Independent Final Evaluation

Combating Exploitive Child Labor in Madagascar

September 15, 2012

Report developed and submitted by:
Mei Zegers
Independent Evaluator

Funded by the
United States Department of Labor

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EXECUTIVE SUMMARY

The Combating Exploitive Child Labor in Madagascar project was designed and implemented under very difficult humanitarian conditions. A challenging political crisis arose in the country soon after the project was launched, resulting in the need to adapt the project to respond to the crisis. The most significant change in the project design was the ending of collaboration with the government at different levels with a stronger focus on the development of local partnerships with a range of actors. The project, officially launched in October 2008, will end on September 28, 2012. It is being implemented by Pact, Inc. (Pact). A final evaluation of the project was conducted in June 2012.

The project was designed to contribute to the elimination of the Worst Forms of Child Labor (WFCL) in Madagascar using a variety of relatively innovative approaches within this challenging context. The project is referred to in Madagascar as the "Kilonga" project, and will be referred to as such in the present report.

Specifically, the objectives of the Kilonga project are to:

1. Prevent WFCL and withdraw current child victims;

2. Strengthen local capacity to combat WFCL and promote education;

3. Conduct public awareness campaigns regarding the adverse effects of child labor and the importance of education;

4. Promote research and put databases on child labor into place; and

5. Promote sustainability of efforts to fight child labor.

As stipulated in the Cooperative Agreement, the project targets 9,000 children: 4,500 for withdrawal and 4,500 for prevention. Children are being withdrawn and prevented from Commercial Sexual Exploitation of Children (CSEC), domestic servitude, mining, quarrying, farming, and heavy load carrying work in urban and rural areas through seven regional offices.

The purpose of the final evaluation is to:

1. Assess whether the project has met its objectives and identify the challenges encountered in doing so;

2. Assess the relevance of the project in the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and policies of the host country government and the United States Department of Labor (USDOL);

3. Assess the intended and unintended outcomes and impacts of the project;

4. Provide lessons learned from the project design and experiences in implementation that can be applied in current or future child labor projects in the country and in projects designed under similar conditions or target sectors; and

5. Assess whether results from project activities can be deemed sustainable at the local and national level and among implementing organizations.

To ensure a thorough and well-rounded evaluation, the evaluator used a combination of methods including:

- Preparation of detailed methodology and document review
- Individual interviews and/or focus group discussions with stakeholders from a wide range of groups including: national, provincial, district, and local education policy makers and providers; local authorities, project partners, and other agencies working on child labor in the country; and teachers, community-based organizations, communities, parents, and children. Due to the existing political situation in the country, no interviews were conducted with government staff although some local government representatives participated in some of the local committees to combat child labor (LCCLs) interviews.
- Individual and small group discussions with Pact staff in the central office and with the partner, *Sehatra Ivoaran'ny Vehivavy* (SIVE), Platform of Women's Development staff.
- Observation of the stakeholders and their work in different settings as well as their networking actions. This was combined with field visits and interviews.
- A stakeholder meeting was held where initial findings were presented, discussed, and enriched with additional input from the participants.

The project design—including strategies, actions, and monitoring systems—is relevant in the local context and to the attainment of the goal of reducing the number of children engaged in exploitive child labor in Madagascar. The project adequately supports the five USDOL Education Initiative goals it was funded to support, i.e., withdrawing and preventing children from involvement in exploitive child labor, strengthening policies and capacities, raising awareness, performing research and data collection, and creating sustainability. Due to requirements placed on the project as a result of the political crisis, policy and capacity strengthening was limited to the community level.

The project effectively met the needs of the target population and has reached its overall objectives as stated in the project document, including exceeding the number of children to be prevented or withdrawn from child labor.[1] Given the prohibition against working with government institutions, the project's ability to combat child labor had notable success. The project staff stated that project implementation without collaboration with government was difficult but achievable. Various elements contributed to the success of the project, including the mix of project components, working with local structures such as the LCCLs, and the involvement of mentors for project children. Some of the project activities only realized full useful implementation towards the later stages of the project including full-scale awareness-raising methodologies, improved information technologies for data monitoring, and literacy campaigns.

[1] In 2009, Madagascar experienced a period of political unrest which culminated in a coup. The U.S. Government restricted U.S. foreign assistance to Madagascar as a result of the political events and coup, which included severing ties with the Government of Madagascar. Hence, the project was required to modify components of its approach and scope.

Data available at the time of the field work for the final evaluation indicate that a total of 9036 children were withdrawn or prevented from child labor, which exceeds the target of 9,000. Of this number, somewhat more were withdrawn (4885) than prevented (4151), largely because so many children are actually working in Madagascar. In fact, contrary to what happens in many countries, the project had more difficulty identifying children who would meet the criteria for prevention as opposed to those to be withdrawn. More than 4 out of 5 children can be counted as having completed their program while the remainder are expected to complete their program before the end of the project.

The project has succeeded in attaining objective two—strengthening local capacity to combat the WFCL and promote education through training of mentors, LCCLs, and micro savings and credit, i.e., Women's Empowerment Program (WORTH) groups. Although there were some delays, the project has also attained objective three—conducting public awareness campaigns regarding the adverse effects of child labor and the importance of education. For objective four, some research was conducted but it was not extensive. Types of research conducted included knowledge and attitudes, a qualitative study on the impact of the crisis on child labor, and collection of project beneficiary success stories. A relatively effective database on project beneficiary children has been developed. The extent to which the database can be generalized for sustained use by LCCLs in the future is not yet evident and will require more attention. The project has been highly focused on attaining objective five—sustainability from project inception, particularly through the development of the WORTH program, mentoring, LCCL development, and awareness raising.

Mentors' primary roles were to help enroll children, monitor them, and provide children with extra-curricular activities. The project has been successful in fulfilling these roles. The WORTH community-based micro savings and credit program has been relatively successful. The most important benefits of WORTH include the stimulation of women's desire to learn and grow, women's psychological and economic empowerment, and capacity strengthening. Community ownership was also stimulated through the mentorship and WORTH programs as well as the LCCLs. The LCCLs were observed to have appropriated their roles although the strength of the mentoring system tends to overshadow the LCCLs to some extent.

The identification of children to be included in the project was well implemented using a range of methods in accordance with local possibilities. The project assesses out-of-school children's educational capacities to determine their grade level and whether they need transitional and/or leveling classes to help them re-enter school. Transitional/leveling education is then provided, primarily through transitional summer courses with the help of teachers who also function as mentors to the project beneficiaries. This type of transitional/leveling education was very successful in helping children reintegrate effectively into school.

The very different socio-cultural, productive economic structure, and types of child labor in the different project sites posed implementation challenges. These challenges were, however, largely overcome. A teacher's strike that was started over low wages and stipends also posed a key challenge in the last few months prior to the field component of the final evaluation. This strike only affected public institutions so the private schools associated with the project were not affected. The teachers' strike was still on-going at the time of the evaluation. Teachers were, however, giving classes in several of the public schools visited during the evaluation.

Most children and parents cite the provision of school supplies as the primary benefit of the project. Since the midterm evaluation, the level of envy among non-project children in schools has continued. In all formal school focus groups, children complained of some level of school supply theft, teasing, and even physical and verbal aggression regarding their status as Kilonga children.

Although initially difficult to organize, the project health component has ultimately contributed to an overall approach that was beneficial to the withdrawal and prevention of child labor. The extent to which the project would have been successful even without these components is not possible to verify; however, all of the different elements complement each other and cannot be assessed in isolation. It is, nevertheless, clear that nutritional supplementation contributes to drawing children into education and keeping them out of child labor as hunger resulting from poverty is one of the driving forces.

The project provides vocational or skills training to older children who are unable to, or choose not to, return to formal education. Most of the training is on subjects such as: tailoring, embroidery, catering, computer science, and car mechanics. The choice of types of vocational/skills training for older children is limited and most children can usually only choose between two types. No labor market survey was conducted to determine the most appropriate kinds of training although this could have been helpful. In one location, a successful small pilot project on agricultural training was conducted just prior to the field work for the final evaluation. Given the importance of agriculture, livestock rearing, and/or fishing in almost all of the project areas, exploring similar types of training in these areas could be useful for future actions on child labor in the project areas.

The quality of the training appears to be quite good, although most of the children interviewed stressed that they feel they need additional skills development. Children requested support for placement in internships to help them perfect their skills. Children in two locations reported that they had received some training on basic bookkeeping, mostly on how to keep a cash book containing incoming and outgoing cash flows. The children mentioned that they felt such training was useful as it can help them to know if they are earning or losing money.

Provision of sufficient job placements for vocational/skills training graduates proved to be a major challenge for the project. Given the challenges with job placements, the project thus adopted a strategy to support children with self employment, either individually or in groups. While the concept of establishing such groups or support for individual start-up kits to children is good, the level of operational functioning of such groups is not yet fully reliable.

The project implemented a range of different forms of non-formal education, including the transitional/leveling education, simple skills training for formal school children, literacy, group management, WORTH group management, and simple business management. Mentors provide simple skills training to formal school project children on Saturdays. Such skills were highly variable and depended on the knowledge and aptitude of the individual mentors. These kinds of trainings are useful and help to open the minds of the children to a wide range of issues. The topics included performing simple tasks such as how to keep personal hygiene, cooking healthy meals, making string, knotting football nets, painting blackboards, crocheting, and also sports activities.

Some mentors noted that it was sometimes difficult to make sure that parents allow their children to attend the Saturday skills training and/or sport activities as they want the children

to help at home. Mentors did state that children were not necessarily working in exploitive child labor during these weekends but were still expected to help with domestic chores.

Literacy training for WORTH members started late, with some training only starting within the last few weeks prior to the final evaluation. The project was able to identify useful materials within the Malagasy context. Children who need literacy training as part of their vocational/skills training are trained using a range of methods.

The project strategy to focus on children in CSEC, domestic servitude, mining/quarrying[2], agriculture, fishing, or heavy load carrying resulted in some sectoral lessons learned. Such information is usually very highly linked to the specific context in the different project regions.

The project monitoring system is generally good and efficient in terms of community participation, regular follow up by staff, and continued fine tuning over the life of the project. The project relies on a combination of tracking children's work status through mentors with verification by project staff. LCCLs also contribute to the data collection monitoring system which is summarized and submitted to the project every two months. Mentors track children even during school holidays and weekends, mostly through the organization of extra-curricular activities.

The project is generally very efficient in terms of the resources used (inputs) as compared to its qualitative and quantitative outputs and long-term impact. The evaluator did not have access to the project budget so the assessment on efficiency is naturally qualitative. The project is generally well managed with improvements on streamlining and achieving project objectives noted since the midterm evaluation. The project staff is committed and motivated to achieve the project objectives.

The project is likely to have good long-term impact on the individual children, parents, teachers, and mentors. The target groups experienced changes in their lives as a result of the program's interventions. Children have returned to school or are able to stay in school as a result of the project. Mentors, LCCL members, and parents have benefited from capacity strengthening which is likely to have a long-term impact on the lives of everyone involved. WORTH members and children have improved their self esteem, which has changed their lives and is likely to result in long-term benefits. The level of improved self esteem was evident through the quality of information shared with the evaluation team and the eagerness and confidence of children and WORTH groups to share information during focus groups.[3]

The project did not work intensively with other organizations—aside from LCCLs and project schools—working on child labor in the country (see Section 5.1 and 6.1) partially because of the restriction on working with the government or agencies who require partnering with government. Some small partnerships were established with other organizations on a local level.

The project design had included an exit strategy and sustainability plan. The design had integrated the inclusion of the mentorship and WORTH program, development of the LCCLs

[2] Most project children are involved in quarrying as opposed to mining.
[3] As the evaluator worked in Madagascar for close to 7 years and also conducted the Midterm Evaluation, she noted, based on a qualitative assessment, that project children and WORTH members exhibited comparatively substantial levels of self confidence.

and *Dina* (i.e., local traditional social conventions that are established among the members of a community and do not require formal political authority involvement) as key components of the sustainability plan. The project has been able to leverage some non-project resources although mostly at local levels in small but useful ways. The evaluator believes that the overall potential for the sustainability of project actions appears to be comparatively good as a result of these approaches. As compared to the midterm evaluation, parents, mentors, and children were notably more hopeful that children will be able to stay out of child labor after the end of the project.

Key Recommendations:

In future projects, further develop, scale up, replicate Kilonga project promising practices including mentorship system; micro savings and credit groups; extra-curricular activities with support of mentors, professional group development for vocational/skills training graduates; exchanges between groups associated with the project;

Awareness Raising

Start intensive awareness raising on child labor issues and the importance of education from future project startup using SCREAM and other participative methodologies.

Formal and Non-formal Education

In case of future projects, scale up Life Skills training across project areas. Include Life Skills training in mentors' extra-curricular activities with children in general formal education as well as with children in vocational/skills training.

Introduce psycho-social training for all mentors at an early stage of any future project so that mentors are able to assist children, particularly when they need it most, i.e. at the beginning of their enrolment in any project.

Vocational/Skills Training

In future projects, conduct local labor research on potential (self) employment options in project areas for youth after vocational/skills training. Such research needs to include the identification of locally available training options, either through formal/non-formal training centers or apprenticeship training.

Increase management training for vocational/skills training graduates in future projects. Link to materials developed through International Labour Organization (ILO) Youth Employment or other specialized youth management training programs.

Given the importance of agriculture, livestock rearing, and/or fishing in almost agriculture/coastal project areas, explore types of training in these areas and how they can lead to (self) employment in future projects.

Micro Savings and Credit Groups

Include children in activities surrounding WORTH in future projects including: (1) establishing "Junior WORTH groups" as sub-components of the adult WORTH groups once adult groups are functioning adequately—children's contributions can be in the form of assisting with fundraising activities for the larger group or other innovative actions; (2)

inviting children to attend WORTH sessions so that they can learn about the methodology; and (3) stimulating children to help their parents learn the WORTH materials, for example, children can simultaneously learn about the functioning of WORTH when parents have limited literacy.

Work towards establishment of WORTH Federations (or other micro savings and credit groups) in project areas prior to the end of any child labor project.

Research and Monitoring

Develop/replicate a Microsoft Access-based monitoring system in future projects that allows regional offices to easily enter and understand data on individual and regional data.

ACKNOWLEDGEMENTS

This report describes in detail the final evaluation, conducted during June 2012, of the Combating Exploitive Child Labor in Madagascar project. The report was prepared by ICF Macro, according to agreements specified in its contract with the U.S. Department of Labor's (USDOL's) Office of Child Labor, Forced Labor, and Human Trafficking (OCFT). The Combating Exploitive Child Labor in Madagascar project final evaluation was conducted and documented by Mei Zegers, an independent evaluator in collaboration with USDOL/OCFT staff, the Madagascar project team, and stakeholders in Madagascar. ICF Macro would like to express sincere thanks to all parties involved in this evaluation: the independent evaluator, Pact Inc., and its partners, and the USDOL.

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THANKS

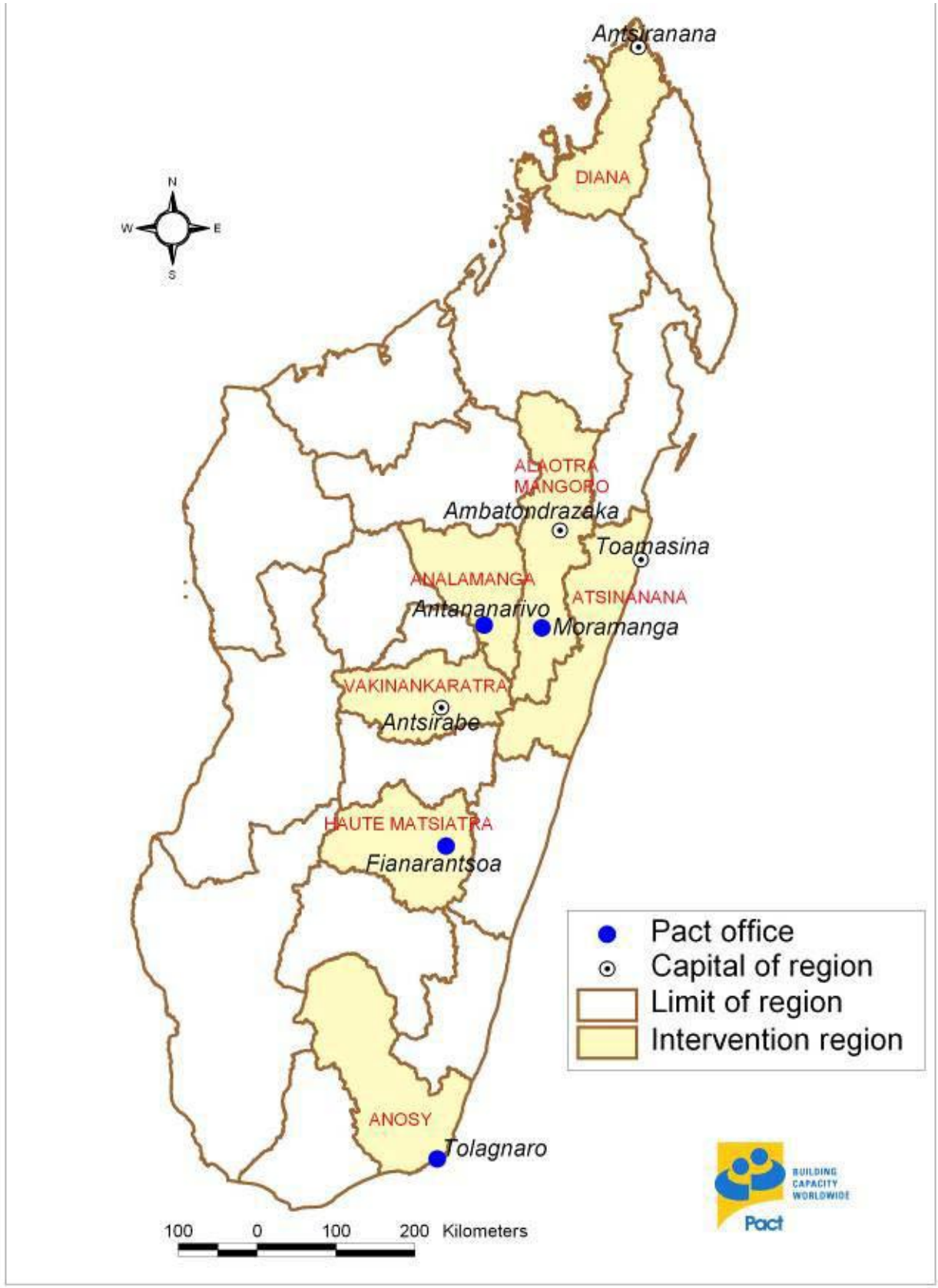
The evaluator would like to commend the entire project team for their patient and extensive input into the evaluation process. The project staff was helpful, straightforward, and accommodating. Thanks should also go to mentors, community representatives, parents, and especially to the children for sharing their comments.

Mei Zegers

ACRONYMS

ARCLC	Anosy Regional Child Labor Committee
BCC	Behavior Change Communications
CGSTM	General Confederation of Workers' Unions of Madagascar
CFP	Centre de Formation Professionnel
CSEC	Commercial Sexual Exploitation of Children
FACL	Fight Against Child Labor
FJKM	Fiangonan'i Jesoa Kristy eto Madagasikara
ILO	International Labour Organization
ILO-IPEC	International Labour Organization's International Programme on the Elimination of Child Labour
INSTAT	National Institute for Statistics
LCCL	Local Committees to Combat Child Labor
M&E	Monitoring and Evaluation
NAP	National Action Plan
NCFCL	National Committee to Fight Against Child Labor
NGO	Nongovernmental organization
OECD/DAC	Organisation for Economic Co-operation and Development/ Development Assistance Committee
PPP	Purchasing power parity
PSI	Population Services International
QMM	Quebec Iron and Titanium (QIT) Madagascar Minerals
SCREAM	Supporting Children's Rights through Education, the Arts and the Media
SEECALINE	Surveillance et Education des Ecoles et des Communautés en Alimentation et Nutrition Elargie (School and Community Food and Nutrition Surveillance and Education Programme)
SIVE	*Sehatra Ivoaran'ny Vehivavy* (Platform of Women's Development)
SPDTS	Syndicat des Professionnels Diplômés en Travail Social
TACKLE	Tackling Child Labour through Education
TPR	Technical Progress Report
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
USDOL	United States Department of Labor
WDACL	World Day Against Child Labour
WFCL	Worst Forms of Child Labor
WFP	World Food Programme
WORTH	Women's Empowerment Program

MAP OF PROJECT AREAS



I. INTRODUCTION

"I had no hope for a better future but now I think I can get a decent job and a better life." Boy withdrawn from carrying heavy loads

The Combating Exploitive Child Labor in Madagascar project was designed and implemented in very difficult humanitarian conditions. The project, officially launched in October 2008, will end on September 28, 2012 and is being implemented by Pact, Inc (Pact). A final evaluation of the project was conducted in June 2012.

A challenging political crisis arose in the country soon after the project was launched that resulted in the need to adapt the project to the ramifications of the crisis.[4] The most significant change in the project design was the ending of collaboration with the government at different levels with a stronger focus on the development of local partnerships with a range of actors.

As cited in the project's most recent Technical Progress Report (TPR)[5], poverty and food insecurity in Madagascar are dramatic with over 76.5% of the population living below the poverty line, set at MGA468,800 ($234) per annum per person. Using the stricter new purchasing power parity (PPP) rates in accordance with World Bank guidelines, poverty rates are even higher with 84.5% of the population living in poverty on less than $2.50 per day.[6] According to the World Bank, regardless of calculation methods, the current political crisis has increased poverty levels by more than 9 percentage points between 2005 and 2010.[7] The political situation has not yet been resolved and, according to a wide range of observers, solutions do not appear imminent.[8] A UN team of experts recently suggested that elections could be held May–June 2013 at the earliest.[9]

The project was designed to contribute to the elimination of the Worst Forms of Child Labor (WFCL) in Madagascar using a variety of relatively innovative approaches within this challenging context. The project designers could not predict the duration and economic impact of the crisis,[10] but were tasked to adapt the project to work using humanitarian approaches without government interaction. The project was thus planned to prevent and

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[4] In 2009, Madagascar experienced a period of political unrest which culminated in a coup. The U.S. Government restricted U.S. Foreign Assistance to Madagascar as a result of the political events and coup that included severing ties with the Government of Madagascar; hence, the project was required to modify components of its approach and scope.

[5] Pact, Inc (2012, April) Combating Exploitive Child Labor in Madagascar Technical Progress Report—March 1–August 31, 2010. Washington, DC.

[6] USAID/IRIS (2011) Poverty Assessment Tool Accuracy Submission. USAID/IRIS Tool for Madagascar. Submitted: September 15, 2011. Washington, DC.

[7] Growth decreased from 5% in 2008 to negative 4 in 2009 and 0% growth in 2010. World Bank (2012) Madagascar: Country Brief. Retrieved June 25, 2012, from http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/AFRICAEXT/MADAGASCAREXTN/0,,menuPK:356362~pagePK:141132~piPK:141107~theSitePK:356352,00.html

[8] Ploch, L., & Cook, N. (2012). Madagascar's Political Crisis. Congressional Research Service. Report for Congress. Washington, DC.

[9] These dates were suggested due to the need for correct preparation of voter registration, voter roll vetting, and avoiding the rainy season. Lexpress.mu (2012) Elections to Madagascar: Les législatives et les présidentielles jumelées en Mai–June 2013. Retrieved 24 June, 2012, from http://www.lexpress.mu/story/39199-elections-a-madagascar-les-legislatives-et-les-presidentielles-jumelees-en-mai-June-2013.html

[10] The continuing political challenges are commonly referred to in Madagascar as "la crise", i.e. the crisis.

withdraw children from the WFCL in local settings by supporting educational services, income generation activities to families, and awareness raising; and promoting research and establishing databases on child labor. The project is referred to in Madagascar as the "Kilonga" project.

Specifically, the Kilonga project aims to reach the following objectives:

1. Prevent WFCL and withdraw current child victims;
2. Strengthen local capacity to combat WFCL and promote education;
3. Conduct public awareness campaigns regarding the adverse effects of child labor and the importance of education;
4. Promote research and put into place databases on child labor; and
5. Promote sustainability of efforts to fight child labor.

Expected Key Project Outputs are:

- Target children supported to receive education or training opportunities.
- Local capacity to combat the WFCL is reinforced.
- Community awareness has increased on the Fight Against Child Labor (FACL) and on promoting of education.
- Research for data collection on child labor is supported.
- Long-term sustainability of efforts to combat child labor is promoted.

As stipulated in the Cooperative Agreement, the project targets 9,000 children: 4,500 for withdrawal and 4,500 for prevention. Children are being withdrawn and prevented from the commercial sexual exploitation of children (CSEC), domestic servitude, mining, quarrying, farming, and heavy load carrying work in both urban and rural areas. The project provides direct services to children in Analamanga, Alaotra-Mangoro, Anosy, Atsinanana, Diana, Haute Matsiatra, and Vakinankaratra.

1.1 FINAL EVALUATION PURPOSE

The purpose of the final evaluation is to:

1. Assess whether the project has met its objectives and identify the challenges encountered in doing so;
2. Assess the relevance of the project in the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and policies of the host country government and the U.S. Department of Labor (USDOL);
3. Assess the intended and unintended outcomes and impacts of the project;

4. Provide lessons learned from the project design and experiences in implementation that can be applied in current or future child labor projects in the country and in projects designed under similar conditions or target sectors; and

5. Assess whether results from project activities can be deemed sustainable at the local and national level and among implementing organizations.

The evaluation also:

- provides documented lessons learned, good or promising practices, and models of intervention that will serve to inform future child labor projects and policies in Madagascar and elsewhere, as appropriate; and

- serves as an important accountability function for USDOL and Pact.

Recommendations focus on lessons learned and good or promising practices for the development of strategies for future projects to combat exploitive child labor. The evaluation considers all activities that have been implemented over the life of the project until the time of the final evaluation.

1.2 KEY AREAS OF FOCUS FOR THE FINAL EVALUATION REPORTING

The evaluation report focuses on the areas of project relevance, effectiveness, efficiency, impact and sustainability. The evaluation considers the **relevance** of the project to the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and policies of the host country and USDOL. The evaluation assesses the extent to which the project has reached its objectives, and the **effectiveness** of project activities in contributing toward those objectives. The evaluation analyzes whether the strategies employed by the project were **efficient** in terms of the resources used (inputs) as compared to its qualitative and quantitative outputs.

The evaluation, further, assesses the positive and negative changes produced by the project—intended and unintended, direct and indirect, as well as any changes in the social and economic environment in the country—as reported by respondents.

The evaluation considers the extent to which the midterm evaluation recommendations were feasible and were implemented. The evaluation assesses whether the project has taken steps to ensure the project's approaches and benefits continue after the completion of the project, including sources of funding and partnerships with other organizations.

1.3 OVERALL APPROACH TO THE EVALUATION

It is important to stress that the evaluation is not intended to criticize but to learn from the past and study how efforts can be further improved in future or on-going similar projects. Specifically, this means that the evaluation determines what should be avoided, what can be improved, and what can be added so that the elimination of the WFCLs can be achieved more effectively. The evaluator saw the evaluation process as a joint effort to identify the key conclusions that can be drawn in each of these areas. Despite this overall approach, the evaluator will be ultimately responsible for the evaluation process including the report writing.

The evaluator included parents' and children's voices and beneficiary participation generally, using child-sensitive approaches to interviewing children following the International Labour Organization–International Programme on the Elimination of Child Labour (ILO-IPEC) guidelines on research with children on the worst forms of child labor http://www.ilo.org/ipecinfo/product/viewProduct.do?productId=3026 and United Nations Children's Fund (UNICEF) Principles for Ethical Reporting on Children: http://www.unicef.org/media/media_tools_guidelines.html.

The evaluation adhered to the Organisation for Economic Co-operation and Development/Development Assistance Committee (OECD/DAC) Evaluation quality guidelines and definitions as indicated in the documents on the following websites: www.oecd.org/dataoecd/55/0/44798177.pdf and
http://www.oecd.org/dataoecd/12/56/41612905.pdf

The evaluation thus adhered to confidentiality and other ethical considerations throughout. Gender and cultural sensitivity were integrated in the evaluation approach. Although a consistent approach was followed in each project site, to ensure grounds for a good qualitative analysis, the evaluation incorporated a degree of flexibility to maintain a sense of ownership of the stakeholders and beneficiaries.

To ensure a thorough evaluation, the evaluator used a combination of methods so that a well-rounded evaluation could be carried out:

1. Preparation of a detailed methodology.

2. Document review, not only of direct project-related documents, but also of the overall context in Madagascar regarding education, child labor issues, the Malagasy National Action Plan (NAP) to Achieve the Elimination of WFCL and other potential issues of importance. The evaluator also reviewed documentation to understand the current political situation in Madagascar to ensure that she understands the impact it may have on the project and the evaluation process overall. Review of the impact of the situation was conducted during the field mission.

3. Individual interviews and/or focus group discussions with stakeholders from a wide range of groups including: national, provincial, district, and local education policy makers and providers; local authorities, project partners, and other agencies working on child labor in the country; and teachers, community-based organizations, communities, parents, and children. Due to the existing political situation in the country, no interviews were conducted with government staff although some local government representatives participated, on an individual basis, in some of the Local Committees to Combat Child Labor (LCCL) interviews.

4. Individual and small group discussions with Pact staff in the central office and with the partner nongovernmental organization (NGO), Sehatra Ivoaran'ny Vehivavy–Platform of Women's Development (SIVE) staff.

5. Observation of the stakeholders and their work in different settings as well as their networking actions. This was combined with field visits and interviews.

6. Stakeholder meeting was held where initial findings were presented, discussed, and enriched with additional input from the participants.

After arriving in the country, the evaluator first met with senior project staff in Antananarivo to finalize the issues to address and obtain their further input into the evaluation process. This was followed by initial joint discussions on the evaluation subjects with project staff. To complete the data gathering with senior staff, some meetings with Pact and SIVE project staff also took place in the field.

Following the initial meetings in the capital the evaluation team left for the project sites. Locations for field visits were identified in line with guidelines provided by the evaluator. These include the need to ensure that stakeholders from successful implementation sites, as well as those where the project faced more challenges were included.

The international evaluator intended to select children for the focus group interviews with the help of the national consultant/interpreter. In practice, very large groups of children, consisting of almost all of the project children in a particular school, were often met. The principal reason was that in many cases children were asked to come to school in the afternoon or Saturday outside of school hours. Given that the children came especially to meet the evaluation team, the team leader considered that it would be inappropriate and insensitive not to talk to them. Despite initial concerns that large groups of up to 40 children or more might make it difficult to interview them, the children's participation was excellent. In some cases where children were found in their classrooms, the national consultant did help select, as randomly as possible, 5–8 children from a larger group.

Information collected through interviews was triangulated with information collected through observations and analysis of documentation. Awareness-raising materials including posters, music clips, theatre skits, and other materials were analyzed. As far as possible, a consistent approach was followed at each project site, with adjustments made for the different actors involved, activities conducted, and the progress of implementation in each locality. Please see Annex 3 for a list of interviewees.

The evaluator met with the senior project staff on the evening of June 17, 2012 for an initial discussion of principal findings that would be presented at a stakeholder's workshop. The evaluator found that there was no need for any rectification of factual errors in the presentation for the presentation the following day. The stakeholder workshop took place on June 18, 2012.

The stakeholder workshop presentation concentrated on promising practices identified at the time of the evaluation, lessons learned, and remaining gaps as identified by all the stakeholders. The meeting was used to present the major preliminary finding and emerging issues, solicit recommendations, and obtain clarification or additional information from stakeholders, including those not interviewed earlier. Following the workshop, the evaluator had a brief final meeting with senior project staff to discuss the overall conclusions of the workshop and the evaluation. After the return of the evaluator from the field, she drafted the first version of the evaluation report. The report will be forwarded for comments and finalized after receiving feedback on the first version.

II. RELEVANCE

The project design—including strategies, actions, and monitoring systems—is relevant in the local context and to the attainment of the goal of reducing the number of children engaged in exploitive child labor in Madagascar.

2.1 PROJECT'S MAIN STRATEGIES/ACTIVITIES IN CULTURAL, ECONOMIC, AND POLITICAL CONTEXT

The project is relevant to the cultural, economic, and political context in the country. Madagascar ratified ILO Convention 138 on minimum age for labor in 2000 and ILO Convention 182 on the Worst Forms of Child Labor in 2001. Despite an inability to work with the government, the project is in line and supportive of various strategic plans, laws and regulations, including the Labor Code and Penal Code which contains sections prohibiting exploitive child labor. In 2004, an NAP to Eliminate Child Labor in Madagascar was launched. It included focus on withdrawing and preventing the WGCL through the harmonizing and enforcement of the regulatory framework, raising awareness, institutional capacity strengthening, and education. In 2007, the government adopted a 2008-12 NAP on violence against children, including child labor, sexual exploitation, and trafficking. In 2007, the government adopted a decree regulating the working conditions of children. In practice, the national police has jurisdiction in the cities, the gendarmerie—a part of the armed forces—has jurisdiction in rural areas while labor inspectors are also expected to enforce labor laws. The political crisis has resulted in the need for increased human resources to address challenges regarding the development, implementation, and enforcement of the various strategic plans, laws, and regulations.

The project adequately supports the five USDOL Education Initiative goals it was funded to support, i.e., withdrawing and preventing children from involvement in exploitive child labor, strengthening policies and capacities, raising awareness, performing research and data collection, and creating sustainability. Due to requirements placed on the project as a result of the political crisis, policy and capacity strengthening was limited to the community level.

The project was successful in revising its strategy in response to political and economic shocks in the country. Project design was especially adapted to respond to the challenging context. Several of these adaptations are relatively innovative in child labor projects and include a mentoring program, a health and nutrition component, and a wide range of extra-curricular activities implemented with the support of the mentors. In recognition of the importance of the socio-cultural framework, some of the criteria for the selection of the mentors include their social role, level of social integration, and position in the community.[11] The project builds on the concept of the cultural tradition of *Dina*. Community support structures in the form of LCCLs were also initiated, strengthened, and supported to develop *Dina* on the elimination of child labor.

To help address the economic poverty underlying much of child labor in Madagascar, the project strategies also include several approaches to reduce poverty. The first and most important strategy to support poverty reduction through the project is the development and implementation of a community-based savings and credit program. The community savings

[11] Pact in association with Sehatra Ivoaran'ny Vehivavy. (2009). Project Document, Combating Exploitive Child Labor in Madagascar project (Kilonga). Washington, DC: Pact.

and credit methodology developed by Pact is referred to as the Women's Empowerment Program (WORTH). The Kilonga WORTH program was Pact's first attempt to apply the methodology to a child labor project. It was also Pact's first time to implement WORTH in Madagascar. The addition of a nutrition and basic health support component helps beneficiary families to address poverty issues. The design decision to include two beneficiary children per family in the project was, further, intended to help households ensure that they can develop a financial basis to sustainably keep their children in school and out of child labor.

The project design includes the establishment of partnerships with both private and public schools, local health centers, social workers, centers for technical and vocational training, and private sector and civil society stakeholders. These partnerships were intended to support the identification of child beneficiaries, mentoring, supporting, and promoting the sustainability of children in education and/or decent work.

The project design of providing a package composed of different components—mentorship, WORTH, nutrition and health support, education, *Dina* development, and others—ultimately proved to be a good combination as will be delineated in the remainder of the report.

The project accurately identified the WFCLs in the country, although they are not the only WFCLs that exist in the country. Several evaluation interviewees did cite the need to address the issue of the continually increasing presence of street children engaged in begging and/or petty trade, for example.[12] The project's focus on CSEC, quarrying, domestic servitude, agriculture and fishing, and heavy load-carrying work is in line with the WFCLs identified in the Madagascar NAP.[13]

2.2 ACCURACY OF PROJECT ASSUMPTIONS

The two key project assumptions were accurate but were ultimately challenged. The first assumption stated that "no significant increase in the level of poverty that would drive increase in child labor"[14] would occur. Poverty did increase over the project implementation period. No statistical research was implemented on the prevalence of WFCL in Madagascar over the project period, however. Assessments by agencies such as UNICEF[15], however, do indicate increases in child labor due to the increased poverty resulting from the political crisis. With regard to the second project assumption that, "No important economic recession that may have impact in Private sector's ability to invest in social actions"[16] would occur, the project staff also reported challenges. In particular, the ability of the project and its partners to help identify sites for practical internships of children who completed vocational/skills

[12] Aside from evaluation interviewees, the International Labor Organization (ILO) a 2012 report, cited a communication the General Confederation of Workers' Unions of Madagascar (CGSTM) which states that the number of street children had increased during the previous two years. ILO (2012) Observation (CEACR) - adopted 2011, published 101st ILC session (2012). Geneva. Retrieved 27 June, 2012 from http://www.ilo.org/dyn/normlex/en/f?p=1000:13100:2507967966256701::NO::P13100_COMMENT_ID:2700608

[13] Government of Madagascar (2004) Plan D'Action National Contre les Pires Formes de Travail. Antananarivo.

[14] Pact in association with Sehatra Ivoaran'ny Vehivavy. (2009). Project Document, Combating Exploitive Child Labor in Madagascar project (Kilonga). Washington, DC: Pact. p. 48.

[15] United Nations Children's' Fund (August 2011) Children and UNICEF: UNICEF Madagascar Country Program. Antananarivo.

[16] Pact in association with Sehatra Ivoaran'ny Vehivavy. (2009). Project Document, Combating Exploitive Child Labor in Madagascar project (Kilonga). Washington, DC: Pact. p. 55.

training was hampered. Despite the fact that these assumptions were ultimately negated, the project was able to reach its objectives.

2.3 MAIN OBSTACLES OR BARRIERS THAT THE PROJECT HAS ENCOUNTERED IN THE COUNTRY

The project determined that the root causes of child labor in Madagascar are poverty, lack of access to education, lack of enforcement of existing laws and regulations, and cultural customs, all of which intensified as a result of the political situation. As poverty increased the parents/guardians increasingly turned back to traditions encouraging children to work to help provide family income.[17]

2.4 MIDTERM EVALUATION–PROJECT ADJUSTMENTS OF IMPLEMENTATION AND/OR STRATEGY BASED ON THE FINDINGS AND RECOMMENDATIONS

The project attempted to implement many of the key recommendations although some were difficult to fully implement.

Key Midterm Recommendations	Summary of Project Follow Up
1) Intensify awareness-raising methods on withdrawing and preventing child labor and promoting education. Actively integrate the ILO Supporting Children's Rights through Education, the Arts and the Media (SCREAM) method. Use behavior change communication methodologies with good visual content as appropriate.	The project attempted to establish a partnership on SCREAM with the ILO Tackling Child Labor through Education (TACKLE) project. The project was unable to realize the partnership as the ILO required the inclusion of the National Committee to Fight against Child Labor (NCFCL), which is a state entity, in any collaboration. The project used the SCREAM manuals to train staff in a Kilonga project team-building exercise held in May 2011. Subsequently mentors realized activities with project children using SCREAM methods. For intensifying of awareness, a survey of knowledge and attitudes of the community and a study of the impact and effectiveness of existing communications tools were conducted in January 2011 and March 2012. Based on this analysis, Kilonga has developed new communication tools with its partners and beneficiaries including posters, brochures, flyers, and a Kilonga clip.
2) Provide training for teachers on using activity-based learning using local materials and other pedagogical techniques for children being reintegrated into schools.	The curriculum for the training of mentors and teachers was revised in May 2011 to include SCREAM methodologies which are activity based. Teachers still requested more training on activity-based methods during the final evaluation interviews.
3) Determine the possibility of adding more	A revised budget was submitted and approved by

[17] Although research carried out on socio-cultural elements related to child labor, including CSEC, dates back to 2003-2004, many of the customs and practices are deeply rooted in Malagasy society. As a result, in times of crisis households may more easily revert to or adapt older customs and practices. Zegers, M., in collaboration with ILO-IPEC-Madagascar; Focus Development Association; Ramilison, E. (2004). Situational analysis of the worst forms of child labor in Madagascar. Antananarivo: ILO-IPEC.
Zegers. (2003). Société, Culture et VIH/SIDA à Madagascar (Society, Culture and HIV/AIDS in Madagascar). Rapport de Synthèse. Collection : Madagascar : Préparer une Riposte au VIH/SIDA. Projet Multisectoriel de Prévention des IST/SIDA. Antananarivo: World Bank and Conseil National de la Lutte Contre le VIH/SIDA.

Key Midterm Recommendations	Summary of Project Follow Up
support for the procurement of school supplies, smocks, and other materials and equipment for children.	USDOL reflecting the budget needs in the economic context. Additional support was provided. Kilonga also provided partial support of school supplies (for the 2011–2012 school year) for completed children.
4) Explore additional options to broaden types of skills and methods for vocational training. Increase apprenticeship programs and internships in service industries as appropriate. Undertake additional efforts to develop links to employment opportunities for vocational training graduates in the second half of the project period.	Project broadened criteria of selection for vocational centers in line with available job opportunities although choices are still limited. Availability of wider range of training is challenging. (See Section 3.2.4 for details) For job placement, the project conducted negotiations with private sector employers to recruit trainees or provide internships with some results although still insufficient due to the political/economic crisis. Children who have completed training were assisted in starting professional groups and provided with start-up kits. Coaching and support in terms of management and organization was provided to such groups.
5) Assign a national consultant to determine how to improve the structuring, criteria for reimbursement, and practical organization of the health component.	Health care component was discussed with the Regional Project Coordinators during the team building in May 2011. The need to assign a consultant was not validated. Project continues to provide health care for children but the conditions of such provision were reviewed so that children are supported only through health care providers and reimbursement of costs to households is no longer provided.
6) Intensify WORTH activities as far as possible without compromising quality. Provide small amounts of financial support to WORTH savings groups—or continue partial support for school materials—until WORTH groups are functioning sufficiently so that members are able to sustain their children in education and out of hazardous work after project support ends.	WORTH program was reviewed and additional training was given to staff in December 2010. Project intensified follow up support to parents of children from cohort 1[18] to help ensure their transition to independence. The same is planned for other cohorts until project end.
7) Review the system of data collection and reduce the frequency of data collection to every 2 months.	Data collection was reduced to bi-monthly. Final evaluation interviewees mentioned the usefulness of this particular recommendation frequently.
8) The signed agreement with the parents should be adjusted to state that children should be in education or in nonhazardous work in accordance with Malagasy laws and regulations until the age of 18.	(Request sent to project for input)
9) Options for other types of income-generating activities need to be identified, investigated, and promoted among WORTH group members. Use brainstorming methods to identify possibilities in different WORTH groups around the country and exchange ideas generated among the groups.	

[18] Children are enrolled in the project in successive groups entitled "cohorts".

Key Midterm Recommendations	Summary of Project Follow Up
10) Review methods to reduce the number of children per mentor and identify means to motivate mentors. Provide additional incentives for those who volunteer for the project.	
11) Review and reevaluate project selection criteria, intake forms, and performance results reported to USDOL to determine if more children can be counted as withdrawn from child labor instead of being counted only as prevented.	
12) Add new project beneficiaries only in existing project communities and do not extend to new communities within existing project field offices. By concentrating more on existing sites, the project will also be able to work more intensively on sustainability and cross fertilization of experienced WORTH groups with new groups.	
13) Increase efforts to leverage non-project resources, including through public-private partnerships and collaboration with other development projects.	

III. EFFECTIVENESS

"Compared to some other projects that I was associated with, this project has a mature, serious, and rigorous approach." Mentor

The project effectively met the needs of the target population and has reached its overall objectives as stated in the project document, including exceeding the number of children to be prevented or withdrawn from child labor.

Data available at the time of the field work for the final evaluation indicates that a total of 9036 children were withdrawn or prevented from child labor which exceeds the target of 9,000. Of this number, somewhat more were withdrawn (4885) than prevented (4151). In fact, contrary to what happens in many countries, the project had more difficulty identifying children who would meet the criteria for prevention as opposed to those to be withdrawn. The principal reason was that most children in the targeted communities were actually working. The project had decided to select two children per household with the intention to include one working child and a sibling who could be prevented from child labor. In practice, almost all children of school age in a household where at least one was working were also working. The project then determined that it would be advisable to be flexible and include more working children as opposed to trying to go against the realities to attain the target for children to be prevented. The project also changed their approach to include selection of children meeting prevention criteria who were not necessarily from the same household to still try to increase the prevention target. More than 4 out of 5 children can be counted as having completed[19] their program while the remainder are expected to complete before the end of the project.

Table 1- Overview of Children Withdrawn of Prevented

Withdrawn or Prevented	Number of Children		
Sector	Male	Female	Totals
Withdrawn	2172	2713	4885
Agriculture	785	538	1323
Domestic work	259	688	947
CSEC	18	694	712
Mines and quarries	370	368	738
Fishing	298	172	470
Carrier of heavy loads	442	253	695
Prevented	1953	2198	4151
Agriculture	569	573	1142
Domestic work	369	423	792
CSEC	236	351	587
Mines and quarries	259	288	547
Fishing	173	220	393
Carrier of heavy loads	347	343	690
Grand Total	4125	4911	9036

[19] Completion is defined as: the percentage of children withdrawn/prevented through a USDOL-supported educational or training program who complete the program(s).

Sixteen children dropped out of the project between the September 2011 TPR and the March 2012 TPR. The Kilonga project enrolled 9,375 children of which 9,036 are retained so that the total number of drop outs from the beginning of the project is 339.

Sixteen children dropped out of the project, mostly because they had moved, or in some sad cases because a few children passed away for reasons not related to the project. In a few cases, the project staff was under the impression that a child had dropped out but suddenly the child reappeared at school. This happened in situations such as in Anosy where children may be absent for a very long time if someone in the family or home village has passed away. The project does request school directors to provide children who move away with transfer certificates to enable such children to reintegrate into school in their new homes. Tracking such children is difficult, however, as they usually move to non-project sites.

The project has succeeded in attaining objective two on strengthening local capacity to combat the WFCL and promote education through training of mentors, LCCL, and WORTH groups. Although there were some delays, the project has also attained objective three on conducting public awareness campaigns regarding the adverse effects of child labor and the importance of education. The project has not conducted extensive research although some was conducted and a relatively effective database on project beneficiary children has been developed. Types of research conducted included knowledge and attitudes, a qualitative study on the impact of the crisis on child labor, and a collection of project beneficiary success stories. The extent to which the database can be generalized for sustained use by LCCL in the future is not yet evident and will require more attention. The project has focused intently on attaining objective five on sustainability from project inception, particularly through the development of the WORTH program, mentoring, LCCL development, and raising awareness.

The project was able to meet 38 of the 43 indicators. Five indicators were only partially met at the time of the final evaluation, largely due to the external factors over which the project has only limited control.[20] These include:

1. The number of children placed in jobs (168 out of 300) due to the difficulty in identifying employers willing to provide jobs in the current economic context

2. The number of *Dina* in place (20 out of 25) since the establishment of *Dina* depends on the motivation and time availability of commune and community leaders which is not entirely under project control.

3. The number of private companies having a Code of Conduct and standards on combating child labor (8 out of 10 targeted). The project states that this has been challenging due to the economic context as companies have other priorities.

4. The number of sectoral plans integrating child labor issues (2/4) due to the political context.

5. The number of households increased their income as parents take time before having the courage to take loans from their WORTH groups.

[20] Details concerning these indicators are discussed in the remainder of the report.

3.1 FACTORS INFLUENCING SUCCESS AND/OR UNDERACHIEVEMENT OF THE OBJECTIVES

Given the prohibition against working with government institutions, the project's ability to combat child labor was successful. The project staff noted that project implementation without collaboration with government was difficult but achievable. In the initial stages it had been very difficult for the staff to explain to local government leaders that they were unable to work directly with local government. By the time of the final evaluation, there were still some lingering issues but most had accepted the situation.

Various elements contributed to the success of the project, including the mix of project components, working with local structures such as the LCCL, and the involvement of mentors. Some of the project activities only realized full implementation towards the later stages of the project including full-scale awareness-raising methodologies, improved information technologies for data monitoring, and literacy campaigns.

The very different socio-cultural environments, economic structures, and types of child labor in the different project sites posed implementation challenges. These challenges were, however, largely overcome. Faced with such different contexts, the project needed to be flexible to find solutions that would fit. While the overall project design was applied similarly in all project areas, specific elements needed to be adapted to identify, prevent and withdraw children from child labor. The project held regular team-building meetings and provided technical support from project headquarters. Regional office staff also worked with mentors and local leaders to adapt approaches to the local situation.

A teacher's strike that was started over low wages and stipends posed a key challenge in the last few months prior to the field component of the final evaluation. This strike only affected public institutions so the private schools associated with the project were not affected. The teachers' strike was still on-going at the time of the evaluation. Teachers were, however, giving classes in several of the schools visited during the evaluation. Some teachers had just started teaching again while others had decided not to join the strike from the beginning. A few teachers, who also functioned as mentors, mentioned that they had decided not to strike because, as mentors, they felt responsible for educating the project children under their care. As one mentor-teacher stated, "We teach because we know that these children have suffered a lot and we do not want to let them down now they have returned to school." These teachers also continued teaching non-Kilonga project children. To offset the risk that children would go back to child labor during the strike the project decided to encourage mentors to teach extra-curricular activities twice a week instead of only once. The project still needs to collate details on the impact of the strike on levels of child labor during this time period for inclusion in technical progress reporting.

3.2 EFFECTIVENESS OF DIRECT ACTION INTERVENTIONS

3.2.1 Identification of Project Beneficiary Children

The identification of children to be included in the project was well implemented using a range of methods in accordance with local possibilities. Children interviewed for the

evaluation reported being identified through local teachers, local commune[21] and community leaders, announcements attached to public bulletin boards, friends and neighbors, and parents of other children included in the project. The project also organized community meetings of parents with the help of local leaders. As the LCCL started to function in the project areas they gradually became more involved in the identification process.

The project identified and targeted the children using clear selection criteria, selection tools in the form of guidance sheets, area survey forms, and individual identification forms. Each child selected has been through a preliminary identification in the communities followed up with verification interviews conducted by staff with children and parents.

The project design called for the selection of two children per family to enable households to have sufficient time to build a solid basis through WORTH and other poverty reduction elements[22] so that they can sustainably keep their children in school. The basic concept was to select one working child and one child to be prevented from child labor in each household. In practice, the majority of households involved all or almost all of their children in child labor. In such cases two working children from the same household might be selected which also accounts for the somewhat higher number of children withdrawn as compared to those prevented from child labor. In some instances, families only had one child of school-going age in child labor so there were also cases where households with only one child beneficiary were included. The flexibility of the project with respect to the implementation of selection criteria was good since overly adhering to the basic criteria could have contributed to higher logistical difficulties. More importantly families with greater challenges might also have been rejected for not meeting selection criteria. If a family with one working child and another child in school is selected while another family with two working children is not selected it could have also led to higher social challenges at the community level. In fact, as will be discussed in Section 3.2.2, levels of envy between children on inclusion in the project were still quite high.

Mentors and LCCL[23] members in some locations, likewise, reported that the identification process was very difficult as it took a great deal of effort to convince parents to apply and to enroll their children in the project.

3.2.2 Formal Education

"The most important thing about the project was that I had no hope of learning something in my life but now I have learned more than I ever thought." Middle school child

"What I like is that I now have my rights." Primary school child

"I had to break big stones with a big hammer but now I am back in school." Middle school child

Project child beneficiaries are enrolled in public or private schools ranging from primary through secondary school, depending on their needs. The project assesses out-of school children's educational capacities to determine their grade level and whether they need

[21] Madagascar is divided into regions which are further subdivided into districts which are composed of communes.
[22] Including nutrition and health support.
[23] All LCCL include at least some of the mentors in a community in addition to other community leaders.

transitional and/or leveling class education to help them re-enter school. Transitional/leveling education is then provided, primarily through transitional summer courses with the help of teachers who mostly also function as mentors to the project beneficiaries. For the second year of project support, the project transferred children who were in private schools to public schools because the tuition is less expensive. Parents could thus more easily afford school fees after the project ends and continue to send their children to school.

Project staff reported that teachers in some schools are not eager to accept project children withdrawn from child labor into their classes. The primary reasons teachers provide are that they believe that project children will misbehave in class, will increase the size of already large classes, and/or need too much extra help. The project has worked with the school directors to ensure that teachers are motivated to include the children in their classes or are ordered to include them as per Malagasy laws pertaining to rights to education. In some cases children were sent to private schools where there is less reticence about their participation.

Most children and parents cite the provision of school supplies as the primary benefit of the project. Assistance with nutrition through a soya-based nutritional supplement referred to as "koba" and support to cover basic health care visits are also cited as useful project benefits. Some children cited the usefulness of the WORTH program which they state will help their parents to keep them in school.

School supply kits vary depending on the school level of the child. Older children may receive compasses, for example, while younger children do not. The kits also include some basic hygiene supplies including comb, soap, and toothbrush. Feminine hygiene pads are not supplied although some mentors did suggest that these would be very useful. In Madagascar, however, menstruation does not seem to be a common reason for absenteeism.

Since the midterm evaluation, the level of envy of non-project children in schools was continued. In all formal school focus groups children complained of some level of school supply theft, teasing, and even physical and verbal aggression regarding their status as Kilonga children.[24] In one locality approximately half of the children reported that at least one of their school supply items had been stolen. In another 2/3 of the children reported having been harassed in some way because they were involved with the project. Children stated that teachers and mentors do try to address these issues but that this has generally not been effective.[25] Children noted that teachers sometimes try to identify the guilty party(ies) and discipline them and/or try to sensitize non-beneficiary children about the reasoning of the project. One mentor interestingly advised the children that "jealousy is part of life. One of the problems one has as an adult is to deal with the jealousy of others. So I ask you, children, to look well after what you received and be an example to other children."

These approaches, had little impact because non-project children reportedly often feel that they are also poor and need help so that is "unfair" that the Kilonga children get extra help. Project staff observed that envy is more negatively displayed in (peri)urban areas than in rural areas.

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[24] Kilonga is a term for "children" in one of the Malagasy dialects but, through the project the term has also come to denote the specific children enrolled in the project. A "Kilonga child", is therefore a child enrolled in the Kilonga project.

[25] As one child reported, "When other children hit us we complain to the teachers and the teacher scolds the ones who are responsible. They punish them by making them kneel in the corner or they are made to clean the toilets but that does not stop them."

The evaluation took place during the time of World Day Against Child Labour (WDACL). As part of the celebrations, the project distributed T-Shirts that included the Kilonga name. The evaluation team thus asked the children if they were still willing to wear the T-shirts despite the stigma. They mostly answered a resounding "Yes", indicating for example, "We do not have clothes and these are so beautiful." Only in a few cases did children state that they liked the T-shirts but would have preferred it if the word Kilonga did not appear on it.

Children and parents indicated that there would be less envy if the project were able to include more children in the project. In one location children stated that, "there are still so many children who carry bricks and do not go to school…"

While there is a level of envy in many child labor projects, the extent to which this is seen in Madagascar exceeds the level that the evaluator has seen elsewhere. This may also partially be due to the very high levels of child labor as indicated by the comparative challenges in finding children for prevention as opposed to withdrawal in some other countries.

To ensure transparency, school supplies and other material assistance are almost always provided to the children in public, i.e. in the presence of a group of people. To avoid stigma, distribution is conducted, in some cases, in classrooms without the presence of individuals who are not directly associated with the project, however. The project staff may distribute the assistance directly to the children in cases where there are only a few children in a particular locality. In two cases, children reported that there had been some delays in the distribution of kits and school fees. During the stakeholders' workshop the group consisting of parents and children also noted that there were sometimes delays in the distribution of school fees and supplies. The group requested that such support be provided one week before schools commence after the holidays. Despite these comments, and as compared to some other projects, the delays were not extreme although it would be useful to find means to improve timely disbursement.

3.2.3 Nutrition and Health Care

Although initially difficult to organize, the health component has ultimately contributed to an overall approach that has been beneficial to the withdrawal and prevention of child labor. The extent to which the project would have been successful even without these components is not possible to verify, however, as all of the different elements complement each other and cannot be assessed in isolation. It is, nevertheless, clear that nutritional supplementation contributes to drawing children into education and keeping them out of child labor as hunger resulting from poverty is one of the driving forces. Overall, malnourishment in Madagascar is high. The country is among the 10 countries in the world with the highest burden of chronic malnutrition.[26] Malnutrition has increased during the period of the on-going political crisis during which the project has been implemented.[27]

[26] "The stunting rate among children below 3 years of age was 46 percent in 2009 which implies that over 1.2 million children suffer from chronic malnutrition." World Bank Group (2012). Madagascar - Interim Strategy Note IDA/R2012-0020/1, P 9. Washington, DC. Also, UNICEF (2012). Health and Nutrition - The issue. Retrieved June 28, 2012, from http://www.unicef.org/madagascar/5557.html

[27] Office of the High Commissioner for Human Rights (2012) OHCHR in Madagascar 2011-2012 Retrieved June 28, 2012, from http://www.ohchr.org/EN/Countries/AfricaRegion/Pages/MGSummary2011-2012.aspx.

Primary school children and their mentors mentioned the usefulness of the koba supplements. Several groups of children did state that they would still come to school if no koba was provided. Teachers noted, however, that the koba supplement helps children concentrate and be alert in class. Some older boys attending skills training also stressed the importance of receiving the koba nutritional supplement. As one of the boys stated, "my physical strength has really improved with the koba as I often felt weak before that." Their mentor, likewise and independently, mentioned how important the supplement was to the boys' learning process. Children normally receive one dose of the supplement per day except during school holidays. Sometimes gaps arise in provision of supplies to the project areas.

Mentors noted the difficulty of only distributing koba supplements to project-supported children in the schools. Another issue is that some forms of koba supplements need to be cooked which resulted in challenges with finding fuel and organizing the cooking process. To address these issues the project decided to provide the koba supplement packets directly to the children to take home. While this reduced conflict with other children in the schools and resolved the cooking challenges, it did not entirely solve the difficulties. There are often other children and household members in the project households who also suffer from malnutrition so parents share the packets among the family's children. While this reduces the benefits to the project beneficiaries, it still contributes to household well being. In some locations the koba is being provided in a new version that does not need to be cooked and can thus also be consumed more discretely away from other children.

Teachers noted that the best solution would be for schools to provide meals to all the children as the need is great. Several also added that the provision of koba is not sufficient to fully assist the children nutritionally as it is only a supplement and cannot replace a healthy diet. Unfortunately, provision of school meals would be beyond the scope of most child labor projects unless linkages can be made with other donors or government nutritional support systems (the latter are currently not generally available in most Malagasy schools).

Project beneficiary children are supported to visit health centers and receive coverage for basic medicines if they are ill. The project does not provide support for surgery and/or other large budget health coverage. Several children indicated that the project health support was very useful, both physically and psychological, as they felt it decreased their feelings of being a burden to their parents. During the stakeholders' workshop a group composed of the project staff noted that the quality of care in primary health care centers needs improvement so that quality services are provided.

3.2.4 Vocational and Skills Training

"What I like most about the project [is] to have the opportunity to learn a trade and leave indecent work so that I never have to start doing that kind of work again." Child withdrawn from CSEC

The project provides vocational or skills training to older children who are unable, or choose not to, return to formal education. Most training is on subjects such as tailoring, embroidery, catering, computer science, and car mechanics. A few children attended secretarial or information technology training. Training is provided in formal vocational public and private schools and non-formal skills training settings. In Madagascar even small private skills training centers can be government certified so that children can obtain certificates and/or take government equivalency exams at the end of the training period.

The types of vocational/skills training for older children is limited and most children can usually only choose between two types. No labor market survey was conducted to determine the most appropriate kinds of training although this could have been helpful.

While there appears to be some potential for children to earn an income from tailoring and embroidery, there are a number of factors that impede full success. A wide range of figures are quoted with respect to the number of people who have lost their employment due to the political crisis. According to various sources, at least 30,000 to over 380,000 jobs were lost due to the political crisis and global economic downturn, many of which were in the garment manufacturing and the tourism industry.[28] According to the World Bank, two-thirds of the population was searching for jobs or was under-employed in 2011.[29] The current government does have a goal of doubling employment in the industrial areas to 200,000 but given the on-going instability it is uncertain if this figure can be attained. [30,31]

In the Alaotra-Mangoro region, a small pilot project on agricultural training was conducted from April 5, 2012 to May 4, 2012. The graduation ceremony was held on May 30, 2012. The practical training was followed up through extension work conducted by the trainers. A local community had requested the training after the project regional office had actually already met their target for children to be included in vocational/skills training. The cost of the training was minimal and could be implemented in collaboration with the Ambatovy project[32]. In addition to children, approximately 20 WORTH group parents also participated in the training which can help to diversify their income-generating activities. The Kilonga project management agreed to fund this training as a pilot sub-project. Although the training was short, initial feedback indicated that it covered useful topics that had fairly good potential for income generation. The topics covered were: production of foie gras (goose liver), horticulture (particularly flowers), fruit tree production, and rabbit rearing. According to project staff, four foie gras production units have already been launched since the training was completed.

Given the importance of agriculture, livestock rearing and/or fishing in almost all of the project areas, exploring similar types of training in these areas could be useful for future actions on child labor in the project areas. Attention to agricultural, livestock, and fisheries *processing* are other potential areas of interest. Coupling such training with basic marketing and cash management skills could further enrich the potential of income generation from such actions.

The quality of the training appears to be quite good although most of the children interviewed stressed that they feel they need additional skills development. The duration of training mostly varied from 3 to 6 months with daily sessions although in some cases training was

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[28] UNDP (2012) Le PNUD à Madagascar: La promotion de l'emploi soutenue par le PNUD. Retrieved June 26, 2012, from http://www.snu.mg/new/sites/pnud/article.php?article_id=1118&lang=fr

[29] World Bank Group (2012). Madagascar - Interim Strategy Note IDA/R2012-0020/1. Washington, DC.

[30] AfriqueJet - Afrique Actualité Information (June 2012) Emploi en zone franche: doubler les emplois d'ici à cinq ans. Retrieved June 29, 2012, from http://www.afriquejet.com/emploi-en-zone-franche-doubler-les-emplois-dici-a-cinq-ans-2011072018752.html

[31] World Bank Group (2012). Madagascar - Interim Strategy Note IDA/R2012-0020/1. Washington, DC.

[32] The Ambatovy Project is a large-tonnage, long-life nickel and cobalt mining enterprise located in the Alaotra-Mangoro region. The project includes socio-economic development training activities in areas near the mine. Ambatovy (2010) Supporting Growth and Development in Madagascar 2010. Retrieved June 29, 2012 from http://www.ambatovy.com/docs/

provided a few days a week.[33] Children requested support for placement in internships to help them perfect their skills. One reason children were highly interested in internships was they felt it might be easier to get jobs in places where they had completed such internships. Some are also interested in returning to general formal education, formal vocational training (instead of skills training), and/or internships. Children also requested training in other subjects and several had a special interest in information technology.

Children in two locations reported that they had received some training on basic bookkeeping, mostly on how to keep a cash book containing incoming and outgoing cash flows. The children mentioned that they felt such training was useful as it can help them to know if they are earning or losing money. Children who received management training asked for more so that they could better understand and manage their activities. The integration of basic management in the vocational/skills curricula of project partners is not mandatory although the project does carry out advocacy to do so. At the time of the final evaluation 8 vocational/skills training centers included basic management skills in their programs.

The distance that children have to cover to attend their vocational/skills training posed challenges in some locations. The project had a specific budget allocation for this purpose but, for practical and transparency reasons, the transportation costs for children are paid directly to the transporter. The payment procedure was difficult to implement in Antananarivo as the transport system is less clearly structured. In other regions children could take rural taxis to attend classes, such as the children from Haute Matsiatra, who have attended vocational training in Fianarantsoa.

In Antananarivo, children either walked or use some of the money for their mid-day meal for public transport. Distances walked appeared to be particularly long in the Analamanga project region with some children walking over 2.5 hours one way to attend training.[34]

Trainers in several locations remarked that the children attending vocational/skills training needed more attention than their usual trainees. Trainers noted that the children who had been withdrawn from CSEC—but also in some other cases such as those withdrawn from brick making—needed psycho-social counseling and guidance to enable them to address behavioral issues. Trainers felt that the children were sometimes overly defensive to protect themselves when interacting with others, used "inappropriate"[35] language, and/or had little concept of hygiene. One trainer noted, for example, that she had allocated one afternoon a week just to train on social behavioral skills, clothing, tooth brushing, and other hygiene activities. In Anosy, life skills training, based on UNICEF methodologies, was provided to children withdrawn from CSEC with some success.

Trainers also noted that literacy levels of some trainees were quite low and they thus needed special attention so that they could grasp and absorb the concepts being taught. Further discussion on literacy training is included in Section 3.2.5.

[33] With the exception of the training on agriculture with the Ambatovy Project.
[34] Duration of 2.5 hours obtained from a few children in two separate groups in Analamanga who attend motor mechanic or tailoring training. Distance to training was also cited as a challenge by a few other groups.
[35] As stated by several trainers.

Job Placement and Professional Groups

Provision of sufficient job placements for vocational/skills training graduates proved to be a major challenge for the project. The staff believed that the influence of the political and global economic crisis on availability of decent work was the primary reason for these difficulties. A few vocational/skills training students interviewed, who were still undergoing training, mentioned that they expected to find some decent work upon completion of their training, mostly with relatives or neighbors.

Given the challenges with job placements, the project thus adopted a strategy to support children with self employment, either individually or in groups. While the concept of establishing such groups or support for individual start-up kits to children is good, the level of operational functioning of such groups is not yet fully reliable.

The results among the seven groups which the evaluation team visited were somewhat mixed. The project should be lauded, however, for the concept and the efforts of staff to stimulate and support group and individual initiatives. In one case the children were still in training, in another most of the group members were not active and income was not yet sufficient to maintain the three active members. A third group consisting of two adolescent girls was actually in the process of receiving further training by another NGO which had contacted the girls for an order. The NGO found that the girls were still insufficiently capable so started providing additional training. In a fourth case, a girl had found employment working for an uncle. A male youth group had just received their tool sets and had not found work yet. A group of girls doing embroidery met once a week to work together under the supervision of their former trainer. The resulting products were to be sold at special sales, although at the time of the evaluation, such sales had only taken place twice.[36] The income from the sales per child was still relatively small and girls expressed some concern that this sort of work might never result in a regular income. A relatively successful group consisted of three adolescent girls who worked at an Internet café and sold small office supplies although their income from this activity was still small and they only worked on a part time basis.

Work locations for the professional groups still pose challenges. Groups do not usually have a special space that can be allocated to such work. The project found solutions through methods such as encouraging mentors/trainers to provide a temporary space, renting a space to help start up the activities, or making arrangements with local business people. The sustainability of renting a space is somewhat uncertain given the short time remaining in the project and the amount of time it takes for a business to begin to generate sufficient income to cover such charges. It will be useful to assess whether this type of approach, i.e., renting, can work just prior to the end of the project.

In one group children stressed that the most important advice they could give others who wish to organize a professional group was that all members should be in agreement on the organization and running of the group. New members should also be very much in agreement with existing group rules and functioning to avoid conflicts. While this may seem like a straightforward idea, the fact that these girls had reflected on this issue was interesting.

[36] Some girls reported also getting some orders at home but when asked how much they earned they reported that it varied between 5,000 and 15,000 Ariary per month (US $2.30- $ 6.91 at xe.com 30 June, 2012 rate of exchange, 1 USD = 2,17 MGA) http://www.xe.com/ucc/convert/?Amount=15000&From=MGA&To=USD

Most of the children in professional groups were hopeful that they would be able to earn adequate income through their groups but only if they had sufficient start-up and working capital. The project was, however, able to provide only limited support in the form of basic start-up kits while no financial input was provided. The risks of providing direct financial input into the groups was considered too high for the project to manage.

3.2.5 Non-formal Education

The project implemented a range of different forms of non-formal education, including transitional/leveling education, simple skills training for formal school children, literacy, group management, WORTH management, and simple business management. Group, WORTH, and business management training for parents will be further discussed in Section 3.3.2. The project noted that that most vocational centers do not include "business management sessions" in their vocational training programming. The project thus decided to organize capacity-building sessions (including basic group management, marketing, and stock management) to help project professional group members have a stronger basis to manage their activities. Only groups that have gone through these additional training steps are provided with equipment and basic materials, which delayed the start of production activities of some groups but may ultimately make them stronger.

Transitional/leveling education takes two basic forms. As stated in Section 3.2.2, the project provides children who need transitional/leveling education such instruction during the summer prior to re-entering school. A few teachers and children stated that mentors sometimes tutor project children during the school year. In one Haute Matsiatra primary school, the LCCL reported that in the years 2009–2012, 100% of the project children passed their primary school final exam, attributing this at least in part to the extra tutoring for children who were about to sit for the exams. In Vakinankaratra, the LCCL in one location with 55 project children reported that, prior to the project, only about 80% of the school children passed their primary leavers exam. Since the project had started, however, there was a 100% success rate at the particular Vakinankaratra site.[37] Although these examples can only be interpreted qualitatively as no overall quantitative results with respect to other project sites is available, the positive perception of project impact is clear.

Some project children in the Diana region are also integrated in a special non-formal school created to assist children between the ages of 11-18 years of age to help them obtain their primary school leavers certificate within 10 months. Some children from regions such as Atsinanana, Vakinankaratra, and Anosy attended these courses after which they can enter secondary school or vocational training. Some of the project children who have passed their certificate equivalency exam are now continuing their education in formal middle schools.

Children appreciate the transitional/leveling education and feel that it is very helpful. A few of the groups of children who were interviewed indicated that they would like to continue having summer courses every year so that they can have excellent school results. In two groups, children with no after school tutoring requested such tutoring throughout the year.

As children being withdrawn from child labor had sometimes been out of school for some time, mentors noted that a number of children had lost a level of curiosity needed to learn. As a result, in addition to teaching basic education in transitional/leveling education, they found

[37] School director attributed this difference to the project.

that it was essential to focus on motivating a renewed interest in learning. As one teacher remarked, "We have to associate learning with play so that the children will be impatient to come back to school." Some teachers also noted that they had to teach the children how to behave in a school setting as they had become very used to a certain level of independence. Teachers reported that, as a result of this training, the children are frequently better students than those who had remained in school throughout.

Extra-Curricular Activities – Skills Training for Children in Formal Schools

Mentors provide simple skills training to formal school project children on Saturdays. Such skills were highly variable and depended on the knowledge and aptitude of the individual mentors. These kinds of trainings are useful and help to open the minds of the children to a wide range of issues. The topics included performing simple tasks such as how to keep personal hygiene, cooking healthy meals, making string, knotting football nets, painting blackboards, crocheting, and sports activities. In some cases such training could lay the foundation for further development of skills but was generally by itself not sufficient to enable children to obtain employment or be self employed. Some children mentioned that one of the best things about the project was that they had more opportunity to play, including engaging in sports activities, whereas their lives had been dominated by work before the project.

Some mentors noted that it was sometimes difficult to make sure that parents allow their children to attend the Saturday skills training and/or sport activities as they want the children to help at home. Mentors did state that children were not necessarily working in exploitive child labor during these weekends but were still expected to help with domestic chores.

The project found that it was sometimes difficult to stimulate mentors to regularly organize such skills training or sports activities. In some cases mentors were not able to determine what they could teach as they felt they did not have any special skills that they could communicate. The project thus worked to help mentors identify even mundane but useful skills that mentors could share with the children. An interesting partnership with the School and Community Food and Nutrition Surveillance and Education Program (SEECALINE)[38] project in one location resulted in sessions on how to cook nutritious meals using locally available food. Mentors who were not active or serious about teaching the extra-curricular activities were not included in the second cohort.

Literacy and Numeracy Training

Children who need literacy training as part of their vocational/skills training are trained using a range of methods. Trainers in a tailoring course in Analamanga, for example, reported how they had taught 10 out of the 41 students about literacy. The trainers wrote the alphabet on the blackboard and then showed the children common letter associations followed up by working with them to practice reading and writing. The trainers founds that teaching basic math was more challenging but necessary for training students. Trainers then decided to use the measuring rulers used in sewing and calculators to teach the skills more quickly and effectively. In a motor mechanics course four students needed special help as they were unable to follow the lessons due to poor literacy skills. In this case the trainer provided

[38] In French : « Surveillance et Education des Ecoles et des Communautés en Alimentation et Nutrition Elargie »

materials for the students to read and practice copying while also giving them special attention during theoretical sessions. Having a more organized system for literacy training, such as the one launched for WORTH members, could be helpful.

Literacy training for WORTH members started late, with some training only starting within the last few weeks prior to the final evaluation. The reasons for the delays are mixed. In places such as Atsinanana a literacy level assessment of WORTH members had already been completed as early as 2010. The project had focused more strongly on other aspects of the project, including WORTH operations, and good materials were not yet ready. The WORTH learning materials include some literacy training adapted from WORTH materials in other countries but was only recently finalized in a Malagasy version. Malagasy literacy specialists had also reviewed the draft materials and determined that they were not appropriate for literacy training in the Malagasy language. The project thus identified useful, simple, and inexpensive literacy and numeracy training booklets purchased through the Fiangonan'i Jesoa Kristy eto Madagasikara (FJKM) church.[39]

In one region, Anosy, project staff felt that the WORTH manuals do provide useful practice exercises that help to reinforce literacy and numeracy skills. The project had edited some of the WORTH textbooks in 2010 to test whether they are appropriate to the Malagasy context. Improvement of these manuals was followed by a larger distribution. The project also worked with the FJKM church to train animators on how to conduct literacy sessions. The evaluation team found that several of the WORTH groups had recently received the FJKM literacy booklets while in other cases mentors had started using more traditional blackboard methods. In one instance a mentor taught participants how to recognize letters using the WORTH manuals.

According to the project, some parents were reluctant to participate in literacy programs even if they are illiterate because they fear the judgment of others, or they prefer to focus on developing their income-generating activities.

Two WORTH groups indicated that more group members needed literacy assistance than was determined through the project literacy assessment. Such WORTH members who wanted more help had dropped out of school at an early stage and felt unsure of their literacy and numeracy skills. Group members did state that there was mutual support from within their groups to improve their literacy skills although this was not yet sufficient.

3.3 EFFECTIVENESS OF SPECIFIC PROJECT MODELS

The two most important models that have been successfully tested in the project are the mentoring methodology and the WORTH approach.

3.3.1 Mentoring Model

"The mentoring is really great, it gives us joy when we do this work with all our hearts" Mentor

[39] The materials are straightforward and do not focus on religious teachings.

"For me, I have four children at home so being a mentor is not easy but my devotion is mainly due to the pleasure to transmit my knowledge, the children are receptive so I imagine the pleasure of watching them grow with knowledge." Mentor

Mentors' primary roles, to help enroll children, monitor them, and provide children with extra-curricular activities, have been successful. Developing and maintaining the mentoring program has been challenging but allowed for the development of key monitoring and support mechanisms for both project children and the project itself. While children benefited, the project also found that support from mentors facilitated contact with children and their communities and helped with data gathering for monitoring purposes. Most of the mentors are teachers or vocational/skills trainers although some are school principals or local leaders. At the time of the evaluation, the project had 445 mentors whom the project considered understood and were serious about their roles as mentors.

Mentors felt that their training on child labor issues and on their roles was clear and useful. Children were also quite clear about the role of their mentors, there appeared to be no confusion on this issue. Children's perception of mentors' role was that, "they are supposed to follow up on what we are doing, they push us to work hard in school, if we are sick they take us to the doctor." Children do say that they like the mentors, stating points such as, "this person gives me my school supplies and helps me when I am sick" or "My mentor monitors my school supplies to make sure they are complete and in good condition."

Mentors keep records of the children assigned to them and visit children in their homes if they are absent for several days without explanation. Mentors verify the reasons for the absenteeism during such visits, including whether the child has been working during the interim. If necessary, mentors take the opportunity to sensitize the household again on child labor issues. Mentors report that in most cases children are absent due to their own or a family member's illness.

Although, since the midterm evaluation, the project had made efforts to reduce the number of children per mentor, in some locations they still had too many children. This problem was particularly evident in the Analamanga region where the project found it difficult to identify sufficient committed mentors despite using different approaches to do so. When word-of-mouth or public meetings were not effective in identifying mentors, the project tried other methods. After putting an announcement on the commune bulletin board in one Analamanga locality, several potential mentors came forward but ultimately none of them were sufficiently motivated to become mentors. Project staff and mentors noted that other people are often not interested saying, "it is a time of crisis so we do not have time to do volunteer work." As a result, in Analamanga some mentors assisted 30 or more children although the average for the project overall was 15 children per mentor.

Few children reported having talked to their mentors about their personal problems, saying that they mostly talk to their parents about such issues. The main personal problem that children did appear to share with their mentors is about the envy of other students with respect to the benefits they receive from the project.

Some mentors said that they did provide children with psycho-social support although this varied with the level of commitment and ability of the mentors. One mentor mentioned that children come to her to talk about their problems, such as in a case where a father "had yelled at the child when he was drunk". Another said, "my greatest satisfaction is that, even if they are not my biological children, they do come to me with their problems." Most of the mentors

are teachers. The combination of a teacher's position of authority vis-à-vis the child, combined with their potential role as psycho-social counselor (with whom children can share their deepest problems), can be challenging.

The project provided some psycho-social support training to staff and some mentors but it had not yet been communicated on a large scale to the individual mentors. Training participants noted that such training should be longer and should have been provided at the beginning of the project. The importance of listening to the children, and not just lecturing them, was reportedly the most important component of the psycho-social training. Children in the Malagasy culture are not often given an opportunity to voice their problems and thoughts. Trained mentors stated that as a result of the project they had realized the importance of listening and it was this element that project staff had most tried to pass on to the mentors in their respective project areas. One group of mentors suggested that parents need to learn parenting skills as well, including the importance of listening to their children. During the stakeholders workshop a group consisting of project partners, including doctors, journalists, and the private sector, noted that parents also need counseling to help them solve their problems.

During the project implementation, some mentors were found to be less committed or no longer willing to fully play their roles. The primary reason was because mentors felt that the associated workload was too great as compared to any personal financial, status, or other benefits that they could accrue. Some mentors thus dropped out while other less-motivated mentors were not renewed to assist with subsequent project cohorts. In some cases, mentors were not motivated to conduct the extra-curricular activities and needed to be stimulated intensively through awareness raising and personal motivation sessions with project staff. Project staff in one locality organized an exchange between groups of mentors so that they could share their experiences which helped motivate and improve their work.

Several of the mentors interviewed made a special impression on the evaluation team as they showed great concern about the children whom they were mentoring. One mentor mentioned how worried he was about the children under his protection as he could not foresee how long he would be able to provide follow up to them. Some of the mentors who appeared very committed did share their worries about their own families, stating that husbands or children commented at times that they paid more attention to their project children than to their own families. Some mentors[40] guiding children withdrawn from CSEC mentioned how difficult it is for them—i.e., the mentors—emotionally to deal with the issues of such children. As one mentor, stated, "At our individual level, the hardest thing is to put the children on the right intellectual, moral, and emotional path as they have really been misguided in the past."

LCCL always include at least some mentors. In several interviews other LCCL members who were themselves not mentors, complimented the mentors on their influence over the children. They noted that, thanks to the mentors, the children were serious about school, paid more attention to their hygiene and appeared healthier overall. They also noted that project children had more confidence than before.

LCCL state that they understand that the project will end. They indicate that some mentors are proud of what they have accomplished and are likely to continue to monitor and support the project children after the end of the project. Where *Dina* have been established, LCCL

[40] In two localities.

believe that there will be a continued sustainability of the actions of the project and a positive influence on the elimination of child labor. As one staff member remarked, "I am convinced that certain mentors will stay committed because a link between children and mentors has been established. There is a certain familiarity and trust." At the same time, after the project ends there will be no compensation for transport or other costs so the extent of continued mentor involvement is uncertain.

3.3.2 WORTH Micro Savings and Credit Activities

The WORTH community-based micro savings and credit program has been relatively successful. Developing and implementing the WORTH program for the first time in Madagascar as well as integrating WORTH in a child labor project, posed challenges. While not all WORTH groups are equally successful, and not all members even in successful groups benefit as much as they could, the program has proven to be a useful model in very difficult conditions

The most important benefits of WORTH include the stimulation of women's desire to learn and grow, women's psychological and economic empowerment, and capacity strengthening. As one member of a WORTH group stated, "What we like is the advice about our children's education, savings, and the investments we can do."

One important component of the WORTH program is the capacity strengthening of members on group formation, management, savings and credit mechanisms, literacy, and child labor issues. Until recently, most of the capacity strengthening was channeled through personal guidance from project staff. Support from project mentors and/or LCCL members was scaled up over the course of the last few months with project staff taking a less prominent role. The process of stressing more involvement of mentors and LCCL members through literacy and other training is part of the project exit strategy to gradually increase their interest and support to WORTH.

The project WORTH program includes a total of 174 groups of which about 50% are functioning quite well, 25% are operational but with room for improvement, while others are not very functional. Project staff observed that the groups in the more rural project localities tended to develop and manage their WORTH groups more effectively than those in the more urban areas. In Diana and Haute Matsiatra, staff had organized exchanges between successful and less successful group. These exchanges helped galvanize the less successful groups. Some groups attribute their success to having developed and strictly implemented a *Dina* in their own group.

Membership in WORTH is mandatory for all households with children in the Kilonga project. Project parents sign an agreement with the project about their mutual responsibilities when a child is enrolled in the Kilonga. The agreement includes the parents' promise not to allow their children to work in exploitive labor, to attend education, and to become members of WORTH. The importance of requiring membership in WORTH cannot be underestimated. Parents who do not agree are free to refuse having their children in the project and a few did so although some reversed their decision and joined later cohorts.

A total of 4001 households are members of the WORTH program and save regularly within their groups. Given that almost all households have two children in the program, this means that most households belong to different WORTH groups. The total amount of savings within WORTH groups doubled over the course of the 6-month period between September 2011

(26,263,430 Ariary = $ 13.131) and March 2012 (44,027,340 Ariary =$ 22.013). Given the economic situation in the country and the poverty level of the members, this result is noteworthy.

A key component of the WORTH program is to encourage members to take loans to invest in income-generating activities so that they can improve their incomes but also so they can place more savings into their WORTH group. Increasing the amount in the group savings box[41] is important as substantial levels are needed to be able to lend out to members in any significant way.

The WORTH groups develop their own bylaws although the basic approach is standardized across the groups. The WORTH program has two components which interviewees, in combination, consider to be key to the success of the program. There is a mandatory savings component to which all group members must contribute an agreed upon amount on a weekly basis. Members can also contribute voluntary savings to a second component. The more members save, the higher the amount that they can withdraw to invest or meet financial demands such as paying for children's education. The number of parents taking loans is still fairly limited at present as many members are hesitant to take loans out of fear of not being able to reimburse what they have borrowed. Some WORTH group interviewees also stated that they were unsure what to invest in.

It is, nevertheless, important to note that the amount of loans granted to members tripled from September 2011 (12,394,800 Ariary = $ 6.198) to March 2012 (41,113,800 Ariary = $ 20.566). The average loan is between $10 and $15. Reimbursement levels are quite good with only a few cases where members were somewhat slow in reimbursing their loan.

While the total amounts saved and loaned appear small, WORTH groups consider them to be important in the local context. Simultaneously, however, all groups interviewed worry that they need to have more savings in their WORTH savings box than they had at the time of the final evaluation. While this is an important issue, this level of concern does indicate that members are interested in WORTH and believe it has the potential to really help them.

Children were well aware that their parents were participating in WORTH groups as well as the reasons for doing so. When asked if they would be able to stay in school after the project ends variable responses were provided ranging from all of the children confirming that they could to about half of the children confirming the same. The reasons for being able to stay in school were primarily attributed to the existence of the WORTH groups.

Households which have not yet taken loans for investment from their WORTH groups still appreciated the mandatory savings component. They believe the savings could help them to cover the cost of keeping their children in school although they do not believe that the amounts are sufficient to cover all of the costs. Members who had taken loans were likely to keep their children in school as most had been able to increase their incomes as a result of their small investments.

Some of the other WORTH group challenges include the availability of members to attend weekly group meetings, including training which is conducted during the weekly sessions.

[41] Some groups have opened accounts to keep the savings in a safe place as opposed to keeping it in their WORTH savings box.

Some groups stated that the biggest challenge was to, "make sure members respect the bylaws by contributing regularly and attending meetings or alerting the group when they would be absent." One group noted that regular savings contributions of members who tended to lag behind improved when some parents started borrowing to keep their children in school. This observation indicates the usefulness of sharing the success stories.

Some groups stated that members who cannot attend often send their savings payment with other members. The project also found that in some locations there are an insufficient number of literate and numerate members who can form the management committee from the outset of the group. Some members lack motivation to learn to use the various WORTH tools for various reasons, including lack of confidence and time to allocate.

The WORTH program has a well-developed, built-in monitoring system. The project field staff has regular contact with the WORTH groups so that they can be supported. As the members of the groups are mostly parents of project beneficiaries, these visits also allow for frequent interaction with the parents. If there were not WORTH groups, project staff would have to seek out parents where they live (or work) to meet with them.

Some of the WORTH groups (e.g. in Diana[42], Haute Matsiatra) that met for the evaluation reported that parents from the first cohort of children were able to keep their children in school as a result of the project. It would be useful to assess the extent to which this happened in other WORTH groups that have more than one cohort.

The WORTH groups interviewed highly appreciate the learning materials. As one group member noted, "My opinion of the training and learning materials is that I am thankful for the quality of the document and the training. For me this is the first book I have at home. This one book covers everything, like how to save, develop a small business, grow my money and develop my business network." Another person in a different group stated, "I appreciate the simplicity of the materials very much, they are clear with very good examples so that I can even help others who have no literacy at all." Such comments were common among the WORTH groups that met for the evaluation. Trainers as well as group members consider that—with the exception of the literacy component—the materials are well adapted to their needs. Two groups requested more information on how to apply business management in agricultural production settings.

Parents in two groups also volunteered the information that their children helped them at home to understand the WORTH materials. As one said, "I am very proud to share with you that my child comes to me in the evenings and asks me what homework I have. As compared to other group members I had lots of trouble to understand everything but thanks to my child I'm now at the same level."

Women who have taken loans have invested in a wide range of activities but most decided to finance small-scale commerce activities. Some invested in purchase and resale of rice, general groceries, and second-hand clothes, for example.

The WORTH groups which are functioning well are likely to be sustainable. As members of one group stated, "We believe that if the group continues with the same energy we can keep

[42] For example, 15 parents of a total of 34 children had borrowed money from a WORTH group in Diana to cover education expenses.

children in school and also continue to grow our businesses." Some of the groups that are still struggling somewhat may still become sustainable. Sustainability is especially likely if the LCCL provide support and if more mentors or other local leaders become members of the WORTH groups. Few non-beneficiary household members were included in the WORTH groups at the time of the final evaluation[43]. If individuals with somewhat more savings potential become members of the groups, the amount in the savings box is likely to grown at an increased rate. Project staff noted that groups with more members who were not parents of Kilonga project children tended to do better. Such non-Kilonga project members were often teachers or local small-scale merchants who tended to have more income to invest in the group and were thus able to grow the amount available in the savings box.

Project office staff in the Alaotra-Mangoro region decided to promote the development of a Federation of WORTH groups that will take over the monitoring and support that is currently being provided through the project. A group consisting of project staff recommended that all project communes need to establish such federations to enable them to provide mutual support.

Two WORTH groups provided advice to future groups stating that "groups need to persevere when they first start as it can be discouraging in the beginning because it takes time to develop properly." A group member added, "No other project has left something concrete after ending their activities, it is really the first so we are happy." Groups repeatedly noted the importance of having sufficient time to develop the groups before they can be successful. This observation has ramifications for other projects interested in implementing similar schemes as 2 years seems to be a minimum to start adequately generating sufficient resources within the groups.

3.3.3 Pathways Advancing Viable Education Through Creating Community Ownership and Capacities

Community ownership was stimulated through the mentorship and WORTH programs as well as the LCCL. Mentoring and WORTH groups have already been discussed in previous sections. As capacities of mentors and their involvement with their communities on child labor are fostered, ownership is increased. The WORTH groups are becoming community structures with capacities to develop and manage community groups through the project.

Almost all communes have already established an LCCL. The LCCLs are often composed of mentors and other community leaders. Some project staff remarked that there was sometimes a lack of willingness among community leaders to participate in the fight against child labor and become members of the LCCL. LCCL members stated that it was sometimes very difficult to convince parents to include their children in the project. LCCL members noted that, in a few instances, parents felt that mentors and LCCL members had more advantages from the project than they did. LCCL members noted that they tried to explain to the parents that it was not about benefits but about eliminating child labor.

The LCCLs were observed to have appropriated their roles although the strength of the mentoring system tends to overshadow the LCCLs to some extent. It will be important to ensure by project end that the LCCLs are not just "the mentors' groups" but really represent and are owned by the communities. Part of the challenge is also the fact that the project

[43] The WORTH groups are allowed to include members who are not parents of beneficiaries.

cannot work directly with local government. As a result, any local authorities who are included in the LCCL are commune-level leaders who have joined on a personal basis. Increasing inclusion of some management committee members of the WORTH groups into the LCCL could be one way to stimulate such ownership.

Committees were usually established after the project conducted meetings in the communities to explain the purpose of the project. In some cases LCCLs were established after activities in the community were already launched with the support of the mentors. The committees usually meet once a month but, if necessary, may meet more frequently. All LCCL staff have been trained on sustainability using tools provided by SIVE. The roles and responsibilities of the committees are clear and include awareness raising and the application of *Dina* if already adopted in the community.

3.3.4 Increasing Awareness of the Dangers of Child Labor

The project has been very successful in creating awareness of the dangers of child labor even if there were some delays in developing approaches and materials. The project raised awareness through using various Behavior Change Communications (BCC) methodologies with the help of project staff, mentors, and LCCL members in the communities. Children themselves gradually became very active in the awareness-raising processes. The ILO's SCREAM methodologies were used to stimulate children's involvement. The ILO had communicated the name of an organization certified to provide training on SCREAM but found that the price was too high for the available project budget. The project, thus, downloaded the materials from the ILO IPEC website and used them to train the staff and some mentors. Staff then informally trained more mentors in the project areas so that they could work with children to implement SCREAM methodologies. Project staff used the SCREAM manuals to work directly with mentors who, in turn, used SCREAM methods with the children.[44]

Some of the ways children were involved in awareness raising included through the development of skits, slogans, a drawing contest, and speeches. In Madagascar, the oral tradition of speech giving, referred to as "kabary", is very important. Kabary serves to educate, reinforce social order and traditional values, develop memory, speech, and debating skills. Appropriate and high use of proverbs, short rhymes, suitable references, riddles, and word play are all highly prized in a good kabary. Traditionally only men engage in kabary but the project has also stimulated girls to give kabary.

In one of the regions, the traditional clapping exercise called the "lamako" has been adapted and spread to all other regions. In lamako, a series of chants are called out interspersed with rhythmic and lively clapping. The lamako chant on child labor states, "Don't make the children work." The evaluation team saw various groups engage in the lamako in different places, and with much enthusiasm during the stakeholders' workshop.

As the awareness-raising approaches gained increasing momentum towards the time of the final evaluation, enthusiasm among staff and project partners was evident. The evaluation team was able to observe various awareness-raising activities including at one WDACL. At the WDACL, and in other settings, children performed some skits and songs accompanied by

[44] The project provided SCREAM materials to the mentors.

dancing. At the WDACL some children also gave Kabary speeches. The content of the songs and skits was appropriate.

After the project midterm evaluation, a short video on the elimination of child labor was developed and shared through the media. More recently, a video clip on the elimination of child labor was developed with a famous Malagasy singer and the participation of project children from the Analamanga region. The video clip was aired on television several times during the final evaluation field work. Children, parents, and mentors in project areas were enthusiastic about the catchy song and the accompanying dance. Media coverage of the project supported WDACL activities and interviews with project staff were also aired during the same time period.

The project also developed some flyers and pamphlets against child labor which were distributed during the WDACL. The content of the materials was good although some minor improvements might be possible such as the inclusion of successful farmers as role models. Currently the materials show children in child labor with images that show what the child can become if he/she attends school. Only "white collar" jobs are shown as potential future jobs. Parents and children helped to develop some of the slogans and images. Some of the slogans and messages included for 2012 were, "Let us persevere in school so that we will have an ensured future." And "I educate my children to ensure that he/she has a future."

The most recent WDACL was mostly organized by the LCCL members, including mentors, with input from the children in the project regions. The project reported that parents, including WORTH members, even remind the project that it, "will soon be the time to have the WDACL". The project had made a conscious decision to allow the LCCL to organize the 2012 WDACL with only minimal technical input from the project. The project did provide some T Shirts with child labor messages, banners, and other material input. The primary reason for taking a "back seat" in the organization of the WDACL was as part of the exit strategy to encourage LCCL to take over more responsibilities on the elimination of child labor. While some LCCL still had some difficulties, such as with some of the logistics (timing of speeches and skits, sound system), it was clear that they were able to organize an interesting and useful awareness-raising day.

The media has been actively involved in awareness raising by covering project events and airing messages on child labor in written and audio-visual media. Currently almost all regions have some communications on the radio ranging from once a week to once a month. In Analamanga it is slightly less regular as well as in Anosy. In Analamanga, written media and some television is more regular than elsewhere, however. In Anosy, the presence of the QIT Madagascar Minerals (QMM) project[45] is also slightly less conventional, as radio stations are used to obtaining substantial payments to air information which the project is unable and unwilling to pay.

Children in all groups interviewed had a very clear understanding of their rights and the reasons why children should not engage in exploitative labor. There were often many children in the groups interviewed for the final evaluation (See Section 1.3 for the reasons). The evaluation team asked the children what they thought about child labor and all said that it was "not a good thing". When asked why children should not work, all groups of children were keen to answer. It was quite amazing to see almost every hand go up in response to this

[45] QMM is a large-scale titanium extraction mining project in the Anosy area.

question, with children jumping up and down, stretching out their hands eagerly to be selected to answer it. Responses in one group of 60 children included important points such as, "children should go to school and not work"; "work can give children illnesses and accidents"; "work can have bad effects on your body and your intellect[46]"; "it has a bad effect on children's moral development"; and simply, "it is against the law."

Children, including those in vocational/skills training, were also able to easily cite their rights as indicated in the UNICEF Convention on the Rights of the Child. Children stated that they had learned about the Convention on the Rights of the Child from their mentors, through the media, and/or from (non-mentor) teachers.

Despite these efforts on awareness raising, some stakeholders' workshop participants still noted that the level of awareness of parents needed to be further increased. Mentors and LCCL members also noted that they needed good materials that they can use to raise awareness among parents, including when they need to identify children. At the stakeholders' workshop some groups also indicated that even more media coverage is needed to raise awareness levels further. A few mentors and teachers also noted that it would be useful to include more information on adolescent reproductive health—including HIV—in awareness raising although some mentors do cover these subjects, particularly with children withdrawn from CSEC.

Children, parents, mentors, and LCCL members could easily cite USDOL as the donor and others easily mention that USDOL is the donor. The project ensured that this information was shared with the beneficiaries.

3.4 CHILD LABOR SECTORAL-SPECIFIC ISSUES

The project strategy to focus on children in CSEC, domestic servitude, mining/quarrying[47], agriculture, fishing, or heavy load carrying resulted in some sectoral lessons learned. Such information, however, is usually very highly linked to the specific context of the different project regions.

3.4.1 Trafficking of Children

Children who are trafficked can be found in any of the different sectors but are often found living with guardians who may be distant relatives (or claim to be relatives). Traditionally families with more financial resources may foster and educate a child from a more disadvantaged part of the family. The project staff report, however, that in many cases such children become a servant or employee of their foster family instead of being educated. Project staff report that it is often difficult to relocate (and monitor) such a child back to their home if they live outside the project intervention sites. The project was able, however, to motivate some parents of children in domestic servitude who lived in the project areas to go and withdraw their children from employment in other areas.

[46] It was interesting to hear children use terms (in Malagasy) that meant "intellect" and "moral development" but they clearly understood what these terms meant.
[47] Most project children are involved in quarrying as opposed to mining.

3.4.2 CSEC

"There are many children who work in CSEC because they have nothing to eat." Child withdrawn from CSEC

All regions include some children withdrawn from CSEC. While some aspects with regard to such children vary by region, including socio-cultural elements such as acceptance of such forms of child labor, some features are similar. Most of the children withdrawn from CSEC were enrolled in vocational/skills training although some returned to formal schools. The greatest challenge with respect to CSEC is the very first step in the withdrawal process which is to identify the children concerned. Very few will admit that they are working in CSEC even if found in the street. During the evaluation one girl did openly admit to being withdrawn from CSEC but in the same group a boy claimed to be withdrawn from carrying heavy loads while he had actually been in CSEC.[48] Project staff indicated that repeated meetings are usually necessary to be able to identify and enroll any particular child engaged in CSEC.

The project used different approaches to identify children engaged in CSEC. These included evening visits to known areas where children involved in the CSEC work, through community leaders and mentors, adult sex worker organizations, and with the help of children already enrolled in the program. Some children who attend formal schools engage in CSEC in the evenings or on weekends for various reasons, including covering school fees. Upon selection, mentors, the project, and the child come to an agreement that children withdrawn from CSEC—especially if returning to formal schools—are not identified publicly as being in CSEC.

Other issues include that the children withdrawn from CSEC are used to having access to money, even if they often earn irregularly and small amounts. Formal education and vocational/skills training do not, initially, result in income. Some types of training may also result in smaller income levels than they can potentially obtain through CSEC. As a result of these factors it can be difficult to convince children to join the project, particularly if the parents encourage their children to engage in such work.[49] The project was, ultimately, able to include such children by working intensively with mentors, other children living in the target areas, and local civil society representatives. Children who had successfully been included in the first cohort were also able to help identify and enroll other children who had been working in CSEC.

In some areas, particularly in Diana, children also engage in correspondence with foreigners in Internet cafés. The project has not investigated whether explicit video is used as is already happening in some other countries.[50] One of the staff members did state that he had heard that some children organize themselves to communicate in this way by renting or sharing a laptop or using mobile phones in private homes. The extent to which the Internet is being used in CSEC bears further investigation so that methods to withdraw and prevent child labor using these mechanisms can be adapted as needed.

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[48] As was evident from the laughing reaction of other children in the group and according to project information.
[49] This has been indicated in previous research and in accordance with observations of project staff and mentors. Zegers, M., in collaboration with ILO-IPEC- Madagascar; Focus Development Association; Ramilison, E. (2004). Situational analysis of the worst forms of child labor in Madagascar. Antananarivo: ILO-IPEC.
[50] For example, in Indonesia and the Philippines.

In Diana, cruise ship staff and tourists also hire children engaged in CSEC when the ships dock in the area. Closer investigation of methods to involve cruise ship and Internet café owners in combating CSEC is needed. There is also a continued need to ensure that hotels and nightclubs, including those with mostly national clients, do not allow CSEC on their property. As the ILO is currently not working intensively on child labor in Madagascar, it is very important that some continued follow up in this area is implemented. Given the low financial resources currently available in the country, however, it is unlikely that this can occur without further international support.

Staff reported that it is very difficult to ensure that children in CSEC do not occasionally engage in such work. Mentors and staff further stated that it was essential to work closely with the child, their family, and their peers to ensure that they stay out of CSEC. Some staff also pointed out that children engaged in CSEC with clients from lower income levels are easier to reach than those working with higher income clientele, particularly those who work for foreign clients.

Some of the vocational/skills training centers state that such children do not want to take long courses because they want to earn money as soon as possible.

The project staff also reported that the monitoring of children withdrawn from CSEC is necessarily more time consuming and intensive than for other children. An absence in education of even a single day needs to be followed up to ensure that no CSEC is recurring. Building trust between the children withdrawn from CSEC and the mentors is challenging but often does have good results. Mentors do often find it difficult to help such children as they are emotionally affected by what the children have experienced. Some also find it challenging to deal with such children as they can behave in a way that challenges authority even if that authority tries to help. Some mentors working with such children become personally involved and provide them with direct help.

The children withdrawn from CSEC are proud of their accomplishments in training and keen to show what they have learned.[51] As one mentor in Anosy pointed out, "The children really want to manage in life without working in CSEC. The life skills training has helped a great deal and they are also proud to wear the clothes that they have sewn."

3.4.3 Agriculture and Livestock Sector

Children in agriculture/livestock tend to work in cattle herding and farming. Such children are not difficult to identify although, in the case of cattle herding in particular, it can be difficult to convince parents to withdraw their children from such labor. In Diana, for example, payment for cattle herding is usually provided in a single yearly payment of a cow, this seems like a very large amount to many families. Mentors and staff report that they have to explain that this actually means that the child is only earning about 10,000 Ariary per month (less than US $5). Children also often engage in cattle herding on weekends although it is officially recognized as a WFCL.

[51] For ethical reasons, the evaluator did not directly ask groups that might include children withdrawn from CSEC which type of child labor they had engaged in. Project staff did indicate certain groups that included a proportion of children withdrawn from CSEC.

Pact had contacted the Sambava tea company to verify whether there is any child labor in tea production but was told there was none. Companies often do not consider child labor downstream in the supply chain as being their responsibility so verification in the fields and tea processing places is required.

3.4.4 Quarrying

Child labor in quarries in Madagascar is very common and children can start as young as the age of 3 to crush small stones to make pebbles. Project staff indicated that parents often state that young children are found in quarrying as they cannot be left alone at home while parents work. As most quarrying is by the side of roads it tends to be relatively easy to identify such children although it can be difficult to differentiate young children whose parents say that they are merely playing with stones from those who are actually working.

Parents who work in the quarries tend to be among the poorest as they are often landless. Analamanga region project staff noted that they have seen a distinct increase in child labor in quarries around the capital areas since the start of the political crisis.

Parents tend to work for contractors who require a certain amount of production resulting in the parents having their children help meet their quotas. Contractors tend to keep their distance from any discussion on issues regarding child labor as they do not want to see production affected. Project staff identified a need to work more intensively with contractors in future actions on child labor to ensure that child labor is not used, particularly with respect to the most effective mechanism: enforcing laws against such child labor. Given the current project requirements—not to work with the government—it has been difficult for the project to promote law enforcement.

3.4.5 Children Working in Fishing

The project includes children withdrawn or prevented from working in various types of fishing depending on the locality. In coastal areas children are found working in shrimping, sea cucumber gathering, deep sea fishing, and fishing in local streams and estuaries. Estuaries are particularly dangerous because of the strong and changing currents. Inland, children work fishing in rice paddies, using lines and net fishing in streams. The danger of these various forms of fishing varies. While line fishing or fishing in rice paddies can be dangerous it is not on the same level as sea cucumber gathering which happens at night during low tide with the use of sharp objects. Sometimes children are caught in suddenly rising tides or surges resulting in drowning. The danger of line fishing depends on the location where it takes place—beside a stream or standing in a swiftly running stream.

Some project staff pointed out that differentiation between the dangers posed by these various types of fishing need to be assessed and differentiated more carefully with regard to selection criteria. Placing all children engaged in fishing in a single category does not allow for objective fine tuning of the level of hazard that this type of work involves. Given the amount of competition for enrollment in the project it is important that selection takes such issues into account in an objective manner. The project had specific goals for the number of children to be withdrawn or prevented from different sectors. In the case of fishing, the number to be prevented was 484 while the number to be withdrawn was also 484. Although there were adjustments in the target numbers by region, the criteria did not consider the hazards of the different types of fishing. Future projects need to consider the differences between the

hazards of fishing in various settings, both for prioritizing by selection criteria and awareness raising.

Some project staff in coastal areas stated that children withdrawn from fishing tended to do especially well when reintegrated into school. Staff and mentors observed that being withdrawn from the fearful dangers of working in the sea and in estuaries was a tremendous relief for the children whose stress levels were markedly reduced.

3.4.6 Transporting Heavy Loads

"I was doing the work of carrying heavy loads. I had many chest problems, sometimes I felt as if my chest would tear into two. The most positive point about the project is the peace it gave me from that work which allowed me to get my health back" Boy withdrawn from heavy load carrying

Children working in carrying heavy loads are found in brick carrying, cart pulling, markets, water carrying, in agriculture, quarries, and other types of work. Children in poor families in Madagascar suffer from growth stunting due to the high levels of chronic malnutrition in Madagascar[52] and it is especially difficult to watch children carry very heavy loads. Some project children working in carrying heavy loads engaged in this type of labor after school while others do so on a full-time basis. Many of the children who were selected for inclusion in the project were brick carriers.

Identification of such children is straightforward as children can easily be found in such work, readily recognize that it is a WFCL, and do not want to engage in it.

The project staff noted that the challenge of dealing with this sector is due to the ease with which households can earn some income from having their children carry heavy loads. As one staff member noted, "Parents think that if their child can do some of this work after school it is really very helpful." Staff added that, in their experience, the role of the mentor in working with parents to raise their awareness on the dangers of such work is very important. Some staff members also related how they shared their personal stories of engaging in such work, the effect it had on their health and how education became the solution to escape from this work.

3.4.7 Domestic Child Labor

"It is very serious, we are treated like slaves in this type of work." Child withdrawn from domestic work

Identifying children in domestic child labor is challenging because many such children are hidden or their employers state that the child is a family member. As noted in Section 3.4.1 on trafficking, while it may be true that the child is a distant relation, they are often used to carry out various types of household work or employed by their guardians in other child labor. Project staff point out that they have observed that, due to the media,[53] there is an increasing level of awareness among the population that child domestic labor is not legal making it even more difficult to identify such children. The easiest way to identify such

[52] See Section 3.2.3
[53] Details are not available but past projects on child labor in Madagascar have also raised awareness on this issue.

children was through other children although, in some cases, mentors and community leaders were also successful in identifying such children. A mother also reported to the evaluation team that she had personally gone to the child's employer to withdraw her child and bring her back home for enrollment in the project. In another case an employer had heard about domestic child labor on the radio and brought the child to the project.

Some project sites are well known as good source locations for domestic child laborers. In such localities it is often difficult to convince parents not to send their children into domestic work as it is so common and accepted. The primary method which the project used to change attitudes in such localities was to focus strongly on the importance of education using public and individual meetings with households. A few mentors agreed to lodge some of the children who were withdrawn from such domestic child labor because their own home was outside of the project area. In some other cases children returned home although the project was unable to monitor whether the child returned to school in their home area.

3.5 MONITORING SYSTEMS

The project monitoring system is generally good in terms of community participation, regular follow up by staff, and continued fine tuning over the life of the project. The project relies on a combination of tracking children's work status through mentors with verification by project staff. LCCL also contribute to the data collection monitoring system which is summarized and submitted to the project every 2 months. The project field offices do provide overall monthly progress reports to the project headquarters but detailed data are provided bi-monthly.

The project staff consider the strong involvement of the communities in the monitoring system as one of the project's greatest strengths. For practical and efficiency reasons, the project combined visits to project sites to support WORTH groups with monitoring of activities and children's work status. Mentors and WORTH groups stated that they were in frequent contact with project staff, ranging from once a week to once or more times per month. In addition to field visits, contacts of mentors and (other) LCCL members with the project were supplemented with visits to the project offices and by phone.

Mentors track children even during school holidays and weekends, mostly through the organization of extra-curricular activities. The activities keep the children away from work but also help ensure that mentors have frequent occasions to be in contact with project children so that any issues children face may be more easily identified. The project also uses peer-monitoring systems which engage the project children to follow up on the absence of children who are assigned to the same mentor. The children are thus encouraged to report any problems that they identify to the mentor so that he/she can determine the need for personal follow up. Project staff, mentors, and LCCL members reported that they were satisfied with these practical aspects of the monitoring system. The mentoring system and other project monitoring systems were thus found to be feasible and effective.

The project did note that there were occasional challenges with respect to the accuracy of data collected about the children. Sometimes incoherence between the project and the school lists of children enrolled in the project were identified. In such cases the main reason was because the school used the original list of children who were proposed for project enrollment, not the list of children who were actually enrolled. The project has identified these issues and, together with practical corrections on issues such a children's ages and localities, addressed them.

The project staff noted that the procedures—particularly to identify the children and gather their basic data but also to collect and enter routine monitoring data—were time consuming. The project did not have monitoring and evaluation specialists in the project areas so regular regional staff conducted the data entry. Some offices complained that data entry affected their ability to spend as much time in the field as they would have liked. Suggestions were made to develop mobile phone-based applications to facilitate data entry about children in the field. The project monitoring and evaluation (M&E) specialist also recommended that projects should have specialized data entry personnel on project sites.

The project recently switched to an improved data entry and analysis method based on a system developed by a national consultant thus improving efficiency. The staff felt that the previous versions were too complicated and did not allow for tracking aspects such as when a child moved from one school to another. All staff, from senior to field level, were enthusiastic about this new system. The key element of the new system that staff appreciated was the switch from Microsoft Excel to Access. Not only was data entry much easier with Access but local staff appreciated how they could look at and interpret the meaning of their data on their own using just a few clicks of their computer mouse. In the past, data was only analyzed at project headquarters so local staff found the increased accessibility of results per child and for their region as a whole useful. The project M&E specialist indicated that the new system allows for a more dynamic system that makes it easier to address any data-related issues encountered in the field.

While the project adequately monitored the children, the monitoring of elements such as the income of WORTH members were not sufficiently included. Currently monitoring is limited to secondary information such as the number, size, and repayment of loans. To be able to correctly assess the value of WORTH it would have been useful to develop baseline income information at the start up of WORTH groups. At the end of the project an end line can then be conducted to assess increases in income more accurately. A system to track the work of the LCCL is also needed.

3.6 MANAGEMENT STRENGTHS AND CHALLENGES

The project is generally well managed with improvements on streamlining and achieving project objectives noted since the midterm evaluation. The project staff is committed and motivated to achieve the project objectives. Mentors and LCCL praise the field staff in the different regions stating that they provide excellent support, as one said, “She (staff member) is really good and we communicate very well together. She even asks me for advice as well.”

The project conducts team-building exercises of the financial and technical implementation teams every six months. These exercises serve to exchange experiences and find solutions for any existing challenges. Although there were some complaints that there had been too much micro-management of work in some field offices, this situation had been addressed by the time of the final evaluation. As one project staff member stated, “the kindness and courtesy among all members of the project team is truly commendable.”

Some project offices were better able to manage their staff than others but all were able to achieve project targets without major differences. Project staff indicated that, overall, further improvements on the division of labor in regional office teams would be useful. There was a relatively high level of staff turnover in some field offices with a few staff leaving for personal reasons or not renewed because of quality of work.

The evaluation team did not assess the financial management systems in detail as this would have required substantial additional time and information. The project prepares monthly operations plans coupled to budget allocations. Project staff indicated that some improvement with respect to the streamlining and quality of financial reporting systems from the regions is still needed.

One important management success was that the project continued to adapt throughout the project implementation. Approaches that did not work well, such as parts of the monitoring system and health support through reimbursement, were dropped. Mentors who were not very successful were not renewed under cohort two and three and some staff who were not very capable were replaced. Other elements that appeared to be important were strengthened such as the involvement of SEECALINE to conduct some nutrition training and visits to companies.[54] Other management decisions, such as the organizing of exchanges between WORTH groups, were useful and could be scaled up.

[54] Visits were organized for children in vocational/skills training including a car repair company, professional fashion designers, and the airport.

IV. EFFICIENCY

The project is generally very efficient in terms of the resources used (inputs) as compared to its qualitative and quantitative outputs. The evaluator did not have access to the project budget so the assessment on efficiency is naturally qualitative.

The project strategies were quite efficient in terms of the financial and human resources used as compared to its outputs. The mentor and WORTH models contributed to the project effectiveness and efficiency.

The project was cost efficient and has been able to attain its objectives using the available financial resources. Notably, the project was able to exceed its target to withdraw and prevent children from child labor. The project staff cited the need to include financial and administrative assistants as well as M&E assistants in each of the offices. The inclusion of such staff was recommended to allow the project field office coordinators to spend more time actually coordinating activities. The evaluator is not able to assess the actual increases in efficiency if such staff members were added to the field office teams. The evaluator does have the general impression that part-time M&E and administration and finance assistants could be useful in similar situations.

While the number of project field offices (7) and the cost of coordinating and staffing all the offices was high, the project was ultimately able to reach project objectives. The project might have been able to increase efficiency by having fewer offices while covering larger areas within in each project region. The ambitious goal to develop models to address exploitive child labor in all of the project regions was, also attained.

As discussed in Section 3.5 the monitoring system improved in terms of efficiency over the life of the project.

V. IMPACT

The project is likely to have good long-term impact on the individual children, parents, teachers, and mentors. The target groups experienced changes in their lives as a result of the program's interventions. Children have returned to school or are able to stay in school as a result of the project. Mentors, LCCL members, and parents have benefited from capacity strengthening which is likely to have a long-term effect. WORTH members and children have improved their self esteem, which has changed their lives and is likely to result in long-term benefits. The level of improved self esteem was evident through the quality of information shared with the evaluation team and the eagerness and confidence with which children and WORTH groups shared information during focus groups.[55]

The project tracked the children from cohort 1 who completed their support for the project in July 2011. Follow up from the project teams has shown that the vast majority of these children are still in education. The project, likewise, reports that over 80% of parents of children from cohort 1 remain members of WORTH. Mentors also continue to track the children from cohort 1 even if they are no longer supported by the project.

The evaluation found that, among the groups interviewed, overall more than 75% of the parents indicated that they would be able to keep their children in school. The key impediment is that some parents have not increased their incomes because they have only used WORTH to save and not to invest in activities. As the project stated, if more WORTH households borrow and invest, the chances of increasing incomes sufficiently to keep children in school will be improved. Given the substantial increases in savings and borrowing over the previous TPR period, more parents should be able to continue to support their children in school independently.

5.1 IMPACT ON OTHER ORGANIZATIONS WORKING ON CHILD LABOR-RELATED ISSUES

The partnership relationship of the project with the local organization, SIVE (Platform of Women's Development), to implement the project continued to be successful overall. Primarily for security reasons the PACT office was moved away from the central area of the capital of Antananarivo so the partners no longer shared close office space.[56] Despite some concerns that this might influence their ability to coordinate as closely as before, there was no major negative impact of this move. The partnership of PACT with SIVE also contributed to the capacity strengthening of both agencies. PACT provides the technical input and SIVE helps ensure strong local input.

The project did not work intensively with other organizations—aside from LCCL and project schools—working on child labor in the country (see Section 1). Some small partnerships were established with SEECALINE on nutrition, Population Services International (PSI) on reproductive health, and the Syndicat des Professionnels Diplômés en Travail Social (SPDTS) on psycho social counseling. As the project could not work with the government, or

[55] The evaluator worked in Madagascar for close to 7 years and also conducted the Mid-term Evaluation and noted, based on a qualitative assessment, that project children and WORTH members exhibited comparatively substantial levels of self confidence.
[56] The NGO did not move as the cost would have been prohibitive for them.

with projects of other organizations that directly involved the government in any partnership, not all potential avenues for collaboration could be pursued.

5.2 EDUCATION QUALITY

The principal methods for improving education quality were:

- Training of mentors on how to provide support to child laborers
- Informal training for mentors on SCREAM methods which also help teachers learn about using activity-based learning when teaching
- Summer transition training for children
- Extra-curricular activities which help to broaden children's horizons

The project did not focus on the improvement of school conditions such as lack of classrooms, latrines, and desks. While these are elements that contribute to education quality and help attract children to school, the project was nevertheless able to reach its targets. Prior to the political crisis, UNICEF and other agencies were working to substantially increase the number and quality of schools and it is hoped that the impetus will be renewed in the future.

Schools and school officials appreciated the transitional/leveling courses and extracurricular activities organized by the project. School officials say that children who attended the transitional/leveling training before their reintegration into the formal education system do well in school, thus promoting their school retention levels. Teachers appreciated the support that they received to provide psychological support to the children and on how to organize extracurricular activities with the children.

VI. SUSTAINABILITY

The project design had included an exit strategy and sustainability plan. The design had integrated the inclusion of the mentorship and WORTH program as key components of the sustainability plan. The project has also taken other steps to ensure the sustainability of project activities such as the development of the LCCL and *Dina*. The overall potential for the sustainability of project actions appears to be comparatively good as a result of these approaches.

As compared to the midterm Evaluation, parents, mentors, and children were notably more hopeful that children will be able to stay out of child labor after the end of the project. Some areas for improvement remain, such as the development of a monitoring system that can be sustained by the LCCL and the involvement of more national and local stakeholders. Currently, the LCCL do not have a relationship with local government. Given the continuing political crisis, however, the involvement of the National Committee on the Fight Against Child Labor is unlikely by project end. The same situation applies to commune and district agencies such as education, agriculture, the police, and other offices.

The involvement of government actors, particularly as members of the LCCL[57] would have been beneficial and could help to more effectively promote and enforce the laws relating to child labor. There is still a possibility of greater involvement of particularly local government actors after project end if existing LCCL are able to motivate them to join their committees. This will, however, require a great deal of commitment on the part of existing LCCL members so the likelihood that this will happen is uncertain.

The project raised awareness of child labor-related laws but for parents and employers to adhere to these laws, a level of visible enforcement is needed. The *Dina* are useful as well although these have less impact than enforcement of officially recognized national laws applied through the police and court systems.

Almost all project sites now have LCCL and such groups appear to be sustainable, particularly if more LCCL members start to become members of WORTH groups. Involvement of LCCL members in WORTH can help to mobilize their attention as successful WORTH groups will be in their interest as well. As stated in Section 3.3.2, for WORTH groups to be successful, parents need to take loans, invest, and reduce their poverty levels so that they can borrow again and reimburse the amount in the savings box. Where LCCL members such as teachers and local leaders become more involved, they will want the parents to be successful in terms of investment and repayment. This in turn will contribute to developing and reinforcing relationships towards mutual support between all WORTH members, whether they are parents or other community members. Strong relationships may further help to strengthen the LCCL and even increase the role of parents in LCCL.

The ability of children who have completed vocational/skills training to find (self) employment or, at least internships, needs reinforcement. Future projects may try to work on these issues from an earlier stage.

As in all projects, interviewees insist that the project is too short and should be extended by at least one to two years. During the interviews and focus groups discussions, the evaluator did

[57] A few commune authorities were mentors or members of LCCL on an individual basis.

make it clear that there was no certainty that another project might be launched as there are many factors that play a role in such decisions. The evaluator made this comment to ensure that all those involved with the project work towards sustainability to their greatest capacity.

Evaluation participants repeatedly and strongly pointed out the great need for additional children to receive help through a child labor project in their area. When asked how many more children in their locality might meet the criteria, interviewees and focus group members stated that the number was at least two to four times the number already helped.

6.1 LEVERAGING OF NON-PROJECT RESOURCES

The project has been able to leverage some non-project resources although mostly at local levels in small but useful ways. The project did conduct some fundraising advocacy, but, given the context of political and economic crisis, as well as restrictive policies of major donors, it was difficult to raise significant funds. Prospects for sustainable funding for project activities after the project ends are still limited. Some of the funding leveraged included a partnership with two private schools in the Diana region which have agreed to register two child laborers for free and reduce or eliminate school fees for a total of 18 project children. A handicrafts cooperative signed an agreement and implemented support to some parents' income-generating activities and training for 18 children in tailoring. Some collaboration was also implemented in Nosy Be (tourist island under Diana office) with the NGO Development Group to assist two children withdrawn from CSEC.

In Alaotra-Mangoro, a community school was built as a result of project team advocacy efforts which led to mobilization of local communities to build and establish the school. A local NGO equipped the community school with 26 desks. Children from this school visited the AndasibeMantadia National Park and learned about environmental issues with support from the Tany Meva foundation, another local development NGO. The Ambatovy project (see Section 3.2.4) collaborated with the project on an agricultural vocational training. In Haute Matsiatra, the project established a partnership with the Malagasy National Radio station including radio broadcasts. Other media partnerships were also developed over time. An Internet café agreed to collaborate with the project to provide supervision to project-supported professional groups.

At inception (2008), the project did collaborate with the ILO-IPEC project to harmonize project areas and coordinate on potential activities. Collaboration with the subsequent ILO-IPEC TACKLE project was limited due to difficulties collaborating in conjunction with the government. The project did use the ILO-IPEC SCREAM modules. Collaboration with other international and multilateral organizations has been almost non-existent given the country's political situation. Most of these organizations have ceased their operations in the field because they do not want to support the current government. The project has, however, worked with UNICEF on communications media and has used their Life Skills modules in some project locations.

VII. CONCLUSIONS

The project effectively met the needs of the target population and has met its overall objectives as stated in the project document, including exceeding the number of children to be prevented or withdrawn from child labor. Data available at the time of the field work for the final evaluation indicates that a total of 9,036 children were withdrawn or prevented from child labor which exceeds the target of 9,000. The project has succeeded in strengthening local capacity to combat the WFCLs and promote education through training of mentors, LCCLs, and WORTH groups. Although there were some delays, the project was able to successfully raise awareness regarding the adverse effects of child labor and the importance of education. The project has conducted some research although it was not extensive. Types of research conducted were on knowledge and attitudes, a qualitative study on the impact of the crisis on child labor, and a collection of project beneficiary success stories. A relatively effective database on project beneficiary children has been developed. The extent to which the database can be generalized for sustained use by LCCLs in the future is not yet evident and will require more attention. The project has focused highly on attaining objective five on sustainability from project inception, particularly through the development of the WORTH program, mentoring, LCCL development, and awareness raising.

7.1 KEY PROMISING PRACTICES AND LESSONS LEARNED

The evaluator was able to identify some key promising practices and what should be avoided in order to improve implementation of similar future child labor projects.

Key Promising Practices

The combination package of mentoring, WORTH micro savings and credit, education, extra-curricular activities, nutrition/health, and other activities are effective in programs to eliminate child labor.

Mentoring systems can be effective in terms of identification, monitoring, and support to children. Some mentors were able to build personal relationships with children that further helped to motivate the children to become educated and not return to child labor.

WORTH micro savings and credit is a viable approach even in very challenging circumstances, which, as part of a larger package of actions, helps reduce poverty and improve sustainability of children in education instead of in child labor. The WORTH approach also recognizes that children are part of a household which is more effective than addressing children as individuals in child labor projects.

Exchanges between WORTH groups and mentors have confirmed the usefulness of such exchanges to motivate and improve organization of activities.

Extra-curricular activities on life skills, simple socio-behavioral skills including hygiene, skills development on crafts, dance, cooking, and others are helpful for children's overall development.

Pilot action on agricultural training for children and parents was good and could be explored for scaling up in agricultural project areas.

Professional group development for children completing vocational/skills training has potential but needs further analysis to determine elements that can be strengthened and how to address some of the challenges.

Field trips to private companies, including small and micro-enterprises can be very motivating and provide useful information to project children in all types of education (general education and vocational/skills training).

The project effectively promoted the establishment of the *Dina*, i.e., local traditional social conventions that are established among the members of a community and do not require formal political authority involvement. Community support structures in the form of LCCLs initiated and supported the development of *Dina* on the elimination of child labor.

Partnerships with programs such as the SEECALINE program on cooking nutritious meals using locally available food has potential for replication.

The switch to the Access-based monitoring system was a useful step as it allows local staff to appreciate how they could look at and interpret the meaning of their data on their own using just a few clicks of their computer mouse. In the past, data was only analyzed at project headquarters so local staff found the increased accessibility of results per child and for their region as a whole useful.

Key Lessons Learned

In WORTH groups, literacy training and manuals on group management, small-scale activity management with the support of training manuals need to start as early as possible after a WORTH group is launched.

Conducting local labor research on potential (self) employment options in project areas for youth after vocational/skills training is needed. Such research needs to include the identification of locally relevant training options, either through formal/non-formal training centers or apprenticeship training.

A relatively effective database on project beneficiary children has been developed but methodologies need to be adapted during project implementation for sustained use by LCCLs.

Project monitoring needs to include adequate baselines on income levels of WORTH groups at start up for comparison at project end.

WORTH groups repeatedly noted the importance of having sufficient time to develop groups before they can be successful. This observation has ramifications for other projects interested in implementing similar schemes as 2 years seems to be a minimum to start adequately generating sufficient resources within the groups.

The *Dina* is useful but cannot fully replace officially recognized national laws applied through the police and court systems.

7.2 KEY RECOMMENDATIONS

In future projects, further develop, scale up, replicate Kilonga project promising practices including the mentorship system; micro savings and credit groups; extra-curricular activities

with support of mentors, professional group development for vocational/skills training graduates; and exchanges between groups associated with the project.

Awareness Raising

Start intensive awareness raising on child labor issues and the importance of education from future project start up using SCREAM and other participative methodologies.

Formal and Non-Formal Education

In case of future projects, scale up Life Skills training across project areas. Include Life Skills training in mentors' extra-curricular activities with children in general formal education as well as with children in vocational/skills training.

Introduce psycho-social training for all mentors at an early stage of any future project so that mentors are able to assist children, particularly when they need it most, i.e., at the beginning of their enrolment in any project.

Vocational/Skills Training

In future projects, conduct local labor research on potential (self) employment options in project areas for youth after vocational/skills training. Such research needs to include the identification of locally available training options, either through formal/non-formal training centers or apprenticeship training.

Increase management training for vocational/skills training graduates in future projects. Link to materials developed through ILO Youth Employment or other specialized youth management training programs.

Given the importance of agriculture, livestock rearing and/or fishing in almost agriculture/coastal project areas, explore types of training in these areas and how they can lead to (self) employment in future projects.

Micro Savings and Credit Groups

Include children in activities surrounding WORTH in future projects:

- Once adult groups are functioning adequately, establish "Junior WORTH groups" as sub-components of the adult WORTH groups. Children's contributions can be in the form of assisting with fundraising activities for the larger group or other innovative actions.

- Invite children to attend WORTH sessions so that they can learn about the methodology.

- Stimulate children to help their parents learn the WORTH materials, e.g., when parents have limited literacy, children can simultaneously learn about the functioning of WORTH.

Work towards establishment of WORTH Federations (or other micro savings and credit groups) in project areas prior to the end of any child labor project.

Research and Monitoring

Develop and replicate an Access-based monitoring system in future projects that allows regional offices to easily enter and understand individual and regional data.

ANNEXES

ANNEX 1–ADDITIONAL RECOMMENDATIONS FOR CONSIDERATION

Awareness Raising

1) Through awareness raising, ensure that children understand that a wide range of employment options are honorable, including farming and skilled professions that do not require tertiary education.

Formal and Non-formal Education

2) Develop partnerships with development programs on cooking nutritious meals using locally available food.

3) Introduce psycho-social training for all mentors at an early stage of the project so that mentors are able to assist children, particularly when they need it most, i.e. at the beginning of their enrolment in any project.

Vocational/Skills Training

4) Continue to support children with job placement and development of professional groups, include promising practices and lessons learned from the Kilonga project. Draw lessons learned from professional group development just prior to project close.

5) Reinforce the ability of children who have completed vocational/skills training to find (self) employment or, at least internships, from an early project stage.

Micro Savings and Credit Groups

6) Develop additional techniques to encourage members to identify feasible income generating activities and feel confident to borrow from their WORTH groups.

7) Include parenting skills, particularly listening skills in training during WORTH meetings.

8) Organize exchange visits between mentors, WORTH groups and/or hold conferences to exchange experiences, develop improved approaches.

9) Promote inclusion of mentors and LCCL members in WORTH (or other micro savings and credit groups) so that groups can be strengthened.

Research and Monitoring

10) Investigate whether mobile phone data entry methods (applications), or other information technology methods, can be used to track data on project children.

11) Research the extent to which the Internet is being used in CSEC so that methods to withdraw and prevent child labor using these mechanisms can be adapted as needed.

Community Support

12) Broaden the ownership of LCCL so that they are not viewed as primarily the responsibility of mentors (where a project includes mentoring) but really represent and are owned by the communities. Include management committee members of the WORTH groups into the LCCL.

ANNEX 2–EVALUATION SCHEDULE

KILONGA FINAL EVALUATION 2012, June. 4th – 18th FINAL AGENDA		
Date and Time	Activities	Location
Monday, June 4th		
08 :00 – 08 :45	Travel hotel to Pact office.	Antananarivo
09:00 – 11:00	**Meeting with KILONGA staff :** A short presentation on KILONGA project, Joint discussion on the evaluation methodology. Briefing on the evaluation schedule adjustments, Stakeholders meeting preparation	Pact Madagascar Office, Ivandry Antananarivo
11:00 – 12 :30	Interviews with project staff : Core team (1st part)	Pact Madagascar Office, Ivandry Antananarivo
12:30 – 13:30	Lunch	Antananarivo
13:30 – 14:00	Travel from Pact office to US Embassy for Security Briefing	Antananarivo
14:00 – 15:00	Meeting with US Embassy: Security Briefing	US Embassy Antananarivo
15:00 – 15:30	Travel from US Embassy to Pact office	Antananarivo
15 :30 – 17:30	Interviews with project staff : Core team (2nd part)	Pact Madagascar Office, Ivandry Antananarivo
17:30 – 18:30	Travel from Pact office to Hotel	Antananarivo
Tuesday, June 5th		
09 :00 – 10 :15	Travel from hotel to airport Ivato Antananarivo	Antananarivo
10 :15 – 11 :25	Departure formalities to Diégo	Ivato Airport, Antananarivo
11 :25 – 12 :30	Travel from Antananarivo to Diégo	
12 :30 – 12 :55	Travel from airport to hotel	Diégo
12 :55 – 13 :10	Registration and installation in hotel	Hôtel Colbert Diégo town
13 :10 – 13 :40	Lunch	Diégo
13 :40 – 14 :00	Travel from hotel to SIVE Diana office	Diégo town
14 :00 – 16 :30	Meeting with DIANA staff - Briefing on the evaluation schedule, - Interviews with staff	Office de SIVE DIANA, Diégo town
16 :30 – 16 :40	Visit Job Placement: Travel from SIVE Diana office to the roadside restaurant stall of a girl who finished her skills training.	Ambalavola Diégo

16 :40 – 17 :35	Visit Job Placement: Interview	Ambalavola Diégo
17 :35 – 17 :50	Travel from the roadside stall to hotel	Diégo town
Wednesday, June 6th		
07 :45 – 08 :00	Travel from hotel to SIVE Diana offices	Diégo Town
08 :00 – 08 :50	Field visit : Travel from office of SIVE Diana to Antsahampano, Fokontany Ambodimadiro	Diégo
08 :50 – 09 :00	Reception, greetings participants in meeting	Antsahampano Diégo
09 :00 – 10 :00	Meeting with LCCL members in Antsahampano	Antsahampano Diégo
10:00 – 11:30	Meeting with parents members of "Sahamandroso" Worth group from Antsahampano Diégo	Antsahampano Diégo
11:30 – 12:10	Visit of 2 WORTH businesses : groceries and fishing	Antsahampano Diégo
12:10 – 13:00	Return from field visit : Travel from Antsahampano to Diégo town for lunch	Diégo
13 :00 – 13 :45	Lunch	Diégo Town
13 :45 – 14 :00	Travel from restaurant to office of SIVE Diana	Diégo Town
14 :00 – 14 :55	Meeting with Diana Staff	Office de SIVE DIANA, Diégo Town
14 :55 – 15 00	Field visit: travel from office of SIVE Diana to CFP cutting and sewing training Meva	Diégo Town
15 :00 – 15 :45	Meeting with the Director of CFP Meva who is mentor of Kilonga children in training and trainer of the children as well as mentor of professional group.	CFP MEVA, Diégo Town
15 :45 – 16 :25	Visit to a professional group and meeting with members of group called "Association Mendrika"	CFP MEVA, Diégo Town
16 :25 – 17 :00	Meeting with Kilonga children who are attending a professional training on tailoring at CFP Meva	CFP MEVA, Diégo Town
18 :00 – 17 :05	Return from field visit : travel from CFP Meva on tailoring to office of SIVE Diana	Diégo Town
17 :05 – 17 :35	Meeting with Diana Staff	Office de SIVE DIANA, Diégo Town
17 :35 – 17 :45	Travel from Office SIVE Diana to hotel	Diégo Town
Thursday, June 7th		
08 :05 – 08 :30	Field visit : Travel from hotel to private school : Ecole privée Charlemagne in Antanamitarana	Diégo
08 :30 – 08 :45	Contact and introduction to director	Ecole privée Charlemagne, Antanamitarana Diégo
08 :45 – 09 :45	Meeting with Kilonga children attending the Ecole privée Charlemagne d'Antanamitarana (Private education)	Ecole privée Charlemagne, Antanamitarana

		Diégo
09 :45 – 10 :55	Meeting with mentor at the Ecole privée Charlemagne d'Antanamitarana	Ecole privée Charlemagne, Antanamitarana Diégo
10 :55 – 11 :05	Travel from Ecole privée Charlemagne in Antanamitarana to EPP Antanamitarana (Primary School)	Antanamitarana Diégo
11 :05 – 11 :15	Introductions to the Director of the EPP of Antanamitarana and selection of Kilonga children to be interviewed (Primary School)	EPP d'Antanamitarana Diégo
11 :15 – 12 :15	Meeting with Kilonga children at the EPP d'Antanamitarana (Public education, Primary School)	EPP d'Antanamitarana Diégo
12 :15 – 13 :05	Meeting with the mentors at the EPP Antanamitarana (Primary School)	EPP d'Antanamitarana Diégo
13 :05 – 13 :30	Return from field visit: travel from EPP Antanamitarana to hotel Note Bleue	Diégo
13 :30 – 15 :00	Lunch	Diégo town
15 :00 – 15 :30	Travel from hotel to airport for flight to Antananarivo	Diégo
15 :30 – 16 :40	Formalities at airport	Diégo Airport
16 :40 – 17 :15	Delayed departure	Diégo Airport
17 :15 – 19 :00	Air travel by plane Diégo to Antananarivo	
19 :00 – 20 :00	Travel from Ivato airport in Antananarivo to hotel in Antananarivo	Antananarivo
Friday, June 8th		
08 :30 – 11 :45	Travel by car from Antananarivo to Antsirabe	Antananarivo/ Antsirabe
11 :50 – 12 :50	Meeting with Vakinankaratra staff - Briefing on the evaluation schedule, - Interviews with staff	Office of SIVE Vakinankaratra, Antsirabe town
12 :50 – 13 :00	Travel from office of SIVE Vakinankaratra to restaurant for lunch	Antsirabe town
13 :00 – 13 :45	Working lunch with Vakinankaratra staff	Antsirabe town
13 :45 – 14 :00	Travel from restaurant to office of SIVE Vakinankaratra	Antsirabe town
14 :00 – 14 :20	Field visit: travel from office of SIVE Vakinankaratra to EPP de Vinaninkarena (Primary School)	Antsirabe
14 :20 – 15 :25	Meeting with Kilonga children in EPP (Primary School) and EG (Middle School)de Vinaninkarena (Public education)	EPP de Vinaninkarena Antsirabe
15 :25 – 16 :20	Meeting with mentors of Kilonga children educated in several public and private schools (in EPP de Vinaninkarena) (Primary School)	EPP de Vinaninkarena Antsirabe
16 :20 – 16 :35	Visit to several extra-curricular mentoring activities	EPP de Vinaninkarena

		Antsirabe
16 :35 – 16 :55	Return from field Visit : Travel from EPP Vinaninkarena (Primary School) to office of SIVE Vakinankaratra	Antsirabe
16 :55 – 17 :00	Meeting with Vakinankaratra staff	Office de SIVE Vakinankaratra, Antsirabe town
17 :00 – 17 :15	Travel from office of SIVE Vakinankaratra to hotel	Antsirabe town
17 :15 – 17 :40	Registration and installation in hotel	Hôtel le Camélia, Antsirabe town
17 :40 – 19 :00	Work on notes (also done on daily basis) and waiting for meeting with project core Team	Hôtel le Camélia, Antsirabe town
19 :00 – 20 :00	Dinner	Hôtel le Camélia, Antsirabe town
20 :00 – 21 :55	Meeting with project core team in hotel	Hôtel le Camélia, Antsirabe town
Saturday, June 9th		
08 :30 – 08 :40	Travel from hotel to office of SIVE Vakinankaratra	Antsirabe town
08 :40 – 08 :55	Field visit: travel from office of SIVE Vakinankaratra to Andraikiba	Antsirabe
08 :55 – 10 :25	Meeting with Andraikiba LCCL members	Andraikiba Antsirabe
10 :25 – 11 :55	Meeting with parents members of two WORTH groups from Andraikiba Antsirabe: « Tsimbina » and « Vonona », and with their mentor. Visit of WORTH businesses: crafts	Andraikiba Antsirabe
12 :05 – 12 :22	Visit of children doing extra-curricular mentoring activity in collaboration with SEECALINE program	Ambohimanambola Andraikiba Antsirabe
12 :22 – 12 :35	Travel from mentoring activity to Ambohimanabe, place for next meeting.	Andraikiba Antsirabe
12 :35 – 12 :55	Visit and meeting with 2 young girls being prepared for professional skills group following their training in tailoring	Andraikiba Antsirabe
12 :55 – 13 :05	Travel to next meeting	Andraikiba Antsirabe
13 :05 – 13 :36	Meeting with Kilonga children attending a catering course in Centre d'Appui Formation (CAF) Atsimon'ny Star Andraikiba Antsirabe, and Centre USA Antsenakely Antsirabe	CAF Andraikiba Antsirabe
13 :36 – 13 :46	Return from field visit : travel from CAF Andraikiba to office of SIVE Vakinankaratra	Antsirabe
13 :46 – 14 :10	Meeting with Vakinankaratra staff	Antsirabe town
14 :10 – 14 :55	Field visit: travel from office of SIVE Vakinankaratra to Andranobe Antsirabe	Antsirabe
14 :55 – 15 :55	Meeting with parents members of "Tafita" WORTH group from Andranobe Antsirabe	Andranobe Antsirabe
15:55 – 16:10	Visit of a professional group and meeting with Kilonga children and their trainer	Andranobe Antsirabe

16 :10 – 16 :20	Visit of children attending extra-curricular mentoring activities	Andranobe Antsirabe
16 :20 – 17 :11	Return from field visit and prepare for next meeting in the EPP Soamalaza to Antsirabe Town (Primary School)	Antsirabe
17 :11 – 18 :05	Meeting with parents members of "Mendrika" WORTH group from Fiakarandava Antsirabe.	EPP Soamalaza, Antsirabe town
18:05 – 18:10	Travel from EPP Soamalaza Antsirabe to office of SIVE Vakinankaratra (Primary School)	Antsirabe town
18 :10 – 18 :50	Meeting with Vakinankaratra staff	Antsirabe town
18 :50 – 19 :05	Travel from office of SIVE Vakinankaratra to hotel	Antsirabe town
Sunday, June 10th		
09 :00 – 14 :00	Travel by car from Antsirabe to Fianarantsoa	Antsirabe/ Fianarantsoa
Monday, June 11th		
08 :00 – 08 :10	Travel from hotel to office of SIVE Haute Matsiatra	Fianarantsoa town
08 :10 – 10 :05	Meeting with Haute Matsiatra staff : - Briefing on the evaluation schedule, - Interviews with staff	Office of SIVE Haute Matsiatra, Fianarantsoa town
10 :05 – 10 :10	Travel from office of SIVE Haute Matsiatra to meeting	Fianarantsoa town
10 :10 – 11 :00	Visit to a professional group and meeting with Kilonga graduates who completed their training in tailoring and catering.	Mokana, Tambohobe Fianarantsoa town
11 :00 – 11 :05	Travel to the location of the next meeting.	
11 :05 – 11 :25	Visit to a professional group and meeting with Kilonga children who finished their training on car mechanics.	Mokana, Tambohobe Fianarantsoa town
11 :25 – 11 :30	Travel to the location of the first professional group visited in Fianarantsoa to ask additional questions.	Fianarantsoa town
11 :30 – 11 :38	Second visit to professional group to ask supplementary questions.	Mokana, Tambohobe Fianarantsoa town
11 :38 – 11 :40	Travel to next meeting.	Fianarantsoa town
11 :40 – 12 :00	Visit to a professional group and meeting with Kilonga children who finished their secretarial training and are working in a cybercafé (part time)	Tambohobe Fianarantsoa town
12 :00 – 12 :05	Travel, return to the office of SIVE Haute Matsiatra	Fianarantsoa town
12 :05 – 13 :00	Meeting with Haute Matsiatra staff	Office de SIVE Haute Matsiatra, Fianarantsoa town
13:00 – 13:30	Field visit: travel du SIVE Haute Matsiatra location near Antsaharoa Fianarantsoa	Fianarantsoa
13:30 – 14:30	Meeting with Kilonga children educated in the EPP d'Antsaharoa (Public education, primary School)	EPP d'Antsaharoa Fianarantsoa
14:30 – 15:30	Meeting with mentors of the Kilonga children of the EPP	EPP d'Antsaharoa

	d'Antsaharoa (Primary School)	Fianarantsoa
15:30 – 16:50	Meeting with parents, members of "Tsaradia" WORTH group from Antsaharoa Fianarantsoa	EPP d'Antsaharoa Fianarantsoa
16:50 – 17:10	Visit of WORTH business: Piggery and duck raising.	Antsaharoa Fianarantsoa
17:10 – 17:45	Return from field visit to hotel.	Fianarantsoa
Tuesday, June 12th		
08 :15 – 08 :45	Travel from hotel to Ambalakely which was the location of the World Day Against Child Labour.	Fianarantsoa
08 :45 – 11 :45	Observation of the celebration of Kilonga children and partners of their World day Against Child Labor activities. Performances, certificate distribution, WORTH group product exhibition.	Ambalakely Fianarantsoa
11 :45 – 12 :00	Travel Return from Ambalakely to Fianarantsoa town for lunch	Fianarantsoa
12 :00 – 13 :30	Lunch and discussions with staff members of the Haute Matsiatra office.	Fianarantsoa town
13 :30 – 13 :50	Field visit: travel from Fianarantsoa town to Idanda	Fianarantsoa
13 :50 – 14 :00	Introductions, organization of participants in meetings	EPP d'Idanda Fianarantsoa
14 :00 – 15 :10	Meeting with Kilonga children educated in the EPP d'Idanda (Public education, Primary School)	EPP d'Idanda Fianarantsoa
15 :10 – 16 :15	Meeting with parents members of two WORTH groups from Idanda Fianarantsoa: "Soatahiry" and "Avotra"	EPP d'Idanda Fianarantsoa
16 :15 – 17 :20	Meeting with Idanda LCCL members	EPP d'Idanda Fianarantsoa
17 :10 – 17 :20	Travel to the site of WORTH business	Idanda Fianarantsoa
17 :20 – 17 :45	Visit of WORTH business: small street stall	Idanda Fianarantsoa
17 :45 – 18 :05	Return from field visit	Fianarantsoa
Wednesday, June 13th		
08 :00 – 18 :05	Return by car from Fianarantsoa to Antananarivo	Fianarantsoa/ Antsirabe / Antananarivo
Thursday, June 14th		
08 :00 – 08 :10	Travel from hotel to office de Pact in Ivandry	Antananarivo town
08 :10 – 08 :56	Meeting with Core Team	Office de Pact to Ivandry, Antananarivo
08 :56 – 09 :20	Travel from office of Pact to office of SIVE Analamanga	Antananarivo town

09 :20 – 12 :30	Meeting with Analamanga staff - Briefing on the evaluation schedule, - Interviews with staff	Office de SIVE Analamanga to Antanimena, Antananarivo
13 :00 - 14 :10	Field visit: travel from office of SIVE Analamanga to Mahitsy Antananarivo	Antananarivo
14 :10 – 15 :15	Meeting with Kilonga children educated in EPP de Mahitsy (Public education, Primary School) and with one child who had completed her secondary school and a graduate of professional training on car mechanics.	EPP de Mahitsy Antananarivo
15 :15 – 16 :05	Meeting with mentors of Kilonga children educated in the EPP de Mahitsy (Primary School)	EPP de Mahitsy Antananarivo
16 :05 – 17 :10	Meeting with parents members of two WORTH groups from Mahitsy Antananarivo: “Fanilo” and “Mitsinjo”	EPP de Mahitsy Antananarivo
17 :10 – 17 :20	Discussion in somewhat more detail about a WORTH businesses with a parent member of the WORTH group on worm raising and commerce.	EPP de Mahitsy Antananarivo
17 :20 – 18 :35	Return from field visit	Antananarivo
Friday, June 15th		
08 :15 – 08 :26	Travel from hotel to office of SIVE Analamanga	Antananarivo town
08 :26 – 08 :31	Field visit: travel from office from SIVE Analamanga to Centre de Formation Professionnelle (CFP) « Nambinintsoa » Vasakaosy Antananarivo (skills training)	Antananarivo town
08 :31 – 09 :40	Visit and meeting with Kilonga children attending a training on tailoring at the CFP (training centre) « Nambinintsoa » Vasakaosy. Also discussion with mentors and CFP director.	CFP Nambinitsoa Vasakaosy, Antananarivo town
09 :40 – 10 :20	Travel from CFP Nambinitsoa Vasakaosy to the next meeting at CFP Tanjombato Antananarivo	Antananarivo
10 :20 – 11 :30	Visit and meeting with Kilonga children who are attending a training on car mechanics at the CFP « ISMA »Tanjombato	CFP ISMA to Tanjombato Antananarivo
11 :30 – 12 :25	Meeting with the director who is also a mentor of the Kilonga children	CFP ISMA to Tanjombato Antananarivo
12 :25 – 12 :40	Travel from CFP ISMA Tanjombato to Bongatsara for next meeting.	Antananarivo
12 :40 – 13 :40	Lunch	Bongatsara Antananarivo
13 :40 – 13 :55	Travel from restaurant to EPP de Bongatsara (Primary School)	Bongatsara Antananarivo
13 :55 – 15 :20	Meeting with parents members of “Manavotra” WORTH group from Bongatsara Antananarivo	EPP de Bongatsara Antananarivo
15 :20 – 15 :55	Meeting with mentor charged with literacy training and assisting members of the WORTH group “Manavotra “	EPP de Bongatsara Antananarivo
15 :55 – 17 :50	Return from field visit	Antananarivo
Saturday,		

June 16th		
AM and PM	Work on notes and final preparation of the stakeholders meeting	Hôtel Ibis Ankorondrano, Antananarivo town
Sunday, June 17th		
10 :00 – 13 :15	Travel (by car) from Antananarivo to Andasibe	Antananarivo/ Andasibe
13 :15 – 14 :00	Lunch	Hôtel Eulophiella Andasibe
14 :00 – 14 :45	Meeting with the Core Team: finalization of preparation of the workshop	Hôtel Eulophiella Andasibe
14 :00 – 18 :35	Meetings with staff from: Anosy, Atsinanana and Alaotra-Mangoro offices.	Hôtel Eulophiella Andasibe
18 :35 – 19 :20	Travel from hotel Eulophiella Andasibe to hotel Vakona Lodge Andasibe	Andasibe
Monday, June 18th		
08 :15 – 08 :45	Travel from hotel to workshop.	Andasibe
08 :45 – 09 :00	Organization and start-up.	Hôtel Eulophiella Andasibe
09 :00 – 13 :40	Workshop	Hôtel Eulophiella Andasibe
13 :40 – 13 :47	Photos of groups	Hôtel Eulophiella Andasibe
13 :47 – 14 :45	Lunch	Hôtel Eulophiella Andasibe
14 :45 – 15 :05	Meeting with young girl withdrawn from fishing.	Hôtel Eulophiella Andasibe
15 :05 – 18 :30	Return from Andasibe to Antananarivo	Andasibe/ Antananarivo

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TERMS OF REFERENCE
for the
Independent Final Evaluation of Combating Exploitive Child Labor in Madagascar

Cooperative Agreement Number:	IL-17765-08-75-K
Financing Agency:	U.S. Department of Labor
Grantee Organization:	Private Agencies Collaborating Together
Dates of Project Implementation:	September 30, 2008 – September 28, 2012
Type of Evaluation:	Independent Final Evaluation
Evaluation Field Work Dates:	June 4-18
Preparation Date of TOR:	4/2/2012
Total Project Funds from USDOL Based on Cooperative Agreement:	US $4,500,000 Matching Funds: US$?
Vendor for Evaluation Contract:	**ICF** Headquarters, 11785 Beltsville Drive Calverton, MD 20705 Tel: (301) 572-0200 Fax: (301) 572-0999

I. BACKGROUND AND JUSTIFICATION

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

Since 1995, the U.S. Congress has appropriated over $900 million to USDOL for efforts to combat exploitive child labor internationally. This funding has been used to support technical cooperation projects to combat exploitive child labor in more than 90 countries around the world. Technical cooperation projects funded by USDOL range from targeted action programs in specific sectors of work to more comprehensive programs that support national efforts to eliminate child labor. USDOL-funded child labor elimination projects generally seek to achieve five major goals:

1. Reducing exploitative child labor, especially the worst forms through the provision of direct educational services and by addressing root causes of child labor, including innovative strategies to promote sustainable livelihoods of target households;
2. Strengthening policies on child labor, education, and sustainable livelihoods, and the capacity of national institutions to combat child labor, address its root causes, and promote formal, non-formal and vocational education opportunities to provide children with alternatives to child labor;
3. Raising awareness of exploitative child labor and its root causes, and the importance of education for all children and mobilizing a wide array of actors to improve and expand education infrastructures;
4. Supporting research, evaluation, and the collection of reliable data on child labor, its root causes, and effective strategies, including educational and vocational alternatives, microfinance and other income generating activities to improve household income; and
5. Ensuring the long-term sustainability of these efforts.

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

DOL-funded child labor elimination projects are designed to ensure that children in areas with a high incidence of child labor are withdrawn and integrated into educational settings, and that they persist in their education once enrolled. In parallel, the program seeks to avert at-risk children from leaving school and entering child labor. The projects are based on the notion that the elimination of exploitative child labor depends, to a large extent, on improving access to, quality of, and relevance of education. Without improving educational quality and relevance, children withdrawn/prevented from child

labor may not have viable alternatives and could resort to other forms of hazardous work.

In FY2010, Congress provided new authority to ILAB to expand activities related to income generating activities, including microfinance, to help projects expand income generation and address poverty more effectively. The addition of this livelihood focus is based on the premise that if adult family members have sustainable livelihoods, they will be less likely to have their dependent children work and more likely to keep them to school.

Since 2001, the US Congress has provided some $390 million to USDOL to support competitively-bid projects that focuses on the elimination of child labor through the provision of educational and training services. These projects, awarded in the form of a cooperative agreement, are being implemented by a wide range of international and non-governmental organizations as well as for-profit firms.

CECLE Project Context

Children in Madagascar are subjected to the worst forms of child labor including agriculture and mining. Evidence suggests that children as young as 8 years old are involved in the production of wine, tea, cocoa, cotton, and vanilla.[58] Children who labor in the tea industry typically work with fertilizer and carry up to 50 kilograms of weight on their backs. There is also evidence suggesting that children are engaged in the production of sisal in the district of Amboasary and the production of copra in Sambava and Toamasina.[59] In the coastal regions, children are typically engaged in fishing, shrimping, and oyster industries. Children engaged in the fishing industry, who gather shrimp, and perform deep sea diving are at risk of drowning and excessive sun exposure. Children are also involved in the mining of gemstones, salt, and gold. In the town of Ilakaka, children are engaged in salt mining, these children are at risk of suffocation as a result of mines caving-in and landslides, are required to carry heavy loads, and are exposed to high temperatures and illness. Children engaged in mining gold tend to be from the regions of Analamanga, Vakinankaratra, and Anosy. [60]

Children have also been reported to be involved in transporting bricks from the location they were made to trucks or construction sites. Children who work in stone quarries are reported to work long hours and face physical and verbal abuse.[61] Children who work in the urban sector are reported to transport goods by rickshaw; these children are at risk of carrying heavy loads and performing other dangerous activities. Malagasy children who are engaged in domestic service tend to work an average of 12 hours per day, with some children working as much as 18 hours per day. [62]

Children working as domestic servants carry heavy loads and receive little to no payment for their work. These children tend to be subject to hazardous activities as well

[58] USDOL, "U.S. Department of Labor's 2010 Findings on the Worst Forms of Child Labor," Madagascar country report, p.459-460.
[59] Ibid.
[60] Ibid.
[61] Ibid.
[62] Ibid.

as sexual and psychological abuse from their employers.[63] Children in Madagascar may also be engaged in commercial sexual exploitation in the coastal cities and in Antananarivo. The victims of child sex tourism tend to be girls; however, boys are also exploited.[64] These children are recruited through deceitful offers of employment in the service industry. Madagascar is source country for domestic and international trafficking in persons. Reports suggest that children are most often trafficked domestically from rural to urban areas for forced labor in sectors such as commercial sexual exploitation, domestic service, mines, fishing, and agriculture.[65]

USDOL has provided US $9.25 million to combat exploitive child labor in Madagascar. [66] In addition to the Combating Exploitive Child Labor project that is the subject of this evaluation, USDOL funded a $4.75 million ILO-IPEC Timebound program which was completed in 2009. This program aimed to withdraw 3,500 children and prevent 6,500 children from exploitive labor focusing on prostitution, domestic work, stone quarries and mines, and rural and urban informal sectors. [67] ILO-IPEC also supported the Government of Madagascar to train labor inspectors on child labor detection, and to continue its partnership with the Malagasy Soccer Federation to raise awareness on child labor, as part of its "red card" to child labor campaign. [68]

USDOL-FUNDED PROJECTS In Madagascar			
YEARS	**Grantee**	**PROJECT**	**AMOUNT**
2004-2009	ILO-IPEC	Timebound: Prostitution; domestic work; stone quarries and mines, rural and urban informal sectors	$4,750,000
2008-2012	PACT	Education Initiative: Combating Exploitive Child Labor through Education	$4,500,000
		TOTAL Madagascar	**$9,250,000**
		Madagascar Only Total	**$9,250,000**

The Government of Madagascar has ratified ILO Conventions 182 and 138, and is an ILO-IPEC participant country. The Labor Code sets the minimum age for employment at 15 years; however, children are only required to attend school until the age of 10. This gap between compulsory education and the legal working age makes children more vulnerable to engaging in the worst forms of child labor. [69] The Labor Code bans children under the age of 18 from employment that is immoral or hazardous. However, Decree N2007-563 allows children between the ages of 15-17 to perform light work if the work does not exceed their strength, is not dangerous, and does not interfere with

[63] Ibid.
[64] Ibid.
[65] Ibid.
[66] USDOL, "Project Status – Africa," http://www.dol.gov/ilab/projects/sub-saharan_africa/project-africa.htm
[67] USDOL, "U.S. Department of Labor's 2010 Findings on the Worst Forms of Child Labor," Madagascar country report, p. 461-462
[68] USDOL, "U.S. Department of Labor's 2008 Findings on the Worst Forms of Child Labor," Madagascar country report, p. 226-227.
[69] USDOL, "U.S. Department of Labor's 2010 Findings on the Worst Forms of Child Labor," Madagascar country report, p. 461-462

the child's health or physical, mental, spiritual, moral and social development. [70] Both the Decree and the Labor Code prohibit children under the age of 18 from working at night. The Decree also forbids children from working near toxic materials and pesticides, in bars, discos, casinos, and mines. Decree N2007-563 criminalizes commercial sexual exploitation of children, trafficking of children, use of children in illicit activities such as trafficking drugs, and use of children to produce and disseminate pornographic materials. [71]

In 2009 Madagascar experienced a period of instability which resulted in a military led coup. Following the coup, efforts to coordinate activities to combat and enforce laws that protect children from the worst forms of child labor have been hindered. Much of the funding from international donors, including the African Union, European Union, World Bank, and the U.S. were suspended as a result of the 2009 coup. [72] Many public servants and labor inspectors have been relieved of their positions and have yet to be replaced. Since the coup, the government in Madagascar has not fully recognized or sufficiently implemented some of the previous government policies on the worst forms of child labor. [73] The previous government in Madagascar adopted the Madagascar Action Plan (MAP) (2007-2012), with the objective of fighting child labor and trafficking. The government also adopted the National Action Plan to Eliminate the Worst Forms of Child Labor (NAP) (2004-2019). NAP includes the anti-trafficking and anti-prostitution initiatives. [74]

Combating Exploitive Child Labor (CECLE) in Madagascar

On September 30, 2008, PACT received a 4-year Cooperative Agreement worth $4.5 million from USDOL to implement a Child Labor Education Initiative (EI) project in Madagascar, aimed at withdrawing and preventing children from exploitative child labor by expanding access to and improving the quality of basic education and supporting the original four goals of USDOL EI projects:

1. Withdrawing or preventing children from involvement in exploitive child labor through the provision of direct education services;

2. Strengthen policies on child labor and education, the capacity of national institutions to combat child labor, and formal and transitional education systems that encourage children engaged in or at risk of engaging in exploitive labor to attend school;

3. Raising awareness of the importance of education for all children and mobilizing a wide array of actors to improve and expand education infrastructure;

4. Supporting research and the collection of reliable data on child labor; and

5. Ensuring the long-term sustainability of these efforts.

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[70] Ibid.
[71] Ibid.
[72] Ibid.
[73] Ibid.
[74] Ibid.

Private Agencies Collaborating Together (PACT) was awarded this project through a competitive bid process.

As stipulated in the Cooperative Agreement, the project targets 9,000 children: 4,500 for withdrawal and 4,500 for prevention from the worst forms of child labor through educational services and/or vocational training. Children will be withdrawn and prevented from CSEC, domestic servitude, mining, quarrying, farming, and heavy load carrying work in both urban and rural areas. The project will provide direct services to children in Antananarivo, Alaotra-Mangoro, Analamanga, Anosy, Atsinanana, Diana, Haute Matsiatra, and Vakinankaratra.

The project will contribute to the elimination of the worst forms of child labor (WFCL) in Madagascar, through the following objectives:

1. Prevent the WFCL and withdraw current child victims;
2. Strengthen national capacity to combat the WFCL and promote education;
3. Conduct public awareness campaigns regarding the adverse effects of child labor and the importance of education;
4. Promote research and put into place databases on child labor;
5. Promote sustainability of efforts to fight child labor.

Midterm Evaluation

A mid-term evaluation was conducted in October 2010 by Dr. Mei Zegers. The evaluation consisted of document review; individual and group interviews with project staff, beneficiaries, and other stakeholders; and site visits. The evaluation approach was primarily qualitative in terms of data collection methods. Quantitative data was drawn from the project reports to the extent that was possible. The data collection and stakeholder perspectives were triangulated for as many as possible of the evaluation questions and efforts were made to include parents, children, and beneficiary participation using a child-sensitive approach to interviews where necessary.

The evaluation found that the project's ability to combat child labor despite the prohibition against working with government institutions was creditable. The evaluator determined that the project was mostly on track and making good progress at midterm in terms of meeting its established targets and objectives despite the challenging situation. Positive effects were found in effectively withdrawing and preventing children from child labor. The evaluator indicated that a number of factors contributed to the success of each of the objectives, these include the committed staff members, willingness to modify the project to the changing political situation, the mentors, the endowment of school supplies and scholarships, and the transitional summer courses. At the midterm, the project had withdrawn or prevented over 7,000 children from WFCL.

The main recommendations from the evaluation included:

• Intensify awareness-raising methods on withdrawing and preventing child labor and promoting education. Actively integrate the ILO Supporting Children's Rights through

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

II. PURPOSE AND SCOPE OF EVALUATION

OCFT-funded projects are subject to mid-term and final evaluations. The field work for final evaluations is generally scheduled three months before the end of the project. The Combating Exploitive Child Labor in Madagascar began implementation in September 2008 and is due for final evaluation in 2012.

Scope of Evaluation

The scope of the evaluation includes a review and assessment of all activities carried out under the USDOL Cooperative Agreement with PACT. All activities that have been implemented from project launch through time of evaluation fieldwork should be considered. The evaluation should assess the achievements of the project in reaching its targets and objectives as outlined in the cooperative agreement and project document.

The evaluation should address issues of project design, implementation, management, lessons learned, replicability, monitoring and evaluation, impact, sustainability and provide recommendations for current and future projects. Specifically the evaluation should assess project implementation and impact regarding the political crisis the political crisis in terms of child labor in Madagascar. The questions to be addressed in the evaluation (provided below) are organized to provide an assessment of the relevance, effectiveness, efficiency, sustainability, and (to the extent possible) impact on the target population.

Final Evaluation Purpose

The purpose of the final evaluation is to:

1. Assess whether the project has met its objectives and identify the challenges encountered in doing so;

2. Assess the relevance of the project in the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and policies of the host country government and USDOL;
3. Assess the intended and unintended outcomes and impacts of the project;
4. Provide lessons learned from the project design and experiences in implementation that can be applied in current or future child labor projects in the country and in projects designed under similar conditions or target sectors; and
5. Assess whether results from project activities can be deemed sustainable at the local and national level and among implementing organizations.

The evaluation should also provide documented lessons learned, promising practices, and models of intervention that will serve to inform future child labor projects and policies in Madagascar and elsewhere, as appropriate. It will also serve as an important accountability function for USDOL and PACT. Recommendations should focus around lessons learned and promising practices from which future projects can glean when developing their strategies toward combating exploitive child labor.

Intended Users

This final evaluation should provide USDOL, PACT, other project-specific stakeholders, and stakeholders working to combat child labor more broadly, an assessment of the project's experience in implementation and its impact on project beneficiaries. Lessons learned and promising practices should be used by stakeholders in the design and implementation of subsequent phases or future child labor projects in the country and elsewhere as appropriate. The final report will be published on the USDOL website, so the report should be written as a standalone document, providing the necessary background information for readers who are unfamiliar with the details of the project.

Evaluation Questions

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

Relevance

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

1. Did the project adequately support the four USDOL Education Initiative goals it was funded to support? If not, which ones were not adequately supported and why?
2. Did the project assumptions prove to be accurate?
3. Were the project's main strategies/activities for in withdrawing/preventing children from WFCL relevant and appropriate, given the cultural, economic, and political context in which the project operates? Please explain why or why not.
4. What are the main obstacles or barriers that the project has encountered in addressing child labor in this country? (i.e. poverty, lack of educational

infrastructure, lack of demand for education, etc.) Has the project been successful in addressing these obstacles?
5. Did the project adjust implementation and/or strategy based on the findings and recommendations of the mid-term evaluation? If so, how?
6. What other major design and/or implementation issues should be brought to the attention of the grantee and USDOL?
7. Assess the relevance of the project in the cultural, economic, and political context in the country.

Effectiveness

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

1. Has the project achieved its targets and objectives as stated in the project document? What factors contributed to the success and/or underachievement of each of the objectives?
2. Assess the effectiveness of the "direct action" interventions, including the education interventions provided to children (formal education, informal education, non-formal education, and skills training). Did the provision of these services result in children being withdrawn/prevented from exploitive child labor?
3. Assess the effectiveness of the services in meeting the needs of the target population identified in the project document including children prevented and withdrawn from labor.
4. Assess the effectiveness of the specific models (Mentoring Model, Participatory Educational Methodology, and Pathways Advancing Viable Education) on increasing educational opportunities, creating community ownership, increasing the capacity of communities, and increasing awareness/understanding of the dangers of child labor.
5. Has the project accurately identified and targeted children engaged in, or at risk of working in, the target sectors identified in the project strategy (agriculture, mining, fishing, shrimping, production of wine tea, cocoa, cotton and vanilla, and informal sectors such as transporting bricks, operating rickshaws, and domestic service)? In a larger sense, did they accurately identify the worst forms of child labor in the country?
6. Are there any specific lessons learned regarding the types and effectiveness of the services provided, including any lessons learned that are sector-specific?
7. What monitoring systems does the project use for tracking the work status of children? Were they feasible and effective? Why or why not?
8. What are the management strengths, including technical and financial, of this project?
9. What are promising practices in this project that are recommended for other projects?
10. What are the main lessons learned from this project in the areas (but not limited to): education and its role in withdrawal and prevention, coordination and collaboration among stakeholders, awareness raising and its role in achieving the project's objectives, and policy and legislation development?
11. Identify the activities that were carried out by the program which contributed to raising the effectiveness of the existing educational systems, in addition to raising

the efficiency of workers in these systems.

12. To what extent has the project achieved the recommendations of the midterm evaluation?

Efficiency

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

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

Impact

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

1. What appears to be the project's impact, if any, on individual beneficiaries (children, parents, teachers, etc.)?
2. Assess the impact, to the extent possible, of project activities/strategies on education quality (both formal and non-formal interventions). How has the education quality improvement component been received by the government and the communities?
3. What appears to be the project's impact, if any, on partners or other organizations working on child labor in the country (NGOs, community groups, schools, national child labor committee, etc)?
4. Did the program's target groups experience any changes in their lives as a result of the program's interventions? Identify these changes.

Sustainability

The evaluation should assess whether the project has taken steps to ensure the sustainability of project activities and results after the completion of the program, including sources of funding and partnerships with other organizations and/or the government, and identify areas where this may be strengthened. Specifically, it should address:

1. Will the exit strategy and sustainability plan integrated into the project design likely be effective?
2. How successful has the project been in leveraging non-project resources? Are there prospects for sustained funding?
3. What have been the major challenges and successes in maintaining partnerships in support of the project, including with other USDOL-funded projects?
4. What have been the major challenges and opportunities, if any, of implementing coordination with the ILO/IPEC?
5. What have been some of the challenges and opportunities in working with

international and/or multilateral organizations?
6. What have been some of the challenges and opportunities in working with other national NGOs and/or community-based organizations present in the country?
7. Will the monitoring systems, and other committees/groups and systems created by the project be sustainable?
8. What lessons can be learned of the project's accomplishments and weaknesses in terms of sustainability of interventions?
9. Identify the most important outcomes, lessons learned, or promising practices that should be considered if there is any opportunity to extend this program and what should be avoided in order to improve implementation and for future USDOL projects.
10. Assess the sustainability of effects of the project.
11. Provide recommendations for the projects continuation.

III. EVALUATION METHODOLOGY AND TIMEFRAME

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

A. Approach

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

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

6. Site visits should include focus groups with KILONGA (direct beneficiaries), focus groups with parents involved in the WORTH groups (indirect beneficiaries) witness mentoring activities, visit professional groups, visit a Worth group meeting and visit parents' RGA.

B. Final Evaluation Team

The evaluation team will consist of:

1. The international evaluator

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

C. Data Collection Methodology

1. Document Review
   - Pre-field visit preparation includes extensive review of relevant documents
   - During fieldwork, documentation will be verified and additional documents may be collected
   - Documents may include:
     - Project document and revisions,
     - Cooperative Agreement,
     - Technical Progress and Status Reports,
     - Project Logical Frameworks and Monitoring Plans,
     - Work plans,
     - Correspondence related to Technical Progress Reports,
     - Management Procedures and Guidelines,
     - Research or other reports undertaken (baseline studies, etc.), and
     - Project files (including school records) as appropriate.

2. Tools Development

Before beginning fieldwork, the evaluator will create a question matrix, which outlines the source of data from where the evaluator plans to collect information for each TOR question. This will help the evaluator make decisions as to how they are going to allocate their time in the field. It will also help the evaluator to ensure that they are exploring all possible avenues for data triangulation and to clearly note where their evaluation findings are coming from.

Following initial discussion of the question Matrix, detailed question guides by data source will be developed by the evaluator. All effort will be exerted that question guides encompass all the TOR questions as well as others that the evaluator deems necessary. The guides may be overlapping and this will be intended to create a pattern of perceptions about different issues.

3. Initial contacts with USDOL and Project Management

Following the development of the question Matrix, the evaluator will conduct teleconference interviews with USDOL and PACT project management. The purpose of these interviews/discussions will be to gather as much information about the project prior to the field, develop a clearer understanding of the main success and challenges of the project, gain in-depth perspective on the progress of the project since the mid-term evaluation and acquire initial insights about the project's response to the recommendations of the mid-term evaluation. This step will also inform the tools development for the field work and help refine the question matrix.

4. Interviews with stakeholders

Informational interviews will be held with as many project stakeholders as possible. Depending on the circumstances, these meetings will be one-on-one or group interviews. Technically, stakeholders are all those who have an interest in a project, for example, as implementers, direct and indirect beneficiaries, community leaders, donors, and government officials. Thus, it is anticipated that meetings will be held with:

- ILAB/OCFT Staff
- Headquarters, Country Director, Project Managers, and Field Staff of Grantee and Partner Organizations
- Government Ministry Officials and Local Government Officials
- Community leaders, members, and volunteers
- School teachers, assistants, school directors, education personnel
- Project beneficiaries (children withdrawn and prevented and their parents)
- International Organizations, NGOs and multilateral agencies working in the area
- Other child protection and/or education organizations, committees and experts in the area
- Labor Reporting Officer at U.S. Embassy and USAID representative

5. Field Visits

The evaluator will visit a selection of project sites. The final selection of field sites to be visited will be made by the evaluator in collaboration with CECLE management team. Every effort should be made to include some sites where the project experienced successes and others that encountered challenges, as well as a good cross section of sites across targeted CL sectors. Moreover, some of the sites previously visited during the mid-term evaluation will also be included in the list of sites. During the visits the evaluator will observe the activities and outputs developed by the project. Focus groups with children and parents will be held, and interviews will be conducted with representatives from local governments, NGOs, community leaders and teachers. Time permitting; the evaluator will further observe some of the sessions run by teachers/facilitators in educational facilities. This will allow the evaluator to assess interaction between facilitators and the children.

D. Ethical Considerations and Confidentiality

The evaluation mission will observe utmost confidentiality related to sensitive information and feedback elicited during the individual and group interviews. To mitigate bias during the data collection process and ensure a maximum freedom of expression of the implementing partners, stakeholders, communities, and beneficiaries, implementing partner staff will generally not be present during interviews. However,

implementing partner staff may accompany the evaluator to make introductions whenever necessary, to facilitate the evaluation process, make respondents feel comfortable, and to allow the evaluator to observe the interaction between the implementing partner staff and the interviewees.

E. Stakeholder Meeting

Following the field visits, a stakeholders' meeting will be conducted by the evaluator that brings together a wide range of stakeholders, including the implementing partners and other interested parties. The list of participants to be invited will be drafted prior to the evaluator's visit and confirmed in consultation with project staff during fieldwork. All efforts will be made to ensure that some participants from sites not visited during the evaluator's visit will be present during the stakeholders meeting.

The meeting will be used to present the major preliminary finding and emerging issues, solicit recommendations, and obtain clarification or additional information from stakeholders, including those not interviewed earlier. The agenda of the meeting will be determined by the evaluator in consultation with project staff. Some specific questions for stakeholders will be prepared to guide the discussion and possibly a brief written feedback.

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

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

F. Limitations

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

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

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

G. Timetable and Workplan

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

Activity	Responsible Party	Proposed Date(s)
Pre-evaluation phone debrief between DOL and evaluator	ICF: organize call DOL: highlight DOL's priorities for evaluation Evaluator: ask clarifying questions	TBD
Desk Review	Evaluator	April-May
Question Matrix and Instruments due to ICF/ DOL	Evaluator	5/4/2012
Finalize TOR and submit to Grantee and DOL	ICF and Evaluator	5/10/2012
Introductory Meetings with Project Staff and National Stakeholders	Evaluator	6/4/2012
Field Site Visits	Evaluator	6/4/2012-6/15/2012
National Stakeholder Meeting	Evaluator	6/18/2012
Post-evaluation debrief call with DOL	ICF: organize call Evaluator: provide debrief of evaluation, chief findings, and any questions going forward DOL: answer any questions	6/21/2012
Draft report to ICF for QC review	Evaluator	7/2/2012
Draft report to DOL & Grantee for 48 hour review	ICF	7/9/2012
Comments due to ICF	DOL & Grantee	7/11/2012
Draft report released to stakeholders (including DOL)	ICF	7/13/2012
Second draft of report to DOL	DOL	8/1/2012
DOL Comments due to ICF	DOL	8/8/2012
Final approval of report*	DOL	8/17/2012
Finalization & distribution of report	ICF	9/13/2012

***Additional reviews may be necessary which may affect the date of final approval.**

IV. EXPECTED OUTPUTS/DELIVERABLES

The evaluator is responsible for drafting and finalizing the final evaluation report. The total length of the report should be a minimum of 30 pages and a maximum of 45 pages for the main report, excluding the executive summary and annexes.

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

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

After returning from fieldwork, the first draft evaluation report is due to ICF on 7/2/2012, as indicated in the above timetable and as agreed upon with USDOL. A final draft is due one week after receipt of comments from ILAB/OCFT and stakeholders and is anticipated to be due on DATE, as indicated in the above timetable. All reports including drafts will be written in English.

The report should have the following structure and content:

I. Table of Contents

II. List of Acronyms

III. Executive Summary (providing an overview of the evaluation, summary of main findings/lessons learned/promising practices, and three key recommendations)

IV. Evaluation Objectives and Methodology

V. Project Description

VI. Relevance

   A. Findings - answering the TOR questions
   B. Lessons Learned/Promising Practices

VII. Effectiveness

   A. Findings – answering the TOR questions
   B. Lessons Learned/Promising Practices

VIII. Efficiency

   A. Findings – answering the TOR questions
   B. Lessons Learned/Promising Practices

IX. Impact

   A. Findings – answering the TOR questions
   B. Lessons Learned/Promising Practices

X. Sustainability

   A. Findings – answering the TOR questions
   B. Lessons Learned/Promising Practices

XI. Recommendations and Conclusions

   A. Key Recommendations - critical for successfully meeting project objectives
   B. Other Recommendations – as needed
      1. Relevance
      2. Effectiveness
      3. Efficiency
      4. Impact
      5. Sustainability

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

V. EVALUATION MANAGEMENT AND SUPPORT

ICF has contracted with Mei Zegers to conduct this evaluation. Mei Zegers has a Ph.D. in the Social Sciences (Free University of Amsterdam). Her experience lies within the fields of education and training; gender issues, particularly mainstreaming; child labor; organization and analysis and institutional networking; livelihoods/informal economy; and community development. She has been a Team Leader having led groups of up to 30 in design, monitoring and evaluation/impact assessment of projects and organizations, and quantitative and qualitative research. Ms. Zegers has worked on several USDOL projects for ICF where she successfully served as Team Leader on the Final Evaluation Child Labor and Education Project in Pakistan; the Final Evaluation Child Labor and Education project including children trafficked for commercial and sexual exploitation and domestic labor in Indonesia, the Philippines and Zambia; and Final Evaluation child labor and education including children trafficked for domestic labor and agricultural work.

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