



Independent Final Evaluation of

## **A Better Future for Mali's Children: Combating Child Trafficking through Education**

« Sininyesigi nyuman Malidenmisenw ye »

CARE Mali

Cooperative Agreement No.: E-9-K-3-0063

### **FINAL REPORT**

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## LIST OF ACRONYMS AND TERMS

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AE	Académie d'Enseignement – second tier local education authority
ANICT	National Local Government Investment Agency
ANPE	National Employment Agency
APAF	Appui à la Promotion des Aides Familiales – National NGO
CAP	Centre d'Animation Pédagogique – first tier local education authority
CCDH	Communautés Consensuelles des droits humaines – Consensual Human Rights Communities
CDV	Village Center for Development
CED	Center for Education and Development
CIRCLE through	Community-Based Innovations to Reduce Child Labor Education
CLEE	Combating Child Labor and Exploitation through Education
CLMS	Child Labor Monitoring System
CP	Conseiller Pédagogique – Local education authority officer
CSO	Civil Society Organization
CSS	
DNPEF	Direction National pour la promotion de L'Enfant et de la Famille – National Office for Children and the Family
DTT	Data Tracking Tables
EFA	
EI	Child Labor Education Initiative
FDS	Fondation Pour le Développement Au Sahel – National NGO
GAAS-Mali	Groupe d'Animation Action au Sahel-Mali – National NGO
GPRA	Government Performance Results Act
ILAB	Bureau of International Labor Affairs
ILO-IPEC	United Nations International Labor Organization International Program on the Elimination of Child Labor
M&E	monitoring and evaluation
MJT	Musow ka Jigiya Ton or Women's Hope Collective – women's savings and credit groups
NGO	Nongovernmental Organization
OCFT	Office for Children, Forced Labor and Trafficking
PDSEC	Plan de Développement Social Economique et Culturel – Development plan by sector
PMP	Performance Monitoring Plan
TOR	Terms of Reference
UNICEF	United Nations Children's Fund
USDOL	United States Department of Labor

(Cover photo – Fatsoumata Daou of Ténè explaining her picture “Off to school” featuring a colorful school bag)

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## **EXECUTIVE SUMMARY**

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0.1 In 2003, CARE signed a 4-year cooperative agreement with the U.S. Department of Labor (USDOL) to implement the project entitled *A Better Future for Mali's Children: Combating Child Trafficking through Education*. The project aimed to reduce child migration and trafficking from the regions of Mopti and Ségou by improving access to and the quality of formal and nonformal education. The project also works in Bamako to offer basic education to migrant girls working in domestic labor. CARE and its subcontractor World Vision manage the project using a range of strategies designed to achieve the four Child Labor Education Initiative (EI) goals:

1. To raise awareness of the importance of education for all children and mobilize a wide array of actors to improve and expand education infrastructures.
2. To strengthen formal and transitional education systems that encourage working children and those at risk of working to attend school.
3. To strengthen national institutions and policies on education and child labor.
4. To ensure the long-term sustainability of these efforts.

0.2 The project has concentrated on raising awareness in 128 rural communities. The project has also concentrated on strengthening the capacity of key actors to implement strategies: encouraging enrollment in formal and nonformal education and discouraging child migration to urban centers, thus reducing the risk of exposure to trafficking and exploitative labor. Key actors are members of community organizations (Village Watch Groups, Parents Associations, women's savings and credit groups [MJTs], and Home Town Associations); School Management Committees; traditional, administrative, and education authorities (village chiefs, Commune Councils, and Centres d'Animation Pédagogique [CAPs]); local radio journalists; and children themselves.

0.3 Children have become active participants in changing ideas and behaviors concerning child migration. These changes have been effected through participation in annual youth camps in each commune and a mass visit to Bamako to see the realities of urban life. The project's internal evaluation found evidence that fewer children are migrating since the start of project intervention. In addition to its community-based work, the project has developed teaching modules concerning child trafficking, migration, and labor issues. The project has also contributed to improving the quality of education through teacher training for both the formal and nonformal sectors. The project supports the implementation of existing government education and anti-child-trafficking policies; it collaborates with government ministries at national and local levels. Civil society organizations (CSOs) and the decentralized local government are strengthened through subcontracting with three national nongovernmental organizations (NGOs), which implement project activities with community organizations and local authorities at the commune and village level.

0.4 An important and effective element of project strategy is its work to enable MJTs to mobilize local savings to support children's schooling and improve the family's economic situation. This mobilization of local savings contributes to the sustainability of changes resulting from project initiatives and demonstrates recognition of the central role that poverty plays in pushing children to migrate. Work with Home Town Associations in Bamako links the project's rural and urban initiatives by increasing the capacity of these associations to (1) protect children who are from their communities who have migrated to Bamako and (2) mobilize resources to promote education in their home villages.

0.5 A midterm evaluation of the project took place in early 2006. Its principal findings were that successful awareness raising had led to a significant increase in the number of children wishing to enroll in school. However, the findings also revealed that the existing education infrastructure and qualified teaching staff were insufficient to meet the demand. This was particularly true concerning nonformal education provision. One of the evaluation's findings recommended that the project should try to expand opportunities for nonformal education to (1) encourage children out of school to remain in their communities or (2) delay migration until they were older and better equipped to look after themselves. Another finding revealed that the project did not have, at that stage, any direct beneficiaries as defined by USDOL.

0.6 This final evaluation looks at project design, implementation, management, and budget issues. It examines the impact of the project in relation to its objectives (with the aim of ensuring that children's needs are being met through current interventions) and assesses progress made since the midterm evaluation as well as strategies for the sustainability of project-initiated activities.

0.7 The evaluation found that the project has successfully increased levels of awareness of child rights, the benefits of education, and the risks related to trafficking and exploitative labor that are inherent in child migration. As noted by the midterm evaluation, there are large numbers of children wishing to enroll in school, but only limited provision. Limited provision has resulted in many communities opening nursery schools for children that the schools cannot accommodate and has also resulted in the construction of a number of new schools and classrooms across the project zones.

0.8 Nonformal education provision for children who have passed the age of school enrollment is even more inadequate. In response, the project has succeeded in leveraging funds to set up vocational training courses for 100 young people, with community support for the installation of their small enterprises in their home districts at the end of the training. The project has also helped to extend services through finding funding for the construction of three new Centers for Education and Development (CEDs) and negotiating for further professional training opportunities. While the numbers of children catered for is relatively small in comparison to the demand, these are important initiatives because they are piloting approaches that can be refined and developed in the light of experience, thus contributing to ongoing strategies to reduce child migration and develop the economic base of rural communities.

0.9 The project has succeeded in introducing the concept of direct beneficiaries that meet USDOL's criteria through a participatory process that includes identifying 6,024 particularly vulnerable children and providing them with a package of school materials to support and encourage their education. In recognition that this is not a sustainable strategy, the project has helped each commune to set up a school bookstore to provide stationery and textbooks at affordable prices, thus enabling more parents to equip their children with basic materials for school. This is an innovative community-managed initiative that may well prove replicable on a wider basis.

0.10 Activities to promote sustainability have been developed to implement a well-defined withdrawal strategy, and the project will end in December 2007 after being granted a short no-cost extension. Fieldworkers are consolidating the work of the last 4 years by helping community organizations to obtain legal recognition and to create links and networks that will enable them to develop and continue their work. A key strategy is passing responsibility (i.e., coordinating efforts to promote education and reduce child migration and trafficking) to commune authorities so that they feed into the local government development process. Recent training for community organizations has emphasized the importance of ensuring that measures for improving education infrastructure are part of the Commune Development plan and has shown participants how to develop a project proposal and look for financial and technical partners to help implement it.

0.11 Project activities in the field have been very successful, and the project team has made commendable efforts to respond to difficulties that were, to some extent, inherent in the project design. The project document reads more like a proposal than an implementation document, and several activities did not have an allocated budget. The project design failed to recognize the lack of education infrastructure in the project zones, resulting in measures to address this starting late in the project period.

0.12 A further shortcoming is poor consolidation of data measuring project indicators, which means that it is difficult to assess to what degree the project is meeting its goals. Data Tracking Tables (DTT) are confusing and important data is missing.

0.13 While project partnerships have generally been transparent and effective, there has been a degree of difficulty in communication and understanding between the project management team and USDOL. On occasions, the interchangeable use of the concepts of migration and trafficking has led to a lack of clarity concerning the target groups with which the project works. The reality is that the project works principally with at-risk children who are likely to migrate because of economic pressures if they cannot access age-appropriate alternatives, such as education or income-generating opportunities in their villages. Such migration exposes children to exploitation by traffickers and employers.

The principal recommendations resulting from the final evaluation are—

***Concerning the vocational training initiative...***

- 0.14 The project should try to introduce training modules concerning basic accounting, enterprise management, and marketing for the 100 trainees currently on nonformal education courses.
- 0.15 The project should consider how to integrate some life skills training focused on cooperation and problem solving in groups into the previously mentioned courses.

***Concerning the evaluation of project achievements...***

- 0.16 The project should carry out an analysis of the numbers of children enrolled in school in the project zones before and during the project, based either on the CAP statistics or information gathered directly from the schools concerned.
- 0.17 The project should carry out an analysis of child migration during the project period based on information collected by village watch groups.

***And concerning sustainability...***

- 0.18 During the remaining months, the project team should advocate for government provision of professional training opportunities for CED graduates in their zones of intervention.
- 0.19 The project should provide community organizations with a resource list of potential partners who might provide funding and/or technical assistance for small projects that they develop and, if possible, facilitate contact between such partners and the community groups concerned.

***For future USDOL grantees...***

- 0.20 Future USDOL grantees would be advised to look at the existing provision of both formal and nonformal education infrastructure when developing their project documents so that their proposed strategies take into account the realities of their intervention zones.
- 0.21 Projects' support for national education policy should not be limited to formal education, where policy tends to be more advanced; it should also pay attention to nonformal education policy—an area that is widely neglected but of crucial importance across the whole spectrum of development.

This report describes in detail the final evaluation of the project conducted during July and August 2006. The report was prepared by Macro International Inc., according to guidelines prescribed by USDOL's Office of Child Labor, Forced Labor, and Human Trafficking (OCFT). The evaluation was conducted and documented by Sue Upton, an independent development consultant, assisted by Djeneba Boro, a Malian research assistant, in collaboration with USDOL/OCFT staff, members of the project team, and stakeholders in Mali.

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## I. CONTEXT

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1.1 The U.S. Department of Labor (USDOL) funds international labor projects through its Bureau of International Labor Affairs (ILAB). The Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) is the office within ILAB that administers grants and contracts to organizations engaged in efforts to eliminate child labor and raise awareness about child labor issues. Since 1995, Congress has appropriated over \$470 million to ILAB to administer international child labor projects, of which \$182 million has been allocated to support efforts to address child labor through the promotion of educational opportunities for children, the basis for the creation of USDOL's Child Labor Education Initiative (EI). EI projects seek to prevent at-risk children from leaving school and entering child labor. They also seek to nurture the development, health, safety, and enhanced future employability of children around the world by increasing the accessibility and quality of basic education for working children and those at risk of entering work. The EI has four main goals:

1. *To raise awareness of the importance of education for all children and mobilize a wide array of actors to improve and expand education infrastructures.*
2. *To strengthen formal and transitional education systems that encourage working children and those at risk of working to attend school.*
3. *To strengthen national institutions and policies on education and child labor.*
4. *To ensure the long-term sustainability of these efforts.*

1.2 Migration has been a part of Mali's social fabric for centuries. It is a survival strategy for households in rural areas in the Sahel zone, which is subject to cyclical drought and crop failure. Until about 20 years ago, migration was mostly seasonal and involved almost exclusively men. However, recent crises have resulted in a greater migration rate, with a growing number of children leaving their villages, including girls with few skills and little or no education. This expanded migration has led to exploitative child labor and prime conditions for child trafficking. The Malian government has taken both legal and political measures to counteract this, including signing agreements to combat child trafficking with the governments of other countries in the subregion and the development of a National Action Plan.

1.3 An estimated 21.4 percent of children aged 5 to 14 years were counted as working in Mali in 2001.<sup>1</sup> Many, especially boys, work in agriculture, with many others, mostly girls, laboring as domestic servants. Ninety percent of domestic employees come from the rural areas, and thousands of girls migrate to urban

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<sup>1</sup> USDOL's 2005 Findings on the Worst Forms of Child Labor

centers each year to serve in domestic labor. Girls often leave home secretly (or in complicity with their mothers) with the purpose of accumulating enough money to buy materials for their bridal trousseau, and this leaves them open to exploitation by traffickers offering “help” with transport and finding work.

1.4 Child workers risk abusive and dangerous conditions and exploitative labor in Bamako and other towns. Wages are extremely low and may be withheld, paid to a family member, or paid in kind with food and lodging. Children are often beaten, raped, and accused of theft. Many work long hours, 7 days a week, and perform household tasks beyond their physical capacity. Most are illiterate, having never been to school, and are ignorant of basic reproductive health information. These factors, combined with economic dependence, expose them to the risk of sexual exploitation.

1.5 The Mali section of USDOL’s 2005 Report on the Worst Forms of Child Labor states that “in 2001, 31.7% of children ages 5 to 14 years were attending school and 75% of children who started primary school were likely to reach grade five. The quality of formal education services is poor due to inadequate infrastructure, lack of trained teachers, pedagogic materials, and use of curricula that have little relevance for students’ lives.”

1.6 This situation is gradually improving with efforts to achieve Education For All, but in spite of a progressive formal education policy (centering on the introduction of a new curriculum using child-centered approaches and mother-tongue teaching), Mali’s education system remains fragile and ill-equipped to meet the challenge. Sufficient classrooms, desks, trained teachers, textbooks, and other teaching and learning materials are all lacking, and quality still leaves much to be desired. National policies for nonformal education (including literacy and basic education for young people and adults who have missed out on the formal system) are only now being developed, and nonformal education provision is limited and poorly coordinated.

1.7 In October 2003, in response to the situation described above, CARE USA signed a 4-year cooperative agreement for the amount of \$3,000,000 with USDOL to implement the EI project entitled *A Better Future for Mali's Children: Combating Child Trafficking through Education* in selected communities in two regions of Mali and the district of Bamako.

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## **II. PROJECT DESCRIPTION**

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2.1 The project aims to reduce the incidence of child trafficking and migration for the purposes of exploitative work by improving the accessibility and quality of education in formal and nonformal schools in 128 villages in 15 communes in the regions of Mopti and Ségou and in 2 communes in Bamako. The project intends to withdraw 250 children and prevent 6,000 children from exploitative child labor.

2.2 Implementing agencies work specifically with children aged 6 to 18, parents, local education and administrative authorities, civil society

organizations (CSOs), communities, and government structures. The project expects to result in—

1. *Increased educational opportunities (enrollment) for children who are engaged in, at risk of, and/or removed from child labor, particularly its worst forms.*
2. *Greater retention in and completion of educational programs.*
3. *Expansion of the successful transition of children in nonformal education into formal schools or vocational programs.*

### 2.3 Project intervention zones:

Region	Circles	Communes	Villages
Mopti	Bandiagara	Barassara, Sangha	12
	Bankass	Diallassagou, Koulogon, Oenkoro, Segué	24
	Koro	Diankabou, Koro, Dinangourou, Youdiou	32
Ségou	San	Tènè, Dah, Diéli	36
	Bla	Falo, Fani	24
<b>2</b>	<b>5</b>	<b>15</b>	<b>128</b>
+ The District of Bamako		Communes II and VI	

2.4 The project is managed by CARE and its subcontractor World Vision using a range of strategies and approaches with four major outputs designed to achieve the EI goals:

2.5 **Output 1: Awareness Raising—Communities are informed and sensitized to take actions against child trafficking and exploitative child labor and to promote education.** The project has given young people a central role in reducing child trafficking and exploitative labor through their participation in youth leadership camps and a visit to Bamako, which served to (1) highlight the importance of education and the dangers of child trafficking and labor, and (2) discuss the concepts of children’s rights and responsibilities.

2.6 Current curriculum reform in Mali centers on enabling children to develop life skills and competencies that will serve them in the real world. The project introduced modules concerning child migration, trafficking, and exploitative labor, which complement the child rights components that are already part of the core curriculum.

2.7 Representatives of School Management Committees, Parents Associations, Village Watch Groups, Home Town Associations, and local leaders have received training to raise awareness of the issues and to develop and implement strategies to protect and educate their children and prevent child trafficking and labor. The project has facilitated the creation of local action plans, which have been incorporated into official commune development plans.

2.8 Radio spots, billboards, and sporting activities have contributed to raising awareness and door-to-door canvassing identified school-aged children in each community and encouraged parents to enroll them in school.

2.9 **Output 2: Strengthening the Quality of Education—Educational activities of formal and nonformal structures offer appropriate training for children at risk and victims of child trafficking and exploitative labor.** The project has increased the number of schools implementing the new national curriculum, which enters its third year in October 2007. Fifty-five teachers and head teachers in an additional 31 schools in the project zone are implementing the new curriculum as a result of training and materials provided by the project.

2.10 Educators in nonformal education structures have been trained in participatory teaching methods and to use teaching modules concerning child trafficking, migration, labor, and children's rights issues. Seven Functional Literacy Centers that provide basic education for girls employed as domestic workers in Bamako now teach life skills and children's rights in addition to literacy and numeracy.

2.11 The project has also offered support to educators in Centers for Education and Development (CEDs). These are state-run nonformal education centers for those who have passed the age of school enrollment. They offer 4 years of basic education, followed, in theory, by 2 years practical skills training. Village Centers for Development (CDVs) are community initiatives in the Region of Ségou, which are an adaptation of functional literacy centers for adults and which have benefited from project support.

2.12 **Output 3: Strengthening National Institutions and Policy—Key actors (communes, civil society, private sector, and government) collaborate to fight against child trafficking and exploitative labor.** The project has implemented its approach on the premise that the policies and laws necessary to safeguard children's rights and guarantee quality basic education for all in Mali are already in place. Emphasis has been placed on advocacy to obtain the necessary human and financial resources for law enforcement and policy implementation. While the project ignored the lack of any national nonformal education policy, it reinforced the national policy for formal education through its support for the new curriculum.

2.13 The project also works with the Ministry for Women, Children and the Family at a national level to support and encourage policy implementation around issues of child migration, trafficking, and labor. This collaboration has included publicity about cross-border travel regulations for children who are not accompanied by a parent, translation of relevant legal texts and international agreements into national languages, distribution of such texts and agreements in target areas, and participation in regular meetings between the Ministry and other financial and technical partners to coordinate activities and share information.

2.14 The project contributes to Mali's local government decentralization policy by increasing local awareness of the dangers of child migration, trafficking, and labor so that commune authorities are encouraged to act to protect children and develop opportunities for education.

2.15 Three national nongovernmental organizations (NGOs) are subcontracted to implement project activities in the three intervention zones: Groupe d'Animation Action au Sahel-Mali (GAAS-Mali) in Mopti, Fondation Pour le Développement au Sahel (FDS) in Ségou, and Appui à la Promotion des Aides Familiales (APAF)-Musso Danbe in Bamako. These organizations are based in their respective areas, where they will continue to work after the end of the project. These NGOs work with key actors at the community level, thus strengthening civil society organizations that have grown out of local communities:

- Home Town Associations of people from the Regions of Ségou and Mopti who are living in Bamako.
- Village Watch Groups and networks set up to prevent child migration and trafficking.
- School Management Committees and Parents Associations.
- Women's savings and credit groups.
- School Shop Management Committees.
- Children's reinsertion committees in certain villages.

2.16 **Output 4: Ensuring Sustainability via Resource Leveraging—Families of children attending formal and nonformal education act on economic opportunities.** In addition to implementing a withdrawal strategy to ensure sustainability that builds on activities under the previous three outputs, the project has facilitated the setting up of 229 credit and savings groups (known as MJTs or Women's Hope Collectives) with 8,665 members in the Regions of Mopti and Ségou. The groups enable women to organize themselves to save regularly and take loans to finance income-generating activities, financed solely by savings generated within the group, without any injection of external funds. The interest on repayments creates a growing fund that finances not only loans, but also unforeseen needs such as health emergencies. Profits help women to support their children's schooling and meet other family needs. MJT business meetings are paired with training sessions, which provide skills and raise awareness about significant issues in the women's lives. These groups now have a combined savings of 17 219 500 F CFA (about \$35,000).

2.17 In January to February 2006, a midterm evaluation of the project took place. The evaluator reported that, at that stage, there were no direct project beneficiaries that met USDOL's criteria. The evaluation report recommended the education alternatives and stressed the challenge presented by an increasing demand for both formal and nonformal education provision without the necessary infrastructure to meet it.

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### **III. EVALUATION OBJECTIVES**

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3.1 The evaluation looks at the project as a whole and its overall impact in relation to the targets and objectives stated in the cooperative agreement and project document or introduced during the course of the project. Project activities are reviewed and assessed with regard to their relevance, effectiveness, efficiency, and sustainability, addressing issues of project design and implementation, lessons learned, reliability, and recommendations for this and future projects.

3.2 Overall, the evaluation aims to—

- Help individual organizations identify areas of good performance and areas where project implementation can be improved.
- Assist OCFT to learn more about what is or is not working in terms of the overall conceptualization and design of EI projects within the broad OCFT technical cooperation program framework.
- Assess the degree to which objectives relevant to the country-specific situation they address have been achieved.
- Assess progress in terms of children's working and educational status (i.e., withdrawal and prevention from the worst forms of child labor; enrollment, retention, and completion of educational programs).

3.3 Specifically the evaluation will assess whether—

- The program is effectively achieving its intended objectives.
- The results can be explained by some alternative process.
- To what degree change occurred at the program or beneficiary level that can be attributed to the program.
- The program efficiently uses resources to produce the intended impacts as compared to alternative sources.

3.4 To achieve these objectives, the various aspects of the project are divided into five categories:

#### **A. Project Design Issues**

3.5 The evaluation assesses the strengths and weaknesses of the overall project approach and strategy and the extent to which the project complements government initiatives. It looks at the validity of the theory that child trafficking will be reduced or prevented by improving awareness, working with Village Watch Groups, and introducing new curricula into schools.

#### **B. Project Design/Implementation Issues**

3.6 This section assesses to what degree the project supports the four EI goals and had, at the outset, realistic purpose and outputs. The monitoring and

evaluation (M&E) tools developed to measure project's progress are reviewed, as is the issue of project coherence with USDOL's common indicators and the effectiveness and efficiency of measuring these indicators within the project context. The late introduction and tracking of direct beneficiaries is discussed alongside the sustainability of recently introduced nonformal education initiatives. The effect of project activities funded by other partners is analyzed and assessed.

### **C. Partnership and Coordination**

3.7 The evaluation looks at four aspects of project partnership and coordination. The first is the relationship between the organizations responsible for project management, coordination, and implementation. The second is the relationship between the project and government departments. The third is the partnership with community-based organizations, particularly Village Watch groups and the effectiveness and sustainability of their work. The fourth is the relationship between the project and other anti-child-trafficking initiatives in Mali, including other USDOL-funded initiatives.

### **D. Management and Budget**

3.8 The management strengths of the project and any technical or financial management areas that could be improved are assessed, alongside the project's degree of success in leveraging non-project resources. The evaluation seeks to identify any lessons in this area that can be learned for this type of project in the future.

### **E. Sustainability and Impact**

3.9 The evaluation looks at the steps that have been taken to promote sustainability and continuation of education strategies for combating child labor beyond the life of the project, in relation to its initial strategy for sustainability. It goes on to assess the project's impact on individual beneficiaries, partner organizations, and government and policy structures in terms of systemwide change on education and child labor issues. Finally the evaluation considers what lessons can be learned from the project in terms of the sustainability of its interventions.

3.10 The primary purpose of the evaluation is to learn what has and has not worked well during the life of the project, which may have implications for the remaining months of the project itself or for the OCFT initiatives in general. The evaluation is an objective inquiry, which seeks to enable any necessary corrective action to be taken and successful aspects of the project to be reinforced. Ultimately, the purpose is to assure that children's needs are being met through project interventions. It is, above all, a learning process.

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## **IV. EVALUATION METHODOLOGY**

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4.1 The evaluation was carried out by the evaluator and a Malian research assistant, assisted by the project team, who provided logistical assistance, information, and analysis concerning project activities. While the evaluation looks at the impact of the project overall, the major emphasis is placed on the period since the midterm evaluation was conducted, early in 2006.

4.2 Before starting work, the evaluation team had the opportunity to meet with CARE, World Vision, and the implementing NGOs during a workshop in Bamako. This enabled a choice of site visits based on—

- The time available, the distance between sites, and the fact that it was the rainy season.
- The decision to concentrate on fewer sites and more in-depth coverage of target groups, as opposed to wide geographic coverage and more time spent in traveling. The sites chosen included both larger and smaller villages as well as those where the project has had greater and lesser success, including one village where the project has not worked at all, with the idea of getting a sense of the project's starting point.
- A plan to visit four out of the five circles covered by the project.

4.3 The evaluation consisted of three main phases. Initially there was a desk review of relevant documents, including the cooperative agreement, project document, technical progress reports, the Performance Monitoring Plan (PMP), data tracking tables, work plans, and the baseline and final quantitative research studies. With the lead evaluator based in Mali, interviews with stakeholders in the United States were conducted via e-mail and telephone. A conference call with the OCFT project manager enabled a clear understanding of the Terms of Reference (TOR) as well as particular concerns and expectations for the evaluation to be established.

4.4 The second phase consisted of interviews with small groups and key informants at all levels. During this phase, the lead evaluator interviewed representatives of the Ministry of Education and the National Office for Children and the Family. The evaluator sent a brief questionnaire to CARE's U.S. office and to World Vision's Mali HQ to facilitate their input into the evaluation process. The evaluators made an 8-day field trip to the Regions of Mopti and Ségou, where they visited six communities. On their return, they visited project stakeholders in Bamako. All together, they talked to 150 people at the community level, made up of the following representatives:

- 58 boys and 37 girls in formal or nonformal education programs.
- 5 teachers from both formal and nonformal education establishments.
- 6 women and 11 men, members of Parents Associations or School Management Committees.

- 3 women and 9 men, members of Village Watch Groups.
- 9 members of MJT.
- 5 subprefects, village chiefs, or other local leaders.
- 7 people from the village of Bodio, where the project has not intervened.

There were 31 other stakeholders:

- 4 Representatives from local education authority offices (CAP in Koro and Bla).
- Representatives from GAAS-Mali (3), FDS (5), and APAF (4), the implementing NGOs in Mopti, Ségou, and Bamako.
- 8 members of the project team from Care and World Vision based in Bamako.
- World Vision's supervisor in Bla.
- 5 representatives of Home Town Associations.
- The former project director who now works for the United Nations Children's Fund (UNICEF).

4.5 In the communities that they visited, the evaluator and her assistant facilitated semistructured interviews with groups of boys and girls, parents, local leaders, and teachers (including School Management Committees, Parents' Associations, Village Watch groups, and MJTs) to discuss child labor and education, the changes associated with project initiatives, and visions of the future. This enabled the evaluators to assess the degree of community involvement and ownership of project activities, their level of satisfaction concerning project achievements, and approaches and attitudes concerning education and child labor, migration, and trafficking. Young people on project-sponsored vocational training programs were visited in order to observe the gender and general age of participants, the atmosphere and dynamics between staff and young people, the quality and content of the activity they were engaged in, the physical environment, materials, and facilities available (i.e., whether the activity seemed appropriate to meet the objectives for which it was designed). However, as the evaluation took place during the holiday period, it wasn't possible to visit either schools, nursery school, CDVs or CEDs.

4.6 NGO personnel were present to facilitate introductions. In all but two cases, they then withdrew, leaving the evaluators to carry out the interviews. The assistant evaluator acted as interpreter for community interviews, which were held in Bambara. One group of children were asked to make drawings to illustrate key project messages, and they produced a series of colorful drawings depicting children working and attending school. They presented and explained these to the group of adults taking part in the evaluation interviews. This enabled the evaluators not only to see how some children interpreted the project but also to witness the relationship between children and adults in the community concerned.

4.7 The final phase of the evaluation was the presentation of the broad findings to a meeting of stakeholders that took place in Bamako. Twenty-seven people attended, representing key stakeholder organizations plus several independent resource people familiar with the issues and the zones of intervention. The first part of the meeting was used to present and discuss the findings. The second part consisted of an exercise using a Venn diagram to represent the relationship between partner organizations represented. The input from this meeting contributed to the content of the evaluation report.

4.8 **Limitations of the Evaluation.** While every attempt was made to include at the all aspects of the project in the evaluation process, there were limitations to how much was possible, the principals of which were—

- The time available permitted visits to only a limited sample—6 of the 128 villages—where the project intervenes.
- The period of the evaluation coincided with the rainy season, which limited the areas that were accessible. Two of the communities that the evaluators had planned to visit were impossible to reach because of rain. The evaluation also took place during school holidays, which made it impossible to visit schools, CEDs, and CDVs.
- The lack of consistent quantitative data beyond that concerning direct beneficiaries made it difficult to make an analysis of the broader project impact (i.e., on school enrollment across the project zones) by comparing data from before and after the period of intervention.

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## **V. FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS**

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5.1 The evaluators visited Bodio, a village in Mopti Region where the project has not intervened. A group of men and women responded to questions about aspects of life in the community concerning children, education, migration, child labor, and child trafficking. A mother explained that children should sleep under mosquito nets, be enrolled either in state or Koranic school, and learn to respect their parents. To become a man, a child needs to learn a trade or, failing that, become a farmer in order to support his family. In Bodio, boys look after the animals from the age of 7 or 8 and start working in the fields from between 9 and 12. Girls learn to cook and wash clothes and perform other household tasks at the age of 13 or 14; most of them go to work in urban centers to earn money to buy their marriage trousseau. Boys also migrate in search of money.

5.2 While it is seen as important to send children to school, reasons linked to poverty and the need for manual labor at home and in the fields limit the number of children enrolled. Many migrating children go to stay initially with people from the village who help them to find work. Everyone in the group was aware of the dangers that these children faced, including non-payment of wages, false accusation, overwork, unwanted pregnancy, the lack of a father for the resulting children, and attempts at abortion that can lead to the death of the mother. Migration also leads to a lack of manual labor in the family, but as there is little possibility of amassing a trousseau or other desired commodities in the village, it

was seen as somewhat unavoidable. In years when there are bad rains, both adults and children are forced to migrate simply to survive. As one woman put it: "If our girls migrate it is one set of problems but if they don't it's another."

5.3 One young man explained that children shouldn't do work beyond their physical capabilities. For example, they shouldn't carry heavy loads on their heads, because this could make them ill or affect their growth. In Bodio, children learn bit by bit by copying the work they see their parents doing; this is part of their social and cultural education. A girl of 15, for instance, is expected to be able to do everything that her mother can do. The group, however, did recognize that some migration is an attempt to escape from the hard work of village life in the hope of finding something better.

5.4 With regard to child trafficking, a group in Bodio has heard about it on the radio. They have also heard about four boys from the village who, long ago, were victims of trafficking in Cote d'Ivoire. The boys managed to escape and make their way home. However, the group was certain that there was currently no trafficking of children from Bodio. They said that all the children who leave keep in contact with their families by letter or phone.

5.5 The attitudes and points of view expressed during this interview are indicative of the point of departure for the project. It is in villages like Bodio that project activities began 4 years ago. One way of assessing the impact of these activities is to make a comparison between a village such as Bodio and communities where the project has been working.

5.6 This section examines and analyzes project strategies and activities. Findings, conclusions, and recommendations are grouped in the five categories identified under the evaluation objectives:

- Project Design
- Project Design/Implementation
- Partnership and Coordination
- Budget and Management
- Sustainability and Impact

5.7 The findings of the evaluation are organized around the questions posed by USDOL in the TOR, taking the opportunity to not only respond to each question but to expand on the issues concerned as appropriate. Any additional findings are covered after the responses to the questions. Conclusions and recommendations complete the evaluation of the relevant issues.

## **A. Project Design Issues**

### **Responses to specific questions raised by USDOL**

1. *How does the project's design fit into overall government programs to prevent children from working in exploitive labor and to combat child trafficking?*

A1.1 The design of the Mali EI project fits well with government programs to combat child trafficking and prevent exploitative labor. The project is making

significant contributions to national policy through its membership of the National Committee to Combat Child Labor and Trafficking. Project personnel contribute to the development and monitoring of the National Action Plan, and they have participated in preparing the documentation for agreements signed with neighboring countries to combat child labor and trafficking. The basis of these activities is a good collaborative relationship between the project team and the National Office for Children and the Family (DNPEF), which enables experience gained during project implementation to feed into national policy and practice.

A1.2 The project built on Village Watch groups (CSS) initiated by the DNPEF in collaboration with UNICEF, sometime before the project began. These groups were initially convened to monitor the movements of strangers and children within their communities and raise public awareness of child trafficking. In communities where such groups were already in existence, the project expanded their brief and worked to build their capacity, as they were, at that stage, somewhat isolated and operating with little or no support. In communities where no CSS existed, the project helped them to become established. A recent national DNPEF evaluation revealed that the Mali EI project supports more functional CSS groups than any other organization, and these groups are intended to serve as models and focal points in an attempt to create a broader national network.

A1.3 Legislation to stop the movement of children across national frontiers without parental authorization has been publicized by the project in its intervention zones. The project also attempts to ensure that the documentation is available and understood by local authorities. The translation of a number of documents concerning children's rights and other issues into local languages has also been funded—another notable project contribution to government initiatives.

A1.4 The introduction of the new national curriculum in primary schools has been supported by funding for training, materials, and local authority supervision for 55 teachers and head teachers in schools in the project zone, resulting in the curriculum being taught in an additional 31 schools. The curriculum is a central feature of national education policy and integrates a broad range of life skills with child-centred learning. All support for this enormous undertaking is important in meeting the challenge of achieving EFA and contributes to the provision of more relevant education for Malian children.

A1.5 Project support for nonformal education is perhaps even more significant: It is here that the government is least effective. In addition to providing training for 42 educators in state- and community-run nonformal education centers, the project has recently initiated a series of professional training opportunities for older children in recognition of the complete lack of such provision, which encourages them to migrate to urban centers. Many of the 100 participants are graduates from the government's CEDs, which have failed to provide the 2 years professional training that they promised.

A1.6 In addition to project-specific activities, the Mali EI team contributes to the organization of various national events. These events provide an opportunity to raise awareness about child labor, trafficking, and education, such as the Day of the African Child and similar national, regional, and international days.

A1.7 In spite of this broad range of activities (complementing, encouraging, and supporting government programs), the project team pointed out that there are problems with the functionality of many state organizations, which are beyond their capacity to resolve. These include underfunding and lack of capacity, which combine to limit effective and dynamic policy implementation. If there is an additional area where the project might have tried to influence national policy development, it concerns nonformal education, which remains uncoordinated and largely within the domain of the NGO sector. Leaving this aside, however, project design and implementation presents as being extremely well integrated with related government programs.

1. *To what extent does the project's design theory that child trafficking will be reduced or prevented by improving awareness, working with Village Watch Groups introduced by the Malian government, and introducing new curriculum at schools seem to be true?*

A2.1 The theory behind the project design was that if children have access to formal or nonformal education in their own communities, they would be less likely to migrate to urban centers to find work. Raising community awareness about the importance of education and the dangers of migration (including exposure to trafficking and exploitation) would encourage children and parents to access education and/or postpone migration until an older age. Through access to education and awareness-raising activities, children would become better able to protect themselves and be encouraged to develop skills that offered them more choices for the future.

A2.2 One of the project's principal strategies was the revival or creation of Village Watch groups (and their subsequent training and support) to enable them to become autonomous and recognized structures with clearly defined roles and responsibilities. Another key project strategy was improving quality and relevance of education through support for the introduction of the new national curriculum in schools in the project zones and the development and introduction of teaching materials concerning child rights, child trafficking, child labor, and the realities and risks of migration.

A2.3 The overwhelming impression when visiting communities where the project works is that the strategies described above have been generally successful. Village Watch groups (alongside Parents Associations and School Management Committees) are working to promote education and child rights and to discourage child migration and the presence of any child traffickers in their villages. They are respected and recognized within their communities, and are in the process of establishing formally registered commune-wide networks with action plans supported through financial contributions from their communities.

A2.4 While no overall statistical analysis exists, villages visited during the evaluation all said that more children are enrolled in school and, in some cases, all children of an age to start school are enrolled. This was supported by the findings of recent research carried out by CARE's M&E unit, where representative samples of selected communities in project villages overwhelmingly expressed the view that school enrollment has increased significantly. There are, however, some constraints to accessing education due to the lack of infrastructure and the fact that the new curriculum limits class size to

70 students. Some communities have coped with excess demand by opening nursery schools. Where older children are concerned, there is very limited access to nonformal education opportunities, and the project is providing professional training for 100 young people in response to this gap in provision. While this only scratches the surface, it is piloting a possible model for future interventions.

A2.5 There is evidence that the level of child migration is declining, both from information collected by Village Watch groups (many of which register the names of children leaving and returning to their villages) and from research carried out by CARE's M&E unit. CARE's M&E unit found that 3.2 percent of children between 6 and 18 had left their village for a period of 6 months or more during the preceding year as opposed to 4.2 percent in 2004. It would be interesting to carry out this analysis looking specifically at the age 10 to 18 range, when children have a greater tendency to migrate.

<b>Villages in the project zone</b>	<b>Girls</b>	<b>Boys</b>	<b>Total</b>
Migration between 6 and 18 years old in 2004	2.8%	5.8%	4.2%
Migration between 6 and 18 years old in 2006/2007	2.0%	4.2%	3.2%

A2.6 A decline in migration suggests a decline in exposure to trafficking. This pattern is supported by anecdotal evidence suggesting that traffickers are less inclined to target villages where Village Watch groups actively discourage their presence. While this may mean that their activities are simply being displaced elsewhere, it is good news for the communities concerned.

## **Conclusions**

A3.1 Overall, there is significant evidence to support the design theory on which the project is based, but it has to be recognized that this is still very much a work in progress. Migration is a survival strategy in the face of climatic variation and economic reality. Project design focused on awareness raising and education as strategies to prevent children from being exposed to trafficking and exploitation when they migrate, and these strategies have shown themselves to be successful. However, the lack of adequate education infrastructure and vocational training opportunities threatens the ongoing impact of project interventions and makes the work of community organizations with limited material resources quite challenging, whatever their degree of commitment and enthusiasm.

## **Recommendations**

- A4.1 Future USDOL grantees would be advised to look at the existing provision of both formal and nonformal education infrastructure when developing their project documents so that their proposed strategies take into account the realities of their intervention zones.
- A4.2 Project support for national education policy should not be limited to formal education, where policy tends to be more advanced, but should also pay attention to nonformal education policy—an area that is widely neglected but of crucial importance across the whole spectrum of development.

## **B. Project Design/Implementation**

### **Responses to specific questions raised by USDOL**

1. *Does the project design seem to be adequately supporting the four EI goals? If not, which ones are not being supported, and why not?*

B1.1 The project design supports all four of the EI goals, although the predicted nature of this support has probably changed slightly over the period of project implementation. Where EI Goal 1 is concerned, raising awareness about the importance of education has resulted in increased demand for education and has prompted the mobilization of an array of actors to improve and expand the existing provision, an aspect that was not anticipated in the project proposal. A non-exhaustive list of examples appears in Annex C. Under EI Goal 2, the project supported the introduction of the new national curriculum in its intervention zones and offered support and training to educators in both state- and community-run nonformal education centers. There are no examples of the project directly assisting children to transition from nonformal to formal education. However, with this objective in mind, the project has informed communities of opportunities for accelerated learning that is offered by NGO partners of the Stromme Foundation in a limited number of locations. To contribute to EI Goal 3, the project works principally with the Ministry of Education and the Ministry for Women, Children and the Family, as described in the first question of the previous section. The project is based on strategies to empower, inform, and build the capacity of community-level organizations to ensure the long-term sustainability of its efforts, in support of EI Goal 4.

2. *Were the project purpose and outputs realistic?*

B2.1 The project's purpose is the following: "Children at risk and victims of child trafficking in intervention zones participate in formal and non-formal education programs," which has proved broadly realistic within the constraints of the educational provision available, as previously mentioned. The project has worked principally with children at risk and with very few victims of child trafficking. This is partly because there was no budget allocation to work specifically with trafficked children returning to their home villages, as proposed in the project document. The project did work with 65 children who had left their villages but were returned home and integrated back into schools and CEDs in five communes between 2004 and 2006.

B2.2 The terms "trafficking" and "migration" are used somewhat interchangeably in project documentation, but they are clearly not the same thing. One example is the continued reporting on young female domestic workers in Bamako under the heading "Number of trafficked children reinserted in nonformal educational programs in the intervention zones" when these are girls who have migrated to Bamako.

B2.3 The four project outputs closely mirror the four EI goals, and they are listed under the project description section on pages 3 to 5 of this report. The output that has proved to be somewhat unrealistic is Output 2 ("Strengthening the quality of education: Educational activities of formal and non-formal structures offer appropriate training for children at risk and victims of child

trafficking and exploitative labor”), due to the paucity of appropriate nonformal education offered for children at risk of child trafficking and exploitative labor. It is challenging to strengthen the quality of something that exists in very few communities. The project document was overly ambitious in the number of both formal and nonformal educational establishments it hoped to target and the number of children that it planned to directly affect. Once the situation became apparent, the project team went to great lengths to mobilize resources to expand nonformal provision. The results are discussed in more detail under question 12 of this section.

3. *In terms of project purpose, is the project able to accurately measure results in terms of USDOL common indicators (withdrawal and prevention)? If not, why not?*

B3.1 Prior to the introduction of direct beneficiaries during the 2005–2006 school year, the project was unable to measure results in terms of USDOL common indicators of withdrawal and prevention because none of the children that the project was working with fulfilled USDOL’s criteria; this was because the children were not receiving “direct educational services.” In 2005, 3,021 particularly disadvantaged children who were enrolled in education programs were identified by their communities, and these children received direct educational services provided by the project in the form of a package of school materials. A further 3,003 children were similarly identified in 2006, giving the project a total of 6,024 direct beneficiaries, all of whom fall into the category of “prevented.” The monitoring of these direct beneficiaries is described below under question 4.

B3.2 The TOR for this evaluation states that the project targets are to work with 6,000 children under the category of “prevented” and 250 under the category of “withdrawn.” There, prevented children are covered above, but some clarification is required concerning the proposed 250 withdrawn children. During the elaboration of the initial project documents, the project team thought that the domestic workers in Bamako could be counted under this category, but this is not in fact the case. While they receive direct educational assistance and are working under better conditions, it is not clear that they are working shorter hours; hence, they do not fit the criteria for being withdrawn. They attend their basic education classes in the evening after having done a full day’s work. However, the project is certainly aware of this, as it has never started reporting on these girls on the Government Performance Results Act (GPRA) data form, but has included them in the Data Tracking Tables (DTT) measuring overall project indicators.

4. *Are the common indicators database (developed by USDOL and used by implementing organizations) the appropriate vehicle by which to measure and aggregate results? What types of financial and level-of-effort burden is it placing on implementing organizations?*

B4.1 The project does not find the STS database provided by USDOL useful within the project context, but continues to use it to insert the data collected through questionnaires. The team appreciates it as a good initiative, but it does not enable them to report as efficiently as they were expecting. There is a degree of uncertainty about what should be done with the data thus entered; there is no

longer any external demand (apparently at one stage it was sent to Juarez, but this is no longer required). The M&E team explained that it took them a long time to enter the information and that the STS software doesn't enable any data analysis, so they use a different spreadsheet software for this purpose.

B4.2 Project fieldworkers make visits to each direct beneficiary at home and at school on a biannual basis (every 6 months) to complete a tracking form for each child. The general section of the form records the child's name, sex, age, ethnic origin, the names of his/her parents, village of origin, and date of enrollment in the educational program concerned. It also records if the child is able to read and write, and if he or she has ever migrated elsewhere and, if so, the most recent destination. The monitoring section records—

- Type of educational program that the child is enrolled in (formal, CED, Literacy center or other).
- Child's current grade.
- Child's attendance status (unknown, attending the program, completed, dropped out, or other).
- Child's average mark during the term concerned (his or her place in class).
- Whether the child is working or not.
- Type of occupation (agriculture, animal rearing, house work, other).
- Whether the child receives any money for working or not.
- How many hours the child has worked during the preceding week.
- Child's weekly income.

B4.3 These forms are sent to Bamako where the information is entered into the project database. This process serves to provide the data for TPR reports to USDOL, but makes a limited contribution to project impact in the field as developing formalized community-based monitoring—Child Labor Monitoring System (CLMS)—of individual children is not part of project activities. However, it does serve to draw attention to cases of child migration as demonstrated by the meeting described above. While the process is certainly time consuming, it is carried out by project personnel in the course of their duties, so additional costs are limited to fuel and the time and effort expended that cannot then be used for other activities.

*Exerpt from NGO report in June 2007*

***Problem of direct beneficiaries' migrating:***

*On the 23rd of March 2007, we met four key actors (the village chief, the president of the Parents Association, a member of the Village Watch group, and a traditional leader) in Manzona to talk about the migration of eight direct beneficiaries (four girls from the first cohort and four girls from the second cohort).*

*We at the meeting agreed to inform the communal authorities of what had happened and ask the parents of the children concerned to pay back the value of the school kits. One child has been located and has resumed her studies.*

B4.4 It is necessary to keep in mind that this project was designed to focus on raising levels of awareness concerning child rights and child labor so that school attendance might increase in whole communities and that the project has been extremely successful in doing this. The addition of specific children identified as direct beneficiaries after the midterm evaluation provided a more individualized focus in addition to the community development approach inherent in the design of the project. Monitoring of these direct beneficiaries by project fieldworkers is an addition to the work done by Village Watch groups, School Management Committees, and Parents Associations. These groups have organized themselves to ensure that all children in the community are monitored and encouraged to access education when available and that children are protected from the dangers associated with trafficking and child labor. These are small communities and most people cannot read and write, so this monitoring does not translate into formalized data, but is no less effective because of that. The case in the text box is one of a number of similar examples recounted during the evaluation. While project workers do not systematically visit work sites, key community actors are aware of what is going on in their communities and monitor children's activities as part of their overall child protection strategy. This includes talking to the parents of children who are perceived to be at risk, and some communities apply sanctions to parents who fail to comply with locally introduced byelaws.

*5. What other major design/implementation issues should be brought to the attention of the implementing organization and USDOL?*

B5.1 The project design failed to take into account the lack of existing infrastructure providing formal education and the minimal opportunities for nonformal education (including vocational training) in the project zones. It didn't recognize that successful awareness raising would result in excess demand for education in the face of limited supply. The result is that measures to increase infrastructure and vocational training opportunities have been concentrated during the latter part of the project, leaving less time for them to become established. On the positive side, the initial oversight resulted in successful leveraging of additional financial resources and creative responses to the situation, which are further discussed under questions 9 and 12 later in this section.

B5.2 In several instances, the project document was overly ambitious in what could be achieved with the money available. No budget was allocated for work with trafficked children returning to their communities, and initial plans to offer teacher training proved to be overly ambitious. While the project successfully supported the introduction of the new national curriculum during its first 2 years, this did not continue into the third year; in addition, some of the planned training for educators in nonformal education did not take place, because it proved too expensive. The project successfully financed and organized training for 42 CED and CDV educators in 2004, but the team then decided to support any government-organized training in the future with the remaining funds. As no new CEDs were subsequently opened in the project zone, there was no subsequent government training, so the funds were reallocated to the Consensual Human Rights Communities (CCDH) activity. While these are not major issues in terms of the project as a whole, they left some CDV educators expecting training that never materialized and some lack of clarity about project commitments among local education authority staff.

B5.3 One of the project's important achievements is the introduction of MJT savings and credit groups, which were established to enable women to improve their economic situation and to contribute to the costs of their children's education. Members report that the groups have successfully done this; they also say that one of the most important aspects of membership is the social cohesion and solidarity with other women that it brings. In addition to supporting the schooling of their own children, these groups have contributed to the establishment and operation of school canteens and other community initiatives. In spite of USDOL being unable to support income-generating activities, the project has found an appropriate and effective way to address the poverty that is at the root of child migration in the project zones. Increasingly, this approach, developed by CARE, is being widely adopted and could serve as a valuable model for other EI projects.

B5.4 Another aspect of the project that deserves to be mentioned is the Bamako-based work that complements activities in rural communities. The project has offered basic education and support to 756 young female domestic workers, helping them to establish better wages and working conditions, resolve disputes with their employers, and attend regular classes to expand their horizons, thus equipping them to better protect themselves and plan for the future. This is a long-term child protection strategy in that many of these young women will return to their villages and are likely to become better mothers because of project intervention. Several of those interviewed during the evaluation said that they hoped to return home permanently after vocational training provided by the National Employment Agency, whereas others said they planned to go home but to return periodically to work in Bamako. The project's Bamako-based work includes capacity building of Home Town Associations, which are the contact points for many young people when they first arrive in Bamako. Work with these associations is improving their capacity to address the risks faced by young people and to support the development of village-based opportunities.

B5.5 This aspect of the project tends to be overshadowed by the work in rural communities. While the girls concerned are neither withdrawn from nor prevented from work, they are benefiting from direct educational services, without which they would be more exposed to exploitation and abuse. Their situation is far from ideal, but project support is a step in the right direction, as is the increased capacity of Home Town Associations to take more responsibility for the well-being of children from their villages.

6. *Has the project developed tools and systems to monitor and evaluate project performance? How effective are these tools and systems?*

B6.1 It has to be said that this is the project's weakest aspect. The USDOL midterm evaluation found that the PMP lacked clarity, but there has been no attempt to revise or improve it and it seems to now serve little useful purpose—many of the indicators are described inaccurately. Since it started reporting on direct beneficiaries, the project has abandoned its initial indicators and targets for enrollment and its persistence in nonformal and formal education programs in villages where it intervenes. This seems to have been due to an incorrect perception that USDOL is only interested in indicators concerning direct

beneficiaries. However, to limit reporting in this way, especially when the project has worked to increase access to education on a broad basis, means that a quantitative assessment of any changes in school enrollment rates is lacking, which makes it difficult to assess the true impact of much of the work that has taken place.

B6.2 There is, perhaps, a lesson related to project ownership to be learned from this experience. Ideally, a project is owned to some degree by all its stakeholders, each group having different needs and priorities. If the priorities of one stakeholder are allowed to override those of another, it is likely to be to the detriment of the project as a whole. In this case, there is a clear sense of project ownership among key community actors, many who perceive “DOL” as referring to their own organizations, but it is difficult to understand why the project management team stopped reporting on the very indicators that may show the greatest impact of their work. While the project has belatedly provided some direct beneficiaries, there is still no real understanding of why USDOL operates such a system and how it can be integrated into activities without distorting overall project design. USDOL reports consistently, explaining the purpose and reporting requirement for GPRA, via presentations at the Annual Grantee workshop, through correspondence with the project, and through the GPRA section of the sample TPR, so it is difficult to understand what has gone wrong. As NGOs are still collecting enrollment information in the field and data is also available from local education authority records, it is not too late to carry out an analysis, which might well provide significant evidence of project performance.

B6.3 The project has carried out three research studies in sample populations in the project intervention zones. The first was a study to establish baseline data for a number of indicators, and midterm and final evaluations took place to measure progress. A good deal of effort has gone into these studies, and, while there are some methodological weaknesses, they indicate, among other things, an across-the-board rise in levels of awareness concerning child rights, child labor, and trafficking as well as the importance of education.

B6.4 It is difficult to make sense of the data measuring project outputs as reported in the TPRs. Some baseline data and targets are missing, totals for the life of the project are not calculated, and there are clearly errors in the way the data relating to Output 2 has been entered (see table below).

*A Better Future for Mali's Children:  
Combating Child Trafficking through Education Project*

<b>Output 2: Educational activities of formal and nonformal structures offer appropriate training for children at risk and victims of child trafficking and exploitative labor in project zones.</b>										
<b>Indicators</b>	<b>Baseline</b>	<b>Target / Actual</b>	<b>Period 1* Mar 04– Aug 04</b>	<b>Period 2 Sep 04– Feb 05</b>	<b>Period 3 Mar 05–Aug 05</b>	<b>Period 4 Sep 05– Feb 06</b>	<b>Period 5 Mar 06– Aug 06</b>	<b>Period 6 Sep 06– Feb 07</b>	<b>Period 7 Mar 07– Aug 07</b>	<b>Total</b>
2.1. Number of formal educational programs in the project zone implementing the new competency-based curriculum promoted by the PRODEC.	0	Target	0	24		40	40	40		
		Actual	0	N/A	0	31	31	31		
2.2. Number of teachers in project zones using the new competency-based curriculum, life skills (health, nutrition, socioeconomics, leadership, and peace) and modules related to the fight against child trafficking and exploitative labor.	0	Target	0	40		200	200	200		
		Actual	0	N/A	0	55	55	55		
2.3. Number of CEDs and other nonformal educational programs in the intervention zones offering practical training related to child trafficking and exploitative labor.	0	Target	0	15		30	30	30		
		Actual	0	N/A	NA	5	5	5		

The above is a copy of the report for Output 2 in the March 2007 TPR. The principal error is reporting under indicator 2.3. During the evaluation the Project Director explained that the project works with 26 CEDs and 15 CDVs. In 2004 and early 2005, the project organized and financed training workshops for 90 teachers working in formal and non-formal education in the project intervention zones – so it is hard to believe that only 5 non formal education institutions are utilising this training in their programs, and this does not tie in with information from project field workers. It seems probable that this refers only to the 5 literacy centres in Bamako.

B6.5 Both USDOL (in response to the March 2007 TPR) and the evaluator (during her meeting with the M&E team) have asked for clarification and updated information; only limited information has been provided. It is a pity that the hard work carried out to collect data in the field and report it to the project team is not reflected by efficient data consolidation by the M&E team; that hard work would enable an assessment of whether the project is meeting its targets. It has to be concluded that while the project has developed effective tools to monitor and evaluate project performance, the final stages of the system are not working effectively because the necessary data is apparently not available. The evaluator has attempted to compile an overview of the data available both before and after

the midterm evaluation, when the project stopped reporting on a number of its indicators in favor of data concerning direct beneficiaries only (see Annex G).

7. *USDOL considers direct beneficiaries those children that are withdrawn from or prevented from exploitative child labor and provided with direct educational services through the project. Has the project been able to accurately collect and track data on its direct beneficiaries and report on USDOL common indicators (withdrawal, prevention, retention, and completion) thus far? Please discuss how successful the project was at adapting its design to reach direct beneficiaries.*

B7.1 Since the introduction of direct beneficiaries, the project has been able to accurately collect and track data on these children and report on the USDOL common indicators. Project fieldworkers monitor the progress of the 6,024 direct beneficiaries in school (attendance and results) and their work status (hours worked and type of work) on a biannual basis through school and home visits. The Bamako team consolidates this data for the TPR to USDOL.

B7.2 In order to introduce the concept of direct beneficiaries, the project initiated a participatory process through which communities identified a range of disadvantaged children in formal and nonformal education programs. This started with letters from CARE and World Vision informing prefects, commune and education authorities, and Parents Associations that school kits were to be distributed. Field staff then coordinated local committees made up of village chiefs, teachers, and representatives of Parents' Associations, which identified disadvantaged children who would most benefit from some additional help to attend school. The boys and girls identified attended CDVs, CEDs, and state and community schools. However, children attending medersas were excluded, apparently due to the misperception of project staff that USDOL might not appreciate its money being directed toward schools supported by Arabs, or might confuse medersas with koranic schools. This was a source of discontent for at least one imam, and the evaluator also finds that it sends an unfortunate message to exclude one group of children in this way, with no real basis for doing so. Medersas are faith-based schools where some Muslims choose to send their children. Whereas they were once focused on teaching the Koran, they now cover a broad-based curriculum, are monitored and supported by the Ministry of Education, and fall within the national education system. While it is possible that a medersa may receive support from an Arab country, this is not the case for all such schools. USDOL does not discriminate either for or against any religion or ethnic group. Recipients of USDOL awards have included a broad range of organizations including those that are faith-based.<sup>2</sup>

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<sup>2</sup> The U.S. Government is generally prohibited from providing direct financial assistance for inherently religious activities. The grantee and its subcontractors may work with and partner with religious institutions; however, Federal funding provided under a USDOL-awarded Cooperative Agreement may not be used for religious instruction, worship, prayer, proselytizing, or other inherently religious activities. Neutral, nonreligious criteria that neither favor nor disfavor religion were employed in the selection of Cooperative Agreement awardees and must be employed by the grantee in the selection of subcontractors. This provision must be included in all applicable subcontracts issued under the Cooperative Agreement – MPG for USDOL EI projects (page 13).

B7.3 Materials for the school kits were delivered to each commune where a committee of local, education, and traditional authorities worked with project fieldworkers to distribute the materials to the various villages. Children were presented with their kits at official ceremonies, some of which were covered by local and national radio. Thus, it can be seen that the project went to some lengths to extend its participatory approach to the introduction of direct beneficiaries. The process involved community members at the commune and village level and included teachers and local authority staff.

B7.4 Even though the need for direct beneficiaries as defined by USDOL caused considerable confusion because such a focus on individual children was not part of the original project design, no effort was spared to implement the process once the decision was made. The project team has successfully integrated direct beneficiaries into the project, and while the provision of school kits is seen as neither an effective nor sustainable use of resources by many of the project staff, it has enhanced the credibility of implementing NGOs and Village Watch Groups, who now have something solid to offer in addition to awareness-raising activities.

B7.5 USDOL's common indicators retention and completion cannot correctly be reported until the end of the school year. The March TPR reports data for Cohort 4, but this cohort covers children withdrawn or prevented in the period between 09/01/06 and 08/31/07; hence, retention and completion for those children cannot be accurately calculated until August 2007. This means that these figures may change if any children drop out between March and the end of the school year or if they complete the program at the end of the school year.

8. *How has the project's choice of target areas impacted project implementation? Has the project encountered any major problems or challenges due to the geographical locations or distance between sites?*

B8.1 There haven't been any major issues arising from the project's choice of target areas. The only comment from one of the implementing NGOs concerned the number of villages covered and the fact that access to many of those villages is difficult, particularly at certain times of the year. This has been a challenge for fieldworkers who have worked long hours in difficult conditions to coordinate and encourage project activities. The degree of their commitment is evident in the villages, where their work is much respected and appreciated. It is inevitably proving difficult to keep staff now that the project is coming to an end.

9. *The project has recently introduced nonformal education programs. Given the late implementation date, will this effort be sustainable? How has introducing this impacted the project?*

B9.1 The midterm evaluation highlighted the problem posed by encouraging children to stay in their communities and access education when there were, in fact, very few opportunities for those who had passed school enrollment age to do this. It also drew attention to the fact that the program had no budget for work with trafficked children returning to their communities. As a result, the project team extended its strategy of supporting existing nonformal education programs to include the introduction of training opportunities to enable 100 young people aged from 14 to 17 to learn a trade and set up a small enterprise in their locality of origin. They are currently attending a series of training courses designed

specifically for them (motorbike mechanics, catering, tailoring, cloth dying, carpentry, et al.), after which project staff, their parents, and the local authorities will work together to help them start up their enterprise, monitor their progress, and provide ongoing support and advice. Some of the young people concerned are school dropouts, and others have completed 4 years or more of nonformal education in state-run CEDs, which then failed to provide the professional training that was promised. While this did not fulfil the project's original idea of offering training to young people returning to their villages, it focuses opportunities on young people with a degree of literacy with the idea that they can better take advantage of the training offered. Selection criteria were based on age, gender, and literacy (returning children are largely illiterate, so they tended to be ineligible). The literacy criterion was introduced in an attempt to ensure that the vocational training will have the maximum impact and be successful. This is important not only for the participants, but for communities who have invested time, money, and effort in the new strategy. As there are significant numbers of literate children who have spent 4 years in nonformal education centers who will be at risk if they migrate, it seems an entirely appropriate strategy to reward their efforts and thus encourage others to remain in the village. If the strategy is successful with this group of 100 children, the idea may be taken up by other sponsors to increase the available opportunities. However, in the event, a number of returning children with limited literacy skills have been enrolled in the vocational centers. They are helped both by their trainers and their literate peers to develop reading, writing, and basic numeracy.

B9.2 A number of elements will assist the sustainability of the initiative and some risk factors. On the positive side, the children, their parents, and traditional and administrative authorities at village and commune levels have all been involved in the process of identifying the children and the types of training offered, and the responsibilities of the different parties are set out in an agreement between CARE and each commune. The communes take responsibility for coordinating the reinsertion process, providing premises, tax exoneration, and ongoing support. Parents cover their children's initial transport costs, contribute to the costs of setup materials, help develop market opportunities, and offer ongoing support. The young people will work in groups of five, which will enable them to support each other, but will also require the generation of enough income to benefit the whole group. The decision to concentrate on literate participants means that trainees can take full advantage of the technical skills teachings and build on their previous education.

B9.3 The risk factors include the current lack of training modules concerning enterprise management. Without some notion of basic accounting, management, and marketing, the young people will almost certainly have difficulties in managing their cash flow, organizing themselves, and developing their markets, particularly as these skills tend to be less developed in rural communities. There are some plans for training in these areas by project fieldworkers at the end of the vocational training. The project will ideally support this by developing the modules and providing training for the fieldworkers.

B9.4 It is clear that an enormous amount of effort has been invested in the success of this initiative. It is very much a pilot operation and, as such, it needs to succeed if it is to open the way for more extensive projects in the future. The evaluators made a number of observations concerning aspects of the organization

of the training courses that are currently underway. These observations concern potential risks for the young people and, therefore, for the undertaking as a whole. Safety at work when using tools and chemical products seemed, on occasion, to lack the emphasis it deserved, although there were also some good examples. Girls training in fabric dyeing were unaware of measures to be taken should their skin come in contact with the chemicals that are used—they were at the start of their training and had never been in an unsupervised situation when dyeing was taking place, where long rubber gloves are standard protection. A carpentry instructor explained that he had removed the circular saw from his workshop because he felt it was too dangerous to be used by the trainees. The evaluators also noticed a few minor scrapes on boys in the mechanics and carpentry workshops, but the explanations for these did not suggest that the project is exposing children to tools without proper supervision and safety features. While some trainees were lodged in family-type environments with parental surrogates, others were living together with less access to guidance or advice in spite of the fact that this was, for many of them, their first experience of being away from their home villages. Children told the evaluators about unresolved tensions between different ethnic groups and several instances where they had insufficient food. Project fieldworkers were already aware of the food issue and were in the process of changing the arrangements for food preparation, which seemed to be the source of the problem. Disagreements between a small group of Fulani trainees and the larger Dogon group in the carpentry workshop were also not new. The instructor was doing his best to encourage them to cooperate, and the project fieldworker went directly to the village concerned when he heard that the issue remained ongoing. Some girls seemed particularly vulnerable, being lodged together without access to a woman's ear or guidance. The evaluator and project staff discussed the possibility that such lodging arrangements might be a magnet for local young men and whether the girls concerned had access to the necessary support and advice. Hence, the evaluator drew attention to potential areas of concern, took the opportunity to discuss these with project staff, and was entirely satisfied that they were aware of the issues and were taking the necessary steps to avoid potential risks. If the project has the opportunity to enlarge technical skills training to include some life skills education during the time that remains, many of the trainees would benefit.

B9.5 The introduction of these nonformal education programs has been widely welcomed in the trainees' home communities, and the trainees themselves are enthusiastic and excited about having such an opportunity. The strategy to ensure that communities are committed to supporting the resulting small enterprises has mirrored similar strategies for distributing school kits and preparing for the end of the project, all of which are based on making community organizations responsible for choices and initiatives that affect their communities.

B9.6 To what degree these strategies and the subsequent activities will succeed in producing sustainable small enterprises remains to be seen, but whatever happens, this will have been an important learning experience for all concerned that will ideally contribute to an ongoing process of development of greater opportunities for rural young people and the economic viability of their communities.

10. *As part of its effort to provide direct services to beneficiaries, the project gave out school kits. How have these been received by the communities? Will the impact that this had on enrollment be sustainable?*

B10.1 The school kits are popular with communities and have been well received. Parents explained that they lighten the load, particularly for those who have several children in school. It was a novel idea for many communities to give school kits to disadvantaged students, as such materials are usually seen as a reward for achievement. It was seen as an effective way of encouraging children in general, and those who receive such recognition benefit from the added status and appreciation. In addition to the kits provided with USDOL funding, World Vision has provided 1,000 additional kits in their area. The fact that the recipients are not counted as direct project beneficiaries does not mean that the help was any less appreciated by the communities concerned.

B10.2 As already mentioned, the project team does not see the kits as a sustainable intervention, but recognizes that many parents have difficulty in finding the money to equip their children with the materials they need. Over the last year, the team has successfully established school bookstores at the communal level in an attempt to find a more sustainable solution to providing affordable school materials.

11. *In the March 2007 TPR, the project reported training 105 teachers on the rights of children and in pedagogy. Is this training impacting how teachers communicate with their students?*

B11.1 The March TPR actually reported that the project team had approached World Vision and the local education authority (CAP) about the possibility of including 105 teachers from community schools in a formal training program focusing on pedagogy and children's rights. This approach was unsuccessful, and, in fact, no project-sponsored teacher training has taken place since the midterm evaluation. Because the evaluation took place during school holidays, it wasn't possible to carry out any classroom observation of how teachers communicate with their students, which would have revealed how the project has contributed to teaching methods.

12. *The project appears to have successfully leveraged funds from various organizations. What impact has unanticipated opportunities or activities had on the project? For example, in the March 2007 TPR, the project reports receiving \$80,000 from JOA and \$40,000 from the West Foundation. Has this type of activity added value to existing efforts or diverted resources from the central components of the project?*

B12.1 The project's successful leveraging of funds has enabled it to implement aspects of the original project document that would not otherwise have been possible. The DEGE initiative funded by the Patsy Collins Trust Fund has now become a separate project that will continue until 2010, but it has its origins with the Mali EI project. It will enable the creation of two vocational training centers for girls within the context of CCDHs that are being initiated in Mopti and Bamako. This was originally part of the Mali EI project proposal but was another item without a budget. Other such communities already exist in Mali, the idea being to provide a formal framework for collaboration between key state and civil

society stakeholders to promote human rights and governance in education and related sectors.

B12.2 The creation of bookstores (funded by the West Foundation) selling school supplies in 10 rural communes is enabling parents to provide their children with the school stationery that they need at a price that they can afford. As with other project initiatives, commune authorities, School Management Committees, and community organizations oversee the work of community-based management committees set up to run these stores. In several instances, commune authorities contributed funds or in-kind resources, as did MJT savings groups in one commune. The stores have been operating effectively for nearly a year, with a few minor aspects (principally the need for the head teacher to sign a ticket authorizing purchases) mentioned as needing improvement during the evaluation field visits. The stores have yet to renew their initial stock and have not yet decided on exactly how this will be done. Clearly, this is crucial to their sustainability, but there is no reason why they shouldn't come up with an effective system or systems. These may involve Home Town Associations based in Bamako or representatives of the bookstore management committees traveling to Bamako to purchase new stock. CARE is ready to put such representatives in touch with appropriate suppliers. Funding for this activity continues until 2008, which seems adequate to ensure that the bookstores are sufficiently well established to be sustainable. Individual parents, teachers, bookstore management committees, commune leaders, and local education authorities all expressed their appreciation of the idea during the evaluation. These bookstores represent an innovation that may well prove replicable in other communes and for other projects.

B12.3 The recent introduction of nonformal education programs described under question 9 above is funded by CARE UK and will continue until March 2008. The table below summarizes the funds leveraged by the project to enrich and enhance its activities.

B12.4 These activities have undoubtedly added value to existing efforts and contribute directly to the project's central components. They are creative responses to the needs expressed by communities and will help to develop the accessibility and the quality of relevant formal and nonformal education opportunities and, hence, reduce the migration that puts children at risk of trafficking and exploitative labor. The following table lists funds leveraged for activities that either originated from or are part of the USDOL-funded project. It is based on information provided by the project director during the evaluation.

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<b>Initiative</b>	<b>Source of funding</b>	<b>Objectives</b>	<b>Period</b>	<b>Zones</b>
DEGE <b>\$600,000</b>	Pasty Collins Trust Fund	Prevent and reduce marginalization of children, particularly girls, through innovative nonformal education opportunities and the creation of an environment favorable to the promotion of human rights, so that marginalized girls acquire competencies and opportunities to enable them to actively participate in the socioeconomic development of their localities.	2006–2010	Barassara Commune in Mopti and Bamako's Commune V
School shops <b>\$40,000</b>	West Foundation	Improve access to school supplies for children from poor households (improve quality of education)	2006–2008	10 Communes: 1 in Ségou et 9 in Mopti
Training and Insertion for 100 young people <b>\$113,545</b>	CARE UK (Jersey Overseas Association \$80,000)	Reduce the risk of trafficking and exploitation to children from poor families by providing income-generating opportunities	Mar 28, 2007 to Mar 28, 2008	Trainees from 5 communes 2 in Ségou and 3 in Mopti

## Conclusions

B13.1 The initial project document was overly ambitious in some respects, but is successfully contributing to all four EI goals. It has successfully introduced direct beneficiaries and is able to monitor and report on their progress in school and their work status under the USDOL common indicators.

B13.2 USDOL priorities regarding direct beneficiaries resulted in the project team ceasing to report on indicators designed to measure the overall impact of project activities. The project PMP is no longer valid, and while the project's internal research offers some indication of its impact, some basic quantitative research and analysis concerning school enrollment and child migration in the project zones remains to be done.

B13.3 Project strategies consistently seek to empower local communities to take responsibility for activities in their communities and for the well-being of their children. Implementing partner NGOs have demonstrated their commitment to this approach through their untiring hard work on the ground in often difficult and challenging conditions. The project team has successfully leveraged funds to develop much needed educational infrastructure and opportunities for nonformal education, thus enhancing the accessibility, quality, and relevance of education in the project zones. The USDOL funding has provided the soil in which the seeds of complementary initiatives have been able to grow and develop, thus enhancing the impact and sustainability of project initiatives.

## Recommendations

The project team is advised to—

- B14.1 Introduce training modules concerning basic accounting, enterprise management, and marketing for the 100 trainees currently on nonformal

education courses.

- B14.2 Consider how to integrate some life skills training focused on cooperation and problem solving in groups into the previously mentioned courses.
- B14.3 Carry out an analysis of the numbers of children enrolled in school in the project zones before and during the project, based either on the CAP statistics or on information gathered directly from the schools concerned.
- B14.4 Carry out an analysis of child migration during the project period based on information collected by village watch groups.

## **C. Partnership and Coordination**

### **Responses to specific questions raised by USDOL**

1. *What have been the major issues and challenges of initiating partnerships in support of the project?*

C1.1 In a project where partnerships have been of a generally high quality, probably the most challenging aspects have been for the project team and USDOL to develop a mutually acceptable understanding of the project and to cope with changes in senior project personnel on both sides. A senior member of CARE's team stated, "USDOL and CARE share a common vision and this vision has been important in fostering a productive and open working relationship." He also felt that USDOL's "hands on approach" sometimes hampers a broader focus, a comment that was echoed by the former project director. The former project director also found it somewhat disheartening to be asked to explain basic elements of the project to USDOL during its final year, as this led her to believe that previous explanations had been lost (see USDOL's questions relating to the March 2007 TPR).

C1.2 In the course of the evaluation, variations in the perspectives of the two partners have surfaced. CARE designed the project in response to a solicitation for proposals combating child trafficking, which stated, "Applicants interested in working in Mali should design a project that addresses the gaps to quality basic education for child workers, trafficked children and at risk children, in areas with a high incidence or culture of child labor, by complementing, but not duplicating, already existing efforts." The solicitation and the initial project proposal gave some attention to children trafficked to Cote d'Ivoire, but this practice has apparently diminished during the recent years of political unrest (reception centers prepared by the Malian government to receive trafficked children returned under the agreement signed with Cote d'Ivoire remain largely empty). This, combined with the lack of budget for working with returning children, means that the Mali EI project has mainly focused on preventing exposure of at-risk children to trafficking and exploitation by reducing child migration and raising awareness about child rights and exploitation, which seems to be a valid strategy for combating child trafficking.

C1.3 The fact that TPRs continue to report on “trafficked children” when those referred to are working children who have migrated to find employment, is a failure of communication. This failure of communication has possibly contributed to USDOL’s observation in its responses to the March 2007 TPR that “the focus of this project is on the trafficking of children, not migration”; in fact, the project focuses on reducing migration in order to prevent children being trafficked and/or exploited. The project focuses on both trafficking and migration—the two are interrelated but are not the same.

C1.4 The evaluator believes that the project is effectively fulfilling the requirements of the solicitation, and these comments are simply an observation on the mechanics of a partnership where both CARE and USDOL could have better exploited the potential for complementation between the roles of each partner.

2. *What have been the major challenges and opportunities, if any, of implementing coordination with the host country government, particularly Ministers of Education and Labor, as well as other government agencies active in addressing relating children’s issues?*

C2.1 The project has developed effective partnerships with the Ministry of Education at both national and local levels, successfully resolving some initial confusion about whether agreements should be signed between the project and AE or CAPs (different levels of local education authority) by signing them at both levels. During the evaluation, representatives of the Ministry at the national and local level all expressed their appreciation for the significant contribution that the project is making.

C2.2 Similarly, the project has a well-developed partnership with DNPEF, part of the Ministry for Women, Children and the Family. As previously described, the project team has been able to use its expertise to contribute to the development of international agreements with neighboring countries to combat child trafficking, and the team is regularly represented at meetings linked to the development and implementation of the DNPEF’s National Action Plan. The project’s work to strengthen and create Village Watch Groups means that these groups will serve as focal points for the DNPEF’s proposed expansion of the existing network. The project has not worked with the Ministry of Labor or any other government agencies.

C2.3 Overall, the project has been successful in overcoming challenges presented by the lack of resources available to many government departments to carry out their work and by the resentment that this can engender when government personnel are asked to collaborate with better-resourced NGOs. It has been able to assist local education offices to carry out their responsibilities, thus ensuring that project activities linked to education are well integrated into existing systems and have thus played a role in enhancing local government services.

3. *What have been the major challenges and opportunities, if any, of implementing coordination with the USDOL-funded Mali Timebound ILO-IPEC project?*

C3.1 Project staff participated in discussions related to the startup of the ILO-IPEC-funded Timebound project (TBP) and contributed to the elaboration of the initial planning document. The project is in its early stages, but ongoing contact is planned in order to see how the relationship can be usefully developed. A representative of the TBP attended the evaluation stakeholders' meeting, as did people from the USDOL-funded CIRCLE project (implemented by Winrock International) and the CLEE project in Guinea implemented by Save the Children U.S.

C3.2 Stakeholders in the Guinea project have visited the Mali project, and members of the Mali team visited the EI project in Togo. Thus, the project has a good record of collaboration and exchange with other USDOL-funded initiatives in the region, which has contributed to shared learning between the countries concerned.

4. *What have been some of the challenges and issues in working with local NGOs and other local organizations? Please assess the overall effectiveness of the partnerships with World Vision, FDS, APAF, and GAAS-Mali.*

C4.1 Both CARE and World Vision agree that their partnership has been largely successful. The two organizations have been able to harmonize their systems and approaches to enable them to implement the project toward their common objective of discouraging child migration and exploitation in urban centers. World Vision said that their staff members permanently seconded to the project team have found it an enriching experience.

C4.2 Overall, the partnerships between CARE/GAAS-Mali and World Vision/FDS in the "sending" zones have also been extremely effective. While annual partnership evaluations always come up with recommendations for improvements, the fact that these organizations have consistently worked in their areas over a number of years means that they can act as effective advocates for the communities where they work and enable project activities to be integrated into traditional and cultural attitudes and realities.

C4.3 The partnership between World Vision and APAF has resulted in some much-appreciated capacity building for APAF, whose president is vocal in her praise of how World Vision has worked with them. Having said that, APAF remains the least administratively capable of the three national NGOs, but recent staff additions should help to get reports in on time and improve overall project management. The project partnership has undoubtedly enhanced APAF's ongoing work with young domestic workers in Bamako. They were the first organization to cater for the needs of this group and have done much to bring the issue to public attention. The partnership has enabled them to expand literacy teaching to include other life skills and to draw attention to child rights. Perhaps their role in the project as a whole has not developed as some members of the project team might have hoped; until recently, they haven't developed possibilities for withdrawing girls from domestic work, and there has been limited contact with FDS and GAAS-Mali in the sending zones. However, negotiations with the Swiss organization Terre des Hommes have led to funding for training in a range of income-generating activities, and negotiations are currently underway for state-funded professional training to enable some young

women to return to their home areas equipped to earn a living. There is certainly more contact between the three national NGOs than there was at the time of the midterm evaluation, including the possibility of joint funding from another financial partner.

C4.4 One of the strengths of the project's overall approach to partnership is the extent to which information is shared between all partners. This has led to a transparent atmosphere where everyone has a stake in decisionmaking and project policy and feels able to state their point of view with the knowledge that it will be listened to, if not adopted. This process is facilitated by quarterly meetings of representatives of all of the implementing organizations.

C4.5 Challenges to partnership mentioned during the evaluation include some difficulty in keeping consistent field staff and CARE's perception that NGOs always expect more support in terms of institutional support, whereas CARE sees them as competent and developed organizations in their own right. CARE would have liked to see more developed monitoring of girls leaving the sending zones and arriving in Bamako; this, however, does seem to exist on an informal basis through the Home Town Associations and Village Watch Groups, which may be more sustainable than a more formal system in the long run.

C4.6 At the community level, project implementation has been based on its work with "key actors," including Parents Associations, School Management Committees, Village Watch Groups, and traditional and administrative leaders. Overall, these partnerships reflect good, solid community development initiatives, and the achievements of the project are largely due to their success.

5. *Please assess the effectiveness of the Village Watch Groups in stemming the trafficking of children and the sustainability of these groups.*

C5.1 Indications are that the Village Watch Groups are contributing to the reduction in the numbers of children migrating to urban centers from the project zones and discouraging child traffickers from being active in those zones. The evaluators interviewed one Village Watch Group from Mopti Region and one from Ségou with broadly similar responses.

C5.2 Groups are typically made up of between 7 and 10 people, including both male and female, youth and adults, chosen by the village because they fit certain criteria (such as availability, ability to work in public places, and popularity). Their tasks include—

- Raising local awareness concerning the dangers of migration.
- Raising local awareness of children's' rights and the importance of education.
- Encouraging children who are not enrolled or who have dropped out of school to access education.
- Registering children who leave on migration and those who return.
- Patrolling transport departure points on market days to spot traffickers

and unaccompanied children preparing to leave.

- Visiting neighboring villages to spread the message.

C5.3 Groups have participated in training concerning child rights, the importance of education, dangers of child trafficking and migration, and, more recently, in how to develop a project proposal. They are organized in commune-wide networks, most of which are officially registered organizations in possession of the appropriate legal documentation. The commune network, made up of village representatives, develops an action plan, which is relayed to individual groups. The network meets every quarter, and each village makes a small financial contribution to its costs. The group in Dialassagou reported that individual members had also enthusiastically started to make contributions, but had had to stop as it became too expensive. There are costs associated with operating Village Watch Groups and networks, but these are relatively small and are within the means of local communities and commune authorities. While the work of these groups remains a local priority, they do not need external funds to function.

C5.4 Groups perceived the impact of the above activities as—

- A reduction in the number of young people migrating from the area.
- A massive increase in the number of children enrolled in school, particularly girls.
- Parents' increased willingness to provide school materials for their children.
- The opening of nursery schools to cater for the overflow of children that the schools couldn't cater for.
- More young people taking up apprenticeships in local workshops.
- A reduction in unwanted pregnancies.

C5.5 One group reported good communication with their Home Town Association, which helps parents to keep in touch with their children in Bamako through messages and phone calls.

C5.6 While groups were proud of the work they were doing, they were quick to point out that it wasn't possible to stop children migrating unless there was something to keep them in the community. With this in mind, the Dialassagou group (Mopti region) were particularly enthusiastic about their training in project proposal writing, encouraged by early success in getting UNICEF funding to equip their recently opened school canteen. The canteen itself was the result of concerted action by the Parents' Association, School Management Committee, the mayor, the village chief, and the Village Watch Group, and enables children from neighboring villages to eat at school.

C5.7 Commune networks are integrated into the local government structure through their relationship with their Commune Councils, and some have members who are counselors. Those interviewed understood the function of the

Commune Development plan (PDSEC) and reported that the plan included items linked to education, such as the construction of new classrooms and the acquisition of teachers. In common with other stakeholders, the group in Téné explained that, while the Mali EI project has been very successful, it has also engendered a number of problems that now have to be managed. These include how to cope with over 180 children in Year 1 and the lack of professional training for students graduating from CEDs.

C5.8 The Village Watch Groups show many signs of being sustainable, not least of which is their commitment and belief in what they are doing and their high degree of ownership of their activities (“DOL—that’s us now!”—a statement from one of the group in Téné). Their activities are focused on reducing migration through the provision of alternatives that will contribute to a better future both for the children concerned and the communities as a whole, and this is helped by the fact that many members are also involved in other community organizations with related objectives. While they are vigilant concerning the presence of strangers in the community, work to convince transport operators of their responsibilities as adults, and, on occasion, take active measures to stop unaccompanied children from leaving, the focus of their work is on local development rather than control. It is important to maintain and emphasize this aspect because a control-focused model runs the risk of increasing the dangers that migrating children face if it forces them to “go underground.” Similarly, the local introduction of fines in some villages for parents who don’t send children to school or whose children are absent from the village for over a week does not seem to be a valid replacement for supporting parents in making the best choices for their children; it also risks increasing the tensions within a family, thus adversely affecting the children.

C5.9 If the DNPEF National Action Plan to Combat Child Trafficking is implemented, it will assist the sustainability of these groups, particularly if it encourages them to share their experience and expertise with others.

## **Conclusions**

C6.1 Overall, project partnerships have been effective and transparent, which has facilitated the generally good coordination of project activities in the field and their successful integration into national policy and plans. The high quality of partnerships with community-based organizations and Commune Councils is probably the single most important factor in the success of project initiatives. There has also been an unusually high level of interaction with other USDOL-funded initiatives in the subregion, which those involved report as having been useful.

## **Recommendations**

C7.1 At this stage in the project, it seems fairly redundant to make recommendations concerning its partnerships, and the only issue of any significance is the relationship between the project team and USDOL. The evaluator’s tentative recommendation is that both parties might make more effort to understand each other’s realities and to ensure effective handovers between departing and arriving personnel.

## **D. Management and Budget**

### **Responses to specific questions raised by USDOL**

1. *What are the management strengths of this project?*

D1.1 Management strengths include the effective partnerships described in the previous section. The management team works well and has been fairly consistent during the life of the project. Flexibility and transparent communication has helped the project to cope with the inevitable challenges that have arisen, and the management team has been creative and proactive in developing strategies in response to such challenges. During both the midterm and final evaluations, the project director and acting project director demonstrated the detailed knowledge of the project that one would expect, in addition to a high degree of accessibility and patience, which reflect the overall management style that characterizes the project as a whole.

2. *What are management areas, including technical and financial, that could be improved?*

D2.1 CARE's HQ in Atlanta has found the triangular relationship between USDOL, their office, and the Mali office to be effective for the most part, although sometimes USDOL could expedite the process by working directly with the project staff in country rather than sending requests via HQ. However, it was felt that the relationship has served to foster a collective sense of ownership.

D2.2 The Mali team has found the frequent changes in USDOL's project management tools (the procedures manual, reporting formats, and common indicators) difficult and time consuming due to the number of separate partner organizations who need to be made aware of and to understand the changes. NGOs in the field also mentioned how constant change takes time from community-based activities. Prolonged project revisions, particularly those related to the budget, have sometimes delayed aspects of project implementation.

3. *How successful has the project been in leveraging non-project resources?*

D3.1 The project has been exceptionally successful at leveraging resources from other partners, as indicated under questions 1 and 12 of Section B (Project Design/Implementation). This has included resources for construction and equipment and resources to fund strategies to enable the project to better meet its objectives. The need for these resources stems partly from recognized inadequacies of the initial project proposal and partly from creative ideas to improve the effectiveness and impact of project initiatives.

4. *What lessons could be learned in terms of budgeting for this type of project in the future?*

D4.1 The principal lesson is that it is important to ensure that all aspects of the project are covered by the budget. If this isn't possible due to a budget shortfall after funding is awarded, then decisions should be made at the beginning of the

project about what will be done about project activities that lack funding. If complementary funding is to be sought, the earlier that this can happen in the life of the project, the more time will remain for implementing the activities concerned. Having said that, the project team should be congratulated on the way in which they have responded to difficulties that were not of their making.

D4.2 Project budgets also need to include a component for the translation of key documents when projects are operating in non-Anglophone countries. While language issues have been the source of some difficulties during the life of this project, CARE has largely managed to overcome these through the translation of some (but not all) key project documents. With an appropriate budget, this aspect could be improved, thus facilitating communication and shared understanding of important concepts.

## **Conclusions**

D5.1 There have been no management issues that have had significant negative effects on project implementation. Issues arising have generally been successfully dealt with, largely due to the partnership and management strengths described above. The acting project director has an in-depth knowledge of all aspects of the project, having worked on it since it began, and seems the ideal replacement for the outgoing director, who was also an extremely competent manager. It is difficult to respond to CARE's request for an evaluation of whether the project is an efficient use of resources to produce the intended results, as compared with alternative sources, without knowing what such alternative sources might be. However, the evaluator found no indication that financial resources had not been used efficiently and was continually impressed with the quality of the work carried out by the project's human resources, at all levels, as well as their commitment and belief in what they were doing.

## **Recommendations**

- D6.1 Future projects should have an adequate budget line to cover translation of key project documents.
- D6.2 Strategies to resolve discrepancies between activities in the project proposal and its budget should be developed during the project setup period.

## **E. Sustainability and Impact**

### **Responses to specific questions raised by USDOL**

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

E1.1 The project's withdrawal strategy is based on strengthening the capacity of and relationships between the various key actors with which the project has worked since it began, so that they can continue to carry out their activities without the project's support. Key actors include School Management Committees, Parents' Associations, Commune Councils, Village Watch Groups

and networks, women's MJT groups, and Home Town Associations. The project is helping Village Watch Groups and MJT groups to become legally registered with the idea that official recognition will enhance their status and sustainability. Key actors have also received training in developing project proposals so that they are able to approach financial and technical partners to help them with aspects of their communities' development that they are unable to tackle unassisted, particularly those linked to education.

E1.2 Key actors have been encouraged to ensure that appropriate elements of their action plans are included in their PDSEC to encourage an integrated approach to development within the framework of the national process of decentralization. This is an initial strategy for improving educational infrastructure and accessing teachers, as requests for teachers pass from the commune to the local education office and the commune can access a state fund for local infrastructure initiatives—the National Local Government Investment Agency (ANICT).

E1.3 Commune mayors and counselors have been closely involved in project initiatives since the start. As the project comes to an end, they are being encouraged to take full responsibility for overseeing the network of Village Watch Groups that have been set up to link and strengthen the activities of the village-based groups and the operation of the school shops.

E1.4 The current training for young people to enable them to start income-generating activities in their communities is reliant on community support for its success. The training has been characterized by the participation of a broad cross-section of community actors since it started, in order to encourage its sustainability. The same is true of the school bookstores, which are totally run by local management committees.

E1.5 Local radio journalists have taken part in project training concerning children's rights, child labor, child trafficking, the legal context, and project activities. Radio journalists who met with the evaluators said that they use this information in their general broadcasts as well as during emissions specifically concerning project activities; they have also translated key texts into four local languages. Radio ORONA, broadcasting from Koro, has a weekly hourlong "Education Spot" to promote education. They were sure that the radio would continue to cover issues concerning child rights, exploitation, and migration, as these are seen as topical issues in the area.

E1.6 Finally, the project has put in place a consultative committee at the commune level that brings together representatives of all key actors on a regular basis to review activities and issues linked to reducing child labor and trafficking and promoting education. These will serve as fora to discuss and promote future initiatives and support and encourage the activities of individual groups. While time will show to what extent project-initiated activities are in fact sustainable, the project is taking appropriate steps to ensure that structures at the community level exist to support and encourage community stakeholders to continue and develop the work that they are doing.

2. *Was the project's initial strategy for sustainability adequate and appropriate?*

E2.1 The project is implementing its withdrawal strategy, as described above, which is based on its initial strategy for sustainability. It seems entirely appropriate and it is difficult to think of anything to add to what the team is already doing.

E2.2 Village Watch Groups are not yet linked into any national network, but such a strategy is being developed based on the findings of research carried out by the DNPEF in 2005. This showed that, of the 286 Village Watch Groups across the country, 128 have been trained by the Mali EI project. The DNPEF is hoping to set up local offices at the commune level, and if this becomes a reality, it will help to ensure the survival of the Village Watch Groups in the project zones.

3. *What appears to be the project's impact to date, and which efforts appear to be most sustainable, if any, on (a) individual beneficiaries (children, parents, teachers, etc.), (b) partner organizations (local NGOs, community groups, schools, etc.), and (c) government and policy structures in terms of systemwide change on education and child labor issues?*

E3.1 Many more children are now participating in either formal or nonformal education programs due to project interventions. During the evaluation, groups of children talked about how the annual youth camps that the project initiated have enabled them to meet other young people and to discuss issues around child rights, child labor, and trafficking; create plays and sketches; and take part in sporting events. These camps have been organized by the project's fieldworkers and key actors (Parents Associations, Village Watch Groups, and School Management Committees) and commune authorities in each commune every year since the beginning of the project. They bring together children from the surrounding villages to participate in activities over a period of several days; they have proved enormously successful and popular, but are unlikely to continue after the end of the project because of the costs involved. Other children said how they anticipated that going to school or learning a trade would enhance their future prospects, and many said that they planned to work in their communities and hoped to contribute to local development. Some talked about the ongoing challenges of insufficient education infrastructure or explained problems they were facing during their training courses. The vast majority were able to express their ideas and communicate with a degree of self-confidence that suggests that they will be able to play a proactive role in community life in the future.

E3.2 Concerning formal education, the village chief in Ténè gave an example of a girl in Year 9 who had returned to school due to the project's message. He said she had unfortunately failed the final exam but was going to try again.

***“Before going to the CED I was sent to Niamanan to be a shepherd for someone there. After 8 months my parents had the right to a cow from this man. I think this training I am doing now will help me to earn a living in my own village. I really like what I’m doing and I hope I can be a trainer for other boys one day”***

From a young trainee learning motor bike mechanics in San (Ségou Region)

***“When we finish the training we’re going to set up shop in the main town in our area, where people come for the market. We plan to renovate the CED where we went to school and one day to build a mosque.”***

E3.3 Mothers who are members of an MJT credit and savings group in Diallassagou talked about the advantages of belonging to the group for them as individuals:

- *“Organized saving enables us to access credit to operate income generating activities such as petty trading and animal rearing.”*
- *“The profits enable us to meet our own and our children’s needs, such as clothing, health care, school materials and obtaining birth certificates.”*
- *“The group’s social fund means we no longer have to seek loans from our family and neighbors when something unexpected happens.”*

E3.4 They also talked about their communal activities:

*“One of the biggest problems in our community is how to feed children coming to school from nearby villages. Our MJT group contributes to the running costs of the canteen. We grind grain free of charge at our mill and take it in turns with the other MJT groups to provide two volunteer cooks who prepare the food.”*

*“Some of us now hold posts on the committee of the Parents’ Association and the School Management Committee and we have two councilors among our members.”*

*“We really benefit from belonging to the MJT group because it creates mutual understanding, social cohesion and solidarity between us—we help each other in a way that we didn’t before.”*

E3.5 And their perceptions of education—

*“We all understand the importance of education and none of our members have children of school age who aren’t enrolled in school or nursery school”*

*“Many children are making progress and moving on to higher classes and passing their CEP and DEF.”<sup>3</sup>*

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<sup>3</sup> Certificate of Primary Education achieved on passing an exam after 6 years education and Basic Education Diploma on passing the exam at the end of 9 years schooling.

E3.6 Others thought that standards are declining:

*“A Year 3 student used to be able to write a letter and speak French but today my daughter in Year 6 can't even do that—teachers don't have a good level of training.”*

E3.7 And concerning migration—

*“There are far fewer children migrating now and we have had so much information about how dangerous it is that even after the end of the project many children will continue to stay in the village, at least in the immediate future. But in the end if they don't have opportunities to learn a trade it is inevitable that they'll go off to the big towns.”*

E3.8 The evaluators were able to talk several CED educators and some of those responsible for the training of the current batch of project-sponsored trainees. The CED educators explained that, while they had been trained by the state, they felt unsupported and isolated and had virtually no materials or resources with which to work and no official supervisory visits. When asked if the project played any role in their lives they replied—

*“It's the project fieldworker, alongside the school kits and the youth camps that are the real motivating factors for the CEDs. After the project finishes there is a risk that we will feel very discouraged if the commune and the CAP don't do more to support us.”*

E3.9 And from the trainer for the motor bike mechanics—

*“I want to give the best of myself so that these children can get the best possible training. Often outside working hours, I go to chat with them and try to advise and help them. I've suggested that they keep in touch with the garage after the end of the training, and I'll be happy to help if they have any problems with the work.”*

E3.10 The school director from a village close to Téné—

*“I am the school director and I work with the project. In the light of what I learned, I decided to start an association of the mothers of students in my school to encourage them to keep their daughters in the village and in school.”*

E3.11 Members of Village Watch Groups consistently spoke of their increased status within their communities and how the work that they are doing has brought them local respect and, in many cases, helped them realize their potential as community leaders. They spoke of their appreciation for the training they had experienced, particularly the fact that they now feel able to develop a project and look for support, whereas, before, this was never something they had considered. There have also been some difficult experiences:

*“I am the president of the School Management Committee and I am also someone who only became literate as an adult. I was responsible for the enrollment of children aged from 6 to 12 years. I enlisted 200 eligible children, but there was*

*only space to enroll 100 in the school. Many parents were really unhappy about this, and some of them still aren't talking to me."*

E3.12 In the light of these typical examples of statements from a range of community members affected by project initiatives, it can be seen that there has been a significant impact on the lives of a cross-section of children and adults and the groups to which they belong. The project team and key community actors thought that the most sustainable aspects of project impact were those brought about by capacity building for community organizations and strategies for participation, saving, and awareness raising. Work to encourage Commune Councils to take over aspects of the coordinating role that the project has played and to help with developing new partnerships were seen as crucial to the long-term sustainability of impact. While the project has done a great deal, a lot still needs to be done so that the supply of education can meet the demand. One member of the project team stated, "It is rare that children working in the fields are prevented from going to school—the problem is lack of infrastructure and teachers," and this born out by project reports and the experience of the evaluators in the field.

E3.13 The commitment and energy of key actors suggests that groups that the project helped to establish (Village Watch Groups, MJT groups, school shops, management committees, et al.) and those that existed already (Parents' Associations and School Management Committees) will continue to function after the end of the project. A lot will depend on how effectively Commune Councils and local education authorities play their supporting and coordinating roles and, above all, the speed at which educational provision of sufficient quality can expand to meet demand. This will in turn be influenced by the possibility of future partnerships, as the challenge is beyond that which can be met by communities alone, and central government also needs to access more resources and use them effectively.

E3.14 Local NGOs have increased their knowledge of child rights and issues around child labor and trafficking in their communities through their involvement in the project. They are already incorporating these aspects into future project proposals and funding applications, another way in which the project's input will continue to have an impact.

E3.15 The project has worked well with government ministries and made a significant contribution to their work at national and local levels, through sharing experience and supporting policy initiatives. Now both the international and national NGOs, and other key actors involved in the Mali EI project, need to advocate at all levels to ensure that promise of Education For All that was made in Dakar in 2000 is kept and that there are systemwide policy changes to combat poverty so that child exploitation, trafficking, and labor can become a thing of the past.

4. *What lessons could be learned to date in terms of the project's accomplishments and weaknesses in terms of sustainability of interventions?*

E4.1 It is a little early to identify what lessons can be learned in terms of weaknesses regarding the sustainability of project interventions. The project's

withdrawal strategy seems fairly solid, in that it focuses on strengthening relationships between key actors and equipping them for future self-reliance. As indicated in the previous section, the limitations of the project's accomplishments are linked to the lack of availability of sufficient education opportunities to meet demand, and until this is resolved, some children are likely to continue to migrate in response to lack of opportunity at home and the economic pressures on their communities.

E4.2 The project's primary accomplishment is successful awareness raising, which has led to a reduction in child migration and, hence, exposure to trafficking and many more children wishing to enroll in school. This has highlighted the lack of available provision, prompting the project to make effective efforts to leverage resources both for improving infrastructure and for the provision of some additional opportunities for professional training. Its work has been based on the effective application of broad-based community development principles of participation and empowerment. While the lives of a number of individuals and groups have been significantly affected, the importance of providing education for all and developing economically viable alternatives to child migration is the central lesson highlighted by this project.

### **Additional Findings**

E5.1 The project is not the only organization intervening in the zones concerned, so it is important to consider to what degree changes can be attributed to project initiatives and what other factors may have contributed to changes in the communities concerned. While this will always be inexact, as human beings are continually influenced in complex ways by all that is going on around them, a first step is to identify other possible influencing factors:

- Before the project, there were previous initiatives to fight child trafficking in the Mopti Region (Save the Children UK).
- World Education is implementing a 5-year program to improve access to and the quality of primary education covering some of the villages where the Mali EI project operates in the Ségou Region.
- A number of MJT groups have been set up under other CARE projects and by APROFEM, a national NGO.
- School Management Committees were put in place and trained by the government in 2004–2005.
- UNICEF has had a number of initiatives covering some communities in the project zones.
- World Vision has been working on a long-term basis in parts of the Region of Ségou.
- AID-Mali intervenes in a similar way to the Mali EI project and has been able to train and set up 25 young people in income-generating activities in Dialassagou.
- ANICT has funded the building of classrooms.

- The Stromme Foundation works through national NGO partners to offer accelerated learning to enable older children to rejoin the formal education system in some parts of the project zones.

E5.2 There are doubtless other examples. As the Mali EI project has been of longer duration and more concentrated than these other initiatives, it has probably had a proportionally greater influence in the communities where it has been working. However, it can be seen as one of a series of interventions that support and build on each other.

## **Conclusions**

E6.1 The project has achieved its objectives and had a positive impact on individuals and organizations in the community where it is working. It is implementing a well-developed strategy for withdrawal, and there is every indication that activities that do not require significant financial resources will continue to be carried out by groups in the communities concerned. More recently introduced activities will benefit from further support, but as funding for both school bookstores and vocational training will continue for a further few months after the project ends, there is time to cover what needs to be done. The project team and all stakeholders deserve to be congratulated for a thoughtful and creative project that has achieved a great deal and which can be built on for the future.

## **Recommendations**

- E7.1 During the remaining months, the project team should advocate for government provision of professional training opportunities for CED graduates in their zones of intervention. The evaluator was told by the Education Ministry that responsibility for this has been passed to the National Employment Agency (ANPE), and APAF said that they are negotiating some training opportunities. Young people who have passed school enrollment age and who cannot access training to help them to earn a living in their communities remain the most vulnerable to potential trafficking. Anything that the project can do to remind the government of its commitment and responsibility concerning CED students will contribute to protecting such young people.
- E7.2 The project should provide community organizations with a resource list of potential partners who might provide funding and/or technical assistance for small projects that they develop. If they can also facilitate contact between such partners and the community groups concerned, it will help communities to access the resources they need to develop their education provision and build the self-confidence of the groups concerned.

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## **VI. EMERGING GOOD PRACTICE**

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### **School Bookstores**

F1.1 The recently introduced school bookstores (funded by the West Foundation) selling stationery materials and textbooks at reduced prices are an innovative initiative that could well be used more widely. They make school a more affordable proposition, particularly for parents who have several children of school age. The fact that they demand only one off start up funding, after which they can be self-supporting, is a point in their favor as is the fact that they can be effectively operated by a small management community drawn from community members. Linking such bookstores to local schools, with oversight from Commune Councils, ensures a degree of transparency and the provision of appropriate materials.

### **Community Development Based on Participation and Empowerment**

F2.1 The overall project approach is an example of successful community development techniques resulting in communities taking responsibility for their own development. While there are numerous books and documents written about how to implement such participatory approaches, it is rare to find a project that has managed this with such consistency. This is largely due to the combination of an effective project team working in collaboration with competent and experienced NGOs with long-term experience of working with the constituencies concerned in local communities.

### **Professional Training and Small Enterprise Development for Rural Young People**

F3.1 In the relatively short period between the midterm and final evaluations, the project has effectively responded to the principal recommendation, which was the provision of training and income-generating opportunities for the most vulnerable group of children. While the training currently underway only caters for 100 young people between 14 and 21 years old, it is an important initiative in discovering what can be achieved in this direction. It is very much a pilot project in its early stages, but the strategy is well thought through and includes making parents and commune authorities responsible for the future of the initiative. It is too early to say how successful it will be, but the degree of community involvement in the development and implementation of the strategy are certainly an example of good practice.

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## **THANKS**

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The evaluator would like to acknowledge the valuable assistance provided by her research assistant. Thanks also go to all who contributed to the evaluation"

## **ANNEX B**

### **Documents Reviewed**

#### **Documents from USDOL**

- Project Document / Cooperative Agreement
  - USDoL Mali Project 07 2004b
- Project PMP, work plan and log frame:
  - USDoL CARE Mali Life of Project Work Plan (10-31-03)
  - Copy of DTT April 20, 2005 DoL
  - LogFrame April 20, 2005 DoL
  - PMP April 20, 2005 DoL
  - PMP Revise MAGDA-REBECCA & DoL Mali May 17 05
  - Annex E STATUS OF PROJECT WORKPLAN
  - ANNEX E SNP DoL Mali Work plan FY 07
  - Annexe F PERFORMANCE MONITORING PLAN
  - Annex C EMERGING GOOD PRACTICES MARCH 2007 TPR SNP DOL Mali
- Midterm evaluation
  - Midterm Evaluation Final
- TPRs 2003 – 2007 and CARE's responses to DOL's questions:
  - USDoL December 2003 report (final)
  - USDOL responses to Care comments Dec. 2003
  - Technical report March 2004
  - Technical report September 2004 - CARE Mali
  - USDoL CARE Mali Status Report December 2004
  - USDOL Comments Mali - Dec 2004
  - USDOL Comments Mali - June 2004
  - USDOL Comments Mali - March 2004
  - USDOL Comments Mali - September 2004
  - USDoL status report 24 June 2004
  - CARE Mali response to DOL comments September 2005
  - DOL Comments Mali Sept 2005
  - USDOL CARE Mali technical report - 31 March 2005
  - USDOL Comments Mali - April 2005
  - USDOL\_CARE\_Mali\_technical\_report September\_2005\_English version
  - TPR Sept06 CARE Mali (2)
  - USDOL Comments on CARE Mali September 2006 TPR (3)
  - USDOL Comments--Mali March 2006
  - USDOL March 2006 Technical Progress Report English final
  - USDOL MALI-CARE Mali TPR March 07
  - USDOL Comments on CARE Mali March 2007 TPR
  - Response to USDOL Comments on CARE Mali March 2007 TPR FV (2)
- DOL trip reports
  - DOL\_Mali\_Task1\_Trip\_Report Final version
  - DOL-MALI-TASK-2 Trip Report\_4\_12\_04

#### **Documents from CARE**

- Project strategy documents (Insertion, School shops, Withdrawal...)
  - Stratégie de retrait DOL synthèse du 23 08 06
  - Stratégie d'insertion DOL version 26 07 06

Introductory note on CARE Mali MJT approach  
MJT research\_Mali summary version 22-08-06

Project base line study and the results of the internal midterm and final  
evaluation of the indicators concerned:

rapport\_enquete\_de\_base\_DOL\_29\_Juillet\_2004

rapport eval finale DOL- Juillet 07

Dol fiche de suivi direct des enfants révisé - mars 2006

Etat\_SSC\_Finalized with CP with changes accepted 2

### **Documents from Partner NGOs**

#### **World Vision**

VMRap. technique February 2007

VMRapport narratif June 2007

#### **APAF**

BILANCAF2006

PLAN D'ACTION06-07

RAP TECHNI MARS2007

RAPPORT CAP

Rapport technique mars à septembre2006

RAPPORTTRIMESTRIEL

BILANCAF2006 (1)

#### **GAAS-Mali**

Recrutement 06-07

desagregation benef lot1

Kits DOL Nov 06 (lot2)

Kits DOL (lot1) Oct.05

Liste Beneficiaire Mopti-cohort 1 (lot1) USE-BKO

liste des enfants voyage d'échange enfants Juillet05

situation repartition

PROTOCOLE D'ACCORD COMMUNE-CAREWV INSERTION 100 ENFANTS  
VF

Protocole d'accord formation socio professionnelle enfants 03 07 VF

Compte rendu des minis ateliers 20 03 07

Liste enfants insertion

Compte rendu des minis ateliers 20 03 07

#### **FDS**

Reports from Sept 2006- Feb 2007

## ANNEX C

### Education Infrastructure Created to Meet Demand after Awareness Raising Concerning the Importance of Education

	Region/Commune/ Village	Type of Construction/ Equipment	Financial Partner
1	<b>MOPTI/ Koro</b> Kini-ourodourou	Primary	PPEB (Projet Promotion Education de Base) GTZ
2	<b>Diankabou</b> Soye	Primary	PPEB
3	<b>Sangha</b> Terele	Secondary	Friends from Italy
4	<b>Diallassagou</b> Nènè	Primary	ANICT-Commune (ANICT is a central government fund for local gov. initiatives)
5	<b>Barasara</b> Ouo	Secondary	ANICT-Commune
6	Garou-ley	Primary	ANICT-Commune
7	Eguèla	Primary	ANICT-Commune
8	Fangadougou	Primary	PPEB
9	Monobondo	CED	YIM Family (\$23 000)
10	<b>Ségue</b> Yeleu	Primary	A bishop who comes from the village, with some Italian friends
11	<b>SEGOU /Dah</b> Zamblena	3 classes +75 bench desks	World Vision
12	Dah	3 secondary classes	World Vision
13	Tamaro	3 primary classes	ANICT
14	Noungorro	3 primary classes and an admin block	World Vision
15	<b>Fani /Fani</b>	3 secondary classes	World Vision
16	Mèna	1 primary class and equipment of 3 others	ANICT, local authority and community
17	Tallo	1 primary class +equipment	World Vision + community
18	N'Tosso	3 classes equipped	World Vision
19	<b>Dièli/ Dièli</b> Felenso	3 secondary classes	World Vision + local authority
20	Sama	3 classes + admin block	World Vision, community
21	<b>Falo /Falo</b>	Nursery school (58 children)	
22	Niamana	Nursery school (63 children)	

**ANNEX E**  
**Summary of the TOR**

**TERMS OF REFERENCE**

**A Better Future for Mali's Children:  
Combating Child Trafficking through Education  
CARE  
Mali Independent Final Evaluation**

**May 2007**

<b>Cooperative Agreement Number:</b>	<b>E-9-K-3-0063</b>
<b>Financing Agency:</b>	<b>USDOL</b>
<b>Type of Evaluation:</b>	<b>Independent Final Evaluation</b>
<b>Date and Duration of the Evaluation:</b>	
<b>Preparation Date of TOR:</b>	<b>May 2007</b>
<b>Total Project Funds from USDOL Based on Cooperative Agreement:</b>	<b>US \$3,000,000</b>
<b>Vendor for Evaluation Contract: INC.</b>	<b>MACRO INTERNATIONAL,</b>  11785 Beltsville Drive Calverton, MD 20705 Tel: 301-572-0200 Fax: 301-572-0999

## **I. Background and Justification**

The U.S. Department of Labor's (USDOL) international technical assistance programs have grown quickly since their inception eight years ago. In total, Congress has appropriated more than \$675 million to USDOL to fund international labor projects through its Bureau of International Labor Affairs (ILAB). These funds are used in a wide variety of projects that cover a range of labor issues, including international child labor issues, and a wide geographical distribution.

The Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) is an office within ILAB. In recent years, OCFT activities have significantly expanded to include research on international child labor, supporting U.S. government policy on international child labor, administering grant and contracts to organizations engaged in efforts to eliminate child labor, and raising awareness about child labor issues.

Since 1995, Congress has appropriated over \$470 million to ILAB, to administer international child labor projects. Of this amount, over \$292 million has been earmarked by the Congress to support the International Labor Organization's International Program on the Elimination of Child Labor (ILO/IPEC), \$182 million has been allocated to support efforts to address child labor through the promotion of educational opportunities for children (the basis for USDOL beginning its Child Labor Education Initiative (EI)), \$700,000 has been allocated to support other technical cooperation efforts, and \$2.4 million has been allocated to support research and awareness-raising activities.

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

For ten years, USDOL has provided funding for ILO/IPEC in the form of grants administered by OCFT under cooperative agreements with the ILO. As a result of the Congressional appropriations described above, the U.S. Government is now the leading donor to ILO/IPEC. ILO/IPEC projects to combat child labor generally fall into one of several categories: comprehensive, national Timebound Programs (TBP) to eliminate the worst forms of child labor in a set time frame; Country Programs; sector-specific projects; data collection and research projects, and international awareness raising projects. In general, most projects include "direct action" components that are interventions to remove or prevent children from involvement in exploitative and hazardous work. One of the major strategies by which IPEC projects do this is through the increasing children's access to and participation in formal and non-formal education.

### *Child Labor Education Initiative (EI)*

EI projects are to work toward the elimination of the worst forms of child labor through the provision of basic education. EI projects are designed to ensure that children in areas of high 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. USDOL's EI seeks to nurture the development, health, safety and enhanced future employability of children around the world by increasing access to and quality of basic education for working children and those at risk of entering work. The elimination of exploitative 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.

that the project was finding it challenging to adapt its activities and apply DOL criteria to ensure direct beneficiaries. Additionally, the evaluator recommended the development of non-formal education alternatives and stressed the challenge of increasing enrollment without increasing infrastructure.

## II. PURPOSE AND SCOPE OF EVALUATION

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

All EI projects, which are funded through cooperative agreements, are subject to midterm and final evaluations. The EI project in Mali went into implementation in August 2003 and is due for its final evaluation in 2007. The **goals** of the evaluation process are to:

1. Help individual organizations identify areas of good performance and areas where project implementation can be improved;
2. Assist OCFT to learn more about what is or is not working in terms of the overall conceptualization and design of EI projects within the broad OCFT technical cooperation program framework;
3. Assess the degree to which objectives relevant to the country-specific situation they address have been achieved; and
4. Assess progress in terms of children's working and educational status (i.e. withdrawal and prevention from the worst forms of child labor; enrollment, retention, completion of educational programs).

In addition to these overarching goals, the following project-specific goals have been developed by OCFT in consultation with CARE Mali staff:

- Is the program effective in achieving its intended objectives?
- Can the results be explained by some alternative process?
- What and how much change occurred at the program or beneficiary level that can be attributed to the program?
- Is the program an efficient use of resources to meet intended impacts as compared to alternative sources?

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

The contractor/evaluator will work with the staff of USDOL's OCFT and relevant CARE Mali staff to evaluate the projects in question. The OCFT management and project staff will use the evaluation results to inform the relevance of the approach and strategy that are being followed. The evaluation results should also be used by CARE Mali 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 evaluation should address the five categories of issue below.

**Program Design Issues**

Assess how well the project fits within other efforts addressing similar issues, and determine to the extent possible whether the design theory is valid.

**Project Design/Implementation Issues**

Determine whether the project addresses EI goals and DOL common indicators. Assess the project's use of monitoring tools and collection of data. Explore specific issues in project implementation, particularly regarding changes in activities or strategies.

**Partnership and Coordination Issues**

Assess the extent and value of the project's partnerships and coordination with the Malian Government, NGOs, local organizations, and other donors.

**Management and Budget Issues**

Examine the project's management and budget practices and draw lessons for future projects.

**Sustainability and Impact**

Assess the project's sustainability potential, as well as the impact it has already had. Determine lessons learned from this project that are potentially applicable to future projects.

<b>III. EVALUATION METHODOLOGY AND TIMEFRAME</b>
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**1. EMPHASIS, LIMITATIONS, AND CONSTRAINTS**

Although the evaluation will look at the impact of the project overall the major emphasis will be placed on the time frame since the midterm evaluation conducted early in 2006.

The evaluation will have two primary foci. First, it will determine whether the project has accomplished its objectives and targets as established in the Project Document, work plan, and PMP. Second, it will identify lessons learned and best practices, for the benefit of CARE, World Vision and the implementing partner NGOs, as well as for USDOL.

The choice of sites visited will endeavor to cover enough ground to convey an overall sense of the principal project interventions, so that the qualitative information gathered will indicate the validity or otherwise of the hypotheses on which the project is based.

Representatives of all stakeholders will be interviewed but, in view of time limitations, emphasis will be placed on communities outside Bamako. At the end of field visits in the regions of Mopti and Segou there will be an opportunity to visit appropriate Ministry personnel and representatives of other appropriate Bamako based organizations before the Stakeholders' Meeting on Monday, August 6th.

**2. PRE-DETERMINED QUESTIONS to EXPLORE**

The TOR contains 28 questions in 5 categories (program design, project implementation, partnering and collaboration, management and budget, impact and sustainability). CARE has posed additional questions. To the extent possible within the time period and other constraints, the evaluator will attempt to answer all of these questions using the methodologies described below.

### 3. CHOICE OF SITES

The evaluator has had the opportunity to meet with CARE, World Vision and the implementing NGOs during a workshop in Bamako. This enabled a choice of site visits based on:

1. Time and distance between sites and the fact that it is the rainy season. The bridge between Mopti and Bandiagara has recently been destroyed, necessitating an alternative, more difficult route.
2. The evaluator and her assistant decided to concentrate on fewer sites and more in-depth coverage of target groups as opposed to wide geographic coverage and more time spent traveling from one place to another. However, the sites chosen will include both larger and smaller villages and those where the project has had greater and lesser success, including one village where the project has not worked at all.
3. Four out of the five circles covered by the project will be visited during the evaluation (In Mopti region: Koro and Bankass In Segou region: San and Bla).

The provisional fieldwork program is as follows:

Date	Place	Individuals/Groups to be interviewed
20.07.07	Bamako	Interview with project team – (CARE/World Vision)
23.07.07	Bamako	Tools development / planning with evaluation assistant
24.07.07	Travel Bamako-Bandiagara	
25.07.07	Diallassagou (Diallassagou Commune, Bankass Circle)	Traditional and administrative leaders Members of Village watch PTA/SMC members Non formal / formal education teachers School book shop management Parents Children in formal/non formal education Women's saving group NGO field worker
26.07.07	Tonou (Dinangounan Commune, Koro Circle)	Traditional leaders Members of Village watch PTA/SMC members Parents Children in /not in education Reintegrated children Women's saving group NGO field worker
27.07.07	Koro and Bandiagara	Local education office (CAP) in Koro Radio Orona in Koro NGO supervisor - Bandiagara
28.07.07	Travel to San, visiting Parou (Barasara Commune) en route	Various groups: Women, leaders, children (the project has not worked in this village)
29.07.07	Tene (San Circle)	Traditional and administrative leaders Members of Village watch PTA/SMC members School book shop management Parents Children in formal/non formal education Women NGO field worker/supervisor

30.07.07	Bla	Local education office (CAP)
	Falo (Bla Circle)	Local leaders Women's savings group NGO field worker
31.07.07	Travel to Bamako	
1 <sup>st</sup> and 2 <sup>nd</sup> August	Visits in Bamako – details to be finalised	
August 6th	Bamako	Stakeholders meeting

#### 4. APPROACHES, TOOLS

Standard qualitative information-gathering (not to be confused with statistical data collection) techniques will be used, including the following:

**Initial and ongoing document review** that will include:

- Project document
- Cooperative Agreement
- Solicitation of Grant Applications (under which Cooperative Agreement was awarded)
- Management Procedures and Guidelines
- Progress reports
- Technical reports
- PMP
- Workplan
- Midterm Evaluation report
- Project files, as appropriate

#### **Small group interviews**

In the communities that they visit the evaluator and her assistant will facilitate semi-structured interviews with groups of boys and girls, parents, local leaders, and teachers, including school management committees, parents' associations, village watch and other relevant community groups, to discuss child labor and education, the changes associated with project initiatives, and visions of the future. This will enable the evaluator to assess the degree of community involvement and ownership of project activities, their level of satisfaction concerning project achievements, and approaches and attitudes concerning education and child labor/ migration/ trafficking. Whenever possible project activities will be visited in order to observe the gender and general age of participants, the atmosphere and dynamics between staff and young people, the quality and content of the activity they were engaged in, the physical environment, materials and facilities available (i.e., whether the activity seemed appropriate to meet the objectives for which it was designed). However, as schools are currently on holiday, this aspect of the evaluation will be somewhat truncated. NGO personnel may be present on occasion, primarily to facilitate introductions and act as interpreters for community interviews.

**Key informant interviews** will constitute a large part of the information-collecting.

A **Venn diagram** or a similar instrument will be used to express partner and collaborator relationships, both formal and informal. Children may be asked to make drawings to illustrate some of their feelings about past events and circumstances, primarily as a tool to encourage shy or younger children to speak up

If any opportunity presents itself we will do **field observation** of actual project activities that are ongoing. While school and non formal education centers are closed now, when we arrive in each project zone, we will look for activities we could observe.

**Stakeholders Meeting** at the conclusion; a preliminary list of attendees has been drawn up by CARE.

**Timetable and Workplan:**

The tentative timetable for the evaluation is as follows:

Tasks	Dates
Desk Review of Project Materials and Interviews with OCFT staff	July
Field work	July 20-August 3
Brief initial conclusions to Project Stakeholders	August 6
Draft report	Due to Macro August 31 Due to USDOL September 3
Initial USDOL approval to send report to grantee and stakeholders	September 5
Full comments from USDOL, grantee, stakeholders	September 14
Finalization of Document	Due to Macro September 28 Due to USDOL October 3

<b>IV. EXPECTED OUTPUTS / DELIVERABLES</b>
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The Evaluator will submit to ILAB/OCFT **an evaluation report** that incorporates the results of the Tasks (outlined in Section III) in the format prescribed by ILAB/OCFT, which includes at minimum the following sections:

- a. Table of Contents
- b. Executive Summary, providing an overview of the evaluation and summary of main findings and recommendations
- c. List of Acronyms
- d. Evaluation Objectives
- e. Methodology of Evaluation
- f. Findings
- g. Lessons Learned and Good Practices
- h. Conclusions
- i. Recommendations
- j. Annexes, including list of interviews/meetings, site visits, documents reviewed, stakeholder workshop agenda and participants, TOR, cross-reference list of the TOR questions and pages addressed in the report, etc.

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

The first draft of the report will be circulated by the evaluator to key stakeholders individually for their review. Comments from stakeholders will be consolidated and incorporated into the final report as appropriate and the evaluator will provide a response to each stakeholder 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. **A first draft is due to MACRO no later than 10 working after return from an evaluation mission, and a final draft is due no later than 10 working days after receipt of comments from ILAB/OCFT. All reports including drafts will be written in English.**

## V. INPUTS

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

CARE will coordinate and organize the logistics surrounding the meetings and field visits in Mali and selected districts, transport to field sites, and support the costs of and organize the stakeholder workshop.

## **ANNEX F**

### **Interview Guides**

#### **Questions for Care US – John Trew, Child Labor Senior Technical Advisor**

1. Have there been any difficulties/issues/ challenges in working with USDOL? Do you feel that they have a good understanding of the project and share the same vision of project success as CARE?
2. What have been the major issues and challenges involved in managing the working relationship between CARE and World Vision? Has this been a productive partnership?
3. How effective has the working relationship been between the CARE field office and U.S. headquarters?
4. Are there any management issues that have impeded project progress?
5. What budget issues, if any, have affected project implementation?
6. What are the most important aspects of the evaluation from your point of view?
7. Anything else?

#### **Questions for USDOL**

1. What have been the major issues and challenges involved in managing the working relationship between USDOL and CARE? Has it been a productive relationship? Have you worked mainly with US or Mali offices (key contacts)?
2. Are there management issues that have impeded project progress?
3. What are the most important aspects of the evaluation from USDOL's point of view?
4. Are there any other issues you'd like to raise or anything else that you'd like to contribute to the evaluation?

#### **Questions guides pour les échanges avec des acteurs clés - APE/CGS/ CSV/CSS/ leader administratifs et traditionnels.**

1. Est-ce qu'il y avait des changements significatifs dans le village ces dernières années ? Les quels ? (positifs ou négatifs)
2. Comment ces changements ont touchés vos vies, de façon concrète ?
3. Comment/ pourquoi ces changements sont arrivées?

#### **Education**

4. Vous avez quelles structures d'éducation dans votre communauté ? (formel/ non formel)
5. Avez-vous constatez des changements par rapport à la qualité d'éducation (formel /non formel)? Lesquelles ? (curriculum, PC, disponibilité des matériels, infrastructure, enseignants, pédagogie...)
6. Est-ce que le nombre de filles/garçons inscrits à l'éducation formel/ non formel a augmenté ces derniers années ? (si possible ramasser les chiffres d'inscription pour toutes les années de 2004 au 2007 désagrégées filles /garçons et par an)
7. Comment les structures éducatifs (formel/ non formel) sont-elles gérés ? L'APE / CGS ou d'autres organisations communautaires jouent quels rôles ? Qu'est ce qu'elles font concrètement ?
8. Quels sont les avantages ou inconvénients de l'éducation scolaire ?
9. Est-ce qu'il y a des enfants qui a reçu des kits scolaire du projet dans le villages ? Combine de filles / garçons – qu'est-ce qu'ils ont reçu ? Comment voyez- vous cet contribution – est-ce que c'est le meilleur façon de dépenser de l'argent pour promouvoir l'éducation ?

### **Travail/trafic des enfants**

10. Comment comprenez vous le travail des enfants ? Est-ce qu'il y a des travaux qu'un enfant ne doit pas faire ? Comment on peut savoir ceux qu'il peut faire et ceux qu'il ne peut pas faire ?
11. Est-ce qu'il y a des cas ou un enfant n'est pas inscrit à l'école à cause des travaux champêtres ou d'autres travaux ?
12. Qu'est-ce que c'est le rôle des CSV/CSS ?
13. Est-ce qu'il y a des exemples concrets de son impact ?
14. Comment ils s'organisent ?
15. Est-ce qu'il y a un plan d'action qu'on peut voir ?
16. Est-ce que le CSV/CSS ont des liens avec d'autres groupes similaires dehors du village ?
17. L'état joue quel rôle dans la lutte contre le travail/trafic des enfants ?

### **PDSEC /autorités**

18. Quels éléments du PDSEC sont liés à l'éducation ou la lutte contre le trafic/travail des enfants ? Quels résultats à nos jours ?
19. A quel niveau des autorités locales sont impliqués dans les activités de lutte contre le travail/trafic des enfants ?

### **Durabilité**

20. Quel est le rôle des populations dans la lutte contre le trafic/travail des enfants ?
21. A quel niveau pouvez-vous continuer vos activités liées à la promotion de l'éducation et la lutte contre le trafic/travail des enfants après le fin du projet USDOL ?

### **Questions aux enfants**

Présentations – explication de l'objectif de la visite

1. Pensez-vous que l'éducation est importante ? Pourquoi (pas) ?
2. Combien de vous sont à l'école ?
3. Qui a reçu un appui du projet USDOL ? Qu'est-ce que vous avez reçu ? Est-ce que cet appui est la meilleure façon de vous aider à l'école ? Est-ce qu'il y a d'autres façons de vous aider avec cet argent ?
4. Si vous avez la possibilité de proposer des changements à votre école – vous proposeriez les quels ?
5. Est-ce que tous les enfants du village vont à l'école ? Pourquoi pas ?
6. Qu'est-ce que c'est le travail des enfants ? Et le trafic ?
7. Pensez-vous qu'il y a un danger si on quitte la famille pour voyager seul ? Lesquelles ? Qu'est-ce qui peut arriver ?
8. Avez-vous des idées sur comment vous protéger contre ces dangers ?
9. Est-ce que vous voulez rester toujours au village ou d'aller travailler en ville ? Quel sort de travail sera bon à faire ? A quel âge ?
10. Est-ce que vous avez participé dans les camps de jeunes ou d'autres activités pour les enfants dans la commune ? Lesquelles ? C'était comment ? Qu'est-ce que vous avez appris/ aimé ?
11. Qu'est-ce que vous disiez à un de vos amis qui vous dit qu'il va quitter le village pour chercher le travail en ville ?

Demander quelques-uns de faire des dessins sur les messages du projet

#### **Questions supplémentaires aux jeunes :**

- Qu'est-ce que vous faites dans l'atelier ?
- Avez-vous été à l'école ou un centre d'éducation non formel ?
- Le cours dur combien de temps ?
- Après, qu'est-ce que vous allez faire ?
- Suggestion pour l'amélioration de la formation ?
- Éléments que vous appréciez ?

(Vérifiez des aspect liés à l'équipement, le sécurité, la nourriture, des difficultés, le formateur...)

#### **Questions sur les boutiques scolaires**

1. Est-ce qu'il y avait des changements significatifs dans le village ces dernières années ? Les quels ? (positifs ou négatifs)
2. Comment ces changements ont touchés vos vies, de façon concrète ?
3. Comment/ pourquoi ces changements sont arrivées?

#### **Education**

4. Quels sont les avantages ou inconvénients de l'éducation scolaire ?
5. Avez-vous constatez des changements par rapport à la qualité d'éducation (formel /non formel)? Lesquelles ? (curriculum, PC, disponibilité des matériels, infrastructure, enseignants, pédagogie...)
6. Est-ce qu'il y a des enfants qui a reçu des kits scolaire du projet dans le villages ? Comment voyez- vous cette contribution – est-ce que c'est le meilleur façon de dépenser de l'argent pour promouvoir l'éducation ?
7. Qu'est-ce que c'est la boutique scolaire ?
8. Quelles réactions des parents d'élèves / enseignants ?
9. Qui l'a financé ?
10. Comment le comité de gestion a été mis en place et comment fonctionne-t-il ?
11. Est-ce que le conseil communal est impliqué ? Si oui, comment ?
12. Les réussites et les difficultés à nos jours ?
13. Le projet USDOL joue quelle rôle ?
14. Est-ce que c'est durable après le fin d projet ? Comment ?

#### **Travail/trafic des enfants**

15. Comment comprenez vous le travail des enfants ? Est-ce qu'il y a des travaux qu'un enfant ne doit pas fait ? Comment on peut savoir ceux qu'il peut faire et ceux qu'il ne peut pas faire ?
16. Est-ce qu'il y a des cas ou un enfant n'est pas inscrit à l'école à cause des travaux champêtres ou d'autres travaux ?

#### **Questions guides pour les femmes MJT**

22. Est-ce qu'il y avait des changements significatifs dans le village ces dernières années ? Les quels ? (positifs ou négatifs)
23. Comment ces changements ont touchés vos vies, de façon concrète ?
24. Comment/ pourquoi ces changements sont arrivées?

#### **Education**

25. Vous avez quelles structures d'éducation dans votre communauté ? (formel/ non formel)
26. Quels sont les avantages ou inconvénients de l'éducation scolaire ?
27. Avez-vous constatez des changements par rapport à la qualité d'éducation (formel /non formel)? Lesquelles ? (curriculum, PC, disponibilité des matériels, infrastructure, enseignants, pédagogie...)
28. Est-ce qu'il y a des enfants qui a reçu des kits scolaire du projet dans le villages ? Comment voyez- vous cet contribution – est-ce que c'est le meilleur façon de dépenser de l'argent pour promouvoir l'éducation ?
29. Combien de vous ont fréquenté la boutique scolaire ? (s'il y en a) Que pensez-vous de cette initiative ?

#### **MJT**

1. Pourquoi êtes-vous membre de ce groupement MJT ?
2. Qu'est-ce qui a changé chez vous à cause d'être membre de ce groupement ?

3. Quelles proportions de vos enfants de l'âge scolaire sont à l'école ? (Demander à chacun d'expliquer la situation de leurs enfants et pourquoi ils vont /ne vont pas à l'école)
4. Comment suivez vous le progrès de vos enfants à l'école ?
5. Est-ce qu'il y a entre vous celles qui jouent un rôle dans la vie publique (dans le bureau/ comité de gestion d'une structure par exemple..)
6. Est-ce que le groupement MJT est durable ? Comment il peut être renforcé ?

#### **Travail/trafic des enfants**

7. Comment comprenez vous le travail des enfants ? Est-ce qu'il y a des travaux qu'un enfant ne doit pas faire ? Comment on peut savoir ceux qu'il peut faire et ceux qu'il ne peut pas faire ?
8. Est-ce qu'il y a des cas où un enfant n'est pas inscrit à l'école à cause des travaux champêtres ou d'autres travaux ?
9. Qu'est-ce qui est fait au niveau communautaire pour éviter la migration des enfants en ville ?
10. A quel niveau la mairie est impliquée dans les activités de lutte contre le travail/trafic des enfants ?

#### **Questions guides pour les CAP**

1. Qu'est-ce que le gouvernement fait pour réduire le trafic des enfants et améliorer l'accès et la qualité de l'éducation formelle et non formelle dans la zone du projet ?
2. Comment le projet USDOL complète les efforts du gouvernement dans ce sens ? (appui aux CAP, formation des enseignants, fournitures scolaires, infrastructure, modules sur le trafic/travail des enfants, les droits des enfants...)
3. Est-ce qu'il y a des liens entre les activités du gouvernement et les activités du projet dans la zone du projet ?
4. Voulez-vous mentionner des forces ou des faiblesses de ce projet USDOL ?
5. Y a-t-il une amélioration par rapport à l'accès aux écoles et aux CED depuis le démarrage du projet ?
6. Pourriez-vous nous donner des nombres de filles/garçons inscrits aux écoles et aux CED dans la zone du projet avant et pendant la période du projet ? (2002-2007)  
A quel degré le projet a contribué à l'augmentation du niveau de:  
    L'inscription  
    Le maintien  
    L'achèvement  
    La passerelle de non formel au formel – si cela existe  
et l'amélioration de la qualité de l'éducation
7. Est-ce qu'il y a des données ou d'autres indications qui suggèrent une réduction au déplacement/trafic des enfants de la zone du projet?
8. Comment voyez-vous l'initiative des boutiques scolaires ?
9. Comment le partenariat entre le projet et votre structure se passe – forces et faiblesses / efficacité ?
10. Comment voyez-vous la durabilité des activités du projet après 2007 ?
11. Qu'est-ce que c'est l'impact du projet à nos jours sur
  - Des bénéficiaires individus (enfants, parents, enseignants...)
  - Des partenaires (ONG locaux, organisations communautaires, écoles, CED...)
12. Pensez-vous que le projet aura un impact positif à la longue en amenant des changements de comportement pour réduire le trafic d'enfants ?

**Questions pour des personnels de Care/VM BKO / GAAS/ FDS/APAAF – adaptées pour chaque une des structures.**

#### **Questions sur l'approche /des stratégies / l'exécution du projet**

1. Pourriez-vous expliquer la complémentarité entre le projet et les efforts du

- gouvernement ? – (du coté éducation formel/non formel et du coté travail/trafic des enfants) (CED- état de leurs programmes ? Politique d'éducation non formel – aucune connaissance/ effet ?)
2. Est-ce que le projet a vérifié le théorème qu'un meilleur accès et qualité d'éducation formelle et non formelle réduit le trafic/migration d'enfants ?  
(Justification : changement du nombre d'enfants inscrits dans le formel/non formel. Changement du nombre d'enfants qui quittent leurs villages – défis ? Réactions aux défis ?)
  3. Quelles activités ont été le plus efficaces : sensibilisation, comités de surveillance/CSS, curriculum/formation des enseignants ou d'autres ?
  4. Indicateurs de DOL : Est-ce que le projet réussit à mesurer les indicateurs communs de DOL (retrait/prévention / maintien et achèvement) – Si non – pourquoi ? (collection des données et suivre le statut d'éducation et du travail des bénéficiaires directs)
  5. Est-ce qu'il y a des difficultés par rapport à ces indicateurs ? A quel niveau ça pose des problèmes pour les structures d'exécution en termes de coût et d'effort fournis ?
  6. Les kits scolaires distribués aux bénéficiaires directs ont eu quel impact ? Quelles réactions des communautés ? et la durabilité ?
  7. D'autres difficultés au niveau de la conception originale du projet (dans le document du projet) ou de l'exécution ?
  8. Quels sont les outils de suivi/ évaluation du projet ? A quel niveau sont-ils efficaces ? Qui mesurent quoi ?
  9. Le choix de zones d'intervention a eu quel impact sur le projet ? Est-ce qu'il y avait des problèmes liés à la situation géographique des sites du projet ?
  10. Quelles sont les initiatives du projet liées à l'éducation non formelle – surtout depuis l'évaluation à mi-parcours ? Est-ce que ces initiatives seront durables ? Comment ?
  11. L'impact de la formation en Mars 2007 des enseignants sur les droits de l'enfant et en pédagogie ? Est-ce que la formation a changé la façon dans laquelle ces enseignants communiquent avec les enfants ? Comment ?
  12. Les fonds acquis des autres partenaires : liste  
L'impact de ces fonds imprévus ? Ils servent d'une valeur ajoutée ou d'un divertissement /distraction des activités centrales du projet ?
  13. Est-ce que le projet est à jour par rapport au plan de travail prévu ?
  14. Est-ce que le projet va atteindre ses objectifs à sa fin ?

#### **Questions sur le partenariat et la coordination**

15. Est-ce qu'il y avait des défis majeurs pour développer des partenariats autour du projet ?
16. Quelles ont été les défis majeurs ou des opportunités au niveau de la coordination avec le gouvernement surtout les Ministères d'Éducation et Protection de l'enfant/famille (Ministère du Travail ?) d'autres structures gouvernementales ?
17. Coordination avec ILO/IPEC « Timebound projet » ?
18. Travail avec des ONG : questions clés ? défis ? thèmes majeurs ?  
Efficacité d'ensemble des partenariats avec VM /FDS/ GAAS /APAAF
19. Efficacité des Comités de surveillance villageois par rapport à la prévention du trafic des enfants et leur capacité d'être durables

#### **Questions de gestion et de budget**

20. Forces de la gestion du Projet ?
21. Quels besoins/possibilités d'amélioration ? (y compris gestion technique et financière)
22. Est-ce qu'on peut apprendre les leçons par rapport au budget pour ce type de projet ?

**Durabilité et l'impact**

23. Qu'est-ce que vous avez fait pour assurer la durabilité et la continuation des stratégies liés à l'éducation dans la lutte contre le travail des enfants après la fin du projet ?
24. Est-ce que la stratégie initial pour la durabilité a été approprié et suffisant ?
25. L'impact du projet à nos jours sur : a) des individus (enfants, parents, enseignants, membres de CSV/CSS...), b) des partenaires : (ONG, OC, écoles...) c) le gouvernement et des politiques en termes des changements au niveau du système d'éducation global et la lutte contre le travail des enfants ?
26. Quelles leçons on peut apprendre en termes des acquis et faiblesses du projet par rapport à la durabilité ?

**Questions pour le MEN et DPNEF**

**Questions sur l'approche et des stratégies du projet**

**Complémentarité entre l'idée du projet et les efforts du gouvernement**

13. Qu'est-ce que le gouvernement fait pour réduire le trafic des enfants et améliorer l'accès et la qualité de l'éducation formelle et non formelle dans la zone du projet ?
14. Comment le projet USDOL complète les efforts du gouvernement ?
15. Est-ce qu'il y a des liens entre les activités du gouvernement et les activités du projet?
16. Voulez-vous mentionner des forces ou des faiblesses de ce projet ?
17. Avez-vous des propositions d'amélioration par rapport à l'approche ou aux stratégies du projet ?

**Questions de partenariat et coordination**

1. Au démarrage CARE a établi des rapports de travail avec qui et quelles structures de l'état?
2. Comment avez-vous trouvez la collaboration avec le projet (CARE et VM) ?
3. Est-ce qu'il y a des propositions d'amélioration de ce partenariat dans l'avenir ?

**Durabilité et l'impact**

2. Est-ce que le projet a eu un impact sur le gouvernement et la structuration des politiques en termes de changement au système d'éducation et des questions de trafic/travail des enfants ?
3. Est-ce que le projet a eu des impacts sur des politiques nationales liés aux enfants, le travail des enfants, et l'éducation ? (exemples spécifiques)
4. Comment l'état pense à aider la durabilité des acquis du projet après son fin ?

### ANNEX G

## Performance Measurement Against Project Objectives – Information Available As Of Final Evaluation In August 2007

DEVELOPMENT OBJECTIVE (Goal)		Reduce child trafficking by improving the access of Malian children to education of quality in both formal and non formal schools in five “circles” (Bandiagara, Bankass, Koro, San & Bla) of the Regions of Mopti, Ségou and the District of Bamako.																
Intermediate Objective: Children at risk and victim of child trafficking participate in formal and non-formal education of quality in the target zones.																		
Indicators	Baseline	Target / Actual	Period 1 Mar -Aug. 04		Period 2 Sep04 - Feb05		Period 3 Mar - Aug 05		Period 4 Sep 05 -Feb 06		Period 5 Mar - Aug 06		Period 6 Sep 06 – Feb 07		Period 7 Mar - Aug 07		Total	
			G	B	G	B	G	B	G	B	G	B	G	B	G	B	Girls	Boys
1. # children enrolled in formal education programs	0	Target	800	1200	1400	1600	0	0	180	220	1300	1300	1500	1500	0	0	2800	2800
		Actual	2267	2435	2314	2829	2,267	2,435			1196	1461	1428	1575			2624	3036
2. # children enrolled in non-formal education programs	0	Target	0	0	100	100	0	0	150	150	200	200	0	0	0	0	200	200
		Actual	72	89	103	122	0	0			173	191	0	0			173	191
3. # children persisting in formal education programs	0	Target	0	0	760	1140	1930	2,895	190	285	1300	1300	2670	2670	2403	2403	2403	2403
		Actual			2148	2307	4376	4687			1196	1461	2547	2894			3743	4355
4. # children persisting in non-formal education programs	0	Target	0	0	0	0	85	85	70	70	200	200	180	180			180	180
		Actual			37	67	179	211			173	191	54	67			227	258
5. # children completing primary and secondary programs	0	Target	0	0	0	0	0	0	0	0	50	50	50	50	50	50	150	150
		Actual									39	80	64	106			103	186
6. #children completing non-formal education programs	0	Target	0	0	0	0	0	0	0	0	50	50	50	50	50	50	150	150
		Actual									108	93	108	123			216	216
7. # trafficked children reinserted in non-formal education programs	0	Target	0	0	150	0	0	0	150	0		0	150				450	0
		Actual	0	0	113	0	0	0	213	0	237	0	193	0			430	

*NB: Green shading represents data for original indicators at midterm evaluation; yellow shading represents data for direct beneficiaries*

<b>Output 1: Communities in project zones are informed and sensitized to take actions against child trafficking and exploitative child labor and to promote education.</b>										
Indicators	Baseline	Target/ Actual	Per. 1 March - Aug. 04	Per. 2 Sep.04 Feb05	Period 3 March– Aug 05	Per. 4 Sept05– Feb 06	Per.5 March- Aug 06	Per.6 Sep06– Feb.07	Per.7 March- Aug.07	Total
% adults and children in the intervention zones able to list dangers of child trafficking and exploitative labor and benefits of education.	37.4	Target				50				
		Actual				65.5				

<b>Output 2: Educational activities of formal and non formal structures offer appropriate training for children at risk and victims of child trafficking and exploitative labor in project zones.</b>										
Indicators			Per. 1 March - Aug. 04	Per. 2 Sep.04 Feb05	Period 3 March– Aug 05	Per. 4 Sept05– Feb 06	Per.5 March- Aug 06	Per.6 Sep06– Feb.07	Per.7 March- Aug.07	Total
2.1. # formal educational programs implementing the new competency-based curriculum promoted by PRODEC.	0	Target	0	24		16				40
		Actual				31				31

2.2. # teachers using the new competency-based curriculum and modules related to the fight against child trafficking and exploitative labor.	0	Target	0	40	200	200				200
		Actual	0			55				55
2.3. # non-formal educational programs offering practical training related to child trafficking and exploitative labor.	0	Target	0	15		15				30
		Actual	0			5				(46) <sup>4</sup>

<sup>4</sup> Evaluators estimate based on information received: 5 literacy centres in Bamako, 26 CEDs and 15 CDVs

Output 3: Key actors (communes, civil society, private sector and government) in project zones collaborate to fight against child trafficking and exploitative labor.										
Indicators	Baseline	Target/ Actual	Per. 1 March - Aug. 04	Per. 2 Sep.04 Feb05	Period 3 March– Aug 05	Per. 4 Sept05– Feb 06	Per.5 March- Aug 06	Per.6 Sep06– Feb.07	Per.7 March- Aug.07	Total
3.1. Number of actions of advocacy initiated by key actors in the intervention zones focused on the rights of trafficked and exploited children (especially education).	0	Target	0	30		45				
		Actual	0	25		128				
3.2. Level of implementation of the activities aimed at reducing child trafficking and exploitative labor in the Economic, Social and Cultural Development Programs of the intervention zones	0	Target	0	25		50				
		Actual	0	0						
3.3. Number of cases of child labor abuse published on the media (newspaper, web site, local radio, etc.) by CSOs in the intervention zones.	0	Target	0	15		30				
		Actual	0	24		59				
3.4. Number of actions undertaken jointly by target CSOs in the intervention zones in implementing laws and policies aimed at reducing child trafficking, exploitative labor and provide access to education.	0	Target	0	30		30				
		Actual	0	45		146				

Output 4: Families of children attending formal and non-formal education act on economic opportunities in departure and receiving zones of child trafficking and exploitative labor in project zones.										
Indicators	Baseline	Target/Actual	Per. 1 March- Aug. 04	Per. 2 Sep.04 Feb05	Period 3 March- Aug 05	Per. 4 Sept05- Feb 06	Per.5 March- Aug 06	Per.6 Sep06- Feb.07	Per.7 March- Aug.07	Total
4.1. Number of MJT savings and credit groups created in the intervention zones.	0	Target	0	45	45	30	0	0	0	120
		Actual	0	68	25	17	35	84		229
4.2. Number of women members of MJT savings and credit groups in the intervention zones.	0	Target	0	1,350	1,350	900	0	0	0	3,600
		Actual	0	2,208	786	673	2,188	2,810		8,665
4.3. Total amount saved by the MJT savings and credit groups in the intervention zones.	0	Target	0	\$3,655	\$3,645	\$2,239	0	0	0	\$9,539
		Actual	0	\$5,821	\$3,321	\$10,164	\$1,410	\$13,732		\$34,439