

FUNDED BY THE UNITED STATES  
DEPARTMENT OF LABOR

# Independent Final Evaluation of the Combating Child Labor Through Education in Morocco (ADROS) Project

Management Systems International  
Cooperative Agreement Number: E-9-K-3-0052



2008

**M** INTERNATIONAL INC.  
MACRO

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## LIST OF ACRONYMS AND TERMS

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### Acronyms

CLU	Child Labor Unit
DT	<i>Direction du Travail</i> or Directorate of Labor/Labor Office
EI	Education Initiative
EN	<i>Entraide Nationale</i> or National Solidarity
GOM	Government of Morocco
GPRA	Government Performance and Results Act
ILO	International Labour Organization
INDH	National Initiative for Human Development
INSAF	Moroccan NGO working against child labor, especially <i>petites bonnes</i>
IPEC	International Programme on the Elimination of Child Labor
M&E	Monitoring and Evaluation
MDSS	Ministry of Social Development and Solidarity ( now MDSFS)
MDSFS	Ministry of Social Development, the Family and Solidarity
MNEY	Ministry of National Education and Youth
MSI	Management Systems International
NGO	Nongovernmental Organization
NSC	National Steering Committee, or <i>Comité Directeur Nationale</i> (CDN) in French
OCFT	Office of Child Labor, Forced Labor and Human Trafficking
ONDE	National Observatory for the Rights of Children
SEENF	State Secretariat for Literacy and Nonformal Education
SELENF	State Secretariat of Literacy and Nonformal Education
SEFEPH	State Secretariat for the Family, Children and Handicapped Persons (now MDSFS)
STS	Student Tracking System
TPR	Technical Progress Report
UNICEF	United Nations Children Fund
USDOL	United States Department of Labor
WFCL	Worst Forms of Child Labor

**Terms**

ADROS “Study” in Arabic; project name

Dima ADROS “Always Study” in Arabic; Phase II project name

Inqad “Rescue” in Arabic; name of awareness campaign on child labor

# EXECUTIVE SUMMARY

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## Introduction

This is the final evaluation for the ADROS: Combating Child Labor through Education in Morocco Project. In Arabic, one of the two most prominent languages spoken in Morocco, *Adros* means “study,” and *Dima Adros* means “always study.” The ADROS project was implemented by Management Systems International (MSI), and financed by the U.S. Department of Labor (USDOL) under the Education Initiative (EI) Cooperative Agreement E-9-K-3-0052, for a total of US\$ 3.1 million. The start date of the project was August 6, 2003, and it is scheduled to end on March 31, 2008.

## Evaluation Objectives

The following are the objectives of this evaluation:

- Assess the progress of project outputs and activities toward reaching targets and objectives.
- Assess issues of project design, implementation, partnership and coordination, monitoring and evaluation, impact, and sustainability regarding all project activities.
- Assess to what extent the recommendations of the midterm evaluation have been achieved.
- Identify lessons learned and good practices for future USDOL projects.
- Provide recommendations for the project’s continuation as Dima ADROS.

## The Evaluation Methodology

The evaluation visit ran from January 20 to February 7, 2008. A variety of methods were used, including desk reviews of documents; group and individual interviews with stakeholders and project staff; visits with classes and nongovernmental organizations (NGOs) in the three target areas of the project—Rabat/Salé, Casablanca/Mohammédia, and Marrakech/El Kelaâ; and visits to the three shelters in Rabat, Casablanca, and Marrakech. The site visits included interviews with direct (children) and indirect (parents) beneficiaries, teachers, and NGO staff, and observations of teaching. At the USDOL’s request, the evaluator has emphasized qualitative data from beneficiaries, and direct quotations are included where relevant.

## Findings

### Project Design

Modification to the project’s original design was necessary and beneficial. The ADROS Project’s original main objective was to have “the practice of educating child laborers, and notably *petites bonnes* (or young maids) widely adopted.” The original target aimed to withdraw

5,440 *petites bonnes*, and 900 other children involved in other forms of child labor, from work and enroll them in school; targeting a total of 6,340 children. Early on in the project, there were difficulties noted in withdrawing the *petites bonnes* from work. For this reason, the project was modified and the emphasis on withdrawal was changed to prevention. The main focus became educating children as a means of keeping them from entering the labor market, and in so doing, children were also tutored to help and keep them from leaving school.

### ***Implementation***

The ADROS Project worked with a wide variety of partners to implement this project. The work already being undertaken by ADROS in advocacy, policy, and providing nonformal education and tutoring was not a new departure. ADROS worked with various partners who were already engaged in such a manner, in order to implement the project. The unique contribution of ADROS was in their implementing ability, their collaboration with a wide range of partners, and their ability to determine the capacity-level that their partners were at and work with them at their levels; often providing approaches, tools, viewpoints, or energy that added value to the process for all.

### ***Partnership & Coordination***

The great majority of those who worked with ADROS felt ADROS was a good partner and enjoyed working with them, though a few mentioned issues of coordination. NGO partners and their facilitators often commented on how much they appreciated the management style of ADROS. Though, some Government of Morocco (GOM) officials felt ADROS should better coordinate with their offices. Other challenges were mentioned by NGO partners and their facilitators, who felt they should be paid more because of the additional time required for data collection and paperwork.

### ***Monitoring & Evaluation***

While monitoring and evaluation was often felt to be a burden for both partners and ADROS, it was also in large part what contributed to the good results obtained by ADROS. Much of the data collected allowed teachers to be paid by merit, increasing their motivation to succeed. ADROS' concerns about monitoring and evaluation and their discussions with USDOL led the evaluator to conclude that clearer lines of communication should exist between the two, especially for questions originating from grantees.

### ***Impact & Sustainability***

Impact and sustainability were examined with regard to all of ADROS' partners and beneficiaries, as elaborated below.

#### ***Impact***

For *children*, the targets for enrollment in nonformal education were surpassed: though the target was 6,340, there were 7,334 enrolled. Tutoring classes were given to 4,548 students, and their comments reveal high satisfaction with these classes; most said classes were at just the right level, and that they helped them understand both subject matter and how to do homework.

However, although 66 percent of children completed at least one year of nonformal education classes, only 13 percent entered formal or vocational education; the main reason seemed to be poverty.

The *facilitators* or teachers expressed very positive responses, reflected in their high levels of effort. For many facilitators, this was often their first job, and they enjoyed being able to earn a salary and the training they received. Many thought it was wonderful that the program was helping needy children, and were pleased to be doing something for their society. In feeling good about what they were doing, the facilitators often went beyond what was required of them.

ADROS had the largest impact on smaller and newer *NGOs*; increasing their capacities and lending them credibility. For many, ADROS was their first partner, and the good work they did with ADROS lent them credibility and allowed them to attract other partners to support their work. Another important impact was in more direct capacity-building, via trainings in topics like financial management and administration. Some larger *NGOs* expressed less of an impact, and some stopped working with ADROS because they said the payments involved did not justify the paperwork.

There was quite a diversity of opinion among *government partners* regarding the impact of working with ADROS, though opinions were positive overall. Some were very enthusiastic, especially with regards to ADROS' help with strategic planning. Officials from different GOM Ministries mentioned that ADROS' experience and success in the field was an inspiration to them, giving them a vision of what was possible. Some officials were less enthusiastic, especially as it concerned coordination efforts. Overall, opinion among them was positive.

The United States Embassy was very positive about ADROS' impact. The U.S. Embassy was represented by a consular official. She expressed appreciation of ADROS' work, and used them as valuable sources of statistical and anecdotal information on child labor in Morocco. Her rating of their work was succinct: "It's the best three million dollars we've spent in Morocco in ages!"

The recommendations from the midterm evaluation were largely but not totally accomplished. The regional committees were not sustainable without ADROS' support, and the television station that was going to produce the series on *petites bonnes* withdrew its support.

### *Sustainability*

While ADROS and the new Dima ADROS project will continue for a limited time, many of ADROS' activities will have sustainable effects; these include increased public awareness about child labor, a draft child labor law, a new Child Labor Unit, and capacity-building for *NGOs* and the Government of Morocco. The public awareness work done by ADROS, in conjunction with several of their partners, has made the public more aware of the laws regulating children's work and education; and the advocacy efforts undertaken with many of the same partners has led to the draft of a domestic labor law, and plans to work on another law regulating handicrafts. Training in strategic planning has helped some Ministries work more efficiently, and ADROS' success in fieldwork has inspired others to try to emulate it. They have shared best practices in tutoring and nonformal education, and plan to technically support a new Child Labor Unit established in the Directorate of Labor. ADROS' work and training with *NGOs* has built the capacity of many to

attract other partners, and has built the teaching capacity of facilitators who can continue such work. The main problem with sustainability rests on the failure of the regional committees, intended to guarantee sustainability, to operate on their own.

## **Results and Conclusions**

### ***Best Practices and Lessons Learned***

#### *Timeliness*

- Due to an increase in public awareness, this is an excellent time for work against child labor in Morocco.

#### *Project Design*

- In some cases, prevention is better—and more cost-effective—than is withdrawal.
- Modification of the project's original design to include children beyond young maids, and focusing on preventing children from working, allowed the ADROS Project to reach numbers beyond its original target.

#### *Implementation*

- Good, responsive, and caring management accomplishes much and provides a good model; both in its implementation and in the positive response to it. The participatory approach is part of this, with partners' concerns taken seriously.
- Field visits inspire both core staff and implementing partners to work harder.
- Partner NGOs with access to much alternative support may discontinue working with ADROS because of limited funding; some already have.

#### *Partnership and Coordination*

- Teamwork and fitting into ongoing GOM and international child labor programs is highly productive.
- Coordination with GOM partners needs to be carefully attended to.
- Advocacy and awareness-building with the GOM and international partners is very productive.
- On-the-ground demonstrations of best practices are valuable, and motivate other agencies to emulate them.
- Capacity-building is desired, appreciated, and effective.

### *Monitoring and Evaluation*

- Close monitoring and contingent payment lead to good educational results.
- Although it is very difficult, children's working status, including during the summer, was not tracked and needs to be.
- Clearer lines of communication should exist between the USDOL and grantees, especially for grantees' questions.

### *Impact and Sustainability*

- ADROS has had a large impact in both withdrawing and preventing children from working, and they and their parents were very satisfied.
- High completion rates in nonformal education do not guarantee entry into formal or vocational education; schools are accepting, but family financial needs are still an important limiting factor.
- Sustainable impacts were obtained through advocacy work on awareness, formulation of child labor laws, and the capacity-building development of GOM agencies, NGO partners, and teacher/facilitators.

### **Conclusions**

- The ADROS project reached well beyond its original target of 6,340 children; with 7,334 enrolled in nonformal education classes and an additional 4,548 in tutoring classes. This was accomplished by expanding the target population beyond that of young maids being withdrawn from work and enrolled in school.
- The evaluator feels that the focus on children in poor neighborhoods who were not in school, or who had low school grades, meets the USDOL criterion of children at highest risk of working.
- ADROS' positive and participatory management of the implementing NGOs was much appreciated by them and encouraged their success. Related to this, the GOM has requested ADROS' participation in a campaign to certify 2,000 NGOs, as these NGOs will be the implementing actors for the GOM's nonformal education and tutoring programs.
- Most of ADROS' main collaborating partners, GOM agencies and international organizations like UNICEF and IPEC, were satisfied with the coordination between them, though a few desired more. ADROS worked productively with many of these groups in drafting a new child labor law and producing a media campaign to raise awareness about young maids.
- The GOM partners especially valued ADROS' example of on-the-ground implementation of nonformal education and tutoring practices, which allowed them to see what was

possible to do within their own agencies. ADROS also aided some to increase their planning capacity.

- ADROS' rather complex monitoring and evaluation system is often a burden for them and their NGO partners, causing partners to request additional compensation for the extra time involved. Yet the data they collect, beyond that required for USDOL common indicators, achieves several things: it allows them to encourage absent children to attend; allows for ADROS to pay only for children completing the course; and allows for improved grades in the case of tutored children. This has also been a very effective tool to encourage teacher diligence, demonstrated by high rates of completion and improved grades (85 percent in 2006–2007).
- In the course of exploring monitoring and evaluation, the evaluator found that clearer lines of communication should exist between USDOL and grantees, especially for grantees' questions.
- ADROS has not been able to monitor students working during summers, or after completing the program but before age 15. This is difficult and time-consuming, but a solution needs to be found since it is essential for USDOL.
- Though over 65 percent of children completed nonformal education classes, only 13 percent enrolled in formal education. This is related to family poverty, and also to public doubt about the value of a formal education.
- The most sustainable impacts of ADROS were obtained through advocacy work on public awareness, like the Inqad/Rescue campaign for young maids; on formulation of child labor laws; and in capacity development of GOM agencies, NGO partners, and teachers/facilitators.

### **Recommendations**

Although this is a final evaluation for the ADROS Project, Dima ADROS will also work on child labor, although in different areas and with different types of labor. Regardless, it is hoped that these recommendations can be useful for them.

#### *Project Design*

- Continue some work with *petites bonnes* if possible. Even if they cannot be counted as withdrawn, nonformal education really seems to enrich the lives of those who cannot leave work.

#### *Implementation*

- Consider increasing pay level for NGOs/facilitators for two reasons: (1) the large amount of paperwork and tracking of students involved leads to more work hours, and (2) the value of the dollar is falling.
- Each NGO should have one person who coordinates with ADROS.

- After education or vocational training, identify partners that can help youth start businesses by recognizing projects and/or helping them obtain loans.
- ADROS should have a more routine system that gives staff time off as compensation for working long hours and often on weekends.
- Advocacy and awareness activities can be expanded.

#### *Partnership and Cooperation*

- Coordination with the government should be pursued, since several of their agencies have programs that Dima ADROS may benefit from and/or would be helpful in promoting.
- ADROS should work with the GOM Ministry of Social Development and Solidarity (MDSS) on their campaign (begun February 5, 2008) to register and evaluate 2,000 NGOs; in any capacity the Ministry requests and that time allows.

#### *Monitoring and Evaluation*

- Project monitoring should be made less burdensome for the staff.
- A more open communication flow needs to be created with the project. USDOL should provide a broader, written forum for interaction with grantees in terms of grantee requests, recommendations, and responses, and be sure grantees have a clear understanding of it.
- Dima ADROS needs to develop a system of tracking whether a child in the program does or does not work until age 15 or is engaged in the worst forms of child labor (WFCL).

#### *Impact and Sustainability*

- Provide facilitators/teachers more training in multilevel classroom teaching, communication, and psychological approaches; include other educational information (children's rights, environment) in the teaching materials.
- Provide NGOs with training in fundraising and proposal writing so as to enable them to tap other sources of funding.
- Support students with books and tutoring after they finish nonformal education classes.
- Work in the context of the whole family, since family finances are a major factor for whether education is continued.
- The new Dima ADROS program already includes several activities that either fit well with the recommendations above or lend themselves to other suggestions; these should be explored.

## **Conclusions**

The ADROS Project has had a remarkable impact. It has reached more children than were requested in the target numbers, and they and their parents were very satisfied with the program. Their project partnering with various Moroccan Government offices and the international IPEC and UNICEF organizations has led to greater GOM Ministry participation in education activities, advocacy on domestic labor laws, the drafting of a new child labor law, the development of a new Child Labor Unit, capacity-building for the GOM, and a national awareness-raising campaign on the problems of child labor and young maids. The capacity of several government offices was enhanced with assistance in strategic planning by the ADROS director. IPEC and UNICEF also played central roles in the awareness and advocacy actions.

ADROS' work in the field provided examples of best practices for others working in tutoring and nonformal education. Their management style, including openness, teamwork, and quick responses, were much appreciated. ADROS helped to build the capacity of NGOs and the facilitators they hired, through direct experience and with training sessions. The level of coordination with other groups was mentioned by some as problematic, but this should be much improved with Dima ADROS being made a full member of the National Steering Committee, and by making a special effort to inform each partner organization of joint actions, both at the immediate and upper levels.

The capacity-building, advocacy, and awareness-raising activities undertaken by ADROS has helped to make much of their work against child labor sustainable. The time is ripe to work on issues of child labor in Morocco, and Dima ADROS, the next project targeting child labor, is very well-placed to do this.

# I INTRODUCTION

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## 1.1 EVALUATION OBJECTIVES

In Morocco, the two most prominent languages spoken are Arabic and French; and in Arabic, *Adros* means “study,” and *Dima Adros* means “always study.” The scope of this final evaluation for the ADROS: Combating Child Labor through Education in Morocco Project includes a review and assessment of activities carried out under the U.S. Department of Labor’s (USDOL) Cooperative Agreement with Management Systems International (MSI). The evaluation aims to address the project as a whole, and then assess the progress of project outputs and activities toward reaching targets and objectives as outlined in the cooperative agreement and project document. It focuses on issues of project design, implementation, partnership and coordination, monitoring and evaluation, impact, and sustainability regarding all project activities to date. The USDOL requested that the evaluator emphasize qualitative data from beneficiaries, so these were stressed and direct quotations are included where relevant. It presents lessons learned, good practices, and recommendations for the project’s continuation as Dima ADROS, and other similar projects.

The purpose of this evaluation is to serve as a learning tool for USDOL’s Office of Child Labor, Forced Labor and Human Trafficking (OCFT) and education initiative (EI) projects, and for the MSI project management team, which is now implementing the next project targeting child labor in Morocco: Dima ADROS.

The overarching goals of the evaluation process are to:

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

In addition, the following project-specific evaluation goals have been developed by Management Systems International staff:

1. Provide information on the degree to which management of the project and its internal organization helped in the project's achievements, and suggest propositions and recommendations on how to improve the management of similar projects.
2. Evaluate the partner, implementer, and beneficiary levels of satisfaction in their work with ADROS.

Finally, specific issues that MSI would like to have addressed in this evaluation are the following:

1. How quantitative targets (number of beneficiaries, distribution by age, sex, and working situation) were achieved.
2. The appropriateness of educational programs (nonformal education, tutoring programs, vocational initiation, teacher/facilitator<sup>1</sup> training) to beneficiaries.
3. How did the advocacy, awareness raising, and capacity-building activities help with improving the environment of intervention?
4. Were the partnerships set up by the project useful and appropriate?
5. How sustainable were the interventions, both on the ground and at a national level?

While this evaluation is of the ADROS project, these findings may also be used to refine Dima ADROS' design and implementation practices, which had just begun at the time of the evaluation.

## **1.2 EVALUATION METHODOLOGY**

### **1.2.1 Methodology**

The evaluation visit ran from January 21 to February 6, 2008. After consultation with ADROS staff, a series of visits were scheduled with Government of Morocco (GOM) officials and nongovernmental organization (NGO) partners, at project sites with facilitators and students. This was planned so as to include relevant Moroccan Government partners, weaker and stronger project partners, and geographic coverage of the three main project areas: Rabat/Salé, Casablanca/Mohammedia, and Marrakech/El Kelaâ. El Kelaâ was the only rural site visited, so one full day was spent there with one NGO and the students, parents, and facilitators it supported.

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<sup>1</sup> Those people who taught the children were referred to as "facilitators" (*animators/animatrices*) because most did not have formal educational training and they often performed additional activities, such as locating students. That term will be used here.

A variety of data collection methods were used:

- Desk reviews (see Annex 1 for the list of documents consulted).
- Individual and group interviews with government officials and international program officers.
- Individual and group interviews with implementing partners (NGOs, facilitators).
- Individual and group interviews with direct and indirect beneficiaries (children, parents, and facilitators).
- Observations of tutoring classes (nonformal education had ended) for gathering information on interaction, student attention, and environment.
- Group and individual interviews with ADROS staff (see Annex 2 for a complete list of people and organizations visited).

### **1.2.2 Quantitative/Qualitative Methods**

Quantitative data is presented in the body of the report, but the main focus is on qualitative data; based on conversations with USDOL representatives who stated this was their preference for the 2 weeks of field research. Since the evaluator is fluent in Moroccan Arabic, she was able to interact easily with nearly everyone, and thus had excellent access to qualitative data from a wide variety of actors; from children to government officials. (Though one government official had trouble asking questions in Moroccan Arabic at the final workshop, the evaluator understood his French but speaks it less fluently than Arabic.)

### **1.2.3 Data Collection Methodology**

The evaluator prepared a set of questions for each category of persons to be interviewed, since not all were asked the same questions. Although the questions were usually open-ended, the broad nature of information desired made it easier to ask, and to categorize later, by having worksheets with the relevant questions already prepared.

One area that was not open-ended was in asking people about their level of satisfaction with ADROS. Instead of the usual ‘good,’ they were asked to ‘grade’ ADROS in the way that students are graded, on a 1 to 10 or 1 to 20 continuum—keeping in mind that there is less grade inflation in Morocco than in the United States, so 17 of 20, or 8 of 10, is a very high grade.

### **1.2.4 Confidentiality**

As required in the Terms of Reference, confidentiality of information and feedback were preserved. The evaluator was accompanied to field visits by the ADROS driver, who located the sites and interviewees and introduced her, then left her alone. The implementing staff were not present at the interviews with beneficiaries. Thus, the implementing partners, stakeholders, communities, and beneficiaries felt free to speak openly.

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## II FINDINGS

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### 2.1 PROJECT DESIGN

#### 2.1.1 Original Design

The original design of the ADROS project was to focus on *petites bonnes*, or the young girls under 15 years that many urban families in Morocco employ as maids. The intention was to follow the U.S. Department of Labor's strategy of using education to reduce child labor; educating these young women so they could both be relieved of household labor and hold more appealing jobs in the future. The original target was to withdraw from work and enroll in school 5,440 *petites bonnes* and another 900 children involved in other forms of child labor, targeting a total of 6340 children. Advocacy against child labor was also envisioned. Thus, ADROS began their work with the young maids, and many of the partners interviewed approved of this design focus, noting that *petites bonnes* were a group that had been largely ignored.

However, the original project design of targeting young maids was difficult, and very labor intensive, to implement. The first problem was in locating them. Unlike those working in public places, like mechanics or shop assistants, these girls were indoors and thus largely invisible. Implementing partners trained staff to locate these girls, using many strategies: they knocked on doors in better-off neighborhoods where they might work, watched for young girl maids in the street, or asked grocers about their possible locations. One group posted workers at an urban bus station where young women often disembark when coming from the country to work in the city.

Locating the *petites bonnes* was only the first step. The implementers, usually the facilitators, had to explain to them and their employers the content of the program; the program duration was at least six hours a week for one year, in nonformal education classes, followed by an exam to evaluate whether they could re-enter a regular school. One group in Casablanca contacted 120 such employers who agreed to send their young maids, but at the initial meeting only one-third of these girls showed up. The Casablanca facilitators felt that after the program began and became known, some employers began to lie and say the young maid had gone home to her family. While evidence was anecdotal and not based on statistics (at least that the evaluator saw), the facilitators said that those who lied and/or did not send the young girls who worked for them were often the same employers who used violence against these girls.

The Casablanca facilitators, who seemed very experienced in this domain, said that one serious problem was that even if young maids were allowed to attend nonformal education classes, they would not be allowed to enter regular school if they finished the classes and passed the exam. This was to be expected: formal education would require many hours a day at school—hours when they could be working, which was not acceptable to employers.

None of the above discussion deals with the role of the parents of the young maids. According to the young women interviewed, many of the parents rely on the income these girls bring in, usually from 300 to 400 dirhams a month (US\$40 to US\$60). One NGO that worked with these young women and visited their relatives said they evaluated whether the money was essential to the family; whether the mother was a widow with little or no other source of income, or whether

this income was just for extras (e.g., cigarettes or a satellite dish) when there was an able-bodied father in the household. In the former case, they did not try to convince the family to withdraw the girl from work; in the latter they did. This was the policy of this particular NGO; a very sensible one in the opinion of the evaluator, since trying to convince a very poor household would likely be ineffective.

The Casablanca NGO above, one with extensive experience in this area of intervention, estimated that their success rate in withdrawing *petites bonnes* from work was approximately 10 percent, while prevention by reinserting girls in school was approximately 70 percent.

### **2.1.2 Revision: “Prevention is better than a cure”**

The comparison of these two rates reinforces what ADROS found after their initial work: that the effort to withdraw *petites bonnes* from working was very costly, and that the same level of effort could benefit a much larger number of working or at-risk children. The evaluator, who has been working in Morocco on gender and adolescence issues since the 1960s, finds this a very pragmatic and practical approach.

The ADROS team contacted the USDOL to express their concerns with the initial design, and on Feb. 21, 2005, a project revision was negotiated. The only factors that changed were that, along with other working or at-risk children the target group now included *potential* as well as *currently-working petites bonnes* as the primary focus of the project. They were defined as young maids currently out of work, or those with a potential to become maids, or children of both sexes working or likely to work due to their out-of-school status or low grades, and poor families. This revision allowed for the inclusion of boys, which some families and implementing groups had desired.

Many project partners acknowledged this expansion of focus by spontaneously citing the Moroccan proverb: “Prevention is better than a cure.” They felt that young women from poor families were definitely at risk of becoming *petites bonnes* or working in other sectors (sewing factories, shops, gardening, or agriculture), as were boys, and that getting them into school prevented this in the short term and gave them more options for better jobs in the long term.

The evaluator was not initially convinced that the most *severely* at-risk young women were being targeted in the revised project, as requested by USDOL. The beneficiaries were selected by their implementing facilitators, who looked for them in the same neighborhoods where they (facilitators and potential students) lived. It appeared they looked mainly for children under 15 years who were out of school, which the consultant thought might be too general. However, project partners assured her that they worked only in very poor neighborhoods, and that if children were not in school, they were prime targets to be sent to work. Even poor children who are in school are at risk if their grades are low; they may fail out or be withdrawn by their parents and sent to work. In rural areas, many girls stop school after sixth grade, the end of primary school, because they would need to travel to another town for the next level of schooling. At that point, they too become at-risk. Many of these girls were targeted, located, and enrolled in nonformal education. After considering all of these factors, the evaluator was convinced that ADROS was indeed targeting the most at-risk populations; e.g., children in poor neighborhoods who were not in school, who should thus be counted as ‘prevented’ from working.

For the tutoring classes, implementers asked local teachers for children in poor neighborhoods with poor grades, or those who had repeated a year of school, and were thus at risk of failing and being taken out of school; this too targeted an at-risk population. Although the nonformal education portion of the project was finished, the evaluator visited tutoring classes where the goal was the same: to keep children in school and out of work. During these visits, none of the many students she interviewed admitted to having a sister who was a maid, one example from a variety of selection indicators suggested by USDOL. In fact, many said there was no one among extended family or neighbors who had such a job and was under 15 years; though a few admitted to knowing of older girls that were maids. Since there has been recent publicity denouncing that it is illegal for children under 15 years to work, it is possible that children were not admitting they had sisters who were maids. However, the response was so widespread, as was the mention of older maids, that it seemed genuine. A few young women who *had* been maids were brought to the ADROS program by their mothers; it's possible that this may be a more efficient means of directly reaching *petites bonnes* to withdraw from work. These were mothers who were not desperate for the income, but could not afford school books for their daughters, which can cost 250 to 400 dirhams (about US\$31–US\$50) a year. (This factor will be explored further below.)

Thus the revised goals made it possible for the project to reach and exceed the original target numbers. This solution showed a clear understanding of the problem—focusing only on child maids, and the flexibility to approach it from another direction allowed for reaching a larger target number of at-risk children. (Details are in the section on Impact, below.)

One project partner mentioned that the context in which girls become maids, or children begin to work, was not taken into account in the ADROS project; the poverty of their families needed to be considered, since often, the child's income is necessary for their family. While this was not within the terms of ADROS, Dima ADROS will work with the families.

Another aspect of project design that was altered was related to desired outputs. *Awareness/attitudes* and *policy advances* were retained as categories of output; but while initially these outputs had focused only on the employment conditions and the education of *petites bonnes*, in the revision they now focused on *all* underage employed children. As such, policy interests likewise broadened; to regulating child labor and protecting children's rights.

Access to education included *petites bonnes* and other children in both versions; though the shelter access in both was only with regard to *petites bonnes*.

Finding and demonstrating viable alternatives to domestic service for families who sent their daughters into it was another of the original outputs. The revised logframe replaced finding viable alternatives with capacity building and sustainability for civil society and government-partner organizations.

A final output was to achieve policy advances with regard to education and employment of *petites bonnes*. This was revised and enlarged to include all working children.

While some government and NGO partners discussed working in the areas above with ADROS, none mentioned the changed outputs as especially good, or problematic, in the open ended questions on project design. There were some relevant responses given to other questions; for

example, some NGO implementers were glad the project was expanded to other working children, especially boys, but they did not express this in terms of project design.

## **2.2 IMPLEMENTATION**

One of the main points raised by attendees of the Stakeholder Workshop was that the evaluator should be clear about the context in which the ADROS project operated. Government officials especially noted that ADROS came into a situation where many of them were already working against child labor and on helping more children enter and remain in school. As one partner said, “The train was moving, and they got on with us.” This was indeed the case: ADROS’ work—in advocacy, policy, and providing nonformal education and tutoring—was not a new departure. The time was, and is, ripe for work against child labor in Morocco, and ADROS and their partners have made significant contributions. However, the unique contribution made by ADROS was in their implementation: by working with various partners, seeing the capacity level the partners were operating at, and working with them at their particular level; sometimes providing approaches, tools, viewpoints, or energy that added value and often speed to the process for all.

### **2.2.1 Partners: Moroccan Government, NGOs, International Organizations**

ADROS worked with a wide variety of partners to implement their project.

- The beneficiary identification and enrollment, nonformal education, and tutoring aspects were implemented mainly by NGOs.
- UNICEF and IPEC were strategic partners; they had projects related to child labor on which they shared information, and also worked with ADROS on coordination of advocacy activities and public awareness.
- The Moroccan Government was involved in many ways: providing nonformal education books, inspectors, and school classrooms, help in locating target children, and providing access to vocational and regular education (all of which were part of general government programs to decrease child labor), giving formal permission for ADROS’ work with NGOs, working together on policy and public awareness, and using strategic planning for government goals.

#### ***International Organizations***

Before the ADROS Project, USDOL funding went to IPEC, and when ADROS began in Morocco, IPEC shared all their information on child labor in Morocco. IPEC, ADROS, UNICEF, the Ministry of Labor, and the National Office for Children’s Rights worked together on *Inqad* or “rescue,” a March 2007 awareness-raising campaign for television and radio, and with local meetings that focused on the problems of young maids. IPEC and ADROS worked together on a seminar on domestic labor. IPEC hoped ADROS would be involved in the National Steering Committee (NSC) on child labor, but with an initial focus on education, ADROS instead worked with the Directorate of Nonformal Education. However, ADROS has recently

joined the NSC, which coordinates all Moroccan work (Government, NGO, international, unions) on child labor. IPEC also influenced ADROS to stop offering limited education to child maids: IPEC feels those under 15 should not work at all, and ADROS now agrees.

ADROS also worked with UNICEF to harmonize and complement their strategies and interventions to combat domestic labor and child labor more generally, including on the Inqad campaign. UNICEF also helped ADROS in identifying active and reliable NGOs to work with them, and shared information. UNICEF appreciated the strong capacity and skills of the ADROS team, and the good partnerships they established with many groups.

### **NGOs**

ADROS worked with a wide variety of Moroccan NGOs, ranging from larger well-established ones like Bayti (est. 1996) and AMESIP (est. 1998), to smaller new ones like Al Waha in Sale (est. 2004), whose first project was with ADROS. (For a full list of ADROS' NGO partners,<sup>2</sup> please refer to Annex 3.) NGOs were the major implementers of the educational aspects of ADROS: they hired *animateurs/animateuses* (or facilitators) who worked with children in their neighborhoods. The facilitators did this by first locating and enrolling them, then teaching nonformal education and tutoring classes (often combined with activities like songs or games), monitoring attendance and performance, and often helping students enroll in formal or vocational education after successfully completing project activities. Most were not called "teachers" but facilitators because they did not have teacher training. Facilitators needed two of three characteristics: a high school or *bac* degree, some experience in nonformal education, or at least one training from ADROS. ADROS provided a total of 18 trainings, including student-centered learning and interactive teaching, use of new nonformal education books, interview techniques when locating students, and how to integrate students into formal education or vocational training. Some regular teachers were also hired, with the proviso that they could not teach their own students in the ADROS-sponsored classes.

The NGOs that implemented ADROS' activities varied in size and experience, as noted above. ADROS found working with well-established NGOs easier than with new ones, but over time nearly all developed an understanding of ADROS' requirements and met them in a timely fashion; those that did not were not renewed. This is a general GOM problem: finding reliable NGOs that can implement their nonformal education and literacy programs. Some do not fulfill all the terms of their contracts, and in some worst case scenarios, the leadership keeps the funding and provides no services. ADROS is recognized by their GOM partners as having expertise in locating and evaluating NGOs, and has been asked to participate in a national campaign begun in February 2008 to certify NGOs. Some keys to ADROS' success with NGOs are in their open and participatory management style, quick response to questions and problems, the training they provide the teaching staff, and the surprise field visits in which they monitor the NGOs' activities. GOM work with NGOs involves few or none of these aspects.

ADROS worked with three NGOs to provide funding toward improving shelters for runaway *petites bonnes* or girls found in the street. The evaluator visited one shelter each in Casablanca

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<sup>2</sup> All NGOs were implementers, but ADROS worked in a very participatory style and called them partners, as will be done in this text; indeed their good work was important in ADROS' success. But strictly speaking, they were implementers rather than partners.

(Bayti), Marrakesh (Al Karam), and Rabat (AMESIP). All three locations provided shelter and social workers or psychologists to help young women in difficult circumstances, including sexual abuse. The evaluator also visited another shelter, Atfaluna in Marrakech, to interview children in nonformal education programs, and incidentally found that they had only boys, but felt a need for space for girls.

### **Government of Morocco**

As noted above, many agencies in the Moroccan Government were working on child labor and on enrolling or keeping children in school when the ADROS project began in 2003. ADROS has worked with them in a variety of ways to implement different aspects of the project.

A major governmental partner has been the State Secretariat of Nonformal Education (SEENF), now called the State Secretariat of Literacy and Nonformal Education (SELENF). They have provided nonformal education manuals free to ADROS, and lent inspectors who monitor their own programs to monitor ADROS' facilitators in classroom performance (in terms of material presented, class rapport, discipline, and support of students). These observations have been especially valuable to those who have never taught before. Some of them also train the trainers of facilitators.

Another important partner is the Ministry of National Education and Youth (MNEY). They provide school rooms in which ADROS classes are taught, and test and allow students back into formal education if they pass. ADROS partners work through school principals to locate rooms in their target areas.

Entraide Nationale or National Solidarity (EN) has assisted ADROS in locating beneficiaries, and has been very helpful in admitting many—especially those with low levels of education—into their vocational education classes. At times, girls attend nonformal education classes for half a day and vocational education classes (which often teach sewing for girls) for the other half.

ADROS worked with other government offices more in terms of awareness raising and policy change.

The Directorate of Labor (DT) is especially important in policy matters. They host the National Steering Committee that works with IPEC, which includes all government and NGO actors against child labor. ADROS has recently joined this group, and can now contribute to their discussions and plans on this topic. ADROS has worked with this organization (and others) in formulating and promoting a law against domestic labor, which the director hopes will pass in Parliament in October 2008. They have also participated in and helped support a seminar hosted by the Directorate on best practices against child labor. The directorate has just formed a permanent cell, the Child Labor Unit, which will be a sustainable entity to coordinate all associations working on child labor. At present, it is one person, but is expected to grow.

The Ministry of Social Development, the Family and Solidarity (MDSFS) works in policy and awareness-raising, and is planning to do more on-the-ground work with NGOs. They, ADROS, and others worked to develop the law regulating domestic labor and including young maids; they also collaborated on the Inqad public awareness campaign against hiring young maids. Together,

they developed a National Action Plan for Children, and found that the strategic planning tools they had learned from ADROS allowed them to set precise key indicators. ADROS also assisted them in developing a strategy to work with NGOs that have been funded; at present, they are implementing an assessment of 2,000 such NGOs nationwide, and will develop a means of certifying them. (The MDSFS was formerly two entities; the Ministry of Social Development and Solidarity [MDSS] and the State Secretariat for the Family, Children and Handicapped Persons [SEFEPH].)

To date, ADROS has worked little with the National Initiative for Human Development (INDH), although the Initiative's work against poverty includes the shared goal of trying to keep children in school. The ADROS Director did a strategic planning workshop for their Fes branch, but Mr. El Hajam said that they are open to future work with ADROS. For example, INDH supports income generation projects for groups like cooperatives, and parents of poor students might be integrated in Dima ADROS.

While ADROS has done little direct work with the National Observatory for the Rights of Children (ONDE), their similar interest in children led them to attend each others' workshops and seminars to stay informed. They were also both involved in preparing the Inqad public awareness campaign against hiring *petites bonnes*.

## 2.2.2 Implementation Challenges

The above descriptions show that a large variety of organizations were involved in implementing the ADROS project actions, and many received policy and capacity support from ADROS. NGOs and their project facilitators were asked if they encountered problems with implementation; the results of these discussions are below. Other Ministries and international organizations commented only on partnership and coordination.

One fairly common issue cited was that classes were often late in the day. This posed a problem, especially for girls going home afterward, as their parents worried about their safety. At one site, this was the motivation for the suggestion of including boys in the program—they could walk the girls, often sisters, home. Related to this was the problem of finding classrooms to use; some school principals were not very helpful. However, ADROS staffer Amina Debbagh was excellent at solving such problems. Facilitators would schedule extra time when students' schedules did not fit available class times.

Another challenge of implementation relates to poverty, which prevented some children from attending or benefiting fully. It was described above how *petite bonnes* were allowed to attend nonformal education classes, but not to transition to formal education—the employers did not want to have them absent that many hours, and the parents did not want to lose the income. One NGO leader said it was very easy to convince parents to send children for tutoring, but not for nonformal education; the latter group often needed the child's income. Another said that even though children participated in nonformal education, they did not transition to formal or vocational education because their parents needed them to work. One student gave a personal example of the opposite: he *did* pursue vocational education, and was in his second year of training with an employer who paid him nothing—payment is evidently at the employer's discretion. So, instead of earning for his family, his mother gave him 20 dirhams a day (about

US\$2.60 at current exchange rates) for transportation and lunch. One can see how most poor families could not manage this.

Some facilitators also found difficulties with implementation. One problem was multi-level classes, especially for those without teaching experience. Though ADROS provided training in this, there were requests for more. A few facilitators also noted that the higher level nonformal education books, those for grades five and six, were not at a high enough level for students preparing to enter seventh grade. This was true for all three subjects taught: math, French, and Arabic.

Overall, the implementation of ADROS' project activities in many areas, with many partners, proved very effective. This will be further discussed in the section below on Impact.

## **2.3 PARTNERSHIP AND COORDINATION**

The Moroccan Government officials, international groups, and NGOs with whom ADROS worked are described in the previous section on implementation. All of them, as well as the facilitators who worked with the children, were asked about the benefits and challenges of partnership and coordination with ADROS.

### **2.3.1 Benefits**

The great majority of the groups mentioned above felt ADROS was a good partner and enjoyed working with them. They said ADROS coordinated well with others; ADROS looked at their programs and found ways of fitting in. Several mentioned this specifically with regard to ADROS' work with IPEC and UNICEF, the internationals who had great experience with child labor in Morocco. One government official who was asked if there were challenges or problems in their partnership with ADROS said "To the contrary: there were problems with my ministry and ADROS solved them." Another said "Does ADROS need to improve something? Not ADROS—we need to improve...to work with children and their parents in the field."

NGO partners and their facilitators often commented on how much they appreciated the management style of ADROS: they were always in touch, called back immediately when contacted with a question, and often solved problems. One solution mentioned previously was ADROS' help in locating public school classrooms for the NGOs to use for teaching classes. While the facilitators, and even NGO officers, fairly often had difficulty with requests to school officials, a call from Mme. Debbagh at ADROS usually settled the problem quickly. Both facilitators and NGO staff appreciated the frequent visits of ADROS staff to their sites, even though these were sometimes surprise evaluation visits. They appreciated the concern they demonstrated with their work. The evaluator also felt the warmth many partners expressed when they talked about the ADROS staff. One facilitator said the visits were good for the children too: "It shows them that people care about them, even people from far away, and that our work is serious."

The management style of ADROS fostered working as a team, which was appreciated by the many partners and staff. Each ADROS staff-person could, and often did, fill various roles when needed. ADROS' own staff members also said one reason they liked working at ADROS was

their team spirit. This was obvious to, and appreciated by, the evaluator in the time she spent with them.

### **2.3.2 Challenges**

Some did express challenges in their partnership and coordination with ADROS. Some government officials felt ADROS should coordinate more with others, even those who noted they often coordinated well. For example, ADROS began a series of meetings with a small group of GOM ministries that had similar goals, but later, they instead joined the National Steering Committee to deal with child labor. Partners felt this provided better coordination, since all (rather than some, as previously) relevant actors met, and shared their work. Here, being kept informed about ADROS' activities was an important component of coordination, to see if it overlapped with or could benefit that of others.

The midterm evaluation noted that ADROS could improve coordination and suggested that they join the main group that coordinates work on child labor, the National Steering Committee (NSC, or CDN in French). ADROS has since joined that group, an important step in more open coordination with government partners. Some have already noted that they appreciated ADROS' presence. Another government official noted that the synergy of many groups, all working together, is what is needed to work on a difficult problem like child labor. He also stated that it is good to have both government and NGOs involved, noting that NGOs are freer in their functioning and faster than government offices. The ADROS team may want to continue paying close attention to coordination. Doing this via information flow would satisfy many, and prevent actual operations from grinding to a halt. For example, the midterm evaluation noted that the large joint communication committee may have slowed down work, and ADROS is now careful to avoid such problems.

There were two groups of government officials that felt ADROS did not coordinate at all. One group said they felt "used" by ADROS: they were called on when ADROS needed help, such as in locating students, but their advice was never sought. They cited their work with another donor-funded project on which they discussed options and made decisions together, and felt that style was much better. This official's view of coordination meant working closely with ADROS, and by this he implied controlling their actions, and even some of their budget. Instead, he was politely ignored. When ADROS staff were questioned, they too were polite; not citing any problems working with GOM offices and highly praising some, yet noting that close work with some ministries could slow one's progress. Another official thought his office could gain much by learning from ADROS' experience in his area of work, but said he had gained nothing. When ADROS staff was asked about coordination with this group, they said indeed someone else in that ministry had attended a meeting describing ADROS' experience, methods, and tools; and that the attendant had been given the relevant material, but that perhaps it had not moved up the chain of command to this official.

The two dissatisfied groups also mentioned that ADROS had signed a 'contract' with the Moroccan Government to do the project, so in their view the government, rather than ADROS, should be controlling the funds. The USDOL signed an agreement with the Moroccan Government to cooperate on a child labor project that would be competitively bid. ADROS won the bid and thus had permission to operate in Morocco and disperse the funds. Some of the

dissatisfied groups did not seem to understand this arrangement and felt their offices should have a role in this, although ADROS' staff noted this problem and said it had been explained to them.

One official, however, also noted that this type of working together is rather uncommon for government offices at this point, which may also have contributed to the dissatisfaction cited above. In dealing with this, ADROS may need to balance both sides: the need to satisfy those who would like more coordination, tempered by maintaining efficient operation of NGOs in the field. The ADROS team seems quite pragmatic and thus may well focus on the latter, to get their work done, but may still need to supply adequate coordination to the former.

Other issues mentioned by NGO partners and their facilitators focused on paperwork and payments, which were interrelated. Several NGOs felt they as administrators, and their facilitators, should be paid more because of the data collection and paperwork involved; some ADROS staff agreed. Government funded nonformal education and tutoring programs typically request a list of classes and students, and may or may not record attendance—that is all that is required. ADROS asks for monthly attendance sheets, and if students are absent, facilitators are required to make home visits to inquire why and encourage their return. The fact that ADROS pays per student completing the class, or per tutored students who raise their grades, motivates facilitators to follow students closely and teach them well. Thus, ADROS requires much more work.

Despite this, many noted how much they appreciated ADROS always paying on time. Government programs often took a long time for payment to get started, and then sometimes payments still did not arrive, which could also have been due to unreliable NGO partners.

This issue regarding payment has led ADROS to lose some of their partners. One well-established NGO worked with a multinational group that paid more and also paid bonuses to the facilitators; they decided to stop the direct educational work with ADROS and return to the other group. They liked ADROS and even felt they learned from all the paperwork, but chose the option of more pay for their efforts. On the other hand, some newer NGOs expressed the same reservations, but continued to work with ADROS even when the falling value of the dollar cut their income by 15 to 20 percent. Indeed, that same NGO continued to work with a government-funded group for one year with no pay, and with another for half pay. As a start-up they had fewer options; however, they were reaching out to other funders, so this may change.

In view of the additional work required and the falling value of the dollar for the contracted salaries set in dirhams, Dima ADROS should keep in mind the desire of facilitators for more pay, and the loss of some without it. Dima ADROS should explore if this increase in salaries might be possible, within their current budget and with USDOL.

## **2.4 MONITORING AND EVALUATION (M&E)**

### **2.4.1 Content**

Because USDOL needs to monitor the programs it supports worldwide to remove children from labor, it has developed a system using “common indicators” on which each project must report. These common indicators include the numbers of children withdrawn or prevented from

working, the number retained in and having completed USDOL-supported educational programs, as well as data regarding capacity-building.

As there is sometimes confusion about what constitutes “withdrawal” from working, the USDOL has specific definitions to address this.<sup>3</sup> Children withdrawn from exploitive work “refers to those children who were found to be working in exploitive child labor and who no longer work under such conditions as a result of a direct project intervention.” This includes children who have been completely withdrawn from work, and children who, according to the International Labour Organization (ILO) Convention 138, were “involved in work that impedes a child’s education but are no longer impeded, due to improved working conditions (i.e., fewer hours...)” Initially, it appeared that the latter conditions were applied to *petites bonnes* who attended nonformal education classes while working, since that led to their working fewer hours. However, it does not really apply, since any child under the legal working age, set at 15 years in Morocco, who are working at all cannot be considered withdrawn. ADROS initially worked with *petites bonnes* in this way, but decided to stop; it is not clear if they were counted as withdrawn or not.

“Prevented” is another important term which refers to “children not yet working but who are considered to be at high risk of engaging in exploitive child labor.” ADROS worked with children in poor neighborhoods who were out of school, and children from such areas who were doing poorly at school, and so were at risk of dropping out. Once such children are out of school, it is very likely that they will seek work, which would definitely place them at risk.

The M&E done by ADROS relates to these common indicators, but includes additional data. ADROS collects information on students’ original situation (withdrawn from work, out of school and returned, or poor student with tutoring), class attendance, teaching performance, classroom quality, student performance via independent grades, passing tests, and insertion into formal education or vocational education. While some of this data is not required by USDOL for their common indicators, like student grades before and after tutoring, ADROS finds this an important marker for the success of its programs. The final payment to facilitators is made only after a student shows improved grades, which motivates the facilitator to do their best. While not required by the USDOL, this information allows ADROS’ work to succeed, and points to a best practice that other USDOL programs could adopt. ADROS also has verifiable indicators to monitor the progress of their awareness and advocacy activities, but the greater majority of monitoring and evaluation work concerns the student beneficiaries.

Since ADROS must report on this information, it requires a great deal of effort by their implementers to collect it, and they themselves invest much work to archive it, and to analyze it for their technical progress reports (TPRs), submitted twice each year. It is mainly collected by the facilitators, who work most closely with the children. The teaching performance and classroom quality is reported by both regular government nonformal education inspectors, and by ADROS staff on field visits.

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<sup>3</sup> These definitions are provided with the template for each technical progress report that the grantee must submit.

As noted above, many field partners found collecting all this data very burdensome. Even filling in daily attendance sheets for students was felt to be a problem, one that ADROS solved by preparing pre-printed sheets for the facilitators with names and dates.

The evaluator asked facilitators what types of data were collected. They described locating children and either trying to withdraw them from work, or convincing parents to return them to school, or enrolling them in tutoring classes. They kept attendance records and usually went to students' homes if they were absent more than once or twice. One facilitator said she would tell the regular teachers of her tutoring students if there were many absences, so they could badger them into coming.

The quality of education delivered was monitored in several ways. There were informal methods: Some teachers made up their own tests, which they called "exercises" so as not to make students nervous. Others asked their regular teachers how students were doing, and many planned their tutoring lessons based on problems reported by regular teachers. The other methods routinely reported to ADROS were the change in grades from before and after 60 hours of tutoring, and whether a student passed into formal or vocational education after nonformal education classes.

Education quality was also evaluated by inspectors from the nonformal education Secretariat. They observed classes for the presented material, teaching style and quality, class rapport and discipline, and the physical classroom situation. ADROS staff also visited and evaluated classes on these characteristics. In addition to measuring quality, the facilitators greatly appreciated feedback with this information, especially as most of them were first-time teachers.

USDOL inquired about whether and how the working status of children involved in the program was monitored. When facilitators and NGO staff were asked about this, they did not report any routine measures. Some said they could tell that when the children were in classes they were not working, but none mentioned asking what children did during school holidays and the summer. Others said students who had finished or left the program sometimes came by to visit and reported on their activities, but they did not routinely follow these students. A rural facilitator said that because she lived in a small town, she would know if students were working and they were not. She also said that it was frowned upon socially, especially for girls, and so was rare.

When a group of Marrakesh girls ages 10 to 13 who had returned to formal education were asked about summer work, many said yes, that they "helped their families" in the summer. They were from a poor neighborhood, and the families needed the money. The help or work ranged from one helping her mother decorate women's hands with henna, to working in fields picking fruit (for 20–40 dirhams a day), to doing *ménage* or housecleaning, which is on a per-day basis (50 dirhams). None complained about it, but seemed matter-of-fact about helping their families.

Overall, information on students' working status did not appear to be systematically collected. Their former status was known, and they were followed educationally while they were part of an ADROS program, but not otherwise. Indeed, it would be very difficult and costly to follow students' working status, especially once they had finished with ADROS. One of the greatest difficulties is how they would be located. If the families remained in the same area the facilitators could probably locate them, but this would take time away from other activities; also, those working might deny it—many children were aware that those under 15 should not be

working. It is possible that facilitators could work with two or three children (separately) who knew the activities of others and ask. But again, given complaints about the burden of paperwork, it is unlikely they would want to do so without additional remuneration. In fact, two of the shelters did collect this information, but they worked with girls who had lived with them and were still mostly in the area; they also had a large staff, including a social worker to do this. For others and smaller groups, it would be very difficult to follow students' working status after the programs.

The other aspects of monitoring and evaluation took place in the ADROS office, where field data were collected, archived, and analyzed. Twice a year these data were included in a detailed technical progress report to the USDOL.

#### **2.4.2 Challenges and Benefits**

As was already noted, many groups found it quite a burden to collect all the required information. One facilitator said that it made her feel like all USDOL cared about was numbers and money, and that they didn't care about the human side of the project. She would rather write narrative reports about the benefits to individual children. Still others said that although the paperwork was difficult, they found it the best aspect of their work with ADROS (e.g., that they followed up on results) and one said it helped her NGO to work better. Many said that monitoring was a major strength of ADROS, and this was done via all the required paperwork. The evaluator felt that having attendance and grade changes down on paper, and used as a basis for payment, motivated the teachers to do their best.

In the ADROS office there were complaints about means of organizing the data. Some focused on the lack of a computerized way to simplify organizing these data. The evaluation specialist valiantly tried to fit them into a student tracking system (STS) developed by a USDOL contractor, but even after a field visit by the contractor to modify it, it did not work for ADROS. Indeed, most USDOL grantees reported to having abandoned it, so it was not a problem unique to ADROS. The evaluation specialist would still like a software program, but due to the immediate need, is currently doing the work 'by hand;' e.g., entering data into an Excel data storage form she developed. She would also like to meet with other monitoring and evaluation specialists working on similar USDOL projects, expecting they could learn a lot from each other. Perhaps she could attend one of the annual meetings hosted by USDOL, and a new software package developed on the basis of discussions there.

The other ADROS complaint was similar to that of their NGO partners: too much paperwork. The twice yearly Technical Progress Reports each took about one month of staff time, even though data were entered into Excel, leading one to comment that sometimes they spent more time on reporting than on project activities. Several of the staff suggested that there should be a major report with all the data only once per year in September. The status reports could still be sent every three months, while the TPRs could be sent twice a year, to include the narrative elements, and the suggested qualitative information some felt USDOL was missing. This would greatly reduce the work burden on the ADROS staff. The evaluator discussed this with USDOL: their reporting requirements do not allow only one annual report for the data on common indicators, and they noted some of the data is ADROS-specific and not part of the common indicators. (This is further addressed in the Recommendations Section.)

One of the staff made the suggestion above a bit hopefully, but also asked if the evaluator knew if USDOL ever used the suggestions they received in evaluations: she had seen no evidence to date that they did. This suggests the need for a more open flow of information between the grantee and USDOL. Official documents have spaces for USDOL questions and comments and grantee responses to them (see Annex O in the new Management Procedures and Guidelines, for example), but not for grantee questions and comments to USDOL and their responses.

Although monitoring and evaluation was often a burden for both partners and ADROS, it also was a large contributor to the good results obtained by ADROS. While problems were cited above, most seemed soluble. One requirement of the USDOL that was not fulfilled was to monitor if a child beneficiary stays out of work until the age of 15. Everyone asked said this was very difficult because they move, or families may not be honest. While this was the case for urban areas, in more rural areas people know more about each other; so at least in rural areas, this aspect could be added into future programs.

## 2.5 IMPACT AND SUSTAINABILITY

### 2.5.1 Impact

#### *Children*

The tables below give a clear first vision of the impact ADROS has had on the lives of many Moroccan children. But they do not tell the whole story; many other organizations and individuals have been affected by their participation in the ADROS project. Finally, a close-up look at the impact on some ADROS beneficiaries will present a qualitative picture that cannot be captured by numbers.

**Table 1: Nonformal Education  
(180 hours or more; 23 percent withdrawn, 77 percent prevented)**

Category	Number of Students	Percent
Total Students Enrolled	7,334 (Girls 6,157; Boys 1,177) (Target 6,340)	100%
Completion	4,813	65.6%
Transition (to formal or vocational education)	959	13.1%
Drop-out	1,562	21.3%

Nonformal education was usually given over the period of one year and involved approximately 200 hours of instruction. At the end, students were tested to see if they could enroll in formal education and at what level, or enrolled in vocational education classes; the latter was often the option for students aged 15 or older. *Withdrawn* means that a child was taken out of a working situation; *prevented* means that these children were school drop-outs or had never attended, and thus were at risk of working. Many of these were girls who stopped school after the sixth grade because the secondary school was too far from their home town, which often meant either boarding in the town where the school was, or needing transportation home.

In the table above, a larger number of students were enrolled in nonformal education than the original target, and a majority completed the program. However, only 13 percent continued their education by transitioning to formal or vocational education. This appears low, but the Secretariat of Nonformal Education gave the same figure for their programs; though in the numerical figures where they cite that 24,000 of 300,000 participants *returned*, it is only 8 percent. It is possible that the figures were only for return to formal education and the higher number included vocational education, as ADROS does.

When asked about this percentage, ADROS staff said that while it is low, all participants will benefit for a lifetime from the education they received, being able to read and write better; and by implication, they will be able to be better citizens. The evaluator agrees with this assessment. Given that there are problems with both the quality<sup>4</sup> and cost of Moroccan formal education, just the nonformal education received by participants will help them to better function in their daily lives.

Examining the impact of ADROS-supported nonformal education, as described by student beneficiaries and their parents, reveals both the benefits of the program to them and some of the reasons that many do not continue.

### ***Rural students***

Several girls from rural areas were interviewed, as well as three parents. Many girls had dropped out after the sixth grade because they could not afford to continue attending secondary school in another town, a common problem in rural areas. Most must live there and pay room and board in addition to the cost of books. Parents also worry about them being away from family supervision.

All of the girls were glad to be back in school. The girls reported that they liked to study and liked getting better grades. One mother said her daughter used sit around the house bored and tearful when she was out of school. Another girl said she had begun French in the third grade, but had still not learned it by the time she dropped out in the eighth grade; however, she learned it in her nonformal education class. When asked about the impact on her, one of the girls said “It opened a new road. I had no hope to return to school, but now I’ve come back—and feel secure.”

Teachers mentioned that these girls did well in school and often helped other students. They also said that they provided an example to other students not to drop out, since it was clear they regretted it and had worked hard to get back in. The girls realized they had additional responsibilities to other girls too. In their group discussion, they said there was one girl who was in school and yet met clandestinely with a boy near one of their homes. They were afraid their parents would see this behavior and take them out of school, so they asked her to please meet him somewhere else! These girls also said many parents are ignorant and fearful, and that neighbors tell them girls shouldn’t study. Indeed, such concerns were in the minds of parents. Two fathers mentioned that they had visited the junior high schools before their daughters went and were satisfied that they were closely supervised.

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<sup>4</sup> See *The Road not Traveled: Education Reform in the Middle East and North Africa*, where Morocco’s educational system is ranked very low.

The parents were surprised when teachers came to homes and explained about nonformal education; they had not heard of it before even though it has been a government program since 1998. One mother didn't believe that her daughter would be enrolled and expenses paid; she felt it was too good to be true. Her eyes sparkled as she said she had left school after the sixth grade and was so glad the same would not happen to her daughter. All three parents said they could not afford to pay for books, and that the cost of books on top of room and board were the major reasons the daughters had left school. In this case, the NGO Association Sidi Moussa covered all costs. One father was in construction, a second was a day laborer, and another a farmer; not high income jobs but still, none were ill or disabled. The cost of education, especially for families that have several children, is clearly a problem.

One father's evaluation of ADROS' work succinctly listed the important elements: "It's wonderful! The Americans run it well, the teacher is excellent, and the Association paid the expenses." But all parents were still concerned about transportation home from school, on weekends and for holidays. There is no regular service and girls end up riding in illegal taxis and arriving after dark. Another area has a bus and they felt that would be a good solution. They had tried to arrange a reliable and respectable taxi driver, but to date it had not worked. This shows again a concern with their daughter's security, in addition to the costs of education.

In the nonformal education program at one rural school, 10 girls passed the exam and only three went on to re-enter formal education. One sees above some of the reasons for this: even though expenses would have been covered, parents worry about the girls' security, both living away and getting back home on weekends. One rural teacher said this conservatism has been a big problem for educating girls in the past, but she feels that she has seen, during the three years of ADROS' presence in the area, a decline in this attitude and more willingness to allow girls to continue in school. This change in rural attitudes bodes well for the success of Dima ADROS.

### **Urban students**

The urban children who enrolled in nonformal education usually lived in working class neighborhoods, or sometimes in the slums surrounding the cities of Rabat, Casablanca, and Marrakesh. While young maids are often seen as coming from rural areas, such urban neighborhoods also produce them.

*Meriem is one such young girl. She lives in a house on the edge of a large city with her parents and several siblings. Her father is ill and cannot work and her mother has occasional cleaning jobs. She left school after the fourth grade because her family could not afford books. When she was 10, her mother found her a job as a maid in an expensive neighborhood. She worked for six months, until her mother heard about the neighborhood NGO offering nonformal education classes and paying for school books. They also paid for new clothes when she re-entered school, which is a concern of many young women. Meriem took the class for one year, returned to fifth grade, and is now 14 and in sixth where she receives grades of 7.5/10, or an A-.*

*Meriem describes how on returning to school she was teased by classmates because she was older. Her mother told her to just ignore it, and though it was hard at first she has managed to; other returning girls cited the same problem and solution.*

***When asked how participation in the project had affected her, she said it gave her self-confidence: she feels she can reach any goal, and that she can talk to anyone. (And she did: she attended the stakeholder's workshop and told government and NGO partners the same thing.)***

***When asked what she wants for her future, she answered: "To be in Parliament and defend children's rights."***

*Meriem's mother cried when Meriem quit school, but now she is very happy that Meriem is "just like other children – as any mother would be." She described problems with the regular local school: teachers were often absent, they treated children with more money or better grades better and ignored the others, and there was violence – one broke a boy's foot. For Meriem's future, she hopes she will study and then work, so she can live in better conditions than her mother.*

*Sif Eddine is 15 and lives at the edge of a large city with his widowed mother, two younger sisters, and his grandparents. He had never attended school and worked by helping a nearby mechanic. The local NGO came to his home and found that none of the children went to school because there was no money for books. Sif entered nonformal education for two years, and then went into third grade. He is now in the fifth and doing very well, with grades of 8/10 or A.*

***When asked if he'd changed after entering the project, he said: "I changed a lot. I didn't even know how to write my name!" He used to hang out in the street, and fight with neighborhood kids. Now, he has school children as friends and they exchange books; he feels just like them, and they respect him. He hopes to be a soldier in the future.***

*His mother was very happy to have him and her smaller daughters in school with help from the NGO. She said that what the NGOs are doing, helping children to study and 'open their eyes' is "the best of good work." Her son used to be away all day, she didn't know where, and she worried about his welfare. It is now spring vacation, and all three children can't wait to go back to school. Sif and his mother said that whenever they need something read now, he can do it—he's the reader for the whole family.*

There was yet a worse situation for urban working children; the case of children living in shelters. These children had often been victims of violence or other difficult circumstances, like living in the street. They often had *no* family to support them and were very poor.

In one urban shelter, when girls and boys who had attended nonformal education classes were asked what they liked best about the program, they mentioned the activities, including trips that were offered. (These were often added to make school more attractive to those who had dropped out.) In this group, although some had left school because there was no money for books, none mentioned being glad to be in school or learning. All those interviewed had gone or planned to go on to vocational training. However, one boy said there were 30 students in his nonformal education class, but only five went to vocational training, the rest went to work. These children had also heard of advocacy programs stating children should not work, but said "only the rich

follow it.” Thus, many of these very poor children could not afford not to work; this illustrates that to solve the problem of children working, often the family’s context needs to be addressed.

*“Hiba” was one of the little girls for which the original USDOL/ADROS program was designed.*

*Hiba had never met her mother, as her mother had given her away at birth to a better-off woman to take care of her. Hiba grew up in that household with the woman’s three other children, one about her age. She was 8 or 9 years old and mopped the floor, did dishes, and other housework, in addition to school. No one helped her with her homework, and she was beaten. She went to school until the second grade, but at that point ran away. She ran to a nearby house and asked if they would take her in, but the woman said she couldn’t and called the police. A policewoman who deals with these cases came and took her to the shelter where she lives now, about four years later.*

*She was in nonformal education for one year, then went back to second grade; she is now 12 years old and in the fourth grade. She liked the program and learned a lot; Hiba is a very confident and well-spoken young lady. She knew about advocacy programs from the shelter: “It’s every child’s right to go to school, to learn, and to play.” When she grows up, she would like to finish high school, perhaps study further, and be a customs agent who checks passports at the airport.*

An education inspector commented on the impact of this program on the young maids he’d observed in classrooms: “They [ADROS] rescued them. They can read and write instead of being illiterate.” When he sees such a girl, “She’s happy, not sad like when she’s working. She forgets herself [her problems] when she’s with the children...you can see it in her face.”

Facilitators who had taught “Hiba” and others like her had similar observations. They also worked with employers, and noted that they allowed the girls to come to classes because they were happier and more relaxed when they attended classes...and thus less likely to run away. They said that about five percent of the young maids they taught were sent to class by their employers.

The evaluator feels that given the positive impacts noted above, ADROS should reconsider their decision not to work with at least some young maids. (This is discussed further in the Recommendations Section.)

To return briefly to quantitative data, the nonformal education students were asked how satisfied they were with the classes. They were asked to rate them a number out of 10, which was familiar to them since this is the same way they are graded in school. The average for 17 students was 8.6 out of 10. Three of the parents who were asked, ranked their satisfaction as 10.<sup>5</sup>

The stories above suggest some reasons for why the rate of insertion into formal or vocational education is not higher. Certainly, money for school is a problem. Some families cannot afford the room and board fees required when there is no secondary school in town. Many parents said

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<sup>5</sup> Some students and parents were very satisfied and gave grades of 20/10 or 50/10; these were calculated as 10/10.

they could not afford books; the average price ranges from 250 to 400 dirhams a year. (Recall that young maids usually make from 150 to 400 dirhams a month.) ADROS provides school supplies and books for children who re-enter formal education for two years; perhaps parents need to be made more aware of this. In the past, children re-used their older siblings' books, but now, each year there is a new edition, and there are tear-out worksheets that must be handed in—all of which enrich the authors and publishers and impoverish the population. This is an area that could benefit from advocacy.

The poverty of many families is a related problem, which requires the children to begin work as soon as possible and contribute to the family income. Recall the class where only 5 of 30 boys pursued vocational education and the rest went to work. Some families cannot wait for two more years while children are trained.

For girls there is an additional barrier: families are concerned about their daughters' security and their reputations, and so may not send them past primary school, away from home. The government is increasing the number of boarding school facilities for girls studying past sixth grade, and ADROS could ask NGO partners to organize a visit to such dorms for sixth grade girls and their parents, to build their confidence in allowing girls to attend them. Village girls already attending could also host a village meeting for girls who want to attend and their parents, describing the situation and answering questions. Another option is for girls to pool funds for transportation and rent a taxi or cart to travel back and forth, if the secondary school is not too distant. These relatively low-cost options might encourage female attendance past primary school.

**Table 2: Tutoring  
(60 hours: Arabic, French, Math)**

Academic Year	Number	Girls	Boys	Improved grades
2005–2006	1445	---	---	82.6%
2006–2007	1083	932	151	85.2%
2007–2008	2020	1073	747	---
Total	4548			

Tutored students were those identified as economically and academically poor and thus at high risk of failing out of school; some had failed the previous year. USDOL wanted them to be the 'most at risk,' both for tutoring and nonformal education, and suggested that having a working sibling would fulfill this condition. Though children were asked if this was the case, none were found; most did not know of anyone under 15 years who was working, whether in their family or in others. This could be accurate, or some children may have been reluctant to mention something they had heard was against the law. The one exception was in urban Marrakesh, where both boys and girls said they knew children under 15 who worked. The evaluator was convinced that their poverty and low grades meant that these children were at high risk of leaving school and working. In order for tutoring facilitators to obtain their final payment for each student, to be considered 'improved,' their grades had to move from below the average of 5/10 to above that. As is apparent above, they did so at a very high rate.

Student comments reveal high satisfaction with these classes; most said they were at just the right level and that classes helped them understand both subject matter and how to do homework. Often, their parents were illiterate and could not help them. For this reason, facilitators filled this role, often working with real homework exercises. They also appreciated the facilitators' training in student-centered learning, and said they were very helpful, explained everything well, and taught gently rather than shouting at them. One said he was not afraid to ask questions like he was in regular school, and several mentioned not being struck.

At a rural school, a third grade girl of 10 years said her teacher didn't hit students like others did, but instead would cut their grades or stand them in the corner for punishment. Another girl in her class said that "when we go to other classes, we soar in our studies." In an urban class, a girl of 11 in the fifth grade was asked how she had changed with the classes: "We dream that we can do a lot more things; we'll be respected." She and her friends thought of studying to be a teacher or a doctor, "something important." Another girl in class said she had previously paid for tutoring classes for two years, but it had not helped her grades and the teacher hit her.

Classroom observations supported student comments. Students were alert and interested, and teachers encouraged a high level of participation. Although the maximum class occupancy was 20 to 25 students, one rural class had 32 students because other teachers "insisted" on the facilitator accepting weak but non-ADROS students. The facilitator said it had worked out, she just had to talk faster. In fact, there was much student participation in this well-behaved two-level French class. The third graders read aloud while the fourth graders wrote something from the board on their slates. In one urban class, observed between 6:00 p.m. and 8:00 p.m., second and third grade boys learned Arabic on one side of the classroom while the fourth and sixth graders learned French on the other. Despite this being near dinnertime, there was no whispering or disruption, and no need for the teacher to shout. The teacher explained later how he had asked them to vote on rules, including no bathroom breaks, so that if they later complained he would remind them they had agreed and that ended the discussion.

The tutoring students were asked how satisfied they were with their experience in the class, and the 10 students gave an average score of 9.6 out of 10 points.

Thus, the ADROS Project had an important impact on the students they worked with in both nonformal education and in tutoring classes. The numbers and tables above are necessary to reveal the quantitative impact of the project, but the stories of students give a much fuller picture on the qualitative impacts involved.

### **Facilitators**

Though the main data USDOL collected was on students, there were other very important impacts of the ADROS Project that, while not related to children, will ultimately affect the children. One such impact was that of facilitators. Most of the facilitators were not regular teachers, but had worked in literacy or nonformal education and had a high school or college degree. One urban teacher who was asked if it had impacted her answered, "A lot!" She was proud to be a teacher, and received one year's training in basic education. Another said she learned how to become close to the students. Many expressed appreciation and enjoyed the trainings ADROS provided. One said she learned many new things: how to search for students

door to door, how to use the new nonformal education manuals, how to manage without books, how to do follow up on the computer, and other activities done with the classes. Another said she learned a lot from speaking with fellow facilitators at the trainings, and that they offered solutions to problems she encountered. Many thought it was wonderful that the program was helping needy children, and were pleased to be doing something for their society.

ADROS provided a total of 18 trainings for various facilitators, including student-centered learning and interactive teaching, use of new nonformal education books, interview techniques when locating students, and how to integrate students into formal education or vocational training. Although gained more by experience rather than through training (as ADROS notes in one of the TPRs), facilitators' keeping of records on students was yet another skill they attained through working with ADROS.

In feeling good about what they were doing, the facilitators often went beyond what was required of them. Some taught extra hours or additional classes for no charge, just to fit the students' schedules.

*One rural facilitator went far beyond the call of duty. This was probably related to how happy she was to be teaching: her father and brother taught and she had always wanted to, but never seemed to succeed in the competitions she entered to get such a job. Thus when she began the nonformal education classes, she said: "It was an opportunity—like a dream come true!"*

*Her pleasure and pride in her work overflowed to the students. One girl in her class lives a two-hour walk's distance away, so the facilitator invited her to lunch with her at school. When three of her female students passed the exam to go to secondary school, she paid for a taxi and went to the next town with them, to look at the dorm and help them buy supplies. When their classes on Saturday were running late and they were getting back to the village after dark, she negotiated with their town teacher to let them out a bit early, and also tried to find them a reliable taxi driver.*

*This was one of the few facilitators to mention an impact of the ADROS project on a community group. In this area, the traditional jemaa or group of elders still exists. She said, "When they see that outsiders care about the girls, they think about the girls too." She had also combined the old and the new in locating students: she sent out word with the traditional town crier (berrah) about the new program. She said the imam or prayer leader at the mosque did advocacy against child labor on the microphone during his Friday sermons, which could be heard outside the mosque.*

## **NGOs**

The impact on NGOs working with the ADROS Project varied. Several larger, more well-established NGOs said they felt there was no impact. Indeed, some discontinued work with ADROS because they needed a higher level of funding, and already had the resources and contacts to obtain it. This is not to say that they did not appreciate their work with ADROS; they just felt it had no special impact on their operations. However, one of the groups that felt ADROS had no impact had used ADROS' funding to hire a social worker. When that funding

ran out, they found other funds to continue the position; and so an impact on staffing patterns could be seen.

There was a much larger impact on the smaller and newer NGOs that worked with ADROS. Most were able to expand their operations, either in type of program or in numbers of beneficiaries, and several obtained new partners. One group that had done literacy training for adults was able to expand and work with girls in ADROS. ADROS was the first funding partner for several, and also their first experience with nonformal education. When asked about impact on the NGO, one president said: “ADROS! We’ll never forget them!” The box below describes the impact of working with ADROS on one NGO, an impact that was not atypical.

*Association Al Waha (The Oasis) is located in an apartment building in a working class neighborhood of Salé, across the river from Rabat. A small sign shows its location, the only indication that it is not regular housing. The founder and president is Si Mohamed Bourabaa, a genial young man with a university degree in private law. He began the NGO in 2004 after discussing it with a friend. The general goal was to help needy people, and at first they planned to work on educational, cultural, environmental, and sports activities. But they found the latter very expensive, and so dropped them. Their very first partnership was with ADROS, who had placed a newspaper advertisement for partners to work with. Mr. Bourabaa said it was very difficult to convince ADROS to accept them as partner because they were new and had little experience, but he succeeded.*

*He said the impact of working with ADROS was to add status to the NGO’s reputation, allowing them to work with others. People trusted them, so they obtained computers for students to use from the Mohamed V Foundation, sewing machines from the INDH to use in a vocational education classroom, formed a partnership with Entraide Nationale to offer a sewing certification using the machines, and are now partners with the Secretariat of Nonformal Education.*

*He felt that one very important benefit to working with ADROS were the trainings they provided in financial management and NGO administration. They helped him to work well with the others mentioned above. And when he saw how happy parents and children were with the children in school, it had an impact on him: “Then you’re happy too; you see your efforts are not wasted, you’ve reached your goals.”*

*He asked the evaluator to tell USDOL that the ADROS budget should be increased so they could work with more people, to help them see the “humane side” of the U.S., not only the politics they witness on TV.*

The president of a larger NGO that already worked in several domains felt his group benefited by their association with ADROS. He valued the relationship with such an important partner, and his friendship with the staff. He also appreciated their operational style, saying “I like to work in clear water.” The partnership allowed his NGO to hire 16 facilitators. He noted that paying them on time allowed the NGO to demand a lot from them, and that the payment per student was a good motivation for all to do well. He said regular teachers told him they saw a difference in their ADROS-trained students, based in the different educational style. In addition to ADROS’ impact on this NGO, the NGO was attempting to have an impact on Moroccan education. The

president said he describes the success of ADROS' work to local authorities, and is trying to convince the Governor of his province to mandate using ADROS methods in the government's supplementary education programs.

In addition to the qualitative information noted above, NGO partners were asked about their satisfaction with the achievements of their work with ADROS. Five of the eight NGO partners replied, and the average level was 8 of 10 points.

Most of the larger, established NGOs felt ADROS had little or no impact on them. One reason may be that several were shelters and provided much more than nonformal education or tutoring. ADROS had very little budget for this, so could help them with those needs (facility rental, funding for doctors, psychologists, field workers to follow the girls until they were established on their own) in a very limited way. On the other hand, one larger NGO with other, non-ADROS-related objectives, did feel an impact from ADROS, in seeing what could be done in nonformal education.

ADROS had the largest impact on smaller, newer NGOs. For many ADROS was their first partner, and good work with ADROS lent them credibility and allowed them to attract other partners to support their work. Another important impact was in more direct capacity-building via trainings in topics like financial management and administration.

### **Government of Morocco**

There was quite a diversity of opinion among government partners about what, if any, impact working with ADROS had on them. Some were very enthusiastic, especially about ADROS' help with strategic planning. In one case, it enabled the Ministry to develop precise key indicators for a national action plan, and in another it helped the Ministry develop an important strategy to use in going ahead with a large activity. A third group used ADROS' help with strategic planning in one region of their activities.

Another important area of impact grew out of the example of ADROS' work in the field. Officials from different Ministries mentioned that ADROS' experience and success in the field was inspiring to them, giving them a vision of what was possible. Some said that their Ministries had spent enough time planning strategies, and it was now time to do something in the field. This is partly due to the progress of the planning, and partly to ADROS activities demonstrating that concrete actions could succeed. One official said that the importance of ADROS was not in withdrawing children from labor, but in sharing methods that work to do so.

ADROS staff described sharing their best practices or methods of work in nonformal education and tutoring, including the agreements they sign with NGOs who implement the work, the follow-up sheets they use, the adoption of 60 hours per year, and the focus on the three topics of math, French, and Arabic for tutoring.

In two cases, ADROS worked with Ministries on activities against child labor, including the Inqad or Rescue publicity campaign for young maids. They also worked with many on a law to regulate domestic labor that is "in committee;" it has not yet passed, some say due to changes in

the government with fall 2007 elections. Some predicted it would pass by October 2008. In these cases, ADROS did not initiate the activity, but worked as a partner toward shared goals.

A rather striking impact was observed in speaking with one of the education inspectors who also trains teacher trainers. He said at the trainings he attended in Rabat with Mr. Haddad and Mme. Debbagh, that he “learned to think, to be self-critical, and to think about how to get children into school by applying ideas on the ground.” If he sees that something doesn’t work, he tries to understand why and to find another solution, and to do so he often puts himself in the parents’ position. He liked the way ADROS worked, the organization, and their frequent communication. Through working with ADROS, he saw a new style of working, he received some training, and he tries to apply it. Unfortunately, not enough inspectors were interviewed to see how widespread this reaction was, but this is an excellent example of capacity building.

There were some officials who said that although they had shared interests with ADROS, and sometimes shared ideas, they had not worked together yet; though they hoped to do so with Dima ADROS.

Finally, some officials were less enthusiastic. One noted that their Ministry had begun working on child labor in the 1990s and ADROS “boarded the moving train.” They performed similar actions, but didn’t feel any impact. Some said ADROS had learned from them, which was indeed true in many cases—though not often one-sided. Those who had previously mentioned the lack of coordination, listed ways they thought they could benefit from ADROS’ experience for improving their work, for example in choosing associations to work with and in managing money, but said they had not yet received such benefits.

The officials interviewed were asked to rate their level of satisfaction in working with ADROS, and the average for seven respondents was 7.9 out of 10. At one office, however, a low score was added, and it was not clear if the respondent was serious—though based on the interview, he probably was. If that is included, eight people rated an average of 6.9 out of 10, though it should be noted that the one person made a significant change to the score, and their score was atypical of the others.

Overall, ADROS’ direct impact on government partners was through the assistance and capacity building they gave in strategic planning, and through sharing best practices in their educational programs. ADROS had a less direct but important impact through the example of their field activities, which inspired many to want to follow their lead. Another important impact was not on the Ministries themselves, but via working as a partner with several of them on the national publicity campaign against young maids, and on a law regulating domestic labor which would prevent children working.

### ***International Organizations***

ADROS worked closely with IPEC and UNICEF, as well as the Ministry of Labor, the SEFEPH, and the ONDE on the Inqad or Rescue media campaign against employing young maids. (The results of this are given below.) They also worked as a group on formulating a law against domestic labor, and shepherded it through several phases. It has not yet passed Parliament, but many are hopeful it will pass with a new Minister. The ILO has suggested that there be a

separate law for young maids, giving a minimum age of 15 years and the requirement of parental agreement. The broader law deals with many broader issues, including how to deal with the minimum wage, union membership, the fact that employers are not businesses, declaration of earnings, and vacations. This is one reason passage has been slow—it is very complex.

### ***U.S. Government***

The U.S. Embassy liaison with ADROS is represented by the Mission's Labor Officer. She said she felt ADROS was very well-organized: when a Congressional delegation interested in child labor visited recently, they moved the visit ahead and ADROS rearranged everything, including field visits, quickly, and over a weekend. The two Senators involved were very impressed with the project. She relies on ADROS for both statistical and anecdotal information on child labor. To sum up her view on the impact of ADROS: "It's the best three million dollars we have spent in Morocco in ages!"

### ***Advocacy and Awareness***

ADROS' advocacy work was mainly in their collaborating with others to draft and get passed a law against domestic labor, including one affecting girls under 15. As mentioned previously, the law has been drafted but not yet passed, and many hope it will pass with a new Minister in office, who would promote it in the Parliament session in October 2008.

ADROS worked with several partners on the Inqad/Rescue publicity campaign against using young maids; this included producing material for television, radio, print media, and posters. A survey was done of how well people who might hire or send their daughters as maids recalled the campaign. About 30 percent of rural and urban people who might send daughters as maids recalled the campaign, and 71 percent of each group thought it was effective. Of those who might hire such girls, 43 percent recalled the campaign and 79 percent thought it was effective.

Other interesting information from this survey looked at changes from 2005 to 2007 in knowledge on laws regarding children's labor and education. Among rural parents, the percentage who knew it was illegal for young girls to work as maids (and in other sectors) increased from 41 percent to 58 percent; for urban parents it increased from 75 percent to 82 percent; and among potential employers the figure increased from 82 percent to 90 percent (Créargie Maroc, 2007). Thus, although there were still 42 percent of rural parents who might send their young daughters to be maids and who were unaware this was illegal, in all cases people became more aware after the campaign. The fact that Dima ADROS is targeting largely rural areas can further address this fact.

ADROS worked on both advocacy and awareness with government and international partners. The advocacy had an impact in that it was recalled by 30 to 43 percent of those asked, and general knowledge about the legal age to work increased. The law drafted to regulate domestic labor, including by children, has not yet been passed by the Moroccan Parliament but is expected to next October.

ADROS was also involved in several advocacy actions on its own. Just during the two and a half weeks of the evaluator's field visit, the ADROS team was involved in filming interviews with

former *petites bonnes* for international broadcast by Al Jazira, one interview concerning the young maids by Reuters, and an article summarizing the results of the survey noted above appeared in one of the major women's magazines. One government official commented rather disapprovingly that one seemed to see ADROS everywhere, but the evaluator felt this was positive. Publicizing ADROS and its work to take children out of jobs and place or keep them in school will continue to raise the public's consciousness of these issues.

The interviewer also asked children, parents, facilitators, and NGO partners about their awareness of advocacy campaigns, and the latter two if these campaigns had influenced their work and how.

The results were quite mixed for children and parents. Some had heard that it was good for children to stay in school and not work, but a good percentage had not. Some had heard it on television or radio, but others had instead heard it "in the street." One young man said that yes, people say that, but only the rich ones follow it. Some children heard it from their teachers. The thing most children remembered was that it was illegal and you could go to jail; that message seemed stronger than the positive one about sending children to school.

Most facilitators and NGO officers were more aware of advocacy messages, but many said it had little or no effect on their work. One person said it had an adverse effect in that people were now afraid to admit they had a young maid, so it was more difficult to locate them and try to get them into classes. Several pointed out that while many people comprehend the campaign message, they are poor and cannot afford to follow it.

### **Shelters**

USDOL requested that the evaluator examine the situation of shelters as refuges for *petites bonnes* and other girls in difficult circumstances. She visited one in each of the main urban sites: Bayti in Casablanca (the main shelter and an apartment for smaller children), Al Karam in Marrakesh, and AMESIP in Rabat. All were well-maintained, the children were neat, clean, and active, and children's art decorated many of the walls.

ADROS had sponsored nonformal education and tutoring for girls at the Bayti shelter. For the other two, however, they contributed by funding a position in AMESIP, and funding partial rent for a girls' residence plus a staff salary at Al Karam. At the present moment, ADROS is not working with any of these groups. While Bayti is still seeking tutoring, they can obtain better funding from other donors. AMESIP is now funding the social worker position themselves, and Al Karam said it requires much funding for each troubled child they work with (medical, social worker, often psychologist, facilitators) and that they needed more from ADROS. Thus, all three groups are providing services to young women in need, but are not working with ADROS at this point. USDOL had mentioned the sexual exploitation of children, and all three support some young girls who are in this circumstance. The coordinator at Al Karam suggested that they need a separate program, which does not yet exist, for young girls working in prostitution; especially with the great increase in tourism in Marrakesh, this need will continue to grow.

The Project Document states that ADROS should reinforce and support the already existing centers, support the setting up of new shelters for *petites bonnes* in difficult circumstances, set up

a partnership with the Association des Assistantes Sociales in order to involve *assistantes sociales* in the management of the shelters, and explore the possibility of setting up an 800 number for *petites bonnes* in difficulty (Project Document pp. 26–27). While they were clearly doing the first, and provided funds to hire a social worker at the second, the evaluator did not find evidence of the other required components. The shelter staff interviewed stressed how expensive it is to run a shelter, so the evaluator does not think it feasible that ADROS could set up new ones, though they could *verbally* support them.

The evaluator found that there is a need for shelter space for girls, some of whom may be runaway maids, others runaway teens with family problems, or girls working in prostitution. USDOL funding to contribute to such programs would be beneficial, but it would need to be substantial enough to make a difference to the providers. All of those above are well-known and have access to many supporters, so may not need the funding as much as smaller NGOs. Atfaluna in Marrakesh was visited in order to meet students, not as a shelter, but they mentioned wishing they could house girls as well as boys.

### **2.5.2 Sustainability**

The ADROS project ran from 2003 to 2007, and the new Dima ADROS project runs from September 30, 2007 through September 30, 2010. Thus, MSI will provide project activities to prevent child labor through education over a period of 8 years; this is very beneficial for Moroccan children, but not sustainable in terms of continuing for the long term. The midterm evaluation noted this problem with direct service delivery and sustainability.

Even so, one of the ADROS staff mentioned an important sustainable impact of the Project's helping children leave work and return to school: "They will have a childhood, and that will always be part of them."

ADROS has worked in other ways with its international partners, the Government of Morocco, and Moroccan NGOs to ensure that there will be lasting effects growing out of this project.

In its work on the Inqad campaign with IPEC, UNICEF, the ONDE, as well as government partners in SEFEPH, ADROS added its voice and labors to raise public awareness of the plight and illegal status of *petites bonnes*. The effectiveness of this was described above, with people remembering the campaign and its message that hiring young maids was illegal, two years after it took place. Several in this group mentioned that the topic of child labor had been taboo and rarely mentioned in the past, but this work had brought it into the open so it could be better dealt with.

Most of the same groups, with the exception of the ONDE and the addition of the Ministry of Labor, pursued advocacy by drafting and promoting a law regulating domestic labor that has a section on *petites bonnes*. It is hoped that this law will be passed by Parliament in October 2008. An official in Labor mentioned that there will also be a new labor law in 2008 to regulate handicrafts, with part of it regarding child labor. He said his goal was to have this law ready by October, and this was one way his Ministry could continue to work together with ADROS.

The Ministry of Labor is also the “home” of the National Steering Committee on Child Labor; they preside over it and perform coordination. ADROS did not belong to this at first, but joined in 2007 and will continue to belong. In this position, ADROS can continue to share their views on child labor and education with all national, NGO, business, and diplomatic actors on child labor, and to debate and discuss significant issues with all the important actors.

The Ministry of Labor, Directorate of Labor, has established a new cell in its structure—the Child Labor Unit (CLU). One official said it would construct and monitor programs on child labor, taking the places of IPEC and ADROS; this is an example of a monetary commitment to sustainability. After one year, there will be a change in Ministry structure and the CLU should grow to two people. An official at the Ministry said ADROS had made them aware of the need for such a unit, and of the fact that it was a large role to fill.

ADROS’ provision of nonformal education and tutoring served as a model for others, teaching in an effective way that appealed to students, and demonstrating what was possible and how to achieve it. ADROS staff said that the agreements of ministries who work in these areas implementing NGOs were very similar to those used by ADROS, as were the sheets they used to track student participation. Staff also said that their success in tutoring had shown that 60 hours distributed among Arabic, French, and math were sufficient to raise grades, and that ministry officials were going to use this model. Reportedly, they were also considering using the ADROS model of paying by results—for students with raised grades, rather than by the class. These would be very useful and sustainable innovations. Interestingly, they were not mentioned by ministry officials.

Another sustainable contribution made by ADROS was in training of strategic planning to people in SEFEPH and the INDH. This will allow them to function more effectively in the future.

Although it has not yet happened, several ministry officials noted that ADROS was a good example of what could be accomplished in the field, and how that is what ministries must do—stop theorizing and get out in the field and act. Such a change in orientation would be a valuable sustainable contribution.

Hopefully, the ADROS training of facilitators and MNEY teachers who taught for them will be sustainable. The child-centered classroom is not widespread in Morocco, but that and other trainings delivered by ADROS should, and according to children did, improve the level of teaching in Morocco.

The NGOs that implemented ADROS’ programs also received sustainable benefits. They too had trainings, and some cited trainings in financial management and administration as particularly useful. All the paperwork required by USDOL, and thus ADROS indirectly, taught them ways to collect and manage data and conduct reporting and monitoring. Finally, after working with ADROS, many obtained work with other partners, and so they became more sustainable as organizations. In some cases, the work in nonformal education and tutoring was done with the government, so ADROS’ direct intervention is being sustained; here the government is paying and the NGOs implementing.

There is one area in which ADROS' attempt to promote sustainability did not succeed. This was in establishing regional committees (for the Rabat/Salé, Casablanca, and Marrakesh areas) of local actors who would pursue work against child labor. They were clearly not sustainable—the committees met as long as ADROS convened meetings and encouraged them, but not without ADROS' intervention. One reason for this seemed to be that everyone was very busy; another reason seemed to stem from a competition among the actors about which group would be in charge. ADROS staff attempted to solve this by suggesting a rotating system, but the groups could not agree.

### **2.5.3 Recommendations from the Midterm Evaluation**

The midterm evaluation of ADROS, completed in June 2006, made several suggestions for what remained to be done in their last year of functioning. This evaluator asked about each and the results are below; nearly all suggestions were pursued successfully.

#### ***Strengthening GOM capacities***

As described above, GOM capacities were strengthened in several areas.

#### ***Strengthening NGO partner capacities concerning funding and strategic planning***

While NGOs received training on financial management, they could use more training on fund-raising and strategic planning. Several had obtained other partners after their work with ADROS, which is a way of getting increased funding, but they could use more systematic training in this area. Strategic planning had been done with GOM offices more than with NGOs; this could also be pursued. With the plan of MDSFS to register and certify 2,000 NGOs over the next few years, this support to NGOs could be extremely valuable. It would probably be most effectively delivered as training for trainers in the GOM offices involved.

#### ***Monitoring and support of transition***

Transition refers to the process of children moving from nonformal education into formal or vocational education. The evaluator asked students, parents, facilitators, and NGO actors if this was a difficult process, and most said no; not too many office visits or papers were required. However, usually the facilitator or an NGO member helped children and families with this step, so support was provided. Some students and facilitators said students entering formal education needed tutoring to support them, and it appeared that in some cases this was provided and in others it was not. ADROS staff said it was provided, so perhaps some groups needed to request it and were unaware of this. ADROS also provided other support; e.g., in one case girls of 10 to 12 years who had made the transition noted that it took them a long time to walk to and from school and requested bicycles; ADROS purchased and delivered them during the evaluator's visit.

#### ***Insert the project into the National Steering Committee on child labor***

This appears to be very important in ADROS' work being transparent and available to many partners, and as noted above, Dima ADROS is now part of the NSC.

***Formalize and build the capacity of regional committees***

Although ADROS attempted to do this for sustainability, the committees did not function without continued coordination by ADROS. However, many other approaches did (see above). Instead, the Director is considering working with MDSFS and INDH to develop the capacity of networks, a new idea in Morocco.

***Produce a TV soap opera on petites bonnes at a lower cost***

ADROS, IPEC, and UNICEF planned to do this together, had devised a funding strategy, and had developed a summary script of 26 different 12-minute episodes. Regardless, they were first rejected by an independent television station and then by the national station, even though they had a letter of support from the Princess, who heads the ONDE. The ADROS director reported that the station contact felt the series would have a “discouraging, miserabiliste” tone, even though it had been planned to be light. After pursuing this as far as possible, the director is now exploring the production of podcast episodes, in both Moroccan Arabic and Berber.

***Form a small sub-committee to execute the communication strategy, if necessary***

The communication strategy was largely focused on the soap opera above. When this failed, ADROS worked with a smaller group of partners (IPEC, UNICEF, ONDE, and MDSFS) on the Inqad/Rescue campaign regarding young maids. Once this was successfully completed they stopped meeting, but could be called together if desired.

***Because of the favorable environment, extend the ADROS project for two years***

This was an excellent suggestion, as the time is indeed ripe to address child labor in Morocco, and many partners likewise suggested it. This has been accomplished through Dima ADROS, which will work with other groups of children, in place, for 37 rather than the 24 months suggested.

Thus, most of the recommendations from the midterm evaluation were met.

In terms of impact and sustainability, while the direct interventions of ADROS in supporting nonformal education and tutoring will not by their nature continue in the long term, and though the attempt to establish regional committees to continue their work did not succeed, many aspects of their work will continue, thus making their many impacts sustainable. Others, both NGOs and the government, will continue the education work more efficiently and with some new methods, and NGO capacity to manage such work has been enhanced. ADROS training and assistance in strategic planning has helped some partner ministries in their work, and ADROS’ success in the field has inspired many to make plans to get out of the office and do the same. The advocacy and awareness work of ADROS and their partners are influencing public opinion against child labor and pressing to make it illegal. ADROS Dima has become a member of the National Steering Committee on Child Labor (based at the Directorate of Labor, Ministry of Labor and Vocational Training), and in that role will be involved in discussions with all important Moroccan actors on the topic. ADROS’ work encouraged that same Directorate in establishing a new cell, the Child Labor Unit, which will design and monitor programs on child labor. It consists of one person now, but is expected to expand.

## III RESULTS

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### 3.1 LESSONS LEARNED AND BEST PRACTICES

Overall, ADROS has been very successful in its efforts to withdraw or prevent Moroccan children from working by providing nonformal education and tutoring, both directly with the children but more sustainably with government and NGO partners and also via public awareness. Lessons learned and good practices are combined below, since in many cases the actions described combine both. The descriptions begin with lessons learned and move into practices that are often lessons too.

- This is an excellent time for work against child labor in Morocco. The topic is no longer taboo, many groups are working on it, and there is much ‘public will.’
- Prevention is better—or at least more cost-effective—than cure in some cases.
  - That is, it was very difficult to withdraw young girls from working as maids, so preventing their entry into work was easier,<sup>6</sup> and the initial project was revised to reflect this.
  - Given this, the evaluator wondered how Dima ADROS was going to withdraw half of the new target group from working; she learned that since they will be working in more public jobs and thus visible, this will be easier.
- High completion rates in nonformal education do not guarantee entry into formal or vocational education.

Although 66 percent of children completed at least one year of nonformal education classes, only 13 percent entered formal or vocational education; the Government classes reveal a similar rate of transition. Interviews with children suggest this is largely due to poverty: they cannot afford books, and often need to work to help their families. Thus the whole family must be addressed.

- Fitting into ongoing programs and teamwork are very productive.

ADROS worked productively with international organizations and many GOM groups by learning what their actions were against child labor and working with or adding to them. For example, ADROS worked with these groups to devise a draft child labor law acceptable to all, and also to execute the Inqad/Rescue publicity campaign against hiring young maids.

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<sup>6</sup> One organization that worked in this area estimated that they succeeded in withdrawing 10 percent of young maids from working, while their success rate with nonformal education in general put 70 percent of girls back in school.

- Coordination with partners needs to be carefully attended to.

While some groups praised ADROS' efforts at coordination, others said there was room for improvement. One group said they had discussed initial shortcomings with ADROS and that had solved the problem. Some in the government domain felt there was still room for improvement. The main model of coordination was concerned with others being kept informed about ADROS' activities and vice versa, to see if they overlapped with or could benefit those of others. A few GOM agencies seemed to desire a model where they could control ADROS' activities, but this was avoided by ADROS, and the evaluator agrees that this was best for efficiency.

- Partner NGOs with access to much alternative support may discontinue working with ADROS because of limited funding.

These are often shelters, who work with children with serious needs that require much funding. If ADROS plans to continue work in this area, higher levels of funding are needed.

- Good, responsive and caring management accomplishes much, both in its implementation and in the positive response to it; and it provides a good model. The participatory approach is part of this, with partners' concerns taken seriously.
  - NGOs appreciated ADROS' quick responses to their questions and needs, and often worked for less funding than expected because of the fall in the value of the dollar.
  - Animators/facilitators were very happy to have a job with an income that was regularly paid, enjoyed learning through trainings, and felt they were doing something important for their society and for poor children. Many worked extra hours without extra pay, or helped children in other ways.
  - Children appreciated the student-centered approach that addressed their precise academic needs in what one called a "gentle" way; a few liked the extra-curricular activities best. Many gained self-confidence that they could now succeed at school, and many did so, as seen in their elevated grades.
- Close monitoring and contingent payment lead to good results.
  - Children are encouraged to stay in classes and improve their grades, through monitoring attendance and payment to facilitators only for those children who complete the program and/or improve their grades.
  - NGOs developed capacity through the monitoring and financial management required of them.

- Advocacy and awareness-building with GOM and international partners is very productive.

These activities led to a draft of a domestic labor law in the process of being considered for legislation, plans for another on handicrafts, and the effective national Inqad/Rescue awareness-raising campaign about child labor and young maids.

- On-the-ground demonstrations of best practices are valuable, and motivate others to emulate them.
  - Several government officials praised the example ADROS provided of success in the field, in getting children back to school. Some said it made them aware that the government had spent enough time planning strategies and now it was time to act.
  - Related to this, many government partners and even ADROS staff found visits to the field very motivating. Meeting happy, successful beneficiaries gave them renewed energy to work to promote such programs.
- Capacity-building is desired, appreciated, and effective.
  - Government officials expressed appreciation for ADROS' help with strategic planning and noted how they had used it in their now implemented plans.
  - NGO partners said they had learned much in trainings on administration and financial management and expressed a desire for more. ADROS staff noted how it was easier to work with the NGOs once they had experience and training.
  - The facilitators/teachers said they had learned important skills in relating to students, using the nonformal education manuals, locating and monitoring students, planning activities, and in monitoring and evaluating their progress.

### **3.1.1 Conclusions**

- The ADROS project reached well beyond its original target of 6,340 children: 7,334 were enrolled in nonformal education classes, and an additional 4,548 in tutoring classes. This was accomplished by expanding the target population beyond only that of young maids being withdrawn from work and enrolled in school.
- The evaluator feels that the focus on children in poor neighborhoods who were out of school, or had low school grades, meets the USDOL criterion of children at highest risk of working.
- ADROS' positive and participatory management of the implementing NGOs was much appreciated by them and encouraged their success. Related to this, the GOM has requested ADROS' participation in a campaign to certify 2,000 NGOs; since they implement GOM nonformal education and tutoring programs.

- Most of ADROS' main collaborating partners were GOM agencies, and international organizations like UNICEF and IPEC were satisfied with the coordination between them; a few desired more. ADROS worked productively with many of these groups in drafting a new child labor law, and producing a media campaign to raise awareness about young maids.
- The GOM partners especially valued ADROS' example of on-the-ground implementation of nonformal education and tutoring practices, which allowed them to see what it was possible to do within their own agencies. ADROS also aided some to increase their planning capacity.
- ADROS' rather complex monitoring and evaluation system is often a burden for them and their NGO partners, causing partners to request additional compensation for the extra time involved. Yet the data they collect—beyond that required for USDOL common indicators—allows them to encourage absent children to attend, and allows ADROS to pay only for those children completing the course, with improved grades in the case of tutoring classes. This has been a very effective tool to encourage teacher diligence, demonstrated by high rates of completion and improved grades (85 percent in 2006–2007).
- In the course of exploring monitoring and evaluation, the evaluator found that clearer lines of communication should exist between USDOL and grantees, especially for grantees' questions.
- ADROS has not been able to monitor student work during summers, and after completing programs but before age 15. This is difficult and time-consuming, but a solution needs to be found since it is essential for USDOL.
- Of the over 65 percent of children who completed nonformal education classes, only 13 percent enrolled in formal education. This is related to family poverty, and also to public doubt about the value of a formal education.
- The most sustainable impacts of ADROS were obtained through advocacy work on public awareness, like the Inqad/Rescue campaign on young maids, on formulation of child labor laws, and in capacity development of GOM agencies, NGO partners, and teachers/facilitators.

Some of the conclusions from the ADROS project lead to best practices that could be applied in other contexts. These include the following:

- Good, responsive, and caring management accomplishes much, both in its implementation and in the positive response to it, and it provides a good model.
- Coordination with partners, especially with information, needs to be carefully attended to in order to promote efficiency and avoid resentment.
- Field visits inspire both core staff and implementing partners to work harder.

- On-the-ground demonstrations of best practices are valuable, and motivate other agencies to emulate them.
- Capacity-building is desired, appreciated and effective.
- Close monitoring and contingent payment lead to good educational results.
- High completion rates in nonformal education do not guarantee entry into formal or vocational education; schools are accepting, but family financial needs and the perceived value of education are still important limiting factors.

## **3.2 RECOMMENDATIONS**

Recommendations to improve project performance and to improve monitoring will be treated separately. Improving project performance comes first and is divided by the groups to whom the improvements apply, and by topics on which several groups collaborate.

### **3.2.1 Recommendations to Improve Project Performance**

Since the ADROS project is finished, these recommendations apply to the Dima ADROS project. While it has many of the same objectives, a major difference is that it will operate more in rural areas (about 75 percent).

#### ***Government of Morocco***

- Coordination should be pursued:
  - Several government agencies have programs that may be useful in implementing Dima ADROS, such as—
    - The Marrakech Academia’s Ecoute program, in 80 percent of schools, with cells of teachers and students trained on listening to why children leave school.
    - The Nonformal Education/UNICEF 2005–2007 collaboration, with children in 7,000 schools who collected data on the names and locations of 460,000 children who had left school.
    - The Directorate of Labor suggests that several agencies working in one geographic area could have a larger impact.
    - The INDH is working in rural areas, and include income generation projects for poor families.
    - Entraide Nationale works with poor people in rural areas, and also has vocational training facilities.

- Some agencies felt there was little coordination. This could be improved by ADROS sending a brief record of actions undertaken with each office, and given to the person directly involved and to their superior, to be sure all are informed.
- Dima ADROS is a member of the National Steering Committee on Child Labor, and this should be helpful in coordinating with others.
  - The Committee meets every six months and usually a program is described and results presented, so Dima ADROS can inform and be informed.
  - In addition, the Directorate of Labor suggested that the NSC meet every 2 months for “working discussions” where ideas are exchanged and programs honed. The evaluator endorses this, both as productive of better coordination and as a new and beneficial style of work.

### **NGO Partners**

- Pay NGOs more, to be shared between them and the facilitators, because of (1) all the paperwork involved, leading to extra hours of work, and (2) the falling value of the dollar.

While many ADROS staff agreed with this, the details and/or possibility of funding it within their budget must be worked out.

- Each NGO should have one person who coordinates with ADROS.
  - This would save repeated explanations and allow messages to be reliably transmitted to others, making field actions more effective and efficient.
  - ADROS could insert a requirement for a “permanent data reporting officer” in their contracts. NGOs would agree more readily if pay were involved (see above), since most of these people are volunteers.
- Provide NGOs with training in fundraising and proposal writing, to enable them tap other sources of funding.
- ADROS should work with MDSFS on their campaign (began February 5, 2008) to register and evaluate 2,000 NGOs, in any capacity the Ministry requests and that time allows.

ADROS’ help might be especially useful in the second phase of capacity building, providing help on training of trainers.

### **Facilitators/Teachers**

- Provide more training in multilevel classroom teaching, communication, and psychological approaches; and include other information (children’s rights, environment) in teaching materials.

- Increase pay because of longer hours of work involved.

### **Children and Parents**

- Support students with books and tutoring after they finish nonformal education classes.
  - Students were encountered who lied to their parents about their poor grades in formal education classes because they feared they would be withdrawn from school; they needed continued support via the usual tutoring classes during their formal education.
  - Several facilitators and NGO staff said more hours were needed in the tutoring program, from an increase of one-half to double the time. However, ADROS research shows that over 80 percent of students improve their grades with the 60 hours provided (from below the average grade of 5/10 to above it), so this is probably not necessary. While a long-term study would be required to measure the duration of this effect, the evaluator's experience with Moroccan education leads her to think the effect of this tutoring may be long-lasting. This is because these children were poor students who did not understand their lessons, and with the tutoring provided they saw that with persistence they *could* improve their understanding and succeed; their improved grades were concrete evidence. This increase in self-confidence should persist, and lead them to continue working hard at school. In addition, the better grades will influence their families to see them as 'able' rather than 'pails' (the colloquial term used for stupid students), and therefore be more likely to support their continued schooling.
  - Some secondary school students had not gotten all of their books and their parents threatened to take them out of school.
  - When student are enrolled in formal education, ADROS pays for books and school supplies through the local NGO for 2 years. While this is very helpful, books should be provided as long as the student stays in school.
- Continue some work with *petites bonnes* if possible.
  - Although it is difficult to locate the young maids where they work, the evaluator encountered *mothers* who had heard about the ADROS program, and who had taken their daughters out of work to enroll in nonformal education. This is an alternative, and more efficient, way to locate *petites bonnes*. It would be more difficult in rural areas, but could be tried, and would work in urban areas where daughters worked in the same town.
  - It is desirable to provide *petites bonnes* with the opportunity for at least nonformal education. It was found that employers would not allow them to continue in school full time, but at least they would be literate, and have a little time to relax with their peers (recall the description by the education inspector above). ADROS has agreed with IPEC not to work with working maids at all, and maids who are still working cannot be counted by ADROS as "withdrawn." However, the evaluator feels this

- abandons the girls who are trapped in these working conditions, instead of providing them some benefit; one which might help them when they are older and get married. It would benefit some *petites bonnes*, brightening their hard lives, if this could be reconsidered by ADROS, within the constraints above.
- ADROS can also work to prevent families from sending their daughters to be *petites bonnes*. Bayti and INSAF have worked in rural areas to alert parents to the dangers for their daughters and found this approach effective; Bayti suggested they could work with Dima ADROS on this.
  - Work in the context of the whole family.
    - Talk to the parents to see why their children abandon school and go to work.
    - Solve the problems of distant secondary schools; transportation and evening classes for girls.
      - ADROS could ask NGO partners to organize a visit to secondary school dorms for sixth grade girls and their parents, to build confidence in allowing the girls to attend them. Village girls already attending could also host a village meeting for girls who want to attend and their parents, describing the situation and answering questions.
      - Girls who live away from home at secondary schools often have problems getting home before dark on weekends, and their families worry. Families are willing to share costs but have trouble finding reliable drivers. Dima ADROS could encourage a parent/community support group to solve this.
      - Parents worry when girls return from classes after dark. Dima ADROS or their local NGO partners could ask a parent/community group for suggestions in solving this. Perhaps parents or an older sibling could take turns walking the group home.
    - Work with other agencies, like the INDH, on income generation for families so they can afford to send children to school instead of work. This will most likely involve coordination, so that ADROS and the INDH work with the same families. National Solidarity is currently working with poor families in the Taroudannt area and should have ideas and perhaps target groups to share.
  - After education or vocational training, locate partners to help youth start businesses by identifying projects and/or helping them obtain loans.
    - While Dima ADROS probably does not have financial or human resources to do this, they could identify partners who could help, and the INDH income-generating projects could be involved.
    - Facilitators for Bayti noticed that they are now seeing rural girls who have finished primary school coming to cities to be maids. They suggested that a childcare program

could be developed for them, and after one or two years they would be old enough to work and have a specialty. Some programs exist, but one needs 9 years of schooling first. National Solidarity has programs for young women and is considering branching out from sewing; Dima ADROS might consider pursuing this.

- The new Dima ADROS program already includes several activities that either fit well with the recommendations above or lend themselves to other suggestions. Thus, some of these activities are listed below, with recommendations related to each.

- Create school watchdog/drop-out prevention committees:

The ecoute groups already established in most schools in the Marrakech Academia area, described above, could each serve as a nucleus for such a committee.

- Organize anti-WFCL communication campaigns and activism workshops in target areas:

Dima ADROS could work with the Youth Centers (*Dar Shabab*) in many areas and ask them to create plays on the topic and to present them at area schools, and local NGOs could have workshops with parents and students afterward. Current Dima ADROS students could be encouraged to take part in plays or tell their stories.

- Parents and communities will be mobilized at a grassroots level to assume a sustainable role in addressing child labor and improving the quality of education:

The evaluator heard many complaints about the quality of much formal education, including teacher absence and unequal or harsh treatment of students. A parental group like the PTA, composed of both sexes, could monitor teacher presence and perhaps other aspects. Bayti and INSAF could be consulted on how they work with families to discourage child labor, and their methods might be employed.

- Create boarding centers for girls in rural areas and encourage parents to use them:

This is very important; lack of such centers is a major reason for rural girls leaving school, and ADROS' work has shown that with support, these girls will continue. ADROS can look for partners who can locate funding for such structures; the INDH is one possibility. They can also encourage girls and parents to visit the centers, and have village girls living there talk to student and parent groups in the village.

- Conduct research on children involved in commercial sexual exploitation and the handicraft industry:

The increase in tourism will probably lead to an increase in prostitution, if it has not already, especially in the Marrakech area. Research on this will provide important information on child labor in this area, for both sexes.

There are also children of both sexes working in the handicraft industry, and they can be targeted for withdrawal. However, the evaluator found many went directly to work

after finishing ADROS classes because their families needed the money. Since this is not acceptable to ADROS or the USDOL, research should focus on finding another approach.

- Support shelters for child victims of commercial sexual exploitation:

ADROS has done work with supporting shelters, but most found ADROS funding to be insufficient, especially given the paperwork involved. Hopefully, the new budget has taken that into account. The shelters have high expenses for especially troubled children, and that must be taken into account.

### **Others**

- ADROS staff should have a more routine system to give staff time off to compensate for working long hours, and often on weekends:
  - While staff can request and be granted days off to make up for this time, it can feel awkward. It would be better to have a transparent system where each person kept track of extra days worked on a group chart visible to all, with perhaps a “days banked” total at the end of each month. Each person could request to take a banked day when it would be convenient for the team.
- Advocacy and awareness activities should be expanded:
  - Awareness campaigns should take place throughout the year, not just in the fall; several people mentioned there were not many campaigns, and not often enough.
  - Rural parents were less aware than urban parents and employers of laws regarding school and child labor, so awareness activities should be focused on rural areas; Dima ADROS has an activity to do this (see above).
  - Advocacy is needed on several topics:
    - The law on domestic labor has not yet passed, but many said they think it will by October 2008. If that does not happen, there may be a need to advocate a separate law concerning child domestic labor, which would have fewer controversial sections and could pass more quickly.
    - The evaluator found that a major cause of leaving school was that families could not afford the cost of books, especially for several children. Advocacy with the Ministry of Education and Youth could stress this point, and suggest that textbooks be designed to last at least 3-5 years so younger siblings could use them or they could be sold. They should also be designed without tear-out workbook pages, which once used make the book useless. The current system enriches authors and publishers at the expense of Morocco’s children.

### **3.2.2 Recommendations to Refine Project Monitoring**

- Project monitoring should be made less burdensome for the ADROS staff:
  - Filing the Technical Progress Report section containing figures once rather than twice a year would save a month of staff work, and follow the education cycle. However, consultation with USDOL revealed that they cannot change the frequency of either Table III.B or III.A., but that Table III.A reporting content for the TPR could be modified by ADROS and the USDOL, if that might make things easier.
  - The ADROS Evaluation Specialist needs assistance to design a more efficient data storage program for monitoring. Because of the diversity of USDOL projects, it is apparently very difficult to design a system to monitor all projects, which would be the most efficient method and would benefit all grantees. The Dima ADROS project grant did not include such funding, but perhaps Dima ADROS could request limited budget revisions to include funds for a database contractor to assist the Moroccan monitoring and evaluation (M&E) specialist to design a program.
  - USDOL should convene a meeting of international M&E staff to discuss their problems and discover solutions. In fact, they do have an annual meeting, but the Moroccan M&E specialist has not attended. ADROS should be sure she attends in the future.
- A more open communication flow needs to be created with the project. USDOL should provide a broader forum for interaction with grantees in terms of grantee requests, recommendations, and responses, and be sure grantees are aware of it. Of course, not all requests can be granted, but this broader communication would be beneficial.

The evaluator was asked if she thought her recommendations would be followed, since some staff had seen little evidence that others had been in the past. The evaluator read many polite exchanges of USDOL questions and ADROS responses at the end of technical progress reports, but saw no category for grantee questions and comments to USDOL. Having such a mechanism could reduce comments like that above, since USDOL responses would be clear and in writing.

- Dima ADROS needs to develop a system of following whether a child in the program does or does not work until age 15.
  - USDOL is very interested in this, but it was not tracked in the ADROS project; it was too difficult, especially with mobile urban families and children. Dima ADROS is required to do this, and may find it easier in rural areas, where people are more stable and know of each other. Classmates may be able to provide the information to facilitators.
- USDOL should take a realistic and sensitive view toward light summer work when defining work status.

### **3.2.3 Conclusion**

The ADROS Project has had a remarkable impact. It has reached more children than were requested in the target numbers, and they and their parents were very satisfied with the program. Project partnering with various Moroccan Government offices and the international IPEC and UNICEF led to Ministry participation in education activities, advocacy on domestic labor laws, and a national awareness-raising campaign regarding the problems of child labor and young maids.

ADROS' work in the field provided examples of best practices for others working in tutoring and nonformal education. Their management style, including openness, teamwork, and quick responses, were much appreciated. Both NGOs and the facilitators they hired to locate and teach children were provided with capacity building, through direct experience and with training sessions. The capacity of several government offices was enhanced with assistance in strategic planning by the ADROS director.

The level of coordination with other groups was mentioned by some as problematic, but with Dima ADROS being a full member of the National Steering Committee, and by making a special effort to inform each partner organization of joint actions, both at the immediate and higher levels, this can be improved.

The capacity-building, advocacy, and awareness-raising activities has made much of ADROS' work against child labor sustainable. The time is ripe for work on issues of child labor in Morocco, and Dima ADROS, another project targeting child labor, is very well-placed to do this.