
**INDEPENDENT EXTERNAL FINAL EVALUATION
OF
PROMISE PATHWAYS
REDUCING CHILD LABOR THROUGH VIABLE PATHS TO
EDUCATION AND DECENT WORK IN MOROCCO**

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I N T E R N A T I O N A L

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LIST OF ACRONYMS

ANAPEC	National Agency for Employment and Skills Promotion
APEFE	Association pour la Promotion de l'Education et de la Formation à l'Etranger
ATA	Aid to Artisans
CL	Child Labor
CMEP	Comprehensive Monitoring and Evaluation Plan
CSO	Civil Society Organization
DBMS	Direct Beneficiary Monitoring System
DENF	Office of Non-formal Education
EDP	Education Development Plan
EN	Entraide Nationale
GOM	Government of Morocco
HRCL	High Risk of entering Child Labor
IGA	Income Generating Activity
IIECL	International Initiative to End Child Labor
ILO	International Labor Organization
IO	Intermediate Objective
IT	Information Technology
M&E	Monitoring and Evaluation
MOESA	Ministry of Employment and Social Affairs
MONEVT	Ministry of National Education and Vocational Training
MSWFSD	Ministry of Solidarity, Women, Family and Social Development
NICRA	Negotiated Indirect Cost Rate Agreement
NGO	Non-governmental Organization
OCFT	Office of Child Labor, Forced Labor and Human Trafficking
ODCO	Cooperative Development Office
OFPPT	Office of Vocational Training and Labor Promotion
PAVE	Pathways to Advancing Viable Alternatives to Education and Employment
PRLMA	Participatory Rural Labor Market Assessment
TOR	Terms of Reference
TPR	Technical Progress Report
USDOL	United States Department of Labor
US	United States

EXECUTIVE SUMMARY

Project Description

In December 2013, Creative Associates International signed a four-year cooperative agreement with the United States Department of Labor (USDOL) to implement the Promise Pathways project to reduce child labor in the Marrakech-Asfi Region of Morocco. Implemented in partnership with government ministries and civil society agencies, the project aimed to increase access to appropriate training and education for 5,553 children and provide livelihoods and social services to 1,016 adult family members. Interventions were designed to increase community and family resilience and responsiveness by linking beneficiaries with existing local services and building the capacity of those services to meet the needs of vulnerable families. The project worked in Marrakech town and in the rural provinces of Al Haouz and Chichaoua. Due to an unfortunate combination of circumstances the project closed seven months early at the end of May 2017.

Evaluation Purpose and Methodology

This final evaluation aims to assess whether Promise Pathways activities achieved the overall goals of the project and identify the reasons why this has or has not happened. It makes recommendations and identifies promising practices to provide inspiration for ongoing strategies to combat child labor. The evaluation methodology combined a review of project documents with two weeks in Morocco talking with beneficiaries and other stakeholders and phone calls to USDOL and Creative Associates in the United States. At the end of the fieldwork stakeholders discussed the initial findings and opportunities for future activities at a meeting in Marrakech. The evaluation is based on the qualitative data collected during the fieldwork and quantitative data provided by the project.

Findings

There are two main aspects of the evaluation findings. The first concerns the validity of the Promise Pathways approach to combatting child labor and the second relates to the factors that lead to the project closing early.

Project Design

Creative Associates designed the Promise Pathways project in collaboration with three Moroccan NGOs. Two of these withdrew in the project's early stages, which necessitated several changes to the project design. Instead of working through sub-awardees, Creative Associates decided to employ teams of local university graduates as case managers to act as the link between beneficiaries and service providers. Al Karam, the remaining partner NGO, was integrated into the new approach. The loss of the other two sub-awardees had a direct impact on the budget since key posts became direct project hires, thus increasing the indirect costs charged to Creative.

A further design change came about as a result of the project audit in 2015, which led Creative to provide funding for direct service delivery through partner civil society organizations (CSOs). This also had budgetary implications and was implemented without informing USDOL. In practice it meant that beneficiaries had a wider range of options and support available to them but it also limited the opportunity to pilot the project model in its original form.

Performance Monitoring

The project's Comprehensive Monitoring and Evaluation Plan (CMEP) described the Promise Pathways Theory of Change (TOC) and Direct Beneficiary Monitoring System (DBMS). Evaluation stakeholder interviews indicated the validity of the TOC, which considered that strengthening the institutional environment to combat child labor would enable more vulnerable children to access education and decrease family dependence on income from child labor. Ministry personnel expressed the view that Morocco needs the type of innovative ideas, training and tools offered by the project in order to move forward with policy implementation in the face of the country's sometimes bureaucratic systems.

The DBMS was designed as an electronic system with data entry into tablets in the field and the use of data analysis software. In reality neither of these aspects materialized due to technical issues. Instead, the DBMS operated using paper-based recording with data entry into Excel spreadsheets. While beneficiary monitoring entailed regular and reasonably comprehensive data collection, at the time of the evaluation there was little evidence of data analysis. The project might have benefited from more consistent technical monitoring and evaluation support rather than input from several different specialists. While the Excel database will provide a useful resource for partner agencies at the end of the project, when it will be passed to the relevant ministries, the DBMS was probably the least successful aspect of the project.

Relevance

From their different perspectives, beneficiaries and government and civil society service providers all described the Promise Pathways approach as very relevant to their needs. Beneficiaries appreciated the range of learning opportunities and persistent encouragement and support from case managers and service providers. Service providers welcomed opportunities for capacity building and material support that enhanced the services they offer. Ministries valued project support for policy implementation through training in the practical and innovative approaches piloted by the project. Case managers received training and experience that stands them in good stead for their future careers, developing their capacity to meet the needs of vulnerable children and families and building social capital at local and national levels.

Progress and Effectiveness

During the evaluation the project team in Marrakech reported supporting 6,135 children and 1,131 adult household members. However a later validation process resulted in the lesser number of 5,257 children being recorded in Creative's April 2017 Technical Progress Report (TPR). Thus while the project did not quite achieve its target of supporting 5,553 children, it narrowly surpassed the adult target of 1,016. Promise Pathways coordinated the provision of 29 different types of education and livelihoods services by 35 civil society organizations and government

departments overseen by three ministries. The project provided a comprehensive series of capacity building training workshops to government and civil society partners and to the case managers. In spite of service provision taking place during less than eighteen months of the planned four-year period and budget management challenges that led to early closure, the project team succeeded in demonstrating the effectiveness and potential of the Promise Pathways approach.

Main factors influencing project progress

Protracted project startup was due to the unforeseen need for Creative to negotiate Memoranda of Understanding (MOU) with each of the three partner ministries. This delayed the baseline study, so service delivery did not begin until nearly halfway through the project. Following the initial changes in project design, it became evident to Creative that the funds available would not last until the planned end date of December 2017. The audit finding of non-compliance with Management Procedures and Guidelines (MPG) criteria for counting direct beneficiaries and the recommendation that this should be addressed led Creative to start funding the provision of services, believing that they would otherwise be in breach of their cooperative agreement with USDOL.

Design changes and the related budget shortfall resulted in ongoing negotiation of project revisions throughout the life of the project. Communication became a contentious issue with both USDOL and Creative, both finding shortcomings in the other's approach. The relatively small size of the project team in Marrakech and changes in key personnel during the course of the project brought additional stress to implementation. A further result of the project's reduced time span was that the child labor related research that was part of the cooperative agreement did not materialize.

Despite these issues, the Promise Pathways team steadily established the validity of the approach. Partner services were successfully mobilized to match beneficiary interests and in rural areas where fewer opportunities were available, services were developed or the required transport provided. The strategy of employing local case managers, combined with the use of the PAVE¹ case management methodology was central to the overall effectiveness of the established systems. Case managers brought knowledge of their localities to their work in the livelihoods and education teams. They demonstrated enthusiasm, energy and commitment and enjoyed learning and employing new skills. They reported high levels of job satisfaction as they discovered that they could positively influence the future of vulnerable young people and contribute to the development of their home areas. They acted as guides, mentors and facilitators, providing advice, support and information to beneficiaries and service providers. During the evaluation they expressed the intention of continuing in the same line of work after the end of the project. Two have already been taken on as government social workers, and others are working through new or existing associations to carry forward project initiatives.

¹ Pathways to Advancing Viable Alternatives to Education and Employment

Project close out

While disappointed and surprised, project partners largely took the early project closure in their stride and worked with the team to make the necessary arrangements to ensure all beneficiaries could complete the cycles of education or training that comprised their Education Development Plans (EDP). For beneficiaries who had not completed the current cycle, responsibility for ongoing support was largely negotiated with project partners and at the time of the evaluation the project team was working to resolve any outstanding issues. However in the Commune of Lala Aziza the President was extremely worried that premature withdrawal of case manager support would have a negative influence on girls' school enrolment in general and strongly advocated for the project to remain active until the promised end date.

Impact

Experiences described by beneficiaries during the evaluation demonstrated the project's positive impact through support for reintegration into full time education or enrolment in vocational training. Successful matching of young peoples' needs and preferences with appropriate services was a result of the personalized service received by each beneficiary. Medical caravans in remote areas facilitated access health care for beneficiaries and their families. Girls in remote communities were assisted to attend school by enrolment in Dar Taliba² institutions. New vocational training courses such as cookery and car mechanics were established and existing services were improved through material support and training. Beneficiaries expressed themselves with an impressive degree of self-confidence during evaluation interviews, possibly as a result of the project's holistic approach that included life skills training and regular interaction with case managers.

Sustainability of project approaches

Promise Pathways trained over 400 state and civil society actors in the PAVE methodology in the Marrakech-Asfi region, and 140 child protection social workers nationwide in PAVE and management of school support activities. Entraide Nationale intends to use PAVE in its new Child Protection Centers across the country. Over the coming year the Federation of Parent Teacher Associations will replicate project training to build the capacity of their 138 member associations to influence school reforms to prevent children dropping out of school. The Ministry of Employment is in the process of duplicating the project's risk mapping and analysis training for labor inspectors across all regions. This training has increased motivation and enthusiasm since it has shown participants how they can become a proactive force in preventing child labor. Current Ministry of Education reforms will integrate some project services into state provision. Partnering with the project enhanced the services offered by civil society organizations and increased their capacity to meet the needs of vulnerable children and their families. International service providers appreciated the opportunity to work with particularly vulnerable families that was provided through partnering with the project.

² Boarding facilities for girls attending secondary schools

Conclusions

Promise Pathways is clearly a viable and effective approach to combatting child labor in the Moroccan context. It might well be replicated in other situations where relevant policies and structures exist but where innovative and effective tools and methodologies to support their implementation are required. Morocco's civil society network of associations and cooperatives played an important role in service provision and the project enhanced existing services in a sustainable manner in both civil society and government agencies, thus contributing to development at national, regional and local levels.

Lessons can be learned from the project's difficulties related to significant design changes and understanding of the status of audit recommendations. The regrettable early close out resulted in reduced support for some beneficiaries and some aspects of the cooperative agreement remaining unfulfilled. More effective communication might have mitigated these effects to some extent. However this should not detract from the significant achievements of the small project team in Marrakech in demonstrating the viability of coordination and development of existing services to reduce child labor.

Good Practices

Promise Pathways has piloted and combined a range of good practices to demonstrate the child-centered "wrap around" approach that is the project's principal legacy. The overall approach can be seen as a good practice in itself, as can a number of its component parts that are listed here:

- Alignment with government education and child protection policies
- A project team made up of Moroccan technical specialists
- Beneficiary selection based on a detailed baseline study, to identify those at most risk
- The PAVE child-centered case management methodology
- The case manager coordination and liaison role
- Effective mapping of existing local services
- Ministry ownership of high quality training for labor inspectors, through their involvement of effective adaptation to the Moroccan context
- Identification and capacity building of key partners at national, regional and local levels, including some material improvements that will outlive the project.

Recommendations

1. Beneficiaries who have not completed their services by the end of the project

Creative should ensure that provision is made to cover any outstanding costs to ensure that all beneficiaries complete their cycle of training or education.

2. Discussion with the President of the Commune of Lala Aziza

Creative should discuss the specific concerns of the President of the Lala Aziza Commune concerning early project close out to determine if any additional support might be arranged.

3. Project team

Future projects should be strongly encouraged to put in place a team of an adequate size to comfortably carry out the required work and teams should include a full time M&E officer.

The advantages of using national personnel, in terms of networking and sustainability, should be taken into account when appointing project staff.

4. Project revisions and Project audits

Every effort should be made by all concerned parties to ensure timely decision making concerning project revisions so that projects can make maximum use of the time available. The status of audit recommendations needs to be made clear when the draft report is circulated, so that grantees are aware at what stage they are required to act on such recommendations. Grantees should always inform USDOL before making significant changes as a result of audit recommendations, in line with the MPG.

5. Promise Pathways approach

The Promise Pathways approach should be fully documented so that future projects can draw on and adapt the materials to their own contexts. Documentation needs to include details of all key components, manuals, tools and resources. This Promise Pathways pack would ideally be available in English and Arabic.

6 Review of the situation after one year

The high degree of interest from government and civil society partners suggests that the Promise Pathways approach and a number of its components are likely to be sustainable over time. It would be useful to verify if this is in fact the case by a rapid review after 12 months, which would involve talking to key partners to assess what has taken place in the twelve months following the end of the project.

I. PROJECT DESCRIPTION AND CONTEXT

1.1. Project Description

Promise Pathways aimed to reduce child labor in Morocco by increasing access to appropriate education for 5,553 children aged from 6 to 17 and providing livelihoods and other social services to 1,016 of their adult siblings, parents and caregivers in the Marrakech-Asfi region,³ whilst building the capacity of government departments and civil society partner organizations. With USDOL funding of \$4,998,430, this was initially a four-year project that was planned to run from December 2013 to December 2017 but an unfortunate combination of circumstances led to funding being exhausted and the project closing at the end of May 2017, necessitating modification of the original cooperative agreement. The Promise Pathways approach was inspired by initiatives that improved educational and development outcomes for vulnerable young people in urban America⁴ and interventions were primarily designed to increase community and family resilience and responsiveness by linking identified beneficiaries with existing local services.

Creative Associates International implemented the project in collaboration with state and civil society partners at national, regional and community levels. MOU were signed with three key ministries, namely:

- The Ministry of Employment and Social Affairs (MOESA)
- The Ministry of National Education and Vocational Training (MONEVT)
- The Ministry of Solidarity, Women, Family and Social Development, which has oversight of Entraide Nationale (EN), a public body with financial autonomy that provides grass roots support for vulnerable groups

Capacity building of government employees concerned theoretical and practical training for labor inspectors, teachers and social workers.

The project's case managers linked beneficiaries to thirty five local and national civil society partners, comprised of remedial tutoring and vocational training organizations, which delivered education or livelihood related services. The project also partnered with two non-profit organizations based in the United States (US): the International Initiative to End Child Labor (IIECL) which provided training and technical assistance, and Aid to Artisans, which creates economic opportunities for crafts people in developing countries. These organizations were named project subawards. The Belgian NGO APEFE⁵ which builds the capacity of Moroccan

³ On 7th Feb 2015 the Region of Marrakech-Tensift-Al haouz became the Region of Marrakech-Asfi, which includes the project intervention zones in Marrakech, Chichaoua and Al Haouz

⁴ The Harlem Children's Zone and Promise Neighborhoods Project
https://en.wikipedia.org/wiki/Harlem_Children%27s_Zone

⁵ Association pour la Promotion de l'Education et de la Formation à l'Etranger (Association Promoting Education and Training in other Countries)

agencies to support women’s enterprise initiatives was a third international non-profit partner which joined the project at a later date, providing services across all three cohorts on a similar basis to local service providers.

The project started work on the ground with a baseline household survey, a Participatory Rural Labor Market Assessment (PRLMA) and a school climate survey, which served to inform subsequent interventions and to introduce the project at the local level. The small Marrakech-based team coordinated activities in eleven communes (6 in Chichaoua and 5 in Al Haouz Provinces) and in two Marrakech arrondissements. Forty-seven case managers were recruited from these localities and served as the links between beneficiary families and services providers. The education team focused on beneficiaries from 6-14 years old, covering both formal and non-formal education initiatives. Working children and other school dropouts were re-integrated into school, while other vulnerable children received support to enroll or remain in education. Similarly, the livelihoods team worked to withdraw 15-17 year olds from work and to enroll those who did not wish to return to school and other school dropouts in appropriate vocational training. The livelihoods team also supported adult members from families of the most vulnerable children, linking them to services and training to help reduce dependence on income from working children.

The project team worked to strengthen the capacity of both state and civil society partner organizations so that they would be in a better position to identify and support vulnerable children and reduce the risk of child labor as a result of the project. Labor inspectors and social workers from all regions of Morocco received training, and partners directly involved in project implementation participated in a broad range of capacity building workshops linked to their roles.

Table 1: The Three Promise Pathways Intermediate Objectives

Intermediate Objective (IO)	Main focus of activities
1. Increased participation in quality education among children engaged in or at risk of child labor	<p>Education for ages 6-14</p> <p>IO1.1 Reinforced access and retention of children in education programs</p> <p>IO1.2 Improved quality of education services</p>
2. Decreased dependence on child labor for livelihoods in target households	<p>Training, employment and support for ages 15-17 and 18+</p> <p>IO2.1 Improved youth-relevant activities to secure decent jobs among target youth</p> <p>IO2.2 Improved access of target households to social protection programs</p> <p>IO2.3 Increased income among target households</p>
3. Contribution of institutional environment to the elimination of child labor is improved	<p>Government and Civil society capacity strengthening:</p> <p>IO3.1 Improved capacity of relevant government institutions in target zones to contribute to the elimination of child labor</p> <p>IO3.2 Increased capacity of civil society organizations in advocacy and service provision</p>

1.2. Project Context

Morocco has ratified all key international child labor conventions, including International Labor Organization (ILO) Conventions 138 and 182 and the United Nations (UN) Convention on the Rights of the Child, and put in place a number of related laws and regulations, the most recent

being the 2016 law regulating employment of domestic workers. In 2015 a legal review of the Penal Code was conducted, with a view to drafting a coherent framework in line with international agreements. In 2016, Morocco passed the Law on Trafficking in Human Beings, which is consistent with the Palermo Protocol and other international agreements, and in 2016 regular training, in partnership with international organizations, was provided to judges, law enforcement officers and civil society stakeholders on human smuggling and trafficking. National statistics show a drop in the number of working children aged from 7 to 15 from 517,000 in 1999 to 59,010 in 2016. Despite this progress child labor is still a significant problem, occurring primarily on small family farms but also in urban industries and services. It tends to be concentrated in areas with low levels of education, including the region of Marrakech-Asfi, where the Promise Pathways project operated. Despite generally high enrollment for Morocco's nine years of compulsory education, significant dropout rates are linked to inadequate transport, high school-related costs and insecurity and discrimination in schools, which increase vulnerability to child labor.

Some children are engaged in the worst forms of child labor, including commercial sexual exploitation, begging and forced domestic work, sometimes as a result of human trafficking. A number of government programs target child labor, but these do not address the full extent of the problem and there are not enough labor inspectors to enforce the relevant laws. To comply with ILO recommendations Morocco would need to employ roughly 815 inspectors, whereas in 2016 there were only 356.

Mechanisms are in place to coordinate efforts to address child labor across the key ministries and other national agencies. Adopted in 2016, the Integrated Public Policy on the Protection of Children promotes an interdisciplinary approach in response to child exploitation. In addition to Promise Pathways, social protection programs targeting child labor include the USDOL-funded Global Action Program on Child Labor Issues implemented by the ILO which aims to improve data on child labor and forced labor in Morocco and Ministry of Education support for vulnerable children through national vocational programs, the Tayssir conditional cash transfer program and funding for housing and transport for school children. While the scope of government-supported programs seems quite broad, effective funding, implementation and coordination need to be improved to fully address child labor.

Factors contributing to child labor include the availability and quality of education and other social services and limited socio-economic household resources. In the Marrakech-Asfi region school dropout rates are the country's second highest and children work as agricultural laborers, apprentices, peddlers, domestic laborers and sex workers. Children from poor farming families are exposed to work-related hazards, including harmful chemicals, dangerous tools and machinery, carrying heavy loads, working long hours and over exposure to the elements. In 2013 Creative Associates estimated that 49,000 children live below the poverty line in this region and that a similar number are vulnerable to falling into poverty.

II. EVALUATION PURPOSE AND METHODOLOGY

2.1. Evaluation Purpose

This final evaluation aims to assess whether Promise Pathways activities have achieved the overall goals of the project and identify the reasons why this has or has not happened. It seeks to document lessons learned, potential good practices and models of intervention that might inform future child labor projects and policies in Morocco and beyond. The report analyzes the validity of the Promise Pathways theory of change and assesses to what extent the project has achieved its expected outputs and outcomes, the relevance and effectiveness of project interventions and the challenges and successes encountered along the way. Recommendations focus on lessons learned and promising practices to provide inspiration for future strategies to combat child labor. The evaluation also seeks to understand the reasons behind the project's early close-out and how this influenced project outcomes. The Terms of Reference (TOR) for the evaluation can be seen in Annex E.

2.2. Methodology

The evaluation is based on qualitative data collected during two weeks of fieldwork, combined with the quantitative data and other information from project documents and phone calls with USDOL and the Creative Associates head office. In addition to the overall aims of the evaluation, the TOR identified twelve specific questions about the project and these were used to develop semi-structured interview guides to direct discussions with the appropriate informants.

Evaluation Schedule: The evaluation fieldwork took place from February 27th to March 10th 2017. The evaluator spent one day in Rabat meeting Ministry officials and international partners and was also able to visit the project's training for labor inspectors that was underway. The rest of the time was spent in Marrakech with four daylong visits to the provinces of Chichaoua and Al Haouz. Details of the daily schedule can be seen in Annex D. After meetings with over 50 representatives of participating agencies, 20 case managers and 64 direct beneficiaries, the final event was a stakeholders' meeting in Marrakech on Friday 10th March, which was attended by representatives of 25 project partners. This meeting enabled the evaluator to verify her initial findings and also provided an opportunity for participants to discuss coordination of ongoing activities in their areas.

Data Collection and Analysis: The evaluator spoke to beneficiaries, service providers and case managers in Marrakech, Al Haouz and Chichaoua, the three intervention provinces, in addition to regional and national level stakeholders and the project team in Marrakech. This facilitated the triangulation of information from a range of different sources:

- *A review of project documents*, including the original project document, the Comprehensive Monitoring and Evaluation Plan (CMEP), technical progress reports, project revisions, the baseline and other studies and a summary of PAVE⁶, that describes

⁶ Pathways to Advancing Viable Alternatives to Education and Employment

the core project methodology. A complete list of documents reviewed appears in Annex A.

- *Phone calls with USDOL, Creative Associates head office and the Economic and Social Affairs Officer of US Consulate in Casablanca* provided project information and details of the management partnership between funders and implementing agency.
- *Meetings with the Creative Associates project team in Marrakech:* At the time of the evaluation the team consisted of the Project Director and a Livelihoods and an Education specialist, assisted by a part-time M&E consultant and finance and logistics personnel.
- *Key informant interviews with state actors* at national, regional and local levels, including representatives from the project’s three partner ministries in Rabat, Regional officials, and school teachers and head teachers, labor inspectors and vocational training staff in the provinces and communes.
- *Key informant interviews with civil society service providers:* These were principally associations and cooperatives which are key actors in Morocco’s civil society, associations being responsible for voluntary service provision and also acting as contractors for some statutory services and cooperatives being a popular and effective vehicle for income generating activities.
- *Meetings with project case managers:* These young local university graduates were employed to provide the link between beneficiaries and service providers and emerged as the lynch pin of the project. The evaluator met with education and livelihoods case managers in groups and individually.
- *Focus group discussions with beneficiaries* took place in Marrakech, Chichaoua and Al Haouz provinces, as detailed in the table in the following section.

A full list of interviews and focus groups discussions can be found in Annex B.

Sampling Methodology: A purposeful, non-random sampling methodology was used to select the interviewees. The evaluator requested that the beneficiary sample should include focus groups of 6-8 people for the categories identified in Table 2 and suggested how this might be organized taking into account the time available in the three zones to be visited. The project team made some adaptations to the proposal in the light of beneficiary availability and selected the focus group participants.

Table 2: Evaluator’s Proposal for Beneficiary Interviews

Marrakesh/cohort 1	Chichaoua/cohort 2	Al Haouz /cohort 3
6-14 age group (girls)	6-14 (boys)	6-14 (girls)
15-17 age group (boys)	15-17 (girls)	15-17 Boys
Over 18 (women)	Over 18 (men)	Over 18 (women)

The evaluation included beneficiary focus group discussions in two communes in each of Chichaoua and Al Haouz provinces and in two arrondissements in Marrakech. Focus groups included male and female respondents from all three age groups of project beneficiaries (6-14, 15-17 and 18+), the sub-groups of children withdrawn and children prevented from child labor and children from each of the project’s three cohorts. The project livelihoods and education

specialists ensured that these categories were taken into account and case managers then selected participants and organized the group meetings. Key informant interviewees were selected by the project on the basis of the TOR and some specific requests from USDOL to include all key groups of state and non-state project partners. Table 3 summarizes the populations interviewed, the interviewing methodology, the sample size, and characteristics of the sample.

Table 3: Population, Methodology, Sample Size and Sample Characteristics

Population	Method	Sample Size	Sample Characteristics
USDOL	Conference call Individual interview	3 (Female=F) 1 (Male =M)	M&E Officer, Project Manager, Division Chief of the AME team at USDOL, and the Economic and Social Affairs Officer at the US Consulate
Creative Associates	Conference call Group/individual interviews	2 (F) 2 (F) 2(M)	Senior Associate Education Practice Area Director and M&E Director Project Director, Education and Livelihoods specialists M&E Consultant,
Ministry of Employment and Social Affairs	Group interview Group interview Individual interview	1 (F) 3(M) 2 (F) 3(M) 1 (M)	Labor Department Director and staff Labor Inspectors Regional Director of Labor
Ministry of National Education and Vocational Training	Individual interviews	1 (M) 3 (M)	Head of Service for integration and support, NFE School teachers /Head teachers
Entraide Nationale	Individual interviews	4 (M)	National Director, Regional director, Training Centre Director, auto mechanics trainer
International non profit	Individual interviews	3 (M)	APEFE, Aide to Artisans
Associations and Cooperatives	Individual /Group interviews	9(F) 7(M)	Directors and other relevant officers, staff and members
Dar Taliba ⁷	Individual /Group interviews	1 (F) 1(M)	Directors
Local committees	Group interview	1(F) 3 (M)	Elected Commune representatives and other project partners (Dar Taliba and local Association)
Case managers	Group interviews	6(F) 14(M)	Local graduates, project employees
Beneficiaries	Group interviews	13(F) 4(M) 24(F) 11(M) 6(F) 6(M)	6-14 withdrawn /prevented; 15-17 withdrawn/prevented; 18+ families of vulnerable children
Total Interviewed		70(F) 67(M) =137	

⁷ Dar Taliba are residential units situated close to secondary schools that provide a safe place for girls from rural villages to live while they attend school. Typically they board on a weekly or monthly basis.

Limitations: The evaluator spoke French but not Arabic or Amazigh. This meant that beneficiary and some other interviews required interpretation. In discussions where people understood French but were not confident to express themselves, they responded in Arabic. Two case managers provided interpretation. Overall this worked well, but working through translation takes more time and can limit detailed follow up questions. The advantage of working with case managers as interpreters was that they were familiar with the project and beneficiaries felt comfortable with them. It was not possible for the evaluator to read beneficiary records directly, but several were verbally translated to demonstrate the type of information recorded.

Within the context of the time and resources available it was not feasible to meet with randomly selected beneficiaries, so it cannot be certain that any unforeseen bias in the sampling methodology did not affect the findings of the evaluation.

The evaluation coincided with the project's close out activities and training for labor inspectors in Rabat, so timing was tight and opportunities were limited for follow-up questions outside the programmed meetings with team members. The situation was compounded by the mother of one technical specialist being unexpectedly admitted to hospital in the north of the country and the other technical lead being out of the office on a number of days for health reasons. Within these limitations the team provided all possible support to the evaluation.

Time did not permit a visit to Casablanca to meet with Bayti and INSAF, the two Associations that withdrew in the early stages of implementation and unfortunately they have not responded to e-mail messages. It was also not possible to visit all the communes where the project worked or see examples of all types of services provided by the project⁸, which may result in some types of service and some commune-specific issues being under-represented in the evaluation report.

This was not a formal impact assessment. The findings for the evaluation were based on information collected from background documents and the key informant interviews. The accuracy of the evaluation findings is dependent on the integrity of information provided to the evaluator from these sources and the ability of the evaluator to triangulate this information.

⁸ A service comprised a specific activity or benefit provided for a beneficiary, who generally received a package of several appropriate services, which together made up their individual Education Development Plan (EDP).

Services available for 6-14 year olds comprised: reintegration into formal education, enrolment into non formal education, school supplies, life skills, transport, Dar Taliba (boarding school), extra-curricular activities, school support, school enrolment fees, counselling services, psycho-social support, cash transfer, medical care, medical insurance and micro-insurance, legal support, social security services and in kind support (clothes etc).

Services available for 15-17 year olds comprised: school tutoring, life skills, vocational training in cooking, patisserie, life skills, tailoring, hairdressing, cooking, mechanics, electricity, aluminium, welding, carpentry, wrought iron and intermediate technology.

Services available for adult family members comprised: medical care, cooking, clothing, set up and management of cooperatives, marketing and financial education.

III. FINDINGS

The findings of the Promise Pathways final evaluation are based on a review of key project documents and discussions with project stakeholders and beneficiaries through phone calls, key informant interviews and focus group discussions during the fieldwork visit to Morocco in March 2017. The findings address the evaluation questions listed in the TOR as part of the overall project story. Commencing with an analysis of project design and performance monitoring, this section goes on to look at progress and effectiveness, relevance, efficiency and use of resources and concludes with discussion of impact, sustainability and good practices.

There are two main aspects of the evaluation findings. The first concerns the validity of the Promise Pathways approach to combatting child labor and the second is related to the factors that resulted in the project closing seven months before its planned end date.

3.1. Project Design and Performance Monitoring

Project Design: The project design was inspired by the Harlem Children’s Zone and Promise Neighborhoods projects that improved educational and development outcomes for children and youth in poor communities in the United States. Its core concept was to match individual needs of beneficiaries with appropriate existing local services, while strengthening the capacity of the institutional environment of which those services were a part.

In line with this model, Creative Associates designed the Promise Pathways project in collaboration with three Moroccan NGOs, each intended to anchor the project in its respective geographic area (Association Bayti in Essaouira; Association Al Karam in Marrakesh and INSAF in Chichaoua and El Haouz) and support the coordination and development of appropriate existing local services, as described in the project document dated May 2014.

In fact Al Karam is the only one of these three organizations to have fulfilled a role in project implementation, the other two having withdrawn in the early planning stages. In INSAF’s case this was linked to its role as a watchdog organization focused on single mothers and their children (particularly domestic workers) and it proved difficult to combine this with government collaboration and the project’s focus on child labor across different sectors. It is less clear why Bayti withdrew but it seems to have been linked to the requirement to adhere to the project document and the level of funding available. The presidents of both NGOs, who had been involved in project design, had changed by the time of implementation. Bayti’s withdrawal contributed to the decision to drop the Essaouira region from the project’s zones of implementation.

The departure of two out of three national implementing partners in 2014, during the process of developing the CMEP, necessitated changes to the original design. Instead of working through these three organizations, Creative decided to employ teams of local university graduates as case managers in each of the three implementation zones of Marrakech, Chichaoua and Al Haouz, which turned out to be an extremely effective strategy. The third of the original implementing partners, Al Karam in Marrakech, was integrated into the new design, providing two case managers who contributed to capacity building of local organizations, Monitoring and

Evaluation (M&E) data collection concerning beneficiaries referred to service providers for social service and livelihood related benefits and training. Al Karam also supported and coordinated direct service provision, including back to school mobilization campaigns, support for re-enrollment into schools, vocational training and psychosocial counseling and support for vulnerable youth. To follow the overall project story, it should be understood that the loss of the two sub-awardees had a direct impact on the budget shortfall that led to the early project closeout. When two staff posts were moved from the subawardees to become direct project hires, this resulted in an increase in indirect costs charged to Creative. This, combined with an increase in the indirect costs rate (NICRA), ultimately led to the early end to the project.

Finally, as explained in the project revision form dated June 2016: *“In response to DOL’s 2015 audit results, the programmatic delivery approach was also modified to increase Creative’s focus of direct service delivery through CSOs to complement its proposed primary focus of service coordination.”* This meant that financial resources were allocated to pay service providers, which was a change to the original design that had focused on linking beneficiaries to appropriate existing services, supported by capacity building for those services. Creative took the decision to modify the approach without consulting USDOL and ahead of the initial audit determination. The final audit report was issued in September 2016 and USDOL’s Initial Determination was transmitted to Creative on 27th Feb 2017, within the permitted six-month timeline for issuing the Final Determination. Had Creative waited until then to make any decision, this would have left a limited time period for any changes to be effectively implemented given that the project was due to end in the same year. However the main issue is that Creative did not consult or inform USDOL before implementing their decision to modify the project approach.

In practice the change in approach meant that expanded services were available to beneficiaries, which would not have been otherwise available. In the case of vocational training sponsored by Entraide Nationale, the expanded services included additional vocational training courses, materials, transport costs and work overalls. Other examples of payments for services included remedial teaching, school supplies, life skills training, boarding costs, and financial education. On the one hand this change meant that beneficiaries had a wider range of opportunities and support available to them, whereas on the other it limited the piloting of the project model in its original form. There are clearly issues related to sustainability when project funds are invested in providing services to beneficiaries. The reasons behind this change and the actual or potential effects are further discussed in the section of the report looking at project progress and effectiveness.

Performance Monitoring: The Promise Pathways CMEP describes the Theory of Change and the monitoring and evaluation procedures and indicators used to guide data collection and project implementation and monitoring. The CMEP was also intended to enable analysis of how and why change occurred so that any appropriate modifications could be made during the course of implementation.

The TOC considers that strengthening the institutional environment to combat child labor will enable more vulnerable children to participate in quality education and decrease dependence on income from child labor in poor families and thus child labor will be reduced. In spite of its short period of implementation, the Promise Pathways experience indicates the validity of this TOC in

the Moroccan environment. Ministry personnel stated on a number of occasions during the evaluation, that in Morocco, the most pressing need is the dissemination of innovative ideas, and training and tools for their practical application. Policy frameworks are largely in place but existing systems have a tendency to be bureaucratic, often lacking dynamism and pro-active creativity, which the project has been able to provide. Capacity building of state and civil society service providers, combined with the effective development of the role of local case managers, has brought about a reduction in the number of working children during the course of the project. The sustainability of these initiatives will be discussed in detail in the appropriate section but there are a number of indications that the progress made can be maintained and further expanded.

The CMEP describes the establishment of an electronic DBMS where data would be entered into tablets by case managers in the field and automatically uploaded to a central database. At the USDOL project manager's request a requirement for a paper record to be kept as a contingency measure was integrated into the CMEP. In practice the tablets (which cost the project over \$15,000) did not work to support the DBMS for a number of technical reasons, primarily because the software and Internet connection network never worked efficiently. When case managers entered data it took several hours for the database to be updated, during which time they could not continue data entry, so it became too time consuming. In addition, a number of mountainous areas could not receive a signal so the case managers were unable to connect directly. Creative's M&E consultant reported that the problems were largely outside the project's control since they seemed to be linked to the quality of the network and the service provider, who had received numerous requests to rectify the situation. USDOL expressed the view that connectivity is a common issue with mobile data collection in developing countries and Creative might have made more effort to find the required technical solutions, as other implementers have been able to do.

At the time of the evaluation Creative continued to work with the DBMS developers to address the issue of data synchronization, with the intention of resolving the issues in time to hand the system over to the ministries concerned. The tablets were used for a number of other project activities, including baseline data collection and beneficiary registration and follow-up. While awaiting the resolution of the technical problems, education case managers filled in the paper monitoring forms on a regular basis for beneficiaries aged from 6-14 and livelihoods case managers did the same for those aged from 15-17 and over 18. This data was transferred to the technical specialists every month, so there is a more or less complete paper record of progress for each beneficiary, which was periodically entered into Excel spreadsheets in the Marrakech office by the Monitoring and Evaluation officer, and later, the M&E consultant.

The evaluator examined three sets of beneficiary intake and monitoring forms, with the help of an interpreter, and these appeared to be correctly completed and up to date. The monthly data entry process was still underway at the time of the evaluation. Final aspects of data collection and entry concerned the end status of project beneficiaries, which will capture the degree of completion of project allocated services and include follow up of beneficiaries who dropped out of the project. This data had not been collected at the time of the evaluation but the evaluator was

told that it would be part of the project closeout activities. It should be noted that these did not include the endline/follow up survey required under the cooperative agreement, which did not take place due to the time constraints caused by the early project close out⁹. Data in the DBMS spreadsheets is collected under the following headings, much of it taken from beneficiary intake and monitoring forms:

- Demographic data and Work / At risk category, taken from the Intake Form completed by case managers with all beneficiaries
- The individual Education or Employment Development Plan completed by case managers with each beneficiary, which identifies individual needs and preferences and the matching services provided. This constitutes the agreement between the project and the beneficiary and the basis for ongoing monitoring.
- The services provided, from a possible 29 different services
- The first date of receiving each service
- The date of the most recent monitoring visit from the case manager and any comments
- Service completion status: beneficiaries who will not complete all services by the end of March 2017 are assigned to one of the following categories:
 - 1- Formal school cycle is completed end-June 2017
 - 2- Informal education is completed end-June 2017
 - 3- Transition between 6th and 7th grade is done in June or in September 2017
 - 4- Has to wait for school results at end June 2017 and if he/she would re-enroll in September 2017
 - 5- Service cycle is completed after March 2017
 - 6- Cohort 3 - has just joined the program in October 2016
 - 7- Other, specify:
- Final status: this assigns each project beneficiary to one of the following categories:
 - 1-Returned to school/college
 - 2- Completed training cycle
 - 3- Integrated in work
 - 4- Integrated in job search platform (ANAPEC)
 - 5- Other, specify:
- Status of beneficiaries that have dropped out of project services: this assigns project beneficiaries who have dropped out of project services to one of the following categories:
 - 1- Social or family constraint (ex: marriage)
 - 2- Left place of residence (immigration to another town or left country, moved to another residence, etc.)

⁹ This constitutes a missed deliverable for USDOL because Creative could not meet the criteria for endline surveys detailed in Management and Program Guidelines. In Creative's opinion, this does not constitute a missed deliverable, since the deliverable was dropped at USDOL's insistence when the early closeout was approved.

- 3- Death
- 4- Serious illness
- 5- Left program for work-related reasons
- 6- Problems related to access to services
- 7- Other, specify

Before project beneficiary numbers are reported to USDOL, Creative M&E personnel validate the data. This entails verifying that the data collection and recording process has been correctly followed and documented and that beneficiaries fulfil the USDOL common indicator criteria. At the time of the evaluation final beneficiary numbers were provided by the education and livelihoods specialists but had yet to go through the validation process.

The project has lacked consistent M&E technical support on the ground in its Marrakech office. At the time of the evaluation the M&E specialist was on long-term sickness leave and a consultant was carrying out the data entry work with assistance from the US office. As far as the evaluator could assess, after examining the limited sample that time permitted, the data collection forms have been filled in regularly and the data was reasonably comprehensive, beneficiary files being up to date, with information following a logical progression through stages of identification, demographic data entry, education development planning, enrolment in services and ongoing monitoring. However after an initial recording of beneficiary work status, there was no ongoing monitoring to determine changes of work status, as described in the CMEP. The electronic database has never functioned as planned and has thus not enabled the envisaged analysis during the course of the project. According to the project team, the Excel database was expected to be up to date by the time the project ends and to be used a resource for partner agencies, both for ongoing monitoring of project beneficiaries and as a system for monitoring support to other young people in the future.

3.2. Relevance

The form in which Promise Pathways was finally implemented has proved to be extremely relevant. Evaluation interviews with beneficiaries revealed very satisfied young people in all categories and families feeling more confident to support their children as a result of the project. Beneficiaries and service providers mentioned a number of particular strengths that contributed to the relevance of the project from their perspectives:

- The range of the twenty nine services provided by Promise Pathways partner organizations, which enabled specific needs and preferences to be matched;
- The persistence of the case managers, who wouldn't accept "no" for an answer, but kept returning to talk to school dropouts and working children about the alternatives on offer (e.g. schools students in Ahmed Chaouki College and car mechanics trainees in Ourika, Al Haouz);
- The capacity of case managers to link home and school environments, in some cases helping teachers to understand home realities and in others helping parents to communicate with and trust school staff (e.g. school superintendents in Ahmed Chaouki College, Marrakech and Lalla Aziza College, Chichaoua and the Commune President in Lalla Aziza);

- Support for and expansion of Dar Taliba boarding facilities that enable girls living in remote communities to attend secondary school, and encouragement for their parents to trust that these would be safe places for their daughters (e.g.: Lalla Aziza, Chichaoua and Zerkten, Al Haouz);
- Provision of additional facilities in existing vocational training venues that made new and more relevant courses available (e.g. Catering in Imintanout, Chichaoua and car mechanics in Ourika, Al Haouz);
- Support to improve school environments (with books, murals and gardens) and provision of life skills training that was an innovation to the curriculum, not only for project beneficiaries but for entire school populations, including training and modeling how to lead and facilitate these activities for school teachers (e.g. Lalla Aziza College);

State service providers also discussed aspects of the project that were particularly relevant to their work, both as part of the project and in the longer term:

- Labor inspectors and their colleagues in the Ministry of Labor were extremely pleased with the project's risk-mapping and task analysis training received by 140 labor inspectors representing all twelve regions of Morocco. The combination of theoretical and practical approaches and the translation and adaptation of the training documents to the Moroccan context were much appreciated. Labor Inspectors appeared to find new meaning in their work and discover that they could make a real difference to the lives of working children, as opposed to merely fulfilling a bureaucratic role;
- Entraide Nationale, Morocco's social work agency, is adopting the project's PAVE methodology, starting with the project's training of 140 new social workers that will staff the new Child Protection Units that are being established in all Provinces. PAVE is a child centered approach to case management that enables a participatory planning process involving young people and their families in taking up appropriate education or training opportunities.
- At the Ministry of National Education, the Non-Formal Education Department has insisted on receiving copies of Promise Pathways tools and methodologies and the beneficiary database to support their ongoing work of re-integrating school drop outs into education.

Similarly, international, national and local civil society organizations also found Promise Pathways to be relevant to their activities:

- The Min Ajliki/APEFE program¹⁰ funded by the Belgium Development Agency supports socio-economic integration for women through enterprise development. Partnering with

¹⁰APEFE is a Belgian NGO that is building the capacity of its four Moroccan partners (MONEVT, ANAPEC, Association des Femmes Chefs d'Entreprises de Maroc (AFEM) and the microfinance agency al Amana) to support women entrepreneurs. The second phase of the Min Ajliki program started in January 2017 and will last for a minimum of five years. Among its range of activities the program offers training for individuals, businesses and cooperatives and aims to support women's activities to move from the informal to the formal sector <https://www.apefe.org/programmation/maroc.html>

Promise Pathways enabled Min Ajliki to reach beneficiaries in remote areas and offer services to nearly 200 women across all three cohorts, which they would probably not otherwise have reached. The program has been able take over work with a number of Promise Pathways beneficiaries as close out approaches, thus demonstrating the sustainability value of linking beneficiaries to existing services.

- All the Associations and Cooperatives, which shared their experiences and perspectives during the evaluation, expressed appreciation for the relevance of the Promise Pathways approach and methodology with regard to both direct beneficiaries and their families and the capacity building training received.
- The President and other representatives of the National Federation of Parent’s Associations highlighted the project’s training on how to establish early warning alert systems in schools to identify children at risk of dropping out, and take action to support them and keep them in school.

Last, but not least, the project has been very relevant for the case managers, who have benefitted from an extensive training package covering all aspects of the project’s activities, as well as attending the training workshops designed for project partners. They now have a solid grounding of practical experience in working with vulnerable children and families, which they will take forward into their future careers. Many are already embedded in civil society organizations in their areas and two have recently become qualified social workers employed in government service. When asked to suggest any improvements that could be made to project procedures or services evaluation respondents’ consistent response was a request for more of the same.

3.3. Progress and Effectiveness

This section starts by assessing how effective the project has been in achieving its intermediate and supporting objectives and goes on to look at the main factors influencing the achievement or non-achievement of these objectives. Promise Pathways committed to supporting 5,533 children and youth at risk of or engaged in child labor and provide livelihoods services to 1,016 of their household members. Based on figures provided by the education and livelihoods specialists at the time of the evaluation, tables 5, 6 and 7 show how the project supported 6,135 children and 1,131 adult household members, which surpasses both targets. However, there are discrepancies between these figures from the technical specialists in Marrakech and figures reported to USDOL in the October 2016 and April 2017 TPRs, which are shown in table 4.

Table 4: Discrepancies in Beneficiary Numbers

	Project Target Numbers	TPR Sept. 2016 Reported Numbers	Numbers Given to the Evaluator March 2017	TPR April 2017 Reported Numbers
Children provided with education or vocational services	5,533	5,055	6,135	5,257
Adult household members provided with livelihood services	1,016	523	1,131	1,131

	Project Target Numbers	TPR Sept. 2016 Reported Numbers	Numbers Given to the Evaluator March 2017	TPR April 2017 Reported Numbers
Totals	6,549	5,578	7,266	6,388

Creative told USDOL that no new beneficiaries would be enrolled after October/ November 2016, in order to enable Creative to focus on service provision to existing beneficiaries. USDOL also stated that during a meeting on December 12th 2016 senior staff from both agencies agreed that no new beneficiaries would be enrolled. USDOL was therefore surprised to see an additional 1,688 beneficiaries reported to the evaluator in comparison with the September 2016 numbers, or, using the April 2017 numbers, a further 810 beneficiaries reported in the final TPR. This led USDOL to ask whether Creative had enrolled new beneficiaries after the agreed date.

Creative explained that the pre-evaluation figures were projections and says, “*Discrepancy in total numbers is due to the data consolidation and validation process completed only recently. This includes: merging separate data bases across IOs based on work performed by the previous M&E specialist, working to confirm the process for data validation, confirming all fields had been filled and if not, working with technical specialist’s to have case managers retrieve the data from the beneficiaries and submit confirmed data, making sure that each beneficiary had assigned ID numbers to avoid duplication, verification of beneficiary eligibility, and adding additional beneficiary monitoring status cells and data to respond to DOL questions in lieu of an end-line report.*”

Although the finally agreed beneficiary numbers will be less than those given to the evaluator (as shown in tables 5, 6 and 7), these breakdowns give an overview of the beneficiaries linked to each IO in each cohort and each project intervention zone.

IO 1. Increased participation in quality education among children engaged in or at risk of child labor

Table 5: Number and Status of Project Beneficiaries Aged 6-14 at End of the Project

Children 6-14	Beneficiaries	Completed Services			Uncompleted Services ¹¹		
		Cohort1	C2	C3	C1	C2	C3
Engaged in Child Labor (CL)							
Marrakech	271	92	74	23	8	14	60
Chichaoua	284	95	102	11	8	44	24
Al Haouz	300	75	65	27	27	32	74
Sub Totals	855	262	241	61	43	90	158
At High Risk of Entering Child		Cohort1	C2	C3	C1	C2	C3

¹¹ An uncompleted service signifies part of a beneficiary’s education development plan that was ongoing at the time of project close out and that was uncompleted due to the early project close out. Any children or families who abandoned the program are not included here.

Children 6-14	Beneficiaries	Completed Services			Uncompleted Services ¹¹		
Labor (HRCL)							
Marrakech	1,403	441	434	245	0	20	263
Chichaoua	1,060	354	271	139	9	49	238
Al Haouz	1,488	671	411	200	0	0	206
Sub Totals	3,951	1,466	1,116	584	9	69	707
Totals	4,806	3,730			1,076		

Source: Project education specialist

IO 1.1 Reinforced access and retention of children from 6-14 in education programs

Table 5 shows numbers of direct beneficiaries in each of the three implementing areas and each of the three cohorts and how many of these beneficiaries had or had not completed project services at the end of the project (February 2017). Thus it can be seen that, according to these figures, 855 beneficiaries were withdrawn from child labor and 3,951 at risk children were protected from exploitation, giving a total of 4,806 project beneficiaries from 6-14 years old. Of these, 3,730 children completed their services and 1,076 had not done so by the end of the project, because of the early close out. In this age group of project beneficiaries there were roughly similar numbers of boys and girls.

Examples of project services to this group included remedial teaching, reintegration into formal school, help with transport and accommodation, payment of registration fees, provision of school materials and health services.

IO 1.2 Improved quality of education services

Promise Pathways worked with school staff to define their role in the management of at risk children and as members of local leadership teams coordinating the wrap-around services approach fostered by the project. In addition to providing specific services to support 4,806 children in education, the project sought to improve the quality of service provision through initiatives including life skills classes, establishing small school libraries and drawing attention to environmental issues through murals and gardens in schools, which also benefitted the wider school populations.

IO 2. Decreased dependence on child labor for livelihoods in target households

Table 6: Number and Status of Project Beneficiaries aged 15-17 at End of Project

Youth 15-17	Beneficiaries	Completed Services			Uncompleted Services		
CL		Cohort1	C2	C3	C1	C2	C3
Marrakech	79	25	29	1	3	9	12
Chichaoua	76	23	16	2	28	11	24
Al Haouz	151	31	15	16	31	27	34
Sub Totals	306	79	60	19	31	47	70

Youth 15-17	Beneficiaries	Completed Services			Uncompleted Services		
		Cohort1	C2	C3	C1	C2	C3
HRCL							
Marrakech	244	73	71	0	5	22	73
Marrakech AK	92	45	47	0	0	0	0
Chichaoua	332	131	66	30	0	53	52
Al Haouz	355	127	137	79	5	6	1
Sub Totals	1,023	376	321	109	10	81	126
Totals	1,329	964			365		

Source: Project livelihoods specialist

IO 2.1 Improved youth-relevant activities to secure decent jobs among target youth

Table 6 shows the 306 project beneficiaries withdrawn from child labor and the 1,023 protected from exploitation in the 15-17 year age range. Of this beneficiary age-group 589 (44.3%) were girls and 740 (55.7%) were boys. The table shows that 964 of these have completed the services assigned by the project and 365 have not.

IO 2.2 Improved access of target households to social protection programs

IO 2.3 Increased income among target households

Table 7 shows 1,131 beneficiaries aged over 18, all of whom had completed project services before close out. 776 (69%) were men and 355 (31%) were women. Services included access to social protection programs (e.g.: health support from mobile medical caravans) and training to enhance income generating potential (e.g.: training and enrolment to the online ANOU craft sales platform¹², financial education, enrolment in entrepreneur training for women and training in cooking and sewing). The medical caravans were extremely popular and a number of people interviewed during the evaluation were wearing glasses as a result. Anecdotal evidence suggests that at enterprise-related services have the potential to increase household income but no comprehensive data collection has taken place to definitively demonstrate this.

Table 7: Number and Status of Project Beneficiaries Aged 18+ at End of Project

18+ years	Beneficiaries	Completed Services			Uncompleted services		
		C1	C2	C3	C1	C2	C3
Marrakech	395	158	159	78			
Chichaoua	226	187	39				
Al Haouz	510	172	206	132			
Sub Totals		517	404	210	0	0	0
Totals	1,131	1,131					

¹²<http://www.theanou.com/store/116-mohamed-anas-kharaz-tasltant-morocco>

Source: Project livelihoods specialist

IO 3 Contribution of institutional environment to the elimination of child labor is improved

IO 3.1 Improved capacity of relevant government institutions in target zones to contribute to the elimination of child labor

As described in the previous section on relevance, Promise Pathways carried out an extensive series of training workshops for government institutions, described as “high quality” by ministry representatives. Several such workshops were implemented in partnership with the International Initiative to End Child Labor. These went beyond project objectives, since labor inspectors and social workers across the entire country benefitted, not only those in the target zones. Partner ministries have indicated that they plan to continue to make use of the PAVE methodology, the database and other tools and approaches introduced by the project.

IO 3.2 Increased capacity of civil society organizations in advocacy and service provision

Promise Pathways also carried out a broad range of capacity building activities with its civil society partners, including the case managers. This has served to raise awareness of how to combat child labor and work with vulnerable families and how to map and match local services to the specific needs of beneficiaries. All related evaluation interviews indicated that this has strengthened civil society capacity and broadened and enhanced the services available in project areas.

Table 8 summarizes the different types of capacity building training offered to government and civil society partners. Case managers benefitted from these trainings in addition to those listed in the Case Manager column.

Table 8: Overview of Capacity Building Training for Different Stakeholders

Government Agencies	Civil Society Associations and Cooperatives	Case Managers
PAVE - including 44 EN social workers in the Marrakech-Asfi region + 140 new EN social workers nationwide	Finance and administration management	Household and environment surveys
PRLMA (Participatory Rural Labor Market Assessment)	Performance monitoring	Organizational and institutional assessment of associations
Mapping of community resources and services for college teachers	The new law on the constitution of cooperatives, for cooperatives	Income generating activities
Social mobilization and advocacy	Minajliki program on enterprise for women	Micro-finance
Risk mapping and task analysis for 140 Labor Inspectors nationwide	Financial Education	Industry sector studies and value chains
School dropout early warning system for primary and secondary school principals and teachers Life skills for school teachers and directors	School dropout early warning system for parents associations and other actors	Coaching Life skills

Government Agencies	Civil Society Associations and Cooperatives	Case Managers
School support and psycho-social enrichment for Entraide Natonale and Dar Taliba personnel		Finding a Job International Cooperation

Main Factors Influencing Project Progress

Challenges

Promise Pathways has achieved many of its objectives in spite of a number of challenges that culminated in the project closing seven months earlier than planned, due to the funding being exhausted.

MOU's with Ministries

The first major challenge was an unforeseen requirement of the Government of Morocco for MOUs to be established with the three partner ministries, in addition to the existing Letter of Support linking USDOL and Morocco’s Ministry of Employment and Vocational Training. The project officially started in December 2013. MOU negotiations took up most of the first year, since, according to Creative, ministries were reluctant to sign an agreement with a private company rather than with the US Government. The baseline study did not begin until March 2015, so the project did not start delivering services to beneficiaries until September 2015. This put the team under considerable pressure to make up for lost time.

The Budget Shortfall

By the end of 2014 it became clear to Creative that the funds available would not last until the planned project end date in December 2017. This situation was discussed with USDOL on a number of occasions and presented in writing in November 2016, as required by federal regulations and OCFT policy. Prior to this USDOL reports consistently requesting written communication of the full details while Creative lists a number of circumstances that led to the postponing of the provision of written notification for two years.

The result of the budget shortfall was the decision to close the project on May 31st 2017, which meant that services to beneficiaries officially ended in February 2017. Thus services were implemented during less than 18 months of the planned four-year project. The project team in Marrakech described four factors that contributed to the funding being prematurely exhausted and USDOL provided supplementary information to complete the list below, which is presented in order of magnitude of the budgetary implication of each item:

1. The increase in Creative’s NICRA rate and further NICRA increases linked to the need to absorb two staff into the project team, making NICRA increases one of the principal reasons for the budget shortfall. The final project revision request states “*The full impact*

of absorbing subawardee labor, plus the fringe, overhead and G&A¹³ burdens is expected to be approximately \$256,000 in additional direct labor costs”.

2. The withdrawal of the national NGOs Bayti and INSAF as project partners that led to the redesign of the implementation strategy. This drove up labor costs, which in turn increased Creative’s NICRA¹⁴ rate, as explained above;
3. The employment of local case managers with its financial implications (case managers were paid \$20 a day plus allowances for fuel and phone costs);
4. The funding of provision of services to beneficiaries in the belief that this was necessary to meet the conditions of the USDOL’s Management Procedures and Guidelines (MPG) and fulfill commitments under the cooperative agreement with USDOL, following the 2016 project audit.
5. \$40,000 was allocated for office space since the cooperative agreement required the project office to be in Marrakech, in the heart of the project implementation zones, so it was not feasible to use the free office accommodation made available by a ministry in Rabat, over three hours driving time to the North;
6. Increases to the budget for staff entitlements on project close out, since these entitlements for the posts added when the two subawards fell through had not been included in the budget.

The Audit

Based on a risk assessment process, USDOL identifies several projects for audit each year, and Promise Pathways was selected in 2015. The auditors receive a briefing about the project objectives and strategy. As independent actors they make the findings they deem appropriate and USDOL then issues an Initial Determination explaining the status of each audit finding and the information needed to resolve it.

The Promise Pathways audit found that reported direct beneficiaries did not meet the MPG criteria due to (i) being counted on the date of enrollment rather than the required date of receiving their first service and (ii) not being in receipt of direct educational services provided by the project. The audit also noted significant data quality issues and that monitoring procedures were not aligned with the CMEP. Many of these issues arose as a result of the project being seriously behind schedule and in a hurry to catch up at the time of the audit and most have now been resolved or are in the process of resolution.

Creative’s decision to start paying for beneficiary services was a radical departure from the project design, since the project approach was centered on linking beneficiaries to existing services. The audit recommended the creation of *“a plan of action to expeditiously deliver direct education services to the children identified through intake as at-risk or engaged in child labor to support their retention or re-entry to formal education and to households that include eligible beneficiaries. The action plan should include a budget and clearly outline how project funds (or*

¹³ General and Administrative

¹⁴ Negotiated Indirect Cost Rate Agreement

matching funds) will be used to record and measure support provided to beneficiaries” (page 6 audit report).

The auditors also drew attention to the MPG definition: *“The measurement of EI is at the child level and aims to count the total number of children who have been provided (i.e., enrolled in) an educational or vocational service. For the purposes of this indicator, the term “provided” refers to the point at which a child is enrolled in and begins receiving their first educational or vocational service as a result of the project’s direct support. A child is to be counted as provided with an educational service at the point in time that he/she begins their specific educational service.”* (Page 24 audit report).

After receiving the audit report and participating in two conference calls with auditors and USDOL, at which Creative explained the Promise Pathway approach of service coordination, Creative took the decision to instigate payment for targeted beneficiary services without further reference to USDOL, believing that otherwise beneficiaries would not be counted and that Creative would risk being in breach of the cooperative agreement. This decision not only had budgetary implications but also risked making the project less sustainable and less cost-effective, which led to considerable frustration within the project team since it represented a fundamental change to the model that the project was piloting, as well as adding to the pressure to carry out even more activities in limited time.

USDOL said that Promise Pathways is not the first such project to receive DOL funding and that the “linking” aspect of the project had been explained to the auditors, but in spite of this Creative was left with the impression that they needed to pay for services to beneficiaries in order to be in compliance with the MPG and the cooperative agreement. USDOL reports that Creative was made aware of the Initial Determination process on several occasions, including verbally at the Exit Conference on July 11, 2016 which had the Initial Determination discussion as a line item on the written agenda and via writing in an email on September 15th 2016 that accompanied the final audit report. For Creative the first they had heard from DOL on interpreting audit results was in an e-mail exchange in August 2016 where USDOL noted that audit recommendations were only recommendations for programming, not budgeting, but by this time the change to funding direct services had already been made, without USDOL’s knowledge. Creative received USDOL’s Initial Determination in February 2017. It classified the finding concerning provision of direct beneficiary services as “resolved” because USDOL accepted Creative’s change to the project.

Table 9: Selected Definitions from the MPG

Term	MPG Definition	Page
Direct beneficiaries	children and households that have been provided educational and livelihood services	Page 71
Direct services	interventions that include educational and livelihood services provided by the Project	Page 72
Education services	refer to formal and non-formal education services....	Page 55
enrolled in	refers to children initiating involvement in one formal education, non-formal education or vocational service provided by or referred to by the project during the reporting period	Page 55

Term	MPG Definition	Page
Livelihood services	may include, but are not limited to, the provision <u>or linkage</u> to education and training, employment services, economic strengthening services, consumption smoothing services, and social capital services	Page 57

In table 9 the evaluator has highlighted several definitions from the MPG that imply that direct beneficiaries can include children referred to or linked to services and do not require the project to directly fund such services. Although the audit process makes provision for USDOL to issue its determination concerning the status of such findings, by the time the Initial Determination was issued in February 2017, the situation had evolved, and USDOL accepted the changes to the project.

Communication Issues

Both USDOL and Creative Associates HQ were dissatisfied with the lengthy communications that were required to resolve the various difficulties and reach agreement on project revisions. USDOL found Creative slow to communicate serious concerns in writing and was unable to discuss and analyze a situation without all the relevant details. Creative felt the pressure of continual requests for information and described having to take decisions before revisions were agreed since the discussions were taking so long. USDOL reported that project revision requests were often incomplete, which required ongoing follow up until all the necessary information was provided and the request could move to the next stage. Creative believed that it had completed each version of a project revision request thoroughly and that additional questions from DOL could not have been anticipated. After April 2015 pressure on the Creative team was compounded by the requirement to provide TPRs on a quarterly basis, due to the lengthy delays in implementation. This led to increased levels of effort for the project team in Marrakech, which was especially difficult when they were away from the office working in the project implementation zones and sometimes delayed submission of data to USDOL. It was in the context of this strained relationship that no discussion of the audit recommendation concerning the need to pay for direct services took place before the change to project design was implemented, with its budgetary and other implications. USDOL elected not to request reimbursement for these expenses made outside of the approved budget, and ultimately accepted that this was done in good faith, but it serves to demonstrate that unfortunate and perhaps unnecessary results can occur in the absence of more effective communication and timely decision making.

The project team in Marrakesh operated without concrete knowledge of how long the project would actually run for, which made planning and working with partners quite difficult. Financial planning was largely carried out at Creative HQ, supported by workplans and budget projections from the field, but the technical specialists in Marrakech did not have access to budget allocations for specific activities, which contributed to making their work more demanding. Both midterm and final evaluators questioned the decision not to share the budget with the technical specialists, considering their pivotal position in planning and implementing activities in the field. Creative offered the explanation that “*at the time of the mid term evaluation, the project had a*

plug budget¹⁵ number for activities. While the field team knew this number, they did not attempt to develop a more detailed budget under this plug number until they began seeing the actual costs of services which became available in July 2016. The field finance officer worked closely with each Specialist on their respective budgets. When the need to close out early became apparent, Creative HQ worked with the technical team to budget different options and scenarios.”

The mid-term evaluation made a recommendation that the project should “*Encourage more frequent communication between the teams working on different aspects of the project, in order to integrate the program as a whole and ensure internal consistency*”. Since neither Creative HQ nor the team in Marrakech accepted the need for this recommendation it is probably not surprising that no specific changes had been put in place as a result. Creative HQ reported being in regular communication with the Marrakech office, discussing project updates and support needs on a weekly and often daily basis. During the evaluation field work the evaluator was aware of daily interactions between the Project Director and Creative HQ.

Staffing

A major challenge throughout the project was finding and keeping appropriate staff, together with the small size of the project team in Marrakech, as a result of pressures on the budget. The project operated with only five full time technical staff on the ground, the Project Director, the Finance Officer and M&E, Livelihoods and Education specialists. It is questionable whether the staffing plan was sufficient to implement the work of the project without putting team members under an unacceptable degree of stress. The Project Director explained that although it would have been desirable to hire assistants to support the technical leads, limited resources meant that this was not possible. During the evaluation the team showed signs of stress, being under considerable pressure to complete multiple activities on time.

The project’s M&E specialist joined the project team in the spring of 2014 and covered his M&E responsibilities until the autumn of 2016, when he became unwell and did not return to work before project closeout, leaving a significant gap to be filled by a consultant and support from the home office. The lack of assistants to the technical specialists left the project vulnerable in times of sickness or other unavoidable absence. However, on the positive side, the fact that the whole Marrakech team was from Morocco contributed to good relationships with government counterparts and meant that team members could build on their existing contacts and networks to support project partnerships. Both the education and livelihoods specialists were widely praised during the evaluation, both for their technical expertise and their hard work and support for project partners, beneficiaries and case managers.

¹⁵ [https://en.wikipedia.org/wiki/Plug_\(accounting\)](https://en.wikipedia.org/wiki/Plug_(accounting)) A plug, also known as reconciling amount, is an unsupported adjustment to an accounting ... definition of a plug may be "a placeholder number which is used in an overall cost or budget estimate until a more accurate figure can be obtained"

Research

The Promise Pathways project proposal included the intention to carry out child labor research in line with Goal four of the five major goals that USDOL-funded child labor elimination projects generally seek to achieve. *Goal four is “Supporting research, evaluation, and the collection of reliable data on child labor, its root causes, and effective strategies, including educational and vocational alternatives, microfinance and other income generating activities to improve household income.”* The project worked with students from Cadi Ayyad University in Marrakech during the baseline study and subsequently met with university staff from the Public Policy and Urban Planning Masters program to propose collaboration on a research agenda. The initial idea was to introduce child labor themes linked to the project as research topics for Masters Degree students covering subjects such as social economy, micro-credit, social protection and social studies. However university administrators never followed up with the project in spite of a number of attempts by the team to pursue the discussions. In the light of early project closure, Creative proposed that the M&E advisor could offer a university class on research opportunities under a USDOL project, and highlight some potential research questions related to the Promise Pathways project, but USDOL did not consider this to be a valid research activity, and asked Creative not to pursue it. The combination of lack of follow-up from the university and time pressures on the small project team meant that it did not prove possible to take discussions to any conclusion or implement any research.

Case Managers

Another important factor that influenced project progress was the highly successful strategy of employing local graduates as case managers, who emerged as a key component of the project’s implementation strategy. They were university graduates from a range of disciplines employed on a fulltime basis as the link between beneficiaries and service providers. They acted as guides and mentors, offering advice, support and information to beneficiaries and to service providers and were instrumental in mapping services in their areas. In general, education case managers worked with the 6-14 age group and livelihoods case managers with the 15-17 and adult age groups. Case managers were highly committed. Children who had dropped out of school and some who were working described how they had been encouraged and supported by case managers to become reintegrated into mainstream education or take up vocational training opportunities. Case managers expressed their intention to continue to provide support to children who contact them after the end of the project and continued liaison with their network of service providers to help children access the support they require.

Case managers consistently recognized the considerable benefits of the training and experience they gained through the project, saying that their experience with Promise Pathways has given them a solid grounding in supporting vulnerable young people and their families. Many will look for work with similar goals in the future. Two have been taken on as government social workers, and groups in Chichaoua and Al Haouz talk of creating a new association to carry forward the work of the project. Others have links with existing associations and will use their experience working through these. Thus working through case managers has strengthened capacity to meet the needs of vulnerable children and families and served to build social capital at local and national levels.

Project Close Out

Once the decision was made to end project activities early the team worked to inform partners and ensure that no project beneficiaries would be left without support to complete the cycle of training they were enrolled in. Planned training for labor inspectors was also completed and support provided for the final evaluation fieldwork.

Of the 6-14 age group of project beneficiaries 1,076 are in school and will complete their current cycle of education in June 2017. The project team is making every effort to ensure that reliance on project funding for transport to school is transferred to other agencies, and at least one commune authority has taken this on. Case managers will inevitably continue to be contacted by beneficiaries and will continue to respond to the best of their ability, although this will be difficult without money to pay for phone calls and fuel for their motorbikes, particularly in mountain areas.

Of beneficiaries aged 15-17, 365 are still undergoing training. The project team has worked with the service providers, namely Entraide Nationale and the Office of Vocational Training and Labor Promotion (OFPPT) to ensure that those concerned can complete their courses and receive the necessary ongoing support. The only outstanding issue is how to cover ongoing transport costs, but the project team believes that this can be resolved by mobilizing partner agencies to take this on, so that they can see their commitment to these beneficiaries through to its conclusion.

Examples of the arrangements made so far to cover ongoing costs include:

- Entraide Nationale, Chichaoua taking on the cost of youth vocational training
- Ourika commune taking on lodging of youth in vocational training while PP pay for their enrolment and other fees
- Adult training for income generating activities and cooperative startups will continue with support from ODECO, APEFE/Min Ajliki program, Al Amana.
- Al Haouz and Chichaoua Governors will cover the remaining costs of transportation for some beneficiaries

A further effect of early project closure was the consolidation of partner training to reduce the number of days and effect the necessary budget reductions. If the project had closed in December 2017 as planned, beneficiaries would have had a longer period of support to help them to reach their education and employment plan objectives. The project team would have been able to implement the full capacity building plan and a smoother transition to local and government partners would have been feasible.

Close out also involved the Project Director in visiting all project zones to meet with partners. A final project report will be compiled and the database completed. Appropriate documents concerning project tools, approaches and strategies, including the database will be passed to government partners as resources for the future.

3.4. Efficiency and Resource Use

While project start-up activities quite often eat into project implementation time, this usually leads to a no-cost extension of the project period. When, as in this case, it is combined with early project closure, it inevitably limits support to beneficiaries and consolidation of the work with government and civil society partners. While the team has done well to meet so many project objectives and targets, it would certainly have been better if the financial resources could have been managed in a way that enabled the project to run its full course. This might have been mitigated to some extent by avoiding the need for the project to directly finance services to beneficiaries.

From a broader perspective, Promise Pathways has demonstrated how, in the present-day Moroccan climate, it is possible to mobilize government and civil society to provide the services needed to withdraw and protect children from child labor. The policy framework exists and is increasingly being implemented, but creative and proactive strategies, tools and approaches are required for this to happen efficiently and effectively. This is what the project has brought to the table, centered on the PAVE methodology and case manager coordination, supplemented by relevant training for specific service providers. Morocco’s government and civil society agencies have been able to embrace and integrate new ideas and new resources to enhance and expand the services they offer. So from this perspective the project has demonstrated how to efficiently coordinate and mobilize a range of appropriate resources to combat child labor and protect children. The project has also leveraged additional resources through supporting applications for various grants.

3.5. Project impact

This is not a formal impact assessment but there is ample anecdotal evidence of the positive impact of the project on individual beneficiaries. In this section some examples from the evaluation fieldwork are highlighted, starting with the experiences of two children in Marrakech, from the first cohort of 6-14 year olds, followed by those of two young people in the 15-17 age group in Al Haouz. The children’s names have been changed.

Table 10: Experiences of Beneficiaries

Name /Place	Their stories
Hafid Marrakech	Hafid dropped out of school after having problems with one of his teachers and started working for an aluminum metal worker. His case manager came to his house and persuaded him to try a non-formal education class, saying <i>“just go and if you like it you can stay on”</i> . So that’s what he did and for a while he was both attending the class and working, but now he has transferred into formal education in a different school and stopped working completely. His family is happy that he’s back in school and proud of his achievement. When asked how his life is going now he replied with a big smile <i>“it’s just great”</i> . He explained that he is getting on well with his teachers and his case manager has arranged for him to have extra time with each teacher to help him catch up on the work he had missed.
Fadima Marrakech	When she was 12 Fadima was working in a cake shop from eight in the morning until nine in the evening, earning 20 dirhams (\$2) per day. Her case manager visited her many times to convince her to go back to school, but she always said <i>“no”</i> . The case manager explained that she could go to a non-formal education class and if she didn’t like it she didn’t have to continue, so finally she

Name /Place	Their stories
	decided to try it. She was afraid that everyone would be younger than her, but she found that the others were like her and the teacher was kind. Later she moved back into formal school and repeated a year, and is gradually catching up with her peers. The case manager still visits regularly and brings her and her little brothers (also part of the project) books and school materials. She helped them all to get birth certificates so that they will be able to sit exams. The case manager really encouraged Fadima to study and although her family is still poor they want her to continue. She'd like to be a lawyer one day.
Said Al Haouz	“I’ve done a lot of different jobs, in agriculture, in construction and in cafes... The last time I was working on a building site and I met the case manager from Creative. He convinced me to start some training and gave me several choices, so I chose car mechanics. I had some problems about how to get to the training center but the project covered those expenses and my case manager helped me to get the school certificate that I needed to enroll. I really thank him for all his support – it was really exceptional. I don’t feel like the same person I was before – I have really changed. I feel good about myself now. I’m working in a garage and I know more than some of the others because I’ve been properly trained. I’d like to go on to learn more about electricity.”
Rashida Al Haouz	“Before participating in this project I had stopped going to school and passed the time helping out at home. When I got the opportunity to learn sewing I was very happy and I have learned to make different things. I hope it will help me to earn some money when I finish. It’s good to be part of this association because we have to face a lot of problems linked to living in a rural place, like the conservative mentality - especially of men. Sometimes it’s hard when people talk about us, but we don’t take any notice and just continue to come to the center. I’d like to stress one thing, this association is giving us a chance to push the boundaries a bit – girls in rural areas find it difficult to get any sort of education and this might help us even to travel abroad one day. Our parents need to know that girls are not just for marriage and children and I dream that I can do something more, even if it is very difficult – my father made me stop going to school, but I really want to learn. It’s difficult to do anything different, to speak differently or dress differently, but we also respect our parents.

Table 11 compares and contrasts the treatment of each of the three cohorts of beneficiaries that received services from the project during each stage of the project support process, in order to highlight the existence and possible effects of any differences between cohorts.

Table 11: A Comparison of Services to Different Cohorts

Beneficiary Project Stages	Cohort 1 (September 2015 ¹⁶) and Cohort 2 (February 2016)	Cohort 3 (September 2016)
Selection	6-14s selected through the baseline study (Cohort 1 only) and the Massar National Database ¹⁷ . Local leadership committees (school principals, PTAs, and local ministry officials) contributed to selection process. 15-17s selected through baseline study and	The same process was used as for Cohorts 1 and 2

¹⁶ The start date for Cohort 1

¹⁷ The National Register of Children (MASSAR) for those between the ages of 6-18

Beneficiary Project Stages	Cohort 1 (September 2015 ¹⁶) and Cohort 2 (February 2016)	Cohort 3 (September 2016)
	<p>Massar National Database</p> <p>Adults were selected from family members of targeted youth.</p>	
<p>Development of Education Development Plans</p>	<p>6-14s: Case managers completed intake forms and matched beneficiary needs and interests to appropriate education services</p> <p>15-17s and adults: case managers followed the same PAVE process to match needs and interests to available services</p>	<p>Same process as for Cohorts 1 and 2</p>
<p>Choice of services</p>	<p>6-14s: Services for academic school support were accompanied by supplementary services. All were organized and provided by project partners.</p> <p>Services for youth and adults were organized and provided by project partners and varied according to the geographic area of implementation</p>	<p>Services for 6-14s were reduced to an essential service (e.g. remedial teaching /academic school support). Supplementary services (e.g. psychosocial support, and extracurricular activities) were not offered.</p> <p>15-17s had access to the full range of services but support transitioned from case managers to project partners during February 2017</p>
<p>Enrolment</p>	<p>6-14s: Local leadership committees provided enrolment support through communication to families.</p> <p>15-17s and 18+: Enrolment was managed through case managers based on the services selected</p>	<p>Same process as for Cohorts 1 and 2</p>
<p>Service delivery</p>	<p>6-14s: Project partners delivered services following case manager support for referral (e.g school enrolment, tutoring, social protection/social services, extracurricular activities)</p> <p>15-17s: Referral network developed for project partners, coordinated by case managers. Vocational training and apprenticeship placements and livelihood social protection services and enrolment into assistance programs were completed.</p> <p>Support delivered for family income generating activities through financial education, cooperative management training and job insertion/training.</p>	<p>6-14s: After Jan 2017 support for services associated with tutoring and psychosocial enrichment transitioned to project partners.</p> <p>15-17s: Vocational training continued after project close out in coordination with project partners through planned transition support. Livelihood social protection services and enrolment into assistance was programs completed.</p> <p>Support for adult financial education, cooperative management training and job insertion/training transitioned to project partners.</p>
<p>Monitoring of progress</p>	<p>6-14s: case managers monitor monthly in coordination with school leadership</p> <p>15-17s and 18+: case managers monitor monthly</p>	<p>6-14s: Case managers transferred full monitoring responsibilities to school directors, PTAs and Parents.</p> <p>15-17s and 18+: case managers</p>

Beneficiary Project Stages	Cohort 1 (September 2015 ¹⁶) and Cohort 2 (February 2016)	Cohort 3 (September 2016)
		monitor monthly until Feb 2017 then support transitioned to project partners and/or Ministries
Achievement of EDP objectives	Achievement of EDP objectives completed for most beneficiaries. Those remaining in the program with incomplete EDP objectives transitioned in the same way as Cohort 3.	Achievement of EDP objectives incomplete. To be completed and documented through identified transition partners.

Source: Project Director

Table 11 shows that Cohort 3 will experience some variations in the monitoring and support of their services, which will come from government or civil society service providers as opposed to project case managers and technical specialists, due to the project's early closeout. The project director also thought that cohort two may have benefitted from the experience of the pioneers in cohort one, since case managers and partner organizations had more experience of implementing the program. She considered that the early end date did not affect the quality of services since there was no change in service providers but budget cuts meant that education support was reduced to a principal service, such as remedial teaching, during the final months of the project. Some livelihoods service providers undertook to continue to support vocational training until students completed their courses and where necessary, the project pre-paid vocational training costs until June 2017. Specific examples have been given in the project closeout section of the report. Overall the project made a concerted effort to ensure continuity through payment of services or mobilizing partners to take on those costs.

Talking to partners, case managers and beneficiaries, what stood out was the tailored package of services that was offered in response to the specific needs and preferences expressed by the young people concerned. Rather than being slotted into whatever training was available, each beneficiary received a personalized service facilitated by the case manager. Services were dependent on availability and this was sometimes challenging in the rural areas, but the project managed to expand existing provision by working with service providers.

Once their Education Development Plan was completed, children were connected to educational services in a various ways. Working children were reintegrated into school through non-formal education classes, which are a less formal interim teaching environment provided by the Ministry of National Education to help children adapt and catch up lost time before transitioning to formal schooling. Girls in remote communities were assisted to attend school by becoming boarders on a weekly or longer-term basis in Dar Taliba institutions. These are non-profit agencies providing boarding facilities for secondary schools. The education specialist reported that the majority (3,192) of the 6-14 year old beneficiaries received remedial teaching and tutoring for which progress was monitored with the child and by checking grades, attendance and behavior with the school staff concerned. Supplementary education services included school materials, counseling, life skills training, transportation costs, legal services, in kind support and payment of registration fees.

The Promise Pathways awareness raising campaign organized in partnership with the Lalla Aziza Commune authorities and local communities in Chichaoua offers one example of how children were encouraged to connect with educational services. The campaign resulted in the enrolment of 175 girls in the Non-Formal Education program offered by the Association Chabibat Ait Oumghar, which opened 7 classes and employed the required teachers. To ensure that these girls can take the end-of-year exam in June 2017, three local associations have taken on the payment of these teachers, through an agreement with the Education Ministry office in Chichaoua. Ministry support has also been requested for local associations to accompany a further 600 children in their integration into formal schooling, which indicates that this initiative is becoming well established.

Case managers played an important role in convincing parents that their daughters would be safe and properly looked after in Dar Taliba boarding houses or while undertaking vocational training. They then maintained contact to reassure them and keep them updated about their daughters' progress.

Once children of all cohorts were enrolled in services they received regular visits from their case managers, who also maintained contact with families and service providers to assess the progress of the agreed education or employment development plan. The case managers recorded key aspects of each meeting on the forms provided.

The evaluator had the impression that some types of training were more likely to lead on to paid employment than others. For example more of the cooking, bakery and patisserie trainees seemed to have found work than those doing the more traditional sewing, knitting and crocheting. However there was no available data analysis to verify this and it was clearly easier to find work in the urban areas. The project was able to expand the range of training opportunities available at the Imintanout vocational training center in rural Chichaoua by equipping a kitchen to enable the launch of a new cookery class, which has proved so popular that the center will continue to provide the course in the future. Sewing classes were also available in both rural and urban areas. The services offered in different areas were initially based on existing opportunities, which were either linked to government programs or purely the initiative of civil society organizations. In the initial stages of the project case managers trained local youth in each area to map the infrastructure and training courses offered in their home areas, as the basis for identifying project partners. When it became clear that services were quite limited in more remote areas the project was able to support partner organizations to expand opportunities. Another example of this was a motor mechanics class that the project supported OFPPT to start in Ourika in Al Haouz.

Whether beneficiaries had found work, were looking for work, or were still in school or in training, the degree of self-confidence with which they expressed themselves during focus group interviews was quite impressive. Few had any difficulty in speaking out and telling their stories, which is not always the case with young children and adolescents. The project director attributed this to the project catering for the whole person, through activities such as life skills training and regular interaction with case managers.

Mothers and fathers who met with the evaluator were largely satisfied with the services received from the project, although some were worried that the project would soon be closing. A group of

fathers explained that the project had reassured them about their daughter's safety and helped them to understand why they should allow them to take up opportunities outside the home.

3.6. Sustainability and Good Practices

Sustainability for Beneficiaries

Project activities supporting vulnerable children to access and remain in school are well aligned with developments within the Ministry of National Education, and are gradually being integrated into broader education support services. A Ministry instruction sent to local education authorities in October 2016 requires them to ensure good management of social support for vulnerable children in remote areas through provision of stationary materials, transport, canteen facilities and the Tayssir program that offers cash rewards to parents for their children's regular school attendance. This has enabled eligible project beneficiaries to register for these services, as well as to receive grants for boarding in Dar Taliba facilities.

Similarly the Ministry priority project "Mastering basic learning" entails the launch of a student school support program. In October 2016 all students were assessed and in November 2016 a program of school support was established for priority needs students. Beneficiaries of 6-14 years old from the three project cohorts have been enrolled on these courses in all three intervention provinces, thus ensuring the sustainability of support initiated by the project.

All youth beneficiaries who complete their training benefit from registration with the National Agency for Employment and Skills Promotion (ANAPEC) and can participate in the National Enterprise Forum taking place in April 2017. For young people in rural areas where there is no appropriate labor market ANAPEC can support them to become self-employed. Some of those who have completed their training have found work in organizations where they carried out periods of work experience. Others are working and some are looking for work. Eight project beneficiaries have recently been employed by Renault in Tangier after employability training. Those who met with the evaluator generally felt positive about the future and expressed gratitude for the support the project has provided. As previously explained, all 365 who are still in training will be able to complete their courses, supported by the relevant service providers, as long as transport costs can be covered. Most of these partners have ongoing support strategies in place to help their trainees find work.

Sustainability of Project Strategies

Promise Pathways trained over 400 project actors¹⁸ in the PAVE methodology in the Marrakech-Asfi region and subsequently 140 new child protection social workers recruited by Entraide Nationale nationwide in the PAVE methodology and management of school support activities, including life skills and enterprise training. This has ensured that Entraide Nationale can reproduce project strategies to combat child labor and support vulnerable children in school.

¹⁸12 EN social workers, 196 school directors, 54 school teachers, 8 central MONEVT representatives, 8 representatives of OFPPT, 5 local authority representatives, 44 Student Parent Association members, 52 representatives of partner civil society organizations and 37 case managers

During the evaluation the National Director explained his intention to use the PAVE approach as new Child Protection Centers are established in provinces across the country. Entraide Nationale is an action orientated agency focused on the work of its grass roots employees, among them training center managers, who have seen and appreciated Promise Pathways strategies in practice. The PAVE methodology and life skills training were highlighted by a number of stakeholders as being particularly successful.

The Federation of Parents' Associations plans to replicate the training they received on social mobilization and social marketing techniques, including the early warning system to prevent children dropping out of school, with their 138 member organizations over the coming year. This will strengthen the capacity of parents' associations to actively participate in and positively influence the school reforms that are currently underway. The President of the Federation was in no doubt that the Promise Pathways training was significantly enhancing the capacity of his members to fulfill their role effectively and indicated that training to establish the drop out early warning system was particularly useful.

Labor inspectors found their training invaluable and are in the process of duplicating it across all the regions through a training of trainers cascade approach. Training opportunities to apply risk mapping and analysis to young people working at different stages of supply chains has encouraged them to see that they can use and develop the tools and techniques in relation to the specific circumstances in their geographic areas. They explained that this has helped them to see themselves as fulfilling a valuable function and has thus increased their motivation and enthusiasm. The process of developing and translating the training materials, that originated in the US, went very well, helping to ensure that they were adapted to the needs and language of the Moroccan context and also enabling the Ministry to take ownership of the content and process of the training. The Regional Labor office in Marrakech has been particularly supportive of the project, and the Regional Labor Director expressed his encouragement for his personnel who are working to spread and integrate the training on a regional and national basis.

Representatives of the associations and cooperatives who contributed to the evaluation said that partnering with the project had gone well, enhancing the services they were offering and increased their capacity to combat child labor and meet the needs of vulnerable children and their families. The liaison role of the case managers was widely appreciated, as was the value of offering local services to local children or helping those from very remote areas to adapt to boarding away from home. Material assistance given to Dar Taliba and training centers will continue to enhance services after the project ends. International service providers appreciated the way that partnering with the project had given them opportunities to work with particularly vulnerable families, even though this had sometimes required them to adapt the content of the training to the level of the participants.

When asked to indicate how any future project might improve on the capacity building provided by Promise Pathways few partners came up with any ideas, mainly expressing the desire for more of the same. In terms of improvements to services for beneficiaries only two ideas were expressed.

- The first concerned the APEFE/MinAjliki program for women entrepreneurs where an APEFE representative in Rabat said that not all the Promise Pathways referrals manifested

the entrepreneurial approach they looked for in referrals, but this was explained by the fact that these women were primarily selected because they were family members of vulnerable children, rather because of any particular entrepreneurial flair. APEFE thought that screening for entrepreneurial tendencies might avoid disappointment for some women, but overall described the partnership as a “win-win” relationship since it increased access to their program for women in rural areas.

- The Artisan Training Center in Marrakech simply suggested that trainers provided by the project needed to offer up to date content in their classes, as a result of a session taught by an external trainer provided by the project that did not live up to their expectations.

Promise Pathways has largely good working relationships with its civil society and government partners, and the project team and case managers were held in high regard by many partner agencies. The exception to this was Al Karam where the partnership with Creative ran into some administration difficulties and the Al Karam case managers mentioned that they had found it difficult to adapt to the approach used by project. Overall, partners regretted the early project closure, but largely took it in their stride and worked to make the necessary adjustments.

One place where the local committee did feel very let down was in the Commune of Lala Aziza, where the Commune President had been relying on continued support to girls staying in the Dar Taliba until December 2017 as part of the Commune education strategy. Increased enrolment due to project input had required a rapid expansion of the facilities. He feared that without case manager liaison and support parents might withdraw their daughters from school and it would be more difficult to convince them and others in their communities to try again. He saw the early project closure as a risk to the future of girls’ education across the commune and advocated strongly for support to continue. He had based his planning on the project’s original commitment to continue until December 2017 and made commitments to his constituents on this basis. He now felt that his credibility had been put at risk and people would find it harder to trust him and other projects in the future.

While case managers will no longer operate as part of Promise Pathways, most of them expect to go on to use the tools and approaches they have learned through the project, some as state social workers, some through launching new local child protection associations, some through their existing civil society networks and others in future child protection projects.

The fact that the Creative project team consists of Moroccan technical specialists also supports the sustainability of the project approach, since team members will go on to work in the country and take forward the Promise Pathways experience to their future work.

Stakeholders’ Meeting

The stakeholders meeting at the end of the evaluation field work provided an opportunity for some of the key actors to discuss future plans for taking forward the work to combat child labor in their areas. Discussions revolved around the following two questions:

“How do you see the roles of your different agencies in the continuation of this approach to combatting child labor in your areas?”

“How can activities best be coordinated to maintain a child-centered approach?”

In the Chichaoua and Al Haouz groups, case managers explained their creation of a new Association made up of project case managers to provide continuity of support and service coordination for the remaining Promise Pathways beneficiaries. Service providers (Entraide Nationale, ANAPEC, Min Ajliki, ODCO, MONEVT, Dar Taliba, OFPPT...) discussed their continued collaboration to meet the needs of existing beneficiaries and others in the future. A number of potential sources of new funding were identified, which will be followed up by the new Association. The Marrakech group comprised some regional and national partners and focused more on coordination and collaboration from the perspective of government agencies. Discussions were animated and energy levels high, which bodes well for some new iteration of project activities in the near future. The product of the group work can be seen in Annex G.

Good Practices

Promise Pathways has piloted a range of good practices, bringing them together to demonstrate the child-centered “wrap around” approach that is the project’s principal legacy and trade mark. The theory of change based on capacity building of service providers to fulfill individually tailored support packages for different risk categories of vulnerable children and their families has proved its validity.

The overall approach would not have been successful without its component parts, many of which are good practices in themselves, as listed here:

- Alignment with government education and child protection policies
- A project team made up of national technical specialists. Creative was able to find highly qualified and committed national personnel with well established links at regional and national levels.
- Beneficiary selection based on a detailed baseline study, to identify those at most risk
- The PAVE methodology
- The case manager coordination and liaison role
- Effective mapping of existing local services – this was coordinated by case managers using local youth to catalogue services in their areas
- Ministry ownership of high quality training for labor inspectors, through their involvement of effective adaptation to the Moroccan context
- Identification and capacity building of key partners at national and local levels, including some material improvement to facilities to broaden opportunities

IV. CONCLUSIONS

The following conclusions represent what the evaluator has “concluded” from the analysis of the findings and are organized according to the six evaluation sections: project design and performance monitoring; relevance; progress and effectiveness; efficiency and use of resources; impact; and sustainability and good practices.

4.1. Project Design and Performance Monitoring

Although the changes to project design were difficult to manage and put pressure on the budget, ultimately the direct employment of local graduates as case managers turned out to be one of the most successful aspects of the project. The employment of case managers may have been so effective partly because they had no existing modus operandi to overcome, and could therefore enthusiastically embrace the project model.

The DBMS was probably the least successful aspect of the project and never functioned effectively, since it was not available for ongoing analysis to inform project progress and reporting. Although performance monitoring was regularly carried out using paper forms and Excel spreadsheets and there is a record of the key project data in the Marrakech office, USDOL (and the evaluator) experienced difficulties in accessing validated information from the home office at the time of the evaluation, and final beneficiary numbers have yet to be agreed. The fact that the DBMS didn't function as planned suggests that the project team in Marrakech might have benefitted from increased M&E technical support throughout the project period. The addition of an M&E assistant would have ensured continuity when the M&E specialist was, in the absence of other staff, required to take on additional project responsibilities and later when he became ill. It would also have provided more hours to support the establishment of an operational DBMS. Creative should certainly have taken more action to ensure that the project had a functioning DBMS.

The fact that early close out prevented implementation of the endline study envisaged in the CMEP limits the availability of evidence of project impact to contribute to learning from the Promise Pathways experience. For USDOL, this constitutes an unmet condition of the cooperative agreement signed by Creative.

4.2. Relevance

There is no question that project stakeholders, from beneficiaries and their families to government and civil society agencies at all levels, found the project approach and activities to be highly relevant and aligned both with the identified needs of vulnerable families and with education, labor and social policy. The particular relevance of the project to the Moroccan context was the piloting of effective tools and methodologies to enable bureaucratic systems to improve their functionality.

4.3. Progress and Effectiveness

In spite of quite exceptional pressures, reduced implementation time and one challenge after another, Promise Pathways did achieve many of its objectives. However it is regrettable that the

planned research component of the project did not take place. It is a lost opportunity to better understand and further the fight against child labor in Morocco in the context of an ongoing project and constitutes an unmet condition of the cooperative agreement. The fact that the project closed seven months early indicates serious budget management issues and also breaks the cooperative agreement obligation to implement the project over a four year period. If the project could have run its course it would have allowed a longer period of beneficiary support, more time to consolidate work with partners and a less frantic project closeout period. It would also have avoided going back on commitments to partners and communities, which risks making it that much more difficult for future projects to establish trust.

It is not easy to understand how Creative was left with the impression that project payment for services to beneficiaries was required by the MPG and the cooperative agreement, after discussing audit recommendations with the auditors and with USDOL, but the fact remains that this was their understanding of the audit findings. Creative should certainly have informed USDOL of the resulting change in strategy, which might have initiated discussions to enable a different solution to be found. The result of the change in strategy was a wider range of available services but the downside was that the opportunity to test the feasibility of supporting vulnerable children purely through linking, coordination and capacity building training was lost.

Without wishing to minimize the management and implementation issues, it needs to be recognized that Promise Pathways has succeeded in demonstrating a highly effective child-centered model of how to mobilize, develop and coordinate existing services to meet the specific needs of vulnerable children and families and hence reduce child labor and the risk of child labor in Morocco. As Entraide Nationale has noticed, the approach is also very relevant to tackling wider child protection issues.

The project successfully partnered with an exceptional number of government and civil society agencies. Representatives of these agencies consistently drew attention to the quality of the content and delivery of the training and capacity building provided through the project and offered evidence that it will go on to be applied not only at the local and regional levels but in some cases nationally.

Given all of the above, the exceptional dedication, commitment and effort of the entire project team in Marrakech need to be acknowledged, particularly the input of the education and livelihoods specialists in developing partner relationships and training and supporting case managers and the skills, experience and wisdom of the Project Director in navigating through very difficult and stressful times.

Overall the rather fraught relationships between USDOL and Creative HQ perhaps serve to demonstrate how complex it is to manage project communications so that all the important actors from one end of the chain of information to the other can understand what is happening and its implications at all relevant levels and stages. Speedier decision-making would certainly have helped with project planning, as would more streamlined requests for information and more consolidated project revisions.

4.4. Efficiency and Use of Resources

The Promise Pathways approach demonstrated the viability of effective mobilization of local resources to meet local needs through partnering with government and civil society agencies. Resources used in capacity building were well targeted and effective, bringing significant and sustainable improvements in service delivery at local and national levels.

Project management was challenged by the budgetary implications of significant changes in the original project design and the associated substantial NICRA cost increase, coupled with changes linked to the audit recommendation. It is beyond the scope of this evaluation to determine if any different solutions might have been found, other than the early project closeout. The risk with this decision is that the advances made through project activities have not had time to become sufficiently consolidated before the end of the project. The human costs of ever increasing demands on a small project team also need to be considered, as does the position that the case managers are left in as a result of early project closeout. They are likely to continue to be contacted by beneficiaries and their families and will feel a moral obligation to respond to the best of their ability, but without project backup. Fortunately there is evidence of ongoing partner networking that will be able to assist them in responding appropriately.

4.5. Impact

Based on interviews and meetings during the evaluation, Promise Pathways has had an extremely positive impact on individual beneficiaries and service provider organizations.

Beneficiaries have taken the opportunities offered to enhance their training and education, thus gaining skills to earn a living or the chance to continue to study in school. The project has broadened the horizons of children in remote areas, particularly girls and their families, and enabled boys and girls to leave exploitative work for employment as qualified technicians, with improved future prospects.

Labor inspectors have a clearer sense of how to effectively fulfill their role in combatting child labor and new tools to put this into practice. These are being rolled out across the country through a training initiative of the Ministry of Employment. Similarly, Entraide Nationale has seized on the PAVE approach as a valuable tool to introduce as new Child Protection Units come on line in all Provinces. Work in schools has supported the implementation of Ministry of Education directives and demonstrated strategies to improve learning opportunities and psychosocial support for vulnerable families.

Civil society NGOs and associations and cooperatives have developed their facilities and services to vulnerable children and their families and developed their capacity to respond to the needs and network with other agencies in their areas. The project leaves a legacy of trained case managers with practical experience of using a range of child-centered tools and approaches, most of which have the expressed intention of continuing in the same line of work.

4.6. Sustainability and Good Practices

In spite of the early end to the project there are strong indications that the overall Promise Pathways approach will be sustained through new Associations created by the case managers and

through Entraide Nationale's adoption of the PAVE approach. Various other aspects of the approach will be taken forward by specific agencies. The approach itself can be taken forward as a good practice, highlighting the strengths of each specific component and any aspects to be aware of during adaptation to alternative contexts.

Judging by the intentions and concrete measures described during the evaluation as whole and during the stakeholder meeting in particular, this project is likely to have a high degree of sustainability, not least because of its focus on improving existing services and building provider capacity.

V. RECOMMENDATIONS

5.1. Beneficiaries who have not completed their services by the end of the project

Creative needs to ensure that provision is made to cover any outstanding expenses required for all beneficiaries to complete their cycle of training or education, so that the project commitment to these young people is respected (since they have been counted as direct beneficiaries) and they are not penalized because of the early end to the project. This recommendation will mainly concern transport costs, and possibly some school materials, since other responsibilities have been transferred to service providers.

5.2. Discussion with the President of the Commune of Lala Aziza

Creative should have a conversation with the President of the Lala Aziza Commune to understand his specific concerns about the early end to case manager support for beneficiaries staying in the local Dar Taliba. The President is worried that ending this support prematurely may lead to parents withdrawing their daughters from school, and that this risks influencing the wider communities' readiness to enroll their daughters in the future. He had factored measures to take account of the end of the project into his budget for 2018 but has no resources immediately available. A discussion might enable Creative to suggest approaches to mitigating the effect of early project closure, or even to consider finding some additional resources, in recognition of the broken commitment to offer case manager support until the planned project end date.

5.3. Project team

Future projects should be strongly encouraged to put in place a team of an adequate size to comfortably carry out the required work and teams should include adequate M&E technical support. The distinct advantages of using national personnel, in terms of networking and sustainability, should be taken into account when appointing project staff. Ideally project teams should have access to the budget allocations for the activities they are responsible for implementing.

5.4. Project revisions and Project audits

Every effort should be made by all concerned parties to ensure timely decision making concerning project revisions so that projects can make maximum use of the time available. The status of audit recommendations needs to be made clear when the draft report is circulated, so that grantees are aware at what stage they are required to act on such recommendations. Grantees should always inform USDOL before making significant changes as a result of audit recommendations, in line with the MPG.

5.5. Promise Pathways approach

The Promise Pathways approach should be fully documented so that future projects can draw on and adapt the materials to their own contexts. Documentation needs to include:

- The theory of change

- The role, profile, recruitment and supervision of case managers
- Methodology for base line and other preliminary studies
- Details of beneficiary risk assessment and selection
- Beneficiary monitoring documentation
- Key tools, training manuals and instructions for how to apply them
- Details of training given to service providers and case managers
- Descriptions of project alignment with national policy and key Ministries
- Descriptions of project alignment with international, national and local civil society initiatives

This Promise Pathways pack would ideally be available in English and Arabic.

5.6 Review of the situation after one year

The high degree of interest from government and civil society partners suggests that the Promise Pathways approach and a number of its constituents are likely to be sustainable over time. It would be useful to verify if this is in fact the case by a rapid review after 12 months, which would involve talking to key partners to assess what has taken place in the twelve months following the end of the project.

ANNEXES

ANNEX A: List of Documents reviewed

1. Project Request for Proposals
2. Project document
3. Comprehensive Monitoring and Evaluation Plan
4. Base line household survey
5. Technical Progress Reports 2014-2016
6. Project work plans
7. Project revision requests
8. Midterm Evaluation report
9. Audit report
10. USDOL Management Procedures and Guidelines
11. List of service delivery organizations

Project tools:

12. Creative Mapper Methodology
13. PAVE process description
14. Beneficiary risk level assessment

ANNEX B: List of People interviewed

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ANNEX C: Stakeholder workshop participants and group work outputs

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ANNEX D: Evaluation Schedule

PROMISE PATHWAYS – FINAL EVALUATION - PROGRAMME

FEBRUARY 27 – MARCH 10, 2017

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ANNEX E: Final Evaluation Terms of Reference

Background and Justification

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

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

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

USDOL-funded child labor elimination projects are designed to ensure that children in areas with a high incidence of child labor are withdrawn and integrated into educational settings, and that they persist in their education once enrolled. In parallel, the program seeks to avert at-risk children from leaving school and entering child labor. The projects are based on the notion that the elimination of exploitative child labor depends, to a large extent, on improving access to, quality of, and relevance of education. Without improving educational quality and relevance, children withdrawn/prevented from child labor may not have viable alternatives and could resort to other forms of hazardous work.

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

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

Project context¹⁹

National statistics show a drop in the number of working children aged from 7 to 15 from 517,000 in 1999 to 59,157 in 2015. Despite this progress child labor is still a significant problem in Morocco, occurring primarily on small family farms but also in urban industries and services. It tends to be concentrated in areas with low levels of education, including the region of Marrakech-Tensift-El Haouz where the Promise Pathways project operates. Despite generally high enrolment for Morocco's nine years of compulsory education, significant dropout rates are linked to inadequate transport, high school-related costs and insecurity and discrimination in schools, which increase vulnerability to child labor.

Some children are engaged in the worst forms of child labor, including commercial sexual exploitation, begging and forced domestic work, sometimes as a result of human trafficking. A number of government programs target child labor, but these do not address the full extent of the problem and there are not enough labor inspectors to enforce the relevant laws. To comply with ILO recommendations Morocco should employ roughly 818 inspectors, whereas in 2015 there were only 409.

Morocco has ratified all key international child labor conventions (including ILO Conventions 138 and 182 and the UN Convention on the Rights of the Child) and put in place a number of related laws and regulations, the most recent being the 2016 law regulating employment of domestic workers. In 2015 a legal review of the Penal Code was conducted, with a view to drafting a coherent framework in line with international agreements. An anti-trafficking in persons' law has also been drafted and in 2015 regular training was provided to judges, law enforcement officers and civil society stakeholders on human smuggling and trafficking.

Mechanisms are in place to coordinate efforts to address child labor across the key ministries of Labor (MOESA), Education (MONEVT) and Social Development (MSWFSD)²⁰ and other national agencies. Adopted in 2016, the Integrated Public Policy on the Protection of Children promotes an interdisciplinary approach in response to child exploitation. In addition to the PP

¹⁹ Unless otherwise stated information comes from the project CMEP or <https://www.dol.gov/sites/default/files/documents/ilab/reports/child-labor/findings/Morocco.pdf>

²⁰ Ministry of Employment and Social Affairs, Ministry of National Education and Vocational Training, Ministry of Solidarity, Women, Family and Social Development

Project, social protection programs targeting child labor include the USDOL-funded Global Action Program on Child Labor Issues implemented by the ILO which aims to improve data on child labor and forced labor in Morocco and Ministry of Education support for vulnerable children through national vocational programs, the Tayssir conditional cash transfer program and funding for housing and transport for school children. While the scope of government supported programs seem quite broad, effective funding, implementation and coordination needs to be improved to fully address child labor.

Factors contributing to child labor in Morocco include the availability and quality of education and other social services and limited socio-economic household resources. In the Marrakech-Tensift-Al Haouz region where the Promise Pathways project is implemented, school dropout rates are the country’s second highest and children work as agricultural laborers, apprentices, peddlers, domestic laborers and sex workers. Children from poor farming families are exposed to work-related hazards, including harmful chemicals, dangerous tools and machinery, carrying heavy loads, working long hours and over exposure to the elements. In 2013 Creative Associates estimated that 49,000 children live below the poverty line in this region and that a similar number are vulnerable to falling into poverty.

Project Specific Information ²¹

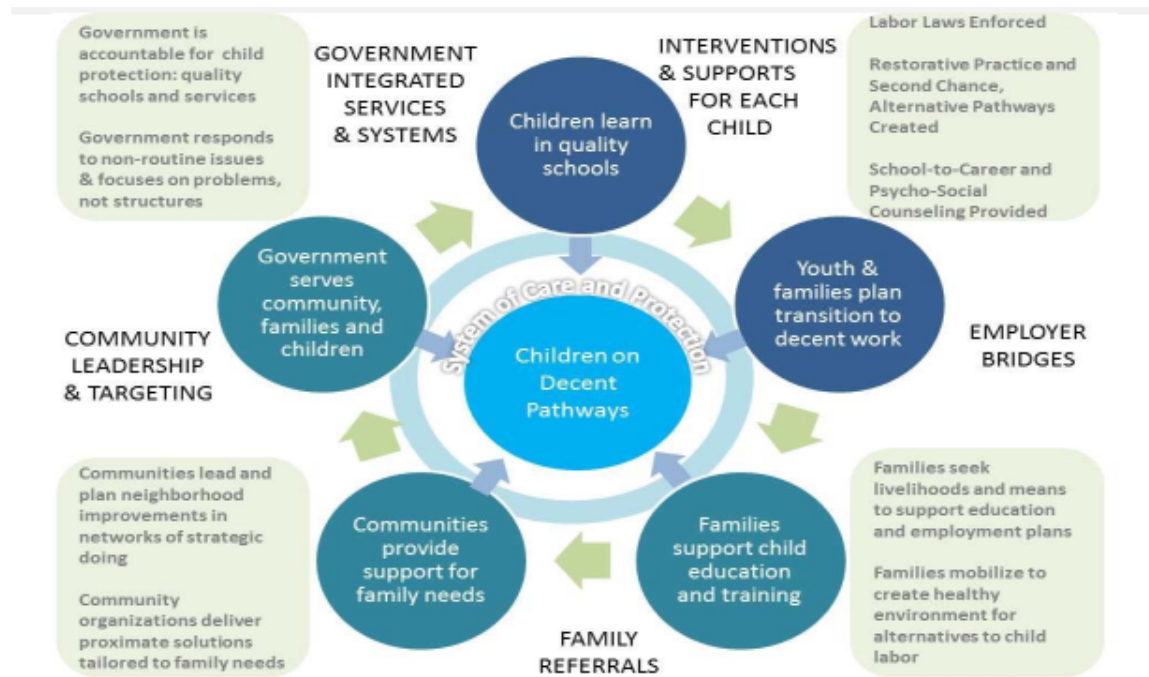
The Promise Pathways Project is a five million dollar, four-year program that aims to reduce child labor in Morocco by increasing access to education for 5,553 children aged 6 to 17 and by providing livelihood and other social services to 1,016 siblings, parents, and caregivers aged 18 and over in the Marrakech-Tensift-El-Haouz region. Project interventions are primarily designed to increase community and family resilience and responsiveness in eight zones, two in each of the region’s 4 provinces.

The project has three Intermediate Objectives:

IO	Main focus of activities
1. Increased participation in quality education among children engaged in or at risk of child labor	Education: IO1.1 Reinforced access and retention of children in education programs IO1.2 Improved quality of education services
2. Decreased dependence on child labor for livelihoods in target households	Training and employment: IO2.1 Improved youth-relevant activities to secure decent jobs among target youth IO2.2 Improved access of target households to social protection programs IO2.3 Increased income among target households
3. Contribution of institutional environment to the elimination of child labor is improved	Government and Civil society capacity strengthening: IO3.1 Improved capacity of relevant government institutions in target zones to contribute to the elimination of child labor IO3.2 Increased capacity of civil society organizations in advocacy and service provision

²¹ This information is drawn from the Promise Pathways project documentation

Promise Pathways is designed to nurture the development of a community-led ecosystem that builds on existing assets to create a network of organizations in each community to assist vulnerable children in moving out of child labor and into education or decent work. Household dependency on child labor is tackled through vocational training for vulnerable youth alongside increased awareness of workplace hazards. This is combined with better access to social protection and appropriate livelihoods for adults in the households concerned. The project also contributes to improving the effectiveness of government agencies and civil society organizations by facilitating networking, synergy and collaboration in service provision and improved capacity to address child labor.



Promise Pathways approach to prevent child labor in Marrakesh-Tensift-Al-Haou

The project is implemented in partnership with the Ministry of Employment and Social Affairs, the Ministry of Education, the Ministry of Social Development and the Al Karam Association, which supports street children and youth in Marrakesh. Promise Pathways also collaborates with a range of other workers’, employers’ and civil society organizations and technical assistance has been provided through partnerships with three international organizations: IIECL²², Kuder, and Aid to Artisans.

²² International Initiative to Eliminate Child Labor

The project has carried out three surveys, namely a baseline household survey, a Participatory Rural Labor Market Assessment (PRLMA) and a school climate survey, which have been used to inform project interventions. The project incorporates a number of approaches, including a case management methodology that uses newly graduated university students to assist beneficiaries in planning alternatives to child labor.

Project direct and indirect beneficiaries:

6,549 Direct Beneficiaries	427 Indirect beneficiaries
823 Child laborers (6-14) withdrawn from family farms, industry, services	150 Labor inspectors
3,294 Children at risk prevented from child labor (6-14)	160 School Dropout Prevention Partners
283 Youth laborers (15-17) withdrawn from farm labor, industry, services	37 Youth Workers
1,133 Youth at risk prevented (15-17)	50 National/Regional Support Teams
1,016 Parents/households of targeted children/youth (6-17)	40 Lead Local Organizations

Purpose and Scope of Evaluation

Evaluation Purpose

The final evaluation will:

- Analyze the validity of the project’s theory of change;
- Assess the relevance and effectiveness of all project interventions;
- Determine whether the project has achieved its expected outputs and outcomes²³ and identify the challenges and successes encountered in doing so;
- Document lessons learned, good or promising practices, and models of intervention that will serve to inform future child labor projects and policies in Morocco, and in other implementation regions.

The evaluation should assess whether the project’s interventions and activities had achieved the overall goals of the project, and the reasons why this has or has not happened. The evaluation should also document lessons learned, potential good practices, and models of intervention that will serve to inform future child labor projects and policies in Morocco and similar environments elsewhere, as appropriate. Recommendations should focus around lessons learned and promising practices from which future projects can glean when developing their strategies toward combating exploitive child labor.

²³ These outcomes and outputs are listed in the project’s CMEP.

Intended Users

The evaluation will provide OCFT, the grantee, other project stakeholders, and stakeholders working to combat child labor more broadly, an assessment of the project's experience in implementation, its effects on project beneficiaries, and an understanding of the factors driving the project results. The evaluation findings, conclusions and recommendations will serve to inform any project adjustments that may need to be made, and to inform stakeholders in the design and implementation of subsequent phases or future child labor elimination projects as appropriate. The evaluation report will be published on the USDOL website, so the report should be written as a standalone document, providing the necessary background information for readers who are unfamiliar with the details of the project.

Evaluation Questions

1. How effective has the project been in achieving its intermediate and supporting objectives? What have been the main factors influencing the achievement or non-achievement of the objectives?
2. Compare and contrast the cohorts of beneficiaries that received services from the project. Has the project's early end date had an effect on the type and quality of services the beneficiaries received? What type of follow up activities did the project undertake for the first cohort to receive services? How were children connected to educational services?
3. What were the experiences of the Case Managers while working with the project? Where there any unintended benefits from the Case Manager model, such as additional marketable job skills, trainings, additional anti-child labor advocacy? What are the Case Managers planning to do after the project ends?
4. Assess the sustainability of the capacity building efforts of the project. As a result of the training, do the different stakeholder groups feel they are able to perform their jobs better than they could before? How does the local labor inspectorate view the project and, in their opinion, have they found the project beneficial? What worked well and what could have been improved?
5. Describe *Entraide Nationale's* effort to sustain the project beyond the award end date. Will the *Entraide Nationale* replicate the Case Manager's model or other aspects of the Promise Pathways project?
6. What is the nature of the project's relationship with local civil society and government partners? Have these partners' commitment to combatting child labor increased as a result of project efforts? How has the project's early end date affected these relationships?
7. Describe the challenges or barriers that the project encountered with regard to Goal 4, child labor research. Why this goal was not able to be achieved? *Goal 4: Supporting research, evaluation, and the collection of reliable data on child labor, its root causes, and effective strategies, including educational and vocational alternatives, microfinance and other income generating activities to improve household income.*

8. Was the project's Theory of Change (ToC), as stated in the project Comprehensive Monitoring and Evaluation Plan (CMEP), valid? Were there external factors that affected its validity in a positive and/or challenging way during project implementation?
9. Two organizations that were originally to be working with Promise Pathways left early in the project implementation. What are the reasons this partnership did not work out? How has Promise Pathways leveraged its resources to make up for this loss? Has this revised approach been successful?
10. Since the midterm evaluation and audit, what has been done to improve communication and project support between Creative's headquarters and the project? Was the staffing plan in Morocco sufficient to implement the work of the project? What were the benefits and/or concerns of the Promise Pathways staffing plan?
11. How did the project collect beneficiary data and did the project conduct follow-up beneficiary monitoring? Please examine a sample of beneficiary forms and the DBMS to ensure that regular monitoring has taken place, monitoring forms were filled out accurately and timely, and the data was entered into the DBMS properly. What was the quality of the data collected and entered into the DBMS? When were children (ages 6 – 14) and youth (ages 15 – 17) beneficiaries added to the DBMS?
12. Describe how the project has implemented its close out plan.

Evaluation Methodology and Timeframe

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

Approach

The evaluation approach will be qualitative and participatory in nature, and use project documents including CMEP data to provide quantitative information. Qualitative information will be obtained through field visits, interviews and focus groups as appropriate. Opinions coming from beneficiaries (teachers, parents and children) will improve and clarify the use of quantitative analysis. The participatory nature of the evaluation will contribute to the sense of ownership among beneficiaries.

Quantitative data will be drawn from the CMEP and project reports to the extent that it is available and incorporated in the analysis. The evaluation approach will be independent in terms of the membership of the evaluation team. Project staff and implementing partners will generally only be present in meetings with stakeholders, communities, and beneficiaries to provide introductions. The following additional principles will be applied during the evaluation process:

Methods of data collection and stakeholder perspectives will be triangulated for as many as possible of the evaluation questions.

Efforts will be made to include parents' and children's voices and beneficiary participation generally, using child-sensitive approaches to interviewing children following the ILO-IPEC guidelines on research with children on the worst forms of child labor (<http://www.ilo.org/ipeinfo/product/viewProduct.do?productId=3026>) and UNICEF Principles for Ethical Reporting on Children (http://www.unicef.org/media/media_tools_guidelines.html).

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

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

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

Evaluation Team

The evaluation team will consist of:

- The international evaluator
- As appropriate interpreters fluent in the necessary languages and dialects will be available to assist the evaluator
- One member of the project staff may travel with the team to make introductions. This person is not involved in the evaluation process.

The international evaluator will be responsible for developing the methodology in consultation with (Contractor), USDOL, and the project staff; assigning the tasks of the national consultant and interpreter for the field work; directly conducting interviews and facilitating other data collection processes; analysis of the evaluation material gathered; presenting feedback on the initial findings of the evaluation to the national stakeholder meeting and preparing the evaluation report.

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

Data Collection Methodology

1. Document Review

Pre-field visit preparation includes extensive review of relevant documents. During fieldwork, documentation will be verified and additional documents may be collected. Documents may include:

- CMEP documents
- Baseline and endline survey reports
- Project document and revisions,
- Cooperative Agreement,
- Technical Progress and Status Reports,
- Project Results Frameworks and Monitoring Plans,

- Work plans,
- Correspondence related to Technical Progress Reports,
- Management Procedures and Guidelines,
- Research or other reports undertaken (baseline studies, etc.), and
- Project files (including school records) as appropriate.

2. Question Matrix

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

3. Interviews with stakeholders

Informational interviews will be held with as many project stakeholders as possible. The evaluation team will solicit the opinions of children, community members in areas where awareness-raising activities occurred, parents of beneficiaries, teachers, government representatives, legal authorities, union and NGO officials, the action program implementers, and program staff regarding the project's accomplishments, program design, sustainability, and the working relationship between project staff and their partners, where appropriate.

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

- OCFT staff responsible for this evaluation and project prior to the commencement of the field work
- Implementers at all levels, including child labor monitors involved in assessing whether children have been effectively prevented or withdrawn from child labor situations
- Headquarters, Country Director, Project Managers, and Field Staff of Grantee and Partner Organizations
- Government Ministry Officials and Local Government Officials who have been involved in or are knowledgeable about the project
- Community leaders, members, and volunteers
- School teachers, assistants, school directors, education personnel
- Project beneficiaries (children withdrawn and prevented and their parents)
- International NGOs and multilateral agencies working in the area
- Other child protection and/or education organizations, committees and experts in the area
- U.S. Embassy staff member

4. Field Visits

The evaluator will visit a selection of project sites. The final selection of field sites to be visited will be made by the evaluator. Every effort should be made to include some sites where the project experienced successes and others that encountered challenges, as well as a good cross section of sites across targeted CL sectors. During the visits, the evaluator will observe the activities and outputs developed by the project. Focus groups with children and parents will be held, and interviews will be conducted with representatives from local governments, NGOs, community leaders and teachers.

Ethical Considerations and Confidentiality

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

Stakeholder Meeting

Following the field visits, a stakeholders meeting will be conducted by the evaluator that brings together a wide range of stakeholders, including the implementing partners and other interested parties. The list of participants to be invited will be drafted prior to the evaluator's visit and confirmed in consultation with project staff during fieldwork.

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

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

- Presentation by the evaluator of the preliminary main findings
- Feedback and questions from stakeholders on the findings
- Opportunity for implementing partners not met to present their views on progress and challenges in their locality
- If appropriate, Possible Strengths, Weaknesses, Opportunities and Threats (SWOT) exercise on the project's performance

- Discussion of recommendations to improve the implementation and ensure sustainability. Consideration will be given to the value of distributing a feedback form for participants to nominate their “action priorities” for the remainder of the project.

A debrief call will be held with the evaluator and USDOL after the stakeholder workshop to provide USDOL with preliminary findings and solicit feedback as needed.

Limitations

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

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

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

Timetable

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

Task	Date
Evaluation launch call	
Background project documents sent to Contractor	
Email OCFT with CVs of 2 proposed evaluator candidates	
Evaluation purpose and questions submitted to Contractor	
Logistics call-Discuss logistics and field itinerary	
Contractor sends minutes from logistics call	
Evaluator selected	01.30.17
Draft TOR sent to OCFT	02.09.17
Identify a list of stakeholders	02.13.17
Finalize field itinerary and stakeholder list for workshop	02.15.17
Cable clearance information submitted to USDOL	
Finalize TOR with USDOL and submit to Grantee	02.13.17
Interview call with USDOL & Project Staff	
Fieldwork	02.27.17

Task	Date
Post-fieldwork debrief call	03.13.17
Draft report to contractor for Quality Control review	03.28.17
Draft report to USDOL & Grantee for 48 hour review	03.31.17
Comments due to Contractor	04.05.17
Report revised and sent to Contractor	04.19.17
Revised report to USDOL	04.24.17
USDOL and stakeholder comments after full 2-week review	05.08.17
Final report to USDOL	05.12.17
Final approval of report	
Editing	
508 compliance review	
Final edited report to COR	
Final edited report to grantee and stakeholders	

Expected Outputs/Deliverables

Fifteen working days following the evaluator's return from fieldwork, a first draft evaluation report will be submitted to the Contractor. The report should have the following structure and content:

- Table of Contents
 - List of Acronyms
 - Executive Summary (providing an overview of the evaluation, summary of main findings/lessons learned/good practices, and key recommendations)
 - Evaluation Objectives and Methodology
 - Project Description
 - Findings, Conclusions and Recommendations
 - Findings – the facts, with supporting evidence to answer to each of the evaluation questions
 - Conclusions – interpretation of the facts, including criteria for judgments
 - Key Recommendations - critical for successfully meeting project objectives – judgments on what changes need to be made for future programming;
 - Lessons Learned and Best Practices
-
- Annexes - including list of documents reviewed; interviews/meetings/site visits; stakeholder workshop agenda and participants; TOR; etc.

The total length of the report should be approximately 30 pages for the main report, excluding the executive summary and annexes.

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

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

Evaluation Management and Support

The Contractor will be responsible for Evaluation Management and Support.