 participants attended and actively participated in the 3 workshops, which results are currently serving as a basis for the Action Programme (AP) design...

*The local authorities have been directly involved in the workshops as well as representatives of national agencies, civil society among others. The workshop for the following Districts focused on cocoa: Aowin Suaman... Bia. The workshop for the following Districts focused on fishing: Afram Plains, ... Ketekrachi, and the workshop for the following Districts focused on Mining and Quarrying: Talensi-Nabdam, ... Ga South."*¹⁰²

50. In response to further MTE evaluator inquiries for more details on training, the project sent this information:

- PACF was given training in APSO design and networking with fishing districts during a consultative planning meeting on 5th July 2010.
- NECPAD, GEA and CIBA were given awareness raising and training on the use of social dialogue in child labour, 10 Dec 2010.
- NECPAD was given training in the design of APSO and networking with mining districts.
- Kuapa Kokoo, PACF were given training on financial and technical reporting, 9th February 2011.
- Training for GJA, MESW and CLU on APSO implementation is planned for 30 November 2011.

51. The MTE team asked for relatively straightforward information, such as a list of all training that had occurred during the project, but it seemed as if answers came in scattered pieces of reports. Another email inquiry resulted in a number of Excel files, one of which included all training seminars. This looked like the information that the MTE evaluator was seeking, but it was troubling that the file also contained personnel salaries and a file called "Family Status." Finally, it was discovered after the Ghana field site visit that the financial accounting section is the repository of monitoring and reporting evidence, and has efficiently and expediently inputted a great deal of information about the project activities. Some, but not all, of the trainings (under the heading seminars), mission travel, service contracts are tracked in cumulative excel tables, with dates, costs, and specific project codes. This helps to ensure systematic information for reporting. At the end of each quarter, year and end of project, all workshops can be documented. This also aids in

¹⁰² TPR, September 2010.

reviewing plans to assess progress in order to make adjustments. Table 2 was submitted by the project. It records training and seminars conducted by the project in 2011.¹⁰³

Table 2: Training/Seminars Conducted By The Project In Ghana in 2011

Title of event	Person Responsible	Technical Sector/Programme Concerned	Strategic Objective Addressed	Dates	Place held	Number of participants
Launching of Action Programme in Cocoa & Fishing sector	Francesco d'Ovidio	ILO Ghana, Ministries Departments & Agencies	Creating awareness in the fishing & Cocoa sectors	19/01-28/01	Juaboso District and Kpando District Assemblies	155
Launching of two new IPEC interventions	Francesco d'Ovidio	ILO HQ /Dakar, USDOL, Global Issues Group , Ministries, Depts.& Agencies	Creating awareness on two new IPEC interventions	10/04-12/04	Capital View Hotel; Koforidua	72
Strategic planning & development of comprehensive Monitoring & Evaluation of two new IPEC interventions	Francesco d'Ovidio	ILO HQ, US Department of Labour, Global Issues Group , ILO Dakar, Ministries Departments & Agencies	Operational planning of new IPEC interventions	13/04-15/04	Ministry of Employment & Social Welfare	50
Initial consultations in four Districts	Emmanuel Kwame Mensah	Elimination of child labour in the Cocoa sector	Initial planning activities for subsequent district consultations	14/06-28/06	Birim South, Suhum-Krabo-Coaltar, Twifo-Hemang Lower Denkyira, Wasa Amenfi West	44
District consultative planning workshop in Birim South.	Emmanuel Kwame Mensah	Elimination of child labour in the Cocoa sector	Identification of localities & Analysis of Direct Interventions in Birim South District	03/07-06/07	Birim South District	47
District consultative planning workshop in Suhum-Krabo-Coaltar	Miriam W. Gachago	Elimination of child labour in the Cocoa sector	Identification of localities & Analysis of Direct Interventions in Suhum-Krabo-Coaltar District	25/07-28/07	Suhum-Krabo-Coaltar	52
District consultative planning workshop in Wassa Amenfi West	Miriam W. Gachago	Elimination of child labour in the Cocoa sector	Identification of localities & Analysis of Direct Interventions in Wassa Amenfi West District	03/08-06/08	Wassa Amenfi West	53
District consultative planning workshop in Twifo-Hemang-Lower Denkyira	Miriam W. Gachago	Elimination of child labour in the Cocoa sector	Identification of localities & Analysis of Direct Interventions in Twifo Hemang Lower Denkyira	07/08-10/08	Twifo-Hemang Lower Denkyira	63

¹⁰³ Table 2 was compiled with downloaded information from an Excel file that was furnished by the Ghana ECOWAS Projects Office. While nearly true to file sent by the Senior Financial Officer, the Table was edited by the evaluator to fit the report by removing "in Ghana" and "the," changing "and" to "&," and merging the dates column.

52. Most, but not all, of the trainings reported in the TPR and emails showed up in the Excel files of 2010 and 2011 furnished by the Senior Financial Officer. The concern is that even when project activities occur, they may not be well documented. The ECOWAS Project has significant reach and the possibility of good results, but the steps must be documented to even begin to understand the actual impact or potential for replicability.
53. The capabilities of the IAs to record the enrolment of direct beneficiaries, through their field staff, teachers, and CCPC members, was more encouraging. PACF presented well-organized lists of every single beneficiary, and the other IAs similarly had names and information listed in some structured method, though not always typed neatly into a computer.

b) Professional Organizational Culture

54. As mentioned, the ILO-IPEC staff operate professionally, using cell phone etiquette and being punctual, but the institutional culture allows some practices to hinder their work. For example, MTE evaluators meeting preparations for at least two meetings, unrelated to the MTE, held in the Accra office where less than half of the attendees showed up on time. The ILO-IPEC staff telephoned to round the other people up. The pattern was repeated for the MTE Stakeholders meeting. Some participants show up at the appointed time, while others are called on the telephone to see if they were on their way. Meetings start late as a result of this practice; some agenda items must be tabled for the next time. A standard approach to meetings clarifies purpose, agenda, participant and outcome. Some are held regularly and last a clear period of time. Non-routine meetings often have an RSVP mechanism. Project staff should carefully consider the importance and purpose of meetings, and seek other, more efficient ways, to communicate if the attendance by invitees is problematic. This is not a problem with the routinely punctual ILO-IPEC staff, but the office and time management is theirs to control.

c) Broad Geographic Spread

55. The project works in no less than 18 districts in nearly every one of Ghana's ten regions.¹⁰⁴ Three districts are devoted to fighting child labour in the major cocoa-producing areas; thirteen sending and receiving coastal and Lake Volta districts for fishing; and six (soon to be seven) for mining. The mining sector project sites extend to galamsey and commercial mining locales, and sending and receiving areas. Justifications in choosing each of the project sites, included, though not exclusively: (a) seeking a balance of development inputs across varying cocoa-producing areas; (b) looking to address both sending and receiving communities; (c) reaching for the neediest communities; and (d) introducing previously uninvolved communities to the existence of child labour in their locale. These are certainly valid reasons to operate in certain communities, but travel and communication challenges arise for monitoring and supervising by both the IA and the project PO. The rationale is not supported by the capacities of the Implementing Agencies, taking into account the distances and the available funds.
56. The ECOWAS project focuses primarily on building national strengths and providing services to poor communities, with the supplemental objective that Ghana's accomplishments will serve to provide models of development for the ECOWAS/CEDEAO states. The geographical spread taxes the IAs field staff and their resources to deliver services, and the Ghana ILO-IPEC Programme Officer to be able to monitor activities in order to understand the challenges and provide needed support. In addition, it is incumbent on the PO to visit project sites in the field, which strains the

¹⁰⁴ Districts are decentralised administrative subdivisions, of which there are currently 170, although more are anticipated. One of NECPAD's 6 districts is about to be subdivided.

budget and efficiency. It would be advisable to review the number of districts where the project works, and consider reducing the coverage to optimize the "model project." The Table below, compiled by the evaluator using information provided by the Ghana project implementing agencies, demonstrates the breadth of the project sites.

Table 3: Geographic Spread of Ghana Project

Region/IA	NECPAD	KUAPA KOKOO	PACF
Ashanti Region	Amansie West		
Western Region	Wasa Amenfi West Tarkwa Nsuaem Prestea-Huni Valley	Aowin Suaman Bia Juaboso	
Brong Ahafo Region	Asutifi		Pru (Yeji) Donkorkrom
Accra	Ga South		Dangme East Ga South
Upper East Region	Talensi-Nabdam		
Central			Mfantseman Gomoa
Volta			Kpando Krachi West Jasikan
Eastern			Kwahu North Afram Plains

57. Presumably, the GJA and the GEA (with the Council for Indigenous Business Associations) work nationally.



58. Ghana is divided into 10 administrative regions, subdivided into a total of 166 districts. The project has sites in eight regions.

5.2 Progress towards impact

59. The project's impact, in both the policy arena and in direct action on the ground is already being noted, even at the mid-term. ECOWAS project activities have resulted in many positive outcomes, and promises more progressive changes to come to project beneficiaries (children, parents, communities, and government actors) through school enrolment, new work activities (livelihood enhancements), increased income, and improved stability in life. The impact of the project can be measured by assessing those outcomes that, without the project's inputs, might not have happened. This is very important, as these outcomes are where the magnitude of the ECOWAS project activity comes to have sustainable value.

5.2.1 National Policy

60. In the area of national policy, the national machinery shows promise and good will. Stakeholders, including government officials, particularly members of the NSC, assign a lot of appreciation to the project as providing the necessary support for the changes which have occurred in the past year and a half or more. Ghana has seen some significant outcomes related to child labour since the project began. In October, 2010 the cabinet approved the 2009-2015 National Plan of Action for the Elimination of the Worst Forms of Child Labour. The government ratified ILO Convention 138 on the minimum age of employment.
61. Clearly, the most notable achievements were the results of activities surrounding the approval, launch and subsequent implementing of the National Plan of Action are unquestionably linked to the collaborative work of the ECOWAS project staff and stakeholders. With launching of the NAP, the project engaged the services of a consultant especially to push to mainstream child labour issues extensively into all branches of government work plans. The consultant is organized, motivated and works efficiently, apparently on off-hours days off from her obligations with the National Planning Commission (NPC).
62. The NSC and the CLU are challenged by the lack of resources and a hiring freeze to keep one important element progressing in the overall fight against child labour. From a district and National Plan of Action point of view, the role of labour inspection services at district levels is supposed to be addressed. The head of the CLU in the Ministry of Employment and Social Welfare acknowledges the need for stronger support to train and empower labour inspectors. Since the ministry encompasses both employment and social welfare, in some districts there are only social welfare workers and no labour inspectors. Inspectors from the Ministry of Employment and Social Welfare are responsible for enforcement of child labour regulations, and district labour officers and the social services subcommittees of district assemblies are charged with seeing that the relevant provisions of the law are observed by annually visiting each workplace and making spot checks whenever they receive allegations of violations. Inspectors are required to provide employers with information about child labour violations and effective means to comply with provisions of the Labour Act. Training is planned for these important actors, who if motivated sufficiently, can become real advocates for working and at-risk children.

5.2.2 Direct Action

63. The Direct Action is an important component because it is policy in action, spreading out to communities and involving working and at-risk children, parents, teachers, assembly members, trades masters, and employers. Implementing agencies were selected from a list of certified NGOs presented to the ILO-IPEC by the Ministry of Employment and Social Welfare for the projects. At the direction level, the Implementing Agencies are extremely conversant in child labour. Like the

ILO-IPEC staff, the senior staff, founders, and executive directors of the IAs understood child labour definitions and their use (i.e. withdrawal and prevented). The Action Programme Summary Outlines (APSO) reflected an understanding of the proposed sites and conditions, ILO-IPEC expectations, and good planning, reporting, monitoring and evaluation skills. The groups selected for Action Programmes were, according to sectors:

Table 4: Ghana ECOWAS Implementing Agencies¹⁰⁵

Name of Implementing Agency	Project Title / Grant Amount
Parent and Child Foundation (PACF),	Withdrawal and Prevention of Child Labour in the Fishing sector in Ghana, grant amount US\$ 449,866.20 ¹⁰⁶
Kuapa Kokoo	Withdrawal and Prevention of Child Labour in the Cocoa sector in Ghana, ECOWAS I grant amount US \$101,600 and ECOWAS II US \$319.778 (listed as Pipeline project in ECOWAS II TPR, October 2011)
Network for Community Planning and Development NECPAD	Withdrawal and Prevention of Child Labour in the mining sector in Ghana, grant amount US \$451,925
Ghana Employers' Association	Support to Employers towards the elimination of child labour in the informal employment sector through social dialogue. (Amount not furnished by project)
Ghana Journalists Association	Strengthening the Media to enhance the engagement of Journalists and other social mobilisation agencies towards the elimination of Worst Forms of Child Labour in Ghana under the National Plan of Action ECOWAS II \$106, 400
Ministry of Employment and Social Welfare	Strengthening the capacity of the National Steering Committee (NSC) for effective coordination of child labour interventions in Ghana \$328,262
Ministry of Employment and Social Welfare represented by Child Labour Unit	Strengthening the capacity of National Level Institutions to effectively mainstream and Implement child labour interventions \$198, 597

64. All of the proposals were strengthened by sufficient local contributions, identified collaborating institutions, supplementary agencies, past experience, and realistic strategies to remove children from at-risk and exploitive child labour situations. Of the NGOs, all were known to ILO-IPEC project staff as having implemented Child Labour projects in the past, with the exception of Kuapa Kokoo, an NGO with a great deal of experience working with cocoa farmers. This was the group's first foray into an ILO-IPEC project, but their close relationship to the cocoa producers and background in community development made them a sensible choice.
65. Overall, the groups are competent and reliable. Action programmes are just beginning, but many beneficiaries have already been withdrawn and prevented. Parents have been assembled and, after program objectives explained, have demonstrated understanding of child labour issues, shown keen interest in enrolling in some sort of livelihood support activity, and in some cases are already participating in an IA activity. The Table Below, compiled by the evaluator using information provided by the project, implementing agencies and project documents, shows the extent of removal and prevention of beneficiaries from child labour by the three direct action IAs at the time of the MTE.¹⁰⁷

¹⁰⁵ This Table was compiled by the evaluator using information provided by reading Action Programmes Summary Outlines and emails from National Programme Officer.

¹⁰⁶ grants are paid to the Implementing Agencies, in installments, after they have submitted satisfactory periodic reports

¹⁰⁷ See Annex III for more specific indicators regarding the Implementing agencies.

Table 5: Mid-Term achievements for ECOWAS I Direct Action in Ghana

Sector Implementing Agency	Cocoa Kuapa Kokoo	Fishing PACF	Mines NECPAD	Target Totals	TOTAL To date
<i>Target totals</i>	500	2274	2276	5050	
Total Children Prevented	180	1142	780		2102
<i>Target totals</i>	300	1137	1138	2525	
Boys	90	634	434		
Girls	90	508	346		
Total Children Withdrawn	200	0	903		1103
<i>Target totals</i>	200	1137	1138	2475	
Boys	72	0	558		
Girls	128	0	345		
TOTAL W/D/P	380	1142	1683	(1845)	3205

66. The children have been withdrawn from the Worst Forms of Child Labour, including what is simply called *galamsey*. Technically “galamsey” is artisanal gold mining, but it has taken on a broader meaning, as it reflects all kinds of support services that surround the widespread illegal gold mining which is happening throughout the country.¹⁰⁸ Some children go deep into pits, work near dynamite explosions, crush rocks without protective gear, carry heavy loads of rocks, and sell water and other items to a community of migrant troublemakers and local reprobates. Girls are especially at risk to sexual abuse. In the cocoa fields, children work long hours, and are exposed to respiratory and skin diseases, harmful effects of pesticides and other chemicals, and accidents. In the fishing industry, it is not uncommon to hear of children drowning; many are seriously injured. The large numbers of children who are engaged in the informal economy is not known, but they are to be seen everywhere: selling, cooking, repairing cars, performing "adult" chores at all hours, everywhere except in a school yard. When interviewed, project beneficiaries recounted their personal testimonies of long hours of work, fatigue and sleep deprivation, physical and verbal abuse and neglect, poor sanitation, lack of food and hygiene, psychosocial symptoms caused by fear, worry, stress and violence.
67. There is concern that these children are not fully withdrawn. Those interviewed by the MTE team, particularly in mining areas, report working when school is not in session. This conflict with their study time means that they are still in harm's way.
68. Children in the fishing areas were observed working, although they were not recognized by the MTE evaluators as direct beneficiaries who had been interviewed. There were many children in the coastal communities who were working and not enrolled in school. However, a parent who was interviewed was observed later with her two children, clearly under age 15, who were carrying baskets of fish after school was over. The challenges remain to rehabilitate and reintegrate the children, and other support services such as health care, counselling, shelter, youth clubs, literacy classes, are still needed.
69. All implementing agencies have begun to identify at risk and working children in the selected areas and sectors and collect baseline data on direct project beneficiaries through the implementation of a DBMR system.

¹⁰⁸ A *galamsey* is a local artisanal gold miner in Ghana, West Africa.

a) Educational Programmes and Services

70. Kuapa Kokoo, Network for Community Planning and Development (NECPAD) and Parent and Child Foundation are the implementing agencies offering direct services to children who have been removed or prevented from child labour. All of the target beneficiaries who have been enrolled in formal schooling have received school supplies. Most have received school bags, sandals or sneakers, two sets of uniforms, exercise books, pens, pencils erasers, and math sets. So standardized are the inputs, similar to ILO-IPEC projects worldwide, that it is clear the ILO-IPEC project influenced or suggested the selection of inputs. These are completely necessary items for children to attend school in Ghana. Parents are, for the most part, extremely appreciative for the inputs. Head Teachers (School Directors) and other educators are not so sure.
71. Schools in target communities are often in very bad shape, with crumbling floors and inadequate desks. Some schools have received chalk, teaching aids, charts, and other equipment. School directors and members of School Management Committees with whom MTE evaluators met stated repeatedly that the lack of desks was, in their opinion, a major constraint to providing a conducive learning environment for children who were withdrawn and prevented from child labour. Head teachers have requested more desks from the district Education Officers, who usually acknowledge that they are in short supply. One Education Officer told MTE evaluators that desk shortage was not a problem, which only demonstrated his distance from the reality, as schools visited during the MTE, less than 10 kms away from the district office obviously needed desks. The ILO-IPEC should not be expected to supply government schools with furnishings, but IAs might consider having vocational trainees in carpentry make desks, and, similarly, uniforms made by those learning tailoring, once such programs get up and running. Indeed, at towns on the southeast coast seamstresses and tailors, beneficiaries from past PACF child labour projects are making school uniforms for the ECOWAS project.
72. According to Indicators from the original ECOWAS II project document, the project intended to track indicators related to Education (including the completion of basic school by tracked children, their access to secondary education or to vocational training/apprenticeship) for older children. It is too early to measure real impact, as children are just being enrolled at Primary and JSS levels. In interviews with children and direct beneficiaries, some anecdotal information was provided that already since school began in September (and some children started late) withdrawn student performance is equal to or better than normal students. In at least two cases, local community leaders (CCPC) at ECOWAS project sites have caused pressure on the district education officers to make changes related to improved school performance. For example, at a school where basic to JSS passing grades had dropped to 0 for the past two years, the CCPC was instrumental in getting all of the teachers transferred.
73. All of the Implementing Agencies received some training in child labour issues and projects, although for PACF and NECPAD, it was refresher for the groups' directors. On the ground, however, NECPAD staff did not demonstrate the same depth of understanding of the complexities of implementing a USDOL-funded CL project. For example, some beneficiaries enrolled in a vocational sewing program were not eligible because they were seventeen married with child and nineteen or twenty. At participating schools, there seemed to be some lack of understanding on the part of teachers of CL, and of the role that NECPAD was playing.
74. The agencies concerned dealt with issues of approval, funding, and deadlines in ways appropriate to their activities. NECPAD decided to focus on getting as many children enrolled so that the beneficiaries would have the full opportunities of the project throughout the school year. The group decided to put awareness-raising to the side while focussing on the enrolment. It would seem that

awareness-raising is crucial to building the understanding and that it may have been done simultaneously. NECPAD also found the absence of CCPCs in communities and decided to work only with district CCPCs, which have a heavy civil service membership, because they were not "told to establish any CCPCs, only to work with them." The impression of the evaluators was that, in focussing to meet the output demands of the project, NECPAD missed the crucial need to build the foundations of community development. While the school bags were delivered on time, and targets of child beneficiaries met, the long term understanding by the community is weak.

75. Target beneficiary children have received non-cash scholarship packages with school uniforms and supplies (books, pencils, etc.). These inputs should be critically reviewed for the benefits that they bring. Children need certain practical items, and some incentives, in order to be removed from child labour and stay in school. In some areas, those inputs may mean lanterns or flashlights, a latrine to be built at the school, or school uniforms. A welcoming learning environment may be as valuable as a tangible writing tool. As the project document was written with specific inputs itemized, there was little latitude to determine the most effective inputs for a given community. This does not suggest each child be considered individually, as that would tax the project efficiency, but local circumstances should be reviewed. MTE evaluators were repeatedly told by principals (head teachers) throughout the country that desks were needed, perhaps more than chalk, which was furnished by the project. Supplying school furnishings may be impractical, fraught with policy implications, and beyond the scope of the project. Nonetheless, it might be worth a discussion at country level, or among IAs to identify the optimum "scholarship packages."

b) Community Committees for Child Protection (CCPCs)

76. Although no preschool activities, extra-curriculum, leisure activities, or remedial classes were reported to the MTE team, it seems likely that some children were being linked up to some various services. Children need more support for school retention. Some interviewees reported dire circumstances -- that they were alone, running child headed household in the absence of parents (or had left abusive relatives), or were living on their own. The permutations of unfortunate situations can be so grim, and place children in such vulnerable positions, that it falls to the CCPCs to address them. In some cases, it seemed that a good line of communication between CCPCs and children existed (despite teachers serving on the CCPCs); in other locales, teachers were adamant to show the MTE evaluators direct beneficiaries for whom they cared and held hopes. They are often enrolled in school feeding programs where they exist, although this was not the case at a JSS School visited in the mining area, so it cannot be considered standard
77. The Community Committees for Child Protection (CCPCs) are perhaps the most essential part to the success of all aspects of the project. Most have received some training from the IAs or ILO/IPEC, and the leadership is impressive, especially considering some are illiterate, or unschooled. Several members interviewed were adults who were formerly trafficked to perform dangerous fishing. Another community member had a son who was hooked on gamamsey. The training has been very effective. As volunteers, they require special motivation, nurturing and incentives. Without the project's inputs, these community leaders might not have had the opportunity to change the face of their communities. Below is a picture of CCPC in Ada Foah.



c) Income Generation Activities (ECOWAS I) and Livelihood Support (ECOWAS II)

78. The two projects differ in that ECOWAS II was designed to provide a more robust approach to ending child labour by building economically strong households. Both projects have programs which provide income generating support to families of children who are engaged in CL, but ECOWAS II is designed to create stronger linkages between vocational training with income, conducting market studies to ensure sustainability, and strengthening all approaches to increasing family income to something more sustainable, such as credit and savings skills. For the Implementing Agencies, these distinctions remain a little unclear. The IAs are working to promote sustainable households under both projects.
79. Under ECOWAS I, NECPAD introduced innovative entrepreneurial and livelihood inputs to needy mothers. Through a trainer from Accra, women were trained in making detergents, shampoos, skin care products and tie and dye cloth that are in demand in their communities. Although a market study was not done, the enthusiasm of the enterprises and their optimism of the markets were promising. NECPAD also reports exploring, if not implementing a Social Inclusion Transfer Scheme (SIT) anchored on conditional non-cash transfers for 228 families with children withdrawn from gamamsey/quarrying activities. Unconditional transfers will cover known vulnerable parents/guardians whether or not they were involved in gamamsey/quarry activities but are all the same at-risk such that affirmative action is required to save them from engaging in the activity. The provision of the SIT will involve NECPAD team, CCPC members and Representatives from DSW. This was mentioned during the MTE only briefly, and it is not clear how the project is involved, but represents some innovative programming.
80. This was in contrast to communities where the PACF and Kuapa Kokoo were working. Anxious to launch livelihood activities, both Kuapa Kokoo and PACF had offered simply a "list of options" or suggestions for people to sign up and choose as livelihood activities. In talking with parents, it was apparent that they were willing to do anything, but the assessment by the evaluators was that in the area of livelihood support, these people need deeper consultation and support from the IAs. For example, in a discussion with impoverished parents of working children in a Kuapa Kokoo community, one woman explained how she had had a prospering tomato selling business when she became seriously ill for several years.¹⁰⁹ Now well, she was about to start up again, but got sidetracked by the "list of options," which included soap making and selling grasscutters (a local delicacy). Another woman in the same group had been a bread baker until her trades master had

¹⁰⁹ She had TB, and was not immediately diagnosed.

moved out of town. Now, she was half-heartedly signing up for soap making. In a PACF community, people were fixated on onions, since onions have become a major success in the area. This is a great option, if there is a strong interest, technical expertise and likelihood of success. The evaluators were concerned that these women were being pushed into enterprises that did not match their skills, interests, and were selected randomly (without the benefit of a market survey, among other things).

81. Fortunately, Kuapa Kokoo had invited a Ghana organization, Small Business Services Network, to meet with them before they have been fully enrolled in the business options. The SBSN does market analysis, provides consulting and training, including information and advocacy with rural lenders. All of IAs could benefit from this kind of input.

d) Awareness Raising

82. Implementing Agencies and district officials collaborate and cooperate in a few ways, so that some communities are being positioned to initiate and run anti-child labour activities. In addition to organizing World Day against Child Labour events, CCPCs, District social workers and assembly members, reported on small-scale community-initiated activities where child labour or child trafficking figured in the activity. Without adequate reporting from the communities, the project does not have documentation to fully appreciate or evaluate the impact of these events.
83. Although IAs are sensitive to the special problems and needs actions to ensure the access of girls to services and resources, that knowledge and sensitivity is not evident in any special programming. The quota of girls is enrolled, but there is no evidence that the health and hygiene needs of adolescent girls are being addressed, for example.

5.3 Monitoring and Evaluation

5.3.1 ILO-IPEC's Direct Beneficiary Monitoring and Reporting (DBMR) in relation to the Ghana CLMS

84. The project faced challenges initially in establishing strategies for child labour monitoring because, in the interest of strengthening national efforts, ILO-IPEC wanted to provide technical support for the Child Labour Unit, Ghana's Statistical Unit and Integrated Child Labour Monitoring System components through the extension of the GCLMS to districts targeted by the project. ECOWAS Implementing partners were called on to introduce the Integrated Child Labour Monitoring System, as stated in APSOs: "...application of the operational modalities of the newly designed Ghana Child Labour Monitoring System (GCLMS)." This strategy on child labour monitoring was chosen in Ghana in hopes of building institutional sustainability and conforms to ECOWAS objectives.
85. ILO-IPEC's Direct Beneficiary Monitoring and Reporting (DBMR) system is used by IAs as the primary beneficiary monitoring component to facilitate reporting to Accra, Geneva and Washington, DC. After implementing agencies identify at-risk and working children in target areas and sectors, they collect baseline data on the project beneficiaries. The IAs conscientiously input accurate (and verifiable) information (as possible) about a beneficiary child's work status and the services provided. Enrolment and retention rates related to the educational services provided to the child are entered into the DBMR. All of the community children are supposed to be registered into the GCLMS registers, and it may be that project beneficiaries are first to be inscribed. In language taken directly from the ECOWAS project documents, IAs proposed to "...set[ting] up and application of the DBMR and GCLMS at the district and community levels ...through consultations with the NSCLC, Tripartite, and the selected districts."

86. PACF's Action Programme Summary outlined its systematic approach to introduce the GCLMS:
- "As part of the district and community child labour surveillance mechanism ("Child Labour monitoring"), the system will consist of District and Community Registers.
 - "...Community Registers ... cover all children between ages 0 to 17 years. Where such registers already exist, they will be reviewed to ensure that they contain the relevant information, are complete and up-to-date. Schooling information will be cross-checked with data from school registers and can subsequently be used by the child labour surveillance mechanism and Parent-Teacher Association or School Management Committees as an early warning system for preventing school drop-out by following up on children who miss school for specified number of consecutive days.
 - "...District Register consolidate[s] all the community registers, will be updated at regular intervals and shared by the various sectoral departments at the district level. This database will inform district policies and programmes for ensuring that all children of basic school age are enrolled and remain in school."
 - Kuapa Kokoo's APSO describes GCLMS monitoring as "...Identification and assessment of targeted children...done in collaboration with local functionaries of the Ghana Child Labour Monitoring System (GCLMS), particularly the members of the CCPCs and the DCPCs. The process will employ appropriate GCLMS tools such as community registers, monitoring questionnaires and check lists to be deployed through community monitors visiting farms, households and other areas where children are likely to be found working."
 - "... the GCLMS at district and community levels ... will be in place to identify, withdraw, rehabilitate and socially integrate children engaged in unconditional WFCL and to prevent others from becoming involved."
 - NECPAD proposed "...Institutional strengthening through Ghana Child Labour Monitoring System (GCLMS)."
87. In real terms, the use of the registers is awkward. The registers are large ledgers that resemble artifacts of the Victoria age. Every page, which holds perhaps 100 names, and has at least twenty five columns requiring information normal for CL monitoring, also asks for birth registration numbers. Columns on each page must be filled in by hand. CCPC members often visit individual homes, or operate in churches and schools, so carrying around the registers is unwieldy.
88. CCPC members are on the front line, inscribing children into the GCLMS registers. Without exception, these people dutifully performed the task. However, when interviewed during MTE, terms such as "cumbersome," "a burden," "a lot of work and a lot of writing" were used to describe the process. MTE evaluators were told that the GCLMS registers are only being piloted, and that "this is the pre-test!" The MTE observed that the GCLMS has begun in earnest, with CCPC members and others using registers distributed to all target sites. Unfortunately, if, as MTE evaluators were told, these unwieldy registers are considered a pre-test, the Statistical Unit of the Ministry of Employment and Social Welfare and SIMPOC need to finish the test and evaluate the approach. There must be a way to meet the needs of all concerned without using 19th century technology.

5.3.2 General Project Monitoring and Evaluation

89. The concerns related to the inattention to planning tools underscore the concerns about the Ghana project's Monitoring and Evaluation process. Priorities which demanded the PO to be involved in

non-specific Ghana ECOWAS I and II work, such as orienting the interim CTA, or helping in developing other ILO-IPEC projects, explains, for example why he had not visited all of the project sites until the MTE. The perception of a profusion of tasks needing to be done made the M & E function appear unattended. Reports were filed on time, but concerns remain as to how the project manages information and supervises activities. For example, it is incumbent on the project to ensure that the awareness raising is innovative, effective, and that the right messages are embedded in the campaigns, even if the campaigns are implemented by an IA. That, and ensuring quality of all action programmes, is an extension of their M&E responsibility.

6. Sustainability

6.1 Policy and Direct Action

90. As designed and by definition, the ECOWAS project seeks to build sustainability by working in tandem with the government to facilitate and develop NAP policies, build institutional capacity and increase national awareness. The successes already attributed to the project and its stakeholders should be seen as steps towards a continuous momentum to monitor child labour that will ultimately be institutionalised.
91. In regard to the work of the IAs, some of the efforts are also designed to create sustainable households to eliminate the need for children to work, and enable them to attend school. As long as school bags, uniforms and sandals are distributed, these projects which expend so much energy into enrolling children in school will still see drop outs after the project ends. Investments into community and family focused livelihood support offer greater potential for placing children in an economically secure setting where work outside the home is not a necessity. Through its support to direct action programming, the project should intensify its
 - technical support to livelihood development and microenterprises,
 - place more emphasis on quality of educational services, (vocational, teacher training, school enrolment procedures, school supervision),
 - fine tune the functions of GCLMS, and
 - deepen of support of existing structures at the district level, including volunteers on the CCPCs.

6.2 Leveraging Non-Project Resources

92. The ECOWAS project is not a "cocoa project" per se, but focuses on the government's interest in stopping child labour in the cocoa producing areas. Project activities in the form of persuasion from Project Leadership have some potential for leveraging non-project resources through the involvement of commercial interests related to mining and cocoa. Cocoa interests are known to receive resources from international corporations to safeguard against child labour. These efforts need to be in greater synchrony with national efforts tied to the NAP, etc. The fishing industry also would be favourably affected if the child labour could be ended in that sector. Ghana has had success in forcing the commercial interests to become involved, and the ILO-IPEC support has been useful in that respect.
93. The relationship with National Programme for the Elimination of Worst Forms of Child Labour in Cocoa (NPECLC) seems somewhat unbalanced, as the agency, which organizationally should be a sub-section of the fight against child labour seems in charge, probably because of the resources it garners. The CLU and the MESW might lead a re-arranging of the relationships so that other

affected systems, including education, the labour inspectorate and social welfare division are strengthened.

6.3 Behaviour Change

94. Ghana's diverse citizenry has many traditional approaches and beliefs that adversely affect the ability for families to emerge from poverty, and children to withdraw from working in the WFCL. However, there is much to demonstrate that the country adapts and changes, when it serves the population. The ECOWAS Project document mentioned Knowledge, Attitudes and Belief Surveys that would be conducted in selected project intervention zones, but little is seen of this. However, changes in attitudes knowledge and behaviour are hallmarks of real sustainability. If people could go through a process of KAP analysis, the motivation and understanding of change emerges. The project should look into this methodology and start a pilot so that results can be demonstrated at the sub-regional level.

7. Conclusions

95. The ECOWAS I/II project in Ghana is clearly committed to providing high quality support to the national child protection mechanisms, and is already meeting project objectives. Its nationwide program of support for direct action activities is also effecting change.
96. Child labour has been around for centuries, but its negative impact on fragile economies and changing societal structures is only now recognized. Ghana is right to be acting as urgently as it is, with the NAP, and other new measures it is taking. The ECOWAS I/II Project is on the right track as well, and with minor changes, will be a project that can be replicated in the whole West African sub-region.

8. Lessons Learned and Potential Good Practices

8.1 Lessons Learned

97. At the mid-term stage, while the project is still in a maturing process, the instructive value of the experiences is still to be analyzed. The MTE evaluators did not feel that there were lessons ready to be incorporated in the MTE Report.

8.2 Potential Good Practices

98. The project continues to accumulate a huge knowledge base regarding child labour, not just in Ghana, but in the neighbouring states. Members of the NSC and the ILO-IPEC staff are very well-informed about all aspects and permutations of the phenomenon of child labour and trafficking. This makes it easy to move forward, as so many activists are speaking the same technical language and understand core strategies which must be adopted to fight the problem.
99. ILO-IPEC'S critical support to the central actors in the fight against child welfare on the national policy level, Ministry of Employment and Social Welfare and its Child Labour Unit demonstrates commitment by donors and implementers. This support facilitates stability and a strong focus on eliminating child labour. This kind of support is important in the face of the global economic crisis as well.

100. Tapping into the knowledge and experience of adults who were actually trafficked, fraudulently recruited and mistreated as children to serve on CCPCs has proved to be a good practice. Volunteers on CCPC have to be special people who bring sensitivity and wisdom to the position. The IA field staff members who discover these local treasures have fewer problems raising awareness and have good project allies.
101. The project efficiently saved money and time by doing training for front line practitioners at or close to work sites, rather than incurring costs for people to travel to fancy beach resorts.

9. Recommendations

102. The following recommendations are made in the interest of deepening the foundations of the ECOWAS I and II projects, so that greater impact may occur. Some of the recommendations go back to the beginning of the project, where more ground work could have been laid. Keeping in mind the Model Project aspect of all of the interventions, it is worth it in the long run to install new procedures and revisit some assumptions in order for the project to be replicated in the ECOWAS/CEDEAO countries. These are Key Recommendations, meaning it is felt that these changes are critical for successfully meeting project objectives, but it is recognized that there are budgetary implications. The project management recommendations (#1-3), if fulfilled, will have a progressively positive effect on the overall implementation. These recommendations are focused on activities within the project's domain. The suggested changes would be made at the country level, although it may be necessary for ILO-IPEC Headquarters to support their execution.

9.2 Intensify Efforts to Meet Project Indicators

103. Overall, to further its aims to stop child labour in Ghana, the project needs to:
 - a. strengthen its technical support on livelihood development and microenterprises;
 - b. place more emphasis on quality of educational services, (vocational, teacher training, school enrolment procedures, school supervision);
 - c. fine tune (through the proper MESW channels) the functions of Ghana Child Labour Monitoring System (GCLMS) ; and
 - d. continue support of existing structures at the district level, including volunteers on the Community Child Protection Committees (CCPC).

9.2 Project Management: Use Dynamic, Useful Management/Implementation Plans (M/IP)

104. The ECOWAS project originated from in-depth planning, based on needs assessment and conceptualizing. Many planning documents related to reporting have been generated, but seem more useful for reporting to donors than to the day-to-day monthly and quarterly outcome-driven implementation. For such a complex project, with multiple partners performing many activities, the project management needs to have a more visual plan of action whereby progress can be easily and rapidly monitored. The final outputs are clearly identified, but the steps leading to them seems less defined. While it appears that each of the partners has planning tools, the project office does not appear to have its own unique, visual device, such as a Gantt chart, a Pert Chart, Results Framework (specific to the Ghana program) or a MI/P, to show the necessary critical path for things to happen.
105. For sustainable results, the Ghana office needs to create and utilize country-specific plans that serve as a clear road map, with clear, identifiable steps to reach the already well-defined outcomes; and

short term deadlines that reveal progress towards the laudable and possible objectives; not just the performance monitoring forms required from donors. If the MTE team missed these tools, it is because they were not in evidence to be actually used on a regular basis.

9.3 Project Management: Increase Technical Support and other Human Resources

106. The staffing of the project is qualified to run the project, but is over-worked. The project has multiple levels which come together in a rich mosaic, but which also require multiple levels of expertise, especially in the areas of awareness raising, monitoring and evaluation, and livelihood support. Certainly, it is possible that the implementing partners could build on their individual expertise in awareness-raising to create a major campaign, or consultants can be hired, but the coordination and the technical expertise rests on the ECOWAS I/II staff. Consultants do not provide the same level of commitment and responsiveness than those of staff members who have developed and understand the project's technical approaches over time and through experience.
107. It is suggested that the ECOWAS Project design and provide a Standard Operating Procedure (SOP) for these technical aspects (awareness-raising, monitoring and evaluation, livelihood support and KAP surveys), but these are not to be done in a vacuum. The implementing partners have a lot of experience in creating strategic approaches. One workshop where SOPs are developed together may eliminate the need for later training sessions. Rather than developing a manual or pre-set training from the ECOWAS Project centrally, implementing partners could be brought into the process to creating them. This will foster a deeper understanding and investment in following them.
108. The M&E aspect related to Child Labour monitoring as well as the DBMR reporting is covered to some extent, although a data entry clerk for the project would probably help alleviate the work of those who now do it so that they could attend to their other tasks.

9.4 Build in More CL-specific Capacity Strengthening for NGOS

109. While capable and working extremely hard, the field staff of the direct action implementing agencies seem to be not wholly integrated into the larger project. Leadership of the IAs reported feeling connected and appreciative that the Programme Officer was immediately responsive and helpful. However, in the field, some IAs seemed to operate as remote entities. The ILO-IPEC should provide implementing partners with (1) more technical support through consistent strategies, such as SOPs, and (2) create opportunities to efficiently share lessons learned. In child labour projects, a frequent problem in enrolling beneficiaries is age discrepancy, or eligibility as to WFCL, or issues of withdrawal, prevention and retention. One IA put awareness raising on the backburner in the interest of enrolling direct beneficiaries to coincide with opening of the school year. The PO or the other IAs may have been able to offer a solution so that both tasks could have been performed simultaneously. Some IAs are more proficient than others in designing awareness messages. Others have developed good methods for handing out the school supplies.
110. Most IAs have established community child labour committees if they did not exist before. The CCPCs are perhaps the most essential part to the success of all aspects of the project. If they do not exist, the IA should establish them.
111. Exchanges between the social partners and the IAs would be productive to gain consistency and expand capacities in doing awareness raising. More technical support in areas such as livelihood support, impact analysis, efficiency, reporting and time management, and monitoring as well as simply opportunities to share experiences should be facilitated by ILO/IPEC.

9.5 Project Design: What's Missing? Children's Participation

112. Some of the project activities did successfully involve children in a public and respectful way, especially the celebrations surrounding World Day against Child Labour. Many of the beneficiaries have stories to tell. Children respond to rewards and recognition. Considering several children withdrawn from child labour are doing well in school, perhaps attention could be paid to their leadership abilities. A small delegation to meet with the Minister of employment and Social Welfare and a few members of Parliament might increase awareness and result in policy change. The Consultant responsible for NAP integration might work with the PO to shepherd the withdrawn children. Of course any interventions such as this must take care that their involvement is not exploited.
113. Although children are supposed to be involved in CCPCs, they are not, although youth are. Children may not have the level of sophistication to participate in a committee, but should be given a voice.
114. SCREAM clubs are listed as an output in the project, but interviewed children at every school visited during the MTE reported no clubs, drama or other extracurricular opportunities besides sports.

9.6 Livelihood Support: The promise of a path out of poverty is fraught with potholes.

115. There is agreement that extremely poor parents allow, and sometimes encourage, their children to become involved in even the worst forms of child labour out of desperation if not ignorance. The introduction of support which will help to pull families out of poverty is essential, but must be entered into with care and strong technical support. The ECOWAS Project IAs have had successful experiences with the development of income generating activities (IGA) and employment creation though providing education opportunities such as vocational training and apprenticeships. The IAs should feel encouraged to continue support in those areas, with the aim of establishing self-sufficiency among their beneficiary children and families.
116. The project document of ECOWAS II invites IAs to try new concepts of building solid livelihood support projects. According to some IAs, the target numbers for families is small, and the project impact, results and potential for sustainable change (children remain withdrawn from WFCL, for example) might be better if the focus was on strengthening families from the beginning of the project.
117. Livelihood support is a complex development approach which is evolving at a rapid pace, based on lessons learned worldwide. Interviews with implementing agency field staff revealed an interest in staying current, and learning about similar development approaches beyond the borders of Ghana. IA Staffers (including GEA, GTUC), ILO-IPEC project staff, Small Business Network Services (SBNS) or other stakeholders would benefit from the lessons learned at BRAC, (formerly Bangladesh Rural Advancement Committee) in Bangladesh, with projects now in a few African countries (Sierra Leone, Liberia, and Uganda). The group offers training, welcomes visits and could be engaged to come to Ghana for on-site training, particularly in social enterprises and microenterprise creation. Recognizing that this recommendation is outside of the original budget, it might be worth revising the budget to benefit from English-language, long-time experience to build the capacity of the implementing agencies. (<http://brac.net>)
118. If the project is going to address the needs of the impoverished parents of working children, it needs to beef up the technical assistance and create a strategic approach for livelihood support. The ILO has experts, BRAC and the Grameen Bank, as well as some local organizations which can be

consulted. For example, the NGO Small Business Network Services (SBNS) could be a technical adviser with just under ten years of experience to help IAs organize their activities.

119. When constituents at the grassroots level repeatedly say, "I need capital... to [make soap], or [buy more XYZ to sell], for example, without a hint of a market analysis, it is clear that they are not knowledgeable about the possible pitfalls, and have not been exposed to real livelihood support and small business enterprise development. It is up to the project at the country level, and the IAs to become better equipped in the techniques before jumping in with "capital."
120. Once a strategic approach is adopted, then the project should produce SOPs so that the implementing partners can measure their progress.

9.7 Change Practices by Examining Knowledge and Attitudes

121. The ECOWAS I and II Project documents mention many approaches, among them introducing KAP methodology (Knowledge, Attitudes and Perception).¹¹⁰ While this should have been launched from the beginning stages of the project, there is no indication that this has been started, much less contemplated. KAP methods can be highly successful when linked to behaviour change, and the project offers a great opportunity to test it. For example, once data is collected, the GJA may be able to create a soap opera or story line, such as the story of a trafficked child that can be transmitted in their radio and print messages. Halfway through the program, the project may be challenged by implementing this activity (which was mentioned in the project documents), but if started and followed scrupulously may produce an excellent model for the sub-region. The Ghana project office should explore developing a pilot, completely participatory KAP strategy before it is too late.

9.8 Ensure that Schools are Welcoming to Withdrawn Working and at-risk Pupils

122. Children who were interviewed in the course of the MTE reported loving school and school teachers. While that offers a very positive view, the evaluators were concerned that children are impressionable and watch adults as role models. Some educators set a bad example, as were witnessed, teachers who are chronically late (or even absent); head teachers who allow debris to build up in the school yard; primary school teachers who march kindergarten children with a threatening stick and expect the tots to carry chairs, mats and boxes from one class to another. Often these educators had good excuses ready, such as, they were late for school or absent because they lived far from the school, or, the school yard was filled with debris because they had no funds (supplied from the government) to clean up. Agility in making clever excuses is negative role modelling.
123. Parents, School Management Committees and CCPCs were not impressed, either. In two cases, CCPCs reported taking action to ensure better schooling for their children. The implementing agencies can make suggestions or think of way to make the schools the centrepiece of the target

¹¹⁰ See, Paragraph 172 Awareness raising and social mobilization activities will be organized in the communities selected for targeted interventions, following the broad strategies outlined above (under "Awareness raising and social mobilization"). Participative approaches will be used to change attitudes and perceptions at the local level, and to empower local communities to address the causes of child labour through collective action. ;

See, p. 78, Improvements in the level of awareness on national laws, penalties and dangers associated with child labour and alternatives to child labour at community level (1.4) RCI and Ghana: Results of Knowledge, Attitudes and Belief Surveys in selected project intervention zones.

communities, and should acknowledge publicly the power of these community-based advocates whenever possible.

9.9 Reward the Hard Workers

124. The project seeks to create more sensitized and sensitive teachers, social workers, labour inspectors, and police. In building their capacity through training, recognize and reward the champions. Supplying T-shirts, caps and badges are ways to institutionalize and recognize their good work. Build legions of child labour champions -- it may be a determined child (beneficiary), an assemblyman, a Queen Mother, a former trafficked adult, of even a Member of Parliament.

9.10 Remember the Big Picture: Objective 2

125. As a core country, Ghana has an important role to play in the second objective. to serve as models and learning laboratories for the benefit of decision makers and other stakeholders across the sub-region as a result of linking the two objectives. The Ghana country program is an integral part of the overall plan, so program staff and stakeholders should regularly review progress made on **Objective 2** outputs to identify key areas of convergence.



Annex A: Key Documents Reviewed

More than thirty documents were reviewed in preparation of the MTE. Besides the Terms of reference for the MTE (TOR_MTE_ECOWAS_Final_version_w_rev_Logframe)

These included:

Project Design Documents

ECOWAS_I_PRODOC

ECOWAS_II_PRODOC

List of Agencies (RAF0951USA_TPR_1003_App_01 Annex 01)

Action Plans and Reports

March 2011 Cocoa_ap_techprogress_March_2011

May 2011 MINING_RAF0951PUSA_AP08_NECPAD_APSO_23052011

Network for Community Planning and Development (NECPAD), March 2011

Fishing Ghana 111110_TPR_Aug 2011

Mission Report Title of Action Programme: Support for the Elimination of Worst Forms of Child Labour (WFCL) in the Cocoa Sector in 15 Communities of the Bia, Juaboso and Aowin-Suaman Districts.

Fishing AP Work Plan

Other documents furnished by the IAs, including names of beneficiaries.

Technical Progress Reports

March 2010: RAF0951USA_TPR_1003 March 2010

September 2010: Sept 2010 RAF0951USA_TPR_1009

March 2011 (April): RAF0951PUSA_TPR_1110_R Technical Progress Report (TPR) – April 2011

TPR_MAY_2011_RAF0951USA_TPR_1104

September (October) 2011: RAF0951PUSA_TPR_1110_R

OCTOBER 2011 TPR_October_2011_RAF0951PUSA_TPR_1110_R

Some USDOL comments were shared, but no documents were made available

Other Project Related or Ghana Contextual Documents

- Ghana National Action Plan
- Final report NAP Italy Sept 30 2011
- Government of Ghana's Response to the USDOL on Child/Forced Labour in Foreign Countries May 2011
- 2011 Financial Year Budget Speech - Ghana News Link (www.ghananewslink.com/adurl.)
- DR. Kwabena Duffuor, Minister of Finance and Economic Planning
- Ghana Mining Information on Line (www.Newmont.com)

Materials related to the Cocoa Protocols:

- NECPLEC materials, <http://childprotection.gov.gh/organizational-structure>
- Child Labor in Ghana Cocoa Production: Focus upon Agricultural Tasks, Ergonomic Exposures, and Associated Injuries and Illnesses, L. Diane Mull, BSb EDa and Steven R. Kirkhorn, MD.
- Harkin-Engel Protocol
- International Labor Rights Fund , Updates on Cocoa Protocol

- The Hershey Report
- Payson Center for International Development and Technology Transfer of Tulane University, Cocoa Project Materials:
 - a. Final Report, Oversight of public and private initiatives to eliminate the worst forms of child labor in the cocoa sector in Côte d'Ivoire and Ghana/Final Report on the Status of Public and Private Efforts to Eliminate the Worst Forms of Child Labor (WFCL) in the Cocoa Sectors of Côte d'Ivoire and Ghana. March 31, 2011.
 - b. Annual Surveys of Child Labor in the Cocoa-Growing Areas of Côte d'Ivoire and Ghana. 2007-2009
- World Vision Australian: Our Guilty Pleasure: Exploitative Child Labour in the Chocolate Industry – 10 Years on From the Harkin-Engel
- Cocoa Protocol World Vision Australia, April 2011 and numerous other documents on the free-range worldwide web.

ILO/ IPEC Design, Evaluation and Documentation (DED) Briefing Materials

- Design And Evaluation Consultants (March 2011)
- ILO/ IPEC Design, Evaluation and Documentation (DED) section guidelines materials
- Briefing Material on Monitoring and Evaluation in IPEC
- DED Guidelines 6: Elements of Self-evaluation Guidelines
- DED Note 1: Preparing Terms of Reference for Evaluations (in certain cases)
- DED Note 2: Project Monitoring Plans
- DED Note: 3: Types and Levels of Evaluation in IPEC
- DED Note 4: Project cycle in IPEC
- DED Note 5: Process of Managing Evaluation in IPEC
- DED Note 6: Impact Assessment in IPEC\
- DED Note Self Evaluations
- ILO Global Reports on Child Labour 2002, 2006, 2010
- ILO Decent Work Country Programmes materials, Draft DWCP for the countries covered in this evaluation: Benin and Côte d'Ivoire

Annex B: Itinerary

DATE	ACTIVITY	VENUE	COMMENTS
Sunday, November 6			
	Meeting with Mrs. Miriam Gachago (ILO/IPEC Ag. CTA)	Novotel Hotel, Accra	
	Sam Benefo, National Co-Evaluator		
Monday, November 7			
	Meeting with Mrs. Miriam Gachago	Accra	
	E. Kwame Mensah, Program Officer	ILO/IPEC Offices,	Met ILO/IPEC Staff
	Meeting with Stella Dzator, National Program Coordinator, ILO/IPEC Cocoa Project Former Child Labour Unit, MESW		Despite Public holiday, some stakeholders came
	Ghana Employers' Association		
	Charles Asante Bempong		
	Meeting with representative of the		
	Trades Union Congress (Andrews Tagoe)		
Tuesday, November 8 - Wednesday, November 9			
	Field Visit to PACF, IA working	Coastal Area	FISHING
	with communities along the coastal belt Totimekorpe, Ockansekorpe	Ada Foah	Accra Region
	Visit to Schools	Elevanyo Basic Schools	
	Meeting with CCPC	Elevanyo Basic Schools	
	Meeting with Parents whose children have been enrolled in schools	Elevanyo Basic Schools	
	Meeting with beneficiary school children		
	Observed school feeding program	Elevanyo Basic Schools	
	Meeting with Headmaster	Puteh Basic schools	Some kids spent money on candy
	Meeting with pupils enrolled by the program	Puteh Basic schools	
	District Social Welfare (4), Education Officers (3)	Adafoah	
	Meeting with the District Directorate of GES	Anyamam	
	Meeting with school Pupils	Anyamam	
	Meeting with Parents of Pupils	Anyamam	
	Meeting with Headmaster	Anyamam	
	Meeting with CCPC	Akplabanya	
	Meeting with school pupils	Akplabanya	
	Meeting with Parents	Akplabanya	
Thursday, November 10			
	Travel to Kumasi	Kumasi	
	Meeting with staff, Executive Director, Kuapa Kokoo	Kumasi	COCOA
Friday, November 11			
	Meeting with field staff, Kuapa Kokoo	Sefwi Proso	
	Meeting with CCPC	Sefwi Proso	
	Meeting with Women in Livelihood project	Sefwi Proso	
	Meeting with school Pupils	Sefwi Proso	

DATE	ACTIVITY	VENUE	COMMENTS
	Interview with the Executive Director, SBSN	Sefwi Juaboso	
	FGD - 2chn, 2 youth, 4 adults	Sefwi Juaboso	
	Meeting with District Coordinating Director		
Saturday, November 12			
	Travel to Mining Areas	Kenyasi	Technology issues
	Interviews with commercial miners	Kenyasi	
Sunday November 13			
	Interviews with independent community members	Kenyasi	
	Visit to galamsey (illegal mining sites). Observe child labour	Kenyasi	
	Interviews with Galamsey workers	Kenyasi	non-project youth workers
Monday, November 14- Tuesday 15			
	Meeting with the Executive Director, staff of NECPAD	Kenyasi No. 1	IA operating in mining sites
	District CCPC and Assembly member		
	Meeting with the District Chief Executive	Asutifi District	Other district officials
	Observe mining sites	Kenyasi No. 1	Observe mining sites
	Meeting with Wuromumuso Primary&JHS pupils	Wuromumuso	Headmaster and teachers
	Meeting with Women in Livelihood project	Acharensya	Different IGAs, local and liquid soaps
	Observed Parents Group, PO gave awareness talk	Acharensya	
	Meeting with Nkasaem Presby Primary& JHS pupils	Nkasaim	
	Meeting with girls in apprenticeship	Acharensya	Dressmaking, age and beneficiary concerns
	Meeting with girls in apprenticeship	Acharensya	Hairdressing, Trades master
	Travel to Kumasi		
Wednesday, November 16			
	Travel to Accra		
	Meeting with Key MESW Acting Chief Director, Chief Labour Officer, Deputy Director/Focal Point	Accra	
Thursday, November 18			
	Interview with personnel from US Embassy	Accra	
	Meeting with MOCWA Acting Director, Children	Accra	
	Stakeholders meeting Preparation	Accra	
Friday, November 19			
	Stakeholders meeting	ILO Conference Room, Accra	
Saturday, November 20			
	Travel		
November 19 - December 1			
	Evaluation Report Writing		
	Write Report		
Wednesday, November 30			
	Submit Draft Evaluation Report to ILO/IPEC		

Annex C: People Interviewed

ILO-IPEC	USG
Switzerland 1. Peter Wichmand, Head, DED, Senior Evaluation Officer 2. Ricardo Furman Wolf, Senior Evaluation Officer 3. Frank Hagemann, Research & Policy Head 4. Mary Read, Programme & Planning Head 5. Alex Soho, Senior Programme Officer 6. Simon Seynes, Head, Social Dialogue 7. Constance Thomas, Director IPEC 8. Francesco d'Olividio, former project Chief Technical Advisor (CTA), (By Telephone) in Pakistan ILO-IPEC 9. Sina Chuma-Mkandawire, Director of ILO Sub-Regional Office in Abuja, Nigeria (met with in Accra, Ghana) ECOWAS I/II PROJECT 10. Miriam Wangechi Gachago, Interim CTA, Accra 11. Emmanuel Kwame Mensah, Program Officer and M&E 12. Percy Ntow-Amoako, Senior Financial Officer 13. Akpene Amenumey, Administrative Assistant 14. John Osei-Afram, David Annor Mantey, Drivers	USDOL- Office of Child Labor, Forced Labor and Human Trafficking (By Telephone) 15. Tanya Rasa, Division Chief, Africa 16. Chris Dearing 17. Maureen Jaffe US Embassy, Accra 18. William N. Holton, Jr., Political Officer, US Embassy, No. 24 Fourth Circular road, Cantonments, Accra, Ghana, Tel: 030 274 1851 19. Alike Ampy Samuel, Democracy and Human Rights Coordinator, No. 24 Fourth Circular road, Cantonments, Accra, Ghana, Tel.: 030 274 1336
Government Of Ghana, Accra	District Officers
20. Nancy L. Dzah (MS), Acting Chief Director, Ministry of Employment and Social Welfare 21. Elizabeth Hagen, Chief Labour Officer 22. Gloria Noi, Deputy Director, MESW, PME, ILO Focal Person 23. Mary Mperreh, National Planning Commission, Consultant to ECOWAS Project for Integration of NAP 24. Mariama Yayah, Acting Director, Department Of Children, Ministry Of Women And Children Affairs 25. Stella Dzator, ¹¹¹ , former head of MESW Child Labour Unit, now ILO/IPEC CCP	Administrative 26. Eric Addae, District Chief Executive, Asutifi 27. David Gorman Hammond, Managing Director Education 28. Hanna Kitcher, District Training Officer 29. Stephen S. Nartey, 30. Sywujer Mionnnerg, Education Officer Department of Social Welfare 31. Simon Brace, FP/CLU 32. Peter Duayah 33. Divine Exorgbe 34. Priscilla Ocansay 35. Toninie Abu Alhassan 36. Emmanuel Kiu 37. Seth O. Acheampony Other 38. Sanfo Adamuidwa, Community Development 39. Victor Ownsu Boalry, District Statistical Officer 40. Stephan E. Tikdi, District Director, National Commission for Civic Education

¹¹¹ Interviewed in her capacity as former Ghana government employment, as well as ILO-IPEC employee

Implementing Agencies and Social Partners	
Ghana Employer's Association 41. Charles Asante-Bempong, Project Manager, General Agricultural Workers' Union (GAWU) of Ghana Trades Union Congress (TUC) 42. Andrews A. Tagoe, Head - Rural Worker, Ghana Journalists Association 43. Dave Agbenu, Organising Secretary, Parent and Child Foundation, PACF 44. Elizabeth Danquah, Field Staff, Dangme East	Kuapa Kokoo 45. Emmanuel Kwabena Arthur, Executive Director Kuapa Kokoo Program staff 46. Joseph Nabin, PO 47. Prempeh NECPAD, Network for Community Planning and Development 48. Paul A. Kukwaw, Executive Director 49. Doris Owusu Ansah, Health Assistant 50. Michael Anhwere Bona, Field Staff 51. Morkeh Ittcophilus, M&E Officer
School Directors And Teachers	
52. Ames D. Asamani, Deputy Director, Basic School 53. Francis B. Attor, Anyamam Presbyterian Primary School 54. Rosamund, Owner/Teacher Rose's Beauty School	55. Adjei Boateng, IC, and two teachers, Norammuso JHS head 56. Ames D. Asamani, Deputy Director, Basic School
Focus Group (FGD) and Individual Interviews: <i>FGD consisted of no less than five, usually 6-8 interviewees)</i>	
Total Number formal school beneficiary FGD: 9, Apprentices: 2	
57. Frederikca, 10 yrs, P1 58. Mabel, 9 yrs, P1 59. Obed Teykunor, 12 yrs, 60. Elizah Owiah, 9 yrs 61. Mabel Kwao, 14 yrs, P3 62. Vincent Busnmpurah 11 yrs, Class P1 63. Patricia Hnago 11 yrs, Class P1 64. Debora Tokoli 7 yrs, Class P1 65. Bismowk Tokoli 7 ½ yrs, Class P1 66. Jennifer Tokoli 10 yrs, Class P1 67. Stephan Tokoli 6 yrs, Class P1 68. Wortu Mumuso, Primary school student 69. Osu Kingsley 13 yrs	70. Joyce Ofori, 13 yrs 71. Asha Issaka, 15 yrs 72. Helina Boald 14 yrs 73. Vincent Anokye 74. Mathias Ekok 75. Enock Adu 76. Nuru Seidu 77. Abdal Majid 78. Woramumu Sodiashs 79. Mynamamgiskofi Amapi 80. Ajaratu Issaka 81. Deborah Nsiah 82. Vocational Trainees FGD, Tailoring, Hairdressing, Rose's Beauty School
Community Child Protection Committees and Parents	
Total Number Community Child Protection Committees CCPCs : 4, District 1	
83. Samuel Ashiengmor 84. Micheal Aklie 85. Gideon Akhplehey 86. Amos Dostsor 87. Elizabeth Dornor	88. Beatrice, Teacher 89. Child Protection Committee, Songutsokpah Dangme 90. East Dds Patukape Focus Group, Akyablanya
91. Ana Falcia Tokoli – (Abenogo – son) 92. Mabel Okutu (Albekto Akli – byr) 93. Narh Rose (Erasmis Osah 8 ½ yrs) 94. Joseph Tokoli (Corobin Tokoli) Cassette seller 95. Emmanuel Okotu (Ezekiel Okai) 96. Grandfather of 6 kids – Beach cleaner 97. Efram Asamani (Raphel Asamani) 2 kids PACF 8 years	Elvanyo/Patukope School 98. John Lanomo 99. Simon Busumprah 100. Frank A Koto 101. John Sappor
CCPC Anyamam Presbyterian Basic School 102. Paulina Obuor 103. Samuel Okutu 104. Bernard Azaglo 105. David Tokoli	Ockanseykope School 107. Frank Oworhu 108. Dornu Thomas 109. D. Joseph 110. Abraham Achury

106. Charles Abayateye	111. Emelia George
112. Parents/Women's Enterprise Group, Kenyasi (Acharenya)	117. Akalua Serwag
113. Mary Pokula	118. Yaa Mawa
114. Meli Sulig	119. Stella Kyere
115. Ama Safoaa	120. Abeuaa Ampong
116. Anna Kwaabea	
Other Informants	
Small Business Services Network (SBSN)	125. FGD migrant young men from North at mining site
121. David Z. Atiga, President SBSN	126. Galamsey business people
122. Rebekah, Program Officer,	127. Mother and working son
123. Joyce C.. Administrative Officer,	128. Adult Sister and working brother
124. Mr. J,S, H, Health and Safety Trainers for Newmont Mining, Australian Mining Consultants, Inc..	129. Child labourers, vendors, rock crushers, porters
	130. FGD non-project children

Stakeholder Meeting Participants

List not provided.

Annex D: Evaluation Instrument Matrix

The MTE used the following matrix/ check list to ensure that questions from the ToR (Annex F) and other concerns were answered. This is not a questionnaire and answers were recorded separately. The methodology used is interviews and FGD so that trust is established, and the exercise is not perceived as a grueling interrogation.

✓	Area of Evaluation	Inputs and Evidence Query and Desired Characteristics
	1. PROJECT DESIGN	
	Assessment of Goal statements	
	Assessment of Objectives	
	Assessment of Indicators	
	Sound identification of problems and needs RELEVANCE	Logical Coherent Appropriate Suitable Feasible Practical
	Pre-design study and process/actors involved in design	
	Sustainability	Exit strategy and national ownership plan
	2. ACTION PROGRAMS or CONTRACT	Fishing Mining Cocoa Other
	3. RESULTS	
	Achievements	Met Specific indicators
	Progress	Impact on Children
	Challenges	
	Unanticipated outcomes Lessons Learned [Potential] Good practices (need comparisons)	Innovations, Anecdotes, Results, Press and Media Awareness Impact on Communities
	Policy Initiatives	Policy Change, By Laws, Enforcement
	GCLMS	
	National Action Plans	
	Other	
	4. PROJECT MANAGEMENT	
	(a) Reporting	Timely Informative Accurate
	TPRs	
	APs	
	Work Plans	
	Other report/ Plan	
	(b) budgeting, spending, procurement	
	(c). Personnel -- hiring, supervision	Sound hiring practices Staff support Capacity

	5. MONITORING AND EVALUATION	
	Monitoring plan	All aspects of Children W/D, prevention, retention, not returning to work, work hours
	Detailed definition of indicators	
	Sources of data collection	
	Methods of data collection	
	Frequency of data collection	
	Persons responsible for Data collection analysis and reporting	
	6. CAPABILITIES AND CAPACITIES	
	Institutional Development	
	Training	
	Partner Selection	Criteria Process
	7. QUALITY ASSURANCE	
		School Attendance And Performance
	8. EFFECTIVENESS	
	Objective Attainment	
	8. EFFICIENCY	
	<i>Cost v. Benefits</i>	
	10. CHILD INVOLVEMENT AND PARTICIPATION IN THE PROCESS	
	11. KNOWLEDGE AND AWARENESS	
	10. SUSTAINABILITY	
	National Ownership	
	Resource leveraging	
	Program innovations	
	Other	
	11. Cross-Cutting or Specialty Issues	Cocoa Gender awareness HIV/AIDS
	Ways to measure ECOWAS' strengthened capacity:	DOCUMENTS available Policy document Policy planning document Budget conforming to policy and desired outputs Implementation reports Policy evaluation reports

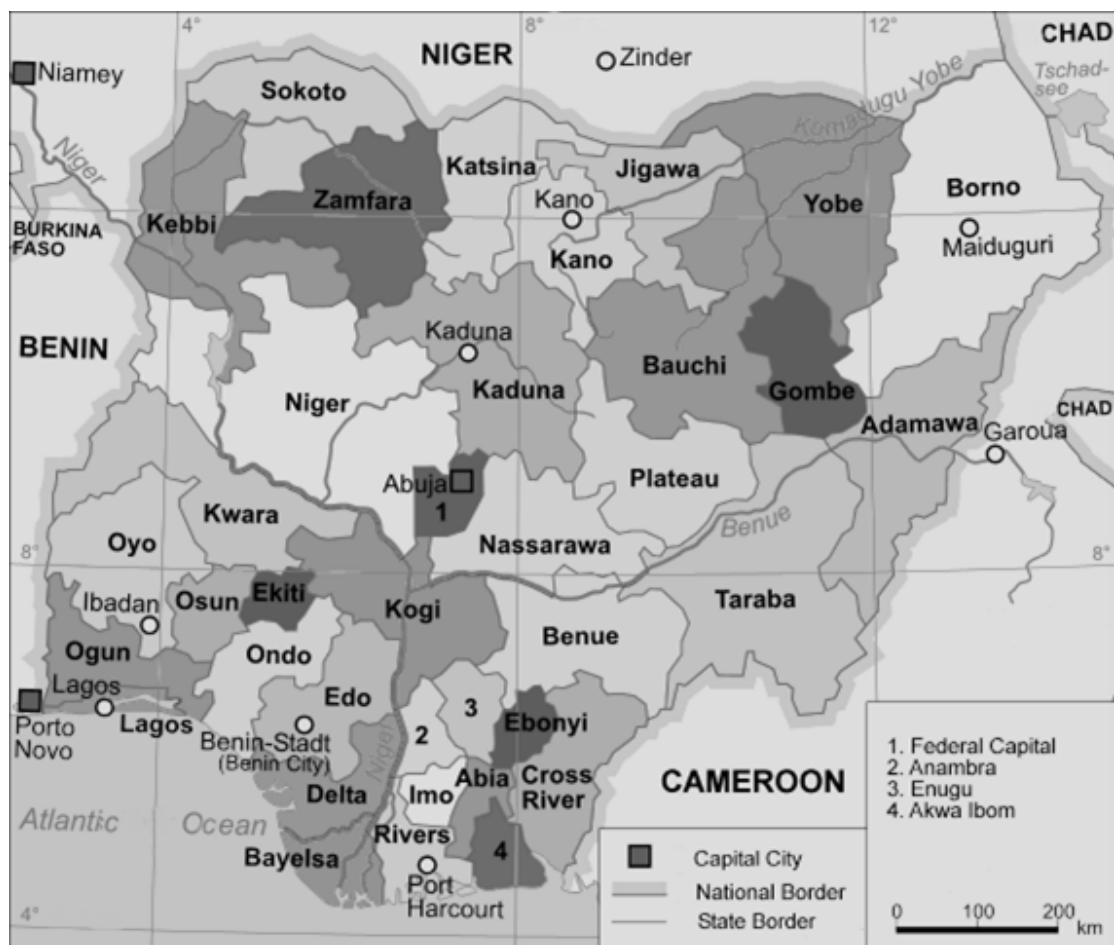
4. Nigeria Mid Term Evaluation Interim report, August 2012

Acknowledgements

The following report describes an independent evaluation of the Nigerian component conducted by Louise Witherite and Dr. Adeogun Adewale Wasiu coordinated by ILO-IPEC's Design, Evaluation and Documentation Section (DED). As a rapid appraisal of the mosaic of activities that comprise the two ECOWAS projects (ECOWAS I and II) at technical mid-term, the evaluators hope that this report will provide valuable information for project stakeholders and funders as the project progresses. 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, ILO-IPEC or any other organisation involved in the project.

The team is grateful for the support provided by the Project Team in Nigeria and ILO-IPEC Geneva's DED Section during the course of the Mid-Term Evaluation field mission. We wish them the very best in tackling the next phase of the project.

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Acronyms

AP	Action Programme
APSO	Action Programme Summary Outline
CL	Child Labour
CLU	Child Labour Unit
CLMS	Child Labour Monitoring System
CSO	Civil Society Organisation
CTA	Chief Technical Advisor
DWCP II	Decent Work Country Programme II
ECOWAS/CEDEAO	Economic Community of West African States/ Communauté Économique des États de l'Afrique de l'Ouest
FGD	Focal group discussion
FGN	Federal Government of Nigeria
FMoL&P	Federal Ministry of Labour and Productivity
GAP	Global Action Programme
GDP	Gross Domestic Product
HQ	Headquarters (Geneva)
IA	Implementing Agency
ILO	International Labour Organisation
IPO	International Programme Officer
MOLP	Ministry of Labour and Productivity (Federal)
MTE	Mid-Term Evaluation
M&E	Monitoring and Evaluation
MWASD	Ministry of Women Affairs and Social Development
NC	National Consultant
NAPTIP	National Agency for the Prohibition of Traffic in Persons
NAP	National Action Plan
NPO	National Programme Officer
NSC	National Steering Committee
NSCIA	Nigerian Supreme Council for Islamic Affairs
Pro Doc	Project Document
SHM	Stakeholders Meeting
SIMPOC	ILO Statistical Information and Monitoring Programme on Child Labour
SRO	Sub-Regional Office of the ILO, Abuja
TA	Technical Advisor
TdH	Terre des Hommes
ToR	Terms of Reference
UNICEF	United Nations Children's Fund
USD	US Dollar
USDOL	United State Department of Labour
WAP CTA	ILO-IPEC West Africa Projects Chief Technical Advisor
WFCL	Worst Forms Of Child Labour
WOTCLEF	Women Trafficking and Child Labour Eradication Foundation

Executive Summary

The ILO's International Programme on the Elimination of Child Labour (IPEC) works to eliminate child labour, especially its worst forms (WFCL), as reflected in the two related ILO Conventions 182 and 138. Since September 2009, ILO-IPEC has implemented *Elimination of the Worst Forms of Child Labour in West Africa and Strengthening Sub-regional Cooperation* with funds provided by the US Department of Labor (USDOL).¹¹² The project, called ECOWAS I, fights child labour through a multi-faceted approach in various sectors in Cote d'Ivoire, Ghana and Nigeria, and by strengthening the Economic Community of West Africa States (ECOWAS/CEDEAO) (headquartered in Abuja, Nigeria).

In 2010, a second project, ECOWAS II, started as an extension and expansion of the project. ECOWAS II expanded programming activities in the cocoa sector in Cote d'Ivoire and Ghana. ECOWAS II adds artisanal mining and stone quarrying by children in Benin and Nigeria and provides additional resources to scale up activities to reduce child labour in cocoa production in Ghana and Cote d'Ivoire. ECOWAS II reinforces efforts to develop National Action Plans for child labour in Benin and Nigeria. It also added a more robust approach to livelihood support components. The ECOWAS I project is set to end January 31, 2013, while ECOWAS II ends twelve months later on December 31, 2013. (EOP).¹¹³

Mid-term Evaluation February 13-March 7, 2011

This report describes the Nigeria Phase of ECOWAS I and ECOWAS II Projects Mid-term Evaluation (MTE) conducted for ILO-IPEC's Design, Evaluation and Documentation Section (DED). Comprised of a lead evaluator and a national consultant the MTE team travelled to several project-related sites in Nigeria from February 27 to March 7, 2012. They observed project activities (and potential project sites) in Abuja, Abeokuta, and Ibadan and witnessed child labour in quarries, markets and urban areas. The team interviewed government and pertinent stakeholders. Two separate meetings of stakeholders were held (SHM), one in Abuja and another in Abeokuta in Ogun State in the southwest region of the country, to verify some conclusions and gain clarification on others.

The findings in this report represent an appraisal of the activities and challenges of the ECOWAS I and ECOWAS II projects in Nigeria to date.¹¹⁴ Every effort has been made to distinguish those activities which are country-bound (Nigeria) and those which are sub-regional (ECOWAS/CEDEAO), as well as those which are ECOWAS I and ECOWAS II.

Project Background

ECOWAS I and II combine elements typically found in many ILO-IPEC projects worldwide: direct action services; data collection and improving the knowledge base; awareness raising about child labour; and strengthening national institutions to create and enforce policies to fight child labour. Each of the

¹¹² As a report for the Europe-based ILO, the MTE Reports are written in U.K. version of English and French. The "US Department of Labor" is written using US English as its proper name, but other uses of the word *labour* are English U.K.

¹¹³ For the purposes of this report, the project is referred to as ECOWAS Project I and/or II to distinguish it from the actual sub-regional economic community coordinating institution, ECOWAS (or CEDEAO, as it is called in the French speaking countries), which is the Project's primary partner at the sub-regional level. The Economic Community of West African States (ECOWAS) is a group of fifteen countries founded in 1975 to promote economic integration in "all fields of economic activity." See, <http://www.ecowas.int/>. Calling the project "ECOWAS" has caused some confusion, as the evaluator was asked on more than one occasion if it was indeed ECOWAS, the Economic institution. It is also called the WAP ECOWAS or West Africa Projects by the ILO-IPEC Office which reduces confusion. In the report the economic community institution based in Abuja, the subject of objective 2, is called ECOWAS/CEDEAO.

¹¹⁴ The findings reflect activities accomplished up to March 7, 2012.

participating countries has an autonomous program, with outputs that coherently lead into the sub-regional objective. The second objective of the projects focuses on building a stronger ECOWAS/CEDEAO institution to help fight child labour in its member states.

Though two separate and distinct projects "in administrative terms," ECOWAS I and II share the same goal: To contribute to the elimination of the worst forms of child labour in West Africa. They have distinctly different targets. ECOWAS II took on additional countries and added a new focus to implement programs designed to enhance the livelihoods of families of project direct beneficiaries.¹¹⁵ In the case of the Nigeria country program, the project objectives are the same for ECOWAS I and II:

Objective 1:

By the end of the project, progress on the elimination of the worst forms of child labour in Nigeria will be accelerated.

Objective 2:

By the end of the project the role played by ECOWAS in combating the worst forms of child labour in the sub-region will be reinforced.

In Nigeria, ECOWAS II targets 500 children to be removed or prevented from engaging in the Worst Forms of Child Labour (WFCL) in mines and stone quarries and the surrounding communities. Three hundred seventy five families will benefit from livelihood support.

Findings

The ECOWAS I and ECOWAS II projects encompass two objectives, one which is more Nigeria-based, and the other which focuses on the sub region. The projects suffered several detrimental delays that led to the project failing to meet expected deliverables. Some, but not all, of these events are described in the body of the report. With new leadership at the West Africa Project level, a re-energized country staff, and a more stable working environment, it is anticipated that there is a greater possibility in meeting project objectives. However, the time is short, and rapid measures need to be implemented.

Nigeria

The first objective of the project aims to strengthen national policy to stop the WFCL in Nigeria and perform complementary direct action through numerous activities. The MTE found that the project has resuscitated the process of developing national policies and a National Plan of Action (NAP) for the elimination of child labour. A National Steering Committee (NSC) was constituted in December, 2011. It has not held any meetings yet and lacks clarity. Terms of Reference regarding membership and other procedural steps are still be formalized.

It is very important that the government stakeholders are nurtured and supported by the project. At the time of the MTE, comments by project holders and reports alluded to a lack of commitment on the part of the Nigerian government to fight child labour and child trafficking. The evaluators could not confirm that sentiment. If anything, the project's results to date only indicate questionable commitment on the part of the project. If there were problems gaining access or building necessary relationships, there was no evidence that the project sought alternative entry points to try to expedite the process. Politics associated with a federal system cause politicians and activities to get side-tracked. A national commitment is not easily articulated with competing priorities. However, the national government has a slow, but steady, track record, such as conducting anti-trafficking training. The project also seemed easily side-tracked by

¹¹⁵ ECOWAS II Pro Doc p. vi.

bureaucratic issues and offered excuses for the project delays or failure to meet indicators. Some explanations are reported in the TPRs, but many are simply anecdotal.

Direct Action service delivery is designed to reach communities and involve community leaders, civil servants, elected officials, and employers to aid working and at-risk children and their families. The project team consulted with social partners and relevant stakeholders in Abeokuta to introduce the project, and to analyse and identify potential direct action that could be done in the mining/quarrying target zones in October, 2011. Although not yet selected, prospective Implementing Agencies (IAs) in Nigeria include, among others, NAPTIP and Galilee Foundation. The projects call for direct action services to help children by involving them in educational programs. Families of at-risk and working children are to be helped through access to livelihood support activities. The table below depicts project targets and to-date achievements.¹¹⁶

Table 1: Direct action targets for ECOWAS II in Nigeria (*No Direct Beneficiaries in ECOWAS I*)

	<i>Mines and Quarries</i>	<i>To date Total children</i>	<i>Livelihood Support</i>	<i>To date Total Households</i>
Target	500	0	375	0
Total	500	0	375	0

Though Ogun and Oyo states were identified for the direct intervention, the target area is under reconsideration as it was found that the number of children in the area of mining activities in these states is negligible and the existing system can meet the need. There is evidence that children are engaged in other activities like, street hawking, domestic help, head-load carriers in the markets, bus conductors and agricultural plantation workers.

ECOWAS/CEDEAO

At the sub-regional level, the ECOWAS/CEDEAO should, among its obligations, protect citizens of member countries and remove trans-border movement barriers to promote trade amongst member states. The opening of barriers increases the burden of checking criminal activities, like trafficking in persons, across national borders. The commission possesses the governance and legal instruments to coordinate implementation of developmental programmes across borders of member states. The ECOWAS project assumes the effective utilization of the instruments of ECOWAS/CEDEAO to provide guidelines for eliminating child labour and monitoring compliance by member state. However, the commission is limited in its competence in matters involving child labour practice. In order to perform these functions effectively, capacity and needs assessment of the commission was built into the ECOWAS projects. Objective 2 of the project tackles this.

A project-commissioned study was completed and shared with ECOWAS/CEDEAO staff, the MTE team and ECOWAS Project staff. It assessed the strengths and weaknesses which exist at the institution to inform the design of a plan to create a sub-regional strategy to fight the WFCL. Even before the study was presented at the ECOWAS/CEDEAO HQ, the project leadership --- Technical Advisor, West Africa Projects CTA, and the ILO-IPEC Senior Programme Officer (Africa) --- had created a coherent and feasible strategy which seizes on several opportunities where the labour and child protection community in the can work together, moving the project closer to meeting its objectives.

¹¹⁶ Figures supplied to MTE by Project staff.

Project Structure

Implementation of activities started very late as a result of internal factors (including the departure of the original Chief Technical Advisor for West Africa Projects (WAP CTA), and late employment of project staff) and external factors (bomb blast at UN Offices). Hence, barely any of the programmed activity had been accomplished at the time of the MTE. The project has developed a *Remedial Workplan*, a well-constructed and thorough plan to recover some lost ground. The ECOWAS I and II projects have similar designs, and are interwoven, presenting complex project vertical, horizontal and diagonal integration challenges. At the Nigeria country level, other challenges also are present. All of this requires strong management skills, organisation and efficiency.

The ECOWAS I and II projects in Nigeria comprise a multi-layered strategy which integrates policy strengthening with direct action programs. Other key components include Awareness Raising, Social Mobilization, and building a knowledge base through Research. Project activities include support to government in building national policy and child labour monitoring capacity, while addressing associated problems at the grassroots level. The Direct Action programs (1) withdraw or prevent at-risk children from the worst forms of child labour (WFCL), and (2) promote resilient family livelihoods and sustainable communities. Government ministries concerned with employment, social welfare, education, law and child protection; ILO social partners (tripartite); and civil society groups (NGOs) are involved in the project.

Conclusions

The project in Nigeria has had a slow start and, at the time of the MTE, was still languishing with few outputs achieved. Staffing patterns and the choice of the personnel from the beginning are key concerns of the MTE team. The ECOWAS project leadership, in attendance in Abuja at the same time as the MTE team, shares the evaluators' major concern that ECOWAS (I and II) in Nigeria needs to get on track and streamline its approaches in order to meet objectives within the project framework. As the recommendations attest, it may not be possible to achieve project objectives in the current time table. However, it is necessary to recognize that the good project design and the practical and logical strategy is well-worth pursuing. It is important to keep the circumstances of children in the sub-region in mind. The WFCL will persist if the project efforts cannot continue building the sustainable foundations that are inherent in the design and planned activities. Despite the project's initial setbacks, it is likely that the sub-region will see impressive change if the project can gain momentum and overcome some of its bureaucratic issues.¹¹⁷

Recommendations

The MTE makes several Key Recommendations.¹¹⁸ These changes are critical for successfully meeting project objectives, but it is recognized that there are budgetary implications. These recommendations are divided into programmatic and project management functions. Most of them refer to the Nigeria country programme. Only one refers to the ECOWAS/CEDEAO objective. It falls on the International Programme Officer in Accra to ensure that those related to ECOWAS II are understood and ultimately are done. The ILO-IPEC Office in Geneva and the West Africa Projects Chief Technical Advisor (WAP CTA) also need to supervise the implementation of the recommendations.

¹¹⁷ The strategy is described in more detail in the report Section V. B. 2

¹¹⁸ See, Section VIII for more details and attribution of responsibilities.

Programmatic Recommendations

1. Solidify the Relationship With the Ministry of Labour and Productivity

ECOWAS I and II project intervention on systems strengthening for Nigeria's national child labour programme should start with the Ministry of Labour and Productivity (MOLP) at both federal and state levels. Since the project began, the ministry has been compiling input into the National Policy on Elimination of Child Labour (started in 2002) for final review and onward presentation to the Federal Executive Council by the Minister of Labour. The project can take credit for the revitalization of these activities. With the WAP CTA in place, project senior staff and the TA should pay an advocacy visit to the Minister of Labour and Productivity to reaffirm government commitment on the finalization of the document, the National Plan of Action for the Elimination of Child Labour (NAP), the Hazardous List of WFCL, and other child labour issues that need national government's urgent and constant attention.

2. Continue to Strengthen the National Steering Committee (NSC)

ILO-IPEC technical staff should work to set up thematic sub-committees or working groups of reasonable sizes with Ministry of Labour and Productivity as NSC Secretariat. The ToR for the committee and sub-committee and meeting schedule should be communicated as soon as possible to members to start the work of the committee and the sub-committees. In order to get things done, such as validating plans, or selecting IAs, working groups should be formed.

3. Streamline and Position the Project as a Leader in Fighting Child Labour in the Country and Sub-region

The MTE team recognizes the value of the procedures and hierarchical route as useful for many reasons, considering the presence of multiple ILO and ILO-IPEC projects related to labour in Nigeria. Nonetheless, the MTE recommends that the ILO administrative hierarchical route be reviewed so that project implementation can be done more smoothly and efficiently. Some activities should not require the input of the larger ILO bureau based in Abuja. The MTE recommendation is not suggesting changing sound administrative procedures, only encouraging the exploration of designing more efficient procedures so that the project can meet its objectives. The project leadership itself must be seen as activist, taking steps to build a critical mass amongst Nigerian constituents to end child labour.

4. Retain Focus on Mining/Quarries as a Sector of Child Labour

Considering the small target numbers for the Nigeria project, serving non-quarrying child laborers runs the risk of diluting the project's impact as a pilot and model. By keeping the focus on mining and quarrying, the project will be better equipped to consult and deliver technical support to the Ministry of Labour to review the HCL list with special attention to the mining and quarrying provisions as is indicated in the Logical Framework. The Rapid Assessment Study and supplemental information from stakeholders confirms that the area is saturated with interventions fighting child labour. Priority should be given to children working in the artisanal mines and quarries. Given the prevalence of child labour reported in Oyo, and the project's relatively small target numbers, it would be expedient to reconsider and change from the previously identified project sites.

5. Approve Action Programmes Soon and Strategically

Expedited action should be taken on the review, approval of submitted Action Programmes (APs), organisational assessment, and signing of MoU with IAs. Most of the prospective IAs are proven child protection groups eager to swing to action immediately. This is an opportunity to recover some lost time

by the project. Only APs with built-in sustainability mechanisms and an actionable sustainability plan should be approved for support by the project. In order to facilitate child labour monitoring, the groups should have intensive training (or refresher training) on the whole child labour legal framework and DBMR.

6. *Get To Know the ECOWAS/CEDEAO Better*

The MTE team believes that the project is moving in the right direction with the Economic Commission. The strategy as described is a sound one. It must be recognized that ECOWAS/CEDEAO is a complex multilateral institution. The most senior level staff of the project needs to build relationships throughout the institution and with other similar level UN groups, such as UNICEF. A deeper understanding of the workings of the commission on the part of the WAP CTA and the TA is warranted.

Project Management Recommendations

7. *Tighten Up Implementation Using the Remedial Plan Of Action And Another Mini-Evaluation*

Implementation of the remedial plan of action should be made a priority, monitored on a weekly basis and progress report (suggest via SKYPE and/or streamlined written reports) on its implementation sent to Ghana and Geneva bi-weekly. The MTE recognizes that the ILO-IPEC projects have planning mechanisms which require internal reviews on a regular basis. However, the evaluators recommend that a mini-evaluation or frequent monitoring and supervisory visits by either the WAP CTA, Geneva Office technical support, or another appropriate expert be scheduled to help ensure the plan's proper and timely implementation.

8. *Solicit Extension and Increased Funding*

Project activities have only just started. The project management should request a *no cost extension* or a *time extension with financial provisions* to improve the chances of finishing the project successfully. A good case can be made to earmark the project in Nigeria for special attention and allocate more support and resources to fast track its implementation. More resources (especially personnel, office equipment, and vehicle) should be allocated to the project to enhance successful implementation.

9. *Review Staffing Patterns*

The MTE is concerned with the current work load of the two Nigeria-based staff, Technical Advisor (TA) and National Programme Officer (NPO). The TA must take on a more proactive role of building relationships of stature to establish the project as a force with the government of Nigeria and the ECOWAS/CEDEAO. As has been suggested, the WAP CTA needs to be involved at a top level with the leadership of the ECOWAS/CEDEAO. The NPO's professional experience and contacts should be recognized as extremely useful in engaging national-level players in government and social partners to push the national policy agenda. This staffer is also responsible for start-up of the APs. Given that the project has lost time, an examination of the work plan and staffing structure to ensure that expanded roles of staff is consistent with meeting project objectives is recommended.

10. *Assess the Resources Available for Nigeria*

Of equal concern to the MTE is that the staff needs the resources necessary to fulfill their tasks. It may be that the project in Nigeria should be isolated for special attention and allocated more support and resources to fast track its implementation. This includes ensuring that the budgeted project vehicle

becomes available immediately for field activities. The project may need additional funds if it is to meet its objectives.

11. Build Stronger Links amongst Project Core Countries (Nigeria, Ghana, Côte d'Ivoire, Benin)

Opportunities for cross country linkage for learning and knowledge management are being missed. Each country is operating independently and in some isolation from one another. The project staff needs regular, frequent opportunities to discuss the lessons that they are learning and approaches to problem resolution. This should be done via SKYPE if possible or (low-cost) all staff meetings.

1. Purpose of Evaluation and Methodology

1. A required component of the overall monitoring and evaluation plan of the project is a mid-term evaluation (MTE) to review the progress to date of the project. ECOWAS I was launched on September 30, 2009, with an ending date of January 31, 2013. The second project, ECOWAS II started December 31, 2010, with an ending date of December 31, 2013. As the first half of the ECOWAS I duration was reached, ILO-IPEC Geneva's Design, Evaluation and Documentation Section engaged an evaluator to conduct an Independent Mid-term Evaluation (MTE) of both of the ECOWAS I/II projects in all countries. The Mid-term Evaluation for the Nigeria Phase began February 13, 2012, with a field visit from February 27-March 7, 2012.¹¹⁹

Table 2: ECOWAS I & II Timeframe

	ECOWAS I	ECOWAS II
DURATION	40 MONTHS	36 MONTHS (3 years)
STARTING DATE	30 September 2009	31 December 2010
ENDING DATE	31 January 2013	31 December 2013
Technical Mid-term	May 2011	March 2012

1.1 Goal and Purposes of Mid-term Evaluation

2. The goal of the MTE in Nigeria was to review the on-going progress of the ECOWAS I and II projects to date, examining steps taken, assessing outputs which have been delivered, and confirming timelines followed towards achieving project objectives. Close attention was paid to contributions to the national efforts, including specific goals related to the target beneficiaries, and Nigeria-based activities which will also move forward sub-regional efforts to achieve the elimination of Worst Forms of Child Labour (WFCL). The ECOWAS/CEDEAO objective was also evaluated.
3. The purposes of the Nigeria Mid-Term Evaluation, the third component of the multi-country ECOWAS I/II Mid-Term Evaluation, were to:
 - Assess the on-going progress and performance of the programme (extent to which immediate objectives have been achieved and outputs delivered);
 - Examine the likelihood of the programme achieving its objectives at the country and regional level;
 - Examine the delivery of the programme inputs/activities;
 - Identify the nature and magnitude of constraints, the factors affecting programme implementation and an analysis of factors contributing to the program success;
 - Consider and analyse how programme assumptions affected project performance and outcomes and how the project reacted to them; and
 - Identify emerging potential good practices.

¹¹⁹ This Table was compiled by the evaluator using the ECOWAS I (p. 112) and II (p. 99) Project documents. The mid-term evaluation dates are the technical dates of the middle of each project.

4. Finally, this evaluation assesses progress in terms of children's working status (i.e. withdrawal and prevention from the worst forms of child labour) and family status (i.e. involvement in livelihood programs).

1.2 Methods Used

1.2.1 Project Document Review

5. The Nigeria project office provided several materials in advance of the mission to the lead evaluator and the national consultant (NC). The evaluators analysed a large and comprehensive body of documents deemed pertinent to project design and implementation, including the original project documents, Technical Progress Reports (TPR), materials from ILO-IPEC and the US Department of Labor's Office of Child Labor, Forced Labor, and Human Trafficking (OCFT), and the project logical framework. Supporting documents and web sites concerning child labour and trafficking in Nigeria and the ECOWAS/CEDEAO were also consulted. Discussions were held between the Technical Advisor, lead evaluator and the national consultant by Skype. In advance of the mission, the NC visited the offices on several occasions to look at materials and interview the TA. Once the evaluation began, other documents from key stakeholders were added and reviewed. Documents related to the project, though not produced by it, including policy and legal documents on the elimination of the Worst Forms of Child Labour (WFCL), and literature from the mining and quarrying industry, child protection agencies, among other materials, helped place project interventions within the overall context, and expanded the evaluators' understanding of the effect of the project activities to date.¹²⁰

1.2.2 Field Visits

6. From February 27 to March 7, 2012, the evaluation team observed project activities and visited provisional project sites in Abuja, Ibadan, Lagos and Abeokuta. Despite time and logistical issues, pertinent stakeholders were interviewed.¹²¹ The international consultant (lead evaluator) interviewed Geneva and Ghana-based project staff, as well as USDOL stakeholders. Both consultants conducted local interviews and facilitated group discussions at the two stakeholder's meetings held in Abuja and Abeokuta.
7. Child labour, including the worst forms, was observed in markets and urban areas, as well as artisanal quarries in Oyo state. Visits were paid to some of the key ministry offices, a shelter run by the National Agency for the Prohibition of Traffic in Persons (NAPTIP) in Lagos; the marketplace in Abeokuta, Ogun state; and a Quarry site, Blind-beggar cluster location, and the Galilee Foundation shelter, all in Ibadan, Oyo state. Interview sessions were conducted involving more than fifty respondents, amongst whom were project staff, project directors, government officials, department directors, zonal coordinator, labour officers, quarry workers, shelter home administrators and social workers, market vendors, and street and obviously working children.¹²² These individuals volunteered information with respect to management, knowledge, participation, involvement and expectations from the ECOWAS project. The evaluation benefitted immensely from those knowledgeable, enthusiastic and committed actors already engaged in working with the project. Both evaluators had confidence in the quality of viewpoints provided by the respondents.

¹²⁰ See Annex A for a list of key documents reviewed.

¹²¹ For a full description of the itinerary, see Annex B.

¹²² For a list of stakeholders and other people who were contacted and interviewed, see Annex C.

8. In addition, the MTE team attended a briefing at the Economic Community of West African States (ECOWAS/CEDEAO) headquarters.

1.2.3 Techniques for Collecting Information

9. The MTE team reviewed documents, interviewed individual stakeholders, partners, potential partners, and children; conducted group meetings; met at government and NGO offices, visited a centre to shelter recovered trafficked children, and observed sites where children were working in two states, Oyo and Ogun. Several substantive meetings were held with the key staff of the project, including the ILO-IPEC Senior Programme Officer, ILO-IPEC West Africa Projects CTA, Technical Advisor (TA) in Abuja, and the National Programme Officer (NPO). Besides organized interviews, evaluators also conducted interviews with citizens unrelated to the project to confirm or gather more information. Child labour, including the worst forms, was observed in markets and urban areas, as well as artisanal quarries.

1.2.4 Stakeholders

10. The evaluation team presented findings and gathered more information during two separate meetings of principal stakeholders, one in the capital city of Abuja and another in Abeokuta, in Ogun State in the southwest region of the country. The Abuja meeting was attended by 31 participants; 25 participants attended the Abeokuta meeting. For a list of attendees, see Annex E. Participants at both meetings provided vivid accounts of field experiences on child trafficking and labour issues from programmatic, local, state, national, NGO, labour, employers and government perspectives that enriched the data gathering efforts of the evaluation. Project stakeholders are those individuals who have knowledge about the project and play a significant or intervening role. Among those sought to interview were the following:

- Government officials,
- Civil servants, other officials
- Implementing partner agencies (IAs) and their staff on the ground
- Representatives of the tripartite (Social Partners)
- Educators, social and child protection workers (government and NGO)
- ILO-IPEC ECOWAS Project Staff
- Children -- beneficiaries and working children
- Families, parents, siblings of direct beneficiaries
- ILO-IPEC staff in Geneva, Switzerland and Dakar, Senegal
- USDOL staff related to the project was interviewed by telephone from Geneva
- US Embassy personnel responsible for reporting on child labour and/or trafficking

1.2.5 Methodology Limitations

11. During the evaluation, there were challenges worth mentioning for the benefit of future evaluation planners, and which also raise the question of effective management. Evaluations are routine parts of all projects and should be welcomed as an opportunity to learn and adjust. Some problems arose in the course of the MTE in Nigeria which affected the team's ability to collect data efficiently.
 1. The scheduled time allotted to Nigeria for the mid-term evaluation was too short. Time was curtailed by travel in Abuja and across the nation, and the scheduling of two separate stakeholders meetings. There was little time to meet stakeholders individually. Since interviews were not set up in advance, the team had to make appointments. There was no time to make scheduling adjustments. The most serious deficit was the inability to meet with ECOWAS stakeholders for individual interviews. The lack of attention given to assisting with setting up meetings strengthens the MTE team's observation that various

aspects of the project are not given priority by implementers, including evaluation or building relationships with different key stakeholders, including CEDEAO/ECOWAS, UNICEF, and the US Embassy.

2. A particular problem arose in Nigeria which compromised the MTE team's ability to work independently. Project staff were occupied with the visit of two senior management staff members from Geneva and Accra throughout the MTE. While their purpose (orientation of the newly hired WAP CTA and to jump start activities) was acceptable and noteworthy in terms of evaluating the project, overall the MTE was hampered from holding private meetings with the staff and visiting some sites independently. Their presence, and that of the Technical Advisor, through most of the MTE exercise may have introduced bias in responses from Nigeria country staff and guarded responses from other respondents. At times, this "entourage" intruded either in using valuable time or in ensuring the independence of the evaluation. Examples include, but are not isolated:
 - In Abeokuta and Lagos, time was spent coordinating the logistics of the evaluation team and the various visitors. Although the NAPTIP vehicle should have been available to the MTE, it had to be used to transport the entire "entourage." In Abuja, the team relied on the NC's vehicle as it was easier than trying to track down ILO transport.
 - The MTE team spent time convincing the Terre des Hommes representative that only one person, a Nigerian national (NC), needed to visit quarries. She had been told that all of the visitors wanted to go to these controversial sites.
 - During the Abuja stakeholder meeting, when the evaluators asked sensitive questions in an effort to "tease out" information from the attendees, the TA tried to "explain" things, seeming to want to answer for the participants.
 - More than once, the evaluators would try to negotiate things with stakeholders, and one of these extra visitors would try to "help," perhaps misconstruing the true needs or purposes of the interaction which was going on.

The quality of the information gathered from the field was adequate, and the evaluation team made extra efforts to ascertain the data was valid and useful (by adding an additional site visit and consulting with non-project informants, for example). Better coordination and attention to the evaluation at the country field office level would have helped the MTE team's work.

3. The Document Review was hindered by the lack of an initial Master list of relevant documents and some mismatched file titles.¹²³ The complexity of the project and lack of details in the Technical Progress Reports (TPRs) made it somewhat difficult to actually know what documents were needed. A Master list of those documents which are deemed essential and a check list of those sent by ILO-IPEC would be helpful.

1.3 Final Evaluation Report Format

12. As outlined in the Terms of Reference (ToR), the Mid-Term Evaluation report is divided into distinct sections, based on specific questions. Following Section II (Project Description), Sections III-VI describe the actual findings, according to Relevance, Effectiveness, and Sustainability. (A

¹²³ The Project Document Logical Frameworks were not the most current and had odd errors which made the document review and analysis difficult. For example, the USDOL version of the ECOWAS I Logical Framework provided to the evaluator in February 2012 stated: "Provide technical assistance for the elaboration of protocols to monitor aspects of the child policy directly relating to child labour." The copy furnished by ILO-IPEC October 2011 stated: "Provide technical assistance for the elaborate protocols to monitor aspects of the child policy directly relating to child labour."

Table of Key Findings according to the project objectives comprises Section IV.) Conclusions are made in Section VII, and Recommendations are contained in Section VIII. The last section (IX) examines Good practices and Lessons Learned. Annexes at the end of this report provide supplementary information.

13. All of the tables in this report were compiled by the lead evaluator or national consultant using sources provided by the project, including most recent ECOWAS II and I documents received from the staff of the ILO-IPEC project in Abuja and Geneva; technical progress reports (RPT) filed since the beginning of these two projects, and other reference documents listed in Annex A.

2. Project Description

2.1 Background and Context (RAF/09/51/USA) and (RAF/10/53/USA)

14. The ILO's International Programme on the Elimination of Child Labour (IPEC) works to eliminate child labour, especially its worst forms (WFCL), as reflected in the two related ILO Conventions 182 and 138. Since September 2009, ILO-IPEC has implemented *Elimination of the Worst Forms of Child Labour in West Africa and Strengthening Sub-regional Cooperation* in West Africa with funds provided by the US Department of Labor (USDOL). Called ECOWAS I, the project works at the sub-regional and national levels in West Africa to combat the WFCL in cocoa in Côte d'Ivoire and Ghana, mining and stone quarries in Ghana, child domestic work in Côte d'Ivoire and fishing in Ghana. Policy components involve developing or reinforcing National Action Plans on child labour in Cote d'Ivoire, Ghana and Nigeria, and updating hazardous child labour laws in Cote d'Ivoire and Ghana and developing one in Nigeria. The second objective focuses on supporting efforts of the Economic Community of West Africa States (ECOWAS/CEDEAO) in Abuja, Nigeria to strengthen member states' abilities to eliminate child labour.
15. In 2010, activities were expanded with *ECOWAS II* to include programming in Nigeria and Benin. ECOWAS II adds artisanal mining and stone quarrying by children in Benin and Nigeria and provides additional resources to scale up activities to reduce child labour in cocoa production in Ghana and Cote d'Ivoire. ECOWAS II reinforces efforts to develop National Action Plans for child labour in Benin and Nigeria. It also added a more robust approach to livelihood support components. The ECOWAS I project is set to end January 31, 2013, while ECOWAS II ends twelve months later on December 31, 2013. (EOP).
16. The ECOWAS I and II projects coexist with, and presumably complement, the strategies and activities planned in another USDOL-funded ILO-IPEC project "Towards Child Labour Free Cocoa Growing Communities through an Integrated Area Based Approach" (CCP) and Public-Private Partnership (PPP) which are running concurrently in Ghana and Côte d'Ivoire. Another project, the Global Action Programme (GAP) provides technical and financial support for the updating of the NAP in Nigeria.¹²⁴ Offices, equipment, some personnel and other aspects of the projects are shared with these West Africa projects, which have one Chief Technical Advisor, based in Accra, Ghana. In Nigeria, the project has a Chief Technical Advisor and a Programme Officer.

¹²⁴ ILO-IPEC is implementing these two other major interventions in West Africa, operating out of the Ghana Office: (1) a project of the Global Issues Group (Chocolate and Cocoa industry) Public-Private Partnership (PPP- RAF/11/01/GIG); and the (2) USDOL funded RAF/10/54/USA Cocoa Communities Project "Towards child labour free cocoa growing communities through an integrated area based approach" in Ghana and Côte d'Ivoire.

"ILO/IPEC, through WA ECOWAS I Project and the Global Action Plan (GAP) against child labour, will provide technical and financial support for the updating of the NAP in Nigeria." From ECOWAS II Project Document (revised), p. 24

17. Though two separate and distinct projects, ECOWAS I and II share the same goal: To contribute to the elimination of the worst forms of child labour in West Africa. These projects combine elements of many of the ILO-IPEC projects worldwide: country programs; specific sectors; direct action; improved data collection; and strengthening national institutions to create and enforce policies to fight child labour. The ECOWAS project in Nigeria works in collaboration with (1) government ministries concerned with employment, social welfare, education, law and child protection; (2) the ILO social partners (trade unions and employers associations) which make up the ILO's unique tripartite arrangement; and (3) civil society and/or non-governmental charitable groups working on child protection, labour, and child labour issues.
18. While the project objectives are similar for ECOWAS I and II, the key differences apply to the activities for Nigeria and Benin, which were added in ECOWAS II:

Objective 1: By the end of the project, progress on the elimination of the worst forms of child labour in Ghana, Nigeria and Côte d'Ivoire and will be accelerated. (*Benin is added in ECOWAS II*)

Objective 2: By the end of the project the role played by ECOWAS/CEDEAO in combating the worst forms of child labour in the sub-region will be reinforced.

2.1.1 Nigeria Context

19. Among all of the core countries in the ECOWAS I and ECOWAS II project, Nigeria (Federal Government of Nigeria or FGN) poses some of the greatest contextual challenges. With Africa's largest population (170,123,740 people), the country is also one of the continent's largest in territory.¹²⁵ It has six regional zones and thirty six self-governing states and the Federal Capital Territory, Abuja, all of which function within a federal system. Nigeria's immense size and population pose some particular challenges to the logistics and implementation of the project. The experiences and outcomes of the project in Nigeria should be valuable for the sub-regional context, despite geographic and demographic particularities.
20. For more than a decade, the Nigerian government has made demonstrative efforts to address issues concerning the health, safety and social well-being of children. National laws have been passed which specifically target the twin social malaise of trafficking in persons (TIP) and child labour (CL). At the global level, the country is signatory to several international conventions and protocols which protect children. (See Table 3 below, p 9).
21. Still, the problems of child labour and child trafficking persist. It is estimated that 15 million of Nigeria's school age children are engaged in child labour. Different forms of child labour exist in all the states of the federation. The country is identified as source, transit point and destination of child labour victims. The southwest states especially receive children who cross from neighbouring Benin and Togo for domestic, agricultural and artisanal mining activities. In southeast states, children of school age (especially boys) serve as shop attendants and cart pushers, and in the northern states, street children, called *Al-majirin*, perform menial jobs, such as guide to blind beggars. The term *Al-majirin*, which has come to describe social vagrants who constitute a threat to national security, derives from the local Islamic school system. Meanwhile, a fundamentalist Islamic sect called Boko Haram, has been waging a clandestine war of terror against the government and its security agencies, as well as Christian targets, since 2009. Boko Haram means "western education is forbidden" in Hausa. Recent incidences of violence and general insecurity

¹²⁵ See, www.indexmundi.com, July 2012 est. and www.cia.gov (CIA World Factbook)

feed into a national preoccupation with religious fundamentalism, whether Muslim, Christian or traditional worship, which can negatively affect the fight against child labour.

22. ILO-IPEC and the Nigerian government have partnered for more than a decade on child labour related interventions. These have included obtaining national data on prevalence of child labour; implementing a project to reduce hazardous child labour in commercial agriculture ("Building the Foundations for Eliminating the Worst Forms of Child Labour in Anglophone Africa," 2003-2006); developing codes of conduct for various sectors including mining, construction and fishing (since 2007); and supporting a national survey identifying prevalence and nature of child labour (2008). After an initial momentum in 2003-2006, policy development on national child labour has remained on the drawing board in draft forms. Despite this shortcoming, government institutions have worked with social partners and local and international development organisation on child labour and other relevant projects with limited recorded success.
23. The need to consolidate these institution building projects is obvious, especially against the ever increasing incidence of child trafficking for child labour practices in the country. Nigeria is an appealing destination for working children and traffickers of children due to *perceptions* of its (a) economic prowess in the sub-region, (b) weak capacity to enforce relevant laws, (c) corruption and (d) porous borders.
24. At the beginning of the ECOWAS project, some of the relevant components of a strong legal framework needed updating and revisions. Since the project began, some of these have been addressed through the efforts and support of the ILO-IPEC project.

Table 3: Child labour related legal framework in Nigeria

National Steering Committee	X
Updated National Child Labour Plan of Action	
Convention on the Rights of the Child	X
Convention 138 (Age) 2002	X
Convention 182 (WFCL) 2002	X
Hazardous List	
Convention Against Torture and other Cruel, Inhuman and Optional Protocol on the Sale of Children, Child Prostitution Degrading Treatment or Punishment	X
Charter on the Rights and Welfare of the African Child 1990	X
Anti-Trafficking Law	X
Pro-Children Policies, e.g. UBEC (Ed.), NAPEP (poverty eradication) NDE (Employment)	X

25. On August 26, 2011, the Boko Haram bombed the UN building in Abuja, including the ILO-IPEC offices. Besides the loss of twenty three people, the suicide bomb blast destroyed the building, equipment, files, and supplies. Project staffers, who were present at the attack, and doubtlessly continue to experience some trauma, worked out of the private home of the sub-regional director for four months. At the time of the MTE, the staff had been in its new offices only a few weeks. Files which had not been destroyed in the bombing were still in boxes. Some systems, such as internet and photocopying, remained understandably somewhat disorganized. The project began work at its new office location on February 7, 2012 with limited office help to reorganize records and office documents for easy retrieval.¹²⁶

¹²⁶ Other events also disruptive affected on the project implementation:

General elections were held in the country on April 7th, 16th and 26th 2011 after two belated announcement of postponement of some of the elections. Prior to the election, activities in government offices slowed down as most of the politicians running for

2.2 Project Components

26. While ECOWAS I/II project objectives are shared across the four target countries, there are specific outputs pertaining to Nigeria. As described in the project documents (ProDoc), the strategy is composed of key components (1) Policy and Institutional Strengthening; (2) Awareness Raising; (3) Research (data collection and analysis and child labour monitoring); (4) Capacity building for relevant stakeholders involved in the fight against child labour; and (5) Direct Services to vulnerable children. These direct services focus on (1) withdrawing working children and preventing those at risk from entering child labour, and (2) promoting resilient family livelihoods and sustainable communities. These components are complementary and interdependent. Some organisations that fight child labour are better at direct services, or media and marketing, but as an overall strategy to end child labour, the ILO-IPEC approach of combining all of the components gives greater assurance that the goal may be met.

2.3 Project Design

27. The basic project design is one in which the ECOWAS Project (ILO-IPEC) manages, motivates and monitors the components. ILO-IPEC's role is to efficiently provide necessary technical and financial coordination and support to the actors responsible for the components. The components mainstream efforts to eliminate child labour while strengthening policies in a comprehensive way, leading to a replicable model for the elimination of child labour in West Africa.
28. The strategies fit the environment of the project core countries (West Africa), and under ideal circumstances should contribute to the elimination of child labour in the sub-region. The project documents articulate the realities and challenges in integrating the issues of child labour and child trafficking in Nigeria's historical and geographic location contexts. The first development objective, "to accelerate" the elimination of the WFCL focuses on what can be realistically achieved, but, given the urgency of the consequences of children engaged in WFCL, sounds under-ambitious. Acceleration is more achievable than total elimination, and the activities are designed to build momentum and speed up progress. Especially in Nigeria, the momentum seemed to have faltered after a big start in the beginning of the century. The project is re-lighting the fire.
29. According to the project design, many of the Action Programmes (APs) of the ECOWAS project will be implemented by a social partner or a non-governmental partner called an Implementing Agency (IA). The IA applies for and receives funds, technical support and guidance directly from the ILO-IPEC national office, and when appropriate, sub-regional offices. The partners should benefit from ILO and ILO-IPEC regional and international expertise as well. This proven and practical methodology as incorporated into the ECOWAS project designs heightens the probability that activities will reach target populations.

2.3.1 Design Assumptions

Nigeria

30. The time frame and benchmarks (indicators) over the life of the project is the same in all of the core countries. Countries have cultural, political and economic peculiarities irrespective of those unifying factors pertaining to child labour, economic development, or shared sectors (e.g. cocoa,

election were busy campaigning. Two of the election days fell on weekends; and one was on a weekday, so a public holiday was declared in the country.

Early in 2012, a nationwide strike led by organized labour on the issue of government removal of subsidy on petrol, paralyzed economic and administrative activities in the country for a period of seven work-days.

mining) that group them into a regional or sub-regional project. The MTE found that implementing the project on the basis of inclusive, shared benchmarks poses more challenges in Nigeria than for the other three project core countries. The assumptions made at the design stage of the project were valid to a large extent, but did not identify and analyse the contextual diversity that exists across the four core target countries and this as manifested in the implementation of the project in Nigeria. It is not too late for the project holders to review the issues that differentiate the core countries and adjust the project indicators if necessary.

ECOWAS/CEDEAO

31. The project assumes that the Economic Community of West African States can take on slightly different tasks from its focus of promoting economic cooperation. The commission has demonstrated its interest in expanding its mission and addressing many different areas, such as conflict resolution. It was also assumed, probably correctly, that the institution would benefit from increased capacity to better articulate objectives and implement actions which pertain to ending child labour and child trafficking in its member states.
32. The commission has demonstrated on more than one occasion that it can be an important impetus for sub-regional change, through participation in trying to resolve interstate and internal conflicts, helping develop anti-trafficking laws, improving trade environments, and opening borders. Thirty-seven years old, it is considered a somewhat ponderous body with great possibilities. Treaties, procedures, funding issues, staff competence and institutional willingness may need to be studied further. Before supplying capacity building, the project needs to have more participatory interactions with the key players at ECOWAS/CEDEAO.

3. Relevance

3.1 Nigeria

33. The inclusion of Nigeria as one of the core countries in the implementation of ECOWAS (I and II) underscores the fact that, for the sub-region to achieve a downward trend on incidence of child labour, attention to its problems and potential is essential. As described, the situation of child labour is serious. Furthermore, although the legal environment is fairly strong, with relevant legislations and laws promulgated on issues of child labour, the policy environment is weak. Development of a solid policy document has dragged for several years.

*"The process of development of the national policy for the elimination of child labour in the country continued to drag for the past 10 years! And it took the commencement of implementation of ECOWAS project in the country to bring it back to the front burner at the Labour Ministry."
...heard at SHM*

34. The socio-economic dimensions to the prevalence of child labour in Nigeria are considerable. At the turn of the millennium, Nigeria witnessed modest economic growth in a relatively stable political atmosphere. Its GDP increased from 2.7% growth rate in 1999 to 8.4% in 2010. The improved economic environment resulted in greater revenue-producing activities in almost all sectors, including industry, agriculture and mining. In the mining sector, over 90% of the country's mineral production is carried out by Artisanal and Small-scale Miners. With proper integration into the mainstream of national economy, there is the potential of providing employment for between 13 to 20 million Nigerians in mining.

35. Unfortunately, this has resulted in an influx of trafficked and migrant children from Zakpota, Republic of Benin, to Abeokuta, sometimes masked behind the explanation of a cultural rite of passage, called *Djoko*. The growth of the middle (and elite) classes has seen an increased demand for domestic help, which, according to informants, comprises young girls from rural areas as well as neighbouring countries. Despite the various international conventions and protocols signed by Nigeria and a series of legislations protecting women and children on labour and trafficking in person (TIP) issues, the country is still weak in creating and enforcing the necessary policies. As the hub of economic activities in the sub-region, Nigeria represents a dream destination for migrant West African citizens (both old and young). The cosmopolitan nature of the country makes it a suitable laboratory to develop models that can be successfully replicated elsewhere in the sub-region.

3.2 ECOWAS/CEDEAO

36. The choice to work through the established Economic Community of West African States makes sense. The Economic Community of West African States (ECOWAS/CEDEAO), was founded thirty-seven years ago as an association of fifteen West African states to transform development of its member states through closer economic and political cooperation. A free trade area has been established, intra-regional passenger transport has been facilitated, some infrastructural measures have been realized, a mechanism for conflict resolution has been initiated, the question of the community's income has been solved, and a functional court of justice has become reality.¹²⁷ Yet the Commission still falters in meeting its potential. It has a cadre of highly qualified professionals, some of whom have demonstrated to the project an interest in tackling the problem of child labour. It has many fine resolutions, treaties and accords, including ones against child trafficking. Since the need to build cross-country mechanisms to fight child labour is relevant, the Commission is a perfect vehicle to channel the project's efforts.

4. Table of Key Findings

4.1 ECOWAS I

Immediate Objective 1: By the end of the project, progress on the elimination of the worst forms of child labour in Ghana, Nigeria and Côte d'Ivoire will be accelerated.	
Output 1.1: Consultations and technical support delivered for finalizing the National Action Plan (NAP), its validation and adoption and for integrating child labour into other national, relevant sectoral, sub-national and/or local action plans in Cote d'Ivoire (RCI), Ghana and Nigeria.	
1.	The Project was launched followed by a tripartite workshop for strategic planning on October 17-18, 2011 in Abuja.
2.	The first round of consultations to update the NAP, drafted by the Minister of Labour and Productivity, was held in on December 14-15, 2011. The NSC is now working with a draft revised National Plan of Action for Child Labour. The MTE observed that the next steps, after finalization and adoption of the NAP, will be to advocate and support integration of it and its promulgation and dissemination.
3.	The TA has worked with the Federal Ministry of Labour and Productivity, which is the Federal Secretariat for the NAP and the National Steering Committee (NSC), and the Focal Point for child trafficking and child labour . The Inspectorate Director acts as NSC chair.
4.	The legal environment has relevant legislation aimed at multiple issues related to child labour, but the policy environment is weak. Development of a policy document has dragged for several years. The project has resuscitated the process, and documents are currently in various stages of review.
5.	The MTE found that there is sparse movement towards developing or implementing a strategy to mobilize

¹²⁷ See, Jan Cernicky, International Reports, Berlin, Sep. 3, 2007, Konrad-Adenauer-Stiftung e.V. and H.E. James Victor GBEHO, President ECOWAS, "Driving a People-centred Regional Integration," May 27, 2011

Immediate Objective 1: By the end of the project, progress on the elimination of the worst forms of child labour in Ghana, Nigeria and Côte d'Ivoire will be accelerated.
resources.
6. Consultations were held with social partners and stakeholders to identify possible target intervention zones for future work on mining/quarrying.
Output 1.2: Capacity building programmes designed and delivered to fill gaps in relevant institutions' capacity to implement the NAP in Cote d'Ivoire (RCI), Ghana and Nigeria.
1. The National Steering Committee (NSC) to implement the NAP was constituted during a stakeholder's consultative meeting in December 2011. It has a membership of 47 institutions (or 45-48 according to different sources).
2. The Minister of Labour and Productivity is the Secretariat for the NSC.
3. At the time of the MTE, there was some confusion about the role and responsibilities of the NSC. Members had not received any ToR. No follow-up meetings had been held or announced. The chair stated he was waiting for plans to be submitted.
4. The evaluators found that deliverables still to be done include: (a) strengthen labour inspection, law enforcement agencies, public services, social partners; (b) negotiate agreements and design codes of conduct through training and sensitization; (c) train members of the NSC and the Child Labour Unit.
Output 1.3: Technical assistance provided to reinforce national laws and law enforcement in Cote d'Ivoire, Ghana and Nigeria.
1. The MTE found that a Technical Advisor is in Nigeria, and has begun to provide some technical assistance through building a relationship with Ministry of Labour and Productivity. The government has some programs in place through other activities to reinforce national laws and law enforcement, but to date nothing has been provided by the project.
2. The project stakeholders are aware and slowly inching towards the finalisation (and later validation, promulgation and application) of the national list of hazardous work.
Output 1.4: National and sub-national awareness raising and social mobilization campaigns conducted in Cote d'Ivoire, Ghana and Nigeria.
1. No national awareness raising campaign as yet begun. Some contacts are established, particularly a solid relationship with Labour Watch magazine journalist, who offers useful perspectives.
Output 1.5: Studies undertaken to fill identified gaps in knowledge base on selected worst forms of child labour and the problems of forced child labour and trafficking in Cote d'Ivoire (RCI) and Ghana
Not applicable for Nigeria
Output 1.6: Models of intervention designed and piloted in four target sectors including models for withdrawing and preventing children working in forced labour and other worst forms of child labour in Ghana and RCI.
Not applicable for Nigeria

Immediate Objective 2: By the end of the project the role played by ECOWAS/CEDEAO in combating the worst forms of child labour in the sub-region will be reinforced. ¹²⁸
Output 2.1: Technical assistance provided to ECOWAS/CEDEAO to establish protocols for monitoring member states' efforts to combat the worst forms of child labour, consistent with community policies and plans and reflecting international standards and norms.
1. MTE noted that some consultations have been held with ECOWAS/CEDEAO units. There seemed to have been minimal contact with UNICEF, and no work originating out of the project office has been done to design a monitoring system for the Child Policy with the ECOWAS/CEDEAO and UNICEF.
2. There is no observable evidence that any work has been done to move towards the elaboration of protocols. For the moment, the Nigeria program has nothing to pilot.
Output 2.2: Programmes designed and implemented to strengthen the capacity of relevant ECOWAS technical departments to combat child labour in the sub-region
1. A needs assessment was commissioned and submitted to the project of relevant ECOWAS/CEDEAO technical units to determine priority areas for capacity building activities. The study was determined to be cursory at best by the MTE and the WAP CTA. ¹²⁹ The training needs were not clearly identified.

¹²⁸ Many of the output indicators for Objective 2 of ECOWAS I and ECOWAS II are the exact same wording. For the purposes of this report, the output indicators which are the same are marked with an asterisk (*).

¹²⁹ Copy available through the ECOWAS project TA in Abuja. No copies were distributed at the meeting.

Immediate Objective 2: By the end of the project the role played by ECOWAS/CEDEAO in combating the worst forms of child labour in the sub-region will be reinforced. ¹²⁸
<ol style="list-style-type: none"> No evidence that identifying host training opportunities has been done. The Nigeria Country programme staff member (TA) responsible for this objective is also responsible for reinforcing the Nigeria government, ECOWAS I reporting and Nigeria country programme management. The MTE found that project contact with the ECOWAS/CEDEAO was minimal.
Output 2.3: Regional forums organized to encourage networking and to share good practices among all ECOWAS member states
<ol style="list-style-type: none"> The mid-term evaluation was not provided with any information and observed no substantive achievements in this output. To date, nothing has been formally done towards compiling databases, compendiums, database of government, social partners and civil society actors. No tripartite regional forums have been held. Some contact has been made with the Commission but identifying a management information system resource has not been done.

4.2 ECOWAS II

Immediate Objective 1: By the end of the project, progress on the elimination of the worst forms of child labour in Benin, Ghana, Nigeria and Côte d'Ivoire will be accelerated.
Output 1.1: Consultations and technical support delivered for integrating child labour/trafficking concerns into national mining policies and laws, sub-national and/or local government action plans and social partner policies and plans in Benin and Nigeria.
<ol style="list-style-type: none"> Potential IAs and other social partners have been involved in project-sponsored consultations regarding the artisanal mining sector; however, more needs to be done to develop an action plan for working together to eliminate child labour in the sector
Output 1.2: Capacity building programmes designed and delivered to fill gaps in relevant institutions capacity to combat the worst forms of child labour in the artisanal mining sectors in Benin and Nigeria.
<ol style="list-style-type: none"> Although some training has occurred, the specific activities to provide capacity building are still to be done.
Output 1.3: National and sub national awareness raising and social mobilization campaigns conducted in Benin, RCI, Ghana, and Nigeria.
<ol style="list-style-type: none"> No evident steps were in place towards identifying a theme, or creating a national or sub-national campaign to raise awareness.
Output 1.4: Studies undertaken to fill identified gaps in knowledge base on artisanal mines and the problems of forced child labour and trafficking in Benin and Nigeria.
<ol style="list-style-type: none"> A rapid assessment of the Child Labour Situation in Artisanal Mines and Quarries in Ogun and Oyo States was conducted. The results were shared among stakeholders on November 26, 2011 in Abeokuta.
Output 1.5: Models of intervention designed and piloted for withdrawing and preventing children working in the worst forms of child labour in Benin RCI , Ghana, and Nigeria
<ol style="list-style-type: none"> Findings from the assessment are being use as a guide in the site selection process. Potential IAs are involved in preparation of Action Programme Summary Outlines (APSO) in order to implement project activities. ILO tripartite constituents, relevant government institutions and social partners are currently developing costed direct action work-plans. Those that have been submitted were being reviewed by the Federal Ministry of Labour and Productivity (Minister of Labour and Productivity), who chairs the NSC, presumably in coordination with the Nigeria-based TA. An APSO is being developed with NAPTIP Action Programme for designing and piloting model for withdrawing and preventing children working in the WFCL in target areas No MoU has been signed yet with any IA. Stakeholders, prospective IAs and the Country programme officer suggested that the site (Abeokuta) was not

Immediate Objective 1: By the end of the project, progress on the elimination of the worst forms of child labour in Benin, Ghana, Nigeria and Côte d'Ivoire will be accelerated.

- optimal for the project targets and should be reconsidered.¹³⁰
7. The MTE found that there are still important steps to be taken to bring the project up to speed including selecting the implementing agencies to engage in direct action: withdrawal, rehabilitation and reintegration, or prevention of children under 15 years engaged in the WFCL, and their placement into appropriate educational programmes with supplementary activities. The specific tasks over the next phase of the project of IAs will be to: collect baseline data on direct project beneficiaries through a DBMR system, verify continued school attendance and retention and provide non-cash scholarship package for targeted
 8. The project also will be tasked to help the Minister of Labour and Productivity and social partners draft a comprehensive "safe work/youth employment model of intervention."¹³¹ It is the observation of the MTE that while the TA is clearly conversant regarding ILO tools such as Safe Work for Youth, the NPO will have to be oriented to existing ILO tools and in turn transfer knowledge to the IAs.

Output 1.6: Models of intervention designed and piloted to promote resilient family livelihoods and sustainable community development in Benin RCI, Ghana, and Nigeria

1. APSOs from potential partners are being designed, proposed, submitted considered by ILO-IPEC and NSC
2. The MTE found that deliverable activities still to be done include:
 - a. Engage [contract via APSO] IAs, development agencies, workers and employers associations, agricultural extension agents, and communities into various activities listed in the Logical Framework
 - b. Pilot alternative livelihoods programmes and IGAs for artisanal mining families and promote sustainable practices within rural communities
 - c. Establish grants facility
 - d. Conduct a rapid assessment of alternative activities for small enterprise.

Immediate Objective 2: By the end of the project, the role played by ECOWAS/CEDEAO in combating the worst forms of child labour in the sub-region will be reinforced.

Output 2.1: Technical assistance provided to ECOWAS/CEDEAO to establish protocols for monitoring member states' efforts to combat the worst forms of child labour, consistent with community policies and plans and reflecting international standards and norms.

1. The project has facilitated Preliminary Meetings and has designed a Strategy to implement activities to move forward to meet the objectives.
2. It is expected that the ILO-IPEC West Africa Projects CTA and the Nigeria-based TA, will provide technical assistance for reviewing the mechanisms with relevant ECOWAS/CEDEAO units and UNICEF towards the design of a monitoring system for the Child Policy and database.
3. The MTE noted that indicators still to be done require dogged advocacy and coordination on the part of the project. These include: (a) Provide technical assistance for the elaboration of protocols to monitor aspects of the child policy directly relating to child labour; and (b) Pilot monitoring mechanisms in three project core countries.

Output 2.2: Programmes designed and implemented to strengthen the capacity of relevant ECOWAS technical departments to combat child labour in the sub-region

1. As noted in ECOWAS I, the project contracted the services of an eminent university professor to do a needs assessment of relevant ECOWAS/CEDEAO technical units to determine priority areas for capacity building activities. Presented during the course of the MTE, the study was at best a superficial review, identifying the key players at the institution, and suggesting the revamping of the ECOWAS/CEDEAO organisation al chart but without laying groundwork. The MTE would have expected something more thorough. However, the ECOWAS II Project Document addresses many needs which were previously identified during the original project design even without the needs assessment.

¹³⁰ Based on this important *finding*: that a critical mass of stakeholders advised that the Abeokuta site be reconsidered, the MTE made a recommendation in Section VIII.

¹³¹ Logical Framework ECOWAS II 1.5.7

Immediate Objective 2: By the end of the project, the role played by ECOWAS/CEDEAO in combating the worst forms of child labour in the sub-region will be reinforced.	
Output 2.1: Technical assistance provided to ECOWAS/CEDEAO to establish protocols for monitoring member states' efforts to combat the worst forms of child labour, consistent with community policies and plans and reflecting international standards and norms.	
2.	The MTE noted that a Training Plan is a deliverable. This might have been done, but the MTE team is unaware of it. Additionally, the project must provide technical support to ECOWAS/CEDEAO departments for the implementation of the updated action plan on Human Trafficking by the end of the project.
Output 2.3: Regional forums organized to encourage networking and to share good practices among all ECOWAS member states	
1.	The past record of how the project has approached and worked with ECOWAS has been very slow and does not appear to have been strategic. The project has not positioned itself as a leader with the institution. ILO-IPEC has a history of effectively working with UNICEF and ECOWAS/CEDEAO in bringing about sub-regional anti-trafficking accords. The new project leadership appears to understand the nature and level of intervention necessary to meet the objectives. There is little time to meet the objectives within the current time frame. The project staff did not appear to fully understand the ECOWAS/CEDEAO institution.
2.	The plans to share good practices are ambitious and innovative, characteristics necessary in the fight against child labour in the sub region. The other core countries will have input which will be valuable to the process.

5. Effectiveness

37. In evaluating the effectiveness of a project, two areas are considered as to how they lead to desired results and have the desired impact on addressing the problem of child labour. The two major components are: (1) project administration, including management, planning, human and financial resources; and (2) program implementation and service delivery.

5.1 Project Administration

5.1.1 Organisational Structure and Human Resources

38. At first glance, ILO-IPEC's West Africa Projects organigramme, within which the ECOWAS I and II Projects are integrated, seems overwhelming and confusing. However, after careful consideration of the various components and given the realities of working in the ILO system, the structure reflects a necessary coherence in order to attain results at its many levels. The ILO bureaucratic structure project both helps and hinders the project implementation.¹³² This issue was raised enough times during the MTE to make it a focus of examination by the project direction. As the project progresses, the overall organigramme will be tested and lessons will emerge.

5.1.2 Project Organisation

39. At the beginning of the project, a Chief Technical Advisor (CTA) was responsible for the core countries and the relationship building with the sub-regional organisation ECOWAS/CEDEAO. Later, as new ILO-IPEC projects, Public-Private Partnership and Cocoa Communities Project (CCP and PPP), emerged from demonstrated needs, it made good management sense to concentrate all CTA responsibilities under a single administrative authority, in a single location. Each project has an international programme officer (IPO), who manages the multi-country projects, and each

¹³² The experience and further observations of the MTE in this regard is discussed in Section V. A. 4 and Section VIII. 3.

country has a Programme Officer (PO). Nigeria has a Technical Advisor, who serves as a policy liaison with ECOWAS/CEDEAO and with the Government of Nigeria for the project. Some support staff is shared across the multiple ILO-IPEC projects, such as the senior administrative assistant and the chief financial officer, who are based in Accra. In each country, administrative assistants and drivers are shared, as are vehicles and office space. Staff for the project in all core countries are said to have certain talents or abilities that can be brought to the fore when necessary. MTE evaluators were also told that since there are other ILO projects in the core countries, the ILO staff may also be involved in the projects because of their unique expertise. Also, the ILO offices in Dakar and Abuja are seen as sources of special professional expertise if needed. At the time of the Nigeria MTE report, staffing for ECOWAS I and II projects as related to implementation in Nigeria is as follows:

Table 4: ECOWAS I and II Nigeria Staffing

Position	Location	Situation
West Africa Projects Chief Technical Advisor (WAP CTA)	Accra, Ghana	1 st January 2010-May 2011 Interim June-November 2011 Current Began January 2012
International Programme Officer	Accra, Ghana	Began December, 2011
Chief Technical Advisor	Abuja, Nigeria	Began March, 2011
National Programme Officer	Abeokuta, Nigeria	Began September 4 th 2011
Administration and Finance Assistant	Abuja, Nigeria	To be recruited. Job description approved, position advertised, candidate shortlisted. CVs of candidates could not be traced due to dislocation of documents from the office after the terrorists attack. It is expected that the papers will be traced soon and selection process will restart. ¹³³
Some administrative support and driving is shared with other projects.		

40. The project in Nigeria is understaffed for the tasks and deliverables expected from the ambitious objectives. Both the Technical Advisor (TA) and National Programme Officer (NPO) are highly professional in their abilities and bring expertise and experience on child labour to the project. Their responsibilities are distinct and copious. This includes working with IAs, state and national policy makers (government), and ECOWAS/CEDEAO. Within their tasks focussed on Nigeria alone are a multitude of sub-tasks, for example:

- setting up initial agreements with IAs (in any one of four possible states); arranging, conducting and performing quality control of trainings of and by Implementing Agencies, social partners, and government officials;
- arranging and monitoring the work of consultants;
- grants management tasks, including monitoring IAs and their CL monitoring, reading, interpreting and writing reports, following up with IAs, field visits; and
- intensive work surrounding national and sub national CL committees and NAP activities.

¹³³ The source of Table 4 is TPR, January 2011.

41. Routing office management responsibilities, reporting to donors, and project representation are other tasks which fall on both staffers to varying degrees, since the project has offices in Abuja and Abeokuta.¹³⁴
42. Considering the level of policy outcomes that are expected for the entire country of Nigeria as well as that of ECOWAS/CEDEAO, the TA position should be regarded as at a relatively high-level. Duties include building relationships with ministries and ECOWAS/CEDEAO leadership.
43. The Nigeria Office project staff accurately report for the compilation of Technical Progress Reports. Since there are no direct beneficiaries yet, it is not known what the abilities of IAs and the NPO will be in this regard.

5.1.3 Project Management

44. Implementation of activities started very late as a result of internal factors of the ECOWAS I and II projects overall and in Nigeria. These included the departure of the first WAP CTA, transfer of some project staff to other projects, and late employment of Nigeria country programme staff) and external factors (bomb blast at UN Offices). Consequently, not much of the programmed activities had been accomplished at the time of the MTE. The project has developed a Remedial Workplan, a well-constructed and thorough plan to recover some lost ground.
45. With new leadership in Accra, the project appears to be re-energized. The WAP CTA has helped to support the Nigeria-based project staff regain their footing after some disorganized and uncertain first steps. However, if the new WAP CTA cannot bring all of the needed resources, such as staff and available transport, to the project, the efforts in Nigeria will continue to pose challenges. As a country-based project, ECOWAS is a challenge because it brings together many integrated elements: implementers including (but not exclusively) government (central and decentralised), non-government groups (humanitarian and professionals), the tripartite; activities such as advocacy, media, service provision, and policy. Chief among responsibilities of the Technical Advisor for the Nigeria program is the focus on providing various types of support to the ECOWAS/CEDEAO institution.

5.1.4 Efficiency

46. The Abuja bombing caused a lot of upheaval for the Nigeria project. The trauma caused by the event cannot be overstated. Apart from that, a lot of physical and logistical reshuffling has had to take place. The UN Building was a large, modern building with ample space for desks, file cabinets, meeting rooms, and other accoutrements that enhance a project's efficiency. While the office at the temporary quarters at the Hungarian Embassy has potential, there are still many stacks of file boxes (and as many procedures) around which staff must maneuver, taxing their ability to work smoothly.
47. The ILO has a Sub-regional Headquarters (SRO) located in Abuja which coordinates all ILO projects, including the IPEC activities. This presence is seen as a comparative advantage to the project as a means to be able to access resources and expertise quickly, but it also adds an additional level of administration that does not exist in the other core countries, and may actually cut into running an efficient operation. The presence and proximity of the ILO sub-regional office to the project validly implies available extra support and influence from the SR director to the project. The sub-regional director has influence within the diplomatic community that may help to open doors in the Nigerian context. The sub-regional director should be able to facilitate some issues and provide

¹³⁴ The Abuja office is housed in the ILO. The Abeokuta office is located in the MOLP.

technical support to the Technical Advisor when necessary, more quickly than if he were in a country where there is no SRO. However, over the course of the brief field site visit, project and other ILO staff told the MTE team in generalized statements and specific anecdotes that operational and procedural issues stemming from its position within the sub-regional headquarters compromised project implementation.¹³⁵ Obtaining necessary funds for implementation purposes is apparently streamlined, as it was not mentioned as a problem.

48. Aspects related to the implementation of the MTE were confusing and difficult to manage. Issues as seemingly inconsequential as lack of a written schedule (even if there might be later changes), inadequate responses to request by the NC for names and contact information, difficulties obtaining documents and making photocopies (sometimes attributable to both man and machine), securing flip chart paper and markers for the stakeholders' meeting (SHM), are also indicators as to how efficiently and economically an office is run. The recent move into offices explains many of the problems, as does the lack of an assistant for administration and finance. However, this project needs more support. If the ILO-IPEC in Abuja has it to give, it was not apparent.¹³⁶
49. The staff size is disproportionate to the scale of the work to be done in the project. A staff of only three individuals (assuming an Administration and Finance Assistant will join soon) is most likely to be overwhelmed implementing a project with as many as 47 activities in six months, covering project locations that are about 600 km apart. In addition, the management structure is spread across the sub-region and 2 continents.

5.2 Impact (Potential and current)

50. The impact of a project is measured by assessing those outcomes that, without the project's inputs, might not have happened. At this point, the Nigeria ECOWAS Project can claim no impact on ending child labour in Nigeria. The project is still far from achieving its deliverables. Activities focussed on National Policy, Direct Action (selecting target sites and implementing agencies (IAs) and work with ECOWAS/CEDEAO are all in preliminary stages. The following programmed strategic activities are yet to start:
 - Institutional capacity and technical assistance to ILO constituents
 - Advocacy, awareness raising and mobilization to support change
51. For some of the Action Programmes concerning policy, particularly awareness raising, representatives from Labour Watch magazine and Nigerian Supreme Council for Islamic Affairs (NSCIA) have been consulted. None of the 2 immediate objectives of the project has been achieved as of the MTE period.

5.2.1 Nigeria

a) National Policy

52. At the time of the MTE, most of the ECOWAS I and II project activities have remained in the policy strengthening arena. Few quantifiable results had been achieved in the project. It is very important that the government stakeholders are nurtured and supported by the project. At the time of the MTE, comments by project holders and reports alluded to a lack of commitment on the part

¹³⁵ This observation by the MTE team is further discussed and forms the basis for recommendation #3 in Section VIII.

¹³⁶ According to one professional staff member, who vied with the evaluators for use of a photocopy machine, the cleaner who stood by could not intervene because of "procedures."

of the Nigerian government to fight child labour and child trafficking. The evaluators could not confirm that sentiment. If anything, the project's results to date only indicate questionable commitment on the part of the project. If there were indeed problems to gaining access or building necessary relationships, there was no evidence that the project sought alternative entry points. The federal system of multiple states is complicated.

53. The politics associated with a federal system cause politicians to be side-tracked, and a national commitment is not easily articulated with competing priorities. However, the national government has a slow, but steady, track record, such as conducting anti-trafficking training. The project seemed easily side-tracked by bureaucratic issues and offered excuses for the project delays or failure to meet indicators. Some explanations are reported in the TPRs, but many are simply anecdotal. The country's National Plan of Action for Child Labour (NAP) and child labour policy environment is in a better state than it was at the beginning of the project due to the efforts of the ECOWAS Project staff.
54. A rapid assessment study was completed and two rounds of consultative meetings have been held. Most of the other start-up activities are either *in progress* or *not started*. The NAP is still in the draft form and the national policy on child labour is still receiving input from stakeholders. The Child Labour Unit within the Ministry of Labour is the secretariat of the National Steering Committee (NSC), which is taking shape.
55. The constituted National Steering Committee was launched in December, 2011, but members lack clear terms of reference. At the Stakeholders Meeting, some people were unclear as to whether they were members or not. Attendees from the National Planning Commission voiced a sense of being out of the loop, despite asserting their key role in creating national plans. When interviewed, NSC members looked forward to attending meetings, but so far none had been convened.
56. This is not to infer that there has been a lack of transparency or even that the process has been disorganized. The project direction, working with the NSC, has followed a clearly defined strategy of holding workshops, planning, and launching meetings, leading up to the reconstitution of the NSC. However, the perception of a lack of transparency is a serious concern in Nigeria, where there has been experience over lack of accountability in the nation's recent past. Emotions and attitudes (feeling left out, uncertainty about roles) which blur the achievements must be considered so that stakeholders understand their role and what the next steps for the NSC are to be.
57. In summary, the project begins its next phase (post-MTE) with a Draft National Policy for the Elimination of Child Labour in Nigeria and a draft National Plan of Action for the Elimination of Child Labour in Nigeria.

b) Direct Action: Removing Children from WFCL and Providing Educational and Livelihood Support Activities

58. The Direct Action is an important component because it is policy in action, spreading out to communities and involving working and at-risk children, parents, teachers, assembly members, trades masters, and employers. At the time of the MTE, without much in the policy arena to act upon and other setbacks, the Direct Action component had not formally begun although steps were underway.

Table 5: Direct action targets for ECOWAS II in Nigeria (ECOWAS II: 2010-2013 (36 Months) No targets for ECOWAS I)

	Mines and Quarries	To date Total children	Livelihood	To date Total Households
Nigeria	500	0	375	0
TOTAL	500	0	375	0

59. A "Rapid Assessment of the Child Labour Situation in Artisanal Mines and Quarries in Ogun and Oyo States of Nigeria" had been completed and submitted to the project. At the time of the MTE, two non-governmental groups, Terre Des Hommes (TdH) and Galilee Foundation, had been provisionally selected for Direct Service Action Programmes but were still awaiting final approval, either by ILO-IPEC or, in the case of TdH, the Abeokuta Programme Officer was waiting to get approval from the TdH Geneva based office. The parastatal institution NAPTIP is already closely involved with the project, and will certainly be involved in the Direct Action. Other NGOs and Ministries had received training in developing projects and were reported as being in a process of formulating plans.
60. During the course of the evaluation, the MTE made note of repeated inputs in interviews that Abeokuta might not be an appropriate project site, and that TdH was a reluctant implementing agency. This kind of implication is serious, and the MTE spent great effort to ascertain the validity of the reports and merit of the opinions, in interviews with leadership of the local Terre Des Hommes, ECOWAS project staff, stakeholders from Ogun and Oyo, among others. Since ECOWAS and ILO-IPEC senior project staff accompanied the MTE, strategic discussions surrounding recommendations for site changes took place on the spot, and project leadership, recognizing the need to attain the objectives, seemed interested in reconsidering the direct action plan.
61. The Switzerland-based organisation TdH has been working in the Abeokuta area for around ten years. Its ground-breaking study and documentation entitled " Little Hands of the Stone Quarries," became a catalyst for projects aimed at stopping child labour in gravel and mining pits located in Ogun state. As the MTE uncovered, the problem of children in the Ogun State mining pits is now negligible. Virtually no children under the age of 15 are to be found in quarries, according to the TdH and other sources. Even though children continue to come from Benin and Nigeria's rural zones to work in Ogun, sources opined that the state is amply covered by charitable institutions and humanitarian groups providing direct action to child beneficiaries.
62. The Ogun state government should benefit from project-supported capacity strengthening, but the ILO-IPEC direct action to children input would be appear to be more effective elsewhere.
63. After visiting the Ogun state potential site, the NC also visited Oyo state, where prospective IA Galilee Foundation works. Galilee Foundation is an non-governmental organisation which provides shelter and skills training to street children. Run by a part-time lecturer in psychology at the University, the organisation has an obvious religious-based mission, but is not anchored in proselytizing, and has an excellent track record in providing children in need with both sustainable or emergency support.
64. Target beneficiaries in Nigeria will comprise children withdrawn from the Worse Forms of Child Labour. At the time of the MTE, none of the 500 targeted children for AP intervention has been reached with service, and none of the 375 families of these children have received any of the planned family livelihood intervention. As has been noted, the direct action plans are solid and

complement the entire project. However, it is the opinion of the MTE team that, unless the targets are consolidated, the project, which has already encountered considerable delays, will not have an impact worthy of including as a model for the larger four-country program. By moving all of its direct action services to Oyo State, where the need is great, and the NC (albeit via rapid assessment) determined capacity of IAs exist, the project will be able to fairly quickly and seamlessly meet its direct action objectives and targets. Considering the weight placed in the ECOWAS II project indicators on mining and quarrying, and the complementarity with Benin, it would be better to focus on the children who are either in quarrying or in working in WFCL in close proximity to quarries, as the NC found in Ibadan. While the visit by the MTE Evaluator to a project site cannot constitute as site assessment in the strictest sense of the word, the Program Officer and the Galilee Foundation were both in agreement of his appraisal of the site, as have stakeholders at the SHM.

65. An important feature of the ECOWAS II project is the focus of providing special support to poor families whose children have been out of school and either working at, or at risk of being engaged in, WFCL. By introducing opportunities for these people to earn a more sustainable income, it is hoped that their children will stay away from child labour and be able to attend school regularly. The project staff, particularly the Programme Officer, and stakeholders understand the complicated concepts related to improving household economies. Since the potential implementing agencies are waiting for approval and funding, they cannot begin. Consequently none of the targets have been met.

5.2.2 ECOWAS/CEDEAO

66. The 2nd immediate objective of the project is expected to provide technical assistance to ECOWAS/CEDEAO to establish protocols for monitoring member states' efforts to combat the worst forms of child labour consistent with community policies and plans and reflecting international standard and norms. Activities commenced before the official launch. In February 2012, the first WAP CTA introduced the project to the ECOWAS/CEDEAO Commissioner in charge of Social Affairs and discussed possible initiatives to be taken by the institution to combat child labour in all the member countries. In the meeting, it was agreed that there was no need for a specific policy on child labour, as the issue is already contained in the Child Policy document of the Commission. Instead, the two entities settled on adopting a sub-regional Plan of Action on Child Labour both at sub-regional level and for every ECOWAS/CEDEAO member states. ILO-IPEC agreed to provide technical services to ECOWAS/CEDEAO by preparing the ToR for the task force and by identifying its members. It was also agreed to partly support the plan's implementation, specifically on monitoring, capacity building and networking.
67. In March 2011, a task force of experts on the Regional Plan of Action for the elimination of CL met to analyse the region's needs and determine themes to be developed in the Action Plan; and for the preparation of the draft Regional Action Plan. This meeting was attended by an IPEC Child Labour Specialist and the WAP Chief Technical Advisor for the ECOWAS Project. The draft report prepared by the task force during the meeting was presented in a meeting held on March 28, 2011 at the ECOWAS/CEDEAO office in Abuja. The meeting was attended by the WAP CTA. At the time of the MTE exercise, the Regional Action Plan for the elimination of Child Labour in ECOWAS/CEDEAO Countries has been developed, awaiting approval and validation by member states.
68. A project-commissioned study was completed and shared with ECOWAS/CEDEAO staff and interested parties assessing the strengths and weaknesses which exist at the institution in order to design a strategy to create a sub-regional strategy to fight the WFCL. The MTE team was able to attend the meeting where this presentation took place. The discussion surrounding the presentation

of the study was interesting, but did not seem to move the process along. For one thing, it seemed that the project leadership (comprising the WAP CTA, TA and Senior Projects Officer) had already decided a strategy. Those attending the meeting from ECOWAS/CEDEAO were all key players in the strategy, though some less than others.

69. The project leadership has created a coherent and feasible strategy which seizes on several opportunities where the sub-region labour and child protection community will be together, moving the project closer to meeting its objectives. The strategy laid out by the WAP CTA is to build a professional relationship with key leaders in the labour sector and focus on advocacy to labour ministers in member states. An annual interministerial meeting of Labour ministers in April was identified as a critical opportunity for the project to initiate advocacy, as was the June annual meeting in Geneva of labour ministers.
70. This kind of strategy is exactly what the project needs. Policy indicators require a special combination of approach and skills. To effect change at an institution such as ECOWAS/CEDEAO, there must be a clear vision and focus which follows a sensible strategy design; dogged (constant and determined) communication; accurate identification of key players; and a supporting coalition of like-minded agencies. The project has to position itself as serious, committed and capable. This does not mean that it has to take a central leadership role if there are already leaders, but, in the case of the fight for child labour policies in the economic community, ILO-IPEC must demonstrate leader qualities. The MTE team did not see that commitment, but the strategies as laid out are a preliminary step. Since child labour can be perceived and portrayed as an urgent crisis in West Africa steps need to move from “preliminary” to progressive achievements.

5.3 Monitoring and Evaluation

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

71. Essential to the success of the ECOWAS project is the ability for implementing agencies to measure progress and the ILO-IPEC to appraise outcomes through data monitoring. Indicator 1.5.4 of ECOWAS II requires "...implementing agencies to identify at risk and working children in the selected areas and sectors and collect baseline data on direct project beneficiaries through the implementation of a DBMR system (Nigeria)" and 1.5.5. "... children ... provided with educational services ... school attendance by the beneficiaries of the scheme will be expected and verified through school registers and other monitoring means." (Nigeria). Since the implementing agencies have not yet been chosen, it is not known what level of training will be needed for them to meet the requirements. Additional training in Direct Beneficiary Monitoring is almost always warranted for IAs. The National Programme Officer is responsible (via the IAs) for accurate reporting of Direct Beneficiaries. As a newcomer to DBMR, the NPO may also need training. This training is being done for Benin and the NPO from Nigeria should also participate.

5.3.2 General Project Monitoring and Evaluation

72. The staff of the project in Nigeria are capable of fulfilling routine monitoring and evaluation tasks. The balance between action and M & E are always a concern in project implementation. It is important that all aspects of the project be monitored and that reviews be regular components of the project. It is felt by the MTE team that staff is careful in fulfilling the required general project monitoring and evaluation. If anything, it may be too much attention is paid to paperwork in Abuja. Reports are filed on time. With the Remedial Plan in place, the review and analysis of good, solid information should become routine. Since ensuring the quality of all action programmes is an

extension of project staff M&E responsibility, it is hoped that the resources will be available to make this possible.

6. Sustainability

73. The underlying goal within the project design to accelerate the approach to WFCL throughout the region is in itself a strategy for sustainability.

6.1 Nigeria

74. For the results in each country to be sustainable, action is needed with national policy at the top as well as at the grassroots. In Nigeria, the issue of building a cadre of supporting ministries operating in the federal system will be a challenge. Since the project launch, the national (federal) institutions relevant to national child labour are responsive to actions taken by the project and appear to be interested in assuming leadership in fighting child labour. Attendance at project events has been impressive and lively, as demonstrated during the two stakeholders' consultation meetings held in Abuja and Abeokuta. The Minister of Labour and Productivity participated in the interview process of recruiting the NPO and also provided an office space for the staff in Abeokuta the project site, indications of support to the project, at least in the short term. The TA and NPO are building the necessary government relationships and working to create the kind of engagement needed for the project to become institutionalized. However, given the immensity of the work, it is doubtful that the project activities will be sustainable at project's end.

6.2 ECOWAS/CEDEAO

75. The nature of the ECOWAS/CEDEAO institution needs greater study and understanding before the idea of sustainability can be considered. The fluidity and economic instability of governments in the Sub-region pose serious questions as to what can be achieved before the project end. However, the beginning steps can certainly be taken. To achieve durability, the project needs a longer, five to ten year strategy.

7. Conclusions

76. The project in Nigeria has had a slow start and, at the time of the MTE, was still languishing with few outputs achieved. Staffing patterns and the choice of the personnel from the beginning are key concerns of the MTE team. The ECOWAS project leadership, in attendance in Abuja at the same time as the MTE team, shares the evaluators' major concern that ECOWAS (I and II) in Nigeria needs to get on track and streamline its approaches in order to meet objectives within the project framework. As the recommendations attest, it may not be possible to achieve project objectives in the current time table.
77. The ECOWAS I and II projects are relevant, especially considering the increasing incidences of child trafficking and labour in the sub-region. The project design adopted articulated strategies that are expected to produce impact at both national and sub-regional levels. Although the assumptions made at the design stage of the project have proved to be valid to a large extent, they failed to consider contextual differences that exist across the four core target countries. This is particularly manifested in the implementation of the project in Nigeria. Implementation of the project to date has been fraught with both internal and external challenges that threaten the success of the project in the country, but there are other circumstantial issues which exist as well.

78. The most serious of the challenges to meeting objectives is due to the long delay in start-off of project activities attributed in part to the changes in leadership of the West Africa projects and as well as the engagement of staff for the project in Nigeria which has dragged on for too long. The existing staff structure is not adequate to successfully complete the project with sparse project equipment. This is confirmed by the minimal progress made with the project to date.
79. The immediate objectives of the project are far from being achieved and the possibility of achieving them within the remaining months left for the project is of concern to the MTE team. A remedial plan of action developed to fast track implementation of priority activities of the project is on track, but will require close monitoring at higher level of management of the project. The probability of completing all of the indicators is very low, but some will certainly be met.
80. Stakeholders in the project at both national and state levels have responded to the project, eagerly awaiting actions from the project and the Ministry of Labour and Productivity (the coordinating national ministry on child labour issues). Senior management may be required to complement the efforts of the Nigerian project team to meet the project objectives, which include reinforcing national policy for the eradication of child labour and strengthening the Economic Community of West African States, while supporting model action programmes in a number of sites across the vast country.
81. It is necessary to recognize that the good project design and the practical and logical strategy is well-worth pursuing. It is important to keep the circumstances of children in the sub-region in mind. The WFCL will persist if the project efforts cannot continue building the sustainable foundations that are inherent in the design and planned activities. Despite the project's initial setbacks, it is likely that the sub-region will see impressive change if the project can keep the momentum and overcome some of its bureaucratic issues.
82. Finally, this evaluation proved timely to expose implementation issues before too much had been accomplished. It is hoped that the recommendations will help the project correct some flaws and enhance the implementation in the remaining time to contribute to successful delivery of the two immediate objectives.

8. Recommendations

83. The project in Nigeria has had its share of difficulties, such that most of the deliverables on indicators are still in the future. The following recommendations mostly focus on activities that fall within the project management's responsibility. These recommendations are divided into programmatic and project management functions. Most of them refer to the Nigeria country programme. Only one refers to the ECOWAS/CEDEAO objective. Suggested changes would be made at the country level, although it may be necessary for the Accra-based International Programme Officer, WAP CTA, and the ILO-IPEC Headquarters to support their execution.

8.1 Programmatic Recommendations

8.1.1 Solidify The Relationship With The Ministry Of Labour And Productivity

84. ECOWAS I and II project intervention on systems strengthening for Nigeria's national child labour programme should start with the Ministry of Labour and Productivity (MOLP) at both federal and state levels. The actions taken to review the plan in the six zones is a good response to the complexity of working in a federal system. The project will work with the Ministry of Labour and

Productivity in Lagos (with its support to NAPTIP), Ogun and Oyo to raise awareness and build capacity. Although this may appear to be a broad geographic spread, since the work will be with the town-based structures (government, NAPTIP, and IAs) it should not prove to be overwhelming for the Programme Officer to supervise if she has adequate means.

85. The process to create a National Policy on Elimination of Child Labour started in 2002. It was followed by recommendations in 2005 for actions to finalize the policy. At the start of the ECOWAS I AND II project, ten years later, the document is still in draft form. The project can claim credit for revitalizing the process to compile input into the document for final review and onward presentation to the Federal Executive Council by the Minister of Labour. Now that the WAP CTA is in place, project senior staff should pay an advocacy visit to the Minister of Labour and Productivity to reaffirm government commitment on the finalization of the document, the National Plan of Action for the Elimination of Child Labour (NAP), the Hazardous List of WFCL, and other child labour issues that need national government's urgent and constant attention.

8.1.2 Continue To Strengthen The National Steering Committee (NSC)

86. ILO-IPEC technical staff should work with Ministry of Labour and Productivity as NSC Secretariat to structure the constituted Committee into thematic sub-committees of reasonable sizes. The ToR for the committee and sub-committee and meeting schedule should be communicated as soon as possible to members to start-off the work of the committee and the sub-committees. The TA needs to firm up the position of the project through reinforcing the relationship established with the Minister of Labour and Productivity and other key members of the National Steering Committee.
87. ILO-IPEC has supported the establishment of National Steering Committees worldwide. Each one is unique to its country. It would be worthwhile for the Nigeria programme to explore good practices in other countries in building state steering committees and supplementary task groups or working groups. The membership of Nigeria's National Steering Committee seems large (between 45-48 people), but it may be necessary. In a country as large as Nigeria, the NSC might have to be even larger in order to represent all pertinent constituents. The Federal system poses some problems for implementation.
88. In order to get things done, such as validating plans, or selecting IAs, working groups should be formed. Delegation of tasks should be divided among the five or seven key ministries/stakeholders. With a large membership, it becomes a herculean coordination task simply to arrange to bring everyone together for a single purpose. Further, it is questionable how meetings and workshops with tea breaks, lunches, high tea, and dinners (or some combination thereof) serve the working children languishing in quarries. The project should consider other formats for meeting objectives. If the project is going to demonstrate leadership, it can take risks and try other approaches.

8.1.3 Streamline and Position the Project As A Leader In Fighting Child Labour In The Country And Sub Region

89. The MTE team recognizes the value of the procedures and hierarchical route as useful for many reasons, considering the presence of multiple ILO and ILO-IPEC projects related to labour in Nigeria. Nonetheless, the MTE recommends that the ILO administrative hierarchical route be reviewed so that project implementation can be done more smoothly and efficiently. However, the director is occupied with many things, and, perhaps more importantly, the project needs to establish itself as the locus of the anti-child labour work of ILO-IPEC.

90. Some activities should not require the input of the larger ILO bureau. The meeting of stakeholders following the MTE should have been a simple briefing of findings among true stakeholders, and an opportunity for the same players to interact. Instead, the letter of invitation came from the Sub-regional director, obscuring the purpose of the meeting so that it appeared as purely perfunctory: "...I request you to depute Three (3) officers who are fully conversant with the issue of child labour to participate in this workshop..." Besides ignoring the request by the lead evaluator to the Interim CTA at the beginning of the MTE (written in October, 2011) that only *pertinent* stakeholders be invited for a *briefing*, not a workshop, the letter from the SRO director begs the question of why key individuals were not already identified by the project since the project began in September, 2009. The NSC was already constituted, yet at the SHM some attendees were not members. Two representatives from Immigration and Customs were happy to attend, but puzzled as to what their role was. Three other attendees took copious notes to share with their supervisors, but when questioned by the Evaluator, were uncertain why they were chosen.
91. There is unambiguous rationale for why the ILO and the UN functions the way that it does. The MTE recommendation is not suggesting changing sound administrative procedures, only encouraging the exploration of designing more efficient procedures so that the project can meet its objectives. The project leadership itself must be seen as activist, taking steps to build a critical mass amongst Nigerian constituents to end child labour.

8.1.4 Retain Focus on Mining/Quarries as a Sector of Child Labour

92. Considering the small target numbers in Nigeria, serving non-quarrying laborers runs the risk of diluting the project's impact as a pilot and model. Those groups which have been identified as possible implementing partners have knowledge and could be forceful actors in consulting with Ministries of Mines and Justice to address and enforce gaps in legislation against child labour in quarrying and mining, one of the project indicators. With the focus on mining and quarrying, the project will be better equipped to consult and deliver technical support to the Ministry of Labour to review the HCL list with special attention to the mining and quarrying provisions as indicated in the Logical Framework.
93. The Rapid Assessment Study, conducted in October 2011, and validated at a workshop in November 2011; and supplemental information collected from Ministry of Social Affairs, Terre des Hommes, and stakeholders at the Abeokuta SHM, and others, on the issue of child labour in stone quarries in Ogun state confirms that the area is already saturated with interventions fighting child labour. Previous projects in the area have had a positive impact in reducing CL. Law enforcement agents and other partners pointed out that many Benin children, previously working in stone quarries in Ogun State, may have moved on to other areas such as Oyo State, or to other activity sectors (e.g. informal urban sector or child domestic work).
94. A flexible approach may be adopted when selecting the communities and the activity sectors to be targeted for intervention. The MTE team suggests an adjustment be made on previously identified project sites and a move to Oyo State for the locus of target beneficiaries. Just as children in cocoa communities in Ghana and Côte d'Ivoire are withdrawn from non-cocoa child labour, children in Nigeria's quarry areas, particularly in Oyo state, may also be withdrawn from other types of WFCL. However, the priority should be given to children working in the artisanal mines and quarries. Given the prevalence of child labour reported in Oyo, and the project's relatively small target numbers, it would be expedient to reconsider and change from the previously identified project sites.

8.1.5 Approve Action Programmes Soon and Strategically

95. Expedited action should be taken on the review, approval of submitted Action Programmes (APs), organisational assessment, and signing of MoU with IAs. Most of the prospective IAs are proven child protection groups eager to swing to action immediately. This is an opportunity to recover some lost time by the project.
96. Only Action Programmes with built-in sustainability mechanisms and an actionable sustainability plan should be approved for support by the project. In order to facilitate child labour monitoring, the groups should have intensive training (or refresher training) on the whole child labour legal framework and DBMR.

8.1.6 Get To Know the ECOWAS/CEDEAO BETTER

97. The MTE team believes that the project is moving in the right direction with the Economic Commission. The strategy as described is a sound one. However, it is a complex multilateral commission which demands to be approached as such. Senior level staff needs to build relationships throughout the institution and with other similar level UN groups, such as UNICEF. The study commissioned by the project proved to be somewhat superficial, and a deeper understanding of the workings of the commission on the part of the WAP CTA and TA is warranted.

8.2 Project Management Recommendations

8.2.1 Tighten Up Implementation Using The Remedial Plan Of Action And Another Mini-Evaluation

98. The implementation of the remedial plan of action should be made a priority, monitored on weekly basis and progress report (suggest via SKYPE and/or streamlined written reports) on its implementation sent to Ghana and Geneva bi-weekly. The Remedial Action Plan developed in October, 2011, and revised in February 2011, to accelerate delivery of the project implementation was not fully operationalized during the MTE, but is beginning. Priority activities in the plan (i.e. stimulating the review of NAP, consultation with social partners on strategic planning, agreement on the direct action target areas) are only beginning. The fact that the scheduled NSC meeting (for February 2012) did not occur and selection of project sites are still pending raise doubts whether the remedial action plan is being implemented successfully. During the MTE, the work on the plan was obvious, and the commitment on the part of all staff seems reinvigorated.
99. The MTE recognizes that the ILO-IPEC projects have planning mechanisms which require internal reviews on a regular basis. However, considering the high volume of work which may occupy staff, the MTE recommends that before the final evaluation of the project is due, a mini-evaluation be conducted (preferably independent and external) to assess performance and how the recovery strategies adopted as worked. Alternatively, frequent monitoring and supervisory visits by the WAP CTA, Geneva Office technical support, or another appropriate WAP staff should be scheduled.

8.2.2 Solicit Extension and Increased Funding

100. Project activities are only just beginning in Nigeria. The project management should request a *no cost extension* or a time extension with financial provisions to improve the chances of finishing the project successfully. A good case can also be made to earmark the project in Nigeria for special attention and allocate more support and resources to fast track its implementation. More resources (especially personnel, office equipment, and vehicle) should be allocated to the project to enhance successful implementation.

8.2.3 Review Staffing Patterns

101. The MTE is concerned with the current work load of the two Nigeria-based staff, Technical Advisor (TA) and National Programme Officer (NPO). The TA must take on a more proactive role of building relationships of stature to establish the project as a force with the government of Nigeria and the ECOWAS/CEDEAO. As has been suggested, the WAP CTA needs to be involved at a top level with the ECOWAS/CEDEAO leadership. The NPO's professional experience and contacts could be extremely useful in engaging national-level players in government and social partners to push the national policy agenda. This staffer is also responsible for start-up of the APs. As the Action Programmes progress, they will need support in M & E, and meeting their responsibilities in advocacy and raising awareness. Given that the project has lost time, an examination of the work plan and staffing structure to ensure that expanded roles of staff is consistent with meeting project objectives is recommended. Similarly, the project may consider additional professional staff or hiring consultants for specialized tasks, including reporting.
102. The WAP CTA has suggested some modifications to the ECOWAS I and II project organisation chart as it relates to the job descriptions of the TA in Nigeria and the International Programme Officer based in Accra. As understood by the evaluators at the time of the MTE, the Technical Advisor in Nigeria had been appointed under ECOWAS I as a policy liaison with ECOWAS/CEDEAO and with the Nigerian Government. With the new IPO on board, the separation of project administration is made more explicit: responsibilities for ECOWAS I and ECOWAS II are divided between the TA in Abuja (I) and IPO based in Accra (II). The changes described to the evaluators were under consideration at the time of the MTE and, hence, not assessed fully in this report. However, the separation of the project responsibilities is a concern for the MTE team. ILO-IPEC staff told the lead evaluator that the division was for "reporting reasons only," and did not imply that the person responsible for either one of the projects needs to visit the projects. Reporting is an important function of monitoring. Monitoring *does* imply supervision and continuing assessment that the project will achieve its objectives.
103. Otherwise, project management is divided into two entities according to ECOWAS I and ECOWAS II without function following the form. It would seem more logical to put the functional responsibility for Objective Two into the hands of a policy expert technician. Since the development of child labour policy in each of the core countries is connected to the unique position of ECOWAS/CEDEAO in the project, this arrangement puts all policy-oriented tasks together and strengthens ILO-IPEC's strategy to harmonise approaches. The other components also require expertise which could be construed as more mutually congruent. Project supervision and support to action programmes require a lot of attention. Policy issues require time-staking advocacy and technical support.

8.2.4 Assess the Resources Available For Nigeria

104. Of equal concern to the MTE is that the staff in Nigeria need to have the resources necessary to fulfill their tasks. It may be that the project in Nigeria should be isolated for special attention and allocated more support and resources to fast track its implementation. This includes ensuring that the budgeted project vehicle become available soon for field activities. The project may need additional funds if it is to meet its objectives.

8.2.5 Build Stronger Links Among Project Core Countries

105. Opportunities for cross country linkage for learning and knowledge management are being missed. Each country is operating independently and in some isolation from one another. The project staff

needs regular, frequent opportunities to discuss the lessons that they are learning and approaches to problem resolution. This should be done via SKYPE if possible or (low-cost) all staff meetings.

9. Lessons Learned and Potential Good Practices

106. As the project is just beginning, lessons to be learned and shared across the four core countries are still be assessed. No potential good practices were observed. Nevertheless, through interviews with staff and stakeholders, the MTE team in Nigeria recognized the following lessons which are worth considering in project design and implementation:
1. Consideration of individual country peculiarities is vital for project design and must be a factor during project negotiation especially in agreeing to a feasible project time frame.
 2. For sub-regional projects, extra effort should be exerted to share knowledge and management to promote learning and contribute to achievement of objectives.
 3. Project start-off delays may be unavoidable due to many reasons. Projects need to have a proactive system in place to address a situation when it happens. This proved relevant in the case of the project in Nigeria. The UN has systems in place for unanticipated terrorist acts; so certain administrative procedures were quickly put in place. That was evident in the way that the UN tries to maintain security at all times and how the UN kept people safe and looked after them after a bombing. However, there were few procedures for the needs of a project where time, deadlines, and deliverables are expected.

Annex A: Key Documents Reviewed

Many documents were reviewed in preparation of the Nigeria MTE. This is a list of most of them.

Project Design Documents

ECOWAS_I_PRODOC

ECOWAS_II_PRODOC

MASTER LIST of Documents for 3rd stage of ECOWAS evaluation NIGERIA

- DRAFT - National Policy for the Elimination of Child Labour in Nigeria
- DRAFT - National Plan of Action for the Elimination of Child Labour in Nigeria
- Rapid Assessment of the Child Labour Situation in Artisanal Mines and Quarries in Ogun and Oyo States of Nigeria
- Regional Action Plan for the Elimination of Child Labour
- Integrated Work-plan for Nigeria & ECOWAS
- Report on the Consultation Workshop for the Review of Child Labour Policy and National Plan of Action for the Elimination of the Worst Forms of Child Labour in Nigeria
- Report on Project Launch and Strategic Planning Workshop of ILO/IPEC /FGN/ECOWAS Interventions to Fight Against Child Labour Report Abuja October 17-18, 2011.
- Report on the Project Launch and Strategic Planning Workshop of ILO/IPEC /FGN/ECOWAS II Interventions to Fight Against Child Labour Report Abeokuta October 20-21, 2011.

Technical Progress Reports

- March 2010: RAF0951USA_TPR_1003 March 2010
- September 2010: Sept 2010 RAF0951USA_TPR_1009
- TPR_MAY_2011_RAF0951USA_TPR_1104
- TPR_oct_2011_USDOL.ECOWAS_
- TPR_April_2011_USDOL.ECOWAS
- September (October) 2011: RAF0951PUSA_TPR_1110_R
- Technical Progress Report – TPR (ECOWAS I) – April 2011
- Technical Progress Report – TPR (ECOWAS II) – April 2011
- Technical Progress Report – TPR (ECOWAS I) – October 2011
- Technical Progress Report – TPR (ECOWAS II) – October 2011
- Status Report (ECOWAS I) – January 2012
- Status Report (ECOWAS II) – January 2012

Other Referenced Resource Materials

- NAPTIP. NAPTIP NEWS Vol. 2 No 2. August – October, 2010.
- UNICEF. Information Sheet: The Child's Rights Act. August, 2007.
- Ebigbo, P. O. Street Children: The Core of Child Abuse and Neglect in Nigeria. Children Youth and Environments 13 (1), Spring 2003.

- ‘Dimeji Togunde and Arielle Carter. In their Own Words: Consequences of Child Labour in Urban Nigeria. J. Soc. Sci., 16(2): 173-181, 2008.
- Dosunmu, Akinola George and Abidogun, Babajide Gboyega. Child Labour among Working Children in Ogun State, Nigeria. European Journal of Social Sciences vol. 25 No. 3, 2011.
- National Population Commission Abuja Nigeria. Nigeria Demographic and Health Survey, 2008.
- National Population Commission Abuja Nigeria. Analytical Report at National Level: 1991 Population Census of the Federal Republic of Nigeria. April 1998.
- What is the good of the ECOWAS? Jan Cernicky, International Reports, Berlin, Sep. 3, 2007
- Editor: Konrad-Adenauer-Stiftung e.V.
- Driving a People-centred Regional Integration, Anniversary Speech of ECOWAS/CEDEAO: Press Conference to Mark The 36th Anniversary of the Founding of ECOWAS: 27 May 2011
- Address by: H.E. James Victor GBEHO, President ECOWAS
- ECONOMIC COMMUNITY OF WEST AFRICAN STATES web pages
- www.ecowas.int/publications/en/framework/ECPF_final.
- Various treaties, protocols and declarations, including Declaration on The Fight against Trafficking in Persons, ECOWAS Protocol on the Mechanism Relating to Conflict. Prevention, Management, Resolution, Peace-Keeping And Security, Protocol on Free Movement of People.
- Key Ministerial Structures Responsible For ECOWAS, ECOWAS -National-Unit-Directory.
- ECOWAS court of justice web page
- The ECOWAS Bank for Investment and Development (EBID) web page

Materials related to Mining and Rock Quarrying in West Africa :

- “Little Hands of the Stone Quarries, an investigation into Child Trafficking between Benin and Nigeria” December 2005 , Terre des Hommes (TDH)
- ILO/ IPEC Design, Evaluation and Documentation (DED) Briefing Materials (March 2011)
- ILO/ IPEC Design, Evaluation and Documentation (DED) section guidelines materials
- Briefing Material on Monitoring and Evaluation in IPEC
- DED Guidelines 6: Elements of Self-evaluation Guidelines
- DED Note 1: Preparing Terms of Reference for Evaluations (in certain cases)
- DED Note 2: Project Monitoring Plans
- DED Note: 3: Types and Levels of Evaluation in IPEC
- DED Note 4: Project cycle in IPEC
- DED Note 5: Process of Managing Evaluation in IPEC
- DED Note 6: Impact Assessment in IPEC\
- DED Note Self Evaluations
- ILO Global Reports on Child Labour 2002, 2006, 2010
- ILO Decent Work Country Programmes materials, Draft DWCP for the countries covered in this evaluation: Benin and Côte D’Ivoire
- Manual on Child Labour Rapid Assessment Methodology: SIMPOC ILO-UNICEF
- Guidelines for Preparing Evaluations

Annex B: MTE Itinerary of Nigeria Site Visits

DATE	ACTIVITY	VENUE	COMMENTS
Monday, February 27			
	Interview with Ministry of Labour and Productivity	MoL&P	Conducted only by National Consultant
	Interview with representative of Nigerian Supreme Council for Islamic Affairs (NSCIA)		Conducted only by National Consultant
Tuesday, February 28			
	Arrival of Lead Evaluator		
	Meetings with ILO-IPEC staff		
	Programme Officer		
Wednesday, February 29			
	Presentation of Results of Needs Assessment or ECOWAS/CEDEAO	ECOWAS/CEDEAO Headquarters	ECOWAS/CEDEAO staff and stakeholders
	Preparation for Stakeholders Meeting , Abuja		
Thursday, March 1			
	Stakeholder Workshop, Abuja	Bolingo Hotel	
	Individual Meetings with stakeholders		
	Arrangements for follow-up interviews		
Friday, March 2			
	Meetings with NAPTIP	NAPTIP HQ	
	Interview with Education Informant	Bolingo	From Kano State
Saturday, March 3			
	Fly to Lagos		
	Meeting with Stephen McClelland		
Sunday, March 4			
	Tour of NAPTIP Shelter for recovered trafficked survivors	Lagos	
	Preparation for Stakeholders Meeting , Abeokuta	Lagos	
Monday, March 5			
	Stakeholders Meeting , Abeokuta	Richton Hotel	
	Interviews with Stakeholders	Abeokuta	
	Arrangements for site visits	Abeokuta	Visit to quarries was determined to be inappropriate for the Lead Evaluator; NC was scheduled to go
Tuesday, March 6			
	Visit Market	Abeokuta	Interviews, working children
	All-team Meeting, Evaluators Briefing	Lagos	
Wednesday- Thursday, March 7-8			
	National consultant's site visit to Ibadan; Lead evaluator flight to Cotonu, Benin	Ibadan	Verified child labour and potential IAs work on ground

Annex C: People Interviewed

ILO-IPEC and USG	
Switzerland and elsewhere (interviewed in November 2011 and March 2012) 1) Peter Wichmand, Head, DED 2) Ricardo Furman Wolf, Senior Evaluation Officer 3) Frank Hagemann, Research & Policy Head 4) Mary Read, Programme & Planning Head 5) Alexandre Soho, Senior Programme Officer 6) Simon Seynes, Head, Social Dialogue 7) Constance Thomas, Director IPEC 8) Francesco d'Olividio, former project Chief Technical Advisor (CTA), (By Telephone, Pakistan) 9) Sina Chuma-Mkandawire, Director, ILO Sub-regional Office in Abuja, Nigeria (interviewed in Accra, Ghana) 10) Vera Lucia Paquète-Perdigão, Spécialiste Technique Principal Travail des Enfants (Dakar)	ECOWAS I/II PROJECT 11) Stephen McClelland, WAP CTA 12) Krishnamoorthy Kukkikatte TA, Abuja FCT 13) Agatha Kolawole \Abeokuta Ogun state, National Programme Officer USDOL- Office of Child Labor, Forced Labor and Human Trafficking (By Telephone interviewed in November, 2011, February March, 2012) 14) Tanya Rasa, Division Chief, Africa 15) Chris Dearing, Project Manager 16) Maureen Jaffe, OFCT, ILAB 17) Samantha Schasberger, ILAB US Embassy: Unavailable
Government Of Nigeria, Administrative and Political Officers	
Abuja Federal Ministry of Labour & Productivity 18) Engr. Paul Okwulohie, Director (Inspectorate) Federal Secretariat, Abuja 19) Mrs. Ogunbiyi Samuel, Senior Labour Officer 20) Mrs. Okereke Charity, Labour Officer I 21) Miss Ndubisi Chineye Callista, Labour Officer 22) Miss Iyizoba Ije, Labour Officer	Ibadan Oyo State Ministry of Women Affairs, Community Development and Social Welfare 23) Mrs. Fola-Kayode O., Director (Child Welfare) 24) Mr. Adeoye Raimi, Deputy Director (Child Welfare) 25) Federal Ministry of Labour & Productivity (Ibadan Oyo) 26) Mr. Ayodele Timothy, State Controller 27) Mrs. Orji-Ogbuehi, Chief Labour Officer 28) Mr. Diekola Eniola, Chief Labour Officer 29) Mr. Eshomounu Itemoagbo, Desk Officer (Child Labour) 30) Mrs. Ogunleye Folashade, Senior Labour Officer
Implementing Agencies (Potential), and Social Partners	
Abuja, NAPTIP 31) Lily N. Ogujiofor, Director Counselling and Rehabilitation, NAPTIP Abuja 32) R.A Kuffon, Director Research & Programme Development, Abuja 33) Mr. Morka Godwin Assistant Director 34) Mrs. Anufom Eunice, Assistant Director 35) Mr. Segun Sanwo, NAPTIP Desk Officer (Child Labour) 36) Mr. Aderohunmu Ismaila, Assistant Chief Social Worker	Abeokuta ,Terre Des Hommes, 37) Peju Osoba, Program Manager for Nigeria
Lagos, NAPTIP 38) Odetunde Tunde Adedayo, Zonal Head, NAPTIP, Lagos, NAPTIP Shelter 39) Mwata Ifeom, NAPTIP Shelter Manager, Lagos 40) 13 Nurses and Counselors (Names available)	Ibadan, Galilee Foundation 41) Mr. Gregory Eigbedon, Project Director 42) Mrs. Adu Omowunmi, Administrative Officer 43) Mrs. Ogundele O., Matron Shelter Home
44) Tunji Sekoni Trade Union Congress (TUC) Abuja	45) Nigerian Supreme Council for Islamic Affairs (NSCIA) (Abuja FCT) 46) Al Haji Muhammad Kabir Kassim, Deputy Director 47) Mr. Abdullahi Danjuma Project Manager
Other informants	
48) Blind-beggar Cluster Location (Sabo Mokola Ibadan, Oyo State) 49) Mallam Lawal Muhammed, Coordinator 50) Mallam Abubakar Hassain, guide	Ojo Construction-Quarry Site (Ibadan) 51) Mr. Seyi Adeyemi, Site Supervisor 52) Three Workers (Names available)
Abeokuta market: 53) Mother and working child 54) Vendors	

Annex D: List of Participants For ECOWAS/CEDEAO Meeting

Attendees ECOWAS Survey Presentation		
NAME	ORGANISATION	Location
1) Prof. Amadu Sesay	Consultant/O.A.U Ile-Ife NIIA	Ife-Lagos
2) Dr. Bolanle Adetoun	ECOWAS (Principal Programme Officer – Gender and Child)	Abuja
3) Onuoha Obii	ECOWAS (Legal Advisor)	
4) Dr. Alves D'Almeida Fernondo Jorge	ECOWAS Commission (PPO Social Affairs)	
5) Ajayi Olanike	ECOWAS Commission (Support Assistant Multi Surveillance)	
6) Jonathan Bara-Hart	ECOWAS Commission (Communication Assistant)	
7) Bosede Familoni	ILO/ECOWAS Focal Person	Abuja
8) Alexandre Soho	ILO-IPEC	Geneva Office Switzerland
9) Stephen McClelland		Accra Office Ghana
10) Kukkikatte Krishnamoorthy		Abuja FCT
11) Agatha Kolawole		Abeokuta Ogun state
12) Mme Lou Witherite		Geneva/USA
13) Dr. Adeogun Adewale		Abuja FCT

Annex E: Participant List at Stakeholder Meetings

March 1, 2011, Bolingo Hotel, Abuja, Nigeria		
NAME	ORGANISATION	LOCATION
Ossai Ilome N.	Labour Watch	Wuse II Abuja FCT
Ike Nwom	Nigeria Custom Service	HQ Zone 3 Abuja FCT
Ogbole E.	Nigeria Immigration Service	Sauka Village Abuja FCT
Desmond Garba	NAPTIP	Wuse Zone 5 Abuja FCT
Segun Sanwo	NAPTIP	Wuse Zone 5 Abuja FCT
Archibong Anderson	Child Right Brigade (CRIB)	Asokoro Abuja FCT
Queency Patrick	CYPF	Lugbe FHA Abuja FCT
Chinelo Nkenke	Nigeria Immigration Service	Sauka Village Abuja FCT
Dan Juma Abullahi	Nigerian Supreme Council for Islamic Affairs (NSCIA)	National Mosque Abuja FCT
Tunji Sekoni	Trade Union Congress (TUC)	338 Ikorodu Road Lagos
Isaac Abraham	Fed. Ministry of Justice	Abuja FCT
Yahcit Dala	National Human Right Commission	Abuja FCT
Kabir Elayo	NITRC	Abuja FCT
Igboko Uju	NCFR	Shehu Shagari way Abuja FCT
S. K. Okeke	National Planning Commission	Constitution Av. CBD Abuja FCT
Abaya P. S.	National Bureau of Statistics	Abuja FCT
Odetola A. M.	Fed. Min. Of Women Affairs & Social Development	Federal Secretariat Abuja FCT
Zainab Shehu	Fed. Min. Of Women Affairs & Social Development	Federal Secretariat Abuja FCT
Jonge Blessing	Federal Ministry of Labour & Productivity	Federal Secretariat Abuja FCT
Amina Alkali Gazali	Federal Ministry of Labour & Productivity	Federal Secretariat Abuja FCT
Paul Okwulohie	Federal Ministry of Labour & Productivity	Federal Secretariat Abuja FCT
Akpan U. N.	Federal Ministry of Labour & Productivity	Federal Secretariat Abuja FCT
Eustace James	Nigeria Labour Congress	HQ Labour House Abuja FCT
Sha'aba H. J.	Fed. Min. of Mines and Steel Development	Wuse II Abuja FCT
Idey Diana A.	Child Right Brigade (CRIB)	Asokoro Abuja FCT
Alexandre Soho	ILO	Geneva Office Switzerland
Stephen McClelland	ILO	Accra Office Ghana
Krishnamoorthy Kukkikatte	ILO/IPEC	Abuja FCT
Agatha Kolawole	ILO/IPEC	Abeokuta Ogun state
Lou Witherite	ILO/IPEC (International Consultant)	Geneva/USA
Adeogun Adewale	ILO/IPEC (National Consultant)	Abuja FCT

March 5, 2011, Richton Hotel, Abeokuta, Nigeria		
NAME	ORGANISATION	LOCATION
Mr. Odetunde T. A	NAPTIP	Ikeja, Lagos state
Mrs. Uzor Racheal	NAPTIP	Ikeja, Lagos state
Mr. Salawe T	NAPTIP	Ikeja, Lagos state
Mr. Shonubi M. O.	FMoL&P Ogun state Office	Fed. Secretariat Abeokuta
Mrs. Kassim Wonuola	Min. of Women Affairs & Social Development	Abeokuta Ogun state
Mrs Peju Osoba	Terres des Homme	Abeokuta Ogun state
Miss Aderemi Adetoun	Terres des Homme	Abeokuta Ogun state
Miss Ogunleye Lawunmi	Terres des Homme	Abeokuta Ogun state
Mr. Adeoye S. Raimi	Min. of Women Affairs, Community Development & Social Welfare	Ibadan Oyo State
Mr. Ayodele Olaniyi	FMoL&P (Oyo state Office)	Ibadan Oyo state
Mr. Idowu A. O.	Nigerian Immigration Service	Abeokuta Ogun state
Mr. Fatoki Clement Muiyiwa	FMoL&P (Ogun state Office)	Abeokuta Ogun state
Mr. Eigbedon Gregory	Galilee Foundation	Ibadan Oyo state
Mr. Oduyemi Akerenusi	FMoL&P (Ogun state Office)	Abeokuta Ogun state
Mr. Adebayo Seyi	Trade Union congress	Abeokuta Ogun state

March 5, 2011, Richton Hotel, Abeokuta, Nigeria		
Mr. Oyilusi Rufus	Min. of Mines & Steel Development	Abeokuta Ogun state
Engr. Odetayo Olu	Min. of Mines & Steel Development	Abeokuta Ogun state
Mr. A. O.	Nigerian Labour Congress	Abeokuta Ogun state
Mr. Kayode Julius Praise	Political Reporter	Oke-mosan Abeokuta Ogun state
Alexandre Soho	ILO	Geneva Office Switzerland
Stephen McClelland	ILO	Accra Office Ghana
Krishnamoorthy Kukkikatte	ILO/IPEC	Abuja FCT
Agatha Kolawole	ILO/IPEC	Abeokuta Ogun state
Lou Witherite	ILO/IPEC (International Consultant)	Geneva/USA
Adeogun Adewale	ILO/IPEC (National Consultant)	Abuja FCT

Annex F: Programmes For Stakeholder Meetings

ELIMINATION OF THE WORST FORMS OF CHILD LABOUR IN WEST AFRICA AND STRENGTHENING SUB-REGIONAL COOPERATION, ECOWAS I AND ECOWAS II MID-TERM EVALUATION THURSDAY 1 MARCH 2012 BOLINGO HOTEL , ABUJA, NIGERIA	
8:30am	Welcome participants
9:30am	ECOWAS Technical Advisor Welcoming
9:45am	Introduction of participants
10:00am	Presentation of Workshop objectives and Power Point Presentation
10:35am	Tea Break
11:00am	Comments and Questions
11:45am	Critical Question (Discussion)
12:45pm	Closing
13:00pm	Lunch

ELIMINATION OF THE WORST FORMS OF CHILD LABOUR IN WEST AFRICA AND STRENGTHENING SUB-REGIONAL COOPERATION, ECOWAS I AND ECOWAS II MID-TERM EVALUATION MONDAY 5 MARCH 2012 ABEOKUTA, NIGERIA	
9:00 am	Welcome participants
	Welcoming by Controller of Ministry of Labour , Ogun State and Agatha Kolawole, Project Officer
	Introduction of Sub-regional CTA, Stephen McClelland and participants
	Participants - name , organisation position in organisation Location Activities of organisation in relationship to Child Labour
	Power Point Presentation -- Short Version
	Comments and Questions
	Critical Question (Discussion)
	Closing
12:00pm	Lunch
	\\Take Tea as you wish during the meeting

Annex G: Talking Points From Stakeholder Meetings

A. ILO/IPEC ECOWAS Project Stakeholder's Meeting Abuja FCT Talking Points

ILO/IPEC ECOWAS Project Discussion

1. General situation of CL in the country and pattern is distribution, identification of source, transit and destination within the country
2. Clarifications and comments on the role of the project in national child labour programme and NSC
3. Clarifications and comments on the role in the project of:
 - a. Government
 - b. ILO tripartite constituent members
 - c. Social Partners

Discussion Questions

National Policy Document

- Q1. What caused the delay in finalization and validating of the:
 - a. Draft National Policy for the Elimination of Child Labour in Nigeria?
 - b. National Plan of Action for the Elimination of Child Labour in Nigeria?

Q2. What is the current development status of these documents?

Q3. What is being done to move the process forward/fast track the process?

Constituted National Steering Committee

- Q4. Why is the NSC membership so large?
- Q5. Has the ToR for the committee made available to members?
- Q6. Why has the NSC not met since it was constituted?
- Q7. How can the committee be structured to make it functional?
- Q8. In what ways can the committee be supported to deliver on set objectives?

Project Target & Duration

- Q9. Why is the project's target small compared to reality on ground about CL in Nigeria?
- Q10. Given the delay in the commencement of implementation of activities of the project, can the objectives of project still be achieved within the remaining short period?
- Q11. What can done to fast track the implementation of the project?

B. ILO/IPEC ECOWAS Project Stakeholder's Meeting Abeokuta Ogun State

Talking Points

1. Saturation of CL (quarry & mine) intervention in Abeokuta project site
2. Workplace sensitization on CL issues on-going through National Labour Congress in SW zone
3. Existence of a model for CL intervention in SW zone of NAPTIP

4. Under staffing in core government MDAs CL units
5. Low capacity amongst staff especially at operational levels
6. Opportunity for project identity in other part of the country with CL (quarry/mine) issues
7. To collaborate, leverage resources and retain/engage personnel from on similar CL projects in the country.

Annex H.a: MTE Workplan

ILO (IPEC) MTE NATIONAL CONSULTANT WORKPLAN - Elimination of the Worst Forms of Child Labour in West Africa and Strengthening Sub-regional Cooperation Through ECOWAS											
Start Date	13-Feb-12		National Consultant		DR. ADEOGUN ADEWALE						
End Date	14-Mar-12										
Activity	Description of activity	Location	Responsible Party	FEBRUARY 2012			MARCH 2012				
				Week 1	Week 2		Week 3	Week 4			
1. Planning											
1.1	Briefing meeting with ILO Management/Technical staff	Abuja	ILO Project Staff	13-Feb							
1.2	Compilation & submission of list of document for review	Abuja	National Consultant		14-Feb to 03-Mar						
1.3	Compilation & submission of list of Respondents for data collection	Abuja	National Consultant		14-20 Feb						
1.4	Sensitization of Respondents	Abuja, Oyo & Abeokuta	ILO Project Staff /National Consultant		17-Feb to 07-Mar						
1.5	Revision/Update of MTE tools	Abuja	National Consultant		17-21 Feb						
2. Field Activities											
2.2	Desk review	Abuja & Abeokuta	Team Leader & National Consultant	13-Feb to 10-Mar							
2.3	Data collection: Interview sessions	Abuja, Oyo & Abeokuta	Team Leader & National Consultant		24-Feb to 10-Mar						
2.4	Data collection: FGD/Questionnaire Administration	Abuja, Oyo & Abeokuta	Team Leader & National Consultant				01-10 Mar				
3. Stakeholder's Meeting											
3.1	Submission of PPT presentation for the 1st Stakeholders meeting	Abuja	National Consultant			24-Feb					
3.2	Participation in 1st Stakeholders meeting	Abuja	Team Leader & National Consultant				28-Feb				
3.3	Submission of PPT presentation for the 2nd Stakeholders meeting	Abuja/ Abeokuta	National Consultant				29-Feb				
3.4	Participation in 2nd Stakeholders meeting	Abeokuta	Team Leader & National Consultant				02-Mar				
4. Reports											
4.1	Submission of Progress Weekly Reports	Abuja	National Consultant				27-Feb		05-Mar		
4.2	Report Writing	Abuja	National Consultant				27-Feb to 13-Mar				
4.3	Submission of Draft (Interim) Report	Abuja	National Consultant							12-Mar	
4.4	Submission of Final (Nigerian) MTE Report	Abuja	National Consultant								14-Mar

Annex H.b: Evaluation Instrument Matrix

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

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

Area of Evaluation	Inputs and Evidence Query	Desired Characteristics	
	National Child Labour Monitoring System		
	C 138		
	C 182		
	Anti Trafficking law		
	Other laws of note		
PROJECT MANAGEMENT	Organigramme Context	Enabling environment. Actions required	
Reporting	TPRs APs Work Plans	Timely Informative Accurate	What do the reports say? Useful documentation
budgeting, spending, procurement	Reports, visual assessment	Economy, efficient, knowledgeable, professional, meets standard Budget conforming to policy and desired outputs	
Personnel -- hiring, supervision	Staffing patterns Job descriptions	Sound hiring practices Staff support Enough for the tasks? Turn over?	Capacity building (value?) Use or misuse of staff and consultants Composition- Representative (value?)
Functioning office and Technology	Observed.	Equipment well maintained. Suitable, used Special or unique aspects	
MONITORING AND EVALUATION			
Monitoring plan	Detailed definition of indicators	Comprehensible, appropriate	
Sources of data collection	Clear documentation	Organized, Data is quickly and accurately accessed	
Methods of data collection		Diversity, Quality of methods	
Frequency of data collection		Routine	
Persons responsible for Data collection analysis and reporting		Dedicated and qualified personnel, adequate IAs and Project Management	
CAPABILITIES AND CAPACITIES	Implementation reports	Institutional Development	
Training	Records	Quality, Purpose, Outcome	
Partner Selection	Criteria Assessment of strengths and weaknesses	How were partners selected? proven track record or innovative and new	
QUALITY ASSURANCE		Overall Project inputs/ deliverables	
Education (All, formal and NFE) IGA	School Attendance And Performance	What do educators need? Education related Deliverables	
EFFECTIVENESS	Objective Attainment	Highly effective meets indicators (as determined to be appropriate and results - assuring Could alternative actions produced the same results	
EFFICIENCY <i>Cost v. Benefits</i>		Vehicle and energy use, multiple meetings, exchange of info, capacities	
Child involvement and Participation in the Process		Clubs plays drama civic activity	

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