

FUNDED BY THE UNITED STATES  
DEPARTMENT OF LABOR

# Independent Midterm Evaluation of the Combating Exploitive Child Labor in Madagascar (Kilonga) Project

Pact in association with *Sehatra Ivoaran'ny Vehivavy*  
Cooperative Agreement Number: IL-17765-08-75



2010

**ICF** MACRO  
an ICF International Company



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## ACKNOWLEDGEMENTS

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This report describes in detail the midterm evaluation, conducted during October 2010, of the Combating Exploitive Child Labor in Madagascar (Kilonga) project. The report was prepared by ICF Macro, according to agreements specified in its contract with the United States Department of Labor's (USDOL) Office of Child Labor, Forced Labor, and Human Trafficking (OCFT). The evaluation of the Kilonga project in Madagascar was conducted and documented by Mei Zegers, an independent evaluator, with support from Hasimahery Randrianasolo, in collaboration with USDOL/OCFT staff, the Kilonga project team, and stakeholders in Madagascar. ICF Macro would like to express sincere thanks to all parties involved in this evaluation: the independent evaluator; Pact, *Sehatra Ivoaran'ny Vehivavy*, and their partners; and USDOL.



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### NOTE ON THE EVALUATION PROCESS

An independent consultant following a consultative and participatory approach managed this independent evaluation. All major stakeholders were consulted and informed throughout the evaluation, and its independence was not compromised during the process.

### THANKS

The evaluator would like to commend the entire project team and the backstopping officers at ICF Macro for their input into the evaluation process. The project staff and national nongovernmental organization partner staff were helpful and accommodating. Thanks should also go to the educators, representatives of community-based organizations, parents, and especially to the children for sharing their thoughts and ideas.



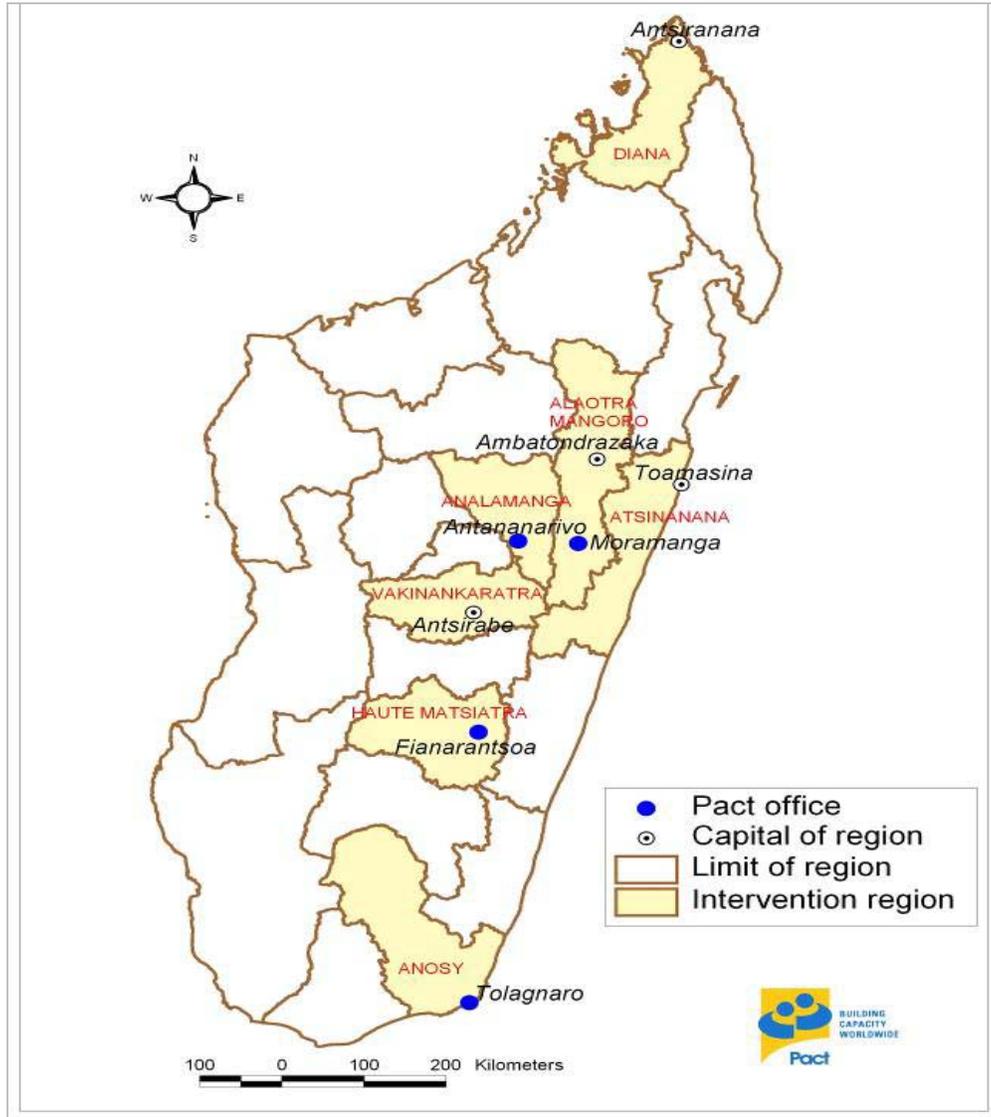
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# MAP OF PROJECT INTERVENTION SITES





## LIST OF ACRONYMS

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ARCLC	Anosy Regional Child Labor Committee
CSEC	Commercial Sexual Exploitation of Children
FITIA	Fight Against Trafficking in Persons
FRAM	<i>Fikambanan'ny Ray Aman-drenin'ny Mpianatra</i> (Association of Pupils' Parents)
GIS	Geographical Information System
ILO	International Labour Organization
ILO-IPEC	International Labour Organization's International Programme on the Elimination of Child Labour
INSTAT	National Institute for Statistics
LCLC	Local Child Labor Committee
NGO	Nongovernmental Organization
SCREAM	Supporting Children's Rights through Education, the Arts and the Media
SIVE	<i>Sehatra Ivoaran'ny Vehivavy</i> (Platform of Women's Development)
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
USDOL	United States Department of Labor
WFCL	Worst Forms of Child Labor
WFP	World Food Programme
WORTH	Women's Empowerment Program



## EXECUTIVE SUMMARY

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The United States Department of Labor (USDOL) is currently financing a project on Combating Exploitive Child Labor Through Education in Madagascar (known as “Kilonga”). Although the current political situation made implementation very difficult, project communities are already showing signs of the project’s effectiveness. The official startup date of the project was October 2008, and the end date is scheduled for September 2012.

The overall goal of the Kilonga project is to contribute to the elimination of the worst forms of child labor (WFCL) in Madagascar through preventing and withdrawing children from child labor by providing educational services, income-generating activities to families, and awareness-raising activities, as well as by promoting research and establishing databases on child labor. The Kilonga project plans to withdraw 4,500 children from WFCL and prevent 4,500 children at risk of WFCL. Children in or at risk of child labor in domestic work, agriculture, commercial sexual exploitation of children, mining and quarrying, fishing, and load carrying work are targeted.

The project was evaluated at midterm in October through November 2010. The primary purpose of the midterm evaluation was to assess the achievements of the project toward reaching its targets and objectives as outlined in the cooperative agreement and project document. The evaluation considers all activities that have been implemented over the life of the project until the time of the midterm evaluation.

The evaluation team adhered to the guidelines provided by USDOL and ensured that child-sensitive approaches to interviewing and reporting on children were applied. These approaches followed the International Labour Organization’s (ILO) International Programme on the Elimination of Child Labour and United Nations Children’s Fund (UNICEF) guidelines on research with children on WFCL.<sup>1</sup> The evaluation team conducted individual and group interviews with project staff members, conducted focus groups and individual interviews with other stakeholders, reviewed documents, made observations in the field, and held a stakeholders meeting to obtain additional input and responses to preliminary findings.

The project is relevant to the cultural and economic context in the country and is generally suited to the priorities and policies of the host country government and USDOL. The political situation in the country continues to fluctuate, so relevance is difficult to ensure in the constantly changing situation. The evaluator does consider that the project designers have been successful in adjusting the project as much as possible in the difficult conditions. National actions at the central level cannot be implemented due to the current political climate and U.S. Government restrictions. The project could ultimately only work through direct actions at regional and community levels.

The project’s immediate objectives, outputs, indicators, and means of verification are generally relevant. The rationale behind using these strategies is based on a good analysis of gaps in development strategies that need to be addressed. The strategies on poverty reduction, health,

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<sup>1</sup> Edmonds (2003) and United Nations Children’s Fund (2010).

and nutrition are particularly interesting and address some of the core causes of child labor in Madagascar. Despite a good level of project design relevance, the project document narrative is very ambitious in terms of the number of components and project sites.

The project design adequately supports the five USDOL Education Initiative goals of withdrawing and preventing children from involvement in exploitive child labor, strengthening policies and capacities, raising awareness, performing research and data collection, and creating sustainability. Policy strengthening had to be limited to local levels because of requirements placed upon the project by the political situation. The project assumptions are accurate and mostly related to economic risks. The project fits within existing programs to combat child labor and trafficking, including the National Action Plan Against Child Labor, ILO, UNICEF, and United Nations Development Programme projects and programs.

The project's ability to combat child labor, given the prohibition against working with government institutions, is commendable, as the role of national and local government in child labor projects is normally important. The most important change in the project design was to associate the nongovernmental organization (NGO) known as *Sehatra Ivoaran'ny Vehivavy* (Platform of Women's Development or SIVE) to carry out specific project activities normally implemented in association with government. The project replaced the original project design plan to establish committees consisting of a wide range of actors (including local authorities) with committees comprising teachers and parents.

The project is mostly on track and making good progress at midterm in terms of meeting its targets/objectives despite the challenging situation. Positive effects in a number of different areas can be identified, particularly in terms of effectively withdrawing and preventing children from child labor.

A number of factors contributed to the success of each of the objectives. These include the committed staff members, the willingness to adjust the project to the changing realities, the mentors, the provision of school supplies and scholarships, and the transitional summer courses. The project has already withdrawn or prevented over 7,000 children from WFCL (marginally more girls than boys).

Local capacities are being strengthened particularly through the mentoring and local committee development models. The project has established committees in all the project communities and engaged new partners in the fight against child labor over the course of the last few months. Awareness raising is being implemented using a range of techniques that are primarily channeled through direct contact with stakeholders. The project has put in place databases on child labor to monitor the children enrolled in the project, but promotion or implementation of other research has thus far been mostly limited to the baseline survey and some research projects by students.

The identification and project integration process of children is well documented and consists of several well-planned steps. School directors and other senior local child labor committee members occasionally noted that the criteria were too strict given the enormous need in their community. Parents complained about the selection of only two of their children, some having six or seven children who work and need the project support.

When asked what were the most important contributors to the success of the project so far, interviewees cited the provision of school supplies and the scholarship program. The administrative component of the distribution of the supplies and scholarships is well structured, which helps avoid any confusion during purchasing and distribution. Many children are proud and happy to receive the supplies but relate stories of jealousy on the part of other children.

The transitional/leveling courses are one of the most successful elements of the program. Children and teachers are very enthusiastic about the courses and their scholastic benefits. Teachers in several focus groups also stated that they need more pedagogical training, particularly on helping children quickly learn the core subjects of reading, writing, and mathematics during such courses.

Older children have been and continue to be enrolled in various vocational skills training courses. Most of the courses are in the same basic types of skills training courses taught in many other countries, including such skills as sewing, masonry, carpentry, and basic mechanics. Many interviewees proposed widening the range of options in vocational training to ensure that the skills are better matched to the job market. The possibilities are, of course, limited by the types of training available in the project areas. Increasing apprenticeships in technical enterprises or internships in service industries will be useful.

The nutrition support component of the project is a very important aspect given the high rates of malnutrition in the country. Child beneficiaries are assessed for malnutrition during a medical checkup. Children who do not meet the basic criteria for height/weight are selected to receive *koba*, a soya-based nutritional supplement.

It is rare for child labor projects to have a clinical health component despite the fact that the high cost of health is a major factor influencing poverty, school dropout, and absenteeism in many countries.<sup>2</sup> The health component is an element that benefits the entire family, as it reduces the expenses that the family has to bear as a whole. While the concept of providing support for health care is excellent, it is expensive and challenging to implement well and needs review to improve structuring.

The mentoring scheme is one of the other major successes of the project. The mentors state that their responsibilities as mentors are to give support to their assigned children in a variety of ways. Although each mentor was slated to have about 10 children to sponsor, many mentors have more children. Some even report that they have 23 to 25 children under their care in the project. In such situations, mentoring is not ideal and children do not always benefit as much as they can.

The local committees usually comprise school principals, mentors, other teachers, and parents. Committee members reported that the work was very challenging, particularly in the beginning when it was necessary to identify the children to be included in the project because, in most locations, there were many working children. The triage that needed to be implemented to select

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<sup>2</sup> The Eliminating Child Labour in Tobacco Growing Foundation has a project with a clinical health component in Malawi. The Foundation has, however, decided to scale it back and focus primarily on prevention of health problems and school checkups for its new program starting in 2011.

the children for project inclusion was a difficult process, as some children were not included in the final selection.

The Women's Empowerment Program (WORTH) model is a very interesting approach that is well structured and has been tested by Pact in several countries. Aside from financial aspects, the WORTH model includes capacity strengthening of members on group administration and management, literacy, partnership, basic business skills, the importance of savings, and increasing personal independence. At the time of the midterm evaluation, WORTH had only been underway for about one year and only with pilot groups so that the project could gain experience.

WORTH is new for Madagascar and combining it with a child labor project approach is also new for Pact. For SIVE, as a Malagasy NGO, the WORTH approach is, of course, entirely new. WORTH, although structured in terms of process, still allows for some flexibility in terms of amounts saved, frequency of meetings, and establishment of bylaws. Parents in most groups did say that they could not save a great deal, so it will take some time to generate sufficient funds to enable the group to start giving out loans to members. The evaluator interviewed members of seven different WORTH groups, but so far it is uncertain if the Kilonga project beneficiaries will be able to reap the full benefits of WORTH. It will take time for evidence of the success to be visible.

The project uses a well-structured system for monitoring its activities. The project relies on a series of monitoring forms to integrate and track the withdrawal and prevention of children from child labor and to verify the implementation processes of the actions. Mentors play a key role in monitoring the children. Once a child has been integrated into the project, his or her identification form serves as the basis to track personal work status and the services received.

The strategies employed by the project were efficient in terms of the resources used (inputs) compared with qualitative and quantitative impact (outputs). The efficiency would have been even higher if the project was able to function in collaboration with government offices at different levels. The project would also have been more efficient if there had been fewer field offices. The project is very ambitious to try to implement a project with so many elements in seven different sites, including WORTH, health component, nutrition, school supplies, mentoring, private school and scholarship support, and literacy.

Management strengths of the project, including technical and financial, are noteworthy even if some personnel management issues need attention with regard to salaries of junior staff members and workload. The primary noteworthy factor is the successful transition from a project designed and implemented by Pact to a project implemented jointly with SIVE. The level of "give and take" on each side to arrive at solutions to ensure that the project could still be effectively implemented is impressive.

The project's impact on community groups and schools with respect to working on child labor in the country so far is positive. The project has already had some impact on education quality in both formal and nonformal interventions, which has been well received by the communities. The ability of children to learn has substantially improved because of the mentoring system, the transitional/leveling courses, and the provision of school supplies.

The project has undertaken exceptional efforts to work toward the sustainability of project actions as compared to most other child labor projects. These efforts are of particular note with respect to the withdrawal and prevention of children from child labor. Planning for sustainability is good, although some elements, such as WORTH, need reinforcement during implementation to ensure successful sustainability. WORTH groups are, however, increasing in number and developing steadily.

At midterm, parents and teachers were almost all quite doubtful that parents would be able to keep their children in education or, if of legal working age, out of hazardous child labor. The primary reason is because parents say that they are too poor to cover the costs of education. This means that it is doubly important to intensify work on the development of the WORTH groups.

The project has achieved a great deal in very difficult circumstances and is to be commended for the teamwork, innovative approaches, and willingness to overcome daily challenges. The project is on the right track to achieve its objectives, although more effort is necessary in some areas to achieve sustainability. The promising WORTH program needs to be intensified and scaled up as soon as possible. Awareness-raising and research objectives need additional attention without losing focus on the most successful part of the project and its ultimate goal: the withdrawal and prevention of children from WFCL in Madagascar.

## **KEY RECOMMENDATIONS**

- Intensify awareness-raising methods on withdrawing and preventing child labor and promoting education. Actively integrate the ILO Supporting Children’s Rights through Education, the Arts and the Media method. Use behavior change communication methodologies with good visual content as appropriate.
- Provide training for teachers on using activity-based learning using local materials and other pedagogical techniques for children being reintegrated into schools.
- Determine the possibility of adding more support for the procurement of school supplies, smocks, and other materials and equipment for children.
- Explore additional options to broaden types of skills and methods for vocational training. Increase apprenticeship programs and internships in service industries as appropriate. Undertake additional efforts to develop links to employment opportunities for vocational training graduates in the second half of the project period.
- Assign a national consultant to determine how to improve the structuring, criteria for reimbursement, and practical organization of the health component.
- Intensify WORTH activities as far as possible without compromising quality. Provide small amounts of financial support to WORTH savings groups—or continue partial support for school materials—until WORTH groups are functioning sufficiently so that members are able to sustain their children in education and out of hazardous work after project support ends.

- Options for other types of income-generating activities need to be identified, investigated, and promoted among WORTH group members. Use brainstorming methods to identify possibilities in different WORTH groups around the country and exchange ideas generated among the groups.
- Review methods to reduce the number of children per mentor and identify means to motivate mentors. Provide additional incentives for those who volunteer for the project.
- Review and reevaluate project selection criteria, intake forms, and performance results reported to USDOL to determine if more children can be counted as withdrawn from child labor instead of being counted only as prevented.
- Review the system of data collection and reduce the frequency of data collection to every two months.
- Add new project beneficiaries only in existing project communities and do not extend to new communities within existing project field offices. By concentrating more on existing sites, the project will also be able to work more intensively on sustainability and cross-fertilization of experienced WORTH groups with new groups.

# I INTRODUCTION

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*I used to work in the stone quarry, I washed other people's laundry and I also sold peanuts at night. I am proud to say that I do not do all that anymore and instead I am going to school.*

—*Girl (age 13)*

Madagascar is a unique bio-diverse island nation with high levels of endemic species, making it one of the biologically richest nations in the world. Unfortunately, there is also a great deal of poverty in Madagascar, with 69% of the population living below the national poverty rate.<sup>3</sup> Poverty has been exacerbated by a range of political events over the course of the last two years.<sup>4</sup> The elimination of the worst forms of child labor (WFCL) is a major challenge in Madagascar, particularly given the ongoing political situation in the country.<sup>5</sup> The National Institute for Statistics (INSTAT) has estimated a net increase in the number of child workers from 1,870,000 to 2,000,000 with a phenomenal growth of girls' commercial sexual exploitation since the beginning of 2009.<sup>6</sup>

The United States Department of Labor (USDOL) is currently financing a project on Combating Exploitive Child Labor Through Education in Madagascar (Kilonga). The project is already starting to be quite effective in the project communities despite the very difficult circumstances.

The official startup date of the original project was October 2008, but the project halted activities involving government authorities in March 2009.<sup>7</sup> This decision was made in accordance with international processes because of the political events that took place in the country.<sup>8</sup> A revised project proposal had been prepared and submitted in February 2009 to ensure that the humanitarian nature of the project was fully recognized. A new budget was ultimately approved on September 20, 2010. The project end date is scheduled for September 2012.

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<sup>3</sup> United Nations Development Programme (2010), p. 162.

<sup>4</sup> Centre on Conflict, Development and Peacebuilding Graduate Institute of International and Development Studies (2010).

<sup>5</sup> The September project technical progress report quotes a range of sources that indicates steep deterioration in education results for school year 2009–2010, including higher dropout rates, repetition rates, and increases in child labor. For example, “55% of children work to assist their parent(s) in providing for the family,” (Pact in association with *Sehatra Ivoaran'ny Vehivavy*, 2009, p. 10).

<sup>6</sup> According to the most recent (September 2010) Kilonga project technical progress report, p. 5. (As stated by INSTAT at a conference held June 30, 2010).

<sup>7</sup> In 2009, Madagascar experienced a period of political unrest, which culminated in a coup. Following the coup, many donor governments suspended aid to the country. The United States Department of State reports that this military coup and the ensuing civil unrest interfered with the country's efforts to combat exploitive child labor. Periodic flare-ups of violence have continued into 2010. See Lough (2009), Pressly (2010), and U.S. Department of Labor (2009).

<sup>8</sup> U.S. Foreign Assistance to Madagascar was restricted as a result of the political events and coup, which included severing ties with the Government of Madagascar. Hence, the project was required to modify components of its approach and scope.

The goal of the Kilonga project is to contribute to the elimination of WFCL in Madagascar through preventing and withdrawing children from child labor by providing educational services, providing income-generating activities to families, conducting awareness raising, promoting research, and establishing databases on child labor.

Specifically, the project aims to reach the following objectives:

- Prevent and withdraw children from WFCL.
- Strengthen local capacity to combat WFCL and promote education.
- Conduct public awareness campaigns regarding the adverse effects of child labor and the importance of education.
- Promote research and put databases on child labor into place.
- Promote sustainability of efforts to fight child labor.

The Kilonga project plans to withdraw 4,500 children from WFCL and prevent 4,500 children at risk of WFCL. Children in or at risk of child labor in domestic work, agriculture, commercial sexual exploitation of children (CSEC), mining and quarrying, fishing, and load carrying work are targeted. The project is working in seven regions of the country. (See map of project intervention sites before the report).

Specific planned project activities include—

- Providing educational and non-educational services for prevention, rehabilitation, and reintegration to children withdrawn from WFCL.
- Providing economic empowerment services to selected families of targeted children, including training on banking with a village savings program.
- Launching a process of identifying and publicly acknowledging businesses with policies and practices and/or sponsorship contributing to the fight against child labor and trafficking.
- Building partnerships with the private sector to enhance social responsibility with respect to the population living near work or office sites, especially with the mining sector.
- Raising awareness through media, including children's plays, radio and TV programs, and general public events.
- Promoting research on child labor and trafficking by developing an agreement for partnership with universities, schools, and institutions, particularly in the fields of law, communication, sociology, and teaching.

- Collaborating with International Labour Organization's International Programme on the Elimination of Child Labour (ILO-IPEC) to support the implementation of a Child Labor Monitoring System at the national and regional level.
- Creating national and regional Geographical Information System (GIS) database systems on child labor and trafficking, to link to an education database.

The project was evaluated at midterm in October through November 2010. The primary purpose of the midterm evaluation was to assess the achievements of the project toward reaching its targets and objectives as outlined in the cooperative agreement and project document. The evaluation considers all activities that have been implemented over the life of the project until the time of the midterm evaluation.

A midterm evaluation is always important because it provides all the stakeholders with an opportunity to step back, reflect, and consider how to improve the project during the remaining implementation period. The task of the evaluator was to use the input provided by the stakeholders and relevant documents to—

- Assess the relevance of the project in the cultural, economic, and political contexts in the country.
- Determine whether the project is on track toward meeting its objectives and identify the challenges encountered in doing so.
- Provide recommendations on how the project can successfully overcome challenges to meet its objectives and targets by the time of project end.
- Assess the effectiveness of the project's strategies and the project's strengths and weaknesses in project implementation, and identify areas in need of improvement.
- Assess whether project activities are deemed sustainable at the local and national level and among implementing organizations, and identify steps that can be taken to enhance the sustainability of project components and objectives.

The evaluation was also expected to—

- Identify emerging lessons learned, potential good practices, and models of intervention that will serve to inform future child labor projects and policies in Madagascar and elsewhere, as appropriate.
- Serve as an important accountability function for USDOL and Pact/*Sehatra Ivoaran'ny Vehivavy* (Platform of Women's Development or SIVE), and provide direction in making any revisions to work plans, strategies, objectives, partnership arrangements, and resource allocations that may be needed in order for the project to increase its effectiveness and meet its objectives.

- Focus on recommending ways in which the project can move forward in order to reach its objectives and make any necessary preparations or adjustments in order to promote the sustainability of project activities.
- Provide credible and reliable information in order to suggest how the project could enhance its impact during the remaining time of implementation, ensuring the sustainability of the benefits that have been or will be generated.

Please note that the evaluation is not intended to criticize, but to learn from the past and study how efforts can be further improved in the future. Specifically, this means that the evaluation determined what should be avoided, what can be improved, and what can be added so that the elimination of the worst forms of child labor can be achieved more effectively.

## **1.1 METHODOLOGY**

The evaluator saw the evaluation process as a joint effort to identify the key conclusions that can be drawn in each of the evaluation areas. Despite this overall approach, the evaluator is ultimately responsible for the evaluation process, including report writing.

The evaluation team adhered to the guidelines provided by USDOL and ensured that child-sensitive approaches to interviewing and reporting on children were applied. These approaches followed the International Labour Organization's (ILO) International Programme on the Elimination of Child Labour and United Nations Children's Fund (UNICEF) guidelines on research with children on WFCL.<sup>9</sup>

The evaluator used a combination of methods to ensure that a well-rounded evaluation could be carried out:

- Preparation of detailed methodology, including guidelines for questioning in French.
- Review of documents directly related to the project as well as documents related to the overall context in Madagascar regarding education, child labor issues, and other potential issues of importance. The evaluator also reviewed documentation to understand the current political situation in Madagascar to ensure that she understood the impact it might have on the project and the evaluation process overall. Further review of the impact of the situation was conducted during the field mission.
- Individual interviews and focus group discussions with stakeholders from a wide range of groups, including project partners, teachers, community-based organizations, communities, parents, and children. Due to the existing political situation in the country, the evaluator could not meet with any government representatives or local authorities.

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<sup>9</sup> Edmonds (2003) and United Nations Children's Fund (2010).

In some instances, individuals working in local government offices came to attend focus group meetings in a personal capacity.<sup>10</sup>

- Individual and small group discussions with Pact and SIVE project staff members in the central office and field offices.
- Observation of the stakeholders and their work in different settings as well as their networking actions.
- Stakeholders meeting where initial findings were presented, discussed, and enriched with additional input from the participants.

The evaluator first met with senior project staff members in Antananarivo after arriving in the country to finalize the evaluation topics to address and obtain their further input into the evaluation process. This was followed by initial joint discussions on the evaluation subjects. Further individual meetings were held in Antananarivo with the project director, monitoring and evaluation staff, and other relevant stakeholders, including key SIVE personnel, at various intervals during the evaluation.

Following these meetings, the evaluator proceeded to make field visits to meet with local stakeholders and observe actions.

Locations for field visits were identified in line with guidelines provided by the evaluator. These included the need to ensure that stakeholders from successful implementation sites, as well as those where the project faced more challenges, were included. Anonymity and privacy of parents and children were respected.

Children were selected for the focus group interviews by the international evaluator with the help of the national consultant/interpreter. The national consultant/interpreter selected 5 to 10 children from a larger group as randomly as possible from classrooms.<sup>11</sup>

The number of people interviewed individually or in small groups of five or less was 69. Fourteen focus groups were conducted with 214 participants. Although some of the groups were quite large (many people showed up to attend the meetings), participants were quite frank and open about their opinions once they overcame any initial shyness. The interpreter put the participants at ease by asking them for their names individually and telling a few jokes. Once participants had given their names (which were not noted for the sake of anonymity), the ice was broken and many competed to share their opinions. A total of 283 people were thus included in the evaluation process through individual, small group and focus group interviews.

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<sup>10</sup> Such individuals were not personally invited by the project but had heard about the meetings and came forward to attend the focus group meetings to show personal support and provide input. Such individuals were allowed to stay as sending them away would have been culturally inappropriate and could have jeopardized the work of the project in the implementation areas. Some of these participants provided supportive statements to the project during the focus group sessions.

<sup>11</sup> Child beneficiaries were asked to stand up and identify themselves. Those who were willing to talk to the evaluator were asked to raise their hands. In most instances all children or almost all children raised their hand. The interpreter then selected an equal number of boys and girls from the different classrooms mostly using an informal random numbering system.

The evaluator met with the senior project staff on the evening of October 31, 2010 for an initial discussion of principal findings that was to be presented at a stakeholders workshop. The project staff members were given an opportunity to rectify any possible factual errors, but this was ultimately not necessary.

The stakeholder workshop took place on November 1, 2010. There were 53 participants, including project staff members, parents and children, local child labor committee representatives, child beneficiary mentors, teachers, and journalists. The project staff worked together with the evaluator to design the stakeholders workshop methodology and schedule to maximize useful input from stakeholders. The stakeholder workshop presentation concentrated on major project successes, challenges, and initial recommendations. Stakeholder participants were provided with an opportunity individually and in groups to respond and provide additional input into the evaluation conclusions. Following the workshop, the evaluator met with some of the senior project staff members to discuss the overall conclusions of the workshop and the midterm evaluation.

Information collected through interviews was triangulated with information collected through observations and analysis of documentation.

## II PROJECT RELEVANCE

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The project is relevant to the cultural and economic context in the country and is generally suited to the priorities and policies of the host country government and USDOL. The political situation in the country continues to fluctuate, so relevance is difficult to ensure in the constantly changing situation. For this reason, the project cannot be completely relevant to the political context despite the many adaptations to ensure that project objectives are met. The evaluator does consider that the project designers have been successful in adjusting the project as much as possible in difficult conditions. Further discussion of the impact of the political conditions on the project can be found in Sections 2.3 and Section VI.

### 2.1 PROJECT DESIGN

The project has identified the principal obstacles or barriers that are important to addressing child labor in Madagascar: family-level poverty, the macro-economic environment, lack of education, and cultural practices. These barriers are often interrelated. Poverty contributes to dropout rates since even in public schools the payment of some school fees is still required. Many public schools hire teachers who are paid through a parents association to supplement the limited number of government employee teachers assigned to the schools. The parents of the schoolchildren contribute to pay the salaries of such teachers often referred to as “FRAM” teachers, an acronym derived from *Fikambanan’ny Ray Aman-drenin’ny Mpianatra* (Association of Pupils’ Parents). Cultural practices in agriculture and fishing, and with regard to adolescent sexuality, also contribute to school dropout and child labor.<sup>12</sup> Some cultural practices predispose particularly girls to early sexual activity with individuals not from their age group and/or community.<sup>13</sup> According to field staff, girls in some parts of the country such as in Diego city are also withdrawn from school to prevent them from having “boyfriends” at school. Poverty continues to be exacerbated due to the current political situation according to almost all of the stakeholders interviewed.

The project document lists several intervention gaps in the process to eliminate WFCL in Madagascar.<sup>14</sup> These include the need to continue to develop a knowledge base, capacity strengthening of organizations at all levels, legal and judicial framework enforcement, private sector partnerships, awareness raising, poverty reduction, and education and vocational training support. National actions at the central level cannot be implemented because of the political situation and, ultimately, the project could almost only work on these issues through direct actions at local levels.

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<sup>12</sup> Zegers et al. (2004).

<sup>13</sup> The project document cites some examples of factors. Pact in association with *Sehatra Ivoaran’ny Vehivavy* (2009), p. 11. Also Zegers (2003).

<sup>14</sup> Pact in association with *Sehatra Ivoaran’ny Vehivavy* (2009), p. 13.

The evaluator noted some other important factors, such as the lack of school infrastructure in some localities;<sup>15</sup> the very high number of children in many classes, with up to five children sharing one bench; and the closing or lack of new development projects in the country.<sup>16</sup> As one interviewee stated, “In some places children work simply because there are no schools in the area.” The problem is particularly acute with regard to secondary schools. In Diego, the increasing role of *khat* production and selling also affects dropout rates as children increasingly become involved in this sector directly or indirectly.<sup>17</sup>

In some localities—notably in Antsiranana and Anosy—project staff noted the low level of interest of some parents who do not see the utility of education. Despite this observation, however, teachers from different sites reported the high success rate of identifying and reintegrating children in school with the help of support for school supplies and school fees. Teachers state that addressing the poverty issue is far more important than the role of any cultural issues in preventing school dropout.

The project’s immediate objectives, outputs, indicators, and means of verification are generally relevant. The rationale behind using these strategies is based on a sound analysis of gaps in development strategies that need to be addressed. The strategies on poverty reduction, health, and nutrition are particularly interesting and address some of the core causes of child labor in Madagascar.<sup>18</sup> The strategies were also partially dictated by adjustments that needed to be made because of the political situation.

Despite a good level of project design relevance, the project document narrative is very ambitious. One set of the indicators does not fully reflect the text in the main body of the document. The indicators for Objective 4 on increasing the knowledge and database on child labor are fairly limited compared with the expectations indicated from reading the narrative. While the text states, “In collaboration with [ILO-IPEC], the Project intends to set up a national and local GIS database [Child Labor National Database, Child Labor Regional Database],” the indicators actually only refer to integrating the data collection on children in the project localities.

The project design adequately supports the five USDOL Education Initiative goals of withdrawing and preventing children from involvement in exploitive child labor, strengthening policies and capacities, raising awareness, performing research and data collection, and creating sustainability. Policy strengthening had to be limited to local levels because of requirements placed upon the project as a result of the political situation. Fortunately, the project has the alternative of promoting the implementation of *Dina* (i.e., local traditional social conventions that are established among the members of a community and do not require formal political authority involvement). The project has integrated the promotion and development of *Dina* on child education and child labor in communities as part of the project strategies.

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<sup>15</sup> Schools, classrooms, desks, materials, etc. The lack of accessible schools is a particular problem in some rural areas.

<sup>16</sup> Up to 80 or more in some localities. The lack of new development projects is mostly because of the political situation.

<sup>17</sup> Children may participate in the production and selling of *khat* (a plant-based stimulant), or their parents may be involved in the lucrative sector and see no need for their children to have an education.

<sup>18</sup> A review of these strategies is included in greater depth in Section III.

## **2.2 PROJECT ADAPTATIONS TO THE NATIONAL SITUATION**

Given the prohibition against working with government institutions, the project's ability to combat child labor is commendable, especially when considering that the role of national and local government in child labor projects is normally crucial. The project has made innovative adaptations to the project design to ensure that the project's targets for withdrawal and prevention could still be met. The strategies ensured that humanitarian aspects of the project were highlighted while canceling sensitive aspects regarding government staff involvement.

Before the political events, the project would have worked with the government to promote education and raise awareness on child labor; helped ensure the enforcement of child labor and related laws and regulations; and contributed to the mainstreaming of the national plan for combating child labor and integration of child labor data into the national knowledge base. The most important change in the project design was to associate with SIVE to carry out specific project activities normally implemented in association with government. Pact had successfully worked with SIVE in the past, so collaboration was straightforward.

The project replaced committees consisting of a wide range of actors, including local authorities, with committees comprising teachers and parents. As will be discussed in Section 3.4.14, these committees tend to function well, although the absence of local government support is felt.

A plan to work with the government on a nutrition scheme was dropped, but nutrition support is instead channeled directly through schools with support from teachers.

Many interviewees complained of the difficulties engendered by the lack of involvement of elected and nonelected government officials and staff. In places such as in the region of Anosy, project staff members faced particularly difficult challenges. Pact had already been working on child labor with the previous ILO-IPEC project in Anosy, so officials were used to being involved with them in project activities. Pact had previously assisted with establishing the Anosy Regional Child Labor Committee (ARCLC), for example, but since local government officials are members of the committee, the staff cannot involve the ARCLC in project activities. The Anosy project staff needed to spend quite some time and effort explaining to the government officials that they could no longer work with them. The particular challenge was to convince such individuals that the decision should not be seen as a personal rejection. As one staff member reported, "These are often people who are motivated to work with us on this and some of them are sad." Interviewees in all other regions that the evaluator visited also noted that some government officials and staff members were upset about the fact that the project could not involve them.

In practical terms, the lack of collaboration with education department officers presented particular challenges. Public schools normally need permission from their supervising department heads to interact with other agencies, including development projects. Even the use of a classroom for the summer transition/literacy classes normally requires permission from education department supervisors. Project contact with such departments to request authorization was not permitted, but the project was ultimately able to work only with schools that agreed to work with the project without getting such authorization.

The Education Department that oversees the Anosy and Antsiranana regions regularly asks project staff for data on project progress in the area of education as part of the normal tracking of education activities. The project is unable to provide such information due to the inability to communicate with the authorities.

### **2.3 RISK ASSESSMENT OF THE CURRENT POLITICAL SITUATION AND RELATIONSHIP WITH EXISTING PROGRAMS TO COMBAT CHILD LABOR AND TRAFFICKING**

Conducting a risk assessment of the current political situation as requested in the Terms of Reference for the current evaluation is difficult. A good risk assessment requires both a quantitative and qualitative analysis of risks. The risks would normally need to be identified, ranked, and evaluated before determining the overall risk. Given the sensitive nature of the subject and the lack of clear information, it is difficult to accurately make such an assessment.

The evaluator can only provide information as applicable on the day of writing the current text in November 2010. The political situation continues to be highly volatile with high-level actors taking action against a national referendum on November 17, 2010.<sup>19</sup> Elections are slated to be held in 2011, but a stalemate has been reached in negotiations with some of the political parties. During the evaluation mission, various senior international officials in the country (not related to the Madagascar Government) told the evaluator that further unrest is expected into 2011. A range of economic and sociocultural factors play an ongoing role in perpetuating the current political situation.<sup>20</sup>

The country has a number of other factors that influence the national economy and humanitarian situation. A large percentage of Madagascar's population (25%) faces a high mortality risk from natural hazards.<sup>21</sup> These include high risk of cyclones, migratory locusts, droughts, and floods.<sup>22</sup> The country has a low ranking as a business investment location. The International Finance Corporation and the World Bank currently rank Madagascar quite poorly at 140 out of 183 countries assessed in terms of ease of doing business.<sup>23</sup> This low ranking is especially noteworthy, as it does not take the political situation into account but only the policies and legal framework for doing business.

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<sup>19</sup> International Crisis Group (2010).

<sup>20</sup> Centre on Conflict, Development and Peacebuilding Graduate Institute of International and Development Studies (2010).

<sup>21</sup> Prevention Consortium (2010).

<sup>22</sup> The Food and Agriculture Organization just published a situation update on an impending upsurge in migratory locusts on November 10, 2010. According to the report, the food security of almost 500,000 Malagasy people is at risk (Food and Agriculture Organization, 2010).

<sup>23</sup> International Finance Corporation and the World Bank (2010).

The project assumptions are accurate and mostly related to economic risks. They only indirectly refer to the unpredictable political situation.

## **2.4 EXISTING PROGRAMS TO COMBAT CHILD LABOR AND TRAFFICKING**

The project fits within existing programs to combat child labor and trafficking, including the National Action Plan Against Child Labor, ILO, UNICEF, and United Nations Development Programme (UNDP) programs. UNICEF is working on education, nutrition, water and sanitation near schools, and awareness raising on child protection issues. The project builds on Pact's previous experience working as a partner of the last ILO-IPEC project in the country. ILO has also initiated a new project against child labor, and plans are underway to collaborate with Kilonga. Although the project cannot contribute actively to national strategy and legal framework development because of the circumstances in the country, the project is developing a range of models that have the potential for replication in other areas of the country. These include the mentoring program, the Women's Empowerment Program (WORTH), and the nutrition and health actions.

The project is reviewing the national legal framework and is developing communications for the communities to help improve understanding of the laws and regulations. Many stakeholders are confused by the terminology in some of the laws and regulations, which project staff members try to clarify. Most such project efforts are undertaken on an individual and group basis, but more work is needed.

Other design issues need to be reviewed. The project document is somewhat unclear in some aspects. The document states, for example, under Result 4.1 that the project will "promote research on child labor and trafficking" and "the project will integrate its findings into the development of awareness-raising material."<sup>24</sup> This statement is, however, somewhat puzzling as there appears to be no indicator to measure these aspects. The indicator for Result 4.1 (p. 55) in fact only reads, "Regional Database on child labor in place and integrated into regional overall database." Although the project implemented a baseline used to inform some of the project activities, the phrasing on page 31 gives a different impression of what is meant by "research." The Regional Database actually pertains to the integration of the monitoring system of the project into a potential Regional Database that still needs to be concretized.

The revised project design did not take the unequal starting points between project implementation offices into account. The project staff members in Anosy had already launched activities and conducted awareness raising for the project when the revised project was designed. Following the adoption of the revised project design, the staff had to make substantial changes and inform all stakeholders of the changes, which was challenging. While the project office in Antsiranana did not have to make such changes, they were still required to meet similar targets and had to catch up.

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<sup>24</sup> On page 31 with respect to Result 4.1 (Pact in association with *Sehatra Ivoaran'ny Vehivavy*, 2009).

The evaluator notes that the project work plan does not allow sufficient time or correct scheduling for WORTH to provide the expected results to keep children out of WFCL. WORTH groups need to implement a series of six-month cycles, during which members pass through a series of steps, to be fully successful. In a country such as Madagascar, with its very high poverty rate, natural and political disaster risks, the time needed for the process cannot be underestimated.

### III EFFECTIVENESS

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*I love to learn, I want to learn everything. Without Kilonga, I would not be here at school.*

—*Girl (age 8)*

#### 3.1 SUMMARY OVERVIEW OF PROGRESS TOWARD MEETING TARGETS/OBJECTIVES

The project is mostly on track and making good progress at midterm in terms of meeting its targets/objectives despite the challenging situation.<sup>25</sup> Encouraging positive effects in a number of different areas can be identified, particularly in terms of effectively withdrawing and preventing children from child labor.

A number of factors contributed to the success and/or underachievement of each of the objectives, as delineated in the remainder of Section III. These include the committed staff, willingness to adjust the project to the changing realities, the mentors, provision of school supplies and scholarships, and transitional summer courses. One child labor committee member noted that the most important aspect of the Kilonga project is that there is no standard methodology applied to all of the children as a group. The approach of the project depends on the situation of each individual child. Most children benefit from receiving school supplies. Scholarships, types of extracurricular education, health, and nutrition support depend on the situation. At the same time, some interviewees noted that the project beneficiaries are too often viewed as individual children to be targeted instead of as members of a family. WORTH, nevertheless, has the potential of helping improve this situation, as better income will ultimately benefit entire families.

##### *Objective 1: Prevent and withdraw children from WFCL*

The project has already withdrawn or prevented over 7,000 children from WFCL, with marginally more girls than boys.

**Table 1: Overview of Withdrawal and Prevention of Child Labor Results at Project Midterm**

Sector	Male	Female	Male and Female
<b>Withdrawal</b>			
Agriculture	529	402	931
Domestic Work	181	541	722
CSEC	35	300	335
Mining and Quarry Work	313	297	610
Fishing	203	104	307
Carrying Heavy Loads	418	326	744
<b>Total Withdrawn</b>	<b>1,679</b>	<b>1,970</b>	<b>3,649</b>

<sup>25</sup> See Sections I and II on the political situation and project adaptations.

Sector	Male	Female	Male and Female
<b>Prevention</b>			
Agriculture	409	415	824
Domestic Work	273	364	637
CSEC	108	239	347
Mining and Quarry Work	210	235	445
Fishing	120	143	263
Carrying Heavy Loads	420	432	852
<b>Total Prevented</b>	<b>1,540</b>	<b>1,828</b>	<b>3,368</b>
<b>Grand Total</b>	<b>3,219</b>	<b>3,798</b>	<b>7,017</b>

Source: Kilonga Project database

Of the 4,629 enrolled children from the first cohort, almost 100% are still maintained in the education system. The project has recently enrolled the third cohort. Although children are being included in vocational training programs, progress is a bit slower than expected because of the complexity of finding appropriate training and apprenticeships. The project, however, is expected to meet its targets by the end of the project for children in the age category of 15–17.

***Objective 2: Strengthen local capacity to combat WFCL and promote education***

Local capacities are particularly being strengthened through the mentoring and local committee development models. The project has established 36 committees in all the project communities and engaged new partners in the fight against child labor over the course of the last few months. This exceeds the planned number of committees over the entire project period by one. During the period from March 2010 to August 2010, for example, 61 new mentors were integrated and are mentoring project children. The total number of mentors at the time of the evaluation was 379. Staff members are providing guidance to mentors and local committees on a gradual basis as the project is implemented in different communities. This process helps the mentors and committee members to acquire understanding of the project goals, objectives, and processes, although mentors request much more training.

*Dina* (i.e., local social convention or local rules) have already been developed and adopted in 15 localities. The project target is 25, which the project can be expected to attain by the end of the project implementation period.

***Objective 3: Conduct public awareness campaigns regarding the adverse effects of child labor and the importance of education***

Awareness raising is being implemented using a range of techniques that are primarily channeled through direct contact with stakeholders.

The percentage of surveyed key actors, including adults, able to differentiate between decent child work and hazardous/exploitive child labor is 80%, which exceeds the project target by 5%. Of children surveyed, 80% were also able to make the differentiation, although children under age 10 were only able to do so in 75% of the cases.

The project has designed some communication tools in Malagasy and is sharing them on a one-on-one basis and with small groups. The project conducted a wide-ranging awareness-raising campaign in seven intervention areas during the week of June 5 through June 12, 2010, when World Day Against Child Labor is celebrated. The campaign used drama, poetry, drawings relating to child labor, and other activities to share messages with high participation of stakeholders. A weekly radio program is broadcast in Alaotra Mangoro while radio programs are also broadcast in the Haute Matsiatra and Anosy sites.

***Objective 4: Promote research and put databases on child labor into place***

Databases on child labor are being put in place to monitor the children enrolled in the project, but promotion or implementation of other research has thus far been mostly limited to the baseline survey and research projects by students. The projects supported two university students who prepared reports on child labor. In some locations, interviewees noted that it is difficult to conduct any type of research because there are insufficient quality research institutions with which to associate, if any. Sixty local child labor committee (LCLC) members were trained on identifying child workers, data collection, and analysis, although some have not yet mastered the training materials. The number trained exceeds the target of 25.

***Objective 5: Promote sustainability of efforts to fight child labor***

The project has undertaken exceptional efforts to work toward the sustainability of project actions compared with most other child labor projects. These efforts are of particular note with respect to the withdrawal and prevention of child labor. Planning for sustainability is good, although some of the elements such as WORTH need reinforcement during implementation to ensure successful sustainability. WORTH groups, however, are increasing in number and developing steadily.

Technical support to establish and motivate local committees and involve mentors in the Kilonga project is ongoing, which will also contribute to sustainability.

### **3.2 IDENTIFICATION AND TARGETING OF CHILDREN**

The project accurately identified some WFCL in the country as stated in the Madagascar National Action Plan Against Child Labor that was developed in 2004.<sup>26</sup> The country is currently in the second phase of the 15-year plan, although, because of the changes in the political situation, the project is not working directly with the government on the implementation Action Plan.<sup>27</sup> The project accurately identified and targeted children engaged in or at risk of working in the target sectors identified in the project strategy.

Most of the children reported having worked in the different types of child labor targeted by the project (e.g., mining and quarrying, fishing, and load carrying). As could be expected, none stated that they had been involved in CSEC but mentioned instead that they had been “selling

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<sup>26</sup> The document was developed under a previous government (Government of Madagascar, 2004). The document includes references to the commercial sexual exploitation of children, stone quarry work, mining, domestic child labor, carrying heavy loads, fishing, and heavy work in agriculture.

<sup>27</sup> Madagascar Embassy in the U.S. (2010).

items at night in the street.” Project staff indicated that most children reporting this type of selling activity were involved in CSEC at least part-time. A mentor noted, “There are cases of parents selling donuts who say they do not have children who work, but we know for certain that they have a child who prostitutes herself in the evening. But as they are not willing to say so, the child is not admitted to the project.” Teachers also reported that some children work in CSEC only on an occasional basis to pay for their school fees.

According to staff members in two locations, the opposite also occurs. Some parents of children who do not work also “lie” about the working status of their child in order to ensure that they will be accepted into the Kilonga project. Staff members are forced to always warn parents that, if they find that a child does not comply with the criteria, he/she will be excluded from the project if this is discovered later. Verification of truthfulness is carried out by staff members who make field visits to determine the veracity of the answers. Such situations do not provide for conducive and encouraging relations with parents and community members.

Most of the children stated that they were identified and withdrawn or prevented through contact with project staff members who visited their work sites, such as at stone quarries, in the streets, or even in the fields. A smaller number of children reported that they were contacted by schoolteachers, usually project mentors. In some cases, parents had heard about Kilonga through other people in the community. A few children said that they had asked their parents to go and enroll them in the program after hearing about it from friends.

There appeared to be some differences between project sites with respect to attitudes toward withdrawing children from child labor and returning them to education. A staff member in Antsiranana noted that attitudes in the region were less conducive to returning children to school than in other areas where she had worked. In the region of Alaotra Mangoro, the project is working in two districts. Project field staff members indicated that parents in Moramanga District are less receptive to the project than in Ambatondrazaka District. Although local staff speculated on possible reasons for this situation, their ideas are still subjective, so it is preferable not to hazard guesses with respect to potential explanations.

The identification and project integration process of children is well documented and consists of several well-planned steps. During a preliminary phase, lists of individual potential child beneficiaries are drawn up and initial forms are completed on each child. The field staff members reported that the forms were adjusted in accordance with realities and were not too complex. Some additional questions were added because of input from the field. Parents in Anosy misinterpreted questions about the working status of their child because they thought the questions referred to office work. As a result, specific questions on the type of work were added to ensure that there were no misunderstandings.

The overall need in terms of types of potential assistance to the child is also assessed during the preliminary phase. The forms are reviewed and children are selected in accordance with the extent to which they meet the selection criteria. Parents are contacted and asked to sign a statement to participate actively in project activities and keep their children in school and out of hazardous labor. Some additional information and a photo are added on a separate new form. The two forms repeat much of the same information and the field staff requested that they should be consolidated for improved efficiency. The completed list of children per site is then validated

by the LCLC (established with the support of the Kilonga project) and the selected children are formally integrated into the project.

The signed agreement with the parents is a good step although it may not be entirely realistic. Parents have to agree to educate their child up to the age of 18 and agree to continue to support their child's education, including providing supplies and fees after the project ends direct support. Education up to age 18 appears to be a somewhat idealistic situation, which is not even generally applicable in developed countries. It would be more appropriate to state that children should be in education or in non-hazardous work in accordance with Malagasy laws and regulations.<sup>28</sup> Other elements in the agreement are more realistic. Parents must agree that their child should not work after school or during holidays. Finally, parents must agree to participate in all activities organized by the Kilonga project to strengthen their capacities, so that they will be able to continue to support their children in school after the project ends.

### **3.2.1 Selection Criteria and Number of Children Targeted**

Many interviewees, including mentors, other committee members, parents, and children, asked the project to add more children. The evaluator believes the project is already trying to achieve a great deal in a difficult context but considers the targets to be realistic. Although the criteria for the selection of children for the project are comprehensive and quite strict, the evaluator agrees that they are mostly appropriate given the context of the project.<sup>29</sup> The need for assistance is great, and the project must find ways to identify the most vulnerable children in or at risk of child labor. As LCLC members pointed out in several interviews, the project is only meeting the needs of less than half of the children who are in or at risk of child labor.

Children who are to be withdrawn must correspond to all of the criteria for withdrawal, while children selected to be prevented must also meet all of the criteria relevant for prevention. A total of 9,000 children are expected to be withdrawn or prevented through the project. The criteria are strictly applied, including participation in the WORTH activities (note that the targeted number of families to be reached by WORTH is 4,000). Since two children per family are enrolled in the project, about 4,500 families are included in the project. To meet the WORTH target of 4,000 families, almost every family in the project needs to be involved in WORTH.

The project criteria for the selection of a child for withdrawal are—

- Child is between 6 and 17 years old.
- Child is involved in a type of WFCL that is targeted by the Kilonga project.
- Child has been working for at least one year.
- Child is not in school or otherwise attending any form of education.
- Child has a sibling in from 6 to 17 years old.

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<sup>28</sup> Madagascar has adopted laws on minimum age, worst forms of and hazardous child labor, and trafficking.

<sup>29</sup> With the exception of the criteria on requiring that a child to be withdrawn must have been working for at least one year, as discussed in the last paragraph of Section 3.2.1.

- Parents commit to participating in WORTH.

The project criteria for the selection of a child for prevention are—

- Child is between 6 and 17 years old.
- Child is the sibling of a child laborer included in the Kilonga project.
- Child is in school.
- Parents commit to participating in WORTH.

School directors and other senior LCLC members occasionally complained to the evaluator that the criteria were too strict given the enormous need in their communities. Some teachers in the Alaotra Mangoro region stated, for example, that in their community only one-quarter of the children were accepted into the program, while three-quarters actually would meet the criteria. One child even complained that he felt lonely in the afternoon, as he goes to school only part of the day and other children in his neighborhood are working in the afternoon.<sup>30</sup>

Many interviewees had comments about the selection criteria of children entering the Kilonga project. Some stakeholders congratulated the project for the efficiency of the selection method, including the criteria to select two children per family.

In a few instances, mentors and LCLC members requested refresher training on the selection criteria, as they still felt that the criteria were not always clear.

The selection criteria include the need to select two children per household—one working in a project priority type of labor and one nonworking child (at risk). As one mentor pointed out, “Taking two children per family is a good idea. It reduces the dropout of any children who are still in school when their siblings are selected by the project. If one of those who were still in school drops out after the project starts, then the ones who were selected will no longer get support from the project.”

Almost all of the children in the 10 focus groups conducted during the evaluation actually claimed to have been working. This could mean that more children are actually being withdrawn than is at first apparent. Only a few of the children stated that they were “just roaming around the streets” or were the brother or sister of a working child. Children who are being prevented may actually have been working part-time after school, although, if USDOL considers it to be important, a scientific random sample can be selected to verify this situation.

Parents complained about the selection of only two of their children if they have more children who work and need the project support. These situations can cause some difficulties within families. In a few situations, non-biological children were selected, while biological children were not; the reason being that the non-biological children are often at a physical and emotional disadvantage, a point which the evaluator accepts. To avoid internal family struggle, the project staff does not provide the parents with the actual reasoning for the selection of a non-biological

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<sup>30</sup> Not project children.

child but instead says that the child is selected on the basis of age or another factor. Despite such efforts, however, there are still issues within the families. As one LCLC member stated: “The criteria of only two children per family means that the other children continue to work and wander the streets, which will have an adverse effect on sustainability as well.”

It is evident that the project cannot meet the need of the large number of children who need help. According to the evaluator, the reasoning for the criteria of selecting only two children per family should still stand. Given the local context of the great need for assistance, the project’s approach is effective. More families can be reached with direct assistance and, while some children will not be assisted immediately, families at least will be partially supported and their awareness will be raised. If WORTH is successful, other children in a family will also ultimately benefit.

Mentors noted that, in some cases, children roam the streets and are not in school and do not work, so do not qualify according to the project criteria. In such cases, a child could theoretically be selected and considered “prevented” because, in fact, such children are commonly at risk of entering child labor at some point.

According to some staff members, parents often do not understand the selection criteria and believe that poverty is, or should be, the major criterion that determines selection. In fact, it is the working or at-risk status of working that determines whether a child will be accepted into the project.

In one committee, teachers complained that there is a requirement that a child should have been working at least one year, which means that some children who have been working for fewer months are left out. Teachers state that such children should also be included in the project because they are easier to reintegrate. The evaluator is of the opinion that this particular criteria could be adjusted to include children who have been working for a shorter duration if they have dropped out of school. A period of one month of work before identification should be sufficient to allow for a child to be selected. Given that the project has already used a different method and only one cohort remains to be selected, it will be best to maintain the current criteria of one year for the Kilonga project. Some teachers and committee members also talked about the difficulty of explaining to parents why their children were not accepted into the program—a situation that they found difficult to justify when they know that the family is very poor.

### **3.3 EFFECTIVENESS OF WITHDRAWAL AND PREVENTION FROM THE WORST FORMS OF CHILD LABOR**

Although the evaluator did not conduct an audit using random sampling and thus cannot provide statistically significant data, it is apparent that children are being withdrawn from child labor in high numbers. When selecting children for the focus groups, many children in the classrooms visited indicated that they were “Kilonga” project children.

Children interviewed are very enthusiastic to be in school. Many children in different focus groups stated that they are enjoying learning many new things; one boy even claimed he loved to do his homework. In several groups, children also pointed out that they have learned how to be polite and interact with others because of the summer transition courses.

The project reports, based on its monitoring system, that dropout among the first cohort of children included in the project was almost nil. In the few cases where dropout has occurred, it was mostly because parents moved to a different location. In Anosy, for example, parents moved out of their home areas because of drought conditions and went to the city of Tolagnaro to seek work. When conditions improved in their home areas or when they cannot find employment in the city, they return to their rural communities. It should be noted, however, that in at least one case, a mother reported that she stayed in the city only because her children were benefiting from the Kilonga project and she did not want to lose that support. In a few cases, the practice of early marriage also resulted in some dropout from the program.

When asked what they were doing after school, most children reported that they were helping at home with small domestic chores or doing homework.<sup>31</sup> Such answers led the evaluator to conclude that the children were being truthful regarding their nonworking status. In one location, a few children in a focus group reported that they were still selling charcoal after school, a fact that the field staff were unaware of but have already undertaken immediate steps to address.

### **3.4 EFFECTIVENESS OF THE “DIRECT ACTION” INTERVENTIONS**

*What I like about the Kilonga project is that I no longer work. I hope I can get a degree so that I can save my country.*

*—Boy (age 11)*

The project is implementing direct action strategies that are highly successful so far. The provision of these services results in children being withdrawn/prevented from exploitive child labor/trafficking and helps ensure that they are involved in relevant educational programs.

Some areas can be strengthened to take the project to higher levels. The key components of the direct actions are the distribution of school supplies, scholarship program, leveling/transitional courses, vocational skills training, life skills, nutrition and health support, and WORTH.

#### **3.4.1 Provision of School Supplies and Scholarship Program**

When asked what were the most important contributors to the success of the project so far, interviewees unanimously cited the provision of school supplies and the scholarship program. As one interviewee emphasized, “Most parents know that education is important and it is just poverty that is keeping them from sending their children to school instead of work.”

The administrative component of the distribution of the supplies and scholarships is well structured, which helps avoid any confusion during purchasing and distribution. The project conducts a cost analysis before deciding where to purchase equipment/supplies for each project site and takes into consideration availability in local markets, product quality, and transport costs. The evaluator was able to witness one school supply distribution. The system is transparent and no parents or mentors complained about any aspect of the physical distribution.

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<sup>31</sup> The children gave examples of domestic chores at home, such as washing their own clothes, helping with younger children, etc.

Children stated that the supplies are very motivating, saying, “With these supplies, we are given a chance that we should not waste,” and, “Because of the supplies, we want to do our homework as soon as we get home.”

Children and parents are also very happy to report that the school supplies kits are complete and of very good quality so that they generally last and remain in condition throughout the school year. As one child stated, “We are at ease now that we have the supplies. Before, I had a lot of things on my mind like ‘How will I sell my stones?’ and now I can focus on my studies.”

Some children did request to receive more blue and red pens, which were insufficient to last the whole school year. The project staff have responded to such requests by stating that it will review the possibility of adding a small disbursement of such supplies later in the school year. Some children in the older grades asked to have slates, as the younger children do, since they still need them and it reduces dependence on paper.

In addition to school supplies, the supply kit also includes soap, a towel, a toothbrush, and other items to promote personal hygiene. These items are also particularly mentioned by both children and adults as being very important. Children state that they are now able to come to school looking relatively clean, which also helps in their relationships with other children. One child said, “I am clean and I can come to school without being embarrassed.” There were requests, however, to increase the quantity of such items, as they are insufficient to last a whole school year. Children report that they are usually only able to wash themselves and their clothes with water and no soap. Some parents even asked for such items for themselves, stating that their personal hygiene is a priority for them that they are unable to fulfill.

### **3.4.2 Envy and School Supplies**

The provision of support for school supplies and scholarships is a double-edged sword. A child shared his feelings, saying, “I love that this has made it possible that I am not verbally assaulted by others because of my poverty.” Many other children are proud and happy to receive the book bags with the school supplies but tell stories of jealousy on the part of other children. The evaluator met with 10 groups of children. Children in almost all of these focus groups talked about the envy of other children because of their high-quality supplies and book bags. Envy over the scholarships appears to be less problematic because such support is less visible. Initially the project book bags did not have any identifying logos. Eventually book bags with the project logo were designed and distributed to help improve project visibility. The heightened visibility has, unfortunately, also led to some unexpected effects because it identifies a child as a project beneficiary.

The word “Kilonga” simply means “child” in Malagasy, but in several places interviewees noted that the word has already become associated with poor children and has even taken on derogatory undertones. Children told some very upsetting stories during the focus groups. In one case, children had physically assaulted a Kilonga project child, while in another they had pulled off her book bag and thrown her supplies all around on the ground. In most cases, the abuse remained verbal, although still painful. Envious children were said to call out things like, “Kilonga, kilonga, you are nothing.” Some children even requested more afterschool activities so that they do not have to leave with the other children to go home. In one school, children

reported the problem to the school principal, after which the school requested parents to attend a meeting and the harassment decreased. It is advisable for the project to undertake some type of action to address such problems.

Beneficiary children and mentors report that there are often cases where items are stolen from the book bags donated by the project. It is evident that the need for support is very great, which leads to the type of behavior that the beneficiary children have endured.

One of the main challenges for parents with respect to purchasing school supplies in general is that there is no central place to buy them for lower rates.<sup>32</sup> This issue is important because the children integrated into the Kilonga project are not the only ones who need the supplies. No school supply bulk purchasing is possible or organized, even in Antananarivo. Although organizing such events is beyond the scope of the project, it could be useful for the project to try to promote such opportunities as part of the project's private sector initiatives. Setting in place such opportunities in sites where the project is ready to end their support can contribute to sustainability in those areas.

Teachers and children also request support for more textbooks, notebooks, and other materials to be used in class for teaching and learning purposes. Class kits including notebooks, books, chalk, and rulers are provided to teachers who conduct leveling classes with children transitioning back into school. The project may review the possibility of working with the private sector to develop class kits for schools to use in regular classes.

### **3.4.3 Lack of School Infrastructure, Transport, and Other Needs**

The project is not able to provide financing for infrastructure, as it is not included in the types of support that USDOL will provide in Madagascar. The need for such support was, however, frequently mentioned by LCLC members, mentors, and other interviewees.

A particularly urgent request was made for the building of additional classrooms and acquisition of more school desks and benches. The success of adding more children in classes also means that the space and infrastructure needs become glaring. In some places, children are crowded together four or five to a bench with barely enough space to move their elbows to write.

Uniforms are not required in Madagascar, but children who can afford uniforms wear smocks to protect their clothes or even hide their clothes if they are torn. Only a few of the Kilonga beneficiaries could afford to buy smocks and most wear old and torn clothes to school. One child even stated, "I also want real clothes. I have no clothes for myself alone and have to share and wear my brother's clothes." As a result, it is not surprising that many of the children in the focus groups requested being given school uniform smocks. Children, parents, and mentors also requested that the project provide raincoats to wear during the rainy season that can also be draped over the book bags to protect school supplies and notebooks. The project has recently determined that rain coats will be included in the children's kits with distribution starting in January 2011 to coincide with the start of the rainy season.

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<sup>32</sup> That is, outside of the context of the project.

It is important to avoid misunderstanding regarding benefits that the project will provide to the children and their families. In Analamanga, some parents complained that they were told that their children would receive uniforms. The children were already measured but then parents were told that there would not be provision of uniforms. WORTH members reported that, as a result, some parents are no longer interested in attending WORTH meetings, saying, “Why do you go to these meetings as [the project staff] cannot even keep their commitments?”

Parents, teachers, and other committee members noted that it is important for the project to continue to support children until they earn secondary school diplomas.

Transport costs for older children who are attending middle school (grades 7 to 9) are sometimes high and problematic. Covering education costs becomes increasingly problematic for parents as the child becomes older, particularly because of transportation costs. As is the case in most countries, there are fewer secondary schools and children often have to travel farther to reach secondary schools. Some parents worry that the distance to the middle school is too great and that their child must live away from home. A mother explained that she felt torn between going to the city to look after her 13-year-old son or staying at home to take care of the younger three children.

The challenge of distance to school also exists for primary schools with many children interviewed reporting that they have to walk 45 minutes to an hour to get to school. In Madagascar, many primary schools and almost all secondary schools close in the middle of the day. Children go home at noon and return in the afternoon. Parents of children in places such as an Antsiranana fishing village reported that this means the children are walking up to four hours per day. Despite these challenges with transportation, the evaluator does not believe that the project should assist with transportation costs. The principal reason is the sustainability of implementing such approaches after the end of the project.

Putting in place school lunches or organizing lunch in the communities for children who live far away can be helpful so that children do not have to go home at noon only to return to school again in the afternoon. It would be helpful for LCLC members to determine if even one day a week children can be provided with a meal at school with the support of local private business people and/or local faith-based organizations and other community-based organizations.

Some children requested that their schools offer multilingual dictionaries, computers, and more English classes. In some locations, children had English classes during their summer leveling/transitional classes, which they appreciated a great deal and wanted to learn from more.

#### **3.4.4 Kilonga Children, Abilities, and Comparisons**

The evaluator came across an interesting phenomenon that she has not yet encountered elsewhere to the same degree. Children, mentors, and teachers noted in several groups that the Kilonga children were actually more alert, interested in school, participated more in class, and in many cases have better results than other students.<sup>33</sup> Teachers note that the transitional/leveling

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<sup>33</sup> In only one group did a teacher note that the Kilonga beneficiaries were a bit shy compared with the other students. This was, however, in a private secondary school where the differences between the Kilonga beneficiaries and regular students may be more pronounced.

classes that most of the Kilonga beneficiaries attended were extremely useful and probably contributed to this situation. One child said, “What I like about Kilonga is that I am able to learn things without too many difficulties.” A staff member noted, “We are amazed by their good average grades given that they are very poor children studying by candlelight.”

With regard to entering or reentering school, not all the children reached a level where they can enter or reenter into a class that corresponds to their age categories. Most children are not very concerned about this problem, although in one case a school principal noted that children are emotionally distraught because they are placed in classes with younger children. She proposed that Kilonga children should be grouped together in a separate class throughout the school year, but the evaluator believes this might increase stigma and may not necessarily contribute effectively to learning.

### **3.4.5 Leveling/Transitional Courses, Literacy Courses for Beneficiaries**

The transitional/leveling courses are one of the most successful elements of the program. Children and teachers are very enthusiastic about the courses and their scholastic benefits. The transitional/leveling courses are conducted in the summer and, in some schools, supplemented with extracurricular sessions during the school year. Children in several focus groups said that they had also learned basic rules of polite and friendly behavior during their summer courses. Most of the extracurricular sessions during the school year concentrate on nonacademic activities such as sports and dance.

Almost all of the Kilonga beneficiaries are dropouts or very young, so literacy courses are only required for a small number of older children. Teachers working with younger children generally use accelerated versions of their regular school sessions when helping such children ready themselves to be reinserted into school. In Antsiranana, the project has associated with the Association Agenda to implement intensive literacy training. So far, 48 children have been or are being educated for 10 months in Antsiranana. The children are able to start attending the first level of secondary school at the end of the 10-month period.

Teachers report that, aside from the benefits of helping the children prepare for reintegration in school and/or acquiring vocational skills, the process of attending the transitional summer classes also takes the children out of their work situation or off the streets. The transitional summer courses enable the children to become used to returning to an educational setting, which often requires them to sit still, a factor that many children returning to school need to get used to again.

Children to be withdrawn are tested before entering the project to determine their academic level. The grades of children who are already in school (i.e., children to be prevented) are reviewed. Children who need leveling or transitional education then attend summer classes to enable them to enter or reenter school at the best possible level. Aside from basic classes in core subjects, teachers also provide lessons in a range of skills and other subjects, such as pastry making, crafts, fashion merchandising, sewing, and vegetable gardening.

Teaching vegetable gardening is particularly interesting in locations where families are highly dependent on work such as fishing and where fruits and vegetables have a lower priority. The skills taught in any particular location depend on the skills of the available teachers and the interests of the children.

The teachers request more support for materials and equipment to use during the transitional summer sessions, particularly for the sessions on skills development. For vegetable gardening, teachers request support to purchase fertilizer and pesticides. Teachers also note that the payment is very low. Teachers pointed out that they usually do some other work, such as small-scale vending, during the summers. One teacher stated that she could earn five times more working in small-scale vending than what she earned as a “summer teacher.” Some teachers reported that they could not get other teacher friends to agree to teach with them in the summer because the remuneration was too low. The payment provided through the project is not actually envisioned as a regular form of remuneration, but only as a compensation for their efforts. The project document states that, as teachers are already paid by the government, they will not receive a regular payment for their summer and extracurricular teaching. Many of the summer schoolteachers, however, are not paid during the summer months, as they are in the category of teachers who are paid through the Parent-Teacher Associations (see Section 2.1).

Teachers in several focus groups also stated that they need more pedagogical training, particularly on helping children quickly learn the core subjects of reading, writing, and mathematics. Some also expressed an interest in learning new pedagogical methods, such as action-based learning using locally available materials.

Children in schools where there are no extracurricular activities request such activities. In several places, children want to have tutoring after school to help them learn how to solve class exercises that they had problems understanding. Children want to have computer classes as well as more physical education classes and other sports activities.

Given that most of the teachers engaged in the leveling/transitional course teaching are also mentors, the evaluator suggests that recommendations to address these issues should be the same as those under Section 3.4.12 on mentors.

### **3.4.6 Private School Admissions**

Where no local public schools are available or able to integrate beneficiary children due to large class sizes or the specific needs of the children, the project is assisting the children to enter or stay in private schools. The project supports children in these schools for a period of two years by providing them with school fees and school supplies. Parents often believe that private schools are better than government schools. According to some staff members, parents in urban areas would probably always send their children to private schools if the project was willing to pay the private school fees. Although private schools do claim to have better results than government schools, the differences can be marginal. The quality of private schools varies widely in Madagascar, with prestigious schools demonstrating excellent results, but smaller localized private schools not having much better results than public schools. In one instance, a school visited by the evaluator had only 5% higher results on official exams than government schools in the same area. The project should continue to minimize support for school fees in

private schools as much as possible. The project is already taking some steps in the right direction by informing parents from the second and third cohorts that enrollment in a private school is only allowed as an intermediate step to ease the reinsertion of their children into public schools at a later date.

### **3.4.7 Solving a Problem in a School in Antananarivo**

The project faced and successfully solved a major problem in a school in the capital of the country, Antananarivo. The project only sponsors two children per family but according to agreements with the schools, families having more children should not have to pay school fees for their additional children.

The project staff members learned that parents were still being asked to pay for the additional children in a particular government school and went to see the school's principal. The school is located in a particularly poor area of the city. The parents accompanied the project staff member to the meeting. Together, the staff and parents advocated for and obtained the principal's signature on an agreement that the parents would not have to pay fees for their additional children. The children's mentors witnessed the signing. Later, however, the principal refused to honor the agreement although she was on the LCLC. The mentors, who were teachers in the school, stated that they were still willing to continue to mentor the 64 children assigned to them. Ultimately, the project had to transfer these project beneficiaries to another school where the principal was more amenable. The commitment of the staff and mentors to solving this problem and their concern with the children's condition was evident in their distress over the situation.<sup>34</sup> The staff members noted that the children are stigmatized because of their low socioeconomic status, even by some teachers and principals in the area.

### **3.4.8 Vocational Training and Life Skills Courses**

Older children have been and continue to be enrolled in various vocational skills training courses. Most of the courses are in the same basic types of skills training courses taught in many other countries, including sewing, masonry, carpentry, and basic mechanics. Many interviewees proposed widening the range of types of options in vocational training to ensure that they are better matched to the job market. The possibilities are, of course, limited by the types of training available in the project areas. Increasing apprenticeships in technical enterprises or internships in service industries may be useful.

One child stated that her dream had always been to become a medical doctor, but she had to give up her dream and go to work because of poverty. Given her age, she realized that it was too late to go back to a regular education system and decided to take a sewing course instead.

The project has made a useful adjustment following the implementation of the first cohort of students in the vocational training program in Anosy. During the first cohort of the vocational training program, the youth were found to have difficulties adjusting to and behaving in accordance with classroom social norms. The vocational school teachers had reported these

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<sup>34</sup> The field staff noted that they had not slept for several days when this conflict was playing out, as the school year had already started and an immediate solution needed to be found.

difficulties to the project staff. Most of the students were children who had been on the streets working in CSEC or other WFCL, so their behavior was different from the other children. It should be noted that this situation is not necessarily the same in other project regions. In Alaotra Mangoro, the vocational school students reported that they get along well with other students who they say “take pity on us and want to help us.”

Following the report by the vocational school teachers in Anosy, the project field staff proposed and obtained approval to introduce a life skills course for the second cohort of students to help beneficiaries learn basic life skills. The life skills course is conducted for two hours per day over one month.

The evaluator was able to meet with the life skills teacher in Anosy and with her students. The course had, unfortunately, only commenced one week before the interview, so neither the teacher nor the students could very adequately report on the benefits. The life skills teacher was trained by UNICEF, and the course includes subjects such as communications skills, responding to abuse, understanding oneself, and adolescent sexual reproductive health. The students were, however, already quite positive about the course. Strikingly, one student, formerly in CSEC, said, “What I like about the training is that it teaches me how to have normal relations with people.” The teacher noted that many of the participants were still shy to speak in front of the others because they were ashamed about their past work, but that she expected this to be resolved. She further noted that it was very unfortunate that several of the children had been in CSEC but had never learned anything about sexual reproductive health. The teacher added that several of the participants were still not literate, so it is difficult to teach them about the life skills. The teacher said that, for the course to be successful, the parents need to be brought in, but that this still needed to be organized.

Life skills courses are also being taught in some of the other project regions, such as in Alaotra Mangoro, but the course is less intensive and is integrated with other lessons such as literacy training.

The vocational school children report that they are also receiving literacy training to help them cope with their lessons. They are also receiving school supplies kits with hygiene supplies, and basic materials for their lessons. In vocational classes in sewing, for example, children receive needles, scissors, and thread.

In Antsiranana, staff reported that it is quite difficult to ensure that children complete their vocational training courses. Many of the older children no longer live at home, so it is not possible to initiate the support of their parents to monitor them. The role of mentors is particularly important in such cases, although their effectiveness still needs to be determined once more children have gone through the vocational training program.

Several children also requested courses in business management so that they can start their own economic activity. It may be useful for the project to start mini-WORTH programs, or integrate older children in the WORTH programs as student members. Naturally, such children will not be able to contribute much, if anything, financially to the group. Regular attendance in the group, however, could help them learn about savings, credit, management of a group, administrative skills, and other useful social skills.

Apprenticeship training is not yet very developed in the Kilonga project. It should be recognized that developing such training is a complex process. It is important to ensure that children are not put at risk of abuse or diverted into hazardous work while learning their new skills. In one case, a youth has been placed in a car mechanic workshop and the apprenticeship is going well.

Some of the vocational school children have already developed clear ideas about what they want to do after graduating from their program. Two students said that they want to go to Antananarivo to work in the international garment factories, while another said she wanted to work as a sewing teacher in her community. Given the current economic situation, it is uncertain if the students could obtain work in the international factories, although their ambition is not entirely unrealistic. A few other students said that they want to make garments and sell them in the market. The children said that some people have told them they will be able to earn a living this way, while others stated that this would be difficult given the large number of secondhand clothes sold in local markets.

The children in vocational training and their parents request additional support so that the students can have tools and equipment upon graduating from their vocational training program. Linking project graduates to paid employment is more advisable given the high cost to the project of purchasing such tools and equipment. The project still needs to undertake additional efforts to develop links to employment opportunities for vocational training graduates in the second half of the project period.

### **3.4.9 Extracurricular Activities/Outings**

Staff members also note that it would be useful to have some type of extracurricular tutoring system available for all Kilonga children who have difficulties in school. The evaluator suggests that more effort can be undertaken to try to identify and leverage additional resources from other donors, both locally (through partnerships with private enterprises) and at the international level to supplement the project budget for these purposes.

A type of project activity that has a good deal of potential is the outings that the children make, as it is very motivating for the beneficiaries and the mentors who accompany them. The outings are basically fieldtrips that the children make with their teachers and some parents. The outings also widen the experience and education of the children beyond their immediate surroundings.

The amount of money allocated for such outings is very small, and the outings sometimes disillusion both the mentors and the children. The project field staff consider that the amount of project funds budgeted for the extracurricular activities is too low, at US\$1 per child per year, to be able to finance sufficiently meaningful activities. In Antananarivo, mentors stated that the children went to the same place for two outings and were disappointed. In Antsiranana, there was some confusion concerning the transport costs to one of the local tourist sites and teachers were disappointed about the organization of the outing.

The evaluator suggests that it would be wise to abolish the outings unless more funds can be made available to organize them well and to the satisfaction of the participants, because dissatisfaction is not conducive to the reputation of the project. Some activities, such as exchanges, sports, and cultural shows with other Kilonga children in nearby schools can be

useful. Such events can also be held to join children and community members together to conduct awareness-raising events using the ILO Supporting Children's Rights Through Education, the Arts and the Media (SCREAM) methodology.<sup>35</sup> Such events are often held on World Day Against Child Labor, but the evaluator believes that it would be useful to organize special events at other times of the year as well.

### 3.4.10 Nutritional Support

The nutrition support component of the project is a very important aspect given the high rates of malnutrition in the country. Children are assessed for malnutrition during a medical checkup. Children who do not meet the basic criteria for height/weight are selected to receive *koba*, a soya-based nutritional supplement. The supplement can be added to water to create a paste, although children often like to eat it plain from the individual packets. The project purchases the supplement in the capital area and distributes it to the project regional offices. So far, 2,915 children have benefited from the nutritional supplements, receiving almost 27,000 doses of *koba* in total.

The nutrition supplements are mostly given during the "hungry" season and are not given throughout the school year, although in some areas children received the supplement more frequently.<sup>36</sup> The midterm evaluation took place at the beginning of the academic year and the provision of the nutritional supplements was not yet started.

The evaluator asked children in some of the focus groups about the food that they had consumed the day before. It was common for the children to state that they had only had rice water for breakfast, some dry rice for lunch and some cassava or nothing for dinner. Some children said that they had no breakfast, stating, for example, "When I wake up in the morning I do not eat, I just wash my face, prepare my school things and I walk to school. I am hungry." Only the children in Alaotra Mangoro stated that they had a greater diversity in their diet, although this does not mean that there is no malnutrition among children in this region. Though this evaluation is not a statistically scientific study, it is nevertheless clear that nutrition is a major issue. Children themselves report feeling tired and sleepy in class, especially if they did not have breakfast before coming to school.

Children who had received the *koba*-enriched nutritional supplement from the project stated that they felt much better when they got the supplement. Teachers and project staff were also surprised to note the great difference in the children's behavior, particularly in terms of alertness and physical appearance just 10 days to 3 weeks after starting to take the supplement.

Teachers requested that the supplementation with *koba* be started before the hungry season commences so that children are fortified before the difficult months have started. Teachers also stated that the riskiest time of year for school dropout and absenteeism is during the hungry season. The cost of the practical organization and distribution of the *koba* can be high if it is provided to all the children who need it. In one school in the Alaotra Mangoro region, children

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<sup>35</sup> The SCREAM methodology consists of the development of skits, plays, posters, drawings, poems, and other creative activities to raise awareness of child labor.

<sup>36</sup> The hungry season is the time of year when food that has been stored runs out and the new harvest is not yet in. This time period usually lasts about two or three months depending on the locality.

are receiving nutritional support through the nongovernmental organization (NGO) *L'Homme et L'Environnement* (Man and the Environment) and also from *Groupe d'Etude et de Recherche sur les Primates de Madagascar* (Group for the Study and Research on Primates of Madagascar), which assists the school with a school horticultural garden through the Biodiversity Integration and Rural Development project. In Anosy, children in one school also reported receiving a midday meal through the World Food Programme (WFP), although several children reported that it was often their only meal of the day. The evaluator recommends that the project determine the potential of working with WFP and other such donors to cover more schools with nutritional support. Local faith-based and other organizations can also be approached to provide nutritious snacks on a rotating basis. Even if nutrition supplementation cannot be provided more than once a week, it can still be beneficial to the children and contribute to prevent dropout.

Some of the children who attend the summer cooking courses also received training on nutrition.

### **3.4.11 Medical Care**

It is rare for child labor projects to have a clinical health component despite the fact that the high cost of health is a major factor influencing poverty, school dropout, and absenteeism in many countries.<sup>37</sup> The health component is an element that benefits the entire family as it reduces the expenses that the family budget has to bear as a whole. While the concept of providing support for health care is excellent, it is expensive and challenging to implement well.

Theoretically, all health care in Madagascar is nearly free. Patients pay just 100 Ariary (US\$0.05) for a medical consultation and to receive medicine from a basic drugs list. In practice, however, the government does not have sufficient resources for distributing drugs. As one key informant stated, “So the service is free but even the cotton [balls] must be paid for.”

The Kilonga project conducts health checkups in local government health centers for the beneficiary children. So far, almost 4,000 children have received some form of medical support. The checkups include deworming treatment for the children, although some parents noted that their children had not received the deworming treatment. Parents requested that all the children in any given class with child beneficiaries receive the deworming, as there is frequent cross-infection among the children. According to government planning, all school-going children should receive checkups, but local health center staff state that they do not have sufficient time to give checkups to all of the children.

The project provides reimbursement for the cost of medical care if a project beneficiary has fallen ill. In Antsiranana, for example, approximately 20 children come for reimbursement of medical costs weekly. Parents are very interested in this project component, although parents and other stakeholders note that implementation still includes some challenges. The project does not have the resources to pay for major health problems, such as the case of one child with an ovarian cyst, who needs an operation. A parent of a child with eyesight problems also complained that the project will not help the child. Other parents complain that they have paid

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<sup>37</sup> The Eliminating Child Labour in Tobacco Growing Foundation has a project with a clinical health component in Malawi. The Foundation has, however, decided to scale it back and focus primarily on preventing health problems and instituting school checkups for their new program starting in 2011. The principal reason is the efficiency (cost-benefit) of funding direct medical costs.

for medicines and submitted receipts to the project but had not yet been reimbursed. One recurring challenge is that parents bring their children to private practitioners even though the project developed partnerships with public health centers in their locality. The project cannot reimburse the medical fees from private health practitioners who are not officially associated to the project and with whom no administrative tracking system is in place.

It is very difficult for a project to draw the line once there is an agreement to cover medical costs. The project document states that medical care will be provided for conditions resulting from exploitive labor or for children in the CSEC sector.<sup>38</sup> Determining exactly which conditions are related to exploitive labor is difficult. How does one tell a parent of a child with appendicitis that the project can finance only illnesses that are work-related? How would one define which illnesses are work-related? In practice, it seems that criteria concerning work-related illnesses are not being applied in the project.

Organizing support from the public health system to conduct the health checkups is not an easy process. For the city of Tolagnaro in the region of Anosy, the staff have not yet been able to organize the checkups with the local government medical doctor. In another project site in Anosy, only a temporarily assigned doctor has been linked to the project.

The evaluator suggests that a national consultant be hired on a short contract to try to improve the structuring, criteria, and practical organization of the health component. All stakeholders need to be subsequently well informed about the entire process.

### **3.4.12 Mentoring Model**

The mentoring scheme is one of the major successes of the project. The mentors state that their responsibilities are to give support to their assigned children in a range of ways. Mentors are responsible for awareness raising and identifying children; verifying school attendance; assisting with distribution and monitoring of school supplies and scholarships; motivating and monitoring the parental role in project activities; and helping students with medical and personal problems. If a child is absent for more than three days, the mentor is expected to visit the parents to verify the reason for the child's absence and motivate the parents to send their child to school if the child is not ill. The mentors verify the school supplies given to the children on a regular basis to make sure that these are not sold or otherwise disappear from the child's possession. In fact, in one location, children reported that in their class there were a few students who had sold some of their school supplies so that they could get food.

Mentors state that they are very happy to be able to contribute to the children's well-being. Their statements indicate clearly that they are convinced of the negative impact of child labor. Mentors appreciate the fact that they are asked to help identify the children that need to be integrated into the project. As one teacher commented, "It made me very sad to go out and see my former students working in the streets, all dirty and skinny. Now I have been able to help them come back to school so I am very pleased."

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<sup>38</sup> Pact in association with *Sehatra Ivoaran'ny Vehivavy* (2009), p. 28.

To be selected, mentors have to meet specific criteria, including: (1) being from the community, (2) loving to help children and being willing to share free time with them (specifically for at least two hours per fortnight), and (3) having at least nine years of education. The mentors are selected by the LCLC members. The project trains mentors how to fulfill their tasks and how to fill in the monitoring forms. Mentors must sign a document to pledge that they will act in accordance with their role and responsibility of being a mentor. The “Mentor Agreement Form” was developed to help the project ensure that children are actually supported by the mentors.

The mentoring scheme has proven to be an effective method to conduct awareness raising among children, parents, and other teachers. Several mentors reported that their work has also helped to unify their communities on the issue of education.

Mentors insisted strongly in all of the focus groups that they are very committed to the volunteer work that they are doing, but they have several requests. Although each mentor was slated to have about 10 children to sponsor, in fact, many mentors have more children. Some even report that they have 23 to 25 children in the project under their watch. In one school, for example, five teachers each have 20 Kilonga project children under their care and another three teachers each have 25 children. Several mentors and other committee members reported that many mentors were having problems with their spouses because of all the time that they spent on their volunteer work with their Kilonga project children. Mentors stated that it should not be forgotten that they also have children of their own as well as orphans that they look after at home.

The reasons for the high number of children per mentor in most locations are because there are insufficient people who are willing to take on the role or because mentors have dropped out of the program. Identifying and maintaining the motivation of teachers or other community members to be mentors is challenging. In practice, it is easiest if teachers function as mentors instead of community members, as they tend to be able to monitor factors such as absenteeism and school supplies more easily. The teachers themselves commonly stated that they could handle from 5 up to 10 children satisfactorily, but not more than that.

One aspect is also that teachers in government schools theoretically are not allowed do anything but teach during school hours. While this may seem logical, there are occasions where children need the help of the mentors during teaching hours, particularly when a mentor has to assist parents when a child is ill and needs project support.

While the mentors do not request a salary for the work they do, most request some form of assistance as they state that they have to spend “from our own pockets” to be able to do the volunteer work. They state that the responsibilities assigned to the mentors are too great not to be compensated for the expenses. As one mentor stated, “The children often do not get enough care at home so they come to me for every little thing. I do not mind but it is emotionally draining and time-consuming.”

Given that the teachers themselves are often not wealthy, it is understandable that this is a concern. In fact, according to the *2010 Human Development Report*, the real wages of teachers have recently decreased by 20 to 30% in the country.<sup>39</sup> The project does reimburse the mentors

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<sup>39</sup> United Nations Development Programme (2010).

when they have to attend project meetings, but there are other costs that are not routinely reimbursed. Such costs include phone calls to the project staff and travel costs to visit each child once a month, as some of the children live quite far away, so mentors may need to take paid transport to reach the location.<sup>40</sup> The project staff noted that transport costs are supposed to be reimbursed, but only based on a work plan submitted by the mentor. According to the staff, some mentors never submit such a plan. Given that mentors are supposed to also visit children who are absent for more than three days, which is an unplanned situation, some adjustment may need to be made in the process.

Teachers request some form of compensation for costs, such as, at a minimum, certificates, T-shirts, caps, and other items, as well as training. Mentors state that they actually need much more capacity strengthening. Mentors are very interested in various forms of training on a range of subjects including on action-based teaching, skills teaching, and awareness raising.

Paying volunteers is a very controversial issue in development circles, as it may influence the sustainability of a project if volunteers are dependent on stipends. It may be a useful investment, however, to combine the dual purposes of motivating mentors and providing T-shirts and message-bearing items to raise awareness. Mentors who have been effective and committed can be given certificates to express the appreciation of the project. Such certificates could bear not only the signatures of the project leadership and local traditional or faith-based leaders, but also those of the children entrusted to them. Giving mentors certificates on World Day Against Child Labor is not expensive and can be very motivating.

A few mentors requested that their own children be given school supplies as compensation. This concept may not be as controversial as may seem, since it could also provide some relief for Kilonga beneficiaries with respect to jealousy from other students. The provision of school supplies to at least one child of a mentor could be considered as a reward in the second year of project activities in any particular location if the mentor has worked hard and effectively. Any certificates given to mentors could, for example, be accompanied by a “good for” card that can be exchanged for a set of school supplies when the distribution takes place. If the children of teachers also receive the supplies and walk with the book bags with the Kilonga logo, the stigma with regard to the Kilonga beneficiaries may be reduced. Such action may also reduce some of the negative comments that mentors receive from their family members for spending too much time on the project.

Mentors further requested that the rate of reporting for the monitoring of children should be reduced from monthly to every two months, as this would significantly improve their volunteer work load.

Children themselves know about the mentoring scheme, although in one private school several of the children had never heard of the mentoring scheme, even when other children explained the system to them. In several cases, children reported that the role of mentors was fairly limited and

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<sup>40</sup> Teachers are often female and several stated that they do not wish to walk alone or are not used to walking so far on difficult terrain. Their statements also reinforce the comments by parents and children about the distance to school.

consisted mostly of determining absenteeism rates and assisting with reimbursement procedures for medical care while little other support was provided.

In one location, the mentors complained that their role was sometimes usurped by the project staff who went to see the parents directly. While this may be considered a negative situation, it does mean that the mentors are taking their role seriously and want to be involved. In practical terms, it may also not always be possible for project staff to always pass through the mentors, particularly during school teaching hours. A few mentors also complained that they had made recommendations to the project for actions that were not accepted. It is important for the project to emphasize to mentors even more clearly what the project can and cannot do.

### **3.4.13 Psychosocial Support**

Psychosocial support is mostly provided through the mentors and the project staff. Staff members in the regional offices reported that children and their parents often visit the project offices to discuss their problems. In many cases, the primary reason for the visit is for the reimbursement of medical costs, but other issues are often also discussed. The number of children and parents visiting the office can be quite significant and sometimes interferes with other project activities in the regional office.

The psychosocial support usually consists of discussing problems and trying to find joint solutions. Some mentors provide similar support to try to solve problems with their assigned children and their parents. The life skills training also helps the project children to learn coping skills.

The project staff attended a training course on such support, particularly for children in CSEC, just after the fieldwork of the midterm evaluation was completed. Many project children need psychosocial support, as they have often suffered from a range of different types of abuse; therefore, it will be important to ensure that staff skills are also passed on to the mentors.

### **3.4.14 Local Committees to Combat Child Labor**

The local committees usually comprise school principals, mentors, other teachers, and parents. In a few cases, other local informal leaders are also on the committees while local officials sometimes attend the meetings on a personal basis (without being invited). In such cases, officials hear that a meeting is going to take place through schoolteachers and other community members. Some project staff indicated that officials attend because they just want to be updated on what is happening in their community. It is important to note that many such officials are not elected government representatives but, for example, local education department staff members.

The activities of the LCLC are effective, although much of the work is actually done by committee members who are mentors (as discussed in Section 3.4.12). The LCLC works to support the identification of children for inclusion on the project and to raise awareness on child labor when visiting the homes of potential beneficiaries. The committees also meet to discuss the progress of the project in their respective localities and how to address any issues that may have arisen.

Committee members reported that the work was very challenging, particularly in the beginning when it was necessary to identify the children to be included in the project. The beneficiary identification process was said to be very overwhelming, as in most places there were many working children. The triage that needed to be implemented to select the children for project inclusion was a difficult process, as some children were not included in the final selection (see Section 3.2). Parents tended to believe that, if they were included in the preliminary assessment, this meant that their children automatically would be included. When a child was ultimately not selected, it was difficult for the committee members to explain the situation to the parents.

Similarly to mentors, other committee members noted that they would like to be able to give greater visibility to their work by having T-shirts with messages. A few committee members reported that it was sometimes difficult to attend meetings because they have other work responsibilities.

In Alaotra Mangoro, the project staff cofounded the local Network for the Protection of Children. One of the project staff members is the treasurer of the network, which is also in the process of developing a proposal for the funding of a shelter for children.

Normally, the local committees should join to form regional committees against child labor. Such regional committees would normally be led by a local authority, but given the current political situation, this has not yet been possible. The fact that the project does not work with government representatives also impedes the process of integrating the LCLC into already existing regional committees.

### **3.4.15 The WORTH Model**

The WORTH model is a very interesting approach that is well structured and has been tested by Pact in several countries. WORTH is not the only community-based savings and credit scheme that does not rely on outside injections of funds, but it is one of the best organized. WORTH members establish small savings and credit village banks. Aside from financial aspects, the WORTH model includes capacity strengthening of members on group administration and management, literacy, partnership, basic business skills, the importance of savings, and increasing personal independence. The WORTH members contribute savings in small weekly amounts and learn how to manage and carry out the basic financial and group administration using special forms. Non-literate members learn basic literacy and numeracy skills from other members. Members also learn basic business skills through a special guide prepared by Pact for them. Members can take small loans to invest in economic activities once their WORTH group has collected a sufficient amount of internal savings.

The project staff members are very positive about the concept and have high hopes for the success of implementing WORTH effectively in Madagascar. At the time of the midterm evaluation, WORTH had only been underway for about one year and only with pilot groups so that the project could gain experience.

WORTH is new to Madagascar and combining it with a child labor project approach is also new for Pact. For SIVE, as a Malagasy NGO, the WORTH approach is, of course, entirely new. Ideally, beneficiary families need to start their WORTH groups at the same time as their children are enrolled in the Kilonga project. Simultaneous startup would more likely allow sufficient time to increase income so that parents can sustain their children in school after the project stops direct support. The project field staff are very interested in WORTH groups and are working hard to implement them by introducing them to and working with women. They are, nevertheless, still learning how to implement the program with the beneficiaries and to provide the necessary technical support to the groups as they mature through their six-month cycles. However, the project staff have wisely determined that it would be overreaching to try to implement WORTH immediately in every community where the project starts work. More time and technical support are needed to ensure that all WORTH groups are able to pass through the number of cycles that will lead to economic self-sufficiency.

The project translated and adapted some materials from the WORTH literacy program in Tanzania. The WORTH group members are quite interested in the literacy component of the program. Groups are composed of literate, semi-literate, and non-literate members. A project staff member reported that when they have to sign documents and agreements, members are very proud that they can now sign their names.

WORTH, although structured in terms of process, still allows for some flexibility in terms of amounts saved, frequency of meetings, and establishing bylaws. Many community-based micro-finance schemes are structured to require members to move forward only as a group. Dependence on group development as a unit does not motivate members who are more proficient at generating revenue. One unique aspect that WORTH members appreciate is that they can save in two ways: (1) contribute to group saving so that they can take out loans, and (2) individual saving, depending on how much each member can put aside. The inclusion of an option to generate independent savings allows the members who are able to save more to progress even if some other members are lagging behind. Members who have managed to generate individual savings also have the option to use those savings to pay into the required savings component if they are short of money in any particular week.

Several of the WORTH members in the different groups interviewed indicated that they never thought they would be able to generate any savings whatsoever. Through WORTH, they learned that it is possible, even if savings are modest.

The project finds it difficult to implement the project completely as is done in Tanzania, which is being used as the model for Madagascar. This is primarily because the membership must consist of the parents of the child beneficiaries; these parents do not necessarily have a natural association together. The staff reports that it takes two to three months to educate potential group members to create a WORTH group. According to the example from Tanzania, each group should have 25 members to be successful, but the project finds it very difficult to gather sufficient members from the beginning. The staff also found that when new members join later that have not gone through the same WORTH development and awareness-raising process, these new members can sow doubts within the group. The project staff believe that there should be some flexibility in terms of the number of group members, particularly in the beginning as the group starts to develop.

Parents in most groups did say that they could not save a great deal, so it will take quite some time to generate sufficient funds to enable the group to start giving out loans to members. The group members added that they would really like to save more but could not.

Members in a few groups were able to report that they had already managed to take out some loans, although the amounts quoted are generally still quite small. As one member reported, “I’ve borrowed three times so far: 20,000, 20,000, and 30,000 Ariary, but these amounts are very small compared with what seems to me to be necessary to have tangible benefits.<sup>41</sup> I can barely cover the cost of transport and the wholesale price of the fruits and vegetables to resell.”

A group in Alaotra Mangoro composed of 20 members reported that six of their members are having difficulties reimbursing their loans. The group explained that these members work on a daily wage basis and are not always able to find work each day. Despite this situation, the group is still optimistic about moving forward and believes that their early “growing pains” will be overcome even if their membership is reduced.

WORTH members in several sites indicated that they would like to receive more training on how to run their groups. Several groups indicated that they would need some financial injection from the project to kick-start their economic activities so that they could generate sufficient income before the project support for their children ends. In some of the groups, a few members disagreed and stated that the whole point of WORTH would be defeated if outside resources were added to the self-generated savings. Members of several LCLC and WORTH groups requested that the project extend the support to the children for a longer period to allow the WORTH groups to mature so that members can invest and generate more income from various small economic activities.

One element of WORTH that has not yet received much attention is the environmental impact of the different economic activities in which members are investing. The WORTH model encourages group members to invest first in activities with which they are familiar. In the case of many of the parents of project beneficiary children, such activities are in areas such as charcoal production and stone quarrying. As would seem logical, several parents who had taken out loans then reported that they had used the funds to buy more charcoal to sell or to invest in buying/renting a piece of a stone quarry deeper in the forest.

Environmental groups do not encourage charcoal production because of the negative impact on the environment. The work in most stone quarries in Madagascar is structured so that there are owners of different parts of a stone quarry. A type of tenant system then exists through which laborers quarry stones for the owner of a particular spot. The evaluator is concerned that some of the WORTH group members may inadvertently be contributing to the clearing of land in the forest for quarrying or to employ other tenants. Such tenants may, in turn, also have their own children work. The project staff believes that such WORTH members who may have purchased access to their own part of a quarry are sufficiently sensitized to ensure that there should be no child labor. Such sites are, unfortunately, far away and no personal verification has yet been conducted to determine the conditions in practice. The evaluator suggests that such issues need to be investigated in more detail. Options for other types of income-generating activities that are

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<sup>41</sup> 20,000 Ariary = US\$10.05; 30,000 Ariary = US\$15.07 (official rate as per xe.com on November 25, 2010).

less environmentally destructive and risky for child labor need to be investigated and promoted among WORTH group members. One group of WORTH members also asked for assistance with identifying potential income-generating activities.

Addressing food security issues is likely one of the most important means to contribute to reducing child labor in Madagascar. As WORTH groups become increasingly effective, promotion of investment in activities that can improve food security should be stimulated. Malnutrition is a major problem in Madagascar, which is primarily caused by poverty and lack of access to food in the country.<sup>42</sup> Stunted growth in children is a sign of chronic malnutrition. Over 50% of Malagasy children under age 5 have stunted growth, and of these, 26% have severe stunted growth.<sup>43</sup> Linking with projects that promote the improvement of food security—such as through small-scale (household) horticultural gardening as well as duck and chicken farming in and near rice fields—are options to consider.

The evaluator interviewed members of seven different WORTH groups, but so far it is uncertain if the Kilonga project will be able to reap the full benefits of WORTH. It will take time for evidence of the success to be visible. Only one group visited by the evaluator had a few members who said that they thought that they would be able to continue to keep their children in school after project support ends. As an interviewee stated, “The concept of the WORTH groups is really relevant but I am skeptical that we will have enough money to continue to keep our children in school.” These comments do not mean that the groups will actually not be successful in retaining children in school and sustaining the project. It does mean that many of the WORTH members interviewed are not yet convinced that the gains that they will achieve will be sufficient to keep their children in school.

The indicators for WORTH state that 85% of the 4,000 targeted households will have increased their income through WORTH. This indicator may actually be reached as the definition of how much may constitute an “increase” is not provided. The ultimate goal of WORTH in the Kilonga project is undeniably the extent to which it enables parents to keep their children in school or, at least, out of hazardous work. The work planning needs to allow for more time or technical support to shorten the learning curve of staff and WORTH member groups.

Some of the project staff also suggested that the project help the group members to associate with other micro-financing mechanisms in Madagascar. As the WORTH members start to understand and implement the program, it would be useful for them to discover the other options that are available. Individuals can then have a wider range of options that may be suitable for them in different situations. In one group, members also proposed federating the WORTH groups or subsuming the WORTH groups into other larger micro-finance Institutions. There are

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<sup>42</sup> Rakotonirina (2009).

<sup>43</sup> *Institut National de la Statistique Ministère de l'Économie et de l'Industrie Antananarivo*, Madagascar, and ICF Macro (2010).

several micro-finance institutions in Madagascar that the project could explore to determine if any linkages could be established.<sup>44</sup>

### 3.5 AWARENESS RAISING

The awareness-raising component of the project concentrates on the negative effects of child labor and trafficking as well as the importance of education.

The awareness-raising campaigns are still mostly focused on individual and group awareness raising when project staff holds meetings in the communities. As one staff member noted, “Awareness raising among targeted parents is a success, but as far as the communities are concerned, the achievement of awareness is not yet very certain.”

A list of talking points on child labor and the importance of education has been drawn up and is reviewed and repeated at every meeting. A weekly radio program is broadcast in the Alaotra Mangoro while radio programs are also broadcast in the Haute Matsiatra and Anosy sites. There are some posters and brochures that summarize the project activities, but there are few other printed awareness-raising materials. It is important to note, however, that many parents and children stated that they are already aware of the importance of education. As one mother said, “I am not literate but I realize that education is very important. I am a widow and poor. Thanks to the project, I can now send my children to school.” Another mother said, “My child cried because I could not afford to send him to school anymore, but with Kilonga he is back in school.” The interpreter emphasized that the emotions of the parents concerning the benefits of education were very strong and asserted that the level of the emotions could not be adequately expressed in the translation. While it is true that there are some sociocultural elements that predispose some families to send their children to work, parents loudly declare that poverty is the leading factor.

World Day Against Child Labor activities have included public testimonies by children and parents, which were well received.

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<sup>44</sup> Such institutions include—

- *Action pour le Développement et le Financement des micro entreprises*—Action for Development and Financing of micro-enterprises in Antsirabe.
- *Caisses d’Epargne and Crédit Agricole Mutuel*—Agricultural Savings and Credit Union, wide national coverage including special credit lines for women.
- *Ombona Tahiry Ifampisamborana Vola*, widely represented in much of the country.
- *Tahiry Ifampisamborana amin’ny Vola* initiated by the World Council of Credit Unions, geographic coverage is steadily increasing.
- *Association pour la Promotion de l’Entreprise à Madagascar*—Association for the Promotion of Enterprise in Madagascar, Operates in Antananarivo and Tulear.
- *Centre de Développement d’Andohotapenaka*—Development Center Andohotapenaka, mainly based in the poorest areas of the capital.
- *Société d’Investissement pour la Promotion des Entreprises à Madagascar*—Investment Company for the Promotion of Enterprises in Madagascar, micro-credit in urban and suburban areas.
- *Vola Mahaso*, Tulear region—this institution has paid particular attention to women (Kilonga is not working in this region).

Information obtained through documentation on Micro-Finance and Gender report of the European Commission financed project *Formation en Appui de la Gestion des Interventions de Développement*. Project now closed.

A project staff member noted that it is still necessary to increase awareness raising on child rights in general, as child labor is only one aspect that commonly needs to be addressed among the project families. Work has started on increasing awareness of laws and regulations, but it still needs to be scaled up. One of the problems is that legal texts are not in Malagasy and/or in a terminology that is accessible to the general population. Normally, communications on the legal framework are conducted in association with local authorities, but this is not permitted under the project implementation rules as a result of the political situation. Another project staff member also noted that awareness raising among parents about the definitions of child labor needs to be reinforced, as there is still some confusion about the difference between child labor and child work.

Door-to-door awareness raising was still considered to be the most effective method according to committee members, mentors, and field staff. Parents were often said to be resigned to their own and their children's situation, and it takes time and effort to motivate them to see that there are alternatives. Mentors in Antananarivo reported that, when they conduct awareness raising, they also talk to children and parents who are not in the project as a way to conduct preventive actions.

Some teachers reported that they have not received any training on how to conduct good awareness raising on child labor with parents and would like to know how to be more effective. Committee members ask for brochures and other materials that they can leave behind after having talked to community members. Similarly to the mentors discussed in Section 3.4.12, committee members also ask for T-shirts bearing messages against child labor and for promoting education.

In Anosy, project staff reported that the project is almost a victim of its own success in awareness raising. At least 30 parents came to the office independently to seek help for their children, but most could not be helped because they do not meet the required selection criteria or are not living in the specific project sites.

The project staff has copies of the ILO SCREAM methodology against child labor in Malagasy, but they have not yet been trained to use it in the project. Plans are underway for the Kilonga staff to receive training. The evaluator recommends that SCREAM be integrated as much as possible into the project activities, as it has been proven a participative and effective method.<sup>45</sup>

### **3.6 GENDER ISSUES**

The project is generally implemented along gender-sensitive lines. Slightly more girls than boys are included in the program so far. A male committee member (a retired school principal) noted that the capacity of women to speak and publicly express their thoughts has improved a great deal through the project. The evaluator also noted that women were not shy to speak during the interviews and often spoke clearly and eloquently about their opinions. It should be added, however, that there are cultural differences between the regions in Madagascar with respect to the participation of women in public discussions.

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<sup>45</sup> See ILO website: <http://www.ilo.org/ipcc/Campaignandadvocacy/Scream/SCREAMresources/lang--en/index.htm>.

Although WORTH is intended for women, many groups have at least one or two male members. Such men tended to be widowers or divorced fathers, and there was one male youth who acted as guardian to his siblings. In most cases, a male was elected as the president of the group. The concept of WORTH is centered on empowering women, so it would be preferable for women to be elected as leaders of the WORTH groups. The project has, however, proceeded correctly by showing a certain flexibility in allowing the election of men as president. The treasurer and other senior committee members are often female. The concept of WORTH is already difficult for community members to learn and manage, so too much outside interference on such issues could interfere with ownership. It is hoped, however, that as the groups develop and the women become more confident, more groups will elect women as president. The project staff need to continue to create awareness on the ability of women to be presidents of the WORTH groups.

### **3.7 SECTOR-SPECIFIC LESSONS LEARNED REGARDING TYPES AND EFFECTIVENESS OF SERVICES PROVIDED**

According to project staff, there are not yet many sector-specific lessons learned regarding the effectiveness of the services provided. Children in CSEC are particularly difficult to identify, and helping them mainstream into education is challenging because they lack some of the social skills to communicate with their peers who have not been exposed to the same hard realities. As stated in Section 3.4.8, the project has started implementing life skills training to help such children transition effectively.

Staff members also noted that there are differences in terms of the ability to prevent dropout and avoid absenteeism according to sectors. The children involved in quarrying are particularly vulnerable because their parents do not have regular incomes and some are only able to sell their products occasionally. As a result, the parents are more prone to encouraging their children to engage in some work to supplement the family income, even temporarily. Other vulnerable children are those whose parents rely on daily wage work (i.e., parents who only have occasional work). Despite these situations, however, the project still has good results for such children.

### **3.8 IDENTIFYING AND RELOCATING CHILD VICTIMS OF TRAFFICKING**

There are some difficulties in the identification and relocation of children who have been trafficked. Identifying such children is difficult and assisting them after returning to their sites of origin also poses challenges. In certain cases, project field staff and mentors were able to identify children who do not live with their biological parents and who come from other parts of the country. In most such situations, however, the parents claim that the children are their relatives who have come to stay with them because they are orphans or their parents cannot look after them. Thus, it is difficult to be absolutely sure that the child has indeed been trafficked, particularly as some children do not want to return to their places of origin. The project staff request that parents obtain certificates from their local government administrative office to indicate that a particular child is indeed their biological or legal foster child. Even with these measures in place, it can be difficult to ensure the true situation of a particular child, but the certification process at least adds a roadblock to keep individuals from being untruthful about trafficked children in their household.

Some children want to return and go to school in their home communities, but the project does not yet have a system in place to provide the resources (i.e., school supplies and fees) and other necessary support to reintegrate such children in areas where the project does not work.<sup>46</sup> The project has been able to relocate some children from the project area to Antsirabe in the region of Vakinankaratra. When it is not possible to relocate any particular child, the project tries to ensure that the child is withdrawn in the project area where he/she was identified.

Project staff have recently attended training on assisting trafficked child domestic workers and will integrate their newly acquired skills into their project work.

### **3.9 PROJECT MONITORING SYSTEMS**

The project uses a well-structured system for monitoring the project activities, which is sufficient to track the project progress. The project relies on a series of monitoring forms to integrate and track the withdrawal and prevention of children from child labor. The forms also verify the implementation processes of the actions. The data are entered using Excel—the monitoring and evaluation specialist considers that it is preferable to use a simple system that is relatively accessible to the staff. (See Section 3.3 for details on dropout rates and issues regarding the work of project beneficiaries outside of school hours.)

Mentors play a key role, as already discussed in Section 3.4.12. The project monitors work status after school and during school holidays through the mentors. The mentors use special forms to enter the data, and quality control in the field is carried out by the local project staff. Different stakeholder interviewees report that the project staff visit them regularly at rates of once to six times per month. The staff, mentors, and other committee members state that they are also in regular contact by telephone.

Once children have been integrated into the project, their identification forms serve as the basis to track their status and the services that they receive. Various documents are collected for each child as applicable. These include receipts for scholarship disbursement, confirmation of receipt of school supplies, proof of receipt of nutritional support, school results (grades), literacy assessments, medical reports/certificates, and other receipts. All of the forms and documents have to be signed by the parents and mentors.

Given that the monitoring forms are also used by mentors and other local community members, staff indicated that it is advisable to assign a special code or indirect term to children in CSEC so that they are not stigmatized.

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<sup>46</sup> The project document does state that the project will collaborate with two Catholic Relief Services programs on trafficking—the Fight Against Trafficking in Persons (FITIA) and a food security program (Pact in association with *Sehatra Ivoaran'ny Vehivavy*, 2009, p. 16). The FITIA project focused on increasing public awareness about anti-trafficking and improving social services, including counseling and legal services, for trafficked victims and high-risk populations in three high-risk zones. It is uncertain if the project could assist Kilonga project returnees in depth.

## **IV EFFICIENCY**

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The strategies employed by the project were efficient in terms of the resources used (inputs) compared with its qualitative and quantitative impact (outputs). The efficiency would have been even higher if the project was able to function in collaboration with government offices at different levels. The evaluator did not receive a copy of the budget, so it is difficult to be very specific in terms of the efficiency of allocations for the budget sections.

As already delineated in previous sections, efforts with respect to awareness raising, enforcing the legal framework, nutrition support, and establishing the basis for sustainability would have been more intensive and effective if the project could concretely work in partnership with government offices.

The project would also have been more efficient if there had been fewer field offices. The project is very ambitious to try to implement an intervention with so many elements in several different sites.<sup>47</sup> Some senior project staff members also note that the Kilonga project's available budget is not really sufficient for the implementation of so many different elements. The evaluator believes, however, that this challenge could have been overcome if the project was implemented in four field offices instead of seven. The number of working children is very high in all of the project areas and the project easily could have reached their targets by concentrating on only four field offices. At midterm, however, it is now not advisable to reduce the number of field offices.

Consequently, the evaluator suggests that the project should not extend to new communities within existing project field offices, but include more children in the existing sites. By concentrating more on existing sites, the project will also be able to work more intensively on sustainability and cross-fertilization of experienced WORTH groups with new groups.<sup>48</sup>

### **4.1 MANAGEMENT STRENGTHS AND CHALLENGES IN TERMS OF FINANCIAL AND HUMAN RESOURCES**

The management strengths of the project, including technical and financial strengths, are noteworthy. The most noteworthy factor is the successful transition from a project designed and implemented by Pact to a project implemented jointly with SIVE. The level of “give and take” on each side to arrive at solutions to ensure that the project could still be effectively implemented is impressive. Pact continues to have overall responsibility of the project and communications with USDOL. The project chief of party and the monitoring and evaluation officer are Pact employees, while the program manager and all field staff are SIVE staff members.

Pact was able to identify SIVE as a potential partner with the necessary capacities to help implement the project at an early stage. Pact and SIVE had worked together before, which smoothed the way for joining their efforts to implement the project. Almost all of the Pact

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<sup>47</sup> Components include WORTH, health, nutrition, school supplies, mentoring, private school and scholarship support, and literacy.

<sup>48</sup> According to the WORTH guidelines, new groups should include some members from older groups, but this approach has so far not been very well received in Madagascar. The older groups may still, however, exchange experiences and help guide new groups near to their own home areas.

Kilonga project staff, with the exception of the project chief of party and the monitoring and evaluation officer, had to transition to SIVE's procedures and processes or leave the project. Although SIVE agreed to continue former Pact staff at their previous salary and benefits levels, several former Pact staff found it difficult to make the transition and one ultimately left.<sup>49</sup> One of the main reported difficulties was that some staff members found it difficult to make the switch from a position with the status associated with working for an international organization to a position with a national NGO. Overall, staff did adjust and adapted well to the new situation. The project staff members generally feel that they work well together as a team.

The original SIVE staff members, who were not with Pact before, note that they find it useful that some of the ex-Pact staff who joined them have experience on child labor through experience with the ILO-IPEC project.

The relationship between the Pact Kilonga chief of party and the SIVE project management is considered positive by those concerned. The headquarters team holds a daily meeting to review the progress in the field and discuss solutions to any challenges faced. Every day, the senior staff holds a small team meeting to discuss what is happening in the regions, any existing problems, and how to solve them. The SIVE and Pact offices are in the same building and the Pact chief of party has moved her office to be in the same corridor as SIVE. This contributes greatly to the consistent interaction between the senior project staff and agency members.

The project holds team-building exercises with representatives of each of the field offices every six months. This helps to improve and create cohesion among project staff and improves the exchange of good practices and lessons learned.

The project staff reports that it was very difficult to obtain approval of the project and budget changes after the political events. The project was able to work only on what they called "a minimum of activities" in the meantime just to keep the project going until approval.

## **4.2 FIELD STAFF MANAGEMENT ISSUES**

Identifying beneficiaries, raising awareness, guiding monitors, monitoring in schools, developing WORTH groups, supervising distribution of school kits, providing scholarships, and providing nutrition supplements all require substantial time in the field. The project field staff indicated that it is difficult to maintain a consistent presence in the office because of the large amount of time that is needed for activities in the field. The fact that the project design includes a health component that requires beneficiaries or their representatives to come to the office means that the offices should normally have a person present at all times. The staff members on duty need to attend to any person requiring assistance for health issues or for other purposes such as counseling, communicating, or collecting data from the field.

Field staff also report that, given the many tasks that they must carry out, their working hours are very high, usually at least 10 to 12 hours per day. Part of the reason for the high working hours is also the monthly data collection on beneficiaries and the data entry, which is done in the offices. Reducing the monthly data collection to bimonthly will help to address this challenge. To ensure

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<sup>49</sup> The individual also left for some other reasons, which were not entirely clear to the evaluator.

that the fieldwork is sufficiently implemented and monitored, it has also been necessary to add fieldwork tasks to a staff member who is actually only responsible for logistics and other administrative and financial tasks. The project is currently reviewing the job description and staffing issues.

The salaries of junior field staff are unanimously said to be very low, including by supervisors. While the salaries were based on previous Pact scales for fieldworkers, the type and range of work responsibilities as well as the large geographic coverage mean that the scale is not commensurate with the position. The evaluator suggests that the salary scale for the junior staff be reviewed, including through a comparison with other agencies with field staff having a similar range of complex tasks, geographic coverage of work areas, and responsibilities.

All of the staff in each field office is currently and necessarily required to help with administrative and financial aspects of the work in the communities, such as tracking scholarships and other financial issues. The project has wisely integrated this task into the work of all field staff and not assigned a special person in each office to be responsible for such work in the communities. It would have been impossible for a specially assigned individual to cover the wide dispersion of project sites included in each of the field offices. Senior headquarters staff members noted, however, that some of the junior field staff still need more training to manage the financial administration of their work. The project will need to ensure that all field staffers are sufficiently capable of implementing financial administrative tasks so that there is no room for error.

Field staff reported that they sometimes do not obtain responses to their questions from the headquarters office in a timely manner. Field staff also stated that, in some instances, they make suggestions and are not sure why the responses are negative. This may be partially because of communication problems. The project field offices do not have internet connections and the phones do not always work. Field staff also noted that they prefer to communicate by e-mail so that their communications are documented. When they have to go to internet cafés, they often have to wait in long queues and/or connections are very slow. This is also problematic when monitoring data have to be sent. The evaluator suggests that the project invests in permanent internet connections in all of the field offices. Such connections will, ultimately, add to cost-efficiency in terms of time and accuracy of communications.

The role of SIVE is not always very clear in the field, particularly in Anosy, where Pact is known to have worked on child labor in the past. The project vehicles in some offices also carry the Pact logo, to which the SIVE logo can be added to increase SIVE's presence.

### **4.3 EFFICIENCY OF THE MONITORING SYSTEM**

Child work status monitoring is conducted on a monthly basis, but almost all of the stakeholders involved note that the process is too time-consuming to be efficient and effective. The mentors and project staff mostly agree that it is necessary to reduce the frequency. In Anosy, for example, the staff pointed out that they have children in 60 different schools that need to be monitored on a monthly basis—a very large task.

The project has developed a system that would theoretically enable field staff to enter the monitoring data directly into a project website.<sup>50</sup> The website system could make the monitoring system efficient and easier to manage. Ideally, the website would eventually lead to a system that would also be used by mentors who could sustainably continue to monitor the children assigned to them over the long term. Given that access to the internet in the field offices is not yet in place, the system is not being optimally used. The concept that mentors could also tap into and use the monitoring system may still be unrealistic. If the field offices have continuous internet connections, it might be possible to train at least some mentors who are located near the field offices to use the system on a pilot test basis.

All project staff interviewed recognized the secondary benefit of monitoring work status regularly because it gives the mentors a clear setting to conduct awareness raising and maintain contact with families as needed. For this reason, although many mentors dream of only needing to monitor each child every three months, interviewees usually stated that monitoring work status every two months is more preferable.

Contrary to some other projects that the evaluator has seen, the staff members note that all of the questions on the forms are useful and none are superfluous. The evaluator agrees with this statement. The layout of the forms is still a challenging point, however. Field staff in all locations note that there is too much paper and repetition of data to be entered. They recommend a single form, similar to a medical record form, on which data can be entered sequentially. The staff members add that such a form would allow them, at a glance, to visually compare the progress and status of any particular child.

The needs and potential assistance to the child are also assessed. The forms are reviewed and children are selected in accordance with the extent to which they meet the selection criteria.

Parents are contacted and requested to sign an agreement to participate actively in project activities and keep their children in school and out of hazardous labor. Some additional information and a photo are added on a new form. The two forms repeat much of the same information and the field staff request that they be consolidated for improved efficiency.

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<sup>50</sup> See description in project document (Pact in association with *Sehatra Ivoaran'ny Vehivavy*, 2009, p.37).

## V IMPACT

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Attempting to determine whether the project is likely to have a long-term impact on individual children, parents, and teachers at midterm is very difficult, particularly because the changes introduced to the project were only officially launched one year before the evaluation.<sup>51</sup>

The project's impact on community groups and schools with respect to working on child labor in the country so far is good. The committees function well, as discussed in Section 3.4.14.

The project has already had some impact on education quality in both formal and nonformal interventions, which have been well received by the communities. The ability of children to learn has substantially improved as a result of the mentoring system and the provision of school supplies. In almost all locations, the staff has been successful in creating sufficient awareness of teachers to have positive attitudes toward the children who have been reintegrated into school.

Madagascar has a hierarchical society that still has vestiges of discrimination against some groups that are considered to be of a lower status.<sup>52</sup> For that reason, the project has achieved particularly good accomplishments among teachers who have generally expressed positive attitudes toward the children, including former CSEC children. The children themselves spontaneously expressed warm feelings toward their teachers in almost all sites. As one child stated, "The teacher is very kind and knows how to get us interested in what we are learning."

In one location, parents complained that teachers discriminated against their children because the children are poor and used to work. The same parents also stated that some of the teachers pressure the children excessively to have good grades, warning the children that they will be expelled from the Kilonga project if they have poor results. The project has no such regulation, so the evaluator believes that the teachers in this particular site are overly zealous with respect to their Kilonga students. Some children may have learning disabilities and probably will not get good results no matter how hard they try, so it will be important for the project to ensure that teachers understand that such unfounded threats are not conducive to learning. It is important, however, to reiterate that this situation was only mentioned in one location and it appears to be an exception, as parents, children, and teachers expressed quite different and more positive ideas regarding attitudes.

Aside from the continuing tenuous political situation, there are no emerging trends or issues that the project should and/or could respond to in order to increase its impact and relevance. No new emerging opportunities to take the work further or to have greater impact were identified during the midterm evaluation. The recommendations are mostly about addressing and improving some of the ongoing project activities.

The project has several good practices that have potential for replication. The summer transitional/leveling courses can already be said to be successful and can be replicated. The mentoring program and the WORTH model are both interesting approaches that can be replicated. Before introducing the WORTH model in other child labor projects, however, it is

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<sup>51</sup> The formal approval of the adapted project following the political changes.

<sup>52</sup> Rabenoro (n.d.), Roubaud (2000), and Verin (1992).

preferable to wait until the groups have matured. Additional lessons learned and good practices within the WORTH approach are likely to be identified as the implementation continues. The health and nutrition components also have potential, but more time is necessary to determine the extent and manner in which these components may be replicable.

## **VI PROJECT SUSTAINABILITY**

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The project has taken substantial steps to ensure the continuation of project activities after the completion of the program, including sources of funding and partnerships with other organizations. The project design included a sustainability plan and exit strategy that was well detailed.

At the time of the midterm, it is too early to fully predict any lessons learned or good practices in terms of the project's accomplishments and weaknesses for the sustainability of interventions.

The major challenge with regard to sustainability, given the lack of coordination with the host country government, is to obtain support from local government after the project ends. Since the project cannot work with the Government during implementation unless the political situation changes, it will not be able to interact with the Government to establish ownership and ensure local support after the project ends. Under different circumstances (i.e., if the project could work with government), staff could work with local officials to gain their commitment to ensure that at least some elements of the project continue.

As stated in Section 2.3, it is uncertain how the political situation will evolve in the coming months. A positive aspect, however, is that some government officials have been attending meetings in a personal capacity and continue to show personal interest in the project activities. While the commitment of other local partners will be useful, it will still be necessary for the committees to try to obtain government support even if it only occurs after the project ends.

### **6.1 SUSTAINABILITY OF THE PROJECT WITHDRAWN AND PREVENTED CHILDREN FROM CHILD LABOR**

At the time of the midterm, parents were almost all quite doubtful that they would be able to keep their children in education or, if of legal working age, out of hazardous child labor. Some teachers also agreed with this sentiment. The primary reason is parents say that they are too poor to cover the costs of education. One school principal noted, "The major sad aspect is especially the talented children. Once the project ends, their hopes will be dashed as they will not be able to continue in school." One child said, "I am so sad, I am already starting to think about the work I will have to do after the project ends."

The project has made agreements with the parents (see Section 3.3) and there have already been some *Dina* (traditional agreements) put in place at the community level that oblige parents to educate their children and not put them in WFCL. These agreements are a useful step, but if parents cannot afford the fees and costs of school supplies, these agreements will be null and void in practice. This means that it is doubly important to intensify work on the development of the WORTH groups.

The sustainability of the nutrition actions in projects is difficult to predict, as beneficiaries are usually dependent on direct inputs, such as in the case of provision of nutritional snacks to Kilonga project children. Additional linkages to other agencies and local resources to expand existing nutrition support and ensure their sustainability will be needed.

## 6.2 PARTNERSHIPS

There have been several successes in initiating and maintaining partnerships in support of the project. The project can still work more extensively on leveraging non-project resources.

With respect to international organizations, the project is collaborating with ILO and UNICEF. The field office in Anosy received support to continue with the implementation of some of the actions initiated with ILO under the previous ILO-IPEC project. A new ILO-IPEC project is also underway. ILO timed the project startup so that it could work in tandem with the Kilonga project. The projects hold meetings to exchange experiences and methods. The Kilonga project has started discussions to determine how to collaborate. Particular attention will be paid to learn about ILO SCREAM in partnership with the ILO-IPEC project. One challenge of working with the ILO-IPEC project is that it does not have partnerships with the Government while the Kilonga project does. This means that it is difficult to hold joint activities since such officials may be active participants representing the Government in the various events.

The project is training older youth on life skills using individuals trained by UNICEF and using UNICEF materials. The project has some posters from UNICEF awareness-raising materials on child protection and plans to expand the child protection elements of the project through information from UNICEF. UNDP had a project in Antsiranana on education for adolescents, which has helped to inform the field staff on how to approach the schools effectively.

The project has also collaborated with *Institut Supérieur en Travail Social* (Tertiary Social Work Education Institute). The project has received training on psychosocial counseling and, recently, on addressing the problems of children in domestic child labor.

In each project site, the staff also work with other small local agencies and groups. In the city of Moramanga, the project staff helped cofound a Network on Child Protection. In the same project office, staff were able to initiate and ensure that a mining company working in the area signed a code of conduct against child labor. Local handcart pushers who often carry children also participate in awareness-raising actions against child labor in Moramanga in collaboration with the project. In Fianarantsoa, small-scale local transporters and hotels signed codes of conduct against child labor. An association of sex workers is assisting the project with awareness raising among children to prevent them from considering entering CSEC. In the Diana region, journalists have signed a code of conduct against child labor.

In Antsiranana, the field office is working with a number of local agencies and projects. With the local associations Stop SIDA and Fianakaviana Sambatra, the project works to identify children in CSEC and combat child labor. Only the transport costs of the staff and members are reimbursed; no fee is paid.

The project collaborated with various local agencies in each project site for World Day Against Child Labor events. A traditional folk music group called Rosa Sova wrote and performed four songs against child labor in collaboration with the Kilonga project, which young people enjoyed.

The project had started discussions with *Groupement des Entreprises de Madagascar* (Grouping of Enterprises in Madagascar), a politically oriented employers' organization. The partnership had to be ended because of the restructuring of the project after the political events in 2009.

It is too early to state whether the monitoring systems will be sustainable. Much depends on the level of motivation of the mentors to continue to mentor the current and new cohorts of children. Establishing a functioning web-based monitoring system can be useful, although it will be challenging to ensure that mentors would be able to use and access the system. The evaluator believes that the LCLC can be sustainable, although it will be important for these groups to be linked to regional committees. Given the current political situation and the prohibition against establishing such linkages at this time, it will be necessary to reassess the situation at the time of the final evaluation.

As the project progresses into its second half, it will need to intensify and take additional steps to ensure the sustainability of its activities. These include increasing the awareness of all stakeholders concerning the child labor and related legal framework, linking the LCLC together with other LCLCs and with other groups/agencies as far as feasible. Other activities can include increasing collaborative efforts with the private sector, working to ensure the mentoring system continues, and intensifying technical support to implement the WORTH model in the communities.



## **VII CONCLUSIONS**

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The project has achieved a great deal in very difficult circumstances and is to be commended for the teamwork, innovative approaches, and willingness to overcome daily challenges. The project is on the right track to achieve its objectives, although more effort needs to be undertaken in some areas to achieve sustainability. The promising WORTH program needs to be intensified and scaled up as soon as possible. Awareness-raising and research objectives need additional attention without losing focus of the most successful part of the project and its ultimate goal: the withdrawal and prevention of children from the worst forms of child labor in Madagascar.



## VIII KEY RECOMMENDATIONS

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Since the project is jointly being implemented by Pact and SIVE, the recommendations are intended for these two agencies. The project is not associating with the Government, so no recommendations for the Government are included. At this stage, there are also no special recommendations that need to be directed to USDOL, although it is possible that the project will contact USDOL to obtain agreement to implement some of the recommendations.

Additional and more detailed recommendations are included in Annex A.

- Intensify awareness-raising methods on withdrawing and preventing child labor and promoting education. Actively integrate the ILO SCREAM method. Use behavior change communications methodologies with good visual content as appropriate.
- The signed agreement with the parents should be adjusted to state that children should be in education or in nonhazardous work in accordance with Malagasy laws and regulations until the age of 18.
- Provide training for teachers on using activity-based learning with local materials and other pedagogical techniques for children being reintegrated into schools.
- Determine the possibility of adding more support for the procurement of school supplies, smocks, and other materials and equipment for children.
- Explore additional options to broaden types of skills and methods for vocational training. Increase apprenticeship programs and internships in service industries as appropriate. Undertake additional efforts to develop links to employment opportunities for vocational training graduates in the second half of the project period.
- Assign a national consultant to determine how to improve the structuring, criteria for reimbursement, and practical organization of the health component.
- Intensify WORTH program activities as far as possible without compromising quality. Provide a small amount of financial support to WORTH savings groups, or continue partial support for school materials, until WORTH groups are functioning sufficiently so that members are able to sustain their children in education and out of hazardous work after project support ends.
- Options for other types of income-generating activities need to be identified, investigated, and promoted among WORTH group members. Use brainstorming methods to identify possibilities in different WORTH groups around the country and exchange ideas generated among the groups.
- Review methods to reduce the number of children per mentor and identify means to motivate mentors. Provide additional incentives for those who volunteer for the project.

- Review the system of data collection and reduce the frequency of data collection every two months.
- Review and re-evaluate project selection criteria, intake forms, and performance results reported to USDOL to determine if more children can be counted as withdrawn from child labour instead of being counted only as prevented.
- Add new project beneficiaries only in existing project communities and do not extend to new communities within existing project field offices. By concentrating more on existing sites, the project will also be able to work more intensively on sustainability and cross-fertilization of experienced WORTH groups with new groups.
- Increase efforts to leverage non-project resources, including through public-private partnerships and collaboration with other development projects.

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# **ANNEXES**

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## ANNEX A: DETAILED RECOMMENDATIONS

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### AWARENESS RAISING AND RESEARCH

- Provide training to mentors on special techniques to raise awareness of parents to withdraw and prevent child labor and return children to school. Consider using the ILO SCREAM method as a resource, as contents can be used with a range of audiences. Integrate SCREAM as much as possible into the project activities, as it has proven to be an effective and participative method. Solidify methodology and partnership on awareness raising with the ILO-IPEC project.<sup>53</sup>
- Develop activities such as exchanges, sports, and cultural shows with other Kilonga children in nearby schools.
- Combine awareness raising on child labor with motivating mentors by providing mentors (and other LCLC members) with T-shirts and other message-bearing items.
- Reinforce awareness raising among parents about the definitions and differences between child labor and child work.
- Review potential methods to reduce the envy of children not included in the project over the school supplies and other benefits given to the project beneficiaries. Teachers and mentors can increase their explanations to non-project children concerning respect and bullying. Project children should be encouraged to report bullying and theft of their supplies. Associating and guiding older non-beneficiary children in the school to act as a “big brother” or “big sister” to the younger project beneficiaries can also help. Such older children can potentially be rewarded with certificates and T-shirts. The children of motivated mentors can be provided with school supplies for their own children. If the children of teachers also receive the supplies and use book bags with the Kilonga logo, the stigma with regard to the Kilonga beneficiaries may be reduced. Such action may also reduce some of the negative comments that mentors receive from their family members for spending too much time on the project.
- Continue and intensify the review of the national legal framework and development of communications for the communities to help improve understanding of the laws and regulations. Use behavior change communications methodologies with good visual content as appropriate.

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<sup>53</sup> SCREAM methodology consists of the development of skits, plays, posters, drawings, poems, and engaging in other creative activities to raise awareness. See ILO website: <http://www.ilo.org/ipec/Campaignandadvocacy/Scream/SCREAMresources/lang--en/index.htm>.

- Develop the project research component further, particularly as stated in the project document for “promoting research on child labor and trafficking by developing an agreement for partnership with universities, schools, and institutions, particularly in the fields of law, communication, sociology, and teaching.”<sup>54</sup>
- For new cohorts, work to clarify even more to families that, when preliminary identification of children is being done, simply collecting information does not mean that their children will be selected.

## **EDUCATION**

- The signed agreement with the parents should be adjusted to state that children should be in education or in nonhazardous work in accordance with Malagasy laws and regulations until the age of 18.
- Provide training for teachers on using activity-based learning with local materials and other pedagogical techniques for children being reintegrated into schools.
- Continue to minimize support for school fees in private schools as much as possible.
- Investigate the possibility of promoting with UNICEF, Population Services International, or other agencies the development of a social marketing scheme through a central system for the sale and purchase of low-cost basic school supplies.
- Determine the possibility of adding more support for the procurement of school supplies, smocks, and other materials and equipment for children. Consider developing reward systems for children, mentors, and schools to receive school materials and equipment if they meet specific criteria for motivation and awareness raising.<sup>55</sup> Review the possibility of working with the private sector to collect donations for equipment and materials for schools. Schools can have “donation” boxes where donors can drop items for use by the schoolchildren and teachers. All donations need to be registered in a notebook for reasons of transparency.
- Explore leveraging resources, including from other donors, to finance extracurricular tutoring to be available for all Kilonga children who have difficulties in school.
- Consider abolishing outings unless more funds can be made available to organize them well and to the satisfaction of the participants. If funds are available, some activities such as exchanges, sports, and cultural shows with other Kilonga children in nearby schools can be useful. Such events can also be held to join children and community members together to conduct awareness-raising events.

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<sup>54</sup> Pact in association with *Sehatra Ivoaran'ny Vehivavy* (2009), p. 31.

<sup>55</sup> Books, globes, posters, playing balls, etc. See also NGO “Right to Play” options.

- Explore opportunities with schools to obtain computers from international foundations for use in some of the project-supported schools.<sup>56</sup>
- Explore additional options in vocational training to broaden types of skills and methods. Increase apprenticeship programs and internships in service industries as appropriate.<sup>57</sup>
- Undertake additional efforts to develop links to employment opportunities for vocational training graduates in the second half of the project period.

## **HEALTH AND NUTRITION**

- Assign a national consultant to determine how to improve the structuring, criteria for reimbursement, and practical organization of the health component. All stakeholders need to be subsequently well informed about the entire process. Review the implementation of the health component so that it places less demand on direct interactions with project staff.
- To expand the reach and sustainability of nutrition actions, the project can explore provision of school meals or snacks at schools or in nearby neighborhoods for children, with special attention to those who have to travel far for school. Work with the LCLC, particularly to try to obtain support from local private business people and/or local faith-based organizations and other community-based organizations on a rotating basis of once weekly or more.
- Explore further the potential of working with the World Food Programme and other donors to cover more schools with nutritional support and to establish school horticultural gardens.

## **WORTH**

- Intensify WORTH program activities as far as possible without compromising quality. Provide a small amount of financial support to WORTH savings groups, or continue partial support for school materials, until WORTH groups are functioning sufficiently so that members are able to sustain their children in education and out of hazardous work after project support ends.
- As WORTH groups become increasingly effective, promotion of investment in activities that can improve food security should be stimulated. Linking with projects that promote the improvement of food security, such as through small-scale (household) horticultural gardening as well as duck and chicken farming in and near rice fields, is recommended.

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<sup>56</sup> For example, One Laptop per Child Foundation, embassies, and other agencies that are willing to donate old computers.

<sup>57</sup> As field staff noted, it is wise to avoid placing former CSEC children in service industries, including hotels and restaurants.

- Determine if some WORTH members can provide low-cost snacks as an activity in and/or near schools.
- Options for other types of income-generating activities need to be identified, investigated, and promoted among WORTH group members. Use brainstorming methods to identify possibilities in different WORTH groups around the country and exchange ideas generated among the groups.
- Continue to raise awareness on the ability of women to function as presidents of the WORTH groups.
- Verify investment of WORTH members in economic activities to ensure that no child labor is created through the investments, and that environmental damage is limited as much as possible.
- Explore the possibility of starting mini-WORTH programs, or integrate older children in the WORTH programs as student members. Regular attendance of older children in the groups could help them learn about savings, credit, management of a group, administrative skills, and other useful social skills.

## **PARTNERSHIPS, COMMITTEES, AND MENTORS**

- Children who are not in school and not working should also be considered for inclusion in the project and can be counted as “prevented” because, in fact, such children are commonly at risk of entering child labor.
- Review methods to reduce the number of children per mentor and identify means to motivate mentors.
- Provide additional incentives for those who volunteer for the project. Mentors who have been effective and committed can be given certificates to express the appreciation of the project. Such certificates could bear not only the signatures of the project and local traditional or faith-based leaders, but also those of the children entrusted to them. Giving mentors certificates on World Day Against Child Labor or other public events is recommended.
- Distribute Certificates of Achievement to parents, children, teachers, and sponsors, according to predetermined criteria for success and evidence of motivation to work to eliminate the worst forms of child labor.
- Organize exchanges of experiences between different Local Child Labor Committees.
- Provide short refresher training on the selection criteria to Local Child Labor Committee members.
- Develop a system for sponsoring children to return to home villages in collaboration with civil society organizations in the common sites of origin of trafficked children.

## **MONITORING**

- Review the system of data collection and reduce the frequency of data collection to every two months.
- Consolidate the two beneficiary enrollment forms (i.e., the preliminary and full enrollment form) for improved efficiency.
- Assign a special code to the forms for children in CSEC to avoid stigmatization.

## **MANAGEMENT**

- Review the possibility of adding field staff at local levels and/or review possibility of adding short-term staff at peak project reporting times.
- Review budget to determine the salary scale of junior field staff so that it is commensurate with tasks and responsibilities.
- Review the streamlining of fieldwork in communities, including the scheduling of meetings in the field.
- Add new project beneficiaries only in existing project communities and do not extend to new communities within existing project field offices. By concentrating more on existing sites, the project will also be able to work more intensively on sustainability and cross-fertilization of experienced WORTH groups with new groups.
- Invest in permanent internet connections in all of the field offices. Such connections will ultimately add to cost-efficiency in terms of staff time and accuracy of communications.
- Provide training to any junior field staff members who need more training to manage their financial administrative tasks.
- Increase efforts to leverage non-project resources, including through public-private partnerships and in collaboration with other development projects.



## **ANNEX B: GOOD PRACTICES AND LESSONS LEARNED**

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### **SUMMARY OF GOOD PRACTICES**

The project has several good practices that have potential for replication. The summer transitional/leveling courses can already be said to be successful and can be replicated. The mentoring program and the WORTH model are both interesting approaches that can be replicated. Before introducing the WORTH model in other child labor projects, however, it is preferable to wait until the groups have matured. Additional lessons learned and good practices within the WORTH approach are likely to be identified as the implementation continues. The health and nutrition components also have potential, but more time is necessary to determine the extent and manner in which these components may be replicable.

### **LESSONS LEARNED**

It is important to note that the lessons learned do not necessarily reflect on points that the project did not do well. Rather, the lessons learned include useful steps that the project undertook to address problems and thus qualify as lessons learned.

National actions at the central level could not be implemented because of the current political situation, and the project could ultimately only work on these issues through direct actions at local levels. Despite this situation, the project is able to function and is reaching project objectives addressing the basic Education Initiative goals.

- Projects should not be overly ambitious and should only work in the number of sites that can be well managed within a limited budget. This is particularly important in a country with high rates of child labor so that high impact can be achieved in key locations.
- In situations where the Government cannot be associated with the project, it is especially important to spend sufficient time explaining the situation to individual officials with an interest in the project. The project has achieved a reasonable level of acceptance from government officials because of taking the necessary time to explain its restrictions.
- It is important to clarify laws and regulations.
- Sufficient time needs to be allotted to implement WORTH in a child labor project in a new country. Startup of groups should be timed as closely as possible to the moment when children in a community are integrated in the project. This will allow more time to ensure that WORTH will have adequate results for the families to cover education expenses.
- Projects need to be alert to the fact that some parents may “lie” so that their child can be integrated into the project. Staff should install verification systems.
- Selection criteria need to be carefully reviewed and explained in detail to the stakeholders so that there are not misunderstandings.

- The name given to a project can be distorted and can become a derogatory term. In the Kilonga project, the jealousy of other children resulted in the subversion of the name of the project. Projects need to be alert to such a situation and take necessary steps to avoid this or to address these types of problems.
- Projects need to ensure that stakeholders, especially parents, are well aware of what the project can and cannot provide.
- Older children, especially those emerging from hidden forms of child labor such as CSEC, should be assessed to determine if they would benefit from life skills training so that they can integrate well with peers who have never worked.
- Sufficient funds should be allocated to extracurricular activities including outings, or they should not be provided at all.
- In countries with high malnutrition, projects should try to link to agencies with nutrition and/or school garden support.
- If clinical care support is provided, it should be well structured and should not take an inordinate amount of time from field staff in proportion to other tasks.
- As far as possible, mentors should have no more than 10 children under their care.
- Project monitoring forms should be consolidated as much as possible.

## ANNEX C: REFERENCES

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## ANNEX D: STAKEHOLDERS WORKSHOP SCHEDULE

Moramanga—November 2, 2010

Time	Activities	Facilitator
8:00–8:30	Arrival of the participants	
8:30–8:45	Welcome and introduction	Responsible Staff of Pact and Evaluator
8:45–9:00	Presentation of the participants and adoption of the agenda	Facilitator
9:00–9:45	Data collection on the Kilonga project by the beneficiaries and staff	Facilitator and small group facilitators
9:45–10:00	Break	
10:00–11:00	Presentation by the evaluator and discussion	Evaluator
11:00–12:00	Start of small group work on prioritizing the issues and recommendations	Facilitator and small group facilitators
12:00–13:00	Lunch	
13:00–14:00	Presentation of group work	Facilitator and small group facilitators
14:00–15:00	Discussion on the visions of the groups	Facilitator and small group facilitators
15:00–15:30	Summary and evaluation of the day	Evaluator
15:30	Cocktail end of the evaluation	
16:30	Return to Antananarivo and project sites.	N/A



## ANNEX G: TERMS OF REFERENCE

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### TERMS OF REFERENCE

for the

Independent Midterm Evaluation of

Combating Exploitive Child Labor in Madagascar (Kilonga)

<b>Cooperative Agreement Number:</b>	IL-17765-08-75-K
<b>Financing Agency:</b>	U.S. Department of Labor
<b>Grantee Organization:</b>	Pact in association with <i>Sehatra Ivoaran'ny Vehivavy</i>
<b>Dates of Project Implementation:</b>	September 30, 2008–September 28, 2012
<b>Type of Evaluation:</b>	Independent Midterm Evaluation
<b>Evaluation Fieldwork Dates:</b>	October 18–November 2, 2010
<b>Preparation Date of TOR:</b>	July 26, 2010
<b>Total Project Funds from USDOL Based on Cooperative Agreement:</b>	US\$4,500,000
<b>Vendor for Evaluation Contract:</b>	ICF Macro Headquarters, 11785 Beltsville Drive Calverton, MD 20705 Tel: (301) 572-0200 Fax: (301) 572-0999

## I BACKGROUND AND JUSTIFICATION

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

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

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

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

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

In the appropriations to USDOL for international child labor technical cooperation, the U.S. Congress directed the majority of the funds to support the two following programs:<sup>58</sup>

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

Since 1995, the U.S. Congress has earmarked some \$450 million to support the International Labour Organization’s International Programme on the Elimination of Child Labour (ILO-IPEC), making the U.S. Government the leading donor to the program. USDOL-funded ILO-IPEC projects to combat child labor generally fall into one of several categories: comprehensive, national Timebound Programs (TBP) to eliminate the worst forms of child labor in a set time frame; less comprehensive 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 assists in building a sustainable base for long-term elimination of exploitive child labor.

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<sup>58</sup> In 2007, the US Congress did not direct USDOL’s appropriations for child labor elimination projects to either of these two programs. That year, USDOL allocated \$60 million for child labor elimination projects through a competitive process.

## **2. Child Labor Education Initiative**

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

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

### ***Other Initiatives***

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

## **Project Context**

In Madagascar, children in rural areas work in agriculture on family subsistence farms and sisal plantations, and perform tasks such as cattle herding and fruit tree picking. Children also work in the informal sector performing tasks such as heavy load carrying, working in bars and restaurants, and conducting mechanical work. Children in urban areas work in domestic service, some of whom were sent to cities from other areas. Children also work in mines, mining for granite, salt, and precious and semi-precious stones, as well as stone quarries. Some children, mostly girls, are victims of commercial sexual exploitation in urban and tourist areas.<sup>59</sup>

USDOL has provided US\$9.25 million to combat child labor in Madagascar.<sup>60</sup> USDOL funded a four-year Timebound Program of Support implemented by ILO-IPEC, which completed in 2009. The US\$4.75 million program aimed to withdraw 3,500 children and prevent 6,500 children from exploitive labor, and focused on agriculture, domestic work, stone quarrying and mining, and fishing sectors, as well as combating commercial sexual exploitation. ILO-IPEC also supported the Government of Madagascar to train labor inspectors on child labor detection, and

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<sup>59</sup> USDOL, “U.S. Department of Labor’s 2008 Findings, “on the Worst Forms of Child Labor,” Madagascar country report, p. 224–225.

<sup>60</sup> USDOL, “Project Status—Africa,” [http://www.dol.gov/ilab/projects/sub-saharan\\_africa/project-africa.htm](http://www.dol.gov/ilab/projects/sub-saharan_africa/project-africa.htm).

to continue its partnership with the Malagasy Soccer Federation to raise awareness on child labor, as part of its “red card” to child labor campaign.<sup>61</sup>

**USDOL-Funded Projects in Madagascar**

Years	Grantee	Project	Amount
2004–2009	ILO-IPEC	Combating the Worst Forms of Child Labor in Madagascar—IPEC’s Contribution to the National Action Plan to Eliminate Child Labor	\$4,750,000
2008–2012	Private Agencies Collaborating Together (Pact) and since November 2009 in association with <i>Sehatra Ivoaran’ny Vehivavy</i> (SIVE)	Combating Exploitive Child Labor in Madagascar	\$4,500,000
<b>Total Madagascar</b>			<b>\$9,250,000</b>

The Government of Madagascar has ratified Conventions 138 and 182, and is an ILO-IPEC participating country. The minimum age of employment is 15, though children ages 14 to 15 can perform light work. Children under 18 are prohibited from work that is deemed “immoral, hazardous, or forced.” The law also prohibits children from working in certain establishments (such as bars and mines), carrying about a certain weight limit, and from working in close proximity to hazardous chemicals. The law also provides restrictions for children working at night and in excess of a certain number of hours per week and per day. Violators of these minimum age laws face one to three years in prison and a fine. Commercial sexual exploitation of children is also prohibited by law.

In 2009, Madagascar experienced a period of unrest which culminated in a military-backed coup.<sup>62</sup> Following the coup, many donor governments suspended aid, greatly affecting funding for education.<sup>63</sup> The U.S. Department of State reports that this military coup and the ensuing civil unrest interfered with the country’s efforts to combat exploitive child labor.<sup>64</sup> Periodic flare-ups of violence have continued well into 2010.<sup>65</sup>

The Ministry of Civil Services and Labor is charged with enforcing child labor laws and specifically commits labor inspectors to child labor law compliance. The Government of

<sup>61</sup> USDOL, “U.S. Department of Labor’s 2008 Findings on the Worst Forms of Child Labor,” Madagascar country report, p. 226–227.

<sup>62</sup> “Mayor Declares a Coup in Madagascar” *New York Times* available at <http://www.nytimes.com/2009/02/01/world/africa/01madagascar.html>. See also “Pressure grows on Madagascar coup” *BBC News* <http://news.bbc.co.uk/2/hi/africa/7954356.stm>.

<sup>63</sup> AU suspends Madagascar, U.S. to halt aid Reuters available at [http://www.reuters.com/article/idUSLK932190.CH\\_2400](http://www.reuters.com/article/idUSLK932190.CH_2400). See also “Misery in Madagascar after coup” BBC available at <http://www.bbc.co.uk/news/world-africa-10761630>.

<sup>64</sup> USDOL, “U.S. Department of Labor’s 2008 Findings on the Worst Forms of Child Labor,” Madagascar country report, p. 226.

<sup>65</sup> Madagascar troops fire at protesting military police Reuters available at <http://af.reuters.com/article/madagascarNews/idAFLDE64J0MC20100520>

Madagascar with support from ILO-IPEC, developed a Decent Work Program for 2008 to 2012, which includes benchmarks to decrease child labor. The Government also has a 15-year plan to combat WFCL, and has participated in other efforts to address the problem of child labor. These other projects, both implemented by ILO-IPEC, include a US\$4.34 million, three-year regional project to combat WFCL in Francophone Africa, funded by the Government of France, and a four-year US\$23.8 million project funded by the European Union, to combat child labor through education in 11 countries.<sup>66</sup>

### **Combating Exploitive Child Labor in Madagascar (Kilonga)**

On September 30, 2008, Pact received a four-year cooperative agreement worth \$4.5 million from USDOL to implement an EI project in Madagascar, aimed at withdrawing and preventing children from exploitive child labor by expanding access to and improving the quality of basic education and supporting the five goals of the USDOL project as outlined above. Pact was awarded the project through a competitive bid process. As stipulated in the cooperative agreement, the project targets 4,500 children for withdrawal and 4,500 children for prevention from the worst forms of child labor through educational services and/or vocational training. Children will be withdrawn and prevented from commercial sexual exploitation, domestic servitude, mining, quarrying, farming, and heavy load carrying work in both urban and rural areas. The project will provide direct services to children in Antananarivo, Alaotra Mangoro, Analamanga, Anosy, Atsinanana, Diana, Haute Matsiatra, and Vakinankaratra.

The project's goal is to contribute to the elimination of WFCL in Madagascar through preventing vulnerable children and withdrawing current child victims from WFCL by providing educational services, income generation activities to families, and awareness raising; and promoting research and establishing databases on child labor. Due to the occurrence of a military coup, USDOL prohibited the Grantee from working with the new regime and modified the cooperative agreement with Pact to remove all activities that involved working with government institutions. Pact requested and received approval in November 2009 for a modification to become an Association, with Associate Member: *Sehatra Ivoaran'ny Vehivavy* (SIVE), as part of its strategy to adapt to its changed context.

Specific project activities include—

- Providing education and non-educational services for prevention, rehabilitation, and reintegration to children withdrawn from WFCL.
- Providing economic empowerment services to selected families of targeted children, including training on banking with a village savings program.
- Launching a process of identifying and publicly acknowledging businesses with policies and practices and/or sponsorship contributing to the fight against child labor and trafficking.

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<sup>66</sup> USDOL, "U.S. Department of Labor's 2008 Findings on the Worst Forms of Child Labor," Madagascar country report, p. 226–227.

- Building partnerships with the private sector to enhance social responsibility with respect to the population living near work or office sites, especially with the mining sector.
- Raising awareness through media, including children’s plays, radio and TV programs, and general public events.
- Promoting research on child labor and trafficking by developing an agreement for partnership with universities, schools, and institutions, particularly in the fields of law, communication, sociology, and teaching.
- Collaborating with ILO-IPEC to support the implementation of a CLMS at the national and regional level.
- Creating national and regional Geographical Information System database systems, to link to an education database, on child labor and trafficking.

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

OCFT-funded projects are subject to midterm and final evaluations. The Kilonga project in Madagascar went into implementation in September 2008 and is due for midterm evaluation in 2010.

### **Scope of Evaluation**

The scope of the evaluation includes a review and assessment of all activities carried out under the USDOL cooperative agreement with Pact and SIVE. All activities that have been implemented from project launch through time of evaluation fieldwork should be considered. 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 address issues of project design, implementation, management, lessons learned, and replicability and provide recommendations for current and future projects. The questions to be addressed in the evaluation (provided below) are organized to provide an assessment of the relevance, effectiveness, efficiency, sustainability, and (to the extent possible) impact on the target population.

### **Midterm Evaluation Purpose**

The purpose of the midterm evaluation is to—

1. Assess the relevance of the project in the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and policies of the host country government.
2. Determine whether the project is on track toward meeting its objectives and identify the challenges encountered in doing so.

3. Provide recommendations toward how the project can successfully overcome challenges to meet its objectives and targets by the time of project end.
4. Assess the effectiveness of the project's strategies and the project's strengths and weaknesses in project implementation and identify areas in need of improvement.
5. Assess whether project activities can be deemed sustainable at the local and national level and among implementing organizations, and identify steps that can be taken to enhance the sustainability of project components and objectives.

The evaluation should also identify emerging lessons learned, potential good practices, and models of intervention that will serve to inform future child labor projects and policies in Madagascar and elsewhere, as appropriate. It will also serve as an important accountability function for USDOL and Pact/SIVE and provide direction in making any revisions to work plans, strategies, objectives, partnership arrangements, and resource allocations that may be needed in order for the project to increase its effectiveness and meet its objectives. Recommendations should focus on ways in which the project can move forward in order to reach its objectives and make any necessary preparations or adjustments in order to promote the sustainability of project activities.

## **Intended Users**

This midterm evaluation should provide USDOL, Pact, SIVE, and other project stakeholders an assessment of the project's experience in implementation and its impact on project beneficiaries. USDOL/OCFT and Pact management will use the evaluation results as a learning tool regarding the relevance of the approach and strategy being used by the project. The evaluation results should also be used by Pact, SIVE and other current or potential partners to enhance effectiveness in the implementation. Therefore, the evaluation should provide credible and reliable information in order to suggest how the project could enhance its impact during the remaining time of implementation, ensuring the sustainability of the benefits that have been or will be generated.

The final report will be published on the USDOL website, so the report should be written as a standalone document, providing the necessary background information for readers who are unfamiliar with the details of the project.

## **Evaluation Questions**

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

## **Relevance**

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

1. Have the project assumptions been accurate and realistic? How, if applicable, have critical assumptions been changed? Provide a risk assessment of the current political situation.
2. Does the project design seem to be adequately supporting the EI goals? If not, which ones are not being supported and why not?
3. What are the project's main strategies/activities designed toward meeting objectives in withdrawing/preventing children from WFCL? Please assess the relevance of these strategies.
4. What are the main obstacles or barriers that the project has identified as important to addressing child labor in this country? (i.e., political instability, poverty, lack of educational infrastructure, lack of demand for education, etc.) Has the project been successful in addressing these obstacles?
5. Is the project design appropriate for the cultural, economic, and political context in which it works?
6. How has the project design fit within existing initiatives by other organizations to combat child labor?
7. Assess the project's ability to combat child labor, given the prohibition against working with government institutions, and its adaptation to the project revision eliminating the planned government capacity-building element.
8. What other major design and/or implementation issues should be brought to the attention of the grantee and USDOL?

### **Effectiveness**

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

1. At midterm, is the project on track in terms of meeting its targets/objectives? If not, what seem to be the factors contributing to delays and how far behind are they in terms of target numbers and objectives?
2. Assess the effectiveness of the "direct action" interventions, including the education interventions provided to children (i.e. literacy classes, leveling/transitional courses, vocational training, and school support packages). Did the provision of these services results in children being withdrawn/prevented from exploitive child labor/trafficking and ensure that they were involved in relevant educational programs?
3. Assess the effectiveness of the services in meeting the needs of the target population identified in the project document including children *prevented* and *withdrawn* from labor/trafficking.

4. Assess the effectiveness of the specific models (the Women's Empowerment Program (WORTH) model, Local Committees to Combat Child Labor) on increasing educational opportunities, creating community ownership, increasing the capacity of communities, and increasing awareness/understanding of the dangers of child labor.
5. Has the project accurately identified and targeted children engaged in, or at risk of working in, the target sectors identified in the project strategy (commercial sexual exploitation of children, domestic servitude, mining, quarrying, farming, and heavy load carrying)? In a larger sense, did they accurately identify the worst forms of child labor in the country?
6. Are there any sector-specific lessons learned regarding the types and effectiveness of the services provided? Are there specific lessons learned and recommendations with regard to identifying and relocating child victims of trafficking?
7. What monitoring systems does the project use for tracking the work status of children? Is it feasible and effective? Why or why not? How does the project monitor work status after school and during holidays?
8. What are the management strengths, including technical and financial (controls), of this project?
9. What management areas, including technical and financial, need to be improved in order to promote success in meeting project objectives?
10. Assess the effectiveness of livelihood enhancing activities, such as the savings program and the village banks.

### ***Efficiency***

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

1. Is the project cost-efficient in terms of the scale of the interventions, and the expected direct and long-term impact?
2. Were the project strategies efficient in terms of the financial and human resources used, as compared to its outputs? What alternatives are there?
3. Were the monitoring and reporting system designed efficiently to meet the needs and requirements of the project?

### ***Impact***

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

1. What appears to be the project's impact to date, if any, on individual beneficiaries (children, parents, teachers, etc.)?
2. What appears to be the project's impact to date, if any, on partners or other organizations working on child labor in the country (NGOs, community groups, schools, national child labor committee, etc.)?
3. If applicably, assess the impact, to the extent possible, of project activities/strategies on education quality (both formal and non-formal interventions). How has the education quality improvement component been received by communities?
4. Are there any emerging trends or issues that the project should and/or could respond to in order to increase the impact and relevance of the project? Are there any emerging opportunities to take the work further/have greater impact?
5. At midterm, are there good practices by the project or the implementing partners that might be replicated in other areas, or considered to be innovative solutions to the current situation?

### ***Sustainability***

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

1. Have an exit strategy and sustainability plan been integrated into the project design? Will it likely be effective?
2. How successful has the project been in leveraging non-project resources? Are there prospects for sustainable funding?
3. What have been the major challenges and successes in initiating and maintaining partnerships in support of the project, including with the past USDOL-funded project?
4. What have been the major challenges with regard to sustainability, given the lack of coordination with a host country government? How will the political situation affect sustainability of the project's activities?
5. What have been the major challenges and opportunities, if any, of implementing coordination with the ILO-IPEC?
6. What have been some of the challenges and opportunities in working with international and/or multilateral organizations?
7. What have been some of the challenges and opportunities in working with other national NGOs and/or community-based organizations present in the country?

8. What additional steps need to be taken in order to promote the sustainability of project components?

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

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

#### **A Approach**

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

1. Methods of data collection and stakeholder perspectives will be triangulated for as many as possible of the evaluation questions.
2. Efforts will be made to include parents' and children's voices and beneficiary participation generally, using child-sensitive approaches to interviewing children following the ILO-IPEC guidelines on research with children on the worst forms of child labor (<http://www.ilo.org/ipecinfo/product/viewProduct.do?productId=3026>) and UNICEF Principles for Ethical Reporting on Children ([http://www.unicef.org/media/media\\_tools\\_guidelines.html](http://www.unicef.org/media/media_tools_guidelines.html)).
3. Gender and cultural sensitivity will be integrated in the evaluation approach.
4. Consultations will incorporate a degree of flexibility to maintain a sense of ownership of the stakeholders and beneficiaries, allowing additional questions to be posed that are not included in the TOR, whilst ensuring that key information requirements are met.
5. As far as possible, a consistent approach will be followed in each project site, with adjustments to be made for the different actors involved and activities conducted and the progress of implementation in each locality.

#### **B Midterm Evaluation Team**

The evaluation team will consist of—

1. The international evaluator
2. An interpreter fluent in Malagasy and French/English who will travel with the evaluator

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

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

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

## **C Data Collection Methodology**

To ensure a thorough evaluation the evaluator will use a combination of methods so that a well-rounded evaluation can be carried out:

- Preparation of detailed methodology including guidelines for questioning in French. The question guidelines will be discussed with the project at the beginning of the mission.
- Document review including direct project related documents but also of the overall context in Madagascar regarding education, child labor issues, the Malagasy National Action Plan to Achieve the Elimination of the Worst Forms of Child Labor and other potential issues of importance. The evaluator will also review documentation to understand the current political situation in Madagascar to ensure that she understands the impact it may have on the project and the evaluation process overall. Further review of the impact of the situation will be conducted during the field mission.
- Individual interviews and/or focus group discussions with stakeholders from a wide range of groups including national, provincial, district and local education policy makers and providers, local authorities, project partners and other agencies working on child labor in the country (including within the ILO Madagascar office), teachers, community based organizations, and communities, parents and children. Due to the existing political situation in the country, interviews will not be held with national or regional government officials. The evaluator will be able to interview local service providers, who are connected to the project and provide services to beneficiaries, such as teachers and health officials. In general, the evaluator will follow the guidance of the project with regard to local governmental interview subjects.
- Individual and small group discussions with project staff in the central office and with the partner NGO, *Sehatra Ivoaran'ny Vehivavy*—Platform of Women's Development (SIVE) staff.
- Observation of the stakeholders and their work in different settings as well as their networking actions. This will be combined with field visits and interviews.

- Stakeholder meeting where initial findings will be presented, discussed, and enriched with additional input from the participants.

### ***Meetings with Key Project Staff and Other Partners in Antananarivo***

The evaluator will first meet with senior project staff in Antananarivo—after arriving in the country—to finalize the issues to address and obtain their further input into the evaluation process. This will be followed by initial joint discussions on the evaluation subjects. Further individual meetings will be held in Antananarivo with the project director, monitoring and evaluation staff and other relevant stakeholders including key SIVE personnel. Some of the individual meetings with Pact and SIVE project staff may also take place in the field as practical.

Following these meetings, the evaluator will proceed to visit other stakeholders in Antananarivo to gather additional information about project functioning within the overall context. The evaluator may meet with central government representatives as well as any others to be identified as appropriate and determined during initial meetings with project staff at Pact and SIVE headquarters.

### ***Fieldwork***

After the work with key project staff and partners in Antananarivo is completed, the evaluator will make field visits to meet with local stakeholders and observe actions.

Information will be collected through interviews which will be triangulated with information collected through observations and analysis of documentation. Awareness raising materials (posters, videos, etc., will also be analyzed.)

Consultations will incorporate a degree of flexibility to maintain a sense of ownership of the stakeholders and beneficiaries, allowing additional questions to be posed that are not included in the TOR, whilst ensuring that key information requirements are met.

As far as possible, a consistent approach will be followed in each project site, with adjustments to be made for the different actors involved and activities conducted and the progress of implementation in each locality.

Locations for field visits will be identified in line with guidelines provided by the evaluator. These include the need to ensure that stakeholders from successful implementation sites, as well as those where the project faced more challenges will be included. Parents' and children's anonymity and privacy will be respected and any issues they raise will be handled with sensitivity to their personal situation and in line with the ILO-IPEC guidelines on research with children.

Children will be selected for the focus group interviews by the international evaluator with the help of the interpreter. The interpreter will, as randomly as possible, select 5–8 children from a larger group. In some cases, where random selection is not possible the team will exceptionally accept to meet a group that is pre-selected. In this case, the project will ensure that the children represent a good sample of children who have been successful through the project as well as those that continue to face challenges.

Child-sensitive approaches to interviewing children will be used following the ILO-IPEC and UNICEF guidelines on research with children on the worst forms of child labor and for reporting.

Gender and cultural sensitivity will be integrated in the evaluation approach.

Interviews with project staff will be fairly structured to ensure that all of the relevant subjects of the evaluation are covered in accordance with the interviewee's tasks and responsibilities.

Interviews with other individuals and groups will be less structured and will follow a focus group or semi-structured format depending on the situation. The evaluator considers it to be important to not to burden interviewees with excessively lengthy discussions although a time of approximately 30 minutes for children and at least 45 minutes for adults should be scheduled. In each case 15 minutes should be allotted to set up the interviews/discussions. This means that after arrival onsite 45 minutes should be scheduled for children and 1 hour for adults. The amount of time allocated to any particular site, such as a school, will depend on the number of people to be interviewed.

In the past, inadequate allocation of time to the discussions has sometimes resulted in hasty interviews with late arrivals at subsequent meeting points. The evaluator deems it very important that scheduling, including travel times to and from meeting sites, be correctly assessed in advance. Keeping interviewees waiting is not conducive to a respectful and participative process. Ensuring that stakeholders perceive that the evaluator respects them is key to a constructive evaluation.

## **D Stakeholder Workshop**

The evaluator will meet with the senior project staff on the evening of November 1, 2010 for an initial discussion of principal findings that will be presented at a stakeholder workshop. The evaluator will also obtain information on any rectification of facts that need to be considered during the presentation the following day.

The stakeholder workshop will take place on November 2, 2010. The list of participants to be invited will be drafted prior to the evaluator's visit and confirmed in consultation with project staff during fieldwork.

The stakeholder workshop presentation of the evaluator will concentrate on good practices identified at the time of the evaluation, lessons learned and remaining gaps as identified by all the stakeholders. The role of the evaluator is to analyze and represent the viewpoints of the various individuals and documents consulted. The evaluator will use her experience from similar evaluations to share and enrich understanding of the information gathered during the evaluation. The presentation in the workshop will be constructive in format and will not dwell on personal or small project details.

Individual stakeholder participants will be provided with an opportunity to respond and provide additional input into the evaluation conclusions during the workshop. The evaluator has tried this approach in the past and has found it successful. Some small group discussions will also take

place. The exact program for the workshop will be decided jointly with the senior project staff during the first week of the evaluation.

The meeting will be used to present the major preliminary finding and emerging issues, solicit recommendations, and obtain clarification or additional information from stakeholders, including those not interviewed earlier. The agenda of the meeting will be determined by the evaluator in consultation with project staff. Some specific questions for stakeholders will be prepared to guide the discussions which stakeholders will answer at the beginning of the workshop and during group discussions.

The agenda is expected to include some of the following items:

1. Presentation by the evaluator of the preliminary main findings
2. Feedback and questions from stakeholders on the findings
3. Opportunity for implementing partners not met to present their views on progress and challenges in their locality
4. Possible SWOT exercise on the project's performance
5. Discussion of recommendations to improve the implementation and ensure sustainability. Consideration will be given to the value of distributing a feedback form for participants to nominate their "action priorities" for the remainder of the project.

Following the workshop, the evaluator will have a final meeting with senior project staff to discuss the overall conclusions of the workshop and the evaluation. After the return of the evaluator from the field, she will draft the first version of the evaluation report. The report will be forwarded for comments and finalized after receiving feedback on the first version.

#### Key Stakeholders of the Evaluation

1. ILAB/OCFT Staff
2. Headquarters
3. Pact Country Director
4. Project Managers
5. Field Staff of Pact and SIVE
6. School teachers, assistants, school directors, education personnel
7. International NGOs and multilateral agencies working in the area
8. Other child protection and/or education organizations, committees and experts in the area
9. Labor Reporting Officer at U.S. Embassy and USAID representative

10. Employers Organizations' representatives
11. Workers Organizations' representatives
12. Private enterprises directly associated with the project
13. Beneficiary children
14. Parents of beneficiary children and/or guardians including WORTH members
15. Community committees and mentors of children withdrawn or prevented from child labor
16. School committees (existing school committees which parents of beneficiary children may join)

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

## **E            Limitations**

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

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

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

## F Timetable and Work Plan

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

Activity	Responsible Party	Proposed Date(s)
Phone Interview with USDOL and Grantee Staff/Headquarters	ICF Macro, USDOL, Grantee, Evaluator	September 2010
Desk Review	Evaluator	August–September 2010
Question Matrix and Instruments due to ICF Macro/USDOL	Evaluator	October 1, 2010
Finalize TOR and Submit to Grantee and USDOL	USDOL/ICF Macro/Evaluator	September 17
International Travel	N/A	October 17
Introductory Meetings with Project Staff and National Stakeholders	Evaluator	October 18
Field Site Visits	Evaluator	October 19–29
National Stakeholder Meeting	N/A	November 2
International Travel	N/A	November 3
Post-Evaluation Debrief Call with USDOL	N/A	November 10
Draft Report to ICF Macro for QC Review	Evaluator	November 26
Draft Report to USDOL and Grantee for 48 Hour Review	ICF Macro	November 29
Draft Report Released to Stakeholders	ICF Macro	December 6
Comments due to ICF Macro	USDOL/Grantee and Stakeholders	December 20
Report Revised and Sent to ICF Macro	Evaluator	December 27
Revised Report Sent to USDOL	ICF Macro	December 28
Final Approval of Report	USDOL	January 11
Finalization and Distribution of Report	ICF Macro	February 1

## IV EXPECTED OUTPUTS/DELIVERABLES

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

- I. Table of Contents
- II. List of Acronyms
- III. Executive Summary (providing an overview of the evaluation, summary of main findings/lessons learned/good practices, and three key recommendations)

- IV. Evaluation Objectives and Methodology
- V. Project Description
- VI. Relevance
  - A. Findings—answering the TOR questions
  - B. Lessons Learned/Good Practices
- VII. Effectiveness
  - A. Findings—answering the TOR questions
  - B. Lessons Learned/Good Practices
- VIII. Efficiency
  - A. Findings—answering the TOR questions
  - B. Lessons Learned/Good Practices
- IX. Impact
  - A. Findings—answering the TOR questions
  - B. Lessons Learned/Good Practices
- X. Sustainability
  - A. Findings—answering the TOR questions
  - B. Lessons Learned/Good Practices
- XI. Recommendations and Conclusions
  - A. Key Recommendations—critical for successfully meeting project objectives
  - B. Other Recommendations—as needed
    - 1. Relevance
    - 2. Effectiveness
    - 3. Efficiency
    - 4. Impact
    - 5. Sustainability

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

The total length of the report should be a minimum of 30 pages and a maximum of 45 pages for the main report, excluding the executive summary and annexes.

The first draft of the report will be circulated to OCFT and 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 OCFT, in the form of a comment matrix, as to why any comments might not have been incorporated.

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

**After returning from fieldwork, the first draft evaluation report is due to ICF Macro on November 26, 2010, as indicated in the above timetable. A final draft is due one week after receipt of comments from ILAB/OCFT and stakeholders and is anticipated to be due on December 27, 2010, as indicated in the above timetable. All reports including drafts will be written in English.**

## **V EVALUATION MANAGEMENT AND SUPPORT**

ICF Macro has contracted with Dr. Mei Zegers to conduct this evaluation. Dr. Zegers has consulted for a number of years on health, livelihoods, local economic development, the informal economy, HIV/AIDS, and child labor. Her technical support includes project evaluations, research, monitoring and evaluation, and organizational development. She has conducted 10 studies on child labor for USDOL, ILO-IPEC, and NGOs operating in eastern and southern Africa. Dr. Zegers lived in Madagascar for six years and continues to consult there. She earned her PhD in the Social Sciences from the Free University of Amsterdam. She also holds a Doctoral degree (with honors) in Labour and Organizational Psychology and Development, Minor in Development Economics. The contractor/evaluator will work with OCFT, ICF Macro, and relevant Pact staff to evaluate this project.

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