

FUNDED BY THE UNITED STATES
DEPARTMENT OF LABOR

Independent Midterm Evaluation of Combating Exploitive Child Labor Through Education in Egypt

World Food Programme

Cooperative Agreement Number: E-9-K-6-0115



2009

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ACKNOWLEDGEMENTS

This report describes in detail the midterm evaluation, conducted during February 2009, of the Combating Exploitive Child Labor Through Education in Egypt Project. The report was prepared by Macro International Inc., according to agreements specified in its contract with the U.S. Department of Labor (USDOL) Office of Child Labor, Forced Labor, and Human Trafficking (OCFT). The evaluation of the Combating Exploitive Child Labor through Education in Egypt project was conducted and documented by Miranda Beshara, an independent evaluator in collaboration with USDOL/OCFT staff, the Combating Exploitive Child Labor Through Education in Egypt project team, and stakeholders in Egypt. Macro International Inc. would like to express sincere thanks to all parties involved in this evaluation: the independent evaluator, the World Food Programme and its partners, and U.S. Department of Labor.



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Thanks

The consultant would like to thank the whole team from the Combating Exploitive Child Labor Through Education Project in Cairo, Beni Sweif, Assiut, and Sohag for their generous and effective support during the midterm evaluation. It was a pleasure to work together and, given the considerable extra work the evaluation added to their already heavy workload, I hope that the results will prove of sufficient benefit to further the impact of their good work.

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LIST OF ACRONYMS

CDA	Community Development Association
CEOSS	Coptic Evangelical Organization for Social Services
CLMS	Child Labor Monitoring System
CTS	Child Tracking System
GEI	Girls Education Initiative
ILO	International Labour Organization
IPEC	International Programme on the Elimination of Child Labour
M&E	Monitoring and Evaluation
MOE	Ministry of Education
MOMM	Ministry of Manpower and Migration
MOSS	Ministry of Social Solidarity
MOU	Memorandum of Understanding
NCCM	National Council for Childhood and Motherhood
NGO	Nongovernmental Organization
OSH	Occupational Safety and Health
PMU	Project Management Unit
SCDAWCI	Sohag Community Development Association for Women and Children's Improvement
TDH	<i>Terre des Hommes</i>
THR	Take Home Rations
UNICEF	United Nations Children's Fund
USDOL	United States Department of Labor
WFCL	Worst Forms of Child Labor
WFP	World Food Programme

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EXECUTIVE SUMMARY

This report summarizes the findings and recommendations from the midterm evaluation of the Combating Exploitive Child Labor Through Education in Egypt Project, a four-year, US\$5.09 million project implemented by the United Nations World Food Programme (WFP), in partnership with the United Nations Children’s Fund (UNICEF) and the International Labour Organization (ILO), and funded by the United States Department of Labor (USDOL).

Poverty is the major contributing factor to child labor in Egypt, further exacerbated by an unregulated informal economy, inadequate social protection, poor quality of education, parental illiteracy, and the general lack of public awareness about the importance of education. Gathering accurate statistics on the number of child workers in Egypt is rather difficult, but it is estimated that over 2 million children, as young as four years old, are working as street vendors, domestic workers, agricultural laborers, and factory workers. According to the 2001 National Survey on Child Labor, 21% of children between age 6 and 14 are working in Egypt and represent 7% of the total workforce. Various studies further show that children in rural areas working in agriculture and children from poor, female-headed households represent the largest portion of working children.

The overall objective of the project is to contribute to the elimination of exploitive child labor in Egypt through the rehabilitation and reintegration of child laborers into formal and nonformal education and the provision of support and effective measures for the prevention of child labor. The project targets 4,300 children for withdrawal and 6,000 children for prevention from the worst forms of child labor (WFCL). Beneficiaries are targeted in the three governorates of Sohag, Assiut, and Beni Sweif in Upper Egypt through local partner nongovernmental organizations (NGOs) and community development associations (CDAs). The project provides formal and nonformal education programs to children at risk of or engaged in exploitive labor, strengthens awareness and capacity of national and local government institutions, civil societies, and communities to address child labor and education issues, and improves national, regional, and local capacity to perform data collection and monitor and assess child labor.

The project has succeeded in preventing and withdrawing a considerable number of children at risk for child labor and providing support to their families. In all three governorates, the project has been implemented with a high level of partnership and coordination with the respective governmental counterparts.

In Beni Sweif, the lead NGO implementing the project is the Coptic Evangelical Organization for Social Services, working in partnership with four CDAs in the districts of Al Fashn, Beba, and Beni Sweif. To date, they have worked with 24 schools targeting 587 children. They have also signed a total of 200 apprenticeship contracts with 158 workshops and managed to provide 42 of those children with literacy classes. Furthermore, the protection management unit in Cairo has directly partnered with the National Council for Childhood and Motherhood (NCCM)/Girls Education Initiative (GEI) in Beni Sweif and has supported the establishment of 32 community schools providing 590 children with education and withdrawal from WFCL.

In Sohag, the project is partnered with the Sohag Community Development Association for Women and Children's Improvement. This lead NGO is covering the six administrative districts of Sohag and is working through multilevel committees. To date, they have worked with 39 schools targeting 1,651 children in primary education, 500 children in formal pre-primary kindergarten, and 327 children in 15 community schools. They have also signed a total of 127 apprenticeship contracts with 63 workshops.

In Assiut, the lead NGO is *Terre des Hommes*, which is implementing the project in partnership with two CDAs and multilevel committees. To date, they have worked with 40 schools targeting 3,534 children in primary education, 216 children in formal pre-primary kindergarten, and 144 children in five community schools. They have also signed a total of 176 apprenticeship contracts with 64 workshops.

As of January 2009, the project has achieved the withdrawal of 1,474 children (34% of the target) and the prevention of 6,578 children (110% of the target) from exploitive labor. As a result of project interventions, 6,488 children returned to 103 formal schools and 1,061 children joined 52 community schools. A total of 503 working children signed apprenticeship contracts with 249 workshops and received support from the project in the form of occupational safety and health (OSH) tools. In addition, 6,907 families benefited from take home rations (THR).s).

Summary of Project Achievements at Midterm:

- 1,474 children withdrawn (34% of the targeted 4,300 children)
- 6,578 children prevented (110% of the targeted 6,000 children)
- 6,488 children enrolled in 103 formal schools
- 1,061 children enrolled in 52 community schools
- 104 employment opportunities provided for young women as community school facilitators
- 503 apprenticeship contracts signed with 249 workshops
- 503 OSH tools distributed
- 6,907 families received benefits and awareness from the project

While the project has already exceeded its prevention target, it is lagging behind in the withdrawal rate due to the fact that the indicator of the latter requires the complete withdrawal¹ of children from WFCL as a direct intervention of the project and has therefore been much harder to achieve.² Withdrawal is mostly achieved through community schools and participating workshops, while prevention is attained through the formal school system. The formal system has experienced only a few cases of complete withdrawal. Furthermore, two forms of child labor remain challenging to tackle: children working in nonregistered workshops and children working in agriculture, both of which represent a large portion of working children but are in the informal sector and beyond any sort of regulation.

¹ USDOL does not require complete withdrawals in cases where children engaged in child labor are above the minimum age for employment and are not working under hazardous conditions. In these cases, withdrawal can be counted if working hours, working conditions, etc., are sufficiently improved to ensure that the work is no longer hazardous and the child has received a direct education service.

² In February 2009, 45 additional GEI schools joined the project in Beni Sweif leading to the rise of the withdrawal rate. The Q1 figures for the third year of the project will be reflected in the upcoming semiannual technical progress report, due to USDOL in April 2009.

The midterm evaluation further found that the incentive scheme used by the project is very effective in enticing working children back to school, in preventing at-risk children from working, and in providing a safer and healthier occupational environment for children of working age. Nevertheless, the field visits showed that the distribution of some incentives has been problematic, particularly snacks in the primary schools and OSH tools in workshops. Consequently, this has sent some mixed signals to children not targeted by the project. The snacks and OSH tools are only given to the children targeted by the project and not to the rest of the children in the respective classes/workshops, who are also poor and at risk of engaging in WFCL. The other kind of incentive, THRs, benefits the whole family, and its distribution is linked to the child's attendance. In that respect, it is recommended that in the coming period the project revisit the distribution/targeting mechanism of snacks in the formal schools and mobilize additional resources to continue the provision of THRs to families until an alternative scheme for economic opportunities is developed in order to ensure the sustainability of project interventions. The in-school snacks for community schools, which are distributed to the whole class, should continue to be provided until further resources are mobilized.

Furthermore, the project has provided much needed capacity building to teachers and social specialists in schools, facilitators in community schools, labor inspectors, community committees, and partner NGOs and CDAs to more effectively address the challenges of child labor in their respective communities. For example, the training on active learning approaches given to the teachers and facilitators has contributed to the improvement of educational quality, and its impact was truly felt during the field visits in the enhanced aptitude of the children and the range of tools developed in the classroom. Moreover, the project has contributed to raising the awareness of families as well as policymakers about the hazards of child labor and the importance of education through events, rallies, communication materials, and periodic meetings.

With such a multilayered project, there are many lessons learned. The family is at the core for the sustainability of project interventions; therefore, it is important to provide a comprehensive package of services in coordination with other entities to ensure the retention of children in education. Organizing activities, such as day trips, camps, and tournaments, is also essential for the reintegration of children into the community and their overall wellbeing. The provision of psychosocial assistance and counseling is another crucial element as many children were exposed to several forms of abuse and denied their basic rights. Raising awareness about health issues and the utilization of religious sermons to relay messages have proven to be effective entry points to communities. Another lesson learned is that local alternatives often provide solutions to many problems and challenges faced by the project. The partnerships between the various stakeholders contribute to strengthening relationships between all parties involved.

The project has succeeded in preventing and withdrawing a considerable number of at-risk children and in providing support to their families, but for such interventions to be sustainable, the project needs to focus on building community and national mechanisms that will continue to combat WFCL, continuing the various capacity-building interventions, and identifying and allocating resources to support key interventions, in particular those linked to the livelihood enhancement of targeted families. In the coming period, the project needs to—

- Offer appropriate alternatives to raise the standard of living of targeted families.
- Link families with existing governmental and nongovernmental services and benefits.
- Revise the incentive scheme to ensure a more effective distribution mechanism with an exit strategy that will offer sustainable alternatives.
- Increase the number of targeted community schools in the Assiut and Sohag governorates.
- Develop mechanisms to realistically address the two forms of exploitive child labor (agricultural labor and laborers in nonregistered workshops) encountered during project implementation.
- Enhance the apprenticeship component through partnership with ILO's International Programme on the Elimination of Child Labour, the Ministry of Manpower and Migration (MOMM), and the Ministry of Social Solidarity (MOSS) vocational training unit.
- Continue capacity building at all levels with a focus on MOMM's Child Labor Unit.
- Integrate with the child protection mechanism in targeted communities in collaboration with UNICEF and NCCM.
- Increase coordination between MOMM and the Ministry of Agriculture to extend labor inspection to the agricultural plantations and improve withdrawal rates.
- Work towards selecting more individuals to act as "agents of change" in their communities and capitalize on their enthusiasm and positive attitude to turn others around.
- Expedite the launch of the National Steering Committee and the development of the National Action Plan for the Elimination of Child Labor.
- Leverage additional resources (local, national, and international) for the extension of the various project interventions.
- Continue the awareness-raising activities at all levels.

Finally, the evaluation found that the project management has been successful in sharing information and exchanging experience across the implementing partners. The implementing partner staff in the various locations expressed that the project management has been highly responsive to their needs and in solving problems in a timely and participatory manner. WFP and its implementing partners are well positioned and capable of extending their activities under this project to additional children and families.

I EVALUATION FRAMEWORK

1.1 BACKGROUND AND PURPOSE

This report summarizes the findings and recommendations from the midterm evaluation of the Combating Exploitive Child Labor Through Education in Egypt Project; a four-year, US\$5.09 million project being implemented by the United Nations World Food Programme (WFP), in partnership with the United Nations Children’s Fund (UNICEF) and the International Labour Organization (ILO), and funded by the United States Department of Labor (USDOL). The overall objective of the project is to contribute to the elimination of exploitive child labor in Egypt through the rehabilitation and reintegration of child laborers into formal and nonformal education and the provision of support and effective measures for the prevention of child labor. The project targets 4,300 children for withdrawal and 6,000 children for prevention from the worst forms of child labor (WFCL). Beneficiaries are targeted in the three governorates of Sohag, Assiut, and Beni Sweif through local partner nongovernmental organizations (NGOs) and community development associations (CDAs). The project provides formal and nonformal education programs to children at risk of or engaged in exploitive labor, strengthens awareness and capacity of national and local government institutions, civil societies, and communities to address child labor and education issues, and improves national, regional, and local capacity to perform data collection and monitor and assess child labor. This project is the first of its kind to be implemented in the selected governorates and brings together a multitude of governmental and nongovernmental as well as national and international partners.

1.2 EVALUATION OBJECTIVES

The midterm evaluation was undertaken by Ms. Miranda Beshara, an independent consultant with expertise in social and economic development, who was commissioned by Macro International Inc. for USDOL to assess the achievements of the project toward reaching its targets and objectives as outlined in the cooperative agreement and project document. The evaluation considered all activities that have been implemented by the project since its start in September 2006 until midterm in September 2008 and examined issues related to project design, implementation, lessons learned, and recommendations for the remaining period. The evaluation was designed to fulfill the following objectives:

- Review and assess all project activities at midterm.
- Assess the project achievements towards reaching its targets and objectives.
- Identify the critical issues which have had positive and negative effects on the project implementation.
- Provide lessons learned and recommendations for improvements in project implementation for the remaining period.
- Serve as a benchmark for the final evaluation.

For the complete terms of reference, please see Annex A.

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II METHODOLOGY OF EVALUATION

The evaluation adopted a participatory approach by involving all project stakeholders in the process to assess the project's performance from their perspectives and to explore together the project's strengths and weaknesses, as well as recommendations for the coming period, through a mix of meetings, consultations, focus groups, and visits. The evaluator designed the discussion guidelines and questions to seek answers related to six categories of issues as outlined in the terms of reference (Annex A: project design, implementation, partnership and coordination, management, sustainability, and impact).

As a result, the evaluation was conducted at the following stakeholder levels:

1. **Beneficiary level.** This evaluation sought the beneficiaries' opinions about the project, such as whether they felt aspects should be changed or additional interventions were needed to combat exploitive child labor through education in a sustainable manner. This was accomplished through a qualitative assessment involving focus groups and meetings with a representative sample of children (in formal and nonformal schools as well as in workshops) and parents in the three governorates where the project is being implemented.
2. **Teacher/facilitator/workshop owner level.** This evaluation looked at the formal education teachers, facilitators for the nonformal education programs, and providers of apprenticeship opportunities and sought their perspectives on the effectiveness of the education and apprenticeship components in terms of the project design and implementation. This was achieved through meetings with the teachers, facilitators, and participating workshop owners.
3. **Implementing partners level.** This evaluation looked at the institutional capacity of the project team at both the central level—project management unit (PMU) within the WFP—and at the local level through the partner NGOs/CDAs in the three governorates with regard to managing and carrying out project activities and exploring issues related to project performance and sustainability. The evaluator met with the PMU and the NGO/CDA staff responsible for the project implementation, along with representatives from the various committees assisting with project implementation and follow-up at the community level.
4. **Counterpart level.** This evaluation examined the degree of partnership and coordination among the various project counterparts and examined issues of sustainability. The evaluator met with counterparts at ILO and UNICEF and the focal points at the relevant central- and governorate-level governmental institutions which are involved in the respective project advisory committees.

During field visits, the evaluator was accompanied by Ms. Nivine Osman, the project director, and Ms. Gihan Bayoumi, the newly appointed monitoring and evaluation (M&E) officer for the project. Both Ms. Osman and Ms. Bayoumi were present for the introductory meetings with various project partners and did not attend any of the meetings during which the evaluator solicited input and feedback on certain aspects of project performance from the different groups.

In each governorate, the evaluator met with the project implementing partners and stakeholders and visited the project beneficiaries in the formal schools, community schools, workshops, and homes. A total of nine days (three days per governorate) was allocated to visit these locations as well as to conduct the respective meetings/consultations. The field visits took place in February 2009 with the following schedule:

Assiut (Feb. 25–26)	Sohag (Feb. 22–24)	Beni Sweif (Feb. 10, 16–17)
<ul style="list-style-type: none"> • Meeting with <i>Terre des Hommes</i> (TDH) and the two partner CDAs • Meeting with a representative group of project stakeholders • Four school visits • Two community school visits • Two focus groups with women (20 participants each) • Visit to a child-to-child class • Visit to the Ministry of Social Solidarity (MOSS) Vocational Training Center • Two workshops • Home visits • Meetings with each CDA team 	<ul style="list-style-type: none"> • Meeting with the Sohag Community Development Association for Women and Children’s Improvement (SCDAWCI) • Meeting with a representative group of project stakeholders • Four school visits (including one kindergarten class) • Four community school visits • A factory visit and a workshop visit 	<ul style="list-style-type: none"> • Meeting with the Coptic Evangelical Organization for Social Services (CEOSS) and the three partner CDAs • Meeting with a representative group of project stakeholders • School visit (focus group with 15 children) • Focus group with 20 parents • Tour of six participating workshops in the industrial city • Visit to five Girls Education Initiative (GEI) schools

The consultant visited 9 schools, 11 community schools, and 10 workshops and conducted nine focus groups with an average of 15 participants per focus group in the three targeted governorates.

After the fieldwork, the evaluator conducted a debriefing with Macro and USDOL via conference call concerning the preliminary findings and impressions. The evaluator also held a debriefing with the PMU at WFP in the presence of the WFP-Egypt Director on March 3, 2009. A stakeholders’ meeting was conducted on March 30, 2009, bringing together the project’s three United Nations agency partners, the local implementing partners, and the project’s governmental counterparts. This meeting presented the major findings and emerging issues, solicited recommendations, and obtained additional information from stakeholders, including those that were not interviewed individually earlier (Annex B).

In summary, the evaluation methodology consisted of the following activities and approaches:

- Desk review and analysis of all documents pertinent to project design and implementation (Annex C)
- Meeting with the project director to fine tune evaluation schedule and pertaining logistics

- Development of evaluation tools such as focus group questions and activities and evaluation questionnaires (Annex D)
- Field visits to WFP office in Cairo and to the project sites in the three governorates of Beni Sweif, Assiut, and Sohag
- Interviews/meetings with various project stakeholders (Annex E)
- Review and validation of the various project monitoring tools
- Debriefing with Macro and the Bureau of International Labor Affairs Office of Child Labor, Forced Labor and Human Trafficking
- Stakeholder meetings
- Written documentation of the evaluation

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III KEY FINDINGS

Combating Exploitive Child Labor Through Education in Egypt is a complex project tackling several major issues—child labor, school dropout, and poverty—through an integrated package of interventions. It also engages multiple partners at different levels requiring a great deal of coordination and a clear definition of roles and responsibilities. The project is unique in bringing together three major United Nations agencies along with the concerned government entities and local NGOs guided by an experienced donor, USDOL, to leverage resources and expertise in combating the multidimensional phenomenon of child labor.

The project faced some delays at startup bringing all stakeholders up to the same level of understanding of the USDOL definitions of withdrawal and prevention. At midterm, the project stakeholders are all on the same page regarding the project objectives. The evaluator believes that the time taken at the beginning of the project to deepen the understanding of key concepts and interventions, and also to get to know each other, has positively affected the quality of services provided to the beneficiaries despite the delays.

As of January 2009, the project has achieved the withdrawal of 1,474 children, and the prevention of 6,578 children from exploitive labor. As a result of project interventions, 6,488 children returned to formal schools,³ and 2,208 children joined community schools.⁴ A total of 503 working children received support from the project in the form of Occupational Safety and Health (OSH) tools. In addition, 6,907 families benefited from take home rations (THR)s).

This section outlines the key findings of the evaluation study according to the six categories of issues that affect project performance.

3.1 PROJECT DESIGN

The project fits well into existing government programs that combat child labor and provide education for all. It is being implemented amid an enabling policy environment wherein the new child law—No. 126/2008—was ratified in June 2008 mandating governmental and nongovernmental support for a more systematic and effective child protection mechanism and additional measures to combat exploitive child labor, among other child-related issues. The national strategic plan for educational reform is being mobilized focusing on enhancing the quality of education through improved curriculum, teacher training, and decentralization of the educational process. From the onset, the project drafted and signed Memoranda of Understanding (MOUs) with its respective counterparts in order to communicate expectations and clarify roles and responsibilities. The project signed MOUs with the Ministry of Manpower and Migration (MOMM), the Ministry of Education (MOE), the National Council for Childhood and Motherhood (NCCM), and MOSS and has managed to establish advisory committees at each governorate level, meeting on a quarterly basis to address project needs.

³ This figure includes children in kindergartens in Assiut and Sohag.

⁴ The community schools include the NCCM/GEI schools in Beni Sweif.

On the national level, the project is planning to closely cooperate, under the umbrella of MOMM and in cooperation with NCCM, on the translation of the national strategy for the elimination of child labor, which was formulated into a national action plan in 2006. A National Steering Committee will be formed from MOMM and other relevant ministries and is scheduled to be launched in May 2009. The project has additional plans to build the capacity of the child labor unit within MOMM with a child labor monitoring system (CLMS).

The project also supports the five goals of the USDOL Child Labor Education Initiative, which provides grants in support of the elimination of WFCL through the provision of, and improved access to, quality and relevant educational opportunities.

The project is providing direct educational services to targeted children through enrollment assistance in public schools, community schools or apprenticeship programs—depending on the age and situation of each child—in order to either prevent or withdraw those children from involvement in exploitive child labor. The project is working with policymakers on the national action plan to eliminate child labor and helping to build the capacity of various stakeholders to combat child labor. The project has also contributed to raising families' and policymakers' awareness of the hazards of child labor and the importance of education through events, rallies, communication materials, and periodic meetings. In addition, the project is spearheading research and the collection of reliable data on child labor. Given the lack of updated and detailed statistics on child labor in Egypt, the project has conducted a comprehensive rapid assessment on WFCL in the targeted governorates during its startup phase in order to assess the situation, design interventions accordingly, and construct a baseline against which performance could be measured.

Furthermore, the project has been working on developing an effective monitoring and evaluation system based on the international CLMSs that have been developed to strengthen compliance with core labor standards and verify that children prevented or withdrawn from work have access to educational opportunities. The child tracking system (CTS) currently used by the project is an access database adapted from the ILO International Programme on the Elimination of Child Labour (IPEC) project in Lebanon. The CTS is still in its pilot phase and not fully operational. The challenges with the CTS were discussed at length in the project's November 2008 external audit report and updates relevant to project performance are provided in the upcoming section on project implementation (see Section 3.2).

In addition to the CTS, the implementing partners submit a monthly food distribution plan, quarterly progress reports based on a unified format, and undergo monthly site visits from WFP. The PMU submits a technical progress report to USDOL on a semiannual basis reporting on project performance indicators according to its project objectives and logical framework and on USDOL/Office of Child Labor, Forced Labor and Human Trafficking common indicators for direct tracking of withdrawal/prevention of children from WFCL. The reports also contain updates on retention and completion rates of children in educational programs as a result of direct project intervention. As stated in the project document, an M&E coordination unit should oversee all of these systems in order to ensure that the goals and objectives of the project are being met. To date, this function has been assumed by the project director since the unit has not been fully operational because of high staff turnover and delays in recruitment. With the newly appointed M&E officer, the unit is being activated. A monitoring scheme has been already

developed to synchronize project information needs, coordinate the provision of technical assistance to partner organizations, and compile program-level M&E information for dissemination and use. The proposed scheme provides a comprehensive framework to monitor and evaluate project activities, commodities in the warehouses, training activities, child protection activities, and data collection for CTS and CLMS.

The project purpose and outputs of combating exploitive child labor through education are achievable to a great extent as long as there are incentives that attract children back to school and deter them from entering or remaining in the labor market. The current project scheme of incentives provides targeted children and their families with uniform and tuition support, in-school snacks, and THR⁵. In workshops, the children receive project support in the form of OSH tools and uniforms.

Another form of indirect incentive that the project offers is the improvement of educational quality through school renovations, capacity building of various school governance structures (board of trustees for formal schools and education committees for community schools), and most important, training for teachers and facilitators on the use of the active learning approach. The project does not have the direct authority to measure educational quality within the public schools and can only rely on the final exam scores of the targeted children, which are provided by the schools. In the community schools, the children's progress is closely monitored by the class facilitators and the MOE inspectors to assess their aptitude and determine when they are ready to join the public schools.

The midterm evaluation found that the project's incentive scheme is very effective in attracting working children back to school, preventing at-risk children from working, and providing a safer and healthier occupational environment for children of working age. Nevertheless, the field visits showed that the snacks distributed in the primary schools sent some mixed signals. The snacks are only given to the children targeted by the project and not to the rest of the children in the respective classes, who are also poor and at risk of dropping out. This problem has not been faced with the THR^s since distribution takes place on a monthly basis and is administered by the implementing partners away from schools and workshops. Furthermore, the THR distribution is linked to the targeted child's attendance at school or workshop, which has to be at least 80%.

Sustainability of project interventions remains the main challenge, particularly as it relates to the provision of various incentives. Several project staff pointed out that they are afraid the children will leave school and go back to work once the incentives are phased out, especially tuition/uniform support and THR^s—more so than the in-school snacks. This is mainly due to the poverty and worsening economic conditions, coupled with parental illiteracy and the decaying educational system in Egypt. Families see an advantage in sending children to work rather than to school. The majority of stakeholders have pointed out that it is important in the coming period for the project to focus on providing families with economic opportunities. In the project design, there is a component to link families with microcredit opportunities, but it is not fully operational as of yet.

⁵ WFP succeeded in leveraging resources from a private donor (EFG-Hermes) to fund the take home food rations to families of targeted children but for only one year.

The passive attitude of some of the teachers, social specialists, workshop owners, and labor inspectors presents another challenge because they do not receive any sort of monetary incentive. The project should work towards selecting more individuals to act as “agents of change” in their communities and capitalize on their enthusiasm and positive attitude to turn others around. Also, the project could try to link those individuals to other eligible services/benefits through connections with various governmental entities and other donor-funded projects to further their capacity and gain support.

A few design issues should be brought to the attention of the project team. The first issue is the design of remedial classes for children returning to school. Many of the children returning to school are lagging behind educationally and need additional assistance to catch up with their peers. The project is facilitating remedial classes during the school day led by the classroom teacher. The remedial classes are important for the children but are an additional burden to the already overworked teacher, who has to offer the classes during breaks and without any additional compensation. To overcome this problem, the project team signed a MOU with the Faculty of Education in Beni Sweif allowing for third-year students to complete their practicum by teaching the remedial classes after receiving proper training from the project on dealing with at-risk children and using active learning approaches. This experience is further highlighted in the lessons learned and best practices section of this report (see Section IV). One of the schools visited in Assiut had space for an ongoing remedial class, which children could frequent when they needed to work on their learning challenges. In Sohag, the project managed to include the remedial classes into the teacher’s daily quota for instruction. The additional instruction is then covered by salary.

Another design issue that the project needs to address is dealing with children targeted by the project who are still engaging in agricultural work. Most of the children in the rural areas combine school and work by taking seasonal and commercial agricultural jobs after schools or on holidays. These children are at-risk of working in possibly hazardous conditions, such as long hours in the sun without proper protection, dusty environments without masks or respirators, and exposure to toxic pesticides. During school visits, the evaluator noted that some of the children still engaged in agricultural labor without allowing it to affect their school attendance. However, the problem is that agricultural child labor is not governed by any sort of legislation and the MOMM labor inspectors can not enforce any penal system to either prevent it or ensure a safer working environment.

3.2 PROJECT IMPLEMENTATION

The Combating Exploitive Child Labor Through Education Project targets beneficiaries in the three governorates of Sohag, Assiut, and Beni Sweif in Upper Egypt through local partner NGOs and CDAs. The project aims to (1) provide formal and nonformal educational programs to children who are currently, or at risk of, engaging in exploitive child labor; (2) strengthen awareness and the capacity of national and local government institutions, civil societies, and communities to address child labor and education issues; and (3) improve national, regional, and local capacity to perform data collection and monitor and assess child labor. The following table summarizes the project’s performance indicators in the three governorates as of January 2009.

Performance Indicator (total number of children as of Jan. 30, 2009)	Beni Sweif	Sohag	Assiut	Total
Public Schools	587 24 schools	1,651 39 schools	3,534 40 schools	5,772
Kindergartens	N/A	500	216	716
GEI Schools	590 32 schools	N/A	N/A	590
Community Schools	N/A	327 15 schools	144 5 schools	471
Workshops	200 122 workshops	127 63 workshops	176 64 workshops	503
Total	1,377	2,605	4,070	8,052
Total Children Prevented from WFCL	510	2,387	3,681	6,578
Total Children Withdrawn from WFCL	867	218	389	1,474

N/A = Not Applicable (i.e., not planned for this governorate)

As displayed in the table above, the project has exceeded its prevention target of 6,000 children by 10% and has reached 34% of its withdrawal target of 4,300 children at midterm. This is to be expected since withdrawal is more challenging to achieve, particularly with the prevalence of WFCL in the informal sectors. It is worth noting that the high withdrawal rate in Beni Sweif is mainly due to the large number of GEI community schools targeted by the project relative to the other two governorates, which are not working with GEI schools. These governorates are facing some challenges with MOE in securing contracts for the community school facilitators (more so in Assiut than in Sohag), primarily because of the lack of funds in the local governorate budgets. In terms of the other two common USDOL indicators, the retention rate of children in education as a result of project intervention is 99%, according to the September 2008 technical progress report, while the completion rate—measuring the percentage of children completing their educational programs as a result of project intervention—will be measured at the end of the project. To date, around 70 children targeted by the project have again dropped out of educational programs, mostly because of the dire economic conditions and a lack of parental cooperation.

The incentives offered by the project and the community schools are already withdrawing and protecting many children in the rural areas. Increased coordination with MOMM and the Ministry of Agriculture to extend labor inspection to the agricultural plantations would improve withdrawal rates. Such action is already taking place at the project steering committee level but will likely take time before any real progress is seen during the project implementation.

The project is building on UNICEF's community schools program. With UNICEF support, community schools in Egypt started in 1992 in village hamlets with no basic services. Although

the government tried to reach these groups through small multigrade schools in the 1970s, population growth combined with economic strife and teachers' low qualifications led to high absentee rates, and the initiative gradually disappeared. From the outset, UNICEF worked on this endeavor with MOE and the communities. Communities donated space, ensured that children came to class, and managed the schools through an education committee in each hamlet. MOE paid facilitators and provided textbooks, while UNICEF was responsible for the overall development of the program. The model also relied on active learning. After intensive training, young facilitators—women chosen from the area with an intermediate school certificate—learned how to transform the contents of the government curriculum into activities, such as cards and games. They enhanced it with subjects suited to local interest, including health, environment, agriculture and local history, and encouraged self-directed activities, learning by doing, and small group work. The initiative was not regarded as a project but as a contribution to national educational reform. Since 1995, an education innovations committee has been systematically working to incorporate new pedagogies into mainstream schools.

Community schools therefore provide a more effective withdrawal mechanism from WFCL. They cater mostly to children 6 to 13 years old who have never had an opportunity to learn because of difficulty accessing schools and have resorted to work instead. Formal schools on the other hand provide more of a prevention mechanism by either attracting students who have dropped out or those who are within school age and at risk of joining the workforce.

As noted earlier, the project staff and subcontractors took some time to come to a consistent understanding of the USDOL definitions for withdrawal and prevention of child beneficiaries. This caused some reporting errors early in the project. The project management is periodically bringing the implementing partners and various stakeholders together to clarify concepts and ensure a common understanding of the key performance indicators. “Finally, we all speak the same language,” noted one of the project staff.

While the project design is consistent across the implementing partners, each governorate has adopted its unique model of implementation that is most suitable for its environment. The following table lists the project subcontractors per type per governorate.

Project Implementing Partners (Subcontractors)

Type	Assiut	Sohag	Beni Sweif
Lead NGO	TDH	SCDAWCI	CEOSS
Partner CDAs	<ol style="list-style-type: none"> 1. Community Development Association in Doweina 2. Giving Without Limits Association 	N/A	<ol style="list-style-type: none"> 1. Afak Development Association (Al Fashn) 2. Development Association for Family Care 3. Development Association for Apprentices Care 4. El Nahda Coptic Association (Beba)
Food Storage and Distribution	Assiut Businesswomen's Association	SCDAWCI	Red Crescent Association

In Beni Sweif, the lead NGO is CEOSS, which is working in partnership with four CDAs in the districts of Al Fashn, Beba, and Beni Sweif. To date, they have worked with 24 schools targeting 587 children. They have also signed 200 apprenticeship contracts with 158 workshops and managed to provide 42 of those children with literacy classes in collaboration with the General Agency for the Eradication of Illiteracy and Adult Education. The PMU in Cairo has directly partnered with the NCCM/GEI in Beni Sweif and has supported the establishment of 32 community schools providing 590 children with education and withdrawal from WFCL. In total, 510 children were prevented and 867 withdrawn from WFCL in Beni Sweif.

It was obvious that the two educational components (formal and community) in Beni Sweif were operating separately, but with the upcoming distribution of in-school snacks and the monitoring visits to GEI schools that CEOSS will have to manage, it is anticipated that more coordination with the NCCM/GEI coordinator will take place. At the time of the evaluation mission, CEOSS had not started the food distribution to children or their families as there were delays in finding a subcontractor with suitable storage and distribution capacity. They had only provided uniforms, paid the tuition, and distributed the OSH tools to working children. Also, there were some delays in the disbursement of funds to CEOSS affecting project implementation because of the incompatibility of financial reporting requirements between CEOSS and WFP. However, both entities are working on bringing the financial reporting in line with contractual requirements. Furthermore, in February 2009, 45 additional GEI schools joined the project in Beni Sweif leading to a rise in the withdrawal rate. The Q1 figures for the third year of the project will be reflected in the upcoming semiannual technical progress report due to USDOL in April 2009.

In Sohag, the project partnered with SCDAWCI. This lead NGO is covering the six administrative districts of Sohag and is working through multilevel committees. SCDAWCI management mentioned that they could not find reliable CDAs at the community level for partnership. While the committees provide the community with the mechanism to organize, mobilize resources, and take action, they lack the permanent physical presence for the daily follow-up of project activities. This has led to a rather large team at SCDAWCI to cover the geographic spread of the project interventions. To date, they have worked with 39 schools targeting 1,651 children in primary education, 500 children in formal pre-primary kindergarten, and 327 children in 15 community schools. They have also signed 127 apprenticeship contracts with 63 workshops. In total, 2,387 children were prevented and 218 withdrawn from WFCL in Sohag.

In Assiut, the lead NGO is TDH, which is implementing the project in partnership with two CDAs and multilevel committees. The project in Assiut is using awareness as its entry point to all project interventions, with families in particular, through weekly meetings at the community level where mothers get together with a facilitator from the community. The meetings tackle the hazards of WFCL, child rights, health and hygiene, and useful life skills. The mothers have exhibited a greater understanding of the hazards of WFCL and an appreciation for education and expressed that their children will never work again.

The team in Assiut has also established several committees with an overarching advisory committee consisting of the respective governmental counterparts which meet on a quarterly basis. They are in the process of restructuring these committees and grouping them into a unified structure under the title of “community education committees.” These committees would include

representatives from the community to support the return and retention of the children to both formal and nonformal schools. Under the apprenticeship component, TDH managed to reach an agreement with the MOSS Vocational Training Center to enroll working children, especially those working in nonregistered workshops. To date, they have worked with 40 schools targeting 3,534 children in primary education, 216 children in formal pre-primary kindergarten, and 144 children in five community schools. They have also signed 176 apprenticeship contracts with 64 workshops. In total, 3,681 children were prevented and 389 withdrawn from WFCL in Assiut.

In the initial project document, a fourth governorate, the Red Sea, was included as a result of the rapid assessment. During the project inception phase and visits to targeted governorates, the project management had difficulty identifying a suitable implementing partner. Given the low number of children that were planned to be targeted in this governorate and the vast distances involved, it was a joint USDOL/WFP decision (see pages 24 and 31 of the March 2008 technical progress report) to focus only on three governorates and to conduct select awareness-raising activities in the Red Sea, while linking with other WFP operations to ensure synergy and still advocating child labor concerns in this governorate. During the stakeholder meeting, the project team has agreed to hold the next celebration of the World Day Against Child Labor in Hurghada, Red Sea.

In all three governorates, the project has been implemented with a high level of partnership and coordination with the respective governmental counterparts. The implementing partners managed to assist targeted families to issue personal identification cards and computerized birth certificates for children and consequently to access much needed government benefits and pensions. The implementing partners also managed to organize local rallies and events as well as participate in national events and meetings with children's participation to raise awareness about combating child labor and the importance of education.

On the monitoring and evaluation front, the process is standard across all sites. All project partners have established clear and efficient documentation and filing systems (in hard copies) for each child beneficiary and each participating school, and have introduced innovations to the system. The Beni Sweif team, for example, has developed a child profile card that summarizes all of the benefits and services provided to the child and has his/her photo and a unique project identification number corresponding to the CTS code placed at the front of the file for ease of reference and retrieval. The team presented the card to the other two governorates, which found the card system valuable. Since then, project management has adopted the card aspect into the project's monitoring and evaluation system.

Within each implementing partner, a monitoring and evaluation officer is responsible for the CTS and is assisted by a group of data entry specialists. The senior program assistant based in Cairo has been managing the CTS centrally to ensure the accuracy of the information. The field staff then send their updated CTS records on a CD to Cairo every six months after completing the follow-up forms with each project beneficiary in the target areas. As noted earlier, the CTS is still in its pilot phase and the field staff find the updating and the entering of the data quite time consuming. They feel that the CTS is not flexible enough to generate useful reports to assist them in the management of the project at the field level, yet they value its archival importance in gathering such a large amount of data for aggregate analyses and future use. The project is organizing periodic training and feedback sessions with the system developer and users in order

to discuss all pertinent issues and incorporate suggested modifications from the field staff suitable for the overall purpose of the database.

The most challenging task faced by the project during implementation has been involving individuals, particularly workshop owners and teachers, without offering them any incentives. During the field visits, many workshop owners asked the evaluator to consider the overall needs of the workshop in terms of renovations and upgraded machinery. The teachers requested additional training and support from the project such as supplying them with the necessary stationery and materials for the active learning approaches since school resources are limited. It is not within the project's scope to provide such incentives, yet by continuing to involve the workshop owners and teachers in training and awareness sessions and project events, it is hoped that they will eventually come around, change their behavior, and support the welfare of the children without any rewards, as some have already done.

As noted in the previous section, the design of the incentives scheme has faced some challenges during implementation. The distribution of in-school snacks has turned out to be a challenging exercise, particularly in the formal schools, where only the targeted children receive biscuits. This has led to a differentiation from the rest of the children at school. During the school visits, the principals and the social specialists that the evaluator met with pointed out that they gather the children targeted by the project in their office or after school to give them the biscuits away from the eyes of their peers. They also mentioned that the other children not targeted by the project think of leaving school so they can receive the benefits that come with being attracted back, since the project is rewarding the delinquent children. This is not a positive message to send. This problem is not faced by the community schools where all the children receive the same benefits. In the workshops, children are adolescents and do not wish to be singled out from their peers. Consequently, they are reluctant to wear the uniform, mask, and shoes or they wear all or some of the uniform only when performing a hazardous task at work, so that they are not mocked by the other children. Some of the children complained that the sizes of the shoes distributed were not correct. Also, in the local culture, it is difficult for girls working in factories to wear the same overall uniform as boys. The local partners raised the issue of introducing coats for the girls and the project management is taking the necessary steps to change the uniforms for the working girls accordingly, as well as address the sizing issues raised by some of the children.

With targeting comes exclusion, and it is quite logical for the above to happen when the benefits are not equally distributed, especially in an overall poor implementing environment. When discussing the matter of incentives with the various project implementing partners, they agreed that the in-school snacks should be either provided to all (which they understand is beyond the project resources but potentially achievable through coordination with other programs such as the MOE/WFP School Feeding Program) or phased out. "The children will still buy biscuits, whether we distribute them or not," one of the project field officers said. The majority feel that the THR of rice are more important since the whole family benefits and feels that their child is the source of such blessings. "At the end of the day, it is the family who pulls the child out of school and pushes him/her into work," another project staff pointed out. Therefore, it is instrumental for the project in the remaining phase to work more with the families on improving their food and economic security.

3.3 PARTNERSHIP AND COORDINATION

The project engages multiple partners at different levels which requires a great deal of coordination. From the onset, the project drafted and signed MOUs with their respective counterparts in order to communicate expectations and clarify roles and responsibilities.

This project is unique in bringing together three major United Nations agencies: WFP, UNICEF, and ILO. WFP has strong food security programming for overall project management, UNICEF has expertise in child protection and education for technical support on the educational component and the child protection mechanism, and ILO has international experience in prohibiting and eliminating child labor for the transfer of relevant best practices and assistance with the apprenticeship component. The three partners also bring their respective networks of national and local counterparts to the project. For example, UNICEF has been instrumental in facilitating relations with MOE and in moving forward with the establishment of community schools, teacher training, facilitator contracts, and the inclusion of formal pre-primary kindergartens. ILO's contribution was not obvious at the time of the evaluation mission because of delays in finalizing the contractual agreements between WFP, ILO, and USDOL. This matter was resolved by the time this report was written, and ILO's contribution should be expected by the second quarter of 2009. ILO is expected to bring valuable expertise in combating child labor, especially as it relates to the apprenticeship component and the building of the capacity of MOMM/child labor unit and affiliated inspectors.

In the early stages of project implementation, the project signed MOUs with MOMM, MOE, NCCM, and MOSS and has managed to establish advisory committees at the governorate level, which meet on a quarterly basis to address project needs. On the national level, the project is planning to closely cooperate under the umbrella of MOMM and with NCCM, on the translation of the National Strategy for the Elimination of Child Labor, formulated in 2006, into a national action plan to set priority policies and plan actions within a specified timeframe. A national steering committee will be formed from MOMM and other relevant ministries (MOE, MOSS, Health, Finance, and International Cooperation), NCCM, National Council for Youth, Social Fund for Development, workers' and employers' organizations, United Nations partner agencies, multilateral and bilateral donors, and other civil society actors. The project will provide technical assistance to this committee in order to review existing policy and legislation for ways to include child labor and education concerns and recommendations to appropriate governmental entities. The launch of the steering committee is scheduled for May 2009 and has been pending given that ILO was not fully on board.

In Beni Sweif, the project has successfully partnered with the NCCM/GEI schools as noted earlier. GEI is building on the UNICEF community schools program and is directed towards girls who are most at risk of not attending school, living in remote and hard-to-reach areas in seven governorates, six of them in Upper Egypt, including the ones targeted by the project. The GEI schools are also open to boys and have been proven effective in withdrawing children from WFCL, especially in agriculture. The objectives of GEI are in line with the project, and the management should look into expanding this partnership to Assiut and Sohag where the number of community schools established is considerably low due to the lengthy bureaucratic procedures

they have to go through. Whereas the GEI is an established initiative with direct ties between NCCM and MOE further enhancing the project's impact.

The project's education specialist is also an active member of the donor group on education where the major international organizations funding and implementing education projects in Egypt meet on a regular basis to share information and coordinate efforts whenever possible.

WFP is a partner in the "Early Childhood Education Enhancement Project" launched by MOE, World Bank, and Canadian International Development Agency to increase access and improve the quality of pre-primary education in Egypt. In cooperation with MOE, UNESCO, and several local NGOs, WFP is also piloting a project targeting street children who attend "friendly schools" in six governorates to provide flexible, accessible nonformal education opportunities to these marginalized children. WFP is a key partner in the national school feeding program providing primary school children with daily snacks to address short-term hunger and improve children's capacity to concentrate and learn in class. The evaluator did not observe coordination with these projects at the field level, and WFP mentioned that they are aware that enhanced coordination especially with the school feeding program is needed at the field level.

The Cairo-based project management has been very effective in managing and providing necessary support to the respective implementing partners through ongoing communication, monthly visits, and periodic meetings and planning sessions. Furthermore, the child protection officer recently appointed by the project to support the establishment of child protection mechanisms in the targeted governorates is based in Upper Egypt and as a result provides management and monitoring support to headquarters whenever needed.

3.4 MANAGEMENT

The management strengths of this project lie in the combined experience and network of relations of its international and local partners, which results in a high level of partnership and coordination as well as the ability to leverage additional resources for the support of project interventions. For example, WFP managed to raise funds for THRs from a private donor. The implementing partners managed to mobilize additional resources to provide medical mobile units, health care for emergency cases, meals, and classes for community schools.

The robust WFP procurement procedures and financial reporting requirements ensure that the project adheres to sound controls, although these controls can be sometimes demanding and time consuming. The local NGO partners had to align their financial systems and reporting with the WFP requirements, which led to delays in implementation in some areas.

Further improvement is needed on communication and coordination with regard to the distribution of school meals and THRs. In Beni Sweif and Assiut, the implementing partners do not have the storage capacity and do not wish to handle the food distribution. They fear it would affect their image and credibility in the community. Therefore, WFP has subcontracted other associations for the storage and distribution functions. The food distribution in Beni Sweif had not yet started at the time of the evaluation mission but in Assiut, problems have arisen with the association handling the storage and distribution. The debriefing with WFP revealed that they have already taken steps to solve this problem and that they are in the process of contracting

another organization to handle the proper storage and distribution of food in Assiut. There were no issues in Sohag since SCDAWCI has the storage and distribution capacity.

In Assiut, there have been problems in finalizing the contracts for the community school facilitators because of a lack of local funds at the governorate level. When meeting with the MOE focal point in Cairo, he affirmed that it is within MOE's plan to push forward community education and as a result allocate the necessary budget for the facilitators' salaries. Until this issue is resolved, no additional community schools will be opening in Assiut.

The project resources are being complemented by WFP/United Nations resources in the form of in-school snacks, support staff, equipment, office rental costs, and vehicle costs. As noted in the previous section, the project is working on coordinating project activities with overall WFP activities such as the school feeding program, the early childhood education enhancement project, the food subsidy reform, and the social marketing strategy for better nutrition, especially at the field level.

3.5 SUSTAINABILITY

The project has an exit strategy and sustainability plan with three main components: (1) the identification and allocation of national resources to ensure support after the project ends; (2) the transfer of responsibility to national, regional, and local partners through strengthened systems and procedures; and (3) the political will to take action in the field of education and child labor, supported by increased national awareness about the detriments of child labor, to ensure the issue is high on the national agenda.

In terms of resources, the project has been successful in securing short-term funding only in support of THRs. During the stakeholder meeting, WFP assured that more funds will be raised and secured for THRs. At the local level, the community committees managed to mobilize resources to allocate donations of space for the establishment of classes for community schools, to provide additional meals for students, and to provide health care for needy poor families. A focus on the child protection mechanism in the coming period of the project would be instrumental for the sustainability of the project results by building on the already formed committees at the local level to strengthen detection and referral mechanisms and service delivery of at-risk children. UNICEF will provide support in training selected district committees in each governorate on protection mechanism as mandated by the new child law.

The project has been working on empowering the governmental counterparts at the local level by involving them in the advisory committee, a structure that could continue well beyond the life of the project. With ILO now fully on board, the capacity building of the child labor unit within MOMM and the respective labor inspectors should be further enhanced. With the CTS still in its pilot phase, the project needs to start engaging MOMM in relevant CTS meetings and training since eventually the national CLMS will be built on the CTS, and housed at and maintained by MOMM.

As noted earlier, the project is being implemented amid an enabling policy environment, and the management is capitalizing on this political momentum by maintaining active channels of communication and coordination with the respective governmental counterparts. The project

steering committee and the affiliated tripartite committee that will work on the national action plan of the child labor strategy have been identified. Nevertheless, there has been a delay in launching this activity since MOMM is convening it with the overall support of the project, pending cooperation with ILO-IPEC.

The sustainability of the project interventions with relation to the poor conditions of targeted families is a major concern. The implementing partners have succeeded in assisting eligible families to access monthly pension benefits from MOSS, but many families still need support. All of the implementing partners have agreed that in the coming period the project needs to focus on providing families with alternatives and ideas for income-generating activities and supporting families in accessing microfinance products that are most suitable for their conditions. It will not be an easy task. Poor families are afraid of microcredit because of the high interest rates and the risk of defaulting—as noted by the field staff. The project will need to put some additional effort in assessing families who are eligible and for which type of available microfinance products (i.e., individual vs. group loans, loan size, terms of payment, etc.). This sort of client assessment could be conducted with the assistance of the information already gathered by the CTS. The project will need to be diligent in identifying “best practice” microfinance institutions in the three governorates to link them with those potential clients. Efforts are already underway in one of the partner CDAs in Assiut to offer microloans to beneficiaries through their microfinance unit. SCDAWCI is also operating a microfinance unit providing Social Fund for Development loans but is still considering offering those loans to the project beneficiaries. The implementing partners are also considering identifying, as well as mobilizing, what are known as “good” or “charitable” loans (*al-qard al-hassan* in Arabic), which are basically interest-free loans provided to the very poor. During the evaluation mission, some income-generating ideas were suggested, such as teaching women how to sew the children’s uniforms and making low-cost, high-nutrition school snacks and meals. Both could be achieved with low costs and would yield favorable returns.

While the project is covering ground, two sources for WFCL are problematic: the nonregistered workshops and the work on agricultural plantations, both of which are not governed by any legislation. The community schools have been effective in withdrawing children from agricultural labor, but accessing children in the nonregistered workshops is quite challenging. Nevertheless, some of the implementing partners succeeded in withdrawing some children from the nonregistered workshops and moving them to registered ones. The project is working on including agricultural labor on the list of most hazardous child labor. In the meantime, the project should consider OSH tools, such as proper sun protection, proper footwear, and gloves, for children who continue to work in agriculture after school or during holidays.

3.6 IMPACT

At midterm, the Combating Exploitive Child Labor Through Education Project has been a turning point in the lives of at least 8,052 children and their families by returning children to school and preventing or withdrawing them from the worst forms of child labor.

The children that the evaluator met during the evaluation mission truly appreciated the opportunity to go back to school. The majority declared that they will never go back to working

again, while a few mentioned that they still help out their family by working after school or during the holidays. When asked about the incentives, they were very happy with the uniforms and school supplies distributed by the project and the rice given to their families, and the biscuits but to a lesser extent. Some of the children actually wished that all of their friends in class (in formal schools only) could receive biscuits as well, or that distribution was discontinued altogether, to avoid creating unnecessary rivalries, especially in an already challenging environment for the returning children. They also found the remedial classes very helpful to catch up on their schooling. The children in community schools were more empowered and talkative than their peers in formal schools. The quality of education in community schools is higher, mainly due to the lower teacher-student ratio (two facilitators for every 25 students versus one teacher for up to 60 students in formal schools), the advanced aptitude of the facilitators, and the way the day is structured to meet the active learning objectives relative to formal schools. In Assiut, TDH is using its child-to-child approach at various levels to bring the children from formal and community schools, those who used to work and those who never worked, together in joint activities, a unique experience that is further highlighted in the best practices section (see Section IV).

The children in the apprenticeship component are facing different issues. The project is intervening with them differently by offering literacy classes, awareness sessions, and trips. During the field visits, the evaluator observed that the implementing partners in Beni Sweif—the area with the highest number of participating workshops—were the most engaged with the children in the workshops, offering them literacy and awareness sessions. This is mainly because most of the workshops are clustered together in the industrial city near downtown, which makes it easier for ongoing follow-up. In the other governorates, the workshops are more scattered and the respective industrial cities are located on the outskirts of the town. Not many workshops have moved there yet.

The active learning approach provided an alternative to Egypt's rigid educational system based on memorization and examination. The benefits of this approach were noticeable during the school visits, particularly in the community schools where active learning is the only approach used with the children. Their aptitude and initiative were remarkable. The children were enthusiastic to share their dreams for the future. The majority mentioned that they would like to be teachers like their class facilitator. This statement reflects the children's appreciation and admiration of their teacher who they look up to as a positive role model. The majority of girls said they would like to be teachers or doctors, while the boys mentioned becoming police officers, lawyers, or engineers. One girl actually mentioned that she would like to be a pilot, and another said that she would like to be an artist, acting and singing. One of the boys aspired to be a painter, while another wanted to become a journalist.

The impact on the parents was also evident. They appreciated the project's support and assistance in returning their children to schools and taking them away from hazardous working conditions. The evaluator met mostly with mothers and a few fathers. The fathers were more resistant to the project than the mothers, but with persistence, awareness raising, and incentives, the implementing partners managed to bring them on board. Also, many of the targeted families are female-headed households where the father had died, was too ill to perform any work, was divorced from the mother, or had simply left the house, leading to the loss of the main breadwinner and resulting in the children being sent to work.

As noted earlier, the mothers attend awareness-raising sessions (more systematically in Assiut than in the other two governorates). These meetings offer a place for the mothers to learn more about parenting and raising their children, home economics and saving, and new skills and ideas for income-generating projects such as making liquid soap or fruit conserves. In addition to the teaching and awareness raising they provide, the meetings further grant the women a space to share their concerns and more importantly to speak up and become empowered members of the family. Many of the women truly appreciate the work done with their children and expressed how their behavior has changed as a result of the project. The women also expressed that they would like to have more practical topics discussed in the meetings, especially related to starting small income-generating projects and/or learning new skills such as sewing and embroidery.

The capacity building and awareness-raising interventions provided by the project have had a great impact on the various stakeholders. The teacher training on active learning approaches has contributed to improving educational quality. In the targeted formal schools, this has benefited the whole class, not only the returning children. Furthermore, the project has offered job opportunities for 104 young women and girls as facilitators in the community schools. These young women were intensively trained on multigrade teaching using active learning approaches in partnership with UNICEF and the NCCM/GEI initiative. MOE requested that the project develop, through the training of trainers, a cadre of master trainers in active learning, selected from among the distinguished teachers and facilitators, to serve as a pool of qualified resource persons and trainers for the ministry to draw upon.

While each implementing partner brings their expertise to the project, the project has also managed to build their institutional capacity on the subject of combating child labor, to realign their policies and procedures according to the best international and commercial standards, and to enhance their monitoring and evaluation capabilities. Through the various committees, the project has managed to raise community and policymaker awareness to engage them in the different activities. In some communities, individuals have donated space for community schools, in others, doctors have offered free check-ups. The evaluator met with some school principals who were very enthusiastic with the project. Even though they are not receiving any direct benefits, they can still sense the project's impact on their teachers and the returning children as well as the level of commitment exerted by the project team. For example, one of the local implementing partners managed to leverage some resources from the department of school buildings within MOE to enroll eligible schools targeted by the project into the ministry's reform and renovation plan for schools. This had a very positive impact on the relationship between the schools and the project team. One of the school principals in Assiut is taking the initiative to organize a cross-country race between the students from the different project-targeted schools to engage the students in a productive, yet entertaining, activity, and at the same time raise the profile of the project to the public.

The impact of the apprenticeship component is harder to measure. The evaluator felt that the delay in the ILO agreement has adversely influenced the performance of this component. First, the role of MOMM is not fully operational. Additional work in the coming period needs to focus on further enhancing the capacity of the MOMM child labor unit. However, the project has managed to change the attitude of the labor inspectors in the three governorates and enhance their roles and relationships with the workshop owners. Such efforts need to continue in the coming period to deepen the impact.

The project has also raised the awareness of the workshop owners for providing a safer and healthier environment for their employees. However, examples of child labor remain. In one of the cotton spinning factories visited, the evaluator noticed a 10-year-old girl not wearing protective gear, but working side by side with a 13-year-old boy in a uniform and mask. When the owner was questioned about this girl, he said that she joined the workshop recently and is not targeted by the project. The evaluator pointed out to the staff responsible that the owner should have taken the initiative and referred this girl to the project to withdraw her from the labor market and return her to school, instead of employing her. Such a dichotomy shows that the project still needs to further the awareness of workshop owners and link them up with other entities that can provide them with needed upgrades to ensure the sustainability of the project impact in changing people's behavior.

Summary of Project Achievements at Midterm:

- 1,474 children withdrawn (34% of the final target of 4,300 children)
- 6,578 children prevented (110% of final target of 6,000 children)
- 6,488 children enrolled in 103 formal schools
- 1,061 children enrolled in 52 community schools
- 104 employment opportunities provided for young women as community school facilitators
- 503 apprenticeship contracts signed with 249 workshops
- 503 OSH tools distributed
- 6,907 families received benefits and awareness from the project

IV LESSONS LEARNED AND BEST PRACTICES

With such a multilayered project, there have been many lessons learned. The reintegration of the prevented or withdrawn children back into the community is essential to the success of the project. A child who left school, or never had the chance to go to school in the first place because he/she had to earn a living at a very early age, is a child deprived of his/her basic rights. Returning the children to education is important but more should be done to ensure prevention or withdrawal. The implementing partners realized this and are developing partnerships with schools for several extracurricular activities—sports days, camps, school radio, trips—to facilitate interaction among the children with their peers in a fun environment and consequently develop a sense of belonging to the school. In one of the field meetings, a school principal suggested that a question be added to the CTS basic questionnaire or follow-up forms asking about the child’s hobbies and talents to inform the project about the child’s inclinations. Furthermore, some children need psychosocial assistance and counseling, especially those who were subjected to violence and/or abuse at home or in the workplace. In that respect, the project needs to further enhance the capacity of the social workers at schools and offer counseling sessions as needed.

The importance of raising the awareness of all project stakeholders is a continuous and ongoing effort and another lesson learned. Also, the mobilization of community resources is essential in securing the sustainability of interventions. The high level of partnership between the governmental and nongovernmental counterparts in this project has led to enhanced leverage of resources and the establishment of coordination mechanisms that are likely to continue beyond the life of the project.

Another critical lesson is the realization that the family is at the core of all decisions affecting the child. A comprehensive package of interventions needs to be offered to them taking into account the socioeconomic conditions.

Project Lessons Learned:

1. The family is at the core for the sustainability of project interventions. It is important to provide a comprehensive package of services in coordination with other entities to ensure the retention of children in education.
2. The organization of activities such as day trips, camps, and tournaments is also essential for the reintegration of children into the community as well as their overall wellbeing.
3. The provision of psychosocial assistance and counseling is another crucial element as many children were exposed to several forms of abuse and denied from their basic rights.
4. Raising awareness about health issues and using religious sermons to relay messages have proven to be effective entry points into communities.
5. Local alternatives often provide solutions to many problems and challenges faced by the project.
6. The partnerships between the various stakeholders contribute to the strengthening of relations between all parties involved.

The evaluator found several best practices and initiatives taken by each of the project implementing partners that should be shared with the rest of the team. It would be of great value to see such practices applied across the project whenever appropriate. The following box highlights three practices (one from each governorate).

Best Practices
<p>Partnership with the Faculty of Education (Beni Sweif)</p> <p>In order to overcome the challenges with the remedial classes, CEOSS sought the assistance of the local Faculty of Education, allowing third-year students to receive training from the project and use their practicum to teach the remedial classes at targeted schools, which eased the pressure off the underpaid, overloaded class teacher. At the same time a cadre of future qualified teachers has been built. This partnership was formalized into an MOU and was piloted in several schools. The experience has been very positive on both the project and faculty student levels.</p>
<p>Child to Child Approach (Assiut)</p> <p>TDH has brought its child participation techniques to the project by forming a student committee to combat child labor inside the schools and by organizing child-to-child classes outside the schools. The interaction between regular children and working children returning to schools through in-school and after-school activities is creating many positive human linkages and connections as well as a sense of reintegration into the community.</p>
<p>Community Committees (Sohag)</p> <p>To overcome the lack of qualified associations at the community level, SCDAWCI resorted to the creation of community committees representing a variety of stakeholders. This has led to more effective mobilization of community resources and more sustainable interventions.</p>

V CONCLUSIONS AND RECOMMENDATIONS

At midterm, the Combating Exploitive Child Labor Through Education Project has been a turning point in the lives of at least 8,052 children—representing 78% of the overall 10,300 to be targeted by the end of the project—helping them to return to school and to become prevented/withdrawn from WFCL. Furthermore, 6,907 families, 103 formal schools, 52 community schools and 249 workshops in three governorates are becoming more empowered to combat WFCL in up to 12 communities.

The project design is comprehensive in addressing the multiple facets of the child labor phenomenon. Through its various components, the project is offering formal and nonformal educational opportunities to at-risk children, providing support to their families, and raising awareness. For children of working age, the project is providing a safer work environment and better access to insurance and health benefits through apprenticeship contracts. The project is on track in terms of meeting its stated purpose and outputs by providing direct services to child beneficiaries, raising awareness, and improving child labor monitoring systems, but it lags behind in its withdrawal target and the provision of economic opportunities for the socioeconomic security and livelihood enhancement of the families.

At the governorate level, the project has managed to create strong partnerships and effective coordination mechanisms backed up by well-defined MOUs signed with the respective ministries. The main delay at the policy level has been the postponement of the launch of the steering committee in charge of developing the national action plan. This has mainly been due to the delay in finalizing the partnership agreement with ILO.

The midterm evaluation further found that the project's interventions will not be sustainable unless the opportunity cost of sending children back to school and taking them out of the labor market is effectively tackled. In the coming period, it is important for the project to focus on enhancing the standard of living of targeted families by linking them to appropriate income-generating and microfinance activities as well as to continue to connect the poorest families with available pension benefits and services from governmental and nongovernmental sources in their communities.

While the current incentive scheme used by the project is very effective in attracting working children back to school, preventing at-risk children from working, and providing a safer and healthier occupational environment for children of working age, the field visits have shown that some of the incentives are not equally distributed (snacks in the primary schools and OSH tools in workshops), which is consequently sending some mixed signals. The snacks/OSH tools are only given to the children targeted by the project, not to the rest of the children in the respective classes and workshops, who are also poor and at risk of engaging in WFCL. The THR's on the other hand benefit the whole family and are distributed based on the child's attendance. It is recommended that, in the coming period, the project revisit the distribution/targeting mechanism of snacks in the formal schools and mobilize additional resources to continue the provision of THR's to families until an alternative scheme for economic opportunities is developed to ensure the sustainability of project interventions. The in-school snacks for community schools,

distributed to the whole class, should continue to be provided until further resources are mobilized.

Furthermore, the project has provided much needed capacity building to teachers and social specialists in formal schools, facilitators in community schools, labor inspectors, community committees, and partner NGOs and CDAs to more effectively address the challenges of child labor in their respective communities. For example, the training on active learning approaches given to the teachers and facilitators has contributed to the improvement of educational quality overall, and its impact was truly felt during the field visits in the enhanced aptitude of the children and in the range of tools developed in the classroom. Moreover, the project contributed to raising family and policymaker awareness of the hazards of child labor and the importance of education through events, rallies, communication materials, and periodic meetings.

Overall, the project has already succeeded in preventing and withdrawing a considerable number of at-risk children and providing support to their families. Nevertheless, in order for such interventions to be sustainable, the project needs to focus in the coming period on building community and national mechanisms that will continue to combat WFCL, continuing the various capacity building interventions, and identifying and allocating resources to support key interventions, in particular those linked to the livelihood enhancement of targeted families. More concretely in the coming period, the project needs to—

- Offer appropriate alternatives to raise the standard of living of targeted families.
- Link families with existing governmental and nongovernmental services and benefits.
- Revise the incentive scheme in order to ensure a more effective distribution mechanism with an exit strategy that will offer sustainable alternatives.
- Increase the number of targeted community schools in the Assiut and Sohag governorates.
- Develop mechanisms to realistically address the two forms of exploitive child labor encountered during project implementation (agricultural labor and labor in nonregistered workshops).
- Enhance the apprenticeship component through the partnership with the ILO-IPEC program, MOMM, and the MOSS Vocational Training Center.
- Continue capacity building at all levels with a focus on building the capacity of MOMM's child labor unit.
- Integrate with the child protection mechanism in targeted communities in collaboration with UNICEF and NCCM.
- Increase coordination between MOMM and the Ministry of Agriculture in order to extend labor inspection to the agricultural plantations and improve withdrawal rates.
- Work towards selecting more individuals who could act as “agents of change” in their communities and capitalize on their enthusiasm and positive attitude to turn others around.
- Expedite the launch of the national steering committee and the development of the National Action Plan for the Elimination of Child Labor.

- Leverage additional resources (local, national, and international) for the extension of the various project interventions.
- Continue the awareness-raising activities at all levels.

Finally, the evaluation found that the project management has been successful in sharing information and exchanging experience across the implementing partners. The implementing partner staff in the various locations expressed that the project management has been highly responsive to their needs and in solving any problems in a timely and participatory manner. WFP and its implementing partners are well positioned and capable of extending their activities under this project to additional children and families.

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ANNEXES

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ANNEX A: TERMS OF REFERENCE

TERMS OF REFERENCE

for

The Independent Midterm Evaluation of Combating Exploitive Child Labor Through Education in Egypt

Cooperative Agreement Number:	E-9-K-6-0115
Financing Agency:	U.S. Department of Labor
Type of Evaluation:	Independent Midterm Evaluation
Field Work Dates:	February 2009
Preparation Date of TOR:	January 2009
Total Project Funds from USDOL Based on Cooperative Agreement:	US \$5,090,000
Vendor for Evaluation Contract:	Macro International Inc., Headquarters 11785 Beltsville Drive Calverton, MD 20705 Tel: (301) 572-0200 Fax: (301) 572-0999

I BACKGROUND AND JUSTIFICATION

The Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) is an office within the Bureau of International Labor Affairs (ILAB), an agency of the U.S. Department of Labor (USDOL). OCFT activities include research on international child labor; administering and overseeing grant and contracts to organizations engaged in efforts to eliminate child labor; and raising awareness about child labor issues.

Since 1995, the U.S. Congress has appropriated over \$693 million to USDOL for efforts to combat exploitive child labor internationally. This funding has been used to support technical cooperation projects to combat exploitive child labor in more than 80 countries around the world. Technical cooperation projects funded by USDOL range from targeted action programs in specific sectors of work to more comprehensive programs that support national efforts to eliminate the worst forms of child labor as defined by ILO Convention 182. USDOL-funded child labor elimination projects seek to achieve five major goals:

1. Withdrawing or preventing children from involvement in exploitive child labor through the provision of direct educational services;
2. Strengthening policies on child labor and education, the capacity of national institutions to combat child labor, and formal and transitional education systems that encourage children engaged in or at-risk of engaging in exploitive labor to attend school;
3. Raising awareness of the importance of education for all children and mobilizing a wide array of actors to improve and expand education infrastructures;
4. Supporting research and the collection of reliable data on child labor; and
5. Ensuring the long-term sustainability of these efforts.

The approach of USDOL child labor elimination projects, to decrease the prevalence of exploitive child labor through increasing access to education, is intended to nurture the development, health, safety, and enhanced future employability of children engaged in or at-risk of entering exploitive labor. In the appropriations to USDOL for international child labor technical cooperation, the Congress directed most of the funds towards two specific programs (with the exception of fiscal year 2007):

International Labour Organization's International Programme on the Elimination of Child Labour (ILO-IPEC)

Since 1995, the U.S. Congress has earmarked some \$371 million to support ILO-IPEC, making the U.S. Government the leading donor to the program. USDOL-funded ILO-IPEC projects to combat child labor generally fall into one of several categories: comprehensive, national Timebound Programs (TBP) to eliminate the worst forms of child labor in a set time frame; Country Programs; sector-specific projects; data collection and research projects; and international awareness raising projects. In general, most projects include "direct action" components that are interventions to remove or prevent children from involvement in exploitive and hazardous work. One of the major strategies used by IPEC projects is to increase children's access to and participation in formal and non-formal education. Most IPEC projects also have a capacity-building component to assist in building a sustainable base for long-term elimination of exploitive child labor.

Child Labor Education Initiative

Since 2001, the U.S. Congress has provided some \$230 million to DOL to support the Child Labor Education Initiative (EI), which focuses on the elimination of the worst forms of child labor through the provision of education opportunities. These projects are being implemented by a wide range of international and non-governmental organizations as well as for-profit firms. The majority EI grants were awarded through a competitive bidding process.

EI projects are designed to ensure that children in areas with a high incidence of child labor are withdrawn and integrated into educational settings, and that they persist in their education once enrolled. In parallel, the program seeks to avert at-risk children from leaving school and entering child labor. The EI is based on the notion that the elimination of exploitive child labor depends,

to a large extent, on improving access to, quality of, and relevance of education. Without improving educational quality and relevance, children withdrawn/prevented from child labor may not have viable alternatives and could resort to other forms of hazardous work. EI projects may focus on providing educational services to children removed from specific sectors of work and/or a specific region(s) or support a national Timebound Program that aims to eliminate the worst forms of child labor in multiple sectors of work specific to a given country.

In addition to these two initiatives, in 2007, USDOL allocated \$60 million for child labor elimination projects not earmarked to ILO/IPEC or the EI program. As is the case with the EI, these funds were awarded through a competitive process. Finally, USDOL has supported \$2.5 million for awareness-raising and research activities not associated with the ILO/IPEC program or the EI.

Combating Exploitive Child Labor through Education in Egypt

On September 30, 2006, the United Nations World Food Program (WFP) received a 4-year Cooperative Agreement worth \$5.09 million from USDOL to implement an EI project in Egypt aimed at withdrawing and preventing children from exploitative child labor by expanding access to and improving the quality of basic education and supporting the five goals of the USDOL's Child Labor EI as outlined above. WFP was awarded the EI project through a competitive bid process. As stipulated in the Cooperative Agreement, the project targets 4,300 children for withdrawal and 6,000 children for prevention from the worst forms of child labor. Beneficiaries are targeted in the key governorates of Sohag, Assiut, Beni Sweif, and the Red Sea. The project provides formal and nonformal education programs to children at risk of or engaged in exploitive child labor; strengthens awareness and capacity of national and local government institutions, civil society, and communities to address child labor and education issues; and improves national, regional and local capacity to perform data collection and monitor and assess child labor.

II PURPOSE AND SCOPE OF EVALUATION

The **scope** of the evaluation includes a review and assessment of all activities to date carried out under the USDOL Cooperative Agreement with WFP. The evaluation should assess the achievements of the project toward reaching its targets and objectives as outlined in the cooperative agreement and project document. The evaluation should consider all activities that have been implemented over the life of the project, addressing issues of project design, implementation, lessons learned, reliability and recommendations for future projects.

All EI projects, which are funded through cooperative agreements, are subject to mid-term and final evaluations. The EI project in Egypt began in September 2006 and is due for a mid-term evaluation in 2008/2009. The **goals** of the evaluation process are to:

1. Help individual organizations identify areas of good performance and areas where project implementation can be improved;
2. Assist OCFT to learn more about what is or is not working in terms of the overall conceptualization and design of EI projects within the broad OCFT technical cooperation program framework;
3. Assess the degree to which project objectives have been achieved.

For the purpose of conducting this evaluation, Macro International Inc. will provide a highly skilled, independent evaluator to conduct this evaluation to: a) determine if projects are achieving their stated objectives and explain why or why not, b) assess the impact of the projects in term of sustained improvements achieved, c) provide recommendations on how to improve project performance, and d) identify lessons learned to inform future USDOL projects. In addition, the contractor will provide recommendations to refine project-monitoring systems to ensure that project objectives and the measurement of results-based common indicators are being achieved across EI projects. The findings of the evaluation should assist USDOL and WFP to improve project oversight and to take corrective measures where necessary.

The contractor/evaluator will work with the staff of USDOL's OCFT and relevant WFP staff to evaluate the projects in question. The OCFT management and project staff will use the evaluation results to inform the relevance of the approach and strategy that are being followed. The evaluation results should also be used by WFP, its partners, and subcontractors to enhance the project's effectiveness. Therefore, the evaluation should provide credible and reliable information in order to suggest how the project could improve its operations during the remaining period of performance and ensure the sustainability of project interventions.

Specific questions that the evaluation should seek to answer are below, according to six categories of issue:

Program Design Issues

1. How does the project's design fit into government programs developed by the Ministry of Manpower and Migration (MOMM), Ministry of Education (MOE), and National Council for Childhood and Motherhood to combat child labor and provide education for all?
2. Does the project design support the five EI goals? If not, which ones are not being supported and why not?
3. Has an effective monitoring and evaluation system been developed to measure performance indicators, including DOL common indicators?
4. Are the project purpose and outputs achievable?
5. Is educational quality also being pursued as part of the project strategy? Can it be measured and what has been its impact, if any, on efforts to reduce or eliminate WFCL in Egypt?

6. What other major design issues should be brought to the attention of WFP, subcontractors, and DOL?

Program Implementation Issues

1. Do project staff and subcontractors have a consistent understanding of DOL definitions of withdrawal and prevention of child beneficiaries from the Worst Forms of Child Labor (WFCL)?
2. Have project staff and subcontractor's been adequately trained in the use of the monitoring and evaluation system? What level of effort does the system place on staff and implementing organizations?
3. At mid-term, is the project on track in terms of meeting its stated purpose, outputs, and targets in the project document, including providing direct services to child beneficiaries, raising awareness, and improving child labor monitoring systems?
4. What other major implementation issues should be brought to the attention of WFP, subcontractors, and DOL?

Partnership and Coordination Issues

1. What have been the major issues and challenges of initiating partnerships in support of the project?
2. What have been the major challenges and opportunities, if any, of implementing coordination with the host country government, particularly with MOMM, MOE, and NCCM?
3. Assess the ability of WFP's Cairo-based headquarters to effectively manage and provide necessary support to subcontractors operating in Upper Egypt.

Management Issues

1. What are the management strengths of this project?
2. What management areas could be improved?
3. How successful has the project been in leveraging non-project resources?
4. How successful has the project been in coordinating project activities with overall WFP activities? How has management used WFP resources to complement project resources in support of efforts to eliminate child labor?

Sustainability

1. What steps have been taken so far to promote sustainability and continuation of education strategies for combating child labor beyond the life of the project?

2. Was the project's initial strategy for sustainability adequate and appropriate?
3. Has the project developed an exit strategy? Is the project prepared to handover responsibility for key activities to stakeholders or communities?

Impact

1. What appears to be the project's impact to date, if any, on a) individual beneficiaries (children, parents, teachers, etc.); b) partner organizations (local NGOs, community groups, schools, etc.); and c) government and policy structures in terms of system-wide change on education and child labor issues?

III EVALUATION METHODOLOGY AND TIMEFRAME

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

- Desk review and analysis of all documents pertinent to project design and implementation
- Meeting with the Project Director to fine-tune evaluation schedule and pertaining logistics
- Development of evaluation tools (focus group questions and activities, question matrix, etc...)
- Field visit to WFP Office in Cairo and to the project sites in the three governorates of Beni Suef, Assiut, and Sohag
- Interviews/Meetings with multiple project stakeholders at all levels, including:
 - USDOL Project Manager and the US Embassy in Cairo
 - Project Implementers (WFP, UNICEF, ILO, *Terre des Hommes*, CEOSS, SCDAWCI),
 - Policy makers at the national and/or local level (MOMM, NCCM, MOE, and MOSS)
 - Field project staff, teachers, parents, and community leaders
 - Beneficiaries (teachers, parents, and children) – Focus Groups
- Review and validation of the various project monitoring tools
- Debriefing with ILAB/OCFT and MACRO
- Written documentation of the evaluation (draft report, field notes, review and comments by readers, final report)

List of Project Documents Reviewed

Documents received from Macro	
<p><u>Egypt Prodoc Files</u> Project Document Draft 4 Annex A Logical Framework Draft 4 Annex B—Workplan Draft 4 [Excel] Annex D PMP—Draft 4 Annex E Past Performance References Draft 4 Annex F UNDAF 2007–2011 Draft 4 Annex G Sustainability matrix Draft 4</p> <p><u>Technical Progress Reports</u> Semiannual Technical Progress Report— March 2007 USDOL comments Egypt March 2007 TIP-CSEC March 2008 Annex B TPR March 08 [PDF] Copy of Annex E—OWP [Excel] Updated Number of Beneficiaries [Excel]</p>	<p><u>Project Revisions</u> EI Project Revision Project Order Egypt 1 EI Project Revision Project Order Egypt 2 Actual EI Project Revision Project Order Egypt 3 Actual EI Project Revision Project Order Egypt 4 Project Revision Form educ 11 9 07 4</p> <p><u>Other Files</u> SGA amendment 6-19-06 [PDF] Federal Register notice—Education Initiative—final SGA [PDF] Cooperative agreement with signature [PDF] Orientation Materials on USDOL Evals</p>
Documents received from USDOL	Documents received from WFP
<p>TPR—September 30, 2007 updated TIP-CSEC September 2008 final Annex A Logical Framework TPR S08 USDOL comments Egypt September 2008</p>	<p>Rapid Assessment—Identification of Worst Forms of Child Labor in: Beni Sweif, Assiut, Sohag, and Red Sea [Publication] Quarterly Progress Reports (Jan–March 2008) in Arabic from Beni Sweif, Assiut, and Sohag</p>
	Documents to be received from WFP
	<p>Planning Workshop Report (January 2009) Auditing Mission Report</p>

**All files are Microsoft Word files unless otherwise noted in brackets.

Evaluation Levels

In an attempt to assess the project's performance to date from the perspective of all stakeholders involved, the evaluator will meet with the beneficiaries in each site (children and parents separately), teachers and apprenticeship providers, local implementing partners (NGOs, CDAs, and Community Committees), and WFP project staff in order to explore together the project's strengths and weaknesses as well as their recommendations for the coming period. This will be done at three main levels:

1. **Beneficiary level.** This part of the evaluation will aim at finding out the beneficiaries' opinion about the project and whether they felt things could be done differently or additional interventions were needed to combat exploitive child labor through education

in a sustainable manner. This will be accomplished through a qualitative assessment through focus groups and meetings with a representative sample of children and parents in the three governorates where the project is being implemented.

2. **Teacher/Apprenticeship level.** This level of the evaluation will focus on the teachers and the providers of apprenticeship opportunities and their perspective on the efficacy of the education and apprenticeship components within the project design and implementation. This will be achieved through meetings with the teachers in the formal and non-formal schools and the participating workshop owners.
3. **Implementing Partners level.** This level will look at the institutional capacity of the NGO/CDAs to carry out the project and to explore issues related to project sustainability. The evaluator therefore will meet with the NGO/CDA staff responsible for the project implementation along with the Community Advisory Committees that are assisting with project implementation and follow-up at the community level.

Types of Interviews/Meetings/Consultations/Visits

There are several types of meetings/consultations to be conducted: 1) interviews with USDOL Project Manager and the US Embassy in Cairo; 2) meetings with WFP project staff; 3) individual meetings with the key project partners and counterparts based in Cairo (UNICEF, ILO, MOMM, MOE, MOSS, and NCCM); 4) consultations with the implementing partners in each governorate (leading NGOs, CDAs, community committees, apprentices); and 5) focus groups with the project beneficiaries (children, parents, and teachers).

Field Visits

The evaluator will visit selected sites (formal schools, community schools, GEI schools, and apprentice workshops) where the project is carried out in Beni Suef, Assiut, and Sohag. A total of nine days (three days per governorate) will be devoted to visit these locations as well as conduct the respective meetings/consultations as per the above timetable. During the visits, the evaluator will observe the activities and outputs which the project has implemented.

Meetings with Project Partners and Stakeholders

Informational interviews will be held with as many project stakeholders as possible. Depending on the circumstances, these meetings will be one-on-one or as clustered groups per stakeholder type and location. The evaluator will build on the template for the question matrix provided by MACRO to guide those meetings. Furthermore, a detailed list of key project stakeholders and their contact information will be developed with the assistance of the project management.

Focus Groups

A total of nine focus groups will be conducted with children and parents in the three governorates (three different focus groups per location). The participants of the focus groups will be chosen randomly from the beneficiaries available at the time of the interview. Guiding questions for each type of focus group will be developed by the evaluator after the in-depth meeting with the WFP project staff and prior to the field work in the three governorates.

Focus Groups with Children

The objective of the focus group with the children is to identify the behavioral change as well as the knowledge gain about the worst forms of child labor and how to combat them through the educational and productive activities which they are doing and their perception of them. Moreover, the consultations with the children will examine their perception of the project to date and what are their hopes/concerns for the remaining period. The groups will be formed of no less than eight children and no more than 12. The exercise will start with an ice-breaking activity and will be done without the presence of the director, teacher, parent, or other member of the project.

Focus Group with Parents

The objective of the focus group with parents is to identify the knowledge they have of the activities of the project and their perception of the education/apprenticeship of their children and child labor. The groups will be formed of no less than six parents and no more than 12. The exercise will be done without the presence of the director, teacher, child, or other member of the project.

Focus Group with Teachers/Workshop Owners

The objective of the focus group with teachers or the workshop owners in the case of the apprenticeship component is to identify the knowledge they have of the activities of the project and their perception of the education or apprenticeship of the children and child labor. The groups will be formed of no less than six teachers/workshop owners and no more than 12. The exercise will be done without the presence of the director, parent, child, or other member of the project.

Confidentiality

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

Feedback

After the field visits, a stakeholders' meeting will be conducted by the evaluator that brings together the national implementing partners and other stakeholders. The details of the participants will be determined after consultations with the project management.

The meeting will be used to present the major findings and emerging issues, solicit recommendations, and obtain additional information from stakeholders, including those that were not interviewed individually earlier. The evaluator will prepare the meeting by listing the main findings and conclusions of the field-work so far, and issues that require clarification or additional information.

Additionally, another meeting will be conducted after the above-mentioned. This meeting will be addressed only to the WFP staff in order to discuss findings regarding internal topics, such as management and M&E.

Afterwards, feedback from the project and DOL staff will be collected as written comments on the draft report.

Timetable and Workplan

The tentative timetable is as follows.

Tasks	Dates
Desk Review of Project Materials and Interviews with OCFT staff	January
Initial Meetings with WFP staff	February 1-5
Field Work	February 10-26
Brief Initial Conclusions to Project Stakeholders	March 1
Draft Report	Due to Macro: March 13 Due to USDOL: March 18
Draft Released to Stakeholders Comments Due from USDOL and Stakeholders	March 20 March 31
Revised Report	Due to Macro: April 8 Due to USDOL: April 10

IV EXPECTED OUTPUTS/DELIVERABLES

The evaluator will submit to ILAB/OCFT an evaluation report that incorporates the results of the Tasks (outlined in Section III) in the format prescribed by ILAB/OCFT, which includes at minimum the following sections:

- a. Table of Contents
- b. Executive Summary, providing an overview of the evaluation and summary of main findings and recommendations
- c. List of Acronyms
- d. Evaluation Objectives
- e. Methodology of Evaluation
- f. Findings
- g. Lessons Learned and Good Practices
- h. Conclusions
- i. Recommendations

- j. Annexes, including list of interviews/meetings, site visits, documents reviewed, stakeholder workshop agenda and participants, summary TOR, etc.

The total length of the report should be a minimum of 30 pages, excluding annexes. The organizational format for the presentation of findings, lessons learned, conclusions, recommendations etc. is at the discretion of the evaluator.

The first draft of the report will be circulated to key stakeholders individually for their review. Comments from stakeholders will be consolidated and incorporated into the final reports as appropriate and the evaluator will provide a response to USDOL as to why any comments might not have been incorporated.

While the substantive content of the findings, conclusions, and recommendations of the report shall be determined by the evaluator, the report is subject to final approval by ILAB/OCFT in terms of whether or not the report meets the conditions of the TOR. **The first draft of each report is due to MACRO after return from an evaluation mission on March 13, as indicated in the above timetable, and a final draft is due on April 8, after receipt of comments from ILAB/OCFT. All reports including drafts will be written in English.**

V INPUTS

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

Macro International Inc. or its subcontractors should contact to initiate contact with field staff through the primary point of contact for the project, Nivine Osman, Nivine.osman@wfp.org, 20-2-2528-1730.

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ANNEX C: LIST OF REFERENCE DOCUMENTS

Documents received from Macro	
<p><u>Egypt Prodoc Files</u> Project Document Draft 4 Annex A Logical Framework Draft 4 Annex B—Workplan Draft 4 [Excel] Annex D PMP—Draft 4 Annex E Past Performance References Draft 4 Annex F UNDAF 2007–2011 Draft 4 Annex G Sustainability matrix Draft 4</p> <p><u>Technical Progress Reports</u> Semiannual Technical Progress Report— March 2007 USDOL comments Egypt March 2007 TIP-CSEC March 2008 Annex B TPR March 08 [PDF] Copy of Annex E—OWP [Excel] Updated Number of Beneficiaries [Excel]</p>	<p><u>Project Revisions</u> EI Project Revision Project Order Egypt 1 EI Project Revision Project Order Egypt 2 Actual EI Project Revision Project Order Egypt 3 Actual EI Project Revision Project Order Egypt 4 Project Revision Form educ 11 9 07 4</p> <p><u>Other Files</u> SGA amendment 6-19-06 [PDF] Federal Register notice—Education Initiative— final SGA [PDF] Cooperative agreement with signature [PDF] Orientation Materials on USDOL Evals</p>
Documents received from USDOL	Documents received from WFP
TPR—September 30, 2007 updated TIP-CSEC September 2008 final Annex A Logical Framework TPR S08 USDOL comments Egypt September 2008	Rapid Assessment—Identification of Worst Forms of Child Labor in: Beni Sweif, Assiut, Sohag, and Red Sea [Publication] Quarterly Progress Reports (Jan–March 2008) in Arabic from Beni Sweif, Assiut, and Sohag Planning Workshop Report (January 2009) External Audit Report (November 2008) [PDF] Updated Number of Beneficiaries Yrs 1 & 2 [Excel]

**All files are Microsoft Word files unless otherwise noted in brackets.

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ANNEX D: EVALUATION TOOLS

I. Guiding Questions for the Focus Groups

Children Questions

The meeting started with an ice-breaker by asking each child to introduce him/herself, his/her age, and what would s/he like to be when they grow older.

- Who left the school before? Why?
- Who else at home left school?
- What were you working?
- How did the project help you to return to school?
- Are you happy to be back to school?
- What do you like the most in the school?
- What do you like the least? Why?
- If there are no biscuits offered at school, would you still come?
- How about the rice given to your family?
- What do you think of the people working with the project?
- What more would you like the project to do?
- Do you miss something from the days of work? What?
- What would you like to be when you grow up? How would you realize such a dream?
- What makes you happy? What makes you sad? Why?
- What is your dream for your friends, family, and village?

Family Questions

- What was the most important thing you have learned in the project? How did it affect your life?
- Who has working children? How many? How old?
- Who has children returning to school?
- What did the project offer so that the children could return to school?
- Is it enough?
- If the benefits stop, what will you do?
- Did you think about starting a small project or taking a loan? Why?
- What do you like the least about the project? Why?

- What would you like the CDA to do more? What is missing? Why?
- What makes you happy in your child?
- What is your dream for tomorrow?

Vocational Training Provider Questions

- Why did you agree to participate in this project?
- What is the positive change that happened as a result of the project at the level of:
 - Children, why?
 - The workshop/training center, why?
 - How did such a change happen?
- What do you think about the children's aptitude and commitment?
- Is there a difference between the children from the project and the other children you deal with?
- What do you like the most in the project? Why?
- What do you like the least in the project? Why?
- What would you like the Association to do more? What is missing? Why?
- How could the experience be further developed?
- What was the major obstacle/problem you faced and how you overcame it?
- What is your dream for the children?

II. Implementing Partner Opinion Survey

1. What were your expectations from this project? Were they met?
2. What are the major achievements of the project from your perspective? What is the project's most important impact?
3. What are the main lessons learned from the implementation of project activities?
4. What are the major challenges the project is facing and how to overcome them?
5. How could the incentives/alternatives that the project is providing for the prevention/withdrawal of children from labor become more effective?
6. How successful has the project management been in providing the needed support to implementing partners?
7. How successful has the project management been in coordinating project activities among the various stakeholders/partners?
8. How effective do you think the CTS is? Do you have any concerns?
9. What project activities/components could be continued/sustained beyond the life of the project? How?
10. What are the key issues that the project management has to pay attention to in the coming period?

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ANNEX F: WORLD FOOD PROGRAMME DEBRIEFING

Slide 1

Initial Findings
Mid-Term Evaluation
Combating Exploitative Child Labor through Education Project
WFP Debriefing
March 3, 2009

Miranda Beshara
Independent Consultant
MACRO/USDOL

Slide 2

Evaluation Objectives

- To review & assess all project activities to date
- To assess the project achievements towards reaching its targets & objectives
- To identify the critical issues which have had positive & negative effects on the project implementation
- To provide lessons learned & recommendations for improvements in project implementation
- To serve as a benchmark for the final evaluation

Slide 3

Overall Activities & Approaches

- Desk review & analysis
- Prep Meeting with PMU
- Development of evaluation tools (discussion guidelines, questionnaire for implementing partners)
- Meetings & field visits
- Review & validation of various project monitoring tools
- Debriefing with USDOL & MACRO
- Debriefing with WFP
- Stakeholders' meeting
- Written Documentation of the evaluation (draft report, field notes, review & comments by readers, final report)

Slide 4

Evaluation Levels

- Beneficiary Level (children & parents)
- Teacher FS/Facilitator CS-GEI Level
- Implementing Partners Level (NGOs in the 3 governorates and their respective partner CDAs/Committees)
- Project Management Level (WFP)
- Counterpart/Partner Level (ILO/UNICEF/GOE respective ministries)

Slide 5

Types of Meetings/Consultations

- Field Visits to formal schools, workshops, community schools, GEI schools, homes
- Meetings with Project Partners & Stakeholders at the central and governorate levels
- Focus Groups with children and parents

Slide 6

Field Work (February 2009)

- Meetings in Cairo with WFP team, UNICEF, ILO, MOMM, MOE, NCCM
- Beni Suef (February 10, 16, 17)
 - Meeting with CEOSS and the three partner CDAs
 - Meeting with a representative group of project stakeholders
 - School visit (children's focus group)
 - Focus group with parents
 - Tour of participating workshops in the industrial city
 - Visit to five GEI schools
- Sohag (February 22, 23, 24)
 - Meeting with SCDAWCI
 - Meeting with a representative group of project stakeholders
 - Four school visits (one of which is a Kindergarten class)
 - Four community schools
 - A factory visit and a workshop visit
- Assiut (February 22, 25, 26)
 - Meeting with TDH and the two partner CDAs
 - Meeting with a representative group of project stakeholders
 - Four school visits
 - Two community schools
 - Two focus groups with women
 - Visit to Child to Child class
 - MOSS Vocational Training Unit Visit
 - Two workshops
 - Meetings with each CDA team

Slide 7

The evaluation looked at the following issues:

- Project Design
- Project Implementation
- Partnership & Coordination
- Management
- Sustainability
- Impact

Slide 8

Project Design

- Complex project tackling several major issues at the same time (child labor, education, poverty)
- Multiple partners at different levels requiring a great deal of coordination and a clear definition of roles and responsibilities through MOUs and Cooperation Protocols
- **Incentives Scheme**
 - Very positive in attracting the children back to schools
 - Targeted yet it is creating discrimination/differentiation particularly in formal schools and workshops where the project beneficiaries are a subset of the whole class or the workshop
 - Sometimes sending the wrong message i.e. rewarding the delinquent children leading to the other children thinking of leaving the school in order to receive the benefits
 - Management and coordination issues affecting the effective distribution of the school meals and take home rations especially when the lead NGO has not the capacity for it and hence being outsourced to other associations with storage capacity (the cases of Beni Suef and Assiut)

Slide 9

Project Implementation

Different Implementation Models

- Beni Suef:
 - Lead NGO CEOSS with three partner CDAs for the formal schools and apprenticeship components
 - GEI schools – NCCM Coordinator
 - (+) leverage of resources reaching a large number of GEI schools
 - (-) coordination concerns between the two education components
- Sohag:
 - Lead NGO SCDAWCI with multi-level committees targeting the six districts of Sohag
 - (+) wide geographic coverage
 - (-) lack of local permanent entities for day to day project follow-up
- Assiut:
 - Lead NGO TDH with two partner CDAs and multi-level committees
 - (+) Large focus on awareness raising and advocacy
 - (-) small team relative to a large number of beneficiaries

Slide 10

Partnership and Coordination

- The WFP managed to establish very effective partnership and coordination mechanisms with the various government counterparts at the central and the governorate levels
- All project implementing partners established very strong ties with the various GOE entities at the governorate level in the form of the **Advisory Committee** (meeting on a quarterly basis)
- The WFP successfully partnered with the NCCM-GEI schools in Beni Suef and it needs to further deepen this partnership to the other two governorates
- WFP also needs to coordinate with other education projects such as the CIDA early childhood development project and the USAID Girls' Improved Learning Outcomes (GILO) project whenever appropriate
- Internal coordination between the WFP programs needs to be more effective particularly related to school feeding, storage and distribution of THRs
- The WFP/UNICEF/ILO partnership is not fully sensed/clear at the field level

Slide 11

Management

- The project team at all levels share the same language and clear understanding of objectives
- High level of information sharing and exchange of experience across the project
- On the monitoring and evaluation front, all project partners have established clear and efficient documentation and filing systems (in hard copies). They find the **Child Tracking System** rigid and not flexible enough to generate the required reports that would assist them in the management of the project at the field level. They see the CTS serving an archival purpose rather than being a management tool.

Slide 12

Sustainability

- Community mechanisms that would build on the project results – Child Protection Committees
- Government systems and policies supporting project results – National Action Plan
- Retention of children in education
- Safe and healthy apprenticeship environment
- Mobilization of community resources
- Alternative incentive schemes not depending on cash transfers
- Livelihood enhancement for families through income generating activities, access to pension benefits, learning of life skills, linkages to microcredit entities

Slide 13

Impact

- High impact on children (more withdrawal in non-formal than formal education and more prevention in formal than non-formal education)
- Teacher training affecting the whole class and not only the targeted children
- Facilitators (created a cadre of empowered girls and young women)
- Apprenticeship (contracts, health insurance, OSH)
- Families (greater awareness, THR, access to government services)

Slide 14

Good Practices

- Faculty of Education MOU (Beni Suef)
 - The third year students receive training from the project and use their practicum to teach the remedial classes at targeted schools easing the pressure off the underpaid overloaded class teacher
- Child to Child Approach (Assiut)
 - The interaction between working children returning to schools and regular children through classes and school activities is creating many positive human linkages and connections and a sense of reintegration into the community
- Community Level Committees (Sohag)
 - The creation of community level mechanisms representing a variety of stakeholders contributes to more effective mobilization of community resources and more sustainable interventions

Slide 15

Specific Concerns

- **Apprenticeship Component**
 - » Uniform issues (children do not want to be singled out, coats for girls and overalls for boys, sizes are not correct, shoes overheat feet)
 - » Workshop owner (lack of incentives for owners will negatively affect sustainability)
 - » Complementary services to the working children (entertainment, literacy classes, counseling, health check-ups)
 - » Registered vs. non-registered workshops
 - » Creating a model workshop
- **Facilitators**
 - » Contracts with MOE (in Assiut)
 - » Training
- **Microcredit/IGAs for families**
 - » Life skills/ non-financial services
 - » Project ideas based on market study & low costs
 - » Client assessment
 - » Different loan categories/products
 - » Group lending
- **Children working in agriculture**
- **Support to children beyond two years**
- **Summer holidays**

Slide 16

WFP specific issues

- Nature of the project new to WFP
- Contractual issues with partners causing delay
- Need more effective internal coordination
- Coordination with other donor programs/initiatives to maximize impact

Slide 17

Recommendations

- To develop an alternative incentive scheme that is phased, less dependent on external funding, non-discriminatory, and ensures sustainability
- To continue the capacity building efforts at all levels (teacher/facilitator training, labor inspectors, committees, CDAs)
- To further enhance the apprenticeship component within the project
- To integrate with the CPM and develop a National Action Plan
- To link families with existing governmental and non-governmental services and benefits
- To continue awareness raising activities at all levels