



International Labour Organization

IPEC

International Programme on the Elimination of Child Labour

IPEC Evaluation

**“Combating Child Labour in Morocco
by Creating an Enabling Environment
and Developing Direct Action against
the Worst Forms of Child Labour in
Rural Areas”**

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**An independent Mid Term evaluation by an external
consultant**

August 2005

NOTE ON THE EVALUATION PROCESS AND REPORT

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

The evaluation was carried out by an external consultant¹. The field mission took place in August 2005. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

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

¹ **Saskia Brand**

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List of Abbreviations

CL	Child Labour
CLMS	Child Labour Monitoring System
CLU	Child Labour Unit
IPEC	International Programme for the Elimination of Child Labour
MENJ	Ministry of Education and Youth
MSI	Management Systems International
NSC	National Steering Committee
ONDE	National Child's Rights Organisation
SPIF	Strategic Programme Impact Framework
UNDP	United Nations Development Programme
WFCL	Worst Forms of Child Labour

Executive Summary

Introduction

The project “Combating child labour in Morocco by creating an enabling national environment and developing direct action against worst forms of child labour in rural areas” was launched in September 2003 (the effective start of the project was January 2004). It is funded through a contribution of USD \$ 2,081,069 by the US Department of Labor (USDOL).

This midterm evaluation is considered an opportunity to:

- ❖ Analyse strategies and models of intervention used;
- ❖ Document project achievements, lessons learned and accumulated knowledge on prevention and combat against Child Labour;
- ❖ Provide feedback on the process and the achievements to all stakeholders;
- ❖ Suggest possible orientations for future work based on this experience.

The evaluation conceptually covers all interventions that have been implemented under the project in Morocco, at the regional, national and at the local level. This includes an analysis of the project as a whole as well as of all Action Programmes that have been implemented as part of the project.

The evaluation is particularly interesting for the Government of Morocco, the donor, project managers, and for IPEC in general for its potential to provide insights to the achievements and limitations of the project, and to derive lessons learned that could be used to improve future CL projects.

The methodology of the mid-term evaluation consisted of a desk review, explorative discussions by telephone with two representatives of the donor (Mark Mittelhauser and Lily Stern), the desk officer in Geneva (Laurence Dubois), and the DED officer in charge of this evaluation (Caspar Merkle), interviews with the members of the National Steering Committee, the IPEC team, UNICEF, MSI/ADROS and the partner NGOs, interviews with the members of the Regional Steering Committee of Taroudant, and field visits to Salé (AMESIP), Taroudant (AL WIFAK and AMOUD), and the Gharb (Scoutisme Mohamadia Marocaine (Kénitra) and Al Manar (Sidi Kacem)).

Main Findings of the Evaluation

GENERAL:

- ❖ There is considerable political will to combat child labour
- ❖ The IPEC team and partners are competent and have established fruitful collaborations
- ❖ There have been several important achievements

On the other hand:

- ❖ There are a number of challenges to be resolved
- ❖ There have been delays
- ❖ And the political will still needs to materialise.

THE DESIGN OF THE PROGRAMME

The **SPIF** method for programme development was useful in the sense that it enabled a highly participative design process, resulting in a very well written project document. The SPIF diagrams are helpful in showing the various elements of the programme in relation to external factors, but the arrows between the fields are often arbitrary: they mean different things in different cases (varying from “leading to” to “enabling”) and might as well have been placed differently.

The **project document** is generally adequate: it is clearly structured and written, and well informed. The budget is detailed and fitting. The programme answers to the current needs and developments in Morocco. A few elements need improvement though:

- ❖ The indicators lack specificity and are not properly linked to the programme’s objectives and outputs. As a result it is difficult to read the progress towards the objectives from the technical progress reports;
- ❖ The work plan failed to foresee the time that is needed for the approval of action programmes.

In view of the **sustainability** of the programme, I wonder whether emphasis should not be more on the national component than on direct action, in order to favour notably educational reform instead of direct services (which are difficult to maintain).

The IPEC team has established fruitful **collaboration** with various parties, among which especially MSI/ADROS and UNICEF. It has enabled IPEC to generate more resources and to achieve results beyond the normally expected outputs.

The **communications** with headquarters and the ILO office in Algeria have been supportive, but not always efficient. Lengthy approval procedures have caused major delays in direct action and awareness raising. These procedures could be much simpler, especially in the case of this programme, for which the document was already extremely detailed.

IMPLEMENTATION

Awareness raising

The awareness raising component has been very successful so far. A unique collaboration between IPEC, MSI/ADROS and UNICEF has led to a joint **communication strategy**. A product of this strategy will be a 30 episode soap series, with awareness raising elements on child labour. Also profitable was the work with a **media focal point**, who managed to reinforce the communication strategy and train journalists on child labour issues.

IPEC's new awareness raising tool **SCREAM** has been introduced to partners, adapted to the local situation in a very participative manner, translated into Arabic, and it is currently being tested by 13 NGOs. It has been well received by both partners and beneficiaries. It is, however, regrettable that it took six months to get the SCREAM mini programmes funded. This was due to the usual bureaucracy, which was not really necessary in this case: in the very detailed project document the cost of SCREAM awareness raising materials had already been specified.

Expanding the Knowledge Base

Most of the planned activities of this component have been postponed, but the identification of **good practices** has recently started. A consultant has questioned the NGO partners about their good practices and will soon produce a report. I regret though that this is done by means of a lengthy questionnaire to be filled out by the NGOs; I would have preferred a more active way to collect information and to include the experiences of the IPEC office.

An activity which is not, strictly speaking, part of this component, but nevertheless falls under the heading of knowledge diffusion is the production of the excellent **child labour guide**. This practical tool for partners and policymakers has been widely distributed (3000 ex.) among partners and in the administration, ranging from the members of parliament to the provincial governors and municipalities

Capacity building

A list of **hazardous work** has been established, and is official as of the third of January 2005. The list is a good start, but needs to be complemented.

Some capacity building has been realised with the **National Steering Committee**, but before IPEC

can effectively do more, the committee needs to reflect on its future role and functioning. Ideally, the NSC should become a strong coordinative body, whose agenda and existence do not depend on the presence of IPEC. Most members affirmed that if IPEC were to leave Morocco today, the chances that the NSC will continue to exist are very slim.

The **creation of a Child Labour Unit** has until now been postponed by the Ministry of Labour, nor has a budget been assigned to the fight against child labour. The child labour focal point consists of one person, who has been very active, but for whom child labour is one out of many tasks.

The **training of labour inspectors** has also been postponed, as it proves difficult to schedule a session. The IPEC team considers integrating the child labour session with another training, to make it at all possible.

IPEC was also to test and reproduce new **materials** for non-formal **agriculture oriented education programmes** by the Ministry of education in the course of their action programmes. As the materials have not been developed so far, IPEC has not been able to implement this component yet.

The execution of this component is hindered by **lack of government activity**. This applies to both the Ministry of Labour as to the Ministry of Education and Youth. Determined action is, however, an absolute necessity, if the fight against child labour needs to be taken beyond the project level, to become an integral part of Moroccan policy and politics. It would be a pity if the government does not make use of the opportunities offered by IPEC and the excellent technical assistance the IPEC team can provide.

Action programmes: Taroudant

A regional steering committee has been established, which has been functional for more than a year now. Its members are highly motivated and have decided to meet more often, to be able to monitor more closely the progress being made by the NGOs in the field.

In collaboration with the steering committee, four NGOs have been identified to implement action programmes. Three among them are to execute activities for the prevention and withdrawal of children from child labour and their (re-)insertion in school in a total of 19 villages (*douars*). The fourth is a larger, more experienced NGO that will most of all provide technical assistance to the other three and thus contribute to their capacity building.

The three local NGOs have performed baseline surveys in every village, and implementation activities have recently started.

Interesting elements are the participative processes, as a result of which the communities seem sincerely interested by the projects, the capacity building by the fourth NGO, which is very experienced and well known in the region, and the possibility to combine the child labour activities with community development, both within the framework of the IPEC projects, as through additional

projects to be executed by the fourth NGO.

There has been an important delay between the submission and the final approval of the action programmes, as a result of which the activities started almost nine months later than planned. Although IPEC-Geneva has recently made an effort to simplify the procedures, they could still be improved.

Other challenges are

- ❖ the flagrant absence of teachers in the village schools,
- ❖ the distances between villages to be covered by young children,
- ❖ the fact that women are not allowed in the village monitoring committees (even though they are more involved with the education of the children than their husbands) and
- ❖ the absence of boys in certain villages, due to labour migration to the cities.

All of these problems will need to be resolved to enable a proper project implementation.

Action programmes: Gharb

As already foreseen in the project document, the work in the Gharb region is more difficult than in Taroudant. The authorities are less cooperative, as they do not perceive child labour as a priority, and there are very few experienced NGOs. Efforts in this region have most of all been directed towards the identification of suitable partners. Two local NGOs have been found, which appear to be reliable partners, and which have at least a certain degree of experience with youth activities. They are strongly motivated to combat child labour and work with IPEC. Neither of these has ever managed a proper development project though, and their financial administrations are very basic. There is no NGO like "Migrations et Développement" that could provide the necessary assistance and the IPEC team is not equipped to enable permanent technical assistance in the region.

IPEC has to decide whether or not to work with these NGOs and if they do, in what form. The NGOs will need a considerable amount of technical and financial management support, and the action programmes should not be too ambitious in terms of budget and numbers of children to be withdrawn.

Child Labour Monitoring System

The Child Labour Monitoring System, yet to be established, will not be without problems once it has to be scaled up. It is morally difficult to ask community members to monitor the incidence of child labour in their environment if no alternative can be provided. If it needs to be brought to a national scale, the child labour unit needs to be operational and a budget ought to be available. None of these conditions is met for the moment.

Sustainability of the interventions

Factors contributing to the sustainability are the participative approach and the capacity building efforts. However, weaknesses are the insecure continuity of direct services, and the failing educational system, labour and school inspections, as well as the unfavourable living conditions in the rural areas. To improve these more government effort is needed. To increase the likelihood that the communities will be able to assure the continuity of direct services, a clear phase-out strategy will have to be developed. The potential impact of the direct action component depends to a considerable extent to the developments regarding the latter two aspects.

Recommendations

THE DESIGN OF THE PROGRAMME

- ❖ Well developed indicators are a useful tool for project management and, for this reason, deserve sufficient attention. It would be helpful if the indicators for this programme could be reviewed; if this is not possible for technical reasons, the issues mentioned in Chapter 2 ought to be taken into consideration for new programmes.
- ❖ In view of the delays in direct action, it may be necessary to extend the programme, to allow the NGOs the 24 months foreseen in their action programmes.
- ❖ The objectives for the Gharb region may not be realistic, considering the limited collaboration of the authorities and the absence of qualified and experienced NGOs; I recommend that they be reviewed (see also below).
- ❖ Although it is a familiar issue, I plead again for the simplification of the approval procedures and for increased responsibility in decision making by the IPEC team.

IMPLEMENTATION

Awareness raising

At this moment there exist NGOs that are not part of the joint communication strategy and that emphasise other aspects in their campaigns, than the ones that the IPEC partners have found to be efficient. In view of the effectiveness of the joint communication strategy, I recommend that the government, through its Labour Direction, make an effort to coordinate all communications with regard to child labour.

Expanding the Knowledge Base

It would be good if IPEC continued to document good practices, even after the consultant has completed his task, and if the practices would not be limited to the experiences of NGOs only. In future programmes the methodology of workshop and questionnaire had better be replaced by site visits and interviews, to help NGOs define their own good practices.

Capacity building

- ❖ The line ministries should increase activity to enable the full implementation of the programme, especially with regard to the capacity building component;
- ❖ It is essential that a budget be assigned to the fight against child labour, to make it an integral part of Moroccan policy and politics;
- ❖ The labour inspectorate needs to be extended and reformed if it is to monitor child labour and serve as a catalyst for the communities;
- ❖ The list of hazardous work needs to be reviewed, to include girls' exploitative activities and dangerous aspects of agricultural work (e.g. the use of chemicals);
- ❖ The NSC ought to reflect on its future role and functioning to avoid a collapse of activities at the end of the IPEC programme.
- ❖ Labour Unions and employers' organisations could be more involved.

Action programmes: Taroudant

- ❖ On the one hand, of course, IPEC Geneva should continue to work on simplifying the procedures, but on the other hand, its hands are tied to ILO rules and the authors of programmes had better include a period for project approval in the work plan.
- ❖ In order not to compromise the future results of the action programmes, the provincial representative of the Ministry of Education -who is a member of the regional steering committee-, ought to take action against the overwhelming absence of teachers in the village schools by:
 - Strengthening the inspection (and making the teachers accountable for the results of their students)
 - Improving the working conditions of the teachers and

- Raising the awareness of the teachers about the importance of education in the struggle against child labour.

In addition, labour unions could also play a role in reducing teacher absenteeism by means of awareness raising and social mobilisation among their members.

- ❖ Until women will be accepted in the village monitoring committees, a way should be found to consult them prior to decision making. This could be done informally or by means of a consultative forum deriving from the women's cooperative, for instance.

Action programmes: Gharb

I propose that the budget for the Gharb region be revised to:

- ❖ Allow technical and financial management training workshops for the NGOs;
- ❖ Allow regular technical assistance on the spot; if necessary through the recruitment of an extra field agent, even if for a limited period;
- ❖ Reduce the target group of 2500 children and the number of villages to be covered, to enable the above mentioned expenses and remain with objectives that are more reasonable for little experienced NGOs.

If necessary, the number of beneficiaries for Taroudant could be increased, but one should be careful not to compromise the quality of services there, in favour of the quantity. After all, this component is about pilot programmes, of which the first objective is to test strategies to combat child labour.

Sustainability

A clear phase-out strategy will have to be developed, to enable the communities to assume the continuity of direct services at the end of the action programmes.

Child Labour Monitoring System

A nation wide monitoring system can only be envisaged once the fight against child labour in Morocco has gone beyond the stage of pilot programmes, and viable alternatives can be proposed.

Labour unions and employers' organisations could play a role in child labour monitoring, while making use of their many-branched national structures.

Lessons Learned

I think the most important lesson learned is the realisation that the success of the Programme depends importantly on factors beyond the control of IPEC Morocco:

- ❖ Unpredictable political decisions regarding top positions
- ❖ The materialisation of political will
- ❖ Even local politics as in the case of Imgoun
- ❖ The lengthy approval and financial procedures
- ❖ And institutions that may contradict each other, while they both have decision making power.

The strength of the programme, its participative approach, thus also proves to be its weakness. Most of the delays are due to this dependency. Although it was recognised in the assumptions of the project document and in the area of impact framework, it has not been taken into account in the work plan.

The case of Imgoun has also shown how fragile the collaboration with sub contractors can be: for a moment the line between a potentially successful action programme and no action programme at all was very thin.

The indicators in the project document were not well developed. This is an aspect that deserves more attention, to enable a better monitoring of the programme.

The weakest component of the Programme -in my opinion- is the provision of direct services without a clear phase out strategy. The communities will need to be prepared to assume their continuity, to avoid a collapse of the educational facilities that are being put so carefully in place.

PART ONE:

Introduction

1

Introduction

The project “Combating child labour in Morocco by creating an enabling national environment and developing direct action against worst forms of child labour in rural areas” was launched in September 2003 (the effective start of the project was January 2004). It is funded through a contribution of USD \$ 2,081,069 by the US Department of Labor (USDOL).

Besides being mandatory for all ILO-IPEC projects, this midterm evaluation is considered as an opportunity to:

- ❖ Analyse strategies and models of intervention used;
- ❖ Document project achievements, lessons learned and accumulated knowledge on prevention and combat against Child Labour;
- ❖ Provide feedback on the process and the achievements to all stakeholders;
- ❖ Suggest possible orientations for future work based on this experience.

The evaluation is particularly interesting for the Government of Morocco, the donor, project managers, and for IPEC in general for its potential to provide insights to the achievements and limitations of the project, and to derive lessons learned that could be used to improve future CL projects.

1.1 The scope and purpose of the evaluation

The evaluation conceptually covers all interventions that have been implemented under the project in Morocco, at the regional, national and at the local level. This includes an analysis of the project as a whole as well as of all Action Programmes that have been implemented as part of the project.

The general purpose of this evaluation is to provide an analytical and independent analysis of the outcomes and the results with regard to the objectives of the project. The evaluation will in particular examine the extent to which target groups have benefited from interventions, and how sustainable the project activities are likely to be. A further aspect is the analysis of the synergies that have been established through the project, and an assessment of the linkages between the various components of the project.

Linkages of special interest are those between ILO-IPEC’s activities to eliminate the WFCL in
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Morocco, and

- ❖ Management Systems International's (MSI) ADROS project to *Combat Child Labor through Education* in Morocco (funded by US-DOL's Education Initiative) on the one hand, and
- ❖ UNICEF's activities in Morocco on the other.

Among others, the evaluation addresses questions that reference the collaboration of the agencies and highlights areas where joint activities would be useful.

The main users of the evaluation will be the relevant public and private national institutions responsible for child labour and child protection in the country, ILO/IPEC, the donor and other international organisations working with children in the countries.

1.2 Methodology and assessment of the evaluation

The methodology of the mid-term evaluation consisted of:

- ❖ Desk review (see Annex 4 for the documents consulted)
- ❖ Explorative discussions by telephone with two representatives of the donor (Mark Mittelhauser and Lily Stern), the desk officer in Geneva (Laurence Dubois), and the DED officer in charge of this evaluation (Caspar Merkle)
- ❖ Interviews with the members of the National Steering Committee, the IPEC team, UNICEF, MSI/ADROS and the partner NGOs (see Appendix 1 for the list of persons met)
- ❖ Interviews with the members of the Regional Steering Committee of Taroudant
- ❖ Attendance of a meeting of the Regional Steering Committee of Taroudant
- ❖ Field visits to
 - Salé (AMESIP)
 - Taroudant (AL WIFAK and AMOUD)
 - Gharb (Scoutisme Mohamadia Marocaine (Kénitra) and Al Manar (Sidi Kacem))

Field visits consisted of

- ❖ Open interviews with coordinators and field staff of the NGOs
- ❖ Focus group interviews with the beneficiaries (children and parents) and with community representatives (notably school teachers)
- ❖ Site observations (documented with digital pictures)

In all cases I was introduced to the various interlocutors by the IPEC team, after which they would withdraw to allow the interviewed to speak freely. In settings where none of the interviewed spoke French we would bring an independent (local) interpreter.

The work in Morocco was concluded by a stakeholder workshop with the IPEC team and the members of the National Steering Committee, to discuss the preliminary results of the evaluation and the future of the programme.

ASSESSMENT OF THE EVALUATIVE PROCESS

The visits that were carefully scheduled by the IPEC administrator could not all take place, as on the first day of the evaluation news came that several key stakeholders would not be available:

- ❖ Both the Labour Director and the Secretary General were unexpectedly removed from their positions and their replacement was insecure
- ❖ The most relevant contact person at UNICEF was entirely taken the first days, and travelled later that week not to return before the end of the evaluation; only on the last day of the evaluation we could schedule a meeting with another representative of UNICEF.
- ❖ The Ministry of Labour, the employers' organisation and the labour unions were all occupied with the preparation of the annual Labour Conference in Geneva, which made it difficult to schedule interviews; eventually we were able to meet the labour unions, but the representative of the employers' organisation was not available at all.

Especially the unexpected shifting of staff, though illustrative of the political reality in which the IPEC team operates, affected the evaluation. I had no possibility, for example, -even though we managed to schedule a short meeting with both the parting and the new Labour Director towards the end of the evaluation- to address the issue of the Child Labour Unit: the views with regard to future activities of the former director were no longer relevant, whereas the new director -though familiar with the issue of child labour- had not had time to form an opinion.

Another factor affecting the evaluation is that important elements of the programme have been delayed. As a result, not all questions (e.g. with respect to the effectiveness of the direct action, the strengths and weaknesses of the various components; the efficiency of the programme; the monitoring of child labour and the working status of beneficiaries) could be answered.

Finally, the schedule was so tight that I decided not to test the common understanding of IPEC's definitions of prevention and withdrawal. It would have taken a great deal of the limited time I had with beneficiaries and stakeholders, which would have negatively affected other aspects of the evaluation.

2

The Programme

2.1 The Design of the Programme

During the preparation of this project, a participatory workshop involving members of the NSC and other stakeholders in Morocco was held to define all the necessary outcomes that have to be achieved in Morocco to effectively contribute to the elimination of the WFCL. IPEC's Strategic Programme Impact Framework methodology (SPIF) was used for this purpose. The result of the workshop was a framework representing the "area of impact" for the project (related to the elimination of the WFCL at the country level, with emphasis on the rural sector), and a series of recommendations concerning IPEC's involvement for facilitating the process. A couple of diagrams were produced, representing the "theory of change" that shows how the overall objective (the reduction of the incidence of WFCL in Morocco) can be achieved.

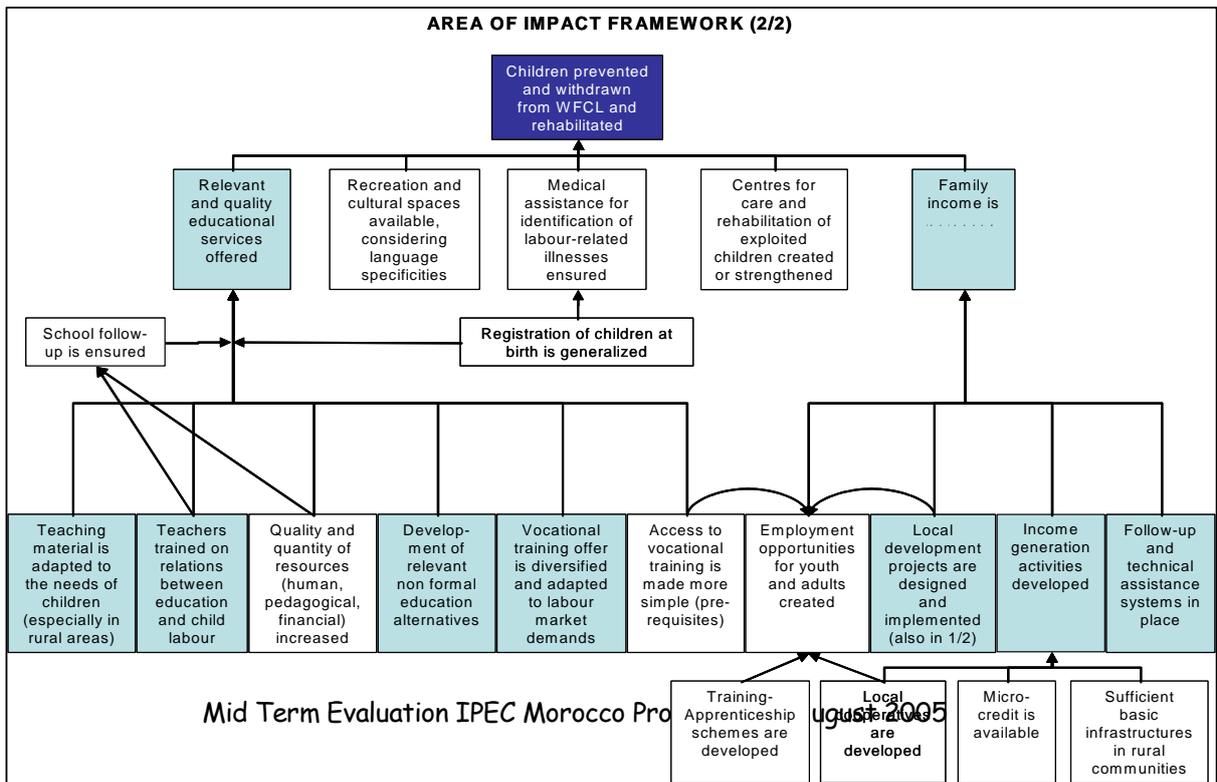
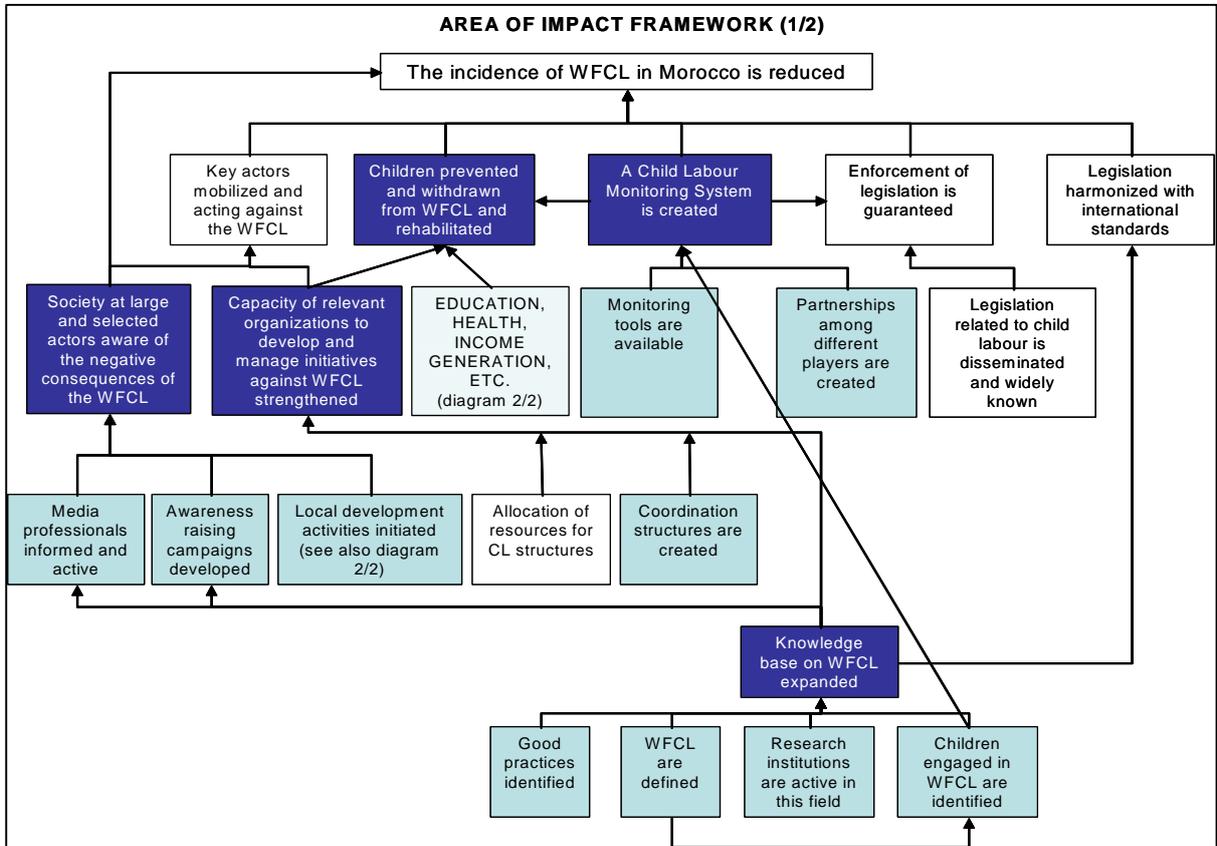
The workshop was held on April 14 and 15 2003 for 30 participants; two specialists from IPEC Geneva had come to do the training.

2.2 The Structure

The SPIF exercise resulted in a development objective for the programme (the WFCL in Morocco are reduced, especially in the rural areas) and five direct objectives that were regrouped under two main components.

Immediate Objectives	
COMPONENT 1: The creation of an enabling environment	1. By the end of the project, the society of Morocco and selected key actors will be more aware of the negative consequences of child labour
	2. By the end of the project, the knowledge base on the WFCL in Morocco will have been expanded
	3. At the end of the project, the capacity of the relevant organizations will be strengthened to develop initiatives to address the worst forms of child labour
COMPONENT 2: Direct Action	4. By the end of the project, at least 5,000 children will have been prevented and withdrawn from WFCL and rehabilitation services will have been provided in 40 targeted villages
	5. At the end of the project, a community-based child labour monitoring system is created and pilot tested in 40 villages in preparation for use in other areas of the country

This structure is reflected in the diagrams that resulted from the SPIF workshop. The dark blue boxes with white text represent the project's immediate objectives, while the boxes in light blue are areas related to the different project outputs. White boxes represent outcomes that should be addressed by other organizations (and therefore, are external to this project).



2.3 The validity of the design

The **SPIF** method was certainly useful in the sense that it enabled a highly participative design process, resulting in a very well written project document. The participation by stakeholders contributed to the ownership of the programme by National Steering Committee (NSC) members, although I should add that in their recollection the programme is mainly about direct action. The national component is perhaps less emphasised in meetings and is generally not perceived as forming an integral part of the programme.

The SPIF diagrams are helpful in showing the various elements of the programme in relation to external factors, but the arrows between the fields are often arbitrary: they mean different things in different cases (varying from “leading to” to “enabling”) and might as well have been placed differently.

The **project document** is logically structured and skilfully formulated. It has well developed sections on the national context and IPEC’s previous experience in Morocco. It clearly identifies the progress that has been made, as well as the problems and needs that need still to be addressed. IPEC’s understanding of child labour in Morocco is reflected by its focus on education (to provide a viable alternative to child labour), and on community participation (ownership) and development (addressing poverty as the main cause of child labour). IPEC Morocco has had previous success in joint awareness raising (with the NGO AFAK), which has certainly led to the notion of a shared communication strategy.

The budget is detailed and adequate, although one should realise that the entire preparatory phase –including the salaries of the IPEC team up to December 2003- was covered by the French and Belgian programmes also run by IPEC. This enabled a quick start in January 2004. The salary of the secretary was still covered by the Belgian programme in 2004 and the SCREAM internship was paid by the French programme. Had this additional funding not been there, there would have been shortage, or at best important delays.

Partners (and their respective responsibilities), beneficiaries, indirect beneficiaries and recipients, as well as the objectives and planned interventions, are all adequately described.

Contrary to the rest of the document, the **indicators** are not well developed.

- ❖ The Objectives and Indicators Table on pages 41-42 of the project document lacks specificity, which is partly compensated by the M&E plan written later, but which is perhaps also due to the fact that the objectives are very comprehensive.
- ❖ The M&E plan (annex E to the March 2004 Technical Progress Report) shows targets per indicator in numbers, which are in some cases unconnected, and in others cumulative. This makes the table difficult to read. It would be better to make them all cumulative.
- ❖ The indicators are not complete (e.g. under the knowledge base objective number two,

none of the indicators refers to the research to be carried out and the indicators under Objective One do not even mention SCREAM);

- ❖ Nor are they related to the project outputs. E.g.: indicator 3.3 reads “Number and quality of new activities against CL initiated by different private organisations, including social partners and NGOs”. IPEC here reports on the number of NGOs that will implement action programmes. This would be more appropriate under the direct action objective number four. On the other hand, none of the indicators under Objective Three will tell whether or not a Child Labour Unit has been established, or how it operates, and what progress has been made with respect to the list of hazardous work.
- ❖ Some are not measurable (e.g. indicator 1.1 ought to specify at least a percentage of the general public whose awareness will be increased).

As the emphasis in the progress reports is on quantitative data, the indicators must be very well developed in order to read the progress towards objectives from the report. This, unfortunately, is not the case.

Recommendation

Well-developed indicators are a useful tool for project management and, for this reason, deserve sufficient attention. It would be helpful if the indicators for this programme could be reviewed; if this is not possible for technical reasons, the issues mentioned above ought to be taken into consideration for new programmes.

The **assumptions** are realistic and valid. Even if they constitute factors that are external to the project, they are crucial for its implementation. Thus far, there is no Child Labour Unit, no material contribution from the government (assumption 3a), and the collaboration of the highest authorities in the Gharb region is not assured (assumption 4a). Both factors hinder the implementation of the programme².

As I will discuss in later chapters, the **timing** of the various activities was not always realistic. Notably, the work plan foresees no period for the approval of projects, which has caused a major delay.

Recommendation

It may be necessary to extend the programme, to allow the NGOs the 24 months foreseen in their action programmes.

The **objectives** for the Gharb region may not be realistic in view of the limited collaboration of the authorities and the absence of qualified and experienced NGOs; I recommend that they be reviewed (see Chapter 7).

Another problem is that the programme was designed without taking into consideration the **other programmes** managed by the IPEC team in Morocco, financed by France and Belgium, and thus

² See also the respective chapters on these issues (6 and 7).

fails to foresee the time constraints this creates. The recent renewal of these funds is an important success for the IPEC team, but it also means the time constraints will persist (although the funding allows for the recruitment of a third assistant³).

No major political or economic changes have taken place that might affect the **validity** of the programme. On the contrary, the government shows increasing determination to address the problems related to child labour. The soon to be finalised National Child Protection Action Plan will hopefully lead to a budget line. Additionally, while we were visiting the province of Taroudant, the King announced the creation over the next three months of a ten-year plan for sustainable development, which is likely to include child labour as well (the “National Human Development Initiative”).

Just for general reflection, I would like to add here that I do have my doubts about the validity and sustainability of the provision of direct services to beneficiaries (see also Chapter 7). Is it realistic to assume that the communities will be able to provide for teachers' salaries after two years? Will the collaboration (yet to be effectuated) with the micro credit institutions generate that much more surplus in the communities? Is it acceptable to create hope for a better future if the activities are likely to collapse after the project ends? Or should IPEC focus more on the national component, to contribute to profound educational reform and (because of the rural emphasis) the revitalisation of the rural areas?

IPEC has fruitfully collaborated with notably UNICEF and MSI/ADROS. Their **collaboration** with respect to the joint communication strategy is so successful that it still attracts new partners (see also Chapter 4). It has enabled to generate more funds, in the sense that the three partners will contribute each 50,000\$ for the production of an awareness raising soap series.

The three organisations are different in the way they operate, their objectives, and means. IPEC contributes especially through its large experience in the elimination of child labour, its documentation and its close working relationship with the government. MSI/ADROS has less budgetary restrictions and can more easily contribute financially. While IPEC's approach is multiple, long term and for direct action focussed on the rural areas, MSI/ADROS deals specifically with urban child domestic work. UNICEF cannot be involved in direct action, but focuses –among other things– on policy and legal change, and has a strong communications department, which plays an important role in awareness raising. Although this variation is beneficial, it also limits the range of activities within which the three organisations can work together. It is my impression though that they are all supportive of each other's work and collaborate wherever there is a possibility to do so.

Another interesting collaboration is with a civil society portal (www.tanmia.ma) that hosts information of a great deal of development organisations in Morocco. Since November 2004 the IPEC media focal point fills a number of pages on child labour activities. Plans exist to add the SCREAM

³ One of the objectives of the new French programme (RAF/04/P07/FRA) is to reinforce the rural component of the programme funded by US DOL. It will attribute 155,000 \$ to action programmes, 60,000 \$ to seminars, and 35,700 \$ to an administrative position, to enable activities that are complementary to the programme.

modules in French and Arabic, to make them accessible for all interested parties.

Workers and employers organisations have contributed so far by their NSC membership. Some awareness raising has been done by the labour unions (through SCREAM, among others), and one labour union implements a project (external to IPEC) in Fez. I would support more intensive collaboration with both; with the restriction that each should contribute according to its specific capacities. Instead of engaging in direct action, I would encourage labour unions to organise activities aiming at social mobilisation and employers to think about creating child labour free products, for example. Labour unions might also reflect on possibilities to reduce teacher absenteeism to reinforce the direct action component (see chapters on Direct Action), and both could play a role in child labour monitoring, while making use of their many-branched national structures.

2.4 The management of the programme

The IPEC team consists of a national programme manager, two project assistants, an administrative assistant and a driver. They are all very well qualified and dynamic, and harmoniously work together.

The workload is considerable, as in addition to the programme the team has various other responsibilities:

- ❖ the implementation of two other programmes (with French and Belgian funding);
- ❖ involvement with legal and policy developments, which are not reflected in any of the objectives;
- ❖ the organisation of events, such as the International Child Labour Day (June 12).
- ❖ the representation of the ILO at UN meetings by the IPEC team, in absence of an ILO regional office in Morocco.

Moreover, students, journalists and other interested parties increasingly visit the IPEC office for information. This of course shows the success of IPEC Morocco, but is also becoming another burden for the team.

The IPEC team is not only caught between demands of various programmes and other activities, but also between the two structures that have in different ways authority over the team: IPEC Geneva and the Labour Direction. Their opinions can be conflicting, while there is no clear hierarchy between them. This sometimes puts IPEC Morocco in an awkward position. It has been the case for the research component, when the labour director expressed his strong wish to postpone new studies, although the work plan indicated that these should start in the first quarter of 2004. It might, but until now has not, be the case with the approval of action programmes: if IPEC Geneva approves an AP, but the NSC does not, whose opinion weighs more? And if it is IPEC Geneva's, what is the point of asking the NSC?

The IPEC office is situated inside the Labour Direction. This has facilitated a close collaboration with the Direction, and notably the child labour focal point. At the moment though, the office space is rather limited and extension within the Labour Direction is not easy. Perhaps alternative office space needs to be considered.

The communication from the field office to the regional office and headquarters is effective, but not always efficient. Procedures are lengthy and involve many different people. This, in combination with tardiness by the UNDP and the Moroccan banks, is the major cause for the delays in direct action and awareness raising.

I wonder whether the lengthy approval procedures are necessary in the case of this particular programme, as the project document is extremely detailed. The only new element in the SCREAM mini programmes, for example, was the work plan; the budget was a direct translation of what had already been agreed upon in the project document. Such elements can safely be left to the judgement of the IPEC team.

Recommendation

Although it is a familiar issue, I plead again for the simplification of the procedures and for increased responsibility in decision making by the IPEC team.

3

The national context

Morocco has a total population of 29.2 million inhabitants, approximately 56% of which is urban and 44% rural. Annual population growth is estimated at 1.6%.⁴ It is classified as a middle income country with a per capita income estimated at \$1,250 in 1998. Agriculture holds a key role in the economy, with its share of GDP holding firm at 15% over the last twenty years, and employing some 40% of the labour force, compared to 25% and 35% for industry and services.⁵

Morocco is a kingdom, since 1999 headed by King Mohammed VI, the successor to King Hassan II. Over the last few years, a major democratic and political transition has been underway in Morocco marked by increased political openness and transparency, greater respect for human rights, and more participation of civil society in debating and addressing major societal issues. However, the transition towards national consensus building and an open political climate is taking place as the economic and social challenges confronting Morocco are mounting.

Economic growth stagnated in the 1990s, falling from an average of 4.1 % during 1986-91 to 1.9% during 1991-98 and transforming Morocco from one of the best (in the 1980s) to one of the worst performers in the Middle East and North Africa region. While the economy remains stable fostered by good macroeconomic policy, its slow growth has resulted in rising unemployment, poverty and vulnerability.⁶

3.1 Child labour in Morocco

According to the 2000 National Survey on Employment (LFS 2000), approximately 11 per cent or 600,000 children in Morocco between the age of 7 and 15 are engaged in child labour; of these, about 372,000 are between the ages of 7 and 11 years old. An additional 15%, or 800,000 children aged 7-15 are reported as inactive, neither working nor attending school, and as such are children at risk of becoming child labourers.⁷ Hidden within this “inactive” figure are children who work by performing household chores (half of all 7-14 year olds spend over 4 hours per day doing household

4 World Development Indicators Database, April 2003.

5 World Bank, Morocco in Brief, May 2000.

6 Kingdom of Morocco Poverty Update, March 30, 2001.

7 Official Ministry of Statistics figures on the number of children either working or inactive are in conflict with the Ministry of Education and Youth which estimates the number children between the ages 9-15 not in school in 2001 to be 2,000,000. IPEC Morocco usually refers to both sets of statistics in its estimates. In general, IPEC Morocco considers nearly all school age children who are not in school to be either working or at risk of becoming engaged in some form of child labour.

chores) or by undertaking occasional work. It may also include some children involved in the worst forms of child labour, which are unlikely to be reported by parents because of its illegality and/or because of the associated social stigma. Although the incidence of child labour thus appears to be widespread, the recent study *Understanding Child Labour* reports a slight decrease of the phenomenon.

Moroccan children work as weavers in the carpet industry and in small family-run workshops that produce ceramics, woodwork, and leather goods. Young girls notably, often from rural areas, work as urban domestic servants. Many children are farm labourers and livestock herders. Others work as mechanics, porters, tourist guides, street vendors, and beggars. Moroccan child labourers are exposed to a great number of risks in their workplaces; they work long hours, are exposed to toxic substances, employ dangerous tools, bear heavy loads and suffer isolation, both physical and social.

Boys represent 52% of child labourers in Morocco. While there are fewer girl workers by current measures, if family household work were included in official statistics, it is likely that girls would outnumber boys. Girls are slightly more likely than boys to be involved in agriculture and much more likely to be domestic servants and textile workers, while boys are more often involved in commerce. Only boys are involved in construction, repairs and transport.

The prevalence of child labour varies substantially by region, ranging from 26% of children in Doukala to less than two percent in Greater Casablanca. Child labour is however, primarily a rural phenomenon in Morocco. A rural child is six times more likely to work than his or her urban counterpart.

The agricultural sector involves 84% of children who work and 96% of these work for their family rather than for wages. Child agricultural workers are roughly divided equally among those involved in cultivation (30%), in livestock (37%) and in both (33%). Children working in urban areas are distributed across several sectors (textile 25%, other industries 20%, commerce 16%, domestic service 12%, and repairs (9%). They may work for wages, be self-employed, work in family-run businesses or work as unpaid apprentices.

The Government of Morocco has pledged to take immediate action to address the problem of child labour within its borders; Morocco ratified the ILO Convention No 138 governing the establishment of a minimum age for work in January 2000 (opting for a minimum age of 15) and ILO Convention 182 for the elimination of the Worst Forms of Child Labour on January 26, 2001. It ratified the UN Convention on the Rights of the Child in June 2002.

3.2 The legal context

During the summer of 2003, after years of negotiation, the Moroccan Parliament ratified a new Labour Code whose provisions concerning Child Labour largely follow the fundamental principles

contained in ILO Conventions 138 and 182. The following are the new Child Labour provisions which have come into effect by early 2004:

- ❖ The legal minimum age for work is increased from 12 to 15 years;
- ❖ The fine for not respecting the minimum age requirement is increased to approximately \$3000 (30,000dhs); in the case of a repeated offence, the fine doubles and can also include a prison sentence for up to 3 months;
- ❖ It is forbidden to engage a person under the age of 18 in hazardous work;
- ❖ It is forbidden to engage children in work that could compromise their morality;
- ❖ A list of banned work will be established at a later date by additional legislation.
- ❖ Children above the legal working age have the same rights as adults in terms of minimum wage and social security.

Article 4 of the new Labour Code stipulates that a special code will be drawn up to regulate child domestic work. IPEC is part of the working group that is currently drafting this code. The issue is complex, because it touches the private sphere: labour inspectors, even if they would be well equipped and sufficient in number, do not have the authority to enter a home to check on working conditions. The application of the code will therefore have to rely on social workers, more than on representatives of the legal system.

A list of hazardous work has been established by the Ministry of Labour in collaboration with the social partners during the current programme (see Chapter 6). Moreover, an amendment to the Penal Code has been made that:

- ❖ Improves the protection of juvenile offenders
- ❖ Authorises the Ministry of Justice to penalise
 - The sexual exploitation of children
 - The trafficking of children and
 - Those forcibly engaging children to work

Another Code is under development (the *Code de l'enfant*), which is to list all laws and regulations in vigour with respect to children. It is designed to be a practical tool more than a legal instrument, as it refers to other, existing laws.

The government of Morocco has thus been very active in the adaptation and harmonisation of laws, especially since King Mohammed VI is heading the country. The relevant ministries have been working closely together with IPEC on the issues concerning child labour. Now that most legal projects are finished, the next challenge is the application of the new laws. The political climate is favourable, but the constraints are many. To mention a few:

- ❖ The number of labour inspectors is limited, especially in the rural areas, and they are badly equipped to do inspections;
- ❖ Child labour is found mostly in the informal sector, which is by definition little regulated;

- ❖ Some forms of child labour lack visibility and are therefore difficult to monitor (e.g. domestic work, sexual exploitation);
- ❖ To effectively ban the worst forms of child labour, one needs to be able to offer an alternative; a lot of reform is needed before that can be achieved for all child labourers.

The government will need to double its efforts to deal with these constraints, but if the recent resolutions of government and King are a good indicator, the time is ripe for increased action.

PART TWO:

Creation of an enabling environment

4

Awareness raising for social mobilisation

4.1 Objectives

- ❖ The elaboration of a communication strategy (*Output 1.1*)
- ❖ The mobilization of youth through SCREAM Stop Child Labour Methodology (*Output 1.2*)
- ❖ Advocacy for Educational Reform (*Output 1.3*)

4.2 Achievements

A joint **communication strategy** (output 1.1) has been put in place. Initial partners were MSI/ADROS and UNICEF; more recently the Ministry of Labour through its Labour Direction, the National Children's Rights Organisation (ONDE), the UNFPA, the state secretariat for children, and the "Ligue Marocaine pour la protection de l'enfance" have joined forces.

The partners have focussed mainly on:

- ❖ Finding the most effective messages;
- ❖ Finding the most effective ways to transmit the messages;
- ❖ Finding a way to speak through "one voice" by coordinating campaigns.

Next to smaller, focussed awareness raising campaigns, a large "soap-series" project is under development to which the three initial partners (IPEC, UNICEF and MSI/ADROS) have each contributed 50,000 \$. The idea is to broadcast awareness raising messages through popular drama that appeals to a large audience. Focus group discussions have been organized to discover the effectiveness of various messages and a preliminary script has been elaborated. The 30 episode soap will concentrate on domestic as well as agricultural child labour and will be accompanied by other awareness raising activities to reinforce the message. Before and after the broadcasting an attitude survey (KAB) will be executed, to measure its impact. The Terms of Reference for the first KAB (to be financed by MSI/ADROS) have already been drawn up.

In addition, IPEC Morocco has appointed a **media focal point**, whose task it is to instruct and train journalists on child labour issues and to coordinate the messages transmitted to the press. The project document had foreseen to hire an independent consultant for this assignment, but the IPEC

administrator conferred it to a member of the steering committee, who is both a freelance journalist and a representative of one of the trade unions.

So far IPEC activities and child labour issues in Morocco have received ample media attention in both the Arab and French written press, as on television. Local radio appears to be less important in Morocco than in Sub-Saharan African countries and has been made use of very little.

According to the media focal point it took time for journalists to get used to write about child labour as human interest, with little acute news value. The files show, however, that not only specific events were well covered (launch of the programme, International Child Labour Day, etc.), but that field visits and research had been effectuated leading to background stories in a variety of newspapers. IPEC is getting so well-known as an institution combating child labour, that journalists nowadays approach the office for information on their own initiative.

Another important achievement is the collaboration with the civil society portal www.tanmia.ma that hosts information of a great deal of development organisations. The IPEC media focal point animates a page on child labour, which contains a lot of information on IPEC Morocco.

Nearly all activities planned for the introduction of IPEC's new awareness raising tool **SCREAM** (output 1.2) were executed on schedule. The text of the 14 modules has been translated into Arabic (though not yet printed in the original SCREAM format); the modules have been tested by a few NGO partners and adapted to the local situation.

Example of adaptation of SCREAM

One NGO (AMESIP) has set out with a group of former child labourers to take pictures of children at work in their living environment; these pictures made by the children themselves are now used in other SCREAM modules as illustrative material, instead of the international ones. Because the pictures are so close to the reality known to the children, educators find that, when children are asked to describe the life of a child on one of the pictures, they really write about themselves.

The awareness raising tool has been introduced to all IPEC partners (the Steering committee members, 24 NGOs, three international schools, a journalist and four UN sister organisations) at a short seminar. Interested NGOs were invited to subscribe to another seminar, where they would be trained in the use of SCREAM.

The two day training seminars took place in July and October 2004 with respectively 27 and 7 NGOs and various teachers from the trade unions CDT and UMT. A practical guide had been developed by an intern who assisted with SCREAM activities for ten months⁸. The NGO AMESIP had earlier volunteered to test the modules and was thus able to reinforce the training sessions by their practical experience, which it demonstrated with the help of some of its children. The Media focal point was

⁸ During this period she was also able to visit several NGOs who put into practice the tool to assist them with the awareness raising and at the same time supervise the adaptation of SCREAM to Moroccan reality.

also able to contribute to the training through his expertise in journalism and child labour.

Following the training sessions, 13 NGOs developed Mini programmes to start using the tool with their respective target groups. The requested funding was to cover only the materials needed for the awareness raising and varied from 88\$ to 2,115\$, according to the number of classes to be reached. In total, the 13 mini programmes allow to reach 1847 children divided over 99 classes. The NGOs from Taroudant and the Gharb will integrate the SCREAM activities into their action programmes.

The SCREAM project documents were submitted to IPEC Geneva in November 2004; the NGOs received the funding at the end of April 2005. Some had already started using the modules long before that.

The NGOs that had already experimented with the tool claim that it is well received by the children. AMESIP affirmed that although the methods proposed in the various modules were in themselves not new, SCREAM helped to structure their awareness raising activities. I witnessed a class during which former child labourers very eloquently discussed child labour, as part of the "debate module". One NGO (Al Manar) reported that the exercises with SCREAM had attracted children who had not formerly been part of their programme, and who saw the modules as an opportunity to express their experience with child labour.

Regarding the **advocacy for educational reform** (output 1.3), to expand enrolment in rural areas, especially for girls, reduce schooling costs and improve the quality, IPEC had proposed to contribute to the reform dialogue in the Ministry of Education and Youth through an awareness-raising exercise by the end of 2004. The workshop has been delayed, but is currently being prepared. It will address the link between the quality of education and the prevalence of child labour in the country. It is meant to target 80 participants including central Ministry personnel and selected provincial delegates.

4.3 Consultant's assessment

SUCSESSES

The **joint communication strategy** has been very successful so far: differences between the various organisations in terms of structure and approach have been overcome to develop a powerful single strategy that still attracts new partners. For efficient awareness raising it is important to voice messages that reinforce, not contradict, each other, which is too often the case if this type of coordination lacks. The awareness raising by means of a soap series is innovative and in combination with the accompanying activities I expect it to be effective.

Recommendation

At this moment there exist NGOs that are not associated and that emphasise other aspects in their campaigns, than the ones that the IPEC partners have found to be efficient. In view of

the effectiveness of the joint communication strategy, I recommend that the government, through its Labour Direction, make an effort to coordinate all communications with regard to child labour.

IPEC has demonstrated an ability to increase **ownership** by searching the right partners: the fact that the media focal point is not just an external consultant, but a journalist and member of the Steering Committee, has certainly contributed to the sustainability of his work.

Likewise, AMESIP volunteered to test SCREAM and was thus able to provide a valuable contribution to the training.

SCREAM has already shown to be a valuable tool for awareness raising: it is being used with a great deal of enthusiasm by partners and beneficiaries. Especially once it will be reproduced in Arabic and made available through the Tanmia web site, it will be accessible to a wide audience, to be used independent of IPEC. Introducing the tool in Morocco is thus likely to prove a very **sustainable** intervention.

CHALLENGE

It is regrettable that it took six months to get the SCREAM mini programmes funded. Although the procedure was somewhat simplified, by allowing a single wire request for all programmes, a separate proposal for each mini programme was still drawn up. This was not really necessary in this case: in the very detailed project document the cost of SCREAM awareness raising materials had already been specified. The only new elements in the mini programmes were the repartition among NGOs and the work plans per NGO.

5

Improving the Knowledge Base

5.1 Objectives

- ❖ Five studies are produced that identify WFCL in selected sectors and/or regions, analyse the conditions under which they take place, and evaluate existing programmes that are successful in withdrawing children from work while proposing viable alternatives (*Output 2.1*)
- ❖ The results of these studies are shared with the public and selected key actors (*Output 2.2*)
- ❖ Good practices within the Direct Action component are identified and diffused (*Output 2.3*)

5.2 Achievements

The **research component** (output 2.1) has not yet started, as the Labour Direction suggested that it would be better to begin with direct action first, to avoid the production of unnecessary studies. At the stakeholders' workshop of May 27th, this component was one of the topics of group work though, and Steering Committee members have produced a list of subjects that need investigation (see Annex 2). The IPEC administrator will address the issue with the new labour director and will certainly initiate studies shortly after that.

Since no study has been produced yet, **results** can obviously not be **shared** for the moment (output 2.2). I would like to mention though, that IPEC has been active in sharing the available knowledge on child labour in Morocco. Two important activities in this regard were

- ❖ the seminar of last April 26-27 on the published joint research by the World Bank, UNICEF and the ILO: *Understanding Children's Work in Morocco*⁹ and
- ❖ the diffusion of the new laws on child labour as part of the same seminar and by means of the excellent guide on child labour in Morocco, published in French and Arabic by IPEC Morocco. The guide has been widely distributed (3000 ex.) among partners and in the administration, ranging from the members of parliament to the provincial governors and municipalities.

⁹ The seminar was called "Towards a better integration of the fight against child labour and social development". It dealt with the UCW study, the legal and the socioeconomic aspects of child labour, and on the second day there were three workshops on the identification of good practices, the strengthening of the coordination of activities, and on the application of the new laws with regard to child labour.

The idea of output 2.3, the **identification of good practices** is to help different organizations to document their experiences in a systematic manner and to promote contacts and discussion about the possibility of replicating initiatives. The activities to identify good practices were planned between May and August 2004, when direct action had not even started. Logically, they were postponed until April 2005.

So far, two activities have been deployed:

- ❖ On the second day of the above mentioned seminar on the UCW publication, a workshop was organised, lead by a consultant, to bring forward good practices from the experience of the 37 participants.
- ❖ The same consultant has been hired to do a survey among IPEC partners with the same purpose: to collect good practices. Questionnaires have been sent around and the report is due any time.

Towards the end of the project a national level workshop on “Good practices in the elimination of child labour in Morocco” will be organised, the output of which will be a document for circulation.

5.3 Consultant's Assessment

The **delays** are due partly to a misconception in the work plan of the programme (collecting good practices too early in the programme) and partly to the fact that the IPEC team is sometimes caught between the demands of various parties, between which they are not at liberty to chose:

- ❖ On the one hand, there is the convention signed with Geneva/US-DOL, which stipulates that five studies ought to have been carried out already;
- ❖ On the other hand, the wish of the Labour Direction to postpone the studies can hardly be denied.

This situation could only be solved if IPEC were less dependent on the Ministry of Labour or if there were a clear hierarchy between the two; until then such differences will remain.

The **child labour guide** is an excellent tool because of its compact, accessible information, its practical index and attractive presentation. It will help anybody who operates in the field of child labour in Morocco to access information quickly, and I have indeed seen it in use on many desks. This is a practice that could well be replicated in other countries.

The **identification of good practices** is a necessary and useful component of the programme, but I have my doubts about the manner in which the good practices are being collected.

- ❖ The workshop in April produced –at least from what I can read in the report- a list of briefly described ideas that are not easily translated into good practices for their lack of specificity.
- ❖ The method of a survey among the partner NGOs does not allow for the collection of good practices performed by the IPEC office, which is a real pity as there are several good practices to be mentioned.
- ❖ The consultant has opted for a very lengthy questionnaire, with many questions of which the relevance escapes me, and which must be cumbersome for the NGOs to fill out. I doubt whether this method will really harvest good practices, as many NGOs have problems writing down their experiences, caught up as they are in their practical work. Had the consultant chosen to do site visits and interviews instead, he could have helped the NGOs define their own good practices and the result would probably have been more interesting.

Recommendation

It would be good if IPEC continued to document good practices, even after the consultant has completed his task, and if the practices would not be limited to the experiences of NGOs only.

6

Capacity building

6.1 Objectives

- ❖ Production of the list of hazardous work (*Output 3.1*)
- ❖ Strengthening the National Steering Committee (*Output 3.2*)
- ❖ Creation of a Child Labour Unit (*Output 3.3*)
- ❖ Creating a framework for the development of Child Labour Monitoring Systems (CLMS) (*Output 3.4*)
- ❖ Improving MENJ Non Formal Education Materials for Rural Areas (*Output 3.5*)

6.2 Achievements

A list of **hazardous work** (output 3.1) has been established (as agreed upon through the ratification of ILO convention 182) by the Labour Direction at the end of 2004; the worst forms of child labour had already been integrated in the penal code, as mentioned in Chapter 3. The list of hazardous work comprises types of work and activities from which all children younger than 18 should be banned.

The list focuses on various types of work in connection with (unprotected) operating engines, forging, work at great heights, the destruction of buildings, and the production of glass. It is official since the third of January of this year.

The **National Steering Committee** (output 3.2) has been able to take part in the seminars organised by IPEC and a delegation of four members has visited some action programmes in Rabat and Salé. The members claim that the mere participation in the Committee has built their capacities, not just with respect to the fight against child labour, but in terms of project management, transparent financial management and the collaboration with institutions that –outside the committee- would not be natural partners.

The **creation of a Child Labour Unit** (output 3.3) has until now been postponed by the Ministry of Labour, nor has a budget been assigned to combat child labour. The child labour focal point consists of one person, who has been very active, but for whom child labour is one out of many tasks. She

pointed out herself that radical change would be necessary if the Ministry were to coordinate all child labour activities, as its staff has neither the experience nor the authorisation to manage funds and projects.

The role of IPEC would be to provide technical assistance and training to the Child Labour Unit, but it would obviously need to be created first.

The **creation of a framework for the development of Child Labour Monitoring Systems (CLMS)** (*Output 3.4*) entails three main activities for IPEC Morocco. First, a training session for the Labour Inspectorate on the child labour provisions covered in the new labour code. Secondly, an integrated CLMS will be designed and tested collaboratively with other relevant agencies in the provinces targeted by the Programme, after which –thirdly- the results will be shared at a national level workshop to be attended by a number of labour inspectors, representatives of the targeted provinces as well as central ministry personnel from the ministries of labour, education and social welfare. The idea is to build the capacities of the labour inspectorate and to change their role –at least with respect to child labour- into one of a catalyst and coordinator for community action.

Until now, none of these activities has been realised. The first, because it proves difficult to schedule a training session with the labour inspectorate, as apparently numerous trainings are organized for them by various institutions. The IPEC administrator considers integrating the child labour session with another training, to make it at all possible. The second activity had been postponed since the entire component of CLMS has been deferred to the start of the action programmes; the third element is scheduled for the end of the project.

Regarding the fifth output (**improving MENJ Non Formal Education Materials for Rural Areas**), IPEC was to test and reproduce new materials for non-formal agriculture oriented education programmes by the Ministry of education in the course of their action programmes. As the materials have not been developed so far, IPEC has not been able to implement this component yet.

6.3 Consultant's Assessment

The **implementation of this component (3)** is hindered by the lack of government activity. Despite the demonstrated political will, somehow resolutions fail to materialise. This applies to both the Ministry of Labour as to the Ministry of Education and Youth. Determined action is, however, an absolute necessity if the struggle against child labour needs to be taken beyond the project level, to become an integral part of Moroccan policy and politics. It would be a pity if the government does not make use of the opportunities offered by IPEC and the excellent technical assistance the IPEC team can provide.

The idea to reform the **labour inspectorate** through a few training sessions is interesting, but not very realistic, considering the major constraints under which the inspectorate currently operates. On

the national level Morocco employs 300 labour inspectors, of who only 30 work in the rural areas! This means that there is not even one labour inspector per province. Most of them do not dispose of any means of transport, whereas the rural communities are small, dispersed and difficult to access. It will be difficult for these inspectors to monitor child labour and serve as catalysts for the communities without rigorous accompanying measures from the government.

The **list of hazardous work** has been quickly established and provides a good start to combat types of labour that are dangerous for youth younger than 18. There are, however, a number of challenges to be met:

- ❖ The list is not exhaustive, as it focuses on urban types of work that are typically performed by males. Amendments (which fortunately can still be made) to the list should include girls' activities and dangerous aspects of agricultural work (e.g. the use of chemicals).
- ❖ As the list includes not only types of work, but also specific activities within a profession, it will be difficult to establish violations. How will a labour inspector be sure that a sixteen year old boy in a carpenter's workshop is wiping dust instead of operating an electric saw?
- ❖ IPEC's own definition of hazardous work¹⁰ creates confusion, as it includes nearly all sorts of work if the working conditions are unfavourable or the children work too many hours. Although it can be useful to signal all possible aspects of exploitation, a too comprehensive definition makes it difficult to prioritise.

The **National Steering Committee** has correctly and with enthusiasm performed its task as defined by the committee's by-laws:

- ❖ to orient and coordinate IPEC activities in Morocco
- ❖ to advise the IPEC team about the nature of its interventions in Morocco and
- ❖ to select the proposals for Action Programmes submitted by IPEC partners (Mission statement, NSC by-laws).

There has been a remarkable stability in NSC membership and in meeting attendance, which is at least in part due to the inspiring way in which the committee has been lead by IPEC and the Labour Director.

In spite of this, the NSC needs to reflect on its future functioning and role, for IPEC to be able to efficiently build its capacity. Ideally, the NSC should become a strong coordinative body, whose agenda and existence do not depend on the presence of IPEC. Most members affirmed that if IPEC were to leave Morocco today, the chances that the NSC will continue to exist are very slim.

¹⁰ Definition in IPEC Technical Progress Reports: "Exploitative/hazardous work refers to the conditions under which the child works and the safety, health, and environmental hazards to which the child is exposed as well as the duration of work. The worst forms of child labour mentioned in Convention No. 182 and all type of work that prevents a child from obtaining an education (attending school regularly) should be considered exploitative work. Children intercepted or rescued from being trafficked may also be considered as withdrawn from an exploitative situation since the moment they become victims of trafficking (even though still in transit to the "place of work") they have already entered an unacceptable situation bound to lead to exploitative/hazardous work."

Various members admitted that they felt very concerned personally, but that the institution they represent at the NSC was not really aware of what goes on there. Traditional IPEC partners, the labour unions and the employers' organisations, contribute little outside the NSC meetings (apart from their participation in awareness raising). Even the Labour Direction rarely adds items to the agenda.

Relevant questions at this moment are:

- ❖ How can the NSC take on the role of national coordinating body in the fight against child labour?
- ❖ How should the functioning of the NSC change when its role changes?
- ❖ What is the ideal frequency of meetings?
- ❖ Should all meetings be plenary or is it more efficient to define task forces?
- ❖ What can the various members from their respective backgrounds contribute to the elimination of child labour? What specific competence does each have?
- ❖ How can the various members become true representatives of their institutions (meaning: how can the communication between the NSC and relevant forums within the respective institutions be improved, so that the participation of each -labour unions, employers' organisations, etc. - becomes more active?)

It was my intention to discuss these issues in one of the work groups during the workshop on May 27th, but various NSC members preferred to reserve these questions for another –not yet scheduled- self-evaluative meeting. I recommend that this meeting be held soon, to allow the IPEC team enough time to contribute to the capacity building of the NSC, before the programme expires.

Summarising, my **recommendations** for this component are the following:

- ❖ The line ministries should increase activity to enable the full implementation of the programme, especially with regard to the capacity building component;
- ❖ It is essential that a budget be assigned to the fight against child labour, to make it an integral part of Moroccan policy and politics;
- ❖ The labour inspectorate needs to be extended and reformed if it is to monitor child labour and serve as a catalyst for the communities;
- ❖ The list of hazardous work needs to be reviewed, to include girls' exploitative activities and dangerous aspects of agricultural work (e.g. the use of chemicals);
- ❖ IPEC's definition of hazardous child labour might be revised with respect to its use, to enable prioritisation in the elimination of hazardous work;
- ❖ The NSC ought to reflect on its future role and functioning to avoid a collapse of activities at the end of the IPEC programme.

PART THREE

Integrated Direct Action in Rural Areas

7

Prevention, withdrawal and rehabilitation of 5000 children

This component of the project will be developed in two regions with a high preponderance of children out of school: the regions of the **Gharb** and **Taroudant**. According to MENJ statistics, the **Gharb** region hosts 73,794 children between the ages of 9-15 who were out of school in 2000/2001 ranking it number 2 in the nation. The number of children out of school in **Taroudant**, 43,357 also places it among the regions in which the highest numbers of children were unschooled in 2000/2001 (ranked 13 out of 70).

Even though there are no official statistics about the number of children in WFCL in Morocco, qualitative research shows that most child labour in Morocco is hazardous. One of the reasons for the selection of Gharb and Taroudant is related to the fact that, while both are predominantly rural, they differ considerably:

- ❖ **In their ethnic mix:** the Gharb is primarily Arab while Taroudant is primarily Berber
- ❖ **In the type of agriculture practiced:** the Gharb is characterised by large irrigated commercial farms while Taroudant is dominated by small, rain-fed subsistence agriculture)
- ❖ **In other socio-economic characteristics:** greater degree of social organisation and a tradition of self-help in Taroudant; lower level of poverty in the Gharb.

The differences between the regions will permit the pilot projects to produce models that can be replicated in other settings within Morocco.

For various reasons there have been delays in the implementation of the projects in both regions. As a result, most of the direct action is just starting up. Below, an overview is given of the progress made, an assessment of the achievements and challenges, and recommendations for the remainder of the programme.

7.1 Taroudant

The objectives

By the end of the project, at least 2,500 children will have been prevented and withdrawn from the WFCL and rehabilitation services will have been provided in 20 targeted villages (objective 4).

- ❖ The WFCL are identified in targeted villages (output 4.1)
- ❖ Communities will be mobilized and participating in withdrawal and prevention activities; as a tool for mobilisation small community development projects will be elaborated and a Regional Steering Committee established (output 4.2)
- ❖ Educational services are provided to children withdrawn and prevented from WFCL (output 4.3)
- ❖ At least 500 families benefit from income generation and / or skills training activities (output 4.4)

Characteristics of the project area

The action programmes in Taroudant cover nine sites, composed of 19 *douars* (villages) in all. These are situated in the mountainous area of Aït Youssef, in which the poorly developed socioeconomic infrastructure reflects the general situation: water is drawn from traditional sources, health centres are scarce, the educational system is not adapted to local needs, secondary education is far off, there is no vocational skills training, little economic activity, etc. Most villages have recently gained access to electricity; in the other villages electricity projects are ongoing. Families increasingly count on financial contributions by their members working in the urban areas or abroad. The phenomenon of child labour is hardly recognized as a problem by the population, who sees it as “help”. It is, nevertheless, an important cause of school drop-out.

The sites are characterised by a predominance of unremunerated family work. Children who are not enrolled in school are full time cattle herders or agricultural workers. Children who do go to school still need to work during agricultural peak periods, such as soil preparation and harvesting. Certain activities, like water collection, are performed only by children, whether or not they are enrolled. They can eventually become a reason for drop-out.

Target population	NGO		
	IMGOUN	AL WIFAK	AMOUD
4-17 years	900	365	750
6-14 years	590	220	480
Enrolled	380 (65%)	140 (60%)	310 (65%)
Not enrolled	210 (35%)	80 (40%)	170 (35%)
Child labourers	300	150	270
Students at risk	209 (55%)	70 (50%)	155 (50%)

The phenomenon of “working students” is typically found in the rural areas. The time spent out of school is entirely dedicated to family work. It explains the low educational levels of children and strongly increases the drop-out risk, because of repetitive failure. In interviews, school teachers and heads estimated the drop-out risk as a result of child labour at more than 50%.

Illiteracy and general ignorance among parents are common. 84 per cent of the population is illiterate: 62% of the male and 96% of the female population. The awareness with regard to the hazards of child labour is low. These factors, combined with the general perception of school as an institution that only leads to unemployment (because the curriculum is so little adapted to the rural reality), make parents lose all interest in school and the monitoring of their children’s school performance. The lack of monitoring is another cause of failure and drop-out.

Every project site has a primary school, but it is generally badly equipped. Most schools have no water, sanitary block or fence. The absence of toilet facilities is an important cause for girl drop-out. None of the sites possesses a maternal school. Children who wish to pursue their education after primary school need to travel at least 15 kilometres to access a secondary school. If this situation causes difficulties for the boys, for girls it is almost impossible to continue schooling, as parents rarely allow them to go to town.

Poverty, the lack of infrastructure, the illiteracy rate, the image of school deficiency, the distance to secondary education, and the absence of vocational skills training, are all factors that contribute to school drop-out, and the untimely and irrevocable integration of children into the labour market.

Achievements

As part of the Direct Action component a **regional steering committee** has been established, which has been functioning for slightly more than a year now. The committee meets three or four times a year. It has assisted IPEC in its search for intervention sites and local partners, and proposes to closely monitor the action programmes. To facilitate this, the members have recently decided to start meeting more often; once a month if necessary. In addition, several members claim to be prepared to use the authority that derives from their administrative functions, to solve the problems that may arise in the field.

IPEC has been able to sign **contracts with 4 local NGOs**. Among these, three are based in the (two) municipalities where they work, in the province of Taroudant. The NGOs operate under the names of Al Wifak, Imgoun and Amoud.

The principal task of the fourth NGO, named *Migrations et Développement*, is to provide technical assistance to the three others in the administration and the organisation of project activities. It consequently also represents the other NGOs at the steering committee and vice versa. *Migrations et Développement* has so far participated in the identification of project sites and potential partners, the execution of a preliminary situational analysis, the design of action programmes, as well as in the

development and implementation of the awareness raising component in Taroudant. The NGO has been active in rural development since 1986. It helps local communities and their associations to find solutions for their social and economic needs, by means of participative and partnership based community projects.

The three village based NGOs have performed the baseline surveys that allowed to assess the local child labour situation, the demographic composition and the available infrastructure (schools, water provision, electricity, health, etc.). Originally a consultant was foreseen for this task, but the IPEC team and its Taroudant partners have decided to let the NGOs that will carry out the action programmes do the surveys, with technical assistance from *Migrations et Développement*.

All NGOs, except the one based in Imgoun, have started to implement their respective projects. The community members have been mobilised, the children to enrol in the various educational activities have been listed, and the NGOs have started to prepare the rooms that have been made available for project activities by the communities. Most of the teachers have been recruited and interviews are scheduled for positions that have not yet been filled.

What remains to be done

The educational services that are to be provided are similar in the three action programmes and consist of **five components**.

Every NGO will establish a **maternal school**, to allow 4-5 year olds to get used to the school rhythm and start learning Arabic, which is the main instruction language, as their mother tongue is Berber. At the same time, the preschool will prevent parents from getting used to their children being around to do household and agricultural chores. Both aspects are important for the prevention of child labour. Most maternal schools will have children from various *douars*. The objective is to recruit an even number of boys and girls.

NGO	N° of children targeted	N° of teachers	N° of sites	N° of villages
Amoud	90	3	3	8
Imgoun	160	4	4	4
Al Wifak	60	2	2	7
TOTAL	310	9	9	19

To make **school more attractive** and accessible, especially for girls, the nine existing schools will be equipped with potable water and sanitary blocks (most of them have no toilets!). In addition, one of the Amoud schools will have a library, for which the Ministry of Education and Youth will provide books. Children will also be encouraged by cultural and sports activities (theatre, art contests, etc.) that will be organised in collaboration with the school heads. Awareness raising activities among parents and children will lead to **320 new enrolments** of 6 to 9 year olds, among which 50% girls.

The other components concern three target groups: working students, child labourers of 10-14 years old and child labourers aged 15-17. Awareness raising activities will lead to the total or partial withdrawal of these children from work.

The **working students (aged 8-14)** will thus be liberated to be more regular in school and to benefit from after school support courses twice a week, which will help them to attain the level required for their age.

Child labourers aged 10-14 years who have already left school will receive non formal education to help them reinsert in formal school. To encourage their enrolment the children will receive school stationery, and they will participate in the same cultural and sports activities organised for the formal school children.

Child labourers aged 15-17 years are already beyond the age at which they can be reinserted at formal school. They will benefit from the same non formal education as the younger child labourers, but they will be offered vocational skills training afterwards. The NGO *Maison Familiale Rurale* will contribute through its experience in the organisation of vocational skills training. It will collaborate with the *Office de Formation Professionnelle et de Promotion du Travail* (Centre for professional training) and the *Office Régional de Mise en Valeur Agricole* (Centre for agricultural training). At the end of the training the NGOs will assist the children in finding work or elaborating a micro project.

On every site a teacher will be responsible for the support courses and the non formal education, as well as awareness raising visits to the children's families.

The awareness raising tool **SCREAM** will be used for the design and elaboration of the programme in consultation with the teachers of each school.

The following table shows the number of children targeted by the five components and the awareness raising activities. Please note that the number of children to withdraw is considerably lower than number of children targeted for prevention; according to the programme's objectives they ought to be equal for both groups.

	AMOUD		IMGOUN		AL WIFAK		TOTAL
Awareness raising	160	150	190	190	70	70	830
Children (4-5)	50	40	80	80	30	30	310
School children (6-9)	50	50	70	70	40	40	320
Working students (8-14)	90	90	100	100	40	40	460
Child labourers (10-14)	20	40	60	20	30	10	180
Child labourers (15-17)	20	50	40	20	30	10	170
TOTAL	390	420	540	480	240	200	2270

The NGO *Migrations et Développement* will contribute particularly through:

- ❖ The design and implementation of the awareness raising component;
- ❖ The training and supervision of various local level actors;
- ❖ The identification, training and supervision of preschool and informal school teachers;
- ❖ The assistance of the NGOs in the implementation of the project and the writing of technical reports.

In addition, this NGO has since long been active in the region with a variety of community based projects in agriculture, animal husbandry, electricity and water provision. It will continue these efforts and will thus, by elaborating such projects on the IPEC sites, be able to reinforce the latter's results with respect to the elimination of child labour.

IPEC Morocco's National Programme Manager will ensure the coordination of activities concerning child labour with current and upcoming activities in the social sector, notably regarding poverty relief. As far as possible, IPEC will count on its investments in direct action to mobilise supplementary resources for its target communities. As such, IPEC collaborates already with the chairman of the National Federation of Micro Credit Institutions, for the awareness raising of its members. The idea is that the institutions integrate the fight against child labour in the awareness raising of their clients.

The ultimate goal of IPEC and the Ministry of Labour is to create strategic partnerships with rural micro credit institutions and the Ministry of Agriculture, such that their field agents will be able to provide income generating services (credit, information and technical assistance) in the target communities.

Consultant's Assessment

SUCCESES

The **participative process** that has lead to the conception of action programmes has already begun to produce results in then sense that parents, local and provincial authorities, school teachers and children are visibly mobilised and interested in the projects. Also for the implementation and monitoring community participation will be solicited. This will contribute to the sustainability of the results.

At the **steering committee** meeting during which I was present, and in various individual interviews, I have been able to ascertain the great importance the committee's members attach to the elimination of child labour. This is expressed concretely by the decision to meet more often and to intervene directly in the field if necessary. Most members are well informed about the hazards of child labour, due to, on the one hand, the awareness raising by the IPEC team, and on the other hand, through the child labour guide that could be found on every desk.

One can sense that this type of collaboration between government officials and the NGO sector is relatively new, and that the partners still need to discover the best ways to optimise their working

relationship. The IPEC team is well equipped to guide the steering committee through this process though.

The big advantage of the direct action component in Taroudant is the technical assistance of the village NGOs by **Migrations et Développement**. As mentioned earlier, this NGO is very active and well known locally, and has a great deal of experience in the region. The possibility to combine the IPEC projects with others (water, electricity, IGA with women's cooperatives) entails two advantages:

- ❖ These projects offer alternatives to child labour (IGA; nearby potable water)
- ❖ The projects give added value to the interventions by IPEC, as they are all channelled through the same NGO.

In addition, the technical assistance provided by M&D to the local NGOs allows a real increase of capacities, which is an important contribution to sustainability of the results.

An internal **conflict** at the NGO **Imgoun** prohibited the organisation from starting programme implementation at the time of our visit. At a meeting with a delegation of the NGOs board members, we understood that the origin is a political conflict inside the community, which had been going on for years and which nearly caused the organisation to split in two factions. The delegation present at the meeting proposed to solve the problem by creating a new NGO, but this was evidently no acceptable solution for IPEC. In the mean time, a delegation of the Steering committee has proposed to intervene, being well aware of the local situation. Another meeting has taken place May 27th, in the presence of *Migrations et Développement*, at which the participants have decided to organise an extraordinary general assembly to renew the board of the NGO **Imgoun**. The assembly has taken place on June 17th, the board has been renewed and project activities will soon start. *Migrations & Développement* and the Steering committee have thus successfully resolved a delicate problem, by which they have given proof of their coordinating capacity.

CHALLENGES

The action programmes have started with an important **delay** of eight months (compared to the original work plan), which is due most of all to the lengthy administrative procedures of IPEC.

- ❖ IPEC Geneva has recently sought to simplify the procedure for technical approval. This is encouraging, even if the procedure still implies a number of different persons and the comments are hardly concerted. I think the process could still be made more efficient. Possible measures are:
 - Appointing back-up staff who can replace those responsible for the approval process in case of absence;
 - Separating processes: projects might be approved and procedures for sub-contracts started before **all** technical corrections have been made (comments could be divided into indispensable and minor corrections);
 - After proven ability country offices could be given more responsibility, especially

- with regard to financial procedures;
 - Differentiation of approval processes: some elements (with lower funding levels) can do with simpler procedures, involving fewer parties.
- ❖ Another reason for the delay is the introduction in January 2005 of some new financial software by the ILO, which had blocked disbursement for several months. This problem was beyond the control of IPEC, but shows its dependence on the parent institution (ILO).
- ❖ The dependence of IPEC Morocco on the UNDP for payments has equally played a role; they are often not effectuated until a month after the request is submitted.
- ❖ The last delay, then, was caused by the Moroccan banks: it often takes a month before a payment by the UNDP is received by the NGOs.
- ❖ On the other hand, the work plan as developed in the Morocco programme, did not take into account any period for the approval procedure.

Recommendation

Although, of course, IPEC Geneva should continue its efforts to simplify the procedures, given the fact that its options are limited, those responsible for programme development ought to include a certain delay in the work plan.

Children (**beneficiaries**) have not been involved in the design of the action programmes, which is partly due to the fact that the direct action component had already been planned in detail in the project document. On the other hand –and this goes for the mothers as well- it appears to be socially and politically inconceivable that children participate in a village association along with the adult men. This means that they will not be involved in the monitoring of the projects either. It is important therefore that their views are solicited by teachers and project staff throughout the project with respect to their needs, constraints and wishes. It is definitely the intention of the IPEC team to do so.

The field visit has revealed the significant **absence of teaching staff**; in some schools teachers were more often absent than present. This is a very serious situation that has an important impact on drop-out rates, and consequently also on (early) child labour. There are a number of reasons for this phenomenon:

- ❖ The low salary levels of teaching staff,
- ❖ The lack of equipment in schools,
- ❖ The fact that village life is considered little attractive for teachers;
- ❖ The fact that teachers do not get to choose where they work;
- ❖ The impossibility for teachers to find a suitable marriage partner in the village; and
- ❖ The little effort made by the school inspection (partly due perhaps to a lack of means of transport) to go out into the rural areas to do its inspection work.

Recommendation

In order not to compromise the future results of the action programmes, IPEC and the provincial representative of the Ministry of Education -who is a member of the steering committee-, ought to take action against this problem, by:

- ❖ Reinforcing the inspection (and making teachers accountable for the results of their students);
- ❖ Improving the working conditions of teachers and by
- ❖ Raising the awareness of teachers on the importance of education for the elimination of child labour.

The **distances** between the *douars* and the school are problematic for the preschool population: the children cannot cover the 3-4 kilometres on mountainous paths by themselves, and their mothers will not always be available to take them. The solution proposed for the moment by Al Wifak and Amoud is to let the teachers go into each village instead of bringing the children to one site. This will of course have an impact on the number of class rooms to be equipped. Another possibility would be to find a volunteer in each *douar* to accompany the children to school and back home.

Some *douars* are characterised by a remarkable **absence of boys**. As employment options are extremely limited in the village, they go to cities as far away as Marrakech or Casablanca to find jobs in tourism or patisseries. Obviously the NGOs can hardly withdraw children from work who live so far off. The withdrawal activities will thus be limited to the agricultural and domestic work that takes place in the village itself.

The absence of boys will also have important social consequences. Some will return to the village after some time, but judging from the number of single young women in the villages, a great deal of them stays in town. The women beyond twenty years of age will probably never marry and have no other future than to continue working for their parents.

On every site, a **Monitoring committee** composed of representatives of the NGO, the local authorities, the school, and the parents will be charged to monitor closely the progress made by the project. Despite the obvious advantages of this participative approach, it is inconvenient that these committees will be composed of men only, whereas the women are much more involved in the day to day education of their children. Apparently, the idea of women participating as equals is not acceptable for the moment.

Recommendation

For as long as women are not accepted as committee members, it is important to find a way to consult them before decisions are made. This can be done informally, or by means of a consultative forum, deriving from the local women's cooperative for example.

BUDGET EVALUATION

The budget of *Migrations & Développement* comprises relatively high reservations for salaries and office costs: 63% of IPEC's contribution and 47% of the total budget (including the NGO's match fund). The salaries and office costs mentioned seem somewhat above average (especially for the

rural areas), but not excessively. The rate can be justified by the fact that the activities proposed by M&D concern mostly technical assistance and training, and therefore human resources.

The budgets of Amoud, Al Wifak and Imgoun are very comparable and had in large part already been elaborated in the project document of the Programme. There is some variation in the budgets for the small community development projects, because the activities differ. The largest disparity is found in the level of match funds provided by the communities: it varies from 13 to 23 per cent (see table below). In all cases the contribution is substantial.

	Contribution by IPEC	Contribution by the NGO	Total budget	Match fund rate
Amoud	49 266.86 \$	7 422.67 \$	56 689.53 \$	13%
Al Wifak	31 133.99 \$	9 392.91 \$	40.526.90 \$	23%
Imgoun	59 541.77 \$	18 098.50 \$	77 640.27 \$	23%

The budgets seem generally adequate, apart from the fact that no reservation has been made for the work of the local monitoring committees, with the exception of the transport costs of M&D (in their budget). Except if their work entails no costs, this seems an omission.

7.2 The Gharb Region

The objectives

By the end of the project, at least 2,500 children will have been prevented and withdrawn from the WFCL and rehabilitation services will have been provided in 20 targeted villages (objective 4).

- ❖ The WFCL are identified in targeted villages (output 4.1)
- ❖ Communities will be mobilized and participating in withdrawal and prevention activities; as a tool for mobilisation small community development projects will be elaborated and a Regional Steering Committee established (output 4.2)
- ❖ Educational services are provided to children withdrawn and prevented from WFCL (output 4.3)
- ❖ At least 500 families benefit from income generation and / or skills training activities (output 4.4)

Characteristics of the project area

As mentioned at the beginning of this chapter, the inhabitants of the Gharb region are basically Arab and work mostly as agricultural workers on large irrigated farms. If the province of Taroudant is characterised by a high level of social organisation, the number of NGOs in the Gharb is very limited. The region is rich compared to other regions in Morocco, but the working class population remains poor.

The Gharb consists of two provinces: Kénitra and the province of Sidi Kacem. The *Wali* (administrative head) of the region is at the same time governor of Kénitra. At this moment one action programme has been developed for the municipality of Amer Seflia, which belongs to the province of Kénitra and another one for the municipality of Khénichet (province of Sidi Kacem).

Socioeconomic indicators for both municipalities are:

Khénichet	
Community inhabitants	19.822
Number of households	3.057
Illiteracy rate	64 %
Unemployment rate	28 %
Enrolment rate of children aged 6-11	80 %
Of whom are girls	45 %
Primary school drop-out rate	5 %
Rate of households with access to electricity	27 %
Rate of households with access to running water	25 %
Amer Seflia	
Community inhabitants	36.192
Number of households	4.741
Enrolment rate of children aged 8-13	30,70 %
Unemployment rate	9,46 %
Rate of households with access to electricity	7,69 %
Rate of households with access to running water	2,70 %

The economy of both municipalities is based mainly on animal husbandry, agriculture and the production of wood. As a result, boys are engaged in agricultural work, cattle herding, stable cleaning, and water fetching. Girls are often employed as domestic workers in the city.

The problem of child labour is widespread in both municipalities. Many children work in agriculture, both on large farms as with their parents. Their labour is asked for notably during the harvesting of strawberries, oranges, gherkins and olives.

As part of its experience in local development, the NGO “*Organisation Scoutisme Mohammedia Marocaine*” (OSMM) has had the occasion to do some surveys and local case studies. The NGO recently evaluated the situation in **Amer Seflia** as follows:

- ❖ Almost 80% of the parents is illiterate;
- ❖ Over 70% of parents are not aware of the right of children to education;
- ❖ Nearly 60% of the children (notably girls) aged 6-8 are not enrolled, even if virtually all *douars* have schools and teachers;
- ❖ Approximately 65% of the girls ages 11-13 leave school after 6th grade, because of the distance to secondary education;
- ❖ 25% of the schools need repair and improvement (absence of toilets, class rooms in disrepair, lack of fences, etc.);
- ❖ Almost 50% of girls aged 8-16 are employed in big cities as domestic workers.

Achievements

To prepare the launch of the programme in the Gharb region a number of exploratory visits have been effectuated. The objectives of these visits were to meet the local authorities and potential partners, as well as identify possible project sites.

Upon a series of preparatory discussions with the provincial representatives of the Ministries of Labour, Education, and Agriculture, IPEC has organised meetings in each province with the same representatives and the respective governors. Two Regional Steering Committees have thus been mobilised, but not yet formalised.

The *Wali* (and at the same time governor of Kénitra) has made it clear at this occasion, that he did not consider the elimination of child labour a priority issue. Fortunately, the other members of the future Steering Committees and the Governor of Sidi Kacem were more positive. The latter and the representative of the Ministry of Labour have made great efforts to identify suitable partners for the direct action component. Regrettably they have recently been replaced.

The lack of NGOs in the region proved quickly to be a real constraint for the launch of the programme in this region. The IPEC team has not been able to spot NGOs that meet all criteria with regard to experience and project administration. The NGOs that are experienced in working with children are not sufficiently qualified in administration. Additionally, there is no NGO like M&D to provide technical assistance with project implementation.

Nevertheless, so far two NGOs have been identified to carry out action programmes: the *Organisation Scoutisme Mohammadia Marocaine* (OSMM) in the province of Kénitra, on recommendation of several authorities, and *Al Manar* in the province of Sidi Kacem. Both have executed baseline surveys in *douars*; nine in all. Draft project documents have been elaborated in August 2004, but IPEC still hesitates to decide whether or not to proceed.

The two organisations have ample experience with short term activities for youth, such as holiday camps and awareness raising. Moreover, OSMM has carried out literacy and non formal education projects in collaboration with the State Secretariat for Literacy and Non Formal Education, and it has established boarding facilities for rural school girls, with financial assistance of the Support Committee for the Education of Rural Girls. Both NGOs are well acquainted with the local situation and the target group, but they lack the experience and equipment necessary to manage a development project.

While waiting for a final decision to be taken by the IPEC office, OSMM and *Al Manar* have benefited from the SCREAM workshop organised in Rabat. Following the training, both NGOs have submitted a Mini Programme, to be able to start working with the tool. *Al Manar* has started the implementation of the Mini Programme in April 2005, whereas OSMM had started in May. Both claim that the tool is well received by the children and that it helps them to express themselves.

What remains to be done

The project documents still need to be finalised and approved, the steering committees formalised, and the action programmes executed. For the time being, however, the most important issue is to find a solution for the management of the projects.

The OSMM project, as it is now, aims to withdraw and prevent 1525 children from child labour, against a total cost of 312 000\$. The *Al Manar* project targets 660 children, for which the total cost is 111 598\$. This is largely superior to the budgets that have been developed for the province of Taroudant, and moreover difficult to manage for NGOs that have never executed a project of this size. In its last technical report IPEC proposed two solutions to the problem: either, to establish a permanent representation of IPEC in the region, to provide daily assistance, or to retire entirely from the Gharb and increase the number of children to be withdrawn in Taroudant. The first solution requires a revision of the budget for the Programme; the change proposed by the second solution is so fundamental that the donor requires a formal request for a project revision.

Consultant's Assessment

During the field visit we have met with the coordinators and board members of both NGOs in their offices, and in Kénitra we have visited two of OSMM's boarding facilities for school girls.

My impression of the two NGOs is that they are serious, and highly motivated to eliminate child labour and at the same time increase their own capacities with the help of IPEC. They have already firmly established ties with the communities in which they seek to work.

OSMM is more experienced in financial management than *Al Manar*. The largest sum managed by the former is 20 000\$. This is a small advantage, even though one should realise that the budget

was composed only of salary payments, which is a lot easier to manage than the average IPEC budget. The sums that *Al Manar* has worked with are negligible and do not provide them with the necessary experience.

The books of both NGOs are transparent, but very elementary. The organisations are not audited, and especially *Al Manar* will need training in financial administration.

None of the NGOs has experience in proper project management: the monitoring of progress by means of indicators, the use of a logical framework, the punctual delivery of technical and financial progress reports, etc. With regard to these aspects as well they will need training and close supervision.

I am convinced that IPEC Morocco has thoroughly searched for the best possible partners in the Gharb region. From the viewpoint of capacity building it would be regrettable to abandon these NGOs, especially since they are ready to learn whatever they need to learn. In addition, if IPEC would decide to abandon the entire region, because of its lack of suitable NGOs, this situation would never improve.

On the other hand, OSMM and *Al Manar* clearly need strong and regular guidance and some training before they will be capable of executing the projects.

Recommendation

I propose that the budget for the Gharb be revised such that:

- ❖ It will allow the required training sessions
- ❖ It will allow on the spot technical assistance, if necessary by recruiting a field agent, even if for a limited period of time.
- ❖ The target of 2500 children be reduced (and the number of *douars* to be covered) to enable the above mentioned expenses and to create reasonable objectives for little experienced NGOs.

If necessary, an increase in the number of children to be withdrawn in Taroudant can be envisaged, but this should be handled with care to avoid compromising the quality in favour of the quantity. After all, the Action Programmes are meant to be pilot projects, of which the first objective is to test strategies for the elimination of child labour.

7.3 The sustainability of the interventions

The participative approach is an important contribution to the sustainability of the direct action component, both on the regional level as in the communities. The substantial financial and in kind inputs by the communities give reason to believe that they begin to “own” the projects and find them important. This impression was confirmed during the field visit: the inhabitants of the *douars* warmly

and enthusiastically received us.

Another aspect that will have an impact on the sustainability is the capacity building by IPEC and -in Taroudant- *Migrations & Développement*. In Taroudant this aspect is ensured through the structure that IPEC has been able to establish there: a proactive and engaged Steering Committee, combined with the technical assistance provided by M&D. The resolution of the problem in Imgoun proves the competence of both and the good collaboration between them. For the Gharb region, IPEC should find the means to provide similar assistance to the NGOs, to allow their capacities to build.

Nevertheless, as I expounded earlier, there are two potential weaknesses:

- ❖ The continuity of direct services is not assured. At the moment it depends only on the willingness and the capacity of the communities to ensure the cost of teachers' salaries, school equipment and maintenance, as well as school stationery. A solid phase out strategy ought to be developed to prepare the communities for the end of the project.
- ❖ To achieve real sustainability, the government should make efforts to improve the educational system, the labour and school inspection, as well as the living conditions in the rural areas.

The potential impact of the direct action component depends to a large extent on the developments in these two areas.

8

The Creation of a Child Labour Monitoring System

8.1 The objectives

Creation of a Child Labour Monitoring System (*Objective 5*)

- ❖ The creation of partnerships for CLMS (*Output 5.1*)
- ❖ The development of monitoring tools (*Output 5.2*)
- ❖ Dissemination of the model (*Output 5.3*)

This component of the Programme is actually an element that is normally part of all Time Bound Programmes. The initiative therefore derives more from IPEC Geneva than from IPEC Morocco. At the local level, CLM is used to determine if children are working, to withdraw them from danger, and refer them to school or a similar alternative. As part of a larger national system, CLM provides crucial information on child labour trends to guide those in government and partner agencies who are taking action on child labour or whose work has the potential to prevent or reduce risk to children.

IPEC Morocco proposes to create a monitoring system at various levels. At the village level, monitoring teams composed of teachers, elected community leaders and religious leaders will collect data (which children are not enrolled, for what reasons, what are the working conditions of child labourers?) and provide social protection: they will pressure the families to either send children to school or enrol them for other activities available, such as non formal education or vocational skills training. The fact that the cost of monitoring will be covered locally ensures the sustainability of the system.

Next, at the provincial level, the governors will be appointed coordinators of the CLMS. They will be responsible for data collection and their transmission to the future Child Labour Unit at the Ministry of Labour. The latter will include the data in national statistics that will be used to inform policy and the National Programmes on child labour.

For the duration of the programme and the implementation of the CLMS IPEC will collect lessons learned and good practices. At the end of the project, a workshop in each region will be organised to share the experiences within the targeted villages. A final report including guidelines on how to implement CLMS in rural villages of Morocco will be prepared.

8.2 Achievements

IPEC has started to build partnerships for the exchange of information (notably with UNICEF and MSI/ADROS) and for the creation of the monitoring system (Regional Steering Committees, village based monitoring teams). Apart from that, the implementation of this component has been postponed until after the start of the action programmes.

In September a CLMS expert will come to Morocco to assist the IPEC team with the implementation of this component. IPEC intends to elaborate a monitoring tool for the project sites, and has scheduled to organise a workshop after completion of the test phase of the system.

8.3 Consultant's Assessment

A child labour monitoring system is interesting, but the transition from the pilot phase to a national system -which is the ultimate objective, even if not within the framework of this programme-, will not be without problems:

- ❖ It is morally difficult to establish monitoring teams outside the project sites without being able to provide an alternative to child labour (enrolment assistance, vocational skills training, non formal school, IGA for the parents, etc.);
- ❖ The structure of the monitoring system as it has been developed is suitable for the rural areas, composed of small villages; it will have to be adapted to enable child labour monitoring in the urban areas;
- ❖ The Child Labour Unit at the Ministry of Labour does not yet exist. It should be operational and sufficiently equipped if it is to coordinate a national monitoring system;
- ❖ The government has not yet assigned a budget line for the elimination of child labour, which will be necessary to cover the cost of the maintenance of a national monitoring system

The latter issue might be resolved when the National Action Plan for Child Protection (written by an inter-ministerial committee) will be finalised and funds will be attributed. Incidentally, this plan also foresees the establishment of a system that is to monitor various aspects of children and children's lives.

Recommendation

A monitoring system on the national level can only be envisaged when the fight against child labour has gone beyond the phase of pilot programmes, and the country will be capable of providing alternatives.

PART FOUR:

Conclusions and Recommendations

9

Conclusions

9.1 General

- ❖ There is considerable political will to combat child labour
- ❖ The IPEC team and partners are competent and have established fruitful collaborations
- ❖ There have been several important achievements

On the other hand:

- ❖ There are a number of challenges to be resolved
- ❖ There have been delays
- ❖ And the political will still needs to materialise.

9.2 The Design of the Programme

The **SPIF** method was certainly useful in the sense that it enabled a highly participative design process, resulting in a very well written project document. The SPIF diagrams are helpful in showing the various elements of the programme in relation to external factors, but the arrows between the fields are often arbitrary: they mean different things in different cases (varying from “leading to” to “enabling”) and might as well have been placed differently.

The **project document** is generally adequate: it is clearly structured and written, and well informed. The budget is detailed and fitting. The programme answers to the current needs and developments in Morocco. A few elements need improvement though:

The indicators lack specificity and are not properly linked to the programme’s objectives and outputs. As a result it is difficult to read the progress towards the objectives from the technical reports; The work plan failed to foresee the time that is needed for the approval of action programmes.

In view of the sustainability of the programme, I wonder whether emphasis should not be more on the national component than on direct action, in order to favour notably educational reform instead of direct services (which are difficult to maintain).

The IPEC team has established fruitful **collaboration** with various parties, among which especially MSI/ADROS and UNICEF. It has enabled IPEC to generate more resources and to achieve results beyond the normally expected outputs.

The **communications** with headquarters and the ILO office in Algeria have been supportive, but not always efficient. Lengthy approval procedures have caused major delays in direct action and awareness raising. These procedures could be much simpler, especially in the case of this programme, for which the document was already extremely detailed.

9.3 Implementation

AWARENESS RAISING

The awareness raising component has been very successful so far. A unique collaboration between IPEC, MSI/ADROS and UNICEF has led to a joint **communication strategy**. A product of this strategy will be a 30 episode soap series, with awareness raising elements on child labour. Also profitable was the work with a **media focal point**, who managed to reinforce the communication strategy and train journalists on child labour issues.

IPEC's new awareness raising tool **SCREAM** has been introduced to partners, adapted to the local situation in a very participative manner, translated into Arabic, and it is currently being tested by 13 NGOs. It has been well received by both partners and beneficiaries. It is, however, regrettable that it took six months to get the SCREAM mini programmes funded. This was due to the usual bureaucracy, which was not really necessary in this case: in the very detailed project document the cost of SCREAM awareness raising materials had already been specified.

KNOWLEDGE BASE

Most of the planned activities of this component have been postponed, but the identification of **good practices** has recently started. A consultant has questioned the NGO partners about their good practices and will soon produce a report. I regret though that this is done by means of a lengthy questionnaire to be filled out by the NGOs; I would have preferred a more active way to collect information and to include the experiences of the IPEC office.

An activity which is not, strictly speaking, part of this component, but nevertheless falls under the heading of knowledge diffusion is the production of the excellent **child labour guide**. This practical tool for partners and policymakers has been widely distributed (3000 ex.) among partners and in the administration, ranging from the members of parliament to the provincial governors and municipalities

CAPACITY BUILDING

A list of **hazardous work** has been established, and is official as of the third of January 2005. The list is a good start, but needs to be complemented.

Some capacity building has been realised with the **National Steering Committee**, but before IPEC can effectively do more, the committee needs to reflect on its future role and functioning. Ideally, the NSC should become a strong coordinative body, whose agenda and existence do not depend on the presence of IPEC. Most members affirmed that if IPEC were to leave Morocco today, the chances that the NSC will continue to exist are very slim.

The **creation of a Child Labour Unit** has until now been postponed by the Ministry of Labour, nor has a budget been assigned to the fight against child labour. The child labour focal point consists of one person, who has been very active, but for whom child labour is one out of many tasks.

The **training of labour inspectors** has also been postponed, as it proves difficult to schedule a session. The IPEC team considers integrating the child labour session with another training, to make it at all possible.

IPEC was also to test and reproduce new **materials** for non-formal **agriculture oriented education programmes** by the Ministry of education in the course of their action programmes. As the materials have not been developed so far, IPEC has not been able to implement this component yet.

The execution of this component is hindered by **lack of government activity**. This applies to both the Ministry of Labour as to the Ministry of Education and Youth. Determined action is, however, an absolute necessity, if the fight against child labour needs to be taken beyond the project level, to become an integral part of Moroccan policy and politics. It would be a pity if the government does not make use of the opportunities offered by IPEC and the excellent technical assistance the IPEC team can provide.

ACTION PROGRAMMES: TAROUDANT

A regional steering committee has been established, which has been functional for more than a year now. Its members are highly motivated and have decided to meet more often, to be able to monitor more closely the progress being made by the NGOs in the field.

In collaboration with the steering committee, four NGOs have been identified to implement action programmes. Three among them are to execute activities for the prevention and withdrawal of children from child labour and their (re-)insertion in school in a total of 19 villages (*douars*). The fourth is a larger, more experienced NGO that will most of all provide technical assistance to the other three and thus contribute to their capacity building.

The three local NGOs have performed baseline surveys in every village, and implementation activities have recently started.

Interesting elements are the participative processes, as a result of which the communities seem sincerely interested by the projects, the capacity building by the fourth NGO, which is very experienced and well known in the region, and the possibility to combine the child labour activities with community development, both within the framework of the IPEC projects, as through additional projects to be executed by the fourth NGO.

There has been an important delay between the submission and the final approval of the action programmes, as a result of which the activities started almost nine months later than planned. Although IPEC-Geneva has recently made an effort to simplify the procedures, they could still be improved.

Other challenges are

- ❖ the flagrant absence of teachers in the village schools,
- ❖ the distances between villages to be covered by young children,
- ❖ the fact that women are not allowed in the village monitoring committees (even though they are more involved with the education of the children than their husbands) and
- ❖ the absence of boys in certain villages, due to labour migration to the cities.

All of these problems will need to be resolved to enable a proper project implementation.

ACTION PROGRAMMES: GHARB

As already foreseen in the project document, the work in the Gharb region is more difficult than in Taroudant. The authorities are less cooperative, as they do not perceive child labour as a priority, and there are very few experienced NGOs. Efforts in this region have most of all been directed towards the identification of suitable partners. Two local NGOs have been found, which appear to be reliable partners, and which have at least a certain degree of experience with youth activities. They are strongly motivated to combat child labour and work with IPEC. Neither of these has ever managed a proper development project though, and their financial administrations are very basic. There is no NGO like "Migrations et Développement" that could provide the necessary assistance and the IPEC team is not equipped to enable permanent technical assistance in the region.

IPEC has to decide whether or not to work with these NGOs and if they do, in what form. The NGOs will need a considerable amount of technical and financial management support, and the action programmes should not be too ambitious in terms of budget and numbers of children to be withdrawn.

CHILD LABOUR MONITORING SYSTEM

The Child Labour Monitoring System, yet to be established, will not be without problems once it has to be scaled up. It is morally difficult to ask community members to monitor the incidence of child labour in their environment if no alternative can be provided. If it needs to be brought to a national scale, the child labour unit needs to be operational and a budget ought to be available. None of these conditions is met for the moment.

SUSTAINABILITY OF THE INTERVENTIONS

Factors contributing to the sustainability are the participative approach and the capacity building efforts. However, weaknesses are the insecure continuity of direct services, and the failing educational system, labour and school inspections, as well as the unfavourable living conditions in the rural areas. To improve these more government effort is needed. To increase the likelihood that the communities will be able to assure the continuity of direct services, a clear phase-out strategy will have to be developed. The potential impact of the direct action component depends to a considerable extent to the developments regarding the latter two aspects.

10

Recommendations

10.1 The Design of the Programme

- ❖ Well developed indicators are a useful tool for project management and, for this reason, deserve sufficient attention. It would be helpful if the indicators for this programme could be reviewed; if this is not possible for technical reasons, the issues mentioned in Chapter 2 ought to be taken into consideration for new programmes.
- ❖ In view of the delays in direct action, it may be necessary to extend the programme, to allow the NGOs the 24 months foreseen in their action programmes.
- ❖ The objectives for the Gharb region may not be realistic, considering the limited collaboration of the authorities and the absence of qualified and experienced NGOs; I recommend that they be reviewed (see also below).
- ❖ Although it is a familiar issue, I plead again for the simplification of the approval procedures and for increased responsibility in decision making by the IPEC team. Possible measures are:
 - Appointing back-up staff who can replace those responsible for the approval process in case of absence;
 - Separating processes: projects might be approved and procedures for sub-contracts started before **all** technical corrections have been made (comments could be divided into indispensable and minor corrections);
 - After proven ability country offices could be given more responsibility, especially with regard to financial procedures;
 - Differentiation of approval processes: some elements (with lower funding levels) can do with simpler procedures, involving fewer parties.

10.2 Implementation

AWARENESS RAISING

At this moment there exist NGOs that are not part of the joint communication strategy and that emphasise other aspects in their campaigns, than the ones that the IPEC partners have found to be efficient. In view of the effectiveness of the joint communication strategy, I recommend that the government, through its Labour Direction, make an effort to coordinate all communications with regard to child labour.

KNOWLEDGE BASE

It would be good if IPEC continued to document good practices, even after the consultant has completed his task, and if the practices would not be limited to the experiences of NGOs only. In future programmes the methodology of workshop and questionnaire had better be replaced by site visits and interviews, to help NGOs define their own good practices.

CAPACITY BUILDING

- ❖ The line ministries should increase activity to enable the full implementation of the programme, especially with regard to the capacity building component;
- ❖ It is essential that a budget be assigned to the fight against child labour, to make it an integral part of Moroccan policy and politics;
- ❖ The labour inspectorate needs to be extended and reformed if it is to monitor child labour and serve as a catalyst for the communities;
- ❖ The list of hazardous work needs to be reviewed, to include girls' exploitative activities and dangerous aspects of agricultural work (e.g. the use of chemicals);
- ❖ The NSC ought to reflect on its future role and functioning to avoid a collapse of activities at the end of the IPEC programme.
- ❖ Labour Unions and employers' organisations could be more involved.

ACTION PROGRAMMES: TAROUDANT

- ❖ On the one hand, of course, IPEC Geneva should continue to work on simplifying the procedures, but on the other hand, its hands are tied to ILO rules and the authors of programmes had better include a period for project approval in the work plan.
- ❖ In order not to compromise the future results of the action programmes, the provincial representative of the Ministry of Education -who is a member of the regional steering

committee-, ought to take action against the overwhelming absence of teachers in the village schools by:

- Strengthening the inspection (and making the teachers accountable for the results of their students)
- Improving the working conditions of the teachers and
- Raising the awareness of the teachers about the importance of education in the struggle against child labour.

In addition, labour unions could also play a role in reducing teacher absenteeism by means of awareness raising and social mobilisation among their members.

- ❖ Until women will be accepted in the village monitoring committees, a way should be found to consult them prior to decision making. This could be done informally or by means of a consultative forum deriving from the women's cooperative, for instance.

ACTION PROGRAMMES: GHARB

I propose that the budget for the Gharb region be revised to:

- ❖ Allow technical and financial management training workshops for the NGOs;
- ❖ Allow regular technical assistance on the spot; if necessary through the recruitment of an extra field agent, even if for a limited period;
- ❖ Reduce the target group of 2500 children and the number of villages to be covered, to enable the above mentioned expenses and remain with objectives that are more reasonable for little experienced NGOs.

If necessary, the number of beneficiaries for Taroudant could be increased, but one should be careful not to compromise the quality of services there, in favour of the quantity. After all, this component is about pilot programmes, of which the first objective is to test strategies to combat child labour.

SUSTAINABILITY

A clear phase-out strategy will have to be developed, to enable the communities to assume the continuity of direct services at the end of the action programmes.

CHILD LABOUR MONITORING SYSTEM

A nation wide monitoring system can only be envisaged once the fight against child labour in Morocco has gone beyond the stage of pilot programmes, and viable alternatives can be proposed.

Labour unions and employers' organisations could play a role in child labour monitoring, while making use of their many-branched national structures.

11

Lessons Learned

I think the most important lesson learned is the realisation that the success of the Programme depends importantly on factors beyond the control of IPEC Morocco:

- ❖ Unpredictable political decisions regarding top positions
- ❖ The materialisation of political will
- ❖ Even local politics as in the case of Imgoun
- ❖ The lengthy approval and financial procedures
- ❖ And institutions that may contradict each other, while they both have decision making power.

The strength of the programme, its participative approach, thus also proves to be its weakness. Most of the delays are due to this dependency. Although it was recognised in the assumptions of the project document and in the area of impact framework, it has not been taken into account in the work plan.

The case of Imgoun has also shown how fragile the collaboration with sub contractors can be: for a moment the line between a potentially successful action programme and no action programme at all was very thin.

The indicators in the project document were not well developed. This is an aspect that deserves more attention, to enable a better monitoring of the programme.

The weakest component of the Programme -in my opinion- is the provision of direct services without a clear phase out strategy. The communities will need to be prepared to assume their continuity, to avoid a collapse of the educational facilities that are being put so carefully in place.

12

Good Practices

In spite of the fact that various components have not yet been implemented, a number of good practices are emerging.

- ❖ The child labour guide is an excellent practical tool for anyone who is active in the fight against child labour: policy makers, inspectors and implementing partners. It is attractive, accessible and very legible. Although this guide is adapted to the situation in Morocco, the idea could easily be replicated in other countries where IPEC operates.
- ❖ The joint communication strategy could likewise serve as an example for other countries, where awareness raising efforts are all too often shattered. IPEC has successfully linked up with the most relevant partners in the field of child labour and managed to develop a truly joint strategy. Its preliminary final product, the soap series, is an innovative contribution to awareness raising, and is likely to be effective in combination with the proposed accompanying measures.
- ❖ Another interesting aspect of IPEC's communication strategy is its work with a media focal point. It has enabled the joint training and informing of journalists, which has visibly led to the capacity building of reporters. Equally successful is the collaboration of IPEC, through its media focal point, with the civil society portal www.tanmia.ma. This has increased the exposure of IPEC Morocco and its activities, and will soon facilitate the access of all Moroccans to the SCREAM modules in French and Arabic.
- ❖ The participative testing and adaptation of SCREAM is another good practice that could be replicated elsewhere. The use, for example, of pictures taken by Moroccan children of Moroccan child labour situations leads to increased ownership and effectiveness of the awareness raising tool.
- ❖ The participative approach has proved fruitful also in direct action: in the establishment of the regional steering committee, the selection of local partners, the technical assistance by *Migrations & Développement*, and the baseline surveys carried out by the implementing partners. This approach clearly contributes to ownership and capacity building.

Annex III

Documents Consulted

Halte au travail des enfants ! Guide sur la réalisation de l'outil « SCREAM, Halte au travail des enfants ! » au Maroc (de la conception de la stratégie à la mise en œuvre).

Le travail des enfants au Maroc. Diagnostic et propositions de plan national et de plans sectoriels d'action. M. Mounassif, A. Molato, D. Benghabrit. BIT/IPEC & Ministère du Développement Social, de la Solidarité, de l'Emploi et de la Formation Professionnelle. Rabat, Octobre 1999.

Le travail des enfants en bref. OIT/IPEC, UNICEF, Ministère de l'[Emploi, des Affaires Sociales](#) et de la Solidarité (Direction du Travail), 2004

Ligue Marocaine pour la protection de l'enfance. *Journée d'étude et de réflexion sur les petites filles « bonnes » travaillant dans les familles.* Rabat, 19 Janvier 1996.

Mission Report Morocco. Laurence Dubois & Florencio Gudiño. SPIF, 14-17 April 2003.
Questionnaire pour l'identification des bonnes pratiques. Aziz Chakar, avril 15 2005.

Travail des enfants dans le secteur du textile/habillement. Région Rabat-Salé-Témara. Evaluation rapide. BIT/IPEC, Décembre 2004.

Understanding Children's Work in Morocco/Comprendre le travail des enfants au Maroc. Mai 2004

Various :

- ❖ Project document
- ❖ Technical Progress and Status reports
- ❖ Project documents for
- ❖ Budgets for the Action Programmes and the SCREAM Mini programmes
- ❖ Field reports IPEC team Morocco
- ❖ Minutes of the NSC meetings
- ❖ Minutes of the Regional Steering Committee meetings.
- ❖ Newspaper clippings collected by the IPEC Team in Morocco
- ❖ IPEC briefing material
- ❖ Terms of Reference Mid-Term Evaluation IPEC Morocco Programme.